



*Office of the Auditor General / Bureau du vérificateur général*

**AUDIT OF THE PARKING FUNCTION**

**2008**

**VÉRIFICATION DE LA FONCTION STATIONNEMENT**



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## EXECUTIVE SUMMARY

### ***Introduction***

In March 2008, following extensive discussions of parking issues by Council related to staff proposals to increase parking revenues through assorted combinations of changes to rates, hours of pay and areas of pay to address budget objectives, an audit of “parking operations” was requested by Council<sup>1</sup>.

As part of the audit planning process, interested Councillors were interviewed and the webcasts of the relevant Council sessions were observed. On this basis, an audit plan was developed. However, it also became apparent that while Council had requested an audit of “parking operations” the intent was a broad assessment of the function of parking supported by the City.

Some issues raised by Councillors also overlapped with other organizational groups including Planning, Real Property Asset Management (RPAM), and By-law Enforcement. It was clear that while the main assessment was within the Traffic and Parking Operations Branch, Council wanted these other groups included to ensure an overall assessment. Therefore, in order to clarify the expanded scope of the audit and the multiple groups responsible for different components (including operations, revenue generation, development, planning, capital, maintenance and enforcement), the name of this report and audit has been changed to Audit of the Parking Function.

While the Office of the Auditor General’s 2008 work plan included a broad audit of the Traffic Operations Division, the scope and level of effort were not considered to be sufficient to adequately delve into the issues and concerns raised by Council. As a result this supplementary audit was commenced in the spring of 2008.

### ***Overview of Public Parking Function***

The supply and management of municipal public parking is guided by the Official Plan, the Transportation Master Plan (TMP) as well as Traffic and Parking By-law No. 2003-530.

A significant level of effort is expended by the City to make parking space available to a broad range of users and stakeholders including local residents, business interests as well as community and volunteer groups. These various users and stakeholders invariably represent a wide range of divergent interests related to who, when, why, how and for how long drivers can use public streets and public parking lots for vehicle parking.

The supply and management of the on-street and off-street public parking within the City of Ottawa directly involves the efforts of three primary groups, namely the

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<sup>1</sup> Minutes 33 – March 26-27, 2008

Department of Public Works and Services (Traffic and Parking Operations Branch), the Department of Planning, Transit and the Environment (PTE) and By-law Services.

While the overall coordination and management of public parking is not assigned to any one municipal unit, the majority of decisions related to day to day operations of municipal parking assets are vested in the Parking Operations Unit of Traffic and Parking Operations Branch of the Public Works and Services Department.

### **Parking Operations Unit**

Within the Traffic and Parking Operations Branch there are four organizational groups:

1. Traffic Management;
2. Safety and Traffic Services;
3. Mobility and Area Traffic Management; and,
4. Traffic Operations, which includes the Parking Operations Unit.

The Parking Operations group is largely limited to revenue collections, maintenance of meters, operation of both Pay and Display (P&D) machines and Pay on Foot (POF) machines, and management of municipally owned parking lots (maintenance and security contracts). The other three groups within Traffic and Parking Operations Branch conduct assorted traffic studies related to the administration of the Traffic and Parking By-law 2003-530, which, among other things, controls various on-street parking related issues such as no parking zones, loading zones, fire lanes, traffic calming areas, etc.

The Parking Operations Unit is comprised of 26 Full Time Equivalent (FTEs) consisting of 17 FTEs for administering and collecting parking fees and 9 FTEs for maintenance. An additional eight summer students provide additional maintenance.

From time to time, the Parking Operations Unit plans and constructs new on-street and off-street automobile parking facilities in select areas of the City of Ottawa. In practice, however, the majority of resources are spent operating and maintaining a broad array of on-street and off-street automobile parking facilities in select areas of the City of Ottawa.

There are 3,703 paid parking spaces at parking meters and 215 paid parking spaces at P&D machines for a total of 3,918 on-street 'parking spaces'. (These numbers do not include the parking meters that were installed in June 2008 on Centrepointhe Drive, Constellation Crescent, Rochester Street, Booth Street, Daniel McCann Street, and Norman Street - a total of 276 additional spaces.) There are two P&D machines in the By-ward Market that are removed seasonally (64 paid parking spaces). The total number of parking meters in use is 3,985. This includes 3,703 on-street parking meters and 282 off-street parking meters.

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## **Planning, Transit and the Environment Department**

Planning, Transit and the Environment Department (PTE) is responsible for the Official Plan, Transportation Master Plan, Land Use Zoning and the Cash-in-Lieu of Parking Program. By-law and Regulatory Services is responsible for the enforcement of Traffic and Parking By-law 2003-530.

The Zoning By-law sets out parking requirements for different uses and this parking may be made available to the public (e.g., a parking garage below a downtown office complex may be required for the office but may be accessible to the public). The Zoning By-law specifically regulates parking lots or parking structures for use as a privately operated parking area for use by the public or for a defined group.

### **By-law Services**

By-Law Services, of Community and Protective Services Department (CPS) conducts enforcement of metered parking spaces rules and regulations.

Other municipal interests who rely on or are impacted by parking operations are:

- OC Transpo - bus stops compete with on-street parking spaces for revenue collected from parking metres;
- Economic Development - promotes business and works with Business Improvement Areas (BIAs) to ensure good client services (e.g., ample parking, short term parking availability, etc.);
- Finance - parking revenues are included as general income within annual municipal budgets documents; and,
- RPAM - responsible in part for management of the capital assets (generally parking garages) although much of the day-to-day maintenance work is contracted out by the Parking Operations Unit.

## ***Summary for 2007 Parking Revenues and Expenses***

In 2007, revenue from On-street Operations approached \$7 million. This includes revenue from 3,703 year-round meters, 11 high activity Pay and Display machines in the By-ward market with income exceeding \$450,000 and on-street residential permits of \$440,000.

In 2007, revenue from Off-street Operations included \$2.4 million revenue from two parking garages on Clarence Street, \$2 million revenue from City Hall parking lot and \$.75 million from seven other lots. In addition, this includes \$35,000 from seasonal spots at two municipal beaches and the Tour Bus program revenue of \$20,000.

The following table summarizes 2007 Parking Revenues and Expenses:

	On-Street (\$000s)	Off-Street (\$000s)	Parking Admin. (\$000s)	Total (\$000s)
Revenue	\$6,836	\$5,208		\$12,044
Less: net expense - primary	- \$739	- \$1,295	- \$1348	- \$3,382
Less: net expense and recoveries- secondary	+ \$18	- \$1,065		- \$1,047
<b>Net Revenue</b>	<b>\$6,115</b>	<b>\$2,848</b>	<b>- \$1,348</b>	<b>\$7,615</b>
Parking Spaces – year round	3,918 <sup>2</sup>	2,226		6,144
Parking Spaces - seasonal	64	505		569

*For additional information, refer to Appendix 2.*

## Scope

On March 26, 2008, Council directed the Auditor General to audit Parking Operations. As previously mentioned, this audit was in addition to the audits identified in the Office of the Auditor General’s work plan approved by Council. Of note, an Audit of the Traffic and Parking Operations Branch, of which the Parking Operations Unit is included, was originally part of the 2008 Audit work plan. While the audit of the Traffic Operations Division included the Parking Operations Unit, the scope and level of effort were not considered to be sufficient to adequately delve into the issues and concerns raised by Council. The Traffic and Parking Operations is expected to be presented to Council in the spring of 2009.

As discussed in the introduction, when the Audit commenced, the scope was confined to an audit of the Parking Operations Unit within Traffic and Parking Operations Branch of the Public Works and Services Department. Following interviews with interested Councillors and as the audit progressed, it became apparent that the intent of the Council directed audit was actually a broader “parking function”; that is the broad issue of the supply and management of municipal parking and not just the organizational unit which manages the day-to-day operation of on and off-street parking within the City.

As will become apparent in the following section, this distinction was a significant finding of the audit. For purposes of this report, the term “Parking Operations” refers to the operational work unit and the term “Parking Function” refers to the broader concept of parking supply and management.

Given that the cash-handling component of the Parking Operations Unit was reviewed in 2006, it was deemed prudent to include within the scope of this audit, a follow-up audit of the 29 recommendations to the original 2006 audit as well.

Therefore, this audit comprised two distinct approaches:

<sup>2</sup> Reduced by construction, special events etc, referred to as “hooding”. Or in some construction scenarios, the meters are removed completely.

1. Follow-up of the status of implementation of the recommendations from the 2006 audit of Parking Revenue Processes.
2. Audit of City of Ottawa “Parking Function” to specifically address the directive given by Council.

## **Objectives**

To provide an independent and objective assessment to determine if:

- The existing parking strategy is comprehensive and the process for updating the strategy addresses relevant municipal policies and priorities. (This objective was directed at the broader Parking Function rather than the Parking Operations Unit as discussed previously under the Audit Scope).
- Appropriate financial systems are in place to budget, record, track, report and monitor all expenditures within the Branch in an efficient, effective and economic manner that facilitates service delivery.
- The City receives value for money for services performed.
- Appropriate processes are in place to plan daily, monthly, annual, long term and capital activities in a manner that provides for efficient, effective and economic service delivery.
- Appropriate systems, policies and processes are in place to manage staff.
- Appropriate standards exist, are communicated to staff, maintained, monitored and enforced.

## **Key Findings**

### **Mandate, Strategy, Accountability**

1. At present, there is no well-defined Council-approved directive that provides clear guidance to the “Parking Function” within the City of Ottawa. Notwithstanding high level policy direction provided in the OP and TMP, there is not a clearly defined documented mandate or strategy specifically for the Parking Function at the City designed to ensure that all City-wide objectives affected by Parking are achieved. More specifically, there is no mandate document that covers all aspects of parking including zoning changes, cash-in-lieu, residential on-street permits, new areas, rate setting, on and off-street operations and ensures support of Official Plan, or Transportation Master Plan, or Traffic and Parking By-law. The lack of such a document leads City Departments, in many cases, to work at cross-purposes to each other. There is a risk that the broader policy items (e.g., zoning changes required, coordination with strategic directions identified in the Official Plan, residential permits), economic/BIA considerations and accountability issues may not be fully addressed.

2. A strategic plan for both the Planning Function and Parking Operations to achieve the strategic objectives does not exist nor is there an implementation plan for parking related initiatives. Goals to be achieved have not been identified, nor have performance measurement indicators been identified.
3. Historically, staff have not been held accountable for attainment of the Parking initiatives in the TMP; although, several initiatives have recently been started to address this oversight.
4. There is no lead group responsible for the overarching Parking Function and to ensure an appropriate, coordinated and collaborative direction for related initiatives and priorities, budgeting, strategic and operational planning. In addition, there is no unified accountability framework and supporting organizational structure to support responsibilities which overlap existing organizational groups.

### **Financial Management**

1. In general, the financial analysis was found to be a weakness within the Parking Operations Unit. The extent of our analysis was limited due to the nature of the internal Parking Operations Unit information systems. There are many stand-alone documents or information sources but we confirmed that they are not rolled up to a report which is easy to use, explains and facilitates management of the operation. This lack of information reports hinders operations analysis, as it is difficult to isolate various expenses and revenues and the related impact of ongoing changes. While systems and reports required will change significantly if the City replaces all meters with P&D machines in the near future, whether as an in-house operation or outsourced, financial supporting systems and detailed reports will still be required.
2. Based on revenue generated, the City is collecting, on average, fees for two to three hours per weekday per parking space for both on and off-street parking operations. Notwithstanding explanations provided by Parking Operations staff for any discrepancy between revenue collected and available parking [including, reduced localized supply (i.e., hooding due to: special events, construction, vendors, etc.), people not paying at a metered space, disabled parking permits as well as maintenance issues and criminal activity on the part of the public (e.g., meter jammers)] these paid utilization rates<sup>3</sup> may be low, especially given the past occupancy studies and our understanding that there is a general lack of availability

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3 - For purposes of this document “paid utilization rate” is defined as the effective number of hours the space is fully utilized and paid for (utilization can occur without revenue being collected) per day, typically a week day. Of note, some By-ward market spaces and various other spaces across the City that are paid parking six days a week, as well as paid Sunday parking, are in the vicinity of the Civic Hospital. We do recognize that full utilization will never be achieved given the transitional nature of the business and that not everyone parking at a parking meter will provide revenue (either legally as with a Handicapped Permit or illegally by choosing not to pay).

of on-street metered spots in commercial areas during regular business hours<sup>4</sup>. Parking staff agree that generated revenues represent about two to three hours per day of paid parking per spot. Parking Operations should conduct a review of parking occupancy rates against the revenue generated.

3. We note a very positive response to the 29 audit recommendations made in 2006. Staff have invested significant time and effort to making changes; most notably a reorganization of the Cash Collection group of Parking Operations to improve segregation of duties and the development and documentation of detailed written operational processes and procedures. However, processes for analysing, monitoring, exception reporting etc, have not been developed and so the data collected is not sufficiently used to provide direction for improvements, understanding trends and decision making.
4. There is no systematic tracking of meter activity by street, BIA or neighbourhood. There are plans to track this with the expected implementation of a new vault collection and counting system in later 2008. Although there is a record for each on-street P&D machine (located only in the market), it is not monitored. There are no standard reasonableness tests to determine whether cash collected matches norms, expectations, etc.
5. In general, there has not been widespread acceptance of the Parking Card program and revenues are recorded at the time of the card sales rather than as deferred revenue that is drawn down as the cards are used.
6. Some errors were found in the values used and assumptions made in the proposed changes to parking rates and times as well as the Pay and Display analyses presented to Council during the 2008 budget deliberations. These errors were largely due to the same reasons identified in other sections of this report, specifically: issues with the financial accounting structure, weak internal information systems and lack of standard reports. The poor state of good financial structures and reporting required staff to make many broad assumptions in order to offer Council financial projections on parking rate structure and management alternatives.
7. Both the knowledge and use of the financial modules of SAP by Parking Operations staff is very limited. There is a lack of skills sets for the development of information systems and reports within Parking Operations. Existing standard systems within

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<sup>4</sup> Refer to 2005 Central Area Parking Study Update – page iii – “West of the Canal parking utilization has continued to increase, with the total public parking utilization in the majority of blocks approaching, or exceeding practical capacity (utilization ratio of 0.90). East of the Canal, parking utilization remains relatively unchanged with the greatest change being a slight decrease in the Friday evening utilization from 0.48 in 1999, to 0.45 in 2005. On-street parking utilization in the Central Area continues to be high, with utilization ratios exceeding practical capacity during all periods studied, reaching as high as 1.04 for Sunday afternoons (east of the Canal). Overall, the Central Area is approaching practical capacity for weekday afternoon parking utilization as a result of the increases in parking utilization west of the Canal.”

the City do not meet the specific needs of Parking Operations. The information required to effectively and efficiently manage the operation is not readily available.

8. Parking Operations Unit information systems and reports do not provide adequate information for the management of Parking Operations or the Parking Function. While revenues for off-street parking lots are tracked and graphed, reports do not include any narrative or variance analysis to explain unexpected changes in revenue or indicate what action has been taken to investigate discrepancies or changes. On-street revenues are not tracked or graphed and there are no standard management documents that address changes or discrepancies.
9. No formal process exists to ensure reconciliation of revenue to SAP to ensure all revenues are properly recorded.
10. Uncollected routes and/or uncollected monies due to theft and/or defective meters may not be detected as no formal, standard reviews of revenues are in effect to ensure that dollars collected versus the weight of the vault is reasonable based on past experience. In addition, no formal processes to review collection sheets are in place to ensure completeness of revenue received or collected, or to follow up potential problems (e.g., incomplete sheets).

### **Performance (Value for Money)**

1. The cash-in-lieu program is not meeting the original objectives, as defined in the 2003 TMP. Specifically, there is not a correlation between funds collected as “cash-in-lieu” and provision of additional parking nearby by City. Yet, cash-in-lieu, as defined in the 2003 TMP is “a practice permitting developers to pay a charge in lieu of constructing the minimum parking spaces required by zoning regulations, thereby financially enabling the provision of City-owned public parking facilities”. The City’s website states “Cash in Lieu of Parking fees represent the amount of money that it would cost the City if it were to provide and operate each parking space that is exempted. The fees vary, depending on the location of the site and the type of parking associated with the proposed land use.”
2. There are no City and/or municipal objective criteria for determining whether meters should be installed or removed from specific locations. Therefore, it is not possible to determine whether there is compliance.
3. There are no City and/or municipal objective criteria for determining how, when and why parking rates should be adjusted. Therefore, it is not possible to determine whether there is compliance. This issue has been identified for the (ongoing) Parking Management Strategy.
4. City Parking staff have not historically worked closely with BIAs and other community groups; instead City planning staff, have developed closer ties to BIA groups most recently with Neighbourhood Planning Initiatives (NPI) and Community Design Plans (CDP). This is largely due to the nature of repeated

interaction and involvement with BIAs on Planning decisions and activities and has resulted in a more developed/mature relationship between Planning staff and BIAs than Parking and BIAs. This is natural and not meant as a criticism but reflects the need to build relationships and trust which may be easier achieved through Planning contacts.

5. Again, the lack of a clear Parking Function specific mandate, with supporting policies and procedures, measurable objectives and assigned accountability have resulted in:
  - Inconsistent application of “parking rules and decisions” – zoning, cash-in-lieu, on-street meters, off-street lots, rates, hours, tour buses;
  - Increased time and involvement of Councillors to liaise with BIAs and other interested parties;
  - Council expressed concerns over the accuracy, relevancy, comprehensiveness and completeness of parking related matters presented to them and concerns over the lack of action towards achieving items identified in the 2003 TMP; and,
  - Ineffective, inefficient use of staff and Councillor resources where topics continue to be revisited rather than having a firm direction.

## Planning

1. No comprehensive annual operational plans exist for the Parking Function or the Parking Operations group.
2. Parking equipment maintenance is not treated proactively enough. Current Parking meters are vulnerable to malfunctions, vandalism and theft (rigged coin dams) despite an average annual labour cost of \$100 per meter for maintenance and repairs. Management has indicated that the actual cost per meter through SAP was \$59.75 in 2007. Parking meters rely on AA batteries, which are vulnerable especially in cold weather when battery life is reduced. In addition, the City’s P&D and POF equipment is old and outdated with frequent breakdowns and high staff costs associated with frequent maintenance calls. The reactive approach to meter maintenance can leave meters out of order for extended periods of time as the malfunction is not always apparent to the meter collectors. This can result in both a loss of considerable revenue to the City and an increase in parking ticket reversals (at present, a time consuming and expensive process), as well as frustration of the public when meters do not work, and they receive a ticket.
3. Parking meters are not tested regularly to ensure they are working. Meter repairs are driven largely by complaints from the public. Typically complaints are received after citizens receive a ticket while parked at a defective meter. Malfunctioning meters can go undetected for an extended period of time.

4. Annual cost of meter repairs exceeds \$400,000 for labour costs alone (average of \$100/meter). Management has indicated that the actual cost per meter through SAP was \$59.75 in 2007.

## **Human Resources**

Absenteeism and grievances are low. Overtime is reasonable, and largely due to on-call staff being called in to service the five market POF machines at the two market garages late at night. Staff levels are reasonable. One key position is being kept vacant; staff have managed to compensate and cover the related responsibilities adequately.

## **Compliance**

Procedures for Parking Operations staff are well-documented and communicated to staff. Procedures are in place to facilitate repairs of parking equipment in a timely manner and within the one working day standard for meters and immediately for P&D and POF. However, most procedures are on a reactive, not proactive, basis. Our review of municipal and industry best practices confirmed a well-supported industry supported by public and private interests involved in parking supply and management. No specialized best-practice policies or procedures were evident, although various suppliers and support industries are available to support parking operations generally.

### **Overall Management Response**

Our proposed parking management strategy and related projects are in strong alignment with the Audit. With respect to parking occupancy rates, we agree that undertaking a comprehensive study on this matter as part of our overall strategy is very beneficial.

## **Recommendations**

### **Recommendation 1**

**That the City ensure that responsibilities, accountabilities and coordination of all aspects of the Parking Function, including planning related matters (zoning requirements, cash-in-lieu) development matters (new and existing locations/requirements of on and off-street parking including residential on-street parking) and operational requirements (collections, rate setting, enforcement) be clearly assigned in a manner which ensures a comprehensive and coordinated approach to the Parking Function.**

### **Management Response**

Management agrees with this recommendation.

Presently, the Planning branch manages the Official Plan, Transportation Master Plan, and Comprehensive Zoning By-law. These documents take into account broad

land use issues and serve to set the context and the high-level objectives for the Parking Program.

At its meeting of 13 February 2008, City Council gave the following direction:

*“That staff be directed to develop a new city-wide, comprehensive, consolidated parking policy in conjunction with the principles articulated in the Parking Management Strategy and the Transportation Master Plan; and that the policy include parking needs in the zoning by-law, a review of the financial costs to the City of storing cars on city streets versus storing cars on private lots; and*

*That the study examines on-street parking rates:*

- That vary according to geography; and,*
- That vary according to time (time of day, day of the week).*

*Also, that the terms of reference for this study/review be brought to Transportation Committee for its review and approval prior to being undertaken.”*

The Transportation Committee approved the Terms of Reference for the Parking Management Strategy on June 18, 2008 and work is currently underway.

The Parking Management Strategy will be set within the context of the Official Plan and Transportation Master Plan policies and objectives and will outline a framework that will clearly identify responsibilities and accountabilities to ensure a comprehensive and coordinated approach to the parking function. The Parking Management Strategy is scheduled to be presented to Council in Q2 2009.

## **Recommendation 2**

- a) That the City ensure that the Parking Management Strategy and related documents currently underway be modified to clearly distinguish between strategic versus operational policies, initiatives and directives.**
- b) That Council approve an expanded scope of the PMS to ensure that all aspects of the “Parking Function” are included in the strategy. Accountabilities, objectives, goals, performance indicators and implementation plans for these items should be clearly stated and progress tracked in supporting documents.**

### **Management Response**

Management agrees with these recommendations.

The Parking Management Strategy will distinguish between strategic versus operational policies, initiatives and directives. It will also address all aspects of the parking function and will identify how parking relates to the different areas that the Planning branch is responsible for such as the Official Plan, Transportation Master Plan, Zoning By-Law, Cash-In-Lieu, etc. Further, it will ensure that there are key accountabilities, objectives and performance indicators that can be tracked and published in regular status reports.

The Parking Management Strategy is scheduled to be presented to Council in Q2 2009. Work will be done in the development of this strategy to ensure that these recommendations are reflected in supporting documents.

### **Recommendation 3**

**That the City ensure that the Parking Management Strategy and its related implementation be developed with the goal of achieving the strategic objectives identified in the Official Plan and Transportation Master Plan as well as being compatible with the Economic Development initiatives (which reside in the Planning, Transit and Environment Department). These policies and decisions should be considered during Neighbourhood Planning Initiatives (NPI), Community Design Plans (CDP), and in routine consultations with BIAs.**

#### **Management Response**

Management agrees with this recommendation.

The Parking Management Strategy is being developed to ensure that strategic objectives in the Official Plan and the Transportation Master Plan are reflected. These objectives will, in-turn, be reflected in Neighbourhood and Community Design Plans, which are developed using these overriding documents for direction and guidance.

The Parking Management Strategy will be presented to Council for approval in Q2 2009.

### **Recommendation 4**

**That Traffic and Parking Operations Branch develop a monthly Parking Operations Unit standard report which highlights revenue from all sources (off-street facilities by lot, on-street by P&D and meters preferably by major neighbourhood), for month, year-to-date actual, and budget. This must be supported by detailed narrative to address variances, issues, lessons learned, etc., and distributed to the director level for review and approval. The data source should either be SAP or a document, which is reconciled routinely to SAP.**

#### **Management Response**

Management agrees with this recommendation.

Staff are currently preparing a series of reports that reflect revenues from all sources. Once finalized, this information will be provided to senior management on a monthly basis. These reports require coordination between several sources and will be established by Q2 2009.

New reporting will supplement and improve upon the information that is currently being prepared. Staff currently prepare a series of reports that reflect all on-street revenues collected by day and by zone as well as all revenues and expenses for off-

street parking facilities. In addition, staff training is underway which will enable staff to undertake financial analysis and reconciliation to the extent that is identified in the Auditor's report.

Further, realty taxes and Lot 6 third party service provider costs have been adjusted for 2008 and future budgets in response to issues identified in the report.

### **Recommendation 5**

**That Traffic and Parking Operations Branch ensure that Parking Operations Unit begin tracking paid utilization rates and explain variances in a monthly report.**

#### **Management Response**

Management agrees with this recommendation.

Currently, staff selectively track utilization rates as part of the ongoing management and monitoring of our parking systems. With the implementation of Pay and Display machines, tracking of revenue and utilization rates will be carried out on a regular basis and monthly reports will be generated.

The Pay and Display procurement process will require Council approval in order to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

### **Recommendation 6**

**That Traffic and Parking Operations Branch develop new Parking Operations Unit collection routes which address both a four and five day collection schedule and focus on collecting from the busiest routes most frequently; this may result in collections from some routes less frequently than is currently done, especially during weeks with statutory holidays.**

#### **Management Response**

Management agrees with this recommendation and this practice is currently in place.

Traffic and Parking Operations will continue to look for efficiencies and improvements to the collection schedule to ensure that the busiest routes are collected when needed and the less busy routes are collected less frequently. At the same time, it is important to ensure any system allows for the continuation of proactive monitoring of all parking meters to address problems as they arise as efficiently as possible. The data acquired through these regular collections forms part of a historical database that is used to monitor trends and forecast year-end revenue expectations.

New collection routes will be developed when Pay and Display machines are implemented. Due to the increased availability and detail of financial and maintenance information through automatic means, the acquisition of this data through regular collections will no longer be required. The frequency of the new

collection routes would then be directly tied to the utilization of the machine. The implementation of Pay and Display technology is expected to occur Q1 2010 pending Council approval.

### **Recommendation 7**

**That Traffic and Parking Operations Branch ensure that all Parking Operations Unit collection sheets indicate the routes collected and in cases where there are no collections, identify special circumstances which would contribute to lower dollars collected (e.g., construction or hooding) as well as document alternate procedures (e.g., spare vaults used) with the reason noted on the collection sheet.**

#### **Management Response**

Management agrees with this recommendation.

Procedures for this practice are already in place. Staff review collection sheets on a weekly basis to audit the weight of the vaults and review any abnormalities that may be present in the specific collection route. Going forward, anomalies will be tracked and recorded consistently on the monthly revenue comparison sheets.

Once Pay and Display machines are implemented, the collection process will change and machines that do not require collection due to construction or hooding will not be collected.

The Pay and Display procurement process requires Council approval to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

### **Recommendation 8**

**That Traffic and Parking Operations Branch ensure that new Pay and Display machines track the outstanding value of Smart Cards.**

#### **Management Response**

Management agrees with this recommendation.

As part of the Pay and Display procurement process, the City has set out minimum standards to ensure that any new Pay and Display machine can track the outstanding value of Smart Cards.

The Pay and Display procurement process requires Council approval to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

### **Recommendation 9**

**That the City, as part of the Cash-in-Lieu Policy review currently underway, consider reverting to the original intended use of cash-in-lieu funds generated (i.e., being**

used only for the provision of parking spaces) ideally in the same area as applicant property.

### **Management Response**

Management agrees with the recommendation.

The consideration of 'reverting to the original intended use of cash-in-lieu funds generated' will form part of the report to Committee and Council as part of the Cash-in-Lieu Policy review currently underway in the Planning branch. Parking Operations will play a key role in the review of the Cash-in-Lieu Policy. Timelines for the Policy review are as follows:

- |  |         |
|--|---------|
| • Consultation with stakeholders   | Q1 2009 |
| • Report on options to Planning and Environment Committee (PEC) and Council for identification of preferred option   | Q2 2009 |
| • Consultation on preferred option   | Q2 2009 |
| • Report to PEC and Council on results of consultation, including implementation strategy and financial implications | Q3 2009 |

### **Recommendation 10**

**That Traffic and Parking Operations Branch re-evaluate Parking Operations Unit current inventory of surface lots with the view towards divesting of surface lots which do not satisfactorily assist in meeting Council approved desired goals.**

### **Management Response**

Management agrees with this recommendation.

A review of the inventory of surface lots will be initiated upon the completion of the Parking Management Strategy, which is scheduled to be presented to Council for approval in Q2 2009.

The evaluation of any particular surface lot requires a comprehensive local area study to evaluate the short, medium and long-term parking supply and demand scenarios. The areas where surface lots exist will be assessed on this basis and a determination will be made with respect to their viability relative to Council approved desired goals.

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### **Recommendation 11**

**That Traffic and Parking Operations Branch re-evaluate Parking Operations Unit current inventory of on-street parking, including On-street Residential Permits, to ensure it complies with the new Parking Management Strategy, once developed.**

#### **Management Response**

Management agrees with this recommendation.

A review of on-street parking, by area, will be undertaken upon the completion of the Parking Management Strategy, which is scheduled to be presented to Council for approval in Q2 2009.

### **Recommendation 12**

**That the City work with local Business Improvement Areas (BIAs) to develop parking rate strategies including considering allocating revenues collected within the BIA, Neighbourhood or Ward in which the funds are collected, to further buy-in by the local community.**

#### **Management Response**

Management agrees with this recommendation.

Staff have set up internal and external working groups as part of the development of the Parking Management Strategy, which will be presented to Council for approval in Q2 2009. Members of these working groups include representatives from area BIAs, community and church groups, business associations, motorcycle and scooter representatives and others. The Parking Management Strategy will address the allocation of revenues.

### **Recommendation 13**

**That the Parking Operations Unit maintenance staff of the Traffic and Parking Operations Branch endeavour to spend additional time testing and conducting proactive maintenance on parking machines in high traffic areas to detect and correct malfunctions in meters as soon as possible.**

#### **Management Response**

Management agrees with this recommendation.

Parking Operations currently has in place a proactive maintenance management program for both on-street and off-street equipment. The program includes over 31 maintenance plan elements with over 1,129 activities that address key operating components. Staff continually strive to improve our proactive maintenance activities and techniques to ensure that less time and money is spent on maintenance and that there is an ongoing reduction in the number of calls from the public regarding

equipment malfunctions. This proactive approach has already resulted in a 37% reduction in calls related to equipment malfunctions between 2003 and 2007.

Staff will endeavour to further improve upon these results through the establishment of scheduled testing protocols on parking equipment in high traffic areas that will test coin discrimination, battery levels and Parking Card acceptance. The implementation of these protocols will focus on parking equipment in high traffic areas. Monthly reports will be prepared as a result of these tests and will be tracked to monitor any lifecycle issue with the different components. This initiative will be implemented in Q2 2009.

The implementation of Pay and Display machines (expected Q1 2010) will assist staff in identifying problems sooner, as the machine will be able to communicate problems wirelessly to a PDA or cell phone as they occur.

#### **Recommendation 14**

**That Traffic and Parking Operations Branch work with their FSU, once a decision is made as to how to proceed with the use of P&D machines, to develop standard monthly reports to ensure they are managing the operations effectively and to ensure that any contracted work meets contractual obligations.**

##### **Management Response**

Management agrees with this recommendation.

Upon the conclusion of the procurement process for Pay and Display machines, appropriate processes and reports will be established to enable the City to properly monitor the performance of the system as well as the contractual obligations of the successful proponent. This action will coincide with the expected implementation of the Pay and Display machines in Q1 2010.

#### **Recommendation 15**

**That Traffic and Parking Operations Branch develop a proactive and cost effective approach to maintenance of parking machine inventory (parking meters, P&D, POF).**

##### **Management Response**

Management agrees with this recommendation.

Parking Operations currently has in place a proactive maintenance management program for both on-street and off-street equipment. The program includes over 31 maintenance plan elements with over 1,129 activities that address key operating components. Staff continually strive to improve our proactive maintenance activities and techniques to ensure that less time and money is spent on maintenance and that there is an ongoing reduction in the number of calls from the public regarding equipment malfunctions. This proactive approach has already resulted in a 37% reduction in calls related to equipment malfunctions between 2003 and 2007.

Staff will endeavour to further improve on these results through the establishment of scheduled testing protocols on parking equipment in high traffic areas that will test coin discrimination, battery levels and Parking Card acceptance. The implementation of these protocols will focus on parking equipment in high traffic areas. Monthly reports will be prepared as a result of these tests and will be tracked to monitor any lifecycle issue with the different components. This initiative will be implemented in Q2 2009.

The implementation of Pay and Display machines (expected in Q1 2010) will assist staff in identifying problems sooner, as the machine will be able to communicate problems wirelessly to a PDA or cell phone as they occur.

### **Recommendation 16**

**That Traffic and Parking Operations Branch develop operational protocols and best practices to which they will aspire and against which they will be measured. This document, approved by Council, should include various Performance Measurement outcomes against which the Unit's performance can be measured and published.**

#### **Management Response**

Management agrees with this recommendation.

Parking Operations currently follows core policies and procedures that guide activities and maintenance schedules in order to reduce downtime for parking meters, pay and display machines, pay on foot machines and other parking equipment. There are also programmed maintenance schedules for parking structures and lots. Presently, a Performance Measurement Framework is being developed within Traffic and Parking Operations that will review service-specific outcomes as well as the establishment of performance measures and targets. It is anticipated that this initiative will be finalized and implemented by Q3 2009. This will be presented to Council as part of the Strategic Branch Review in 2010.

Also to be undertaken is the development of an Operation Protocol and Best Practices document that will amalgamate existing operational procedures into one overall guiding document. This document will also be completed by Q3 2009.

### **Recommendation 17**

**That Traffic and Parking Operations Branch develop a mechanism to ensure that Council initiated directives are achieved and reported to Council. In the event these initiatives will not be achieved within a reasonable timeframe, the information should be communicated to Council.**

#### **Management Response**

Management agrees with this recommendation.

There is currently a corporate-wide coordinated effort underway to improve the tracking of City Council initiated directives. Traffic and Parking Operations is active in this respect and will have an internal process in place by Q4 2008.

## **Conclusion**

There are three major issues which have arisen from this audit:

### **On-Street Revenue**

On-street revenues are much lower than we might expect given the data in the 2005 Central Area Parking Study and our general information on the limited availability of parking meters in the commercial areas of Ottawa. These revenues have been relatively consistent in the past three years. In other Canadian cities, there have been instances of coordinated criminal activity aimed at jamming and tampering with parking meters. There is a high frequency (on average each machine breaking down once annually) of machine malfunctions and breakdowns which require intervention by staff. Each malfunctioning meter can go unreported for several days with related revenues not being collected. There is no routine analysis prepared by Parking Operations that would detect variances to be investigated. In particular, management do not analyse on-street revenue in terms of expected occupancies to detect possible fraud or theft.

In our opinion, management cannot adequately explain why revenues are lower than the general utilizations rates stated in the consultant parking reports would suggest.

### **Financial and Non-financial Reporting**

We are satisfied with management efforts in improving controls over cash handling; however, historically there have been weaknesses in internal controls. Financial analysis remains a weakness.

There are minimal routine financial reports produced for management and senior management for parking operations. Financial accounts do not accurately reflect all aspects of operations and as a result it is difficult to analyse revenues and project the impact of changes to operations.

### **Lack of Comprehensive and Coordinated Approach to Parking**

There is not a comprehensive and cohesive approach to the Parking Function to ensure all aspects of parking, not just day-to-day operations, but zoning issues (e.g., cash-in-lieu), planned long term (5-10 year) public and private supply, economic demand, revenue generation, and community planning, all strive to achieve the overall objectives of both the Official Plan and the Transportation Master plan.

The recent initiatives approved by Council, specifically the resurfacing of the need for a comprehensive Parking Management Strategy and the exploration of moving from a Parking meter based system to Pay and Display machine system bode well for the Parking Function. As well as other initiatives pursued, including those related to

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parking standards set out in the new Zoning By-law. We are cautiously optimistic that these plans will resolve some of the issues. However, we are also concerned, that without a broad comprehensive approach, work will continue to be viewed in silos not as a comprehensive effort designed to meet broader City policies.

***Acknowledgement***

We wish to express our appreciation for the cooperation and assistance afforded the audit team by management.

## RÉSUMÉ

### ***Introduction***

En mars 2008, à la suite de longues discussions au sein du Conseil sur les questions de stationnement portant sur les propositions du personnel visant à accroître les revenus du stationnement au moyen de diverses combinaisons de modification des tarifs, des heures et des aires de stationnement payant afin de répondre aux objectifs du budget, le Conseil a demandé une vérification des « opérations de stationnement »<sup>5</sup>.

Dans le cadre du processus de planification de la vérification, on a interviewé les conseillers intéressés et regardé les webémissions des séances pertinentes du Conseil. À partir de cela, on a élaboré un plan de vérification. Or, il est aussi apparu que si le Conseil avait demandé une vérification des « opérations de stationnement », son intention était une vaste évaluation de la fonction stationnement soutenue par la Ville.

Quelques questions soulevées par des conseillers municipaux recoupaient aussi celles d'autres groupes organisationnels, y compris l'Urbanisme, la Gestion des biens immobiliers (GBI) et l'Application des règlements municipaux. Il était clair que si le gros de l'évaluation se faisait au sein de la Direction de la circulation et du stationnement, le Conseil a voulu inclure ces autres groupes afin de s'assurer que l'on procède à une évaluation globale. Par conséquent, pour clarifier la portée élargie de la vérification et les multiples groupes responsables de divers aspects (y compris les opérations, l'engendrement de revenus, l'aménagement, l'urbanisme, les immobilisations, l'entretien et l'application des règlements municipaux), on a modifié le titre du présent rapport et de cette vérification comme suit : Vérification de la « fonction stationnement ».

Si le plan de travail du Bureau du vérificateur général pour 2008 comprenait une vérification globale de la Division de la circulation routière, la portée et l'ampleur de la contribution n'ont pas été jugées suffisantes pour explorer avec la profondeur voulue les questions et les préoccupations soulevées par le Conseil. Par conséquent, on a amorcé cette vérification supplémentaire au printemps 2008.

### ***Vue d'ensemble de la fonction stationnement public***

Le Plan officiel (PO), le Plan directeur des transports (PDT), ainsi que le Règlement 2003-530 sur la circulation et le stationnement orientent l'offre et la gestion du stationnement public municipal.

La Ville fait des efforts substantiels pour mettre des places de stationnement à la disposition d'une vaste gamme d'utilisateurs et de parties intéressées, y compris les résidents locaux, les intérêts commerciaux et des groupes communautaires et bénévoles. Ces divers utilisateurs et parties intéressées représentent invariablement un large éventail d'intérêts divergents pour ce qui est de répondre à la question de qui peut

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<sup>5</sup> Procès-verbal n° 33 - du 26 au 27 mars 2008

garer son véhicule sur les voies publiques et dans des terrains publics de stationnement, ainsi que quand, pourquoi, comment et pour combien de temps.

L'offre et la gestion du stationnement public sur rue et hors voirie dans la ville d'Ottawa impliquent directement les efforts de trois principaux groupes, à savoir Services et Travaux publics (Direction de la circulation et du stationnement), le Service de l'urbanisme, du transport en commun et de l'environnement (UTCE) et les Services des règlements municipaux.

Si la coordination et la gestion globales du stationnement public ne sont assignées à aucune unité municipale en particulier, la plupart des décisions liées aux opérations quotidiennes des immobilisations municipales de stationnement sont dévolues à l'Unité des opérations de stationnement de la Direction de la circulation et du stationnement des Services et Travaux publics.

### **Unité des opérations de stationnement**

Au sein de la Direction de la circulation et du stationnement, il y a quatre groupes organisationnels :

1. Gestion de la circulation;
2. Division de la sécurité routière;
3. Division de la gestion de la mobilité et de la circulation locale;
4. Circulation routière, qui comprend l'Unité des opérations de stationnement.

Le groupe du stationnement est en grande partie limité à la collecte des revenus, à l'entretien des parcomètres, au fonctionnement des distributrices Payez et affichez et Payez à pied, et à la gestion des terrains de stationnement municipaux (contrats d'entretien et de sécurité). Les trois autres groupes qui composent la Direction de la circulation et du stationnement mènent diverses études de la circulation liées à l'administration du Règlement 2003-530 sur la circulation et le stationnement, lequel, entre autres, régit diverses questions liées au stationnement sur rue comme les zones interdites, les zones de chargement, les voies d'accès des pompiers, les zones de modération de la circulation, etc.

L'Unité des opérations de stationnement compte 26 équivalents temps plein (ETP), dont 17 affectés à l'administration et à la collecte des droits de stationnement et 9 à l'entretien. De plus, huit étudiants employés d'été contribuent à l'entretien.

De temps à autre, l'Unité des opérations de stationnement planifie et construit de nouvelles installations de stationnement sur rue et hors voirie dans des secteurs choisis de la ville d'Ottawa. En pratique, toutefois, la plupart des ressources sont consacrées à l'exploitation et à l'entretien d'une vaste gamme d'installations de stationnement sur rue et hors voirie dans des secteurs choisis de la ville d'Ottawa.

Il y a 3 703 places de stationnement payant équipées d'un parcomètre et 215 places de stationnement payant avec distributrices Payez et affichez, soit en tout 3 918 « places de

stationnement » sur rue (ces chiffres ne comprennent pas les parcomètres installés en juin 2008 sur la promenade Centrepointe, le croissant Constellation, la rue Rochester, la rue Booth, la rue Daniel McCann et la rue Norman – soit en tout, 276 places supplémentaires). Deux distributrices Payez et affichez au marché By sont retirées en saison (64 places de stationnement payant). On dénombre en tout 3 985 parcomètres en service, dont 3 703 parcomètres sur rue et 282 hors voirie.

### **Service de l'urbanisme, du transport en commun et de l'environnement**

Le Service de l'urbanisme, du transport en commun et de l'environnement (UTCE) est responsable du Plan officiel, du Plan directeur des transports, du zonage pour l'aménagement du territoire et du Programme de règlement financier des exigences de stationnement. Les Services des règlements municipaux sont responsables de l'application du Règlement 2003-530 sur la circulation et le stationnement.

Le règlement de zonage énonce les conditions de stationnement à diverses fins et ce stationnement peut être mis à la disposition du public (p. ex. : un garage de stationnement situé sous un complexe de bureaux au centre-ville peut être nécessaire pour le bureau, mais accessible au public). Le règlement de zonage régit spécifiquement les terrains ou structures de stationnement destinés à servir d'aires de stationnement privées pour le public ou un groupe défini.

### **Services des règlements**

Les Services des règlements municipaux de Services communautaires et de protection veillent à l'application des règles et règlements relatifs aux places de stationnement équipées de parcomètres.

Les autres intérêts municipaux qui comptent sur le stationnement ou sont touchés par ce dernier sont :

- OC Transpo - les arrêts d'autobus font concurrence aux places de stationnement sur rue pour les revenus des parcomètres;
- Développement économique - favorise les affaires et collabore avec les zones d'amélioration commerciale (ZAC) pour assurer la prestation d'un bon service à la clientèle (p. ex. : stationnement suffisant, disponibilité de stationnement à court terme, etc.);
- Finances - les revenus de stationnement sont inclus dans les revenus généraux dans les documents des budgets municipaux annuels;
- GBI - responsable en partie de la gestion des immobilisations (généralement des garages de stationnement), bien qu'une grande partie des travaux d'entretien quotidiens soient sous-traités par l'Unité des opérations de stationnement.

## Sommaire des revenus et dépenses de stationnement pour 2007

En 2007, les revenus du stationnement sur rue s'élevaient à près de 7 millions de dollars. Ce chiffre comprend les revenus de 3 703 parcomètres installés à l'année, de 11 distributrices Payez et affichez très actives dans le marché By avec dont les revenus dépassent les 450 000 \$ et de permis de stationnement résidentiel sur rue de 440 000 \$.

En 2007, les revenus du stationnement hors voirie comprenaient 2,4 millions de dollars de deux garages de stationnement situés sur la rue Clarence, 2 millions de dollars du terrain de stationnement de l'hôtel de ville et 0,75 million de dollars de sept autres terrains. De plus, sont compris 35 000 \$ provenant de places saisonnières à deux plages municipales et des revenus du Programme d'autobus d'excursion de 20 000 \$.

Le tableau ci-dessous récapitule les revenus et dépenses du stationnement pour 2007.

	Sur rue	Hors voirie	Admin. du stationnement	Total
	(en milliers de dollars)			
Revenus	6 836 \$	5 208 \$		12 044 \$
Moins : dépenses nettes - primaires	- 739 \$	- 1 295 \$	- 1 348 \$	- 3 382 \$
Moins : dépenses nettes et recouvrement - secondaires	+ 18 \$	- 1 065 \$		- 1 047 \$
<b>Revenus nets</b>	<b>6 115 \$</b>	<b>2 848 \$</b>	<b>- 1 348 \$</b>	<b>7 615 \$</b>
Places de stationnement - à l'année	3 918 <sup>6</sup>	2 226		6 144
Places de stationnement - saisonnières	64	505		569

*Pour obtenir plus d'information, consultez l'annexe 2.*

### Portée

Le 26 mars 2008, le Conseil a demandé au vérificateur général d'examiner les Opérations de stationnement. Comme nous l'avons vu précédemment, cette vérification s'ajoutait à celles définies dans le Plan de travail du Bureau du vérificateur général approuvé par le Conseil. Fait à noter, une vérification de la Direction de la circulation et du stationnement, y compris l'Unité des opérations de stationnement, faisait à l'origine partie du plan de travail de la vérification pour 2008. Si la vérification de la Division de la circulation routière incluait l'Unité des opérations de stationnement, la portée et l'ampleur de la contribution n'ont pas été jugées suffisantes pour explorer avec la profondeur voulue les questions et les préoccupations soulevées par le Conseil. On

<sup>6</sup> Réduits par les travaux de construction, événements spéciaux etc., désignés sous le nom de « capuchonnage ». Ou dans quelques scénarios de construction, les parcomètres sont enlevés complètement.

s'attend à ce que la vérification de la circulation et du stationnement soit présentée au Conseil au printemps 2009.

Comme nous l'avons vu dans l'introduction, lorsque la vérification a commencé, la portée en était limitée à l'Unité des opérations de stationnement de la Direction de la circulation et du stationnement des Services et Travaux publics. À la suite d'entrevues réalisées avec les conseillers intéressés et à mesure que progressait la vérification, il est devenu évident que l'intention de la vérification mandatée par le Conseil visait en fait une « fonction stationnement » élargie; c'est-à-dire la vaste question de l'offre et de la gestion du stationnement municipal, et pas seulement de l'unité organisationnelle qui gère les opérations quotidiennes du stationnement sur rue et hors voirie dans la ville.

Comme on le verra dans la prochaine section, cette distinction était un important constat de la vérification. Aux fins du présent rapport, l'expression « Opérations de stationnement » désigne l'Unité opérationnelle de travail et le terme « fonction stationnement » désigne le concept plus large de l'offre et de la gestion du stationnement.

Étant donné que le volet manutention de l'argent de l'Unité des opérations de stationnement a fait l'objet d'un examen en 2006, il a été jugé prudent d'intégrer aussi la vérification du suivi des 29 recommandations de la vérification initiale de 2006 à la portée de la présente vérification.

Par conséquent, cette vérification comportait deux approches distinctes :

1. Suivi de l'état de la mise en œuvre des recommandations de la vérification de 2006 des processus concernant les revenus du stationnement.
2. Vérification de la « fonction stationnement » de la Ville d'Ottawa afin d'aborder précisément la directive donnée par le Conseil.

### **Objectifs**

Fournir une évaluation indépendante et objective visant à déterminer si :

- La stratégie actuelle de stationnement est complète et le procédé de mise à jour de la stratégie aborde les politiques et priorités municipales pertinentes. (Cet objectif visait la fonction stationnement élargie plutôt que l'Unité des opérations de stationnement comme nous l'avons vu précédemment, sous la rubrique *Portée de la vérification*.)
- Des systèmes financiers adéquats sont en place pour l'établissement du budget, l'inscription, le suivi, la production de rapports et la surveillance de toutes les dépenses de la Direction de manière efficace, efficiente et économique qui facilite la prestation de services.
- La Ville bénéficie d'un bon rapport qualité-prix pour les services assurés.

- Des processus adéquats sont en place pour planifier les activités quotidiennes, mensuelles, annuelles, à long terme et liées aux immobilisations d'une manière qui assure la prestation efficace, efficiente et économique de services.
- Des systèmes, politiques et processus adéquats de gestion du personnel sont en place.
- Des normes adéquates sont en place, communiquées au personnel, mises à jour, surveillées et mises en application.

## **Principales constatations**

### **Mandat, stratégie, responsabilité**

1. Actuellement, aucune directive bien définie approuvée par le Conseil ne fournit d'orientation claire à la « fonction stationnement » dans la Ville d'Ottawa. Malgré l'orientation politique de haut niveau fournie dans le PO et le PDT, la Ville n'a pas de mandat ou de stratégie documenté bien défini pour la fonction stationnement qui soit conçu pour s'assurer que tous les objectifs de portée générale liés au stationnement sont atteints. De manière plus précise, aucun document de mandat ne couvre tous les aspects du stationnement, y compris les changements de zonage, le règlement financier des exigences de stationnement, les permis résidentiels sur rue, les nouvelles aires de stationnement, la tarification, et le stationnement sur rue et hors voirie, ni ne soutient le Plan officiel ou Plan directeur des transports, ou le Règlement sur la circulation et le stationnement. L'absence d'un tel document amène dans bien des cas les services municipaux à aller à contre-courant les uns des autres. Il y a risque que les mesures nouvelles plus larges (p. ex. les changements de zonage requis, la coordination avec des orientations stratégiques définies dans le Plan officiel, les permis résidentiels), les considérations liées aux ZAC ou à l'économie et les questions de responsabilité ne soient pas traitées à fond.
2. Il n'y a pas de plan stratégique conçu à la fois pour la fonction Urbanisme et les Opérations de stationnement pour atteindre les objectifs stratégiques; il n'y a pas non plus de plan de mise en œuvre des initiatives liées au stationnement. On n'a pas défini les buts à atteindre ni établi d'indicateurs de mesure de rendement.
3. Historiquement, le personnel n'a pas été tenu responsable de la réalisation des initiatives du PDT liées au stationnement, bien qu'on ait récemment lancé plusieurs initiatives pour remédier à cette lacune.
4. Il n'y a pas de groupe responsable de la fonction stationnement globale qui soit chargé de fournir une orientation adéquate, coordonnée et axée sur la collaboration pour des initiatives et priorités connexes, la planification budgétaire, stratégique et opérationnelle. De plus, il n'y a pas de cadre intégré de responsabilité ni de structure organisationnelle d'appui aux responsabilités qui chevauchent celles de groupes existants au sein de l'organisation.

## Gestion financière

1. En règle générale, l'analyse financière s'est révélée une faiblesse au sein de l'Unité des opérations de stationnement. La portée de notre analyse était limitée par la nature des systèmes d'information internes de l'Unité des opérations de stationnement. Il existe de nombreux documents autonomes ou sources d'information propres au service, mais nous avons confirmé qu'ils ne sont pas intégrés en un rapport convivial qui explique et facilite la gestion des opérations. Cette absence de rapports d'information nuit à l'analyse des opérations, car il est difficile d'isoler les diverses dépenses et revenus et l'incidence relative des changements en cours. Les systèmes et les rapports requis changeront substantiellement si la Ville remplace tous les parcomètres par des distributrices Payez et affichez dans un avenir proche, que ce soit à l'interne ou à l'externe, mais des systèmes financiers d'appui et des rapports détaillés seront toujours nécessaires.
2. D'après les revenus produits, la Ville reçoit, en moyenne, des droits pour deux ou trois heures par jour de semaine par place de stationnement pour les opérations de stationnement sur rue et hors voirie. Malgré les explications fournies par le personnel des Opérations de stationnement pour tout écart entre les revenus recueillis et le stationnement disponible [y compris l'offre locale réduite (c.-à-d. capuchonnage à l'occasion d'événements spéciaux, construction, vendeurs, etc.), les gens qui se garent sans mettre d'argent dans le parcomètre, les permis de stationnement pour personnes handicapées ainsi que les problèmes d'entretien et l'activité criminelle de la part du public (p. ex. ceux qui bloquent les parcomètres)], ces taux d'utilisation payés<sup>7</sup> semblent bas, surtout si on prend en compte des études antérieures des taux d'occupations et notre compréhension qu'il y a un manque général de disponibilité de places équipées de parcomètres sur rue dans les zones commerciales pendant les heures de travail normales.<sup>8</sup>

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<sup>7</sup> Aux fins du présent document, « le taux d'utilisation payé » est défini comme le nombre effectif d'heures où l'espace est entièrement utilisé et payé (l'utilisation peut se produire sans collecte de revenus) par jour, typiquement un jour de semaine. Fait à noter, quelques places du marché By et diverses autres places dans la Ville sont des places payantes six jours par semaine et des places de stationnement payantes le dimanche sont à proximité de l'Hôpital d'Ottawa, Campus Civic. Nous reconnaissons que la pleine utilisation ne sera jamais réalisée, étant donné le caractère transitoire de cette activité et le fait que toute personne qui gare sa voiture près d'un parcomètre ne produit pas nécessairement de revenus (soit légalement, comme dans le cas d'un permis de personne handicapée, ou illégalement, en choisissant de ne pas payer).

<sup>8</sup> Se reporter à la mise à jour de l'étude du stationnement dans la zone du centre 2005 - page iii - « À l'ouest du canal, l'utilisation du stationnement a continué à augmenter, l'utilisation totale du stationnement dans la plupart des pâtés de maisons approchant ou dépassant la capacité pratique (ratio d'utilisation de 0,90). À l'est du canal, l'utilisation du stationnement demeure relativement la même, le plus grand changement étant une légère diminution de l'utilisation le vendredi soir, de 0,48 en 1999 à 0,45 en 2005. L'utilisation du stationnement sur rue dans la zone centrale reste élevée, avec des ratios d'utilisation excédant la capacité pratique pendant toutes les périodes étudiées, allant jusqu'à 1,04 le dimanche après-midi (à l'est du canal). De façon générale, la zone centrale approche la capacité

3. Nous notons une réponse très positive aux 29 recommandations de la vérification menée en 2006. Le personnel a consacré une quantité substantielle de temps et d'efforts pour apporter des changements, le plus notable étant une réorganisation du Groupe de collecte des revenus en argent des opérations de stationnement pour améliorer la séparation des tâches et l'élaboration et la documentation de processus et procédures opérationnels détaillés par écrit. Toutefois, les processus d'analyse, de surveillance, de signalement des écarts, etc., n'ont pas été élaborés et ainsi les données réunies ne servent pas suffisamment à orienter les améliorations, la compréhension des tendances et la prise de décisions.
4. Il n'y a aucun suivi systématique de l'activité des parcomètres par rue, ZAC ou quartier. Il est prévu d'effectuer un suivi, avec la mise en œuvre d'un nouveau système de collecte des chambres fortes et de comptage prévu pour la fin de 2008. Bien qu'il existe un dossier pour chaque distributrice de billets pour stationnement sur rue (située seulement dans le marché By), il n'est pas surveillé. Il n'y a aucun test de cohérence uniforme pour déterminer si l'argent recueilli correspond aux normes, aux attentes, etc.
5. En règle générale, le programme de carte de stationnement n'a pas suscité une grande adhésion et les revenus sont enregistrés lors des ventes de cartes plutôt que comme revenu reporté et soustrait lors de l'utilisation des cartes.
6. Nous avons relevé quelques erreurs dans les valeurs et les hypothèses utilisées dans les changements proposés aux tarifs et périodes de stationnement ainsi que les analyses des distributrices Payez et affichez présentées au Conseil pendant les discussions du budget 2008. Ces erreurs étaient dues surtout aux mêmes raisons citées dans d'autres sections de ce rapport, soit : des problèmes dans la structure comptable financière, la faiblesse des systèmes d'information internes et l'absence de rapports uniformes. Les lacunes au chapitre de structures financières solides et des rapports financiers ont contraint le personnel à poser bon nombre de grandes hypothèses pour présenter au Conseil les projections financières sur des solutions de rechange pour la structure tarifaire et la gestion du stationnement.
7. La connaissance et l'utilisation des modules financiers du logiciel SAP parmi le personnel des Opérations de stationnement sont très restreintes. Il y a un manque de compétences dans l'élaboration des systèmes et rapports d'information au sein des Opérations de stationnement. Les systèmes existants au sein de la Ville ne satisfont pas les besoins précis des Opérations de stationnement. L'information requise pour gérer avec efficacité et efficience les opérations n'est pas facilement disponible.
8. Les systèmes et les rapports d'information de l'Unité des opérations de stationnement ne fournissent pas d'information adéquate pour la gestion du

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pratique d'utilisation du stationnement les après-midis des jours de semaine à cause des hausses de l'utilisation de stationnement à l'ouest du canal.

stationnement ou de la fonction stationnement. Si les revenus des terrains de stationnement hors voirie sont suivis et représentés par des graphiques, les rapports n'incluent aucun exposé ou analyse des écarts pour expliquer les changements inattendus dans les revenus ou indiquer quelle mesure a été prise pour étudier les écarts ou les changements. On ne fait pas de suivi ni de représentation graphique des revenus du stationnement sur rue et il n'y a pas de documents de gestion uniformes qui abordent les changements ou les écarts.

9. Il n'existe pas de processus officiel pour assurer le rapprochement des revenus avec le système SAP afin d'assurer que tous les revenus sont enregistrés correctement.
10. Les itinéraires de collecte et/ou sommes non recueillies en raison de vol ou de parcomètres défectueux peuvent ne pas être détectés car aucun examen officiel uniforme des revenus n'est en place pour assurer que les dollars recueillis par rapport au poids de la chambre forte sont raisonnables en fonction de l'expérience. De plus, aucun processus officiel pour passer en revue les fiches de collecte n'est en place pour assurer que les revenus reçus ou recueillis sont complets, ou exercer un suivi des problèmes potentiels (p. ex., fiches incomplètes).

### **Rendement (rapport qualité-prix)**

1. Le programme de règlement financier des exigences de stationnement ne répond pas aux objectifs initiaux comme on les a définis dans le PDT de 2003<sup>9</sup>. De manière plus précise, il n'y a pas de corrélation entre les fonds recueillis au titre de « règlement financier des exigences de stationnement » et la fourniture de places de stationnement supplémentaires à proximité par la Ville. Or, le règlement financier des exigences de stationnement, tel qu'il est défini dans le PDT de 2003, est « une pratique qui permet aux promoteurs de verser des frais au lieu de construire le nombre minimal de places de stationnement exigé par les règlements de zonage, permettant de ce fait à la Ville de fournir des installations de stationnement public appartenant à la Ville ». Sur le site Internet de la Ville, on peut lire que « Le règlement financier des exigences de stationnement correspond à ce qu'il en coûterait à la Ville pour aménager et entretenir chaque espace de stationnement visé par la dispense. Le montant à verser varie selon le secteur et le type d'espaces de stationnement qu'il faudrait aménager selon l'utilisation projetée des sols. »
2. Il n'y a aucun critère objectif municipal ou établi par la Ville pour déterminer s'il y a lieu d'installer ou de retirer des parcomètres à des endroits précis. Par conséquent, il n'est pas possible d'en déterminer la conformité.
3. Il n'y a aucun critère objectif municipal ou établi par la Ville pour déterminer comment, quand et pourquoi on devrait ajuster les tarifs de stationnement. Il n'est pas possible d'en déterminer la conformité. Cette question a été définie pour la stratégie de gestion du stationnement (continue).

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<sup>9</sup> Voir l'Annexe D – Glossaire.

4. Traditionnellement, le personnel du stationnement de la Ville ne collabore pas étroitement avec les ZAC et autres groupes communautaires; plutôt, le personnel du Service de l'urbanisme de la Ville a tout dernièrement tissé des liens plus étroits avec les groupes de ZAC grâce aux Initiatives de planification de voisinage (IPV) et aux Plans de conception communautaire (PCC). Cette situation est largement attribuable à la nature de l'interaction répétée et de la participation avec les ZAC sur les questions et activités liées à l'urbanisme, ce qui a eu comme conséquence une relation plus évoluée, plus mûre entre le personnel de l'Urbanisme et les ZAC qu'entre celui du Stationnement et les ZAC. Cela est tout naturel et ne doit pas être perçu comme une critique, mais cela reflète la nécessité d'établir des rapports et un climat de confiance qui peut être plus facile à réaliser par des contacts au sein de l'Urbanisme.
5. Encore une fois, l'absence de mandat précis propre à la fonction stationnement, assorti des politiques et procédures à l'appui, d'objectifs mesurables et de responsabilités assignées a eu comme conséquence :
  - l'application contradictoire de « règles et de décisions relatives au stationnement » - zonage, règlement financier des exigences de stationnement, parcomètres sur rue, terrains hors voirie, tarifs, heures, autobus d'excursion.
  - plus de temps et de participation de la part des conseillers afin d'assurer la liaison avec les ZAC et d'autres parties intéressées.
  - le Conseil a exprimé des préoccupations quant à l'exactitude, à la pertinence et au caractère complet et exhaustif des questions de stationnement qui lui sont présentées, et des préoccupations sur l'absence de mesures visant à atteindre les délais définis dans le PDT de 2003.
  - une utilisation inefficace et inefficente du personnel et des conseillers, dans la mesure où on revient constamment sur les mêmes sujets plutôt que de définir une orientation ferme.

## Urbanisme

1. Aucun plan opérationnel annuel complet n'existe pour la fonction stationnement ou le groupe des Opérations de stationnement.
2. L'entretien du matériel de stationnement n'est pas traité de manière assez proactive. Les parcomètres actuels sont vulnérables aux pannes, au vandalisme et au vol (fentes pour pièces de monnaie trafiquées) malgré des frais de main-d'œuvre annuels de 100 \$ par parcomètre, en moyenne, pour l'entretien et les réparations. La direction a soulevé le fait que le système SAP indiquait un coût actuel par mètre de 59,75 \$ en 2007. Les parcomètres fonctionnent à l'aide de piles AA, qui sont particulièrement vulnérables par temps froid, quand la durée de vie de la pile est réduite. De plus, les distributrices Payez et affichez et Payez à pied de la Ville sont vieilles et désuètes, ce qui entraîne des pannes fréquentes et des frais de main-d'œuvre élevés liés à des appels d'entretien fréquents. L'approche réactive pour

l'entretien des parcomètres peut laisser des parcomètres en panne durant de longues périodes, car la panne n'est pas toujours évidente pour les percepteurs de parcomètres. Cette situation peut entraîner une perte considérable de revenus pour la Ville et une augmentation des contestations de contraventions (à l'heure actuelle, un processus long et coûteux). Sans compter la frustration du citoyen lorsque le parcomètre ne fonctionne pas et qu'il reçoit une contravention.

3. On n'effectue pas de test périodique de fonctionnement des parcomètres. On effectue la plupart des réparations de parcomètres en réponse à des plaintes du public. En règle générale, on reçoit une plainte après qu'un citoyen a reçu une contravention parce qu'il s'est garé à côté d'un parcomètre défectueux. Les pannes de parcomètres peuvent ne pas être détectées pendant une longue période.
4. Le coût annuel des réparations de parcomètres s'élève à plus de 400 000 \$ pour les frais de main-d'œuvre seulement (moyenne de 100 \$ par parcomètre). La direction a soulevé le que le système SAP indiquait un coût actuel par mètre de 59,75 \$ en 2007.

### **Ressources humaines**

L'absentéisme et les griefs sont peu fréquents. La quantité d'heures supplémentaires est raisonnable; elles sont dues en grande partie au personnel sur appel qui effectue l'entretien des cinq machines Payez à pied du marché aux deux garages du marché tard durant la nuit. Les niveaux de dotation en personnel sont raisonnables. Un poste clé est gardé vacant; le personnel réussit à compenser et à couvrir adéquatement les responsabilités liées au poste.

### **Conformité**

Les procédures concernant le personnel des Opérations de stationnement sont bien documentées et communiquées au personnel. Des procédures sont en place pour faciliter la réparation des installations de stationnement en temps voulu et dans une norme d'un jour ouvrable pour les parcomètres et immédiatement pour les distributrices Payez et affichez et Payez à pied. Cependant, la plupart des procédures ont un caractère réactif et non proactif. Notre examen des pratiques optimales dans le secteur municipal et industriel a confirmé l'existence d'une industrie bien étayée par des intérêts publics et privés engagés dans l'offre et la gestion de stationnement. Aucune politique ou procédure spécialisée de pratiques optimales n'était en évidence, bien que les divers fournisseurs et les industries de soutien soient disponibles pour prêter appui au stationnement de manière générale.

### **Réponse générale de la direction**

Notre stratégie de gestion du stationnement et les projets si rattachant sont liés de près avec la présente vérification. En ce qui a trait au taux d'occupations de stationnement, nous sommes d'accord qu'entreprendre une étude exhaustive sur ce sujet de concert avec notre stratégie général sera très profitable.

## **Recommandations**

### **Recommandation 1**

**Que la Ville s'assure que les responsabilités, les imputabilités et la coordination de tous les aspects de la fonction stationnement, y compris les questions liées à l'urbanisme (zonage, règlement financier des exigences de stationnement), les questions d'aménagement (exigences/emplacements nouveaux de stationnement sur rue et hors voirie, y compris le stationnement résidentiel sur rue) et les exigences opérationnelles (collecte, tarification, application) soient clairement assignées d'une manière qui assure une approche globale et cohérente pour la fonction stationnement.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

À l'heure actuelle, la Direction de l'urbanisme administre le Plan officiel, le Programme directeur des transports et le Règlement de zonage général. Ces documents tiennent compte de vastes questions liées à l'utilisation des sols et servent à établir le contexte et les objectifs de haut niveau du Programme de stationnement.

Lors de sa réunion du 13 février 2008, le Conseil municipal a donné la directive suivante :

*« Que le personnel soit chargé d'élaborer une nouvelle politique de stationnement exhaustive pour toute la Ville, qui soit conforme aux principes exposés dans la Stratégie de gestion du stationnement et dans le Plan directeur des transports; et que cette politique tienne compte des besoins en stationnement associés au règlement municipal de zonage, de l'examen des coûts qu'engendrent pour la Ville les voitures stationnées dans la rue par rapport aux voitures garées sur des terrains privés, et*

*Que l'étude comprenne l'examen de tarifs de stationnement sur rue :*

- *qui varient selon les lieux;*
- *qui varient selon les plages horaires (heure, jour de la semaine);*

*Que le cadre de référence de cette étude/analyse soit soumis à l'examen et à l'approbation du Comité des transports avant que celle-ci ne soit entreprise. »*

Le Comité des transports a approuvé le cadre de référence de la stratégie de gestion du stationnement le 18 juin 2008 et le travail est en cours.

La Stratégie de gestion du stationnement (SGS) s'inscrira dans le contexte des politiques et des objectifs du Plan officiel et du Plan directeur des transports et établira un cadre qui définira clairement les responsabilités et les imputabilités d'assurer une approche complète et cohérente à la fonction stationnement. Il est prévu que la Stratégie de gestion du stationnement soit soumise au Conseil pendant le deuxième trimestre de 2009.

## **Recommandation 2**

- a) **Que la Ville s'assure que la Stratégie de gestion du stationnement et les documents connexes en cours d'élaboration soient modifiés pour distinguer clairement les politiques, initiatives et directives stratégiques des politiques, initiatives et directives opérationnelles.**
- b) **Que le Conseil approuve une portée élargie de la SGS pour s'assurer que tous les aspects de la « fonction stationnement » sont inclus dans la stratégie. Les imputabilités, les objectifs, les buts, les indicateurs de rendement et les plans de mise en œuvre de ces mesures doivent être énoncés clairement et leur progrès suivi à l'aide de documents à l'appui.**

### **Réponse de la direction**

La direction est d'accord avec ces recommandations.

La Stratégie de gestion du stationnement distinguera les politiques, initiatives et directives stratégiques des politiques, initiatives et directives opérationnelles. Elle abordera aussi tous les aspects de la fonction stationnement et la manière dont le stationnement est lié aux divers domaines de compétence de la Direction de l'urbanisme, comme le Plan officiel, le Plan directeur des transports, le règlement de zonage, le règlement financier des exigences de stationnement, etc. De plus, elle s'assurera que les imputabilités, objectifs et indicateurs de rendement clés sont en place et peuvent faire l'objet d'un suivi et de publication dans des rapports d'état périodiques.

Il est prévu que la Stratégie de gestion du stationnement soit soumise au Conseil pendant le deuxième trimestre de 2009. Le travail effectué dans le cadre de l'élaboration de cette stratégie fera en sorte que ces recommandations soient reflétées dans les documents à l'appui.

## **Recommandation 3**

**Que la Ville s'assure que la Stratégie de gestion du stationnement et sa mise en œuvre sont élaborées dans le but de réaliser les objectifs stratégiques définis dans le Plan officiel et le Plan directeur des transports et sont compatibles avec les initiatives de développement économique (relevant du Service de l'urbanisme, du transport en commun et de l'environnement). Ces politiques et décisions devraient être envisagées dans le cadre des Initiatives de planification de voisinage (IPV), les plans de conception communautaire (PCC) et des consultations courantes avec les ZAC.**

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

On élabore actuellement la Stratégie de gestion du stationnement de manière à s'assurer qu'elle reflète les objectifs stratégiques du Plan officiel et du Plan directeur des transports. Ces objectifs, à leur tour, se refléteront dans les plans de conception

communautaire et de voisinage, orientés et inspirés par ces documents de haut niveau.

La Stratégie de gestion du stationnement sera soumise au Conseil pour approbation au cours du deuxième trimestre de 2009.

#### **Recommandation 4**

**Que la Direction de la circulation et du stationnement élabore un rapport uniforme des activités mensuelles de l'Unité des opérations de stationnement qui indique les revenus de toute origine (installations hors voirie par terrain, stationnement sur rue par distributrices Payez et affichez et parcomètres de préférence par quartier principal), pour le mois, cumul annuel réel, et budget. Cela doit être appuyé par un exposé détaillé qui aborde les écarts, les questions, les leçons apprises, etc. et qui est distribué au niveau des directeurs pour examen et approbation. La source des données doit être soit le logiciel SAP soit un document qui est concilié périodiquement avec ce dernier.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Le personnel prépare actuellement une série de rapports qui reflètent les revenus de toute origine. Une fois achevées, on présentera ces données aux cadres supérieurs chaque mois. Ces rapports exigent la coordination entre plusieurs sources et seront établis au plus tard durant le deuxième trimestre de 2009.

Le nouveau système de production de rapports complétera et rehaussera l'information préparée à l'heure actuelle. Le personnel est à préparer une série de rapports qui reflètent tous les revenus du stationnement sur rue recueillis par jour et par zone, ainsi que tous les revenus et dépenses des terrains de stationnement hors voirie. De plus, la formation du personnel en cours permettra au personnel d'entreprendre l'analyse financière et le rapprochement avec l'ampleur précisée dans le rapport du vérificateur.

De plus, les taxes foncières et les frais du fournisseur de services externes du terrain de stationnement 6 ont été ajustés en fonction des budgets 2008 et subséquents, en réponse à des questions cernées dans le rapport.

#### **Recommandation 5**

**Que la Direction de la circulation et du stationnement s'assure que l'Unité des opérations de stationnement commence à suivre les tarifs d'utilisation payés et à expliquer les écarts dans un rapport mensuel.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

À l'heure actuelle, le personnel suit de manière sélective le taux d'utilisation dans le cadre de la gestion et du suivi continus de nos systèmes de stationnement. Avec la mise en œuvre des distributrices Payez et affichez, le suivi des revenus et des taux d'utilisation sera effectué périodiquement et des rapports mensuels seront produits.

Le processus d'achat des distributrices Payez et affichez exigera l'approbation du Conseil. Un rapport demandant cette approbation sera présenté au Conseil au cours du deuxième trimestre de 2009, avec une mise en œuvre prévue au cours du premier trimestre de 2010, s'il est approuvé.

### **Recommandation 6**

**Que la Direction de la circulation et du stationnement élabore de nouveaux itinéraires de collecte de l'Unité des opérations de stationnement qui permettent à la fois un horaire de collecte de quatre et cinq jours et se concentrent sur la collecte plus fréquente des itinéraires les plus achalandés, ce qui pourrait avoir comme conséquence la collecte moins fréquente qu'actuellement effectué de certains itinéraires, surtout les semaines où tombe un jour férié.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation et cette pratique est actuellement en place.

Circulation et stationnement continuera à rechercher des économies et des améliorations à l'horaire de collecte pour couvrir les itinéraires les plus achalandés au besoin, et les moins occupés, moins souvent. Parallèlement, il faut veiller à ce que le système retenu permette de poursuivre la surveillance proactive de tous les parcomètres afin de corriger les problèmes au fur et à mesure qu'ils se présentent, et ce, avec toute l'efficacité voulue. Les données acquises lors de ces collectes périodiques font partie d'une base de données historique qui permet de surveiller les tendances et de prévoir les attentes des revenus de fin d'année.

On établira de nouveaux itinéraires de collecte lors de l'installation des distributrices Payez et affichez. En raison de la plus grande disponibilité et du niveau de détail de l'information financière et liée à l'entretien par des moyens automatisés, l'acquisition de ces données par la collecte périodique ne sera plus nécessaire. La fréquence des nouveaux itinéraires de collecte serait alors liée directement à l'utilisation de la distributrice. On s'attend à ce que la mise en œuvre de la technologie des distributrices Payez et affichez soit faite au plus tard au cours du premier trimestre de 2010, sous réserve de l'approbation du Conseil.

### **Recommandation 7**

**Que la Direction de la circulation et du stationnement veille à ce que toutes les fiches de collecte de l'Unité des opérations de stationnement précisent les itinéraires**

recueillis et, dans le cas où il n'y a pas eu collecte, les circonstances particulières qui expliqueraient la baisse des revenus (p. ex. construction ou capuchonnage) et documentent les procédures alternatives (p. ex. chambre forte de réserve utilisée) en indiquant la raison sur la fiche de collecte.

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Les procédures de cette pratique sont déjà en place. Le personnel passe en revue les fiches de collecte sur une base hebdomadaire afin de vérifier le poids dans les chambres fortes et de revoir tous les écarts qui peuvent survenir dans l'itinéraire de collecte en question. Dorénavant, on suivra et notera de manière cohérente les écarts sur les fiches mensuelles de comparaison des revenus.

Une fois les distributrices Payez et affichez installées, le processus de collecte changera et on ne fera plus de collecte inutile en raison de travaux ou du capuchonnage.

Le processus d'achat de distributrices Payez et affichez exige l'approbation du Conseil. Un rapport demandant cette approbation sera présenté au Conseil au cours du deuxième trimestre de 2009 avec une mise en œuvre prévue au cours du premier trimestre de 2010, s'il est approuvé.

### **Recommandation 8**

**Que la Direction de la circulation et du stationnement s'assure que les nouvelles distributrices Payez et affichez peuvent suivre la valeur résiduelle des cartes à puce en circulation.**

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Dans le cadre du processus d'achat de distributrices Payez et affichez, la Ville a établi des normes minimales afin de s'assurer que toute nouvelle distributrice Payez et affichez peut dépister la valeur résiduelle des cartes à puce en circulation.

Le processus d'achat de distributrices Payez et affichez nécessite l'approbation du Conseil. Un rapport demandant cette approbation sera présenté au Conseil au cours du deuxième trimestre de 2009 avec une mise en œuvre prévue au cours du premier trimestre de 2010, s'il est approuvé.

### **Recommandation 9**

**Que la Ville, dans le cadre de l'examen de la politique de règlement financier des exigences de stationnement actuellement en cours, envisage de revenir à l'utilisation prévue à l'origine des fonds produits par le règlement financier des exigences de stationnement (c.-à-d. utilisés seulement pour la fourniture de places de stationnement), idéalement dans le même secteur que la propriété du demandeur.**

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Envisager de « revenir à l'utilisation prévue à l'origine des fonds produits par le règlement financier des exigences de stationnement » fera partie du rapport au Comité et au Conseil dans le cadre de l'examen de la politique de règlement financier des exigences de stationnement en cours au sein de la Direction de l'urbanisme. Les Opérations de stationnement joueront un rôle clé dans l'examen de la politique de règlement financier des exigences de stationnement. Le calendrier de l'examen de la politique est comme suit :

- Consultation avec les parties intéressées premier trimestre de 2009
- Rapport sur les options au Comité de l'urbanisme et de l'environnement (CUE) et au Conseil afin de déterminer l'option privilégiée deuxième trimestre de 2009
- Consultation sur l'option privilégiée deuxième trimestre de 2009
- Rapport au CUE et au Conseil sur les résultats de la consultation, y compris la stratégie de mise en œuvre et les implications financières troisième trimestre de 2009

### **Recommandation 10**

**Que la Direction de la circulation et du stationnement réévalue le stock actuel de terrains extérieurs de l'Unité des opérations de stationnement en vue de vendre les terrains extérieurs qui ne contribuent pas de manière satisfaisante aux objectifs approuvés ou poursuivis par le Conseil.**

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Un examen du stock des terrains extérieurs sera entrepris à l'achèvement de la Stratégie de gestion du stationnement, dont la présentation au Conseil pour approbation est prévue durant le deuxième trimestre de 2009.

L'évaluation d'un terrain extérieur exige une étude globale du secteur afin d'évaluer les scénarios d'offre et de demande de stationnement à court, à moyen et à long terme. Les secteurs où on trouve des terrains extérieurs seront évalués sur cette base et on déterminera s'ils sont viables en fonction des objectifs approuvés et poursuivis par le Conseil.

### **Recommandation 11**

**Que la Direction de la circulation et du stationnement réévalue le stock actuel de stationnement sur rue de l'Unité des opérations de stationnement, y compris les**

**permis résidentiels de stationnement sur rue, afin de s'assurer qu'il est conforme à la nouvelle Stratégie de gestion du stationnement, une fois élaborée.**

**Réponse de la direction**

La direction est d'accord avec cette recommandation.

Un examen du stationnement sur rue, par zone, sera entrepris à l'achèvement de la stratégie de gestion du stationnement, dont la présentation au Conseil pour approbation est prévue durant le deuxième trimestre de 2009.

**Recommandation 12**

**Que la Ville collabore avec les zones d'amélioration commerciale (ZAC) pour élaborer des stratégies de tarification du stationnement, y compris envisager d'affecter les revenus recueillis dans la ZAC, le voisinage ou le quartier en question, afin de renforcer l'adhésion de la communauté locale.**

**Réponse de la direction**

La direction est d'accord avec cette recommandation.

Le personnel a mis en place des groupes de travail interne et externe dans le cadre de l'élaboration de la Stratégie de gestion du stationnement, qui sera présenté au Conseil pour approbation au deuxième trimestre de 2009. Les membres de ces groupes de travail comprennent des représentants du ZAC, de la communauté et des groupes religieux, associations des gens d'affaire, de moto et scooter des représentants et des autres. La Stratégie de gestion du stationnement se penchera sur l'affectation convenable des recettes.

**Recommandation 13**

**Que le personnel d'entretien de l'Unité des opérations de stationnement de la Direction de la circulation et du stationnement tâche de consacrer plus de temps à la mise à l'épreuve et à l'entretien proactif des machines de stationnement dans les rues achalandées afin de détecter et de rectifier les pannes de parcomètres dans les plus brefs délais.**

**Réponse de la direction**

La direction est d'accord avec cette recommandation.

Les Opérations de stationnement ont actuellement en place un programme proactif de gestion de l'entretien de l'équipement sur rue comme hors voirie. Le programme comprend plus de 31 éléments du plan d'entretien avec plus de 1 129 activités qui abordent les composantes de fonctionnement clés. Le personnel s'efforce continuellement d'améliorer ses activités et techniques proactives d'entretien pour réduire le temps et l'argent consacrés à l'entretien et ainsi réduire de façon continue le nombre d'appels du public concernant des pannes d'équipement. Cette approche

proactive a déjà eu comme conséquence une réduction de 37 % du nombre d'appels liés aux pannes d'équipement entre 2003 et 2007.

Le personnel tâchera d'améliorer davantage ces résultats par l'établissement de protocoles de mise à l'essai programmés de l'équipement de stationnement dans les rues achalandées, qui porteront sur le tri des pièces de monnaie, la puissance restante des piles et l'acceptation de la carte de stationnement. La mise en œuvre de ces protocoles portera essentiellement sur le matériel de stationnement dans les rues achalandées. À la suite de ces essais, on rédigera des rapports mensuels et on fera le suivi de toutes les questions liées au cycle de vie des diverses composantes. Cette initiative sera mise en œuvre au cours du deuxième trimestre de 2009.

L'installation des distributrices Payez et affichez (prévue au cours du premier trimestre de 2010) aidera le personnel à cerner les problèmes plus tôt, car la machine pourra transmettre par connexion sans fil les problèmes à un assistant électronique de poche ou à un téléphone cellulaire dès qu'ils se produisent.

#### **Recommandation 14**

**Que la Direction de la circulation et du stationnement collabore avec l'Unité du soutien financier dont elle relève, une fois qu'une décision est prise quant à la façon de procéder à l'utilisation des distributrices Payez et affichez, pour mettre au point des rapports mensuels uniformes afin d'assurer qu'elle gère efficacement les activités et que tout le travail externalisé satisfait aux engagements contractuels.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Dès l'achèvement du processus d'achat des distributrices Payez et affichez, on établira des processus et des rapports adéquats afin de permettre à la Ville de surveiller correctement le rendement du système ainsi que les engagements contractuels de l'auteur de la proposition retenue. Cette action coïncidera avec la mise en œuvre prévue des distributrices Payez et affichez au cours du premier trimestre de 2010.

#### **Recommandation 15**

**Que la Direction de la circulation et du stationnement élabore une approche proactive et rentable pour l'entretien de l'inventaire de machines de stationnement (parcomètres, distributrices Payez et affichez, Payez à pied).**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Les Opérations de stationnement ont actuellement en place un programme proactif de gestion de l'entretien de l'équipement sur rue comme hors voirie. Le programme comprend plus de 31 éléments du plan d'entretien avec plus de 1 129 activités qui abordent les composantes de fonctionnement clés. Le personnel s'efforce

continuellement d'améliorer ses activités et techniques proactives d'entretien pour réduire le temps et l'argent consacrés à l'entretien et ainsi réduire à long terme le nombre d'appels du public concernant des pannes d'équipement. Cette approche proactive a déjà eu comme conséquence une réduction de 37 % du nombre d'appels liés aux pannes d'équipement entre 2003 et 2007.

Le personnel tâchera d'améliorer davantage ces résultats par l'établissement de protocoles de mise à l'essai programmés de l'équipement de stationnement dans les rues achalandées, qui porteront sur le tri des pièces de monnaie, la puissance restante des piles et l'acceptation de la carte de stationnement. La mise en œuvre de ces protocoles sera axée sur le matériel de stationnement dans les rues achalandées. À la suite de ces essais, on rédigera des rapports mensuels et on fera le suivi de toutes les questions liées au cycle de vie des diverses composantes. Cette initiative sera mise en œuvre au cours du deuxième trimestre de 2009.

L'installation des distributrices Payez et affichez (prévue au cours du premier trimestre de 2010) aidera le personnel à cerner les problèmes plus tôt, car la machine pourra transmettre par connexion sans fil les problèmes à un assistant électronique de poche ou à un téléphone cellulaire dès qu'ils se produisent.

### **Recommandation 16**

**Que la Direction de la circulation et du stationnement élabore des protocoles opérationnels et des pratiques optimales qu'elle aspirera à suivre et qui serviront d'indicateurs de mesure du rendement. Ce document, approuvé par le Conseil, doit inclure les divers résultats de mesure du rendement par rapport auxquels on évaluera et publiera le rendement de l'unité.**

#### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Les Opérations de stationnement suivent actuellement les politiques et les procédures centrales qui guident les activités et programmes d'entretien afin de réduire les temps d'arrêt des parcomètres, des distributrices Payez et affichez et Payez à pied et d'autre équipement de stationnement. Il y a aussi des programmes d'entretien programmés des structures et terrains de stationnement. À l'heure actuelle, on élabore un cadre de mesure du rendement au sein de Circulation et stationnement qui étudiera les résultats liés à des services précis ainsi que l'établissement de mesures et cibles de rendement. On prévoit que cette initiative sera menée à bien et mise en œuvre au plus tard durant le troisième trimestre de 2009. Le tout sera soumis au Conseil dans le cadre de l'Examen stratégique de la direction en 2010.

On entreprendra aussi l'élaboration d'un protocole opérationnel et d'un document sur les pratiques optimales qui intégreront les procédures opérationnelles existantes dans un document d'orientation global. Ce document sera également terminé au plus tard durant le troisième trimestre de 2009.

## **Recommandation 17**

**Que la Direction de la circulation et du stationnement élabore un mécanisme pour assurer la mise en œuvre des directives émises par le Conseil et la préparation de rapports à ce sujet. Si ces initiatives ne sont pas réalisées dans un délai raisonnable, le Conseil doit en être informé.**

### **Réponse de la direction**

La direction est d'accord avec cette recommandation.

Un effort concerté est en cours à l'échelle de la municipalité afin d'améliorer le suivi des directives qui émanent du Conseil municipal. Circulation et stationnement s'activent sur ce point et auront mis en place un processus au plus tard au cours du quatrième trimestre de 2008.

## ***Conclusion***

Trois grandes questions se dégagent de la présente vérification :

### **Revenus du stationnement sur rue**

Les revenus du stationnement sur rue sont inférieurs aux prévisions qui découlent des données de l'étude sur le stationnement de la zone centrale menée en 2005 et de notre information générale sur la disponibilité limitée des parcomètres dans les zones commerciales d'Ottawa. Ces revenus ont été relativement constants dans les trois dernières années. Dans d'autres grandes villes canadiennes, il y a eu des cas d'activités criminelles concertées visant à bloquer et à trafiquer les parcomètres. On note une fréquence élevée des pannes et défauts du matériel (en moyenne une fois par an par machine) qui exigent l'intervention du personnel. Le signalement d'un parcomètre défectueux peut prendre plusieurs jours, pendant lesquels on ne recueille aucune recette. Il n'y a aucune analyse de routine préparée par les Opérations de stationnement qui détecterait les écarts à examiner. Notamment, la direction n'analyse pas les revenus du stationnement sur rue en termes d'occupations prévues pour détecter les fraudes ou les vols possibles.

À notre avis, la direction ne peut pas expliquer de façon satisfaisante pourquoi les revenus sont inférieurs aux taux d'utilisation généraux indiqués dans les rapports des conseillers sur le stationnement.

### **Rapports financiers et non financiers**

Nous sommes satisfaits des contrôles actuels de la manutention de l'argent, cependant, historiquement il y a eu des faiblesses dans les contrôles internes. Les analyses financières demeurent une faiblesse.

Des rapports financiers minimaux sont produits de façon courante pour la direction et la haute direction pour Opérations de stationnement. Les comptes ne reflètent pas exactement tous les aspects des opérations et, par conséquent, il est difficile d'analyser les revenus et de projeter l'incidence des changements dans les opérations.

## **Absence d'approche globale et cohérente pour le stationnement**

Il n'y a pas d'approche globale et cohérente pour la fonction stationnement visant à assurer que tous les aspects du stationnement, et non seulement les opérations quotidiennes, mais les questions de zonage (p. ex. le règlement financier des exigences de stationnement), l'offre publique et privée planifiée à long terme (de 5 à 10 ans), la demande économique, la production de revenus et l'aménagement communautaire contribuent tous à l'atteinte des objectifs d'ensemble du Plan officiel et du Plan directeur des transports.

Les récentes initiatives approuvées par le Conseil, et notamment la résurgence de la nécessité d'une stratégie globale de gestion du stationnement et l'exploration du passage d'un système de parcomètres à un système de distributrices Payez et affichez sont de bon augure pour la fonction stationnement, de même que d'autres initiatives poursuivies, y compris celles liées aux normes de stationnement énoncées dans le nouveau règlement de zonage. Nous sommes prudemment optimistes quant au fait que ces plans résoudre certains problèmes. Cependant, nous sommes aussi préoccupés par le fait que sans vaste approche globale, le travail continuera d'être perçu comme cloisonné et non comme un effort concerté visant à satisfaire les politiques de portée générale de la Ville.

## ***Remerciements***

Nous tenons à remercier la direction pour la collaboration et l'assistance qu'elle a accordées à l'équipe de vérification.

## 1 BACKGROUND

In March 2008, following extensive discussions of parking issues by Council related to staff proposals to increase parking revenues through assorted combinations of changes to rates, hours of pay and areas of pay to address budget objectives, an audit of “parking operations” was requested by Council<sup>10</sup>.

As part of the audit planning process, interested Councillors were interviewed and the webcasts of the relevant Council sessions were observed. On this basis, an audit plan was developed. However, it also became apparent that while Council had requested an audit of “parking operations” the intent was a broad assessment of the function of parking supported by the City.

Some issues raised by Councillors also overlapped with other organizational groups including Planning, Real Property Asset Management (RPAM) and By-law Enforcement. It was clear that while the main assessment was within the Traffic and Parking Operations Branch, Council wanted these other groups included to ensure an overall assessment. Therefore, in order to clarify the expanded scope of the audit and the multiple groups responsible for different components (including operations, revenue generation, development, planning, capital, maintenance and enforcement), the name of this report and audit has been changed to Audit of the Parking Function.

While the Office of the Auditor General’s 2008 work plan included a broad audit of the Traffic Operations Division, the scope and level of effort were not considered to be sufficient to adequately delve into the issues and concerns raised by Council. As a result this supplementary audit was commenced in the spring of 2008.

### 1.1 Overview of Public Parking Function

The supply and management of municipal public parking is guided by the Official Plan, the Transportation Master Plan (TMP) as well as the Traffic and Parking By-law No. 2003-530.

A significant level of effort is expended by the City to make parking space available to a broad range of users and stakeholders including local residents, business interests as well as community and volunteer groups. These various users and stakeholders invariably represent a wide range of divergent interests related to who, when, why, how and for how long drivers can use public streets and public parking lots for vehicle parking.

The supply and management of the on-street and off-street public parking within the City of Ottawa directly involves the efforts of three primary groups, namely the Department of Public Works and Services (Traffic and Parking Operations Branch), the Department of Planning, Transit and the Environment (PTE) and By-law Services.

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<sup>10</sup> Minutes 33 – March 26-27, 2008

While the overall coordination and management of public parking is not assigned to any one municipal unit, the majority of decisions related to day to day operations of municipal parking assets are vested in the Parking Operations Unit of Traffic and Parking Operations Branch of the Public Works and Services Department.

### **1.1.1 Parking Operations Unit**

Within the Traffic and Parking Operations Branch there are four organizational groups:

1. Traffic Management;
2. Safety and Traffic Services;
3. Mobility and Area Traffic Management; and,
4. Traffic Operations which includes the Parking Operations Unit.

The Parking Operations group is largely limited to revenue collections, maintenance of meters, operation of both Pay and Display (P&D) machines and Pay on Foot (POF) machines, and management of municipally owned parking lots (maintenance and security contracts).

From time to time, the Parking Operations Unit plans and constructs new on-street and off-street automobile parking facilities in select areas of the City of Ottawa. In practise, however, the majority of resources are spent operating and maintaining a broad array of on-street and off-street automobile parking facilities in select areas of the City of Ottawa.

The Parking Operations Unit is comprised of 26 Full Time Equivalent (FTEs) consisting of 17 FTEs for administering and collecting parking fees and 9 FTEs for maintenance. An additional eight summer students provide additional maintenance.

There are 3,703 paid parking spaces at parking meters and 215 paid parking spaces at P&D machines for a total of 3,918 on-street 'parking spaces'. (These numbers do not include the parking meters that were installed in June 2008 on Centrepointe Drive, Constellation Crescent, Rochester Street, Booth Street, Daniel McCann Street, and Norman Street – a total of 276 additional spaces.) There are two P&D machines in the By-ward Market that are removed seasonally (64 paid parking spaces). The total number of parking meters in use is 3,985. This includes 3,703 on-street parking meters and 282 off-street parking meters.

The other three groups within Traffic and Parking Operations Branch conduct assorted traffic studies related to the administration of the Traffic and Parking By-law 2003-530, which, among other things, controls various on-street parking related issues such as no parking zones, loading zones, fire lanes, traffic calming areas, etc.

## **1.2 Planning, Transit and the Environment Department**

Planning, Transit and the Environment Department (PTE) is responsible for the Official Plan, Transportation Master Plan, Land Use Zoning and the Cash-in-Lieu of Parking

Program. By-law and Regulatory Services is responsible for the enforcement of Traffic and Parking By-law 2003-530.

The Zoning By-law sets out parking requirements for different land uses and this parking may be made available to the public (e.g., a parking garage below a downtown office complex may be required for the office but may be accessible to the public). The Zoning By-law also specifically regulates parking lots or parking structures for use as a privately operated parking area for use by the public or for a defined group.

### 1.3 By-law Services

By-Law Services, of Community and Protective Services Department (CPS) conducts enforcement of metered parking spaces rules and regulations.

Other municipal interests who rely on or are impacted by parking operations are:

- OC Transpo - bus stops compete with on-street parking spaces for revenue collected from parking metres;
- Economic Development - promotes business and works with Business Improvement Areas (BIAs) to ensure good client services (e.g., ample parking, short term parking availability, etc.);
- Finance - parking revenues are included as general income within annual municipal budgets documents; and,
- RPAM - responsible in part for management of the capital assets (generally parking garages) although much of the day-to-day maintenance work is contracted out by the Parking Operations Unit.

### 1.4 Summary for 2007 Parking Revenues and Expenses

In 2007, revenue from On-street Operations approached \$7 million. This includes revenue from 3,703 year-round meters, 11 high activity Pay and Display machines in the By-ward market with income exceeding \$450,000 and on-street residential permits of \$440,000.

In 2007, revenue from Off-street Operations included \$2.4 million revenue from two parking garages on Clarence Street, \$2 million revenue from City Hall parking lot and \$.75 million from seven other lots. In addition, this includes \$35,000 from seasonal spots at two municipal beaches and the Tour Bus program revenue of \$20,000.

The following table summarizes 2007 Parking Revenues and Expenses.

	On-Street (\$000s)	Off-Street (\$000s)	Parking Admin. (\$000s)	Total (\$000s)
Revenue	\$6,836	\$5,208		\$12,044
Less: net expense - primary	-\$739	-\$1,295	-\$1,348	-\$3,382

	On-Street (\$000s)	Off-Street (\$000s)	Parking Admin. (\$000s)	Total (\$000s)
Less: net expense and recoveries- secondary	+\$18	- \$1,065		- \$1,047
<b>Net Revenue</b>	<b>\$6,115</b>	<b>\$2,848</b>	<b>- \$1,348</b>	<b>\$7,615</b>
Parking Spaces – year round	3,918 <sup>11</sup>	2,226		6,144
Parking Spaces - seasonal	64	505		569

For additional information, refer to Appendix 2.

## 2 AUDIT SCOPE, OBJECTIVES AND APPROACH

### 2.1 Audit Scope

On March 26, 2008, Council directed the Auditor General to audit Parking Operations (minutes 33).

As previously mentioned, this audit was in addition to the audits identified in the Office of the Auditor General’s work plan approved by Council. Of note, an Audit of the Traffic and Parking Operations Branch, of which the Parking Operations Unit is included, was originally part of the 2008 Audit work plan. This Audit, which addresses broader management issues within the Branch and also impacts Parking, is expected to be presented to Council in the spring of 2009.

As discussed in the introduction, when the Audit commenced, the scope was confined to an audit of the Parking Operations Unit within Traffic and Parking Operations Branch of the Public Works and Services Department. Following interviews with interested Councillors and as the audit progressed, it became apparent that the intent of the Council directed audit was actually a broader “parking function”; that is the broad issue of the supply and management of municipal parking and not just the organizational unit which, among other things manages the day-to-day operation of on and off-street parking within the City.

As will become apparent in the following section, this distinction was a significant finding of the audit. For purposes of this report, the term “Parking Operations” refers to the operational work unit and the term “Parking Function” refers to the broader concept of parking supply and management.

Given that the cash-handling component of the Parking Operations Unit was reviewed in 2006, it was deemed prudent to include within the scope of this audit, a follow-up audit of the 29 recommendations to the original 2006 audit as well.

Therefore, this audit comprised two distinct approaches:

<sup>11</sup> Reduced by construction, special events etc, referred to as “hooding”. Or in some construction scenarios, the meters are removed completely.

- Follow-up of the status of implementation of the recommendations from the 2006 audit of Parking Revenue Processes (see section 2.2 below)
- Audit of City of Ottawa “Parking Function” to specifically address the directive given by Council (see section 2.3 below)

## **2.2 Follow-Up Audit of 2006 Audit of Parking Revenue Processes**

In 2006, the Office of the Auditor General undertook an audit of parking meter revenue processes in the City of Ottawa. This audit resulted in 29 separate recommendations addressing the following:

- Strengthening of system-wide and individual meter revenue control and audit processes and supporting policies and procedures;
- Improvement of cash handling procedures and practices;
- Future participation in non-cash based payment techniques (Smart Card, etc.);
- Greater use of parking machine automation / alarming;
- Increased segregation of duties;
- Improvements of security procedures and protocols; and,
- Greater utilization of SAP records and utilities.

In order to establish whether these issues have been resolved, it was necessary to undertake a follow-up audit of the recommendations and to report on the extent to which these recommendations have been successfully addressed by City staff. Follow-up audits are conducted by the Office of the Auditor General following issuance of the audit reports. In this case, the timing was accelerated to coincide with the audit of Parking Operations directed by Council.

As the majority of these recommendations involved substantive changes in business processes, management practices and controls over cash handling, the follow-up audit activities included verification that adequate, comprehensive and appropriate changes had been made and provided verification of management stated implementation levels.

A detailed schedule of the status of each recommendation is available to Council on request.

## **2.3 Audit Objectives for Audit of Parking Function**

To provide an independent and objective assessment to determine if:

- The existing parking strategy is comprehensive and the process for updating the strategy addresses relevant municipal policies and priorities. This objective was directed at the broader Parking Function rather than the Parking Operations Unit as discussed previously under the Audit Scope).

- Appropriate financial systems are in place to budget, record, track, report and monitor all expenditures within the Branch in an efficient, effective and economic manner that facilitates service delivery.
- The City receives value for money for services performed.
- Appropriate processes are in place to plan daily, monthly, annual, long term and capital activities in a manner that provides for efficient, effective and economic service delivery.
- Appropriate systems, policies and processes are in place to manage staff.
- Appropriate standards exist, are communicated to staff, maintained, monitored and enforced.

## **2.4 Audit Approach and Criteria**

The audit includes an examination of the Department to assess whether the objectives that have been set for the Parking Operations Unit are being achieved. Five audit criteria have been identified based on preliminary interviews and document reviews, specifically:

- 1. Performance (value for money)** – to examine management practices, goals and objectives, controls and monitoring and reporting systems across the Branch to assess the economy, efficiency and effectiveness of current operations.
- 2. Financial Management** – to examine the financial results of operations against short- and long-term plans and validating the reliability of financial systems including revenue collection, cost recovery structure and controls.
- 3. Planning** – to examine management practises across the Unit to assess the impact of planning (daily, monthly, annual, long term, integration with capital plans) on the economy, efficiency and effectiveness on current operations.
- 4. Human Resources Management** – to examine the management of staff with regard to Human Relations (e.g., absenteeism, vacations, overtime, training, succession, staffing levels) and Labour Relations (e.g., grievances).
- 5. Compliance** – to determine if the Unit has conformed to all laws and regulations that govern or guide its operations, including all relevant legislation and spending authorities contained in the annual budget as well as City and Provincial standards and industry norms (i.e., Corporate Traffic and Parking By-laws, Canadian Parking Association Best Practices, etc.); to determine if the Unit meets established service level standards.

### 3 OBSERVATIONS AND RECOMMENDATIONS

#### 3.1 Audit Objective: Mandate, Strategy, Accountability

To determine if the existing parking strategy is comprehensive and the process for updating the strategy addresses relevant municipal policies and priorities.

##### 3.1.1 Background

The mandate of the Parking Function is guided by the Official Plan (OP), the Transportation Management Plan (TMP) and the Traffic and Parking By-law No. 2003-530.

The Official Plan provides direction to several supporting plans that impart a greater level of detail on important issues than is practical in the Official Plan itself. These plans contain infrastructure program elements and strategies supportive of the policy directions contained in the Official Plan.

The Official Plan sets direction for the Transportation Master Plan, a “supporting plan” to the OP, by expressing Council’s strategic policies on transportation, such as its targets for the share of trips by transit and other modes of travel. The Transportation Master Plan enhances the Official Plan’s policy framework and describes the infrastructure and transportation networks needed to meet Council’s objectives, based on more detailed analysis and network modeling.

Specifically, the TMP states that it “sets direction for the City’s day-to-day transportation programs, and provides a basis for budget planning. It supports the Ottawa 20/20 growth management strategy and the City’s Official Plan, which guides the City’s physical development...this plan will come to life through mechanisms such as City budgets, program development, area and corridor transportation studies, design or practice guidelines, and Community Design Plans.”

##### 3.1.2 Mandate, Strategic Objectives and Goals

At present, there is no well-defined Council-approved directive that provides clear guidance to the “Parking Function” within the City of Ottawa. Notwithstanding high level policy direction provided in the OP and TMP, there is not a clearly defined documented mandate or strategy specifically for the Parking Function at the City designed to ensure that all City-wide objectives affected by Parking are achieved. More specifically, there is no mandate document that covers all aspects of parking including zoning changes, cash-in-lieu, residential on-street permits, new areas, rate setting, on and off-street operations and ensures

###### Strategic Objectives

The TMP restates three Strategic Objectives from the former City of Ottawa:

- “To provide short-term parking that supports the vital interests of local businesses, institutions and tourism destinations.
- To limit the supply of long-term parking to levels that balance the needs of automobile users with the City’s transit ridership objectives, while minimizing spill-over parking in residential areas.
- To minimize the amount of land devoted to parking uses through shared parking arrangements and the use of parking structures”.

support of Official Plan, or Transportation Master Plan, or Traffic and Parking By-law. The lack of such a document leads City Departments, in many cases, to work at cross-purposes to each other. There is a risk that the broader policy items (e.g., zoning changes required, coordination with strategic directions identified in the Official Plan, residential permits), economic/BIA considerations and accountability issues may not be fully addressed.

Goals to be achieved have not been identified, nor have performance measurement indicators been identified.

The policy documents prepared by the Planning Branch (OP and TMP) are intended to be, and are written to be, broad-based policy directives that serve as the basis for more detailed directions and strategies, which are then addressed through mandates, strategies, strategic plans and annual operational work plans specific to relevant organizational units. In the case of the Parking Function, this was to be addressed in part through a Parking Management Strategy as noted in Chapter 10 of the 2003 TMP (refer to section 3.1.3).

With respect to Parking, the TMP states, "Steps that the City takes to manage parking in both the public and private realms will contribute to its success in achieving its key transportation objectives as well as its land use goals." This implies that the mandate is much more far reaching than the functions historically performed by the Parking Operation Unit and yet historically this is where the vast majority of the Parking Function resources have been expended. Policy documents have tended to be for individual issues such as cash-in-lieu, on street residential permits, and rate increases as opposed to one comprehensive policy which ensures that all objectives and initiatives are compatible for overall Council approved objectives. To date there has been heavy reliance on former City of Ottawa policies, and, to a lesser extent, other former municipalities. Several issues are only now being updated, in part due to the attention the parking issue received during the 2008 budget deliberations.

While some policy direction is contained in the 2003 Transportation Master Plan (TMP) and the current Official Plan, they are not intended to be the sole source of guidance. Further refinement is required for operational requirements to ensure that the higher-level goals and objectives are achieved.

In addition to specific transportation objectives and land use goals, parking is important for economic reasons for local businesses as well as for local communities concerned with on-street parking.

This lack of a clear and consistent understanding of the comprehensive mandate of the Parking Function, by both Councillors and staff, manifested itself during the 2008 budget deliberations, when a perceived projected cash shortfall versus budgeted parking revenue was the subject of much discussion. Staff also responded to Council calls for minimizing budget increases (expense reductions/revenue increases) with several options for increasing revenue generation. Yet the issue of generating revenue is not mentioned in the Strategic Objectives.

There were several viewpoints raised during these discussions which identified a wide range of views from Councillors regarding the primary functions of paid parking including some of the following: Is it to make money? Ensure adequate short-term parking for commercial businesses. Or is it something else? Is it restricted to the responsibilities of the current Parking Operations Unit? Is it limited to ensuring compliance with the Traffic and Parking By-law? Does it include addressing zoning issues such as cash-in-lieu and legacy issues such as residential on-street parking permit programs? Is the Parking Function responsible for supplying new parking spaces or just ensuring that the existing supply continues? At what point should the Parking Function buy or sell land or parking facilities? How does it ensure a balance between supporting businesses with paid short term parking to encourage customer turnover? How should the municipal Parking Function address Business Improvement Areas (BIAs) and local community interests? How will the mandate ensure a comprehensive approach to the Parking to meet the broader objectives of the Official Plan?

In the absence of more recent direction and despite the fact that the 2003 TMP directed the development of a Parking Management Strategy and nine other specific strategic initiatives, staff have deferred to the 2003 TMP which restates three strategic objectives from the former City of Ottawa and “Seven Guiding Principles” also from the former City of Ottawa 1994 Parking Management Strategy.

The Parking Function mandate and objectives, in support of the OP and TMP need to be clarified and refined for operational requirements before significant progress on the development of an all-inclusive Parking Management Strategy can be achieved

### **3.1.3 Strategic Planning and Parking Management Strategy**

A strategic plan for both the Planning Function and Parking Operations to achieve the strategic objectives does not exist nor is there an implementation plan for parking related initiatives.

Goals to be achieved have not been identified, nor have performance measurement indicators been identified.

As mentioned above, the 2003 TMP directed the development of a Parking Management Strategy (PMS) as well as identifying nine other specific strategic initiatives (refer to Appendix 1 of this report/Chapter 10 TMP).

The TMP also states that the City will implement strategic initiatives that anticipate future needs. Specifically, “maintain ten-year parking system targets and a five-year implementation plan that identifies candidate locations for new parking lots owned or operated by the City, for monitoring and analysis” and “ensure that sufficient short-term parking is available for business, service and tourism destinations.” To date, this has not been done on a comprehensive level. Parking solutions continue to be piecemeal. For example, “parking studies” for the consideration of cash-in-lieu approvals are typically restricted to a four to six hour, one-day study of the relevant immediate area.

Matters dealing with zoning (items 6,7,8) were recently addressed through the City's new comprehensive Zoning By-law enacted by Council in June 2008. However, more than four years later there was very little progress on the other issues until several Parking issues surfaced in the months immediately preceding this Council requested audit.

In early 2008, at the direction of Council, the development of a Parking Management Strategy (item 1) as well as a review of the Cash-in-Lieu Policy (item 9) were initiated.

The TMP lists 10 points which the "City will do", with, we believe, the implied message that the scope of all 10 points would fall under the intended "Parking Management Strategy (PMS)". While the first point lists items to be covered in the PMS, the other points also raise relevant considerations for the PMS including but not limited to discouraging use of vacant land for parking, changes to zoning requirements, updating the Cash-in-Lieu Policy, tour bus parking strategy and related marketing initiatives. While there are relevant legislative requirements (e.g., zoning, cash-in-lieu) we believe that the PMS, under the shared direction of PTE and Traffic and Parking Operations, should cover all aspects of the Parking Function.

Staff disagree, and have preferred to approach each item with individual tactics, policies and in some cases organizational units. Specifically, the PMS focus (with Council's approval in scope) is on the City's role in providing, maintaining and operating City parking facilities and managing parking including municipal parking facilities and on-street parking. We believe that this has, and will continue to, perpetuate the silo approach to the Parking Function.

The recent "Terms of Reference for a Municipal Parking Management Strategy" (approved by Transportation Committee June 18, 2008), are limited to two deliverables; one which "addresses the role and objectives of Ottawa's parking program; and, one as "a guideline for establishing rates, times and locations of paid parking" including when to introduce paid parking into a new area. It is noted that the Cash-in-lieu will be a parallel but separate study and the Tour Bus Strategy will be completed subsequently.

The PMS primarily focused on a strategy for operational items addressed principally by the Parking Operations Unit, rather than a strategy for examining all aspects of the Parking Function. While there is mention of strategies and guidelines to address "current issues", they are not specified. The tasks identified for the Strategy development are primarily focused on the roles and objectives.

It is expected that broader policy items (e.g., zoning changes required, coordination with strategic directions identified in the Official Plan, residential permits), economic/BIA considerations and accountability issues (e.g., who is responsible and are changes to the organizational structure required) may not be fully addressed in the Strategy. Of the 10 points listed in the TMP regarding what the City would do, we were referred to the Planning group for five of them, yet none of these items are included in the scope of the PMS.

Also there is no mention in the terms of reference of providing an implementation plan, performance indicators or timelines. With the current terms of reference, the PMS may continue to facilitate a fragmented approach to the Parking Function. Notwithstanding this, the PMS is a positive step forward. But it should be expanded to ensure it embraces all aspects of parking.

On a positive note, the PMS Steering Committee does have representatives from all relevant areas. The impact and effectiveness of the Strategy, however, is yet to be determined.

### **3.1.3.1 Monitoring of the 2003 Council directive for development of PMS**

The 2003 TMP states, “as it implements this plan, the City will monitor progress towards key objectives. A recommended framework of transportation performance objectives and indicators will enable regular reporting on the state and use of the transportation system. Ultimately, the City should establish a more robust hierarchy of transportation goals and objectives, with associated performance measures that are linked to operational and organizational management activities.”

Based on our review, little progress has been made for the Parking-related activities to be implemented (refer to Chapter 10 TMP) with no apparent monitoring. There is no mention of Parking in the TMP monitoring report (Phase 1, approved by Transportation Committee June 7, 2006) or in the 45 performance indicators used to monitor implementation of the TMP. Historically, staff has not been held accountable for attainment of these initiatives, although, several initiatives have been initiated or are underway this year. Responsibility has not been clearly identified and has “fallen through the cracks”.

PTE staff has noted that the transportation performance monitoring system that was developed for the 2003 TMP was staff’s first attempt to develop such a program. Indicators selected were to illustrate City performance towards achieving its key objectives but was not intended to account for and monitor each referenced policy, program or project mentioned. The TMP focus is on broad-based indicators and initiatives that are related to achieving the TMP strategic goals. However, they recognize that performance measurement framework will evolve over time and ultimately a hierarchy of transportation goals and objectives should be developed with appropriate measures linked to specific program activities. The Parking Management Strategy, once developed, could inform and improve the framework currently presented in the TMP for the items addressed in the PMS, but measures will be required for those currently outside the PMS study.

### **3.1.4 Accountability Framework of Parking Function**

There is no lead group responsible for the overarching Parking Function and to ensure an appropriate, coordinated and collaborative direction for related initiatives and priorities, budgeting, strategic and operational planning. In addition, there is no

unified accountability framework and supporting organizational structure to support responsibilities which overlap existing organizational groups.

Historically, staff have not been held accountable for achieving the Parking initiatives in the TMP; although, several initiatives have recently been started to address this oversight.

Management of the Parking Function is not cohesive, with numerous departments involved including: Traffic and Parking Operations within Public Works and Services; Planning, Transit and the Environment; Financial Services; By-law Enforcement as well as sub-groups within these. Planning, Transit and the Environment Department is responsible for the Official Plan, Transportation Master Plan, zoning and cash-in-lieu.

Interestingly, the Council motion requested “an Audit of Parking Operations”. As a result, when we started the audit, we were directed specifically to the organizational group called “Parking Operations”. However, as the audit unfolded the inter-relationships, yet independence became more and more apparent. Work tends to be conducted in silos rather than as consolidated efforts. Documents presented to Council represent only a portion of the entire topic and are typically presented along organizational functional issues. For example, there is a continued separation of the cash-in-lieu issue<sup>12</sup> and residential permits from the off-street parking issue.

As the audit progressed, we were repeatedly referred to different organizational groups when requesting information. It was not obvious as to who was ultimately responsible for several areas such as the cash-in-lieu expenditure fund. Similarly, it was unclear who was responsible for the Residential Parking Permits. The revenue from residential permits is allocated to the Parking Operations revenue account, yet Client Service Centres (CSC) collect these, and Traffic and Safety group set the Policy. When we enquired as to the number of residential permits issued to owners versus tenants, we were unable to obtain an answer, as there is no individual tracking of the broad issues and impact; rather, only the number of permits issued is tracked. Permit revenue variances and reasons for them are not tracked by anyone; no one group takes responsibility for the entire function.

While staff have interacted, focus has historically been on individual functions and work has been conducted in silos. As discussed in the Financial Management section, there has been an absence of standard financial reports for both the Parking Function and Parking Operations. This has hindered a collaborative approach.

Outcome based performance indicators do not exist for the Parking Function. The three existing strategic objectives are also vague and not measurable, again this has allowed the lack of progress in the TMP initiatives to go undetected and uncorrected.

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<sup>12</sup> Refer to Cash-in-lieu section for additional information.

### 3.1.5 Conclusion

There has been no overall lead to the Parking Function. Historically, staff activities have continued largely under status quo from the former City of Ottawa programs. Adequate resources may not historically have been assigned to ensure the Parking Management Strategy was developed, although given the lack of attention given to this issue it is difficult to know whether progress could have been achieved with existing resources if assigned a higher priority. Staff have not been held accountable for some Parking initiatives in the TMP, as TMP monitoring is flawed by being based just on performance indicators (results) and not initiatives (actions) also. To ensure that the performance indicators are measured and reported, initiatives also need to be monitored. Staff and Council emphasis has been on the Rapid Transit initiatives, whereas the TMP addresses transportation and parking factors more broadly.

The Director of Traffic and Parking Operations identified a lack of sufficient staff resources as a significant impediment to TMP implementation.

Given the lack of coordination and broad distribution of the Parking Function program within the corporation, it is unclear whether the Parking Operations Unit should be expected to be tasked with implementation of the TMP directives for parking. Instead, it may be appropriate that an inter-departmental implementation group under the direction of a transportation planning / urban planning group be established to provide desired direction for achievement of objectives which ultimately tie into the Official Plan. In addition, such an implementation group would have:

- Better understanding of the inter-relationship of parking to economic development and community design;
- Better ability to understand parking function impacts on overall TMP and Official Plan objectives;
- Ability to address parking function initiative impacts on Neighbourhood Planning Initiatives (NPI), Community Design Plans (CDP), etc.; and,
- Established relationships with community and BIAs.

In the end, a Council approved mandate is also required to clearly state who is responsible for the Parking Function decisions. If the mandate, is primarily to maximize revenue a Parking Authority model may be considered. If the mandate is primarily to support local businesses then an urban planning group would be a better fit. And finally, if the primary mandate is to ease congestion, deter vehicular traffic and promote transit, walking and cycling then transportation planning group may be the best group to be accountable. Once the primary mandate is agreed upon, the rest should fall under normal governance structure processes maintained by the City.

#### **Overall Management Response**

Our proposed parking management strategy and related projects are in strong alignment with the audit. With respect to parking occupancy rates, we agree that

undertaking a comprehensive study on this matter as part of our overall strategy is very beneficial.

### **Recommendation 1**

**That the City ensure that responsibilities, accountabilities and coordination of all aspects of the Parking Function, including planning related matters (zoning requirements, cash-in-lieu) development matters (new and existing locations/requirements of on and off-street parking including residential on-street parking) and operational requirements (collections, rate setting, enforcement) be clearly assigned in a manner which ensures a comprehensive and coordinated approach to the Parking Function.**

### **Management Response**

Management agrees with this recommendation.

Presently, the Planning branch manages the Official Plan, Transportation Master Plan, and Comprehensive Zoning By-law. These documents take into account broad land use issues and serve to set the context and the high-level objectives for the Parking Program.

At its meeting of 13 February 2008, City Council gave the following direction:

*“That staff be directed to develop a new city-wide, comprehensive, consolidated parking policy in conjunction with the principles articulated in the Parking Management Strategy and the Transportation Master Plan; and that the policy include parking needs in the zoning by-law, a review of the financial costs to the City of storing cars on city streets versus storing cars on private lots; and*

*That the study examines on-street parking rates:*

- That vary according to geography; and,*
- That vary according to time (time of day, day of the week).*

*Also, that the terms of reference for this study/review be brought to Transportation Committee for its review and approval prior to being undertaken.”*

The Transportation Committee approved the Terms of Reference for the Parking Management Strategy on June 18, 2008 and work is currently underway.

The Parking Management Strategy will be set within the context of the Official Plan and Transportation Master Plan policies and objectives and will outline a framework that will clearly identify responsibilities and accountabilities to ensure a comprehensive and coordinated approach to the parking function. The Parking Management Strategy is scheduled to be presented to Council in Q2 2009.

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## **Recommendation 2**

- a) That the City ensure that the Parking Management Strategy and related documents currently underway be modified to clearly distinguish between strategic versus operational policies, initiatives and directives.
- b) That Council approve an expanded scope of the PMS to ensure that all aspects of the "Parking Function" are included in the strategy. Accountabilities, objectives, goals, performance indicators and implementation plans for these items should be clearly stated and progress tracked in supporting documents.

### **Management Response**

Management agrees with these recommendations.

The Parking Management Strategy will distinguish between strategic versus operational policies, initiatives and directives. It will also address all aspects of the parking function and will identify how parking relates to the different areas that the Planning branch is responsible for such as the Official Plan, Transportation Master Plan, Zoning By-Law, Cash-In-Lieu, etc. Further, it will ensure that there are key accountabilities, objectives and performance indicators that can be tracked and published in regular status reports.

The Parking Management Strategy is scheduled to be presented to Council in Q2 2009. Work will be done in the development of this strategy to ensure that these recommendations are reflected in supporting documents.

## **Recommendation 3**

That the City ensure that the Parking Management Strategy and its related implementation be developed with the goal of achieving the strategic objectives identified in the Official Plan and Transportation Master Plan as well as being compatible with the Economic Development initiatives (which reside in the Planning, Transit and Environment Department). These policies and decisions should be considered during Neighbourhood Planning Initiatives (NPI), Community Design Plans (CDP), and in routine consultations with BIAs.

### **Management Response**

Management agrees with this recommendation.

The Parking Management Strategy is being developed to ensure that strategic objectives in the Official Plan and the Transportation Master Plan are reflected. These objectives will, in-turn, be reflected in Neighbourhood and Community Design Plans, which are developed using these overriding documents for direction and guidance.

The Parking Management Strategy will be presented to Council for approval in Q2 2009.

## **3.2 Audit Objective: Financial Management**

To determine if appropriate financial systems are in place to budget, record, track, report and monitor all expenditures within the Branch in an efficient, effective and economic manner which facilitates service delivery.

### **3.2.1 Parking Operations Unit Information Systems and Financial Management**

In general, the financial analysis was found to be a weakness within the Parking Operations Unit. The extent of our analysis was limited due to the nature of the internal Parking Operations Unit information systems. There are many stand-alone documents or information sources but we confirmed that they are not rolled up to a report which is easy to use, explains and facilitates management of the operation. This lack of information reports hinders operations analysis as it is difficult to isolate various expenses and revenues and the related impact of ongoing changes. While systems and reports required will change significantly if the City replaces all meters with P&D machines in the near future, whether as an in-house operation or outsourced, financial supporting systems and detailed reports will still be required.

We attempted to obtain a sense of the reasonableness of the revenue streams given the information that was available. While off-street revenues were easier to analyse given the information available from the P&D and POF machines, on-street operations were more difficult.

Based on revenue generated, the City is collecting, on average, fees for two to three hours per weekday per parking space for both on and off-street parking operations. Notwithstanding explanations provided by Parking Operations staff for any discrepancy between revenue collected and available parking [including, reduced localized supply (i.e., hooding due to special events, construction, vendors, etc.), people not paying at a metered space, disabled parking permits as well as maintenance issues and criminal activity on the part of the public (e.g., meter jammers)] these paid utilization rates<sup>13</sup> may be low, especially given the past occupancy studies and our understanding that there is a general lack of availability of on-street metered spots in commercial areas during regular business hours<sup>14</sup>. Parking staff agree that generated

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13 - For purposes of this document “paid utilization rate” is defined as the effective number of hours the space is fully utilized and paid for (utilization can occur without revenue being collected) per day, typically a week day. Of note, some By-ward market spaces and various other spaces across the City are paid parking six days a week, as well as paid Sunday parking, are in the vicinity of the Civic Hospital. We do recognize that full utilization will ever be achieved given the transitional nature of the business and that not everyone parking at a parking meter will provide revenue (either legally as with a Handicapped Permit or illegally by choosing not to pay).

<sup>14</sup> Refer to 2005 Central Area Parking Study Update – page iii – “West of the Canal parking utilization has continued to increase, with the total public parking utilization in the majority of blocks approaching, or exceeding practical capacity (utilization ratio of 0.90). East of the Canal, parking utilization remains relatively unchanged with the greatest change being a slight decrease in the Friday evening utilization from 0.48 in 1999, to 0.45 in 2005. On-street parking utilization in the Central Area continues to be high, with utilization ratios exceeding practical capacity during all periods studied, reaching as high as 1.04 for Sunday afternoons (east of the Canal). Overall, the Central

revenues represent about two to three hours per day of paid parking per spot. Parking Operations should conduct a review of parking occupancy rates against the revenue generated [Note: This issue is discussed further below. Refer to Appendix 2 for detailed information for both on and off-street revenues, expenses and paid utilization rates. Of note, the paid utilization rates in Appendix 2 are calculated on the same basis as rates in this section, and subject to the same risk of error given the nature of the estimates used to calculate.]

On-street Operations gross revenue in 2007 approached \$7 million (as recorded in SAP). This was comprised of 3,703 year-round meters, 11 high activity P&D in the By-ward market and residential on-street parking permits of \$440,000.

Based on a sample of P&D collections in the market area from June 2007-May 2008, we were able to estimate the annual revenues for this period to be in excess of \$450,000 as well. The revenue would have been higher for the fiscal year 2007 as a higher number of machines were installed for a limited period of time in early 2007. On this basis, the remaining revenue generated from the meters would be approximately \$6 million.

Assuming that approximately 3,650 meters are in operation at any one time (allowing for construction, special events, etc.), this equates to approximately \$1,700/meter annually or \$32/meter/week<sup>15</sup>. Using the 2007 rate of \$2.50/hour, this equates to approximately 13 hours of use per week per meter or 2 to 3 hours per day<sup>16</sup>

Alternatively, a more conservative calculation would be to assume that most parking meter revenue is generated in the commercial areas. Staff consider 2,750 of the year round meters to be in "commercial areas". If we assume that 90% of revenue is generated by these commercial meters, the full utilization calculations change to approximately 15 hours/week, still approximately two to three hours per week day. As noted in the 2005, Central Area Parking Study "On-street parking utilization in the Central Area continues to be high, with utilization ratios exceeding practical capacity during all periods studied". Most meters in the downtown core are available at least 30 - 40 hours a week. On this basis, these paid utilization rates appear to be low. In our opinion, Parking Operations is not able to adequately explain this apparent discrepancy. While, they have provided many explanations of partial and/or possible reasons for the apparent discrepancy there is not a rigorous routine calculation to determine if revenues are reasonable, in total and by neighbourhood, given expectations (seasonal, weather, construction, etc.). Although management have stated that they undertake on-street occupancy reviews informally on a day-to-day basis from both operational staff in the field and senior management, the data gathered is not analysed in terms of actual revenue generated.

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Area is approaching practical capacity for weekday afternoon parking utilization as a result of the increases in parking utilization west of the Canal."

<sup>15</sup> \$6,000,000 / 3,650 meters / 52 weeks = 31.6 hours/week. Average meter usage of 5.4 days per week.

\$6,000,000 / 3,650 spots / 52 weeks / \$2.50 / 5.4 paid parking days per week = 2.3 hours per day.

<sup>16</sup> Note – these are estimates only given the available information. Range of error could be as high as 25%. Average meter usage of 5.4 days per week.

As such, if revenues were not collected for a variety of reasons, including theft at the meters by the public, they could go undetected for extended periods of time. Of note, total revenues have been relatively consistent, after accounting for rate changes, for the past several years.

Staff have stated that surveys conducted by the City indicate that approximately 25% of all parked cars at parking meters at any one time will not have paid. This occurs for different reasons. The key two reasons given for this are handicapped permits (which allows for free parking at meters) and people not paying when required to do so. Staff believe that, on average, the unpaid time will account for approximately another 0.9 hours per day per meter.

Using a similar approach as above, the By-ward market main garage paid utilization rate is 38 hours/week or 6-7 hours/day (this garage is open weekends and evenings)<sup>17</sup>; City Hall utilization rate is 18 hours/week; and, the overall average for off-street parking, after pro-rating the season lots is 14 hours/week or again 2-3 hours/day.

There is no complete inventory of all meters and lots, although a partial one has recently been started by a summer student. For example, it is not possible to tabulate, identify or confirm that the 2,750 parking meters presented in 2008 reports to Council as those being in the commercial district is the actual number of such meters. While we understand a full list of meters is available and used for tasks such as maintenance, at the time of the audit a list of all 2,750 commercial meters was not available. A map identifying the location of the meters in question was made available to the audit staff. However, verification required a manual count of the 2,750 indicators on the map. This was attempted, however, it was found that the map was not for the entire area serviced by parking meters.

Basic questions asked by auditors (e.g., revenue from Lot 6 - City Hall revenues before management fees) could not be answered without staff specifically analysing data banks used for other purposes. Staff were extremely cooperative, however, this approach to general management is inefficient; standard reporting systems are more appropriate.

Regarding, budgets and the monitoring of actual costs; most expenses of the Parking Operations Unit are fixed, in particular labour, service contracts for cleaning and security of garages and the administration of the City Hall lot. Revenues are typically projections based on the previous year's actual revenue adjusted for any rate changes.

### **3.2.2 Follow-up Audit of Cash Handling Procedures**

We note a very positive response to the 29 audit recommendations made in 2006. Staff have invested significant time and effort to making changes; most notably a reorganization of the Cash Collection group of Parking Operations to improve segregation of duties and the development and documentation of detailed written

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<sup>17</sup>  $\$2,400,000 / 767 \text{ spots} / 52 \text{ weeks} / \$2.50 = 24 \text{ hours/week}$ .

operational processes and procedures. However, processes for analysing, monitoring, exception reporting, etc., have not been developed and so the data collected is not sufficiently used to provide direction for improvements, understanding trends and decision making.

Organizational changes have been made including the retirement of the On-street Supervisor. This position has been left vacant with the On-street supervisory functions being assumed by the Project Engineer, Parking. Concerns regarding a lack of segregation of duties and direct handling of cash during meter till audits by the Supervisor are also no longer an issue due to a decline in random meter audits and a change in procedure so no cash is handled without dual custody in a room with a security camera.

Cash from the POF machines are no longer handled by Parking Operations; rather they are also transported to the OC Transpo cash operations in a secure environment where they are counted.

A detailed schedule of the status of each recommendation is available to Council on request.

### **3.2.3 On-Street and Off-Street Parking Revenue**

Collections are done weekly at all locations for P&D and meters and daily at the POF machines at the two Clarence Street lots regardless of activity. Revenues are normally collected on a weekly five day cycle. However, when there is a statutory holiday this is reduced to a four day week. Extreme weather or insufficient available staff (illness) can also result in a change in collection routes. There are no standard four day collection routines, such as compressing five days to four or eliminating low volume routes; each time it is dealt with on an ad hoc basis at the discretion of the Lead Meter Collector. Despite a lack of structured reporting/recording of revenue activity by routes, the collection staff appear to have a good sense of which routes have the lowest volume.

The collection sheets do not provide all required information to ensure collections are complete. It is not documented: where and when routine weekly collections were not done; routes where there was extensive hooding due to special events or vendor stalls or construction; and, closed seasonal lots. As a result, it is not possible to assess whether significant drops in revenue are due to theft, malfunctions, legitimate hooding, etc.

There is no systematic tracking of meter activity by street, BIA or neighbourhood. There are plans to track this with the expected implementation of a new vault collection and counting system in late 2008. Although there is a record for each on-street P&D machine (located only in the By-ward market), it is not monitored. There are no standard reasonableness tests to determine whether cash collected matches norms, expectations, etc.

During a review of approximately 25% of collection sheets from June 2007-May 2008, several sheets were found to have missing information such as a missing weight of a

vault, no explanation for a route not collected (e.g., due to hooding, vendor parking, special events, seasonal parking). For some P&D machines, audit printouts of dollar value of tickets issued/cash collected, back-up was missing. These had not been identified as missing. This has improved as the procedure has evolved since initially implemented in June 2007.

Staff are not analysing basic information produced by P&D and POF machines for control purposes. For example, there is no reconciliation of annual revenues by machine.

No significant concerns over cash handling procedures were noted; for the most part there are adequate controls and segregation of duties (refer to the follow-up audit).

### **3.2.4 Parking Card Program**

In general, there has not been widespread acceptance of the Parking Card Program..

Since 2004 in excess of \$600,000 in revenue has been recorded for Parking Cards. Revenue is recorded at the time of the card sale rather than as deferred revenue that is drawn down as the card is used.

For the past 4 years, City revenues derived from the Parking Card Program have been overstated. This does not have a material effect on the City's financial statements and has largely been undetected due to the improper use of financial terminology.

In 2007, almost \$150,000 worth of cards was sold. A staff document made available to the auditors indicated that the card "value circulating" was \$169,850; however, this was actually the value of cards sold in 2007. Under current record keeping, it is not possible to determine the value of unused Parking Cards currently in circulation. In this regard, there is an unrecorded and unknown liability to provide "free" parking to the value of cards sold and not used.

The term "value circulating" should include all cards sold in prior years, which have not been redeemed. Revenue should be deferred. City parking meters do not have the capability to record this revenue, however the P&D machines do.

When customers purchase their first Parking Card, the City charges \$60 for \$50 worth of parking. The decision to charge a one time \$10 administration fee was based on the start up costs for the Parking Card Program. The administration fee is not applied when a request is made to "recharge" existing cards or if the cards are sold at promotional venues such as car shows. The application of the administration fees for parking cards is not consistently applied. Of the almost 4,000 cards sold, only 25% paid the administration fee.

Staff indicated that they have received feedback from the public that the administration fee is viewed negatively. Rather than being an incentive for frequent users (similar to a bus pass) it is seen as an additional charge.

### 3.2.5 Reports to Council

Reviews were conducted of recent reports to Council regarding assorted parking issues, specifically the Five Options<sup>18</sup> to increase revenue, and Pay and Display implementation.

#### 3.2.5.1 Analysis and Projections of Rate and Territory Changes

A review was conducted of the calculations and assumptions used in the Five Options to increase parking revenue presented to Council during the 2008 budget deliberations (November 14, 2007).

Three key areas of the staff reports were reviewed: (1) the revenue base used; (2) commercial meter inventory base used; and, (3) projected increases in on-street parking revenues.

##### *Revenue Base Used*

For the calculations of meter increases, the base used was the 2008 on-street budgeted parking revenue<sup>19</sup> (correctly reduced by the value of on-street residential permits). The calculations were based on the assumption that 'on-street revenue' is equal to parking meter revenue (and 'off-street revenue' is equal to non-meter revenue, P&D, POF and cash attendant). However, this assumption is considered inaccurate. For the implementation of extended hours, on-street should have included on-street P&D and the off-street meters should not have been included in the calculations.

In the staff calculations for the Five Options reviewed, the on-street revenue projections for the implementation of P&D incorrectly included the P&D machines in the By-ward market. Revenue from these machines in the 12-months ending May 2008 was approximately \$440,000<sup>20</sup>. Therefore the base for annual on-street revenue projections identified by staff was over-stated by at least \$440,000 (or 7%).

##### *Commercial Meter Inventory Base Used*

The analysis presented to Council assumed the same conditions and impact across all commercial areas. For purposes of the calculations, 2,750 of the City inventory of year round meters were considered to be in "commercial areas" as identified by staff. Yet at the time of the audit there were, no internal systems which actually inventoried meters by commercial area. It was not possible to verify the 2,750 count; however, a scan and analysis of the meter areas indicate that the 2,750 count appears to be a reasonable number. However, if more detailed information had been readily available a more

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<sup>18</sup> Presented to Council November 14, 2007 during the 2008 Budget deliberations.

<sup>19</sup> Revenue is essentially recorded in two financial accounts; on-street and off-street. On-street includes approximately 3,703 parking meters and 11 P&D in the By-ward market area. Off-street includes P&D in lots, POF in two lots on Clarence Street, and Lot 6 at City Hall (cash attendant). Revenue for the 505 seasonal parking spots (Mooney's Bay and Petrie Island) is shared with Parks and Recreation and not included in the revenue provided in any calculations. Residential on-street permits are included in on-street revenue.

<sup>20</sup> This would have been higher for the year 2007 as more P&D machines were in use on York and George streets, but numbers are not available.

precise analysis could have been undertaken rather than using one average paid utilization rate (45%) across the City.

### ***Projected Percentage Increase in On-Street Parking Revenues for P&D***

The analysis presented was based on an average anticipated utilization rate of 45%. Specifically, 45% utilization of all commercial meters on weekday evenings was the basis for additional revenue to be generated on weekday evenings. That is, it assumed all 2,750 commercial meters were used 45% of the available time between 5:30 to 9:00 p.m. (on average). However, 45% utilization may not be realistic, especially given the historic revenues recorded in commercial areas during existing hours of two to three hours/day (refer to section 3.2.1), and the statement, by staff, that at any point in time 25% of people at meters do not pay. All calculations were based on potential revenue, given projected occupancy for the stated number of meters. However, this is not supported by actual collections; that is, the paid utilization rate and the actual utilization rate cannot be assumed to be the same. Staff have indicated that past studies have shown that at any point in time, 25% of meters utilized are not paid for. There is no indication that the 45% utilization reflects this. It is difficult to say whether the projections are high or there is an issue with existing revenues collected (and they should be higher).

### **3.2.5.2 Analysis and Projections of Pay and Display Options**

A review of the calculation and projections used for the in-house operation of Pay and Display was conducted as well as the initial Ottawa Option Analysis (plan to convert all parking meters to Pay and Display). Both were presented to Council in February-March 2008. Three key areas were reviewed: (1) the revenue base used; (2) projected staff savings; and, (3) removal of existing equipment.

#### ***Revenue Base Used***

The revenue base<sup>21</sup> used to calculate increased revenue appears reasonable.

#### ***Projected Staff Savings***

The cost of maintenance and repairs to the 3,985 meters (including seasonal) in use exceeds \$400,000<sup>22</sup> annually for labour costs alone. This is comprised of two Maintenance Management System (MMS) staff located at Loretta, five Parking Meter

<sup>21</sup> 2007 On-street revenue \$6.8 million less on-street parking permits \$.4M less P&D in By-ward market \$.4 = \$6M x 3.00/2.50 hourly rate increase = \$7.2M. A projected 22% increase equals 1,584M which is actually the increase used in calculations, although we cannot verify how it was calculated in the report.

<sup>22</sup> Five Parking Meter Maintenance Workers (salary range \$59,041- \$60,209) \$298,709 + Parking Meter Collectors x three plus Lead Collector at 10% of time following collection runs as observed by auditor (\$236,153 x 10%) \$23,615 + Maintenance Helpers for two months \$17,184 + Maintenance Helpers for four months \$11,118 + MMS staff estimate \$75,000 = total \$425,626 – rounded to \$400,000 - average cost for almost 4,000 meters is \$100/meter/year. Management has indicated that the actual cost per meter through SAP is \$59.75 per meter (in 2007).

Maintenance Workers, four Parking Meter Collection staff part time after collections and several summer students. Four additional staff are responsible for the P&D and POF machines (cost \$270,000). With economies of scale and newer P&D equipment (fewer breakdowns), these P&D staff would be able to service a higher volume of machines than currently in the City inventory.

Parking meters are both labour intensive (for example batteries must be manually replaced at least twice at year) and prone to visually undetectable breakdowns. Most repairs and maintenance is conducted on a reactive basis. Refer to section 3.4.2 for additional information. We believe that greater efficiency can be achieved within the existing in-house operations if a more proactive repairs and maintenance program was implemented thereby reducing in-house costs. With four meter collectors (full salary and benefits approximately \$235,000), savings may also be achievable with the elimination of meter collections as there will be fewer collection sites with P&D, however, staff will still be travelling to make these collections. On this basis, the \$35,000<sup>23</sup> staffing cost savings, if meters are replaced by P&D, identified in the Pay and Display report prepared for Council appear to be significantly understated. While it is difficult to estimate the actual savings, as noted in the report to Council, caution is required to ensure that understating potential savings of an in-house option given an unintended benefit to the outsourced option. P&D machines implemented, whether in-house or outsourced, should greatly reduce maintenance costs. With supervisory staff, the total costs to be considered exceed \$1 million. We anticipate that, based on the additional knowledge we have gained from reviewing the operations, savings could be in the neighbourhood of 10-30% or \$100,000-\$300,000.

### ***Removal of Existing Equipment***

There is no accounting for the cost of removal of the 3,703 parking meters and reinstatement to sidewalks in the financial analysis in the in-house analysis or the Ottawa Option analysis. Staff have stated that it is included in the replacement cost but this is not stated in the analysis and is not possible to verify.

### **3.2.6 Other Staff Reports to Council**

Other numbers used elsewhere in reports to Council include potentially misconstrued information.

Significant impacts on budgeted parking lot incomes were not highlighted and would not have been apparent to those reviewing information. For example, the Laurier Avenue City Hall parking lot had a 2007 budgeted expense for grants in lieu of taxes of \$355,000, but was actually \$474,000, an increased expense of \$120,000. As well, revenue for that lot is recorded as \$1.7 million. But this is actually the revenue received after the third party service provider deducted their share. Total revenue generated by the lot is actually higher before third party fees. This could affect total revenue projections.

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<sup>23</sup> Total indicated was \$145,000 comprised of staffing \$35,000 and \$110,000 purchased services.

Also, some revenue collected from the two seasonal lots at Petrie Island and Mooney's Bay are not included in Parking Operations revenue but rather in Parks and Recreation accounts based on a service level agreement with Parks and Recreation. Any projected revenue increases would not reflect the revenue allocated to Parks and Recreation.

### **3.2.7 Impact**

The lack of adequate financial analysis and management reporting on a regular and timely basis impedes the ability of management to respond to queries from Council as much manual and ad hoc intervention is required to obtain information). It also increases the likelihood of errors in any historical financial reports, projections and scenario analysis.

The 2006 audit recommended specific procedures. Procedures have been implemented but processes for monitoring, exception reporting, etc., have not been implemented and so the data is not assessed to provide direction for improvement, trends, etc.

Thefts from meters by the public may go undetected. Parking revenues may not be credited to the proper account, distorting the actual parking revenues and potentially impacting decisions made. There is not an understanding of the parking revenues collected by BIA and/or neighbourhood.

Reports such as Pay and Display and Ottawa Option (presented to Transportation Committee on April 16, 2008 and to Council on April 23, 2008) have been prepared by staff (Traffic and Parking Operations and FSU) who have not worked closely with parking historically. Reports were prepared quickly based on Councillor's inquiries. Errors made are the result of several factors, including:

- Lack of clarity in standard reports, making it difficult to determine what was included in certain line items in SAP;
- Poorly structured chart of financial accounts;
- Lack of familiarity with issues leading to incomplete and/or invalid determination of the impact on costs if change to P&D; and,
- Calculations made with flawed assumptions and/or methodology.

However, given the lack of quality information available for the analysis and the time constraints, the level of detail for the analysis is reasonable.

### **Recommendation 4**

**That Traffic and Parking Operations Branch develop a monthly Parking Operations Unit standard report which highlights revenue from all sources (off-street facilities by lot, on-street by P&D and meters preferably by major neighbourhood), for month, year-to-date actual, and budget. This must be supported by detailed narrative to address variances, issues, lessons learned, etc., and distributed to the director level for review and approval. The data source should either be SAP or a document, which is reconciled routinely to SAP.**

**Management Response**

Management agrees with this recommendation.

Staff are currently preparing a series of reports that reflect revenues from all sources. Once finalized, this information will be provided to senior management on a monthly basis. These reports require coordination between several sources and will be established by Q2 2009.

New reporting will supplement and improve upon the information that is currently being prepared. Staff currently prepare a series of reports that reflect all on-street revenues collected by day and by zone as well as all revenues and expenses for off-street parking facilities. In addition, staff training is underway which will enable staff to undertake financial analysis and reconciliation to the extent that is identified in the Auditor's report.

Further, realty taxes and Lot 6 third party service provider costs have been adjusted for 2008 and future budgets in response to issues identified in the report.

**Recommendation 5**

**That Traffic and Parking Operations Branch ensure that Parking Operations Unit begin tracking paid utilization rates and explain variances in a monthly report.**

**Management Response**

Management agrees with this recommendation.

Currently, staff selectively track utilization rates as part of the ongoing management and monitoring of our parking systems. With the implementation of Pay and Display machines, tracking of revenue and utilization rates will be carried out on a regular basis and monthly reports will be generated.

The Pay and Display procurement process will require Council approval in order to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

**Recommendation 6**

**That Traffic and Parking Operations Branch develop new Parking Operations Unit collection routes which address both a four and five day collection schedule and focus on collecting from the busiest routes most frequently; this may result in collections from some routes less frequently than is currently done, especially during weeks with statutory holidays.**

**Management Response**

Management agrees with this recommendation and this practice is currently in place.

Traffic and Parking Operations will continue to look for efficiencies and improvements to the collection schedule to ensure that the busiest routes are collected when needed and the less busy routes are collected less frequently. At the

same time, it is important to ensure any system allows for the continuation of proactive monitoring of all parking meters to address problems as they arise as efficiently as possible. The data acquired through these regular collections forms part of a historical database that is used to monitor trends and forecast year-end revenue expectations.

New collection routes will be developed when Pay and Display machines are implemented. Due to the increased availability and detail of financial and maintenance information through automatic means, the acquisition of this data through regular collections will no longer be required. The frequency of the new collection routes would then be directly tied to the utilization of the machine. The implementation of Pay and Display technology is expected to occur in Q1 2010 pending Council approval.

### **Recommendation 7**

**That Traffic and Parking Operations Branch ensure that all Parking Operations Unit collection sheets indicate the routes collected and in cases where there are no collections, identify special circumstances which would contribute to lower dollars collected (e.g., construction or hooding) as well as document alternate procedures (e.g., spare vaults used) with the reason noted on the collection sheet.**

#### **Management Response**

Management agrees with this recommendation.

Procedures for this practice are already in place. Staff review collection sheets on a weekly basis to audit the weight of the vaults and review any abnormalities that may be present in the specific collection route. Going forward, anomalies will be tracked and recorded consistently on the monthly revenue comparison sheets.

Once Pay and Display machines are implemented, the collection process will change and machines that do not require collection due to construction or hooding will not be collected.

The Pay and Display procurement process requires Council approval to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

### **Recommendation 8**

**That Traffic and Parking Operations Branch ensure that new Pay and Display machines track the outstanding value of Smart Cards.**

#### **Management Response**

Management agrees with this recommendation.

As part of the Pay and Display procurement process, the City has set out minimum standards to ensure that any new Pay and Display machine can track the outstanding value of Smart Cards.

The Pay and Display procurement process requires Council approval to proceed. A report seeking this approval will be presented to Council in Q2 2009 with expected implementation in Q1 2010 if approved.

### **3.3 Audit Objective: Performance (Value for Money)**

To determine if the City receives value for money for services performed.

#### **3.3.1 Cash-in-Lieu**

There is no correlation between funds collected as “cash-in-lieu” and provision of additional parking nearby by the City. Yet, cash-in-lieu, as defined in the 2003 TMP, is “a practice permitting developers to pay a charge in lieu of constructing the minimum parking spaces required by zoning regulations, thereby financially enabling the provision of City-owned public parking facilities”. The City’s website states “Cash-in-Lieu of Parking fees represent the amount of money that it would cost the City if it were to provide and operate each parking space that is exempted. The fees vary, depending on the location of the site and the type of parking associated with the proposed land use.”

By-law 2004-321 states that “the Parking Cash-in-lieu Fund is established to develop parking spaces where the most need occurs in the City... (and)... shall be used for the acquisition, establishment, lying out or improvement of additional parking lots or facilities.”

In December 2005, the intent of By-law 2004-321 was changed so that the word “facilities” was replaced with “and other parking related activities”. Since this change in the By-law, most funds spent have been on studies not facilities.

Parking staff indicated that the balance at December 2007 was \$2.8 million. Reported expenditures over the period 2001 through 2007 document over \$762,000 in expenditures, of which \$100,000 was budgeted for repair existing off-street and on-street parking facilities or equipment. The remaining \$662,000 has been budgeted for studies and strategy development.

Cash-in-lieu of parking collected in the past 4½ years was \$1.3 million for 553 spots. Effectively, 15% of applicants did not have to pay. Yet the Policy has not been revisited to determine if it is still appropriate or relevant. A significant amount of both staff and Councillor time is spent dealing with these exemptions. As a result of the recent interest in parking issues, the Planning group has reviewed the Cash-in-lieu Policy and it will be presented to Committee and Council in the summer of 2008. (Staff report ref.: ACS2008-PTE-PLA-0106, Planning and Environment Committee, June 17, 2008).

Planning sends requests for Cash-in-lieu to the Parking Operations Unit for their comment including concerns with existing public parking accommodating the parking for which exemption is requested. However, their comments are based largely on a short period of existing utilization (typically a two to four hour window mid-day for one day) rather than a more comprehensive approach based on trends and planned development. Other groups within Traffic and Parking Operations perform traffic management studies on a regular basis. This function would be better performed by individuals with these skill sets.

### **3.3.2 Rationale for Current Inventory of Paid Parking Spots**

There is no objective, Council approved (or staff developed) criteria for determining whether meters should be installed or removed from specific locations. Therefore, it is not possible to determine whether there is compliance.

Given that the primary objective is to provide adequate short-term parking in commercial areas, criteria should be established such as when utilization reaches a specific percentage during specified hours, meters will be installed.

Some lots (Lot 20 North River Road 80 meters and Lot 22 Montreal Road 25 P&D spots) do not meet the intended use of providing adequate short-term parking. A large percentage of users of Lot 20 are monthly pass holders for a nearby office building.

This issue has been identified for the Parking Management Strategy.

### **3.3.3 Parking Rate Setting and Enforcement**

There are no City and/or municipal objective criteria for determining how, when and why parking rates should be adjusted. Therefore, it is not possible to determine whether there is compliance. This issue has been identified for the (ongoing) Parking Management Strategy.

Rates for large lots (Lot 3 Gloucester at Bank, Lots 4 and 5 on Clarence, and Lot 6 at City Hall) are monitored to surrounding lots routinely. These rates are generally reviewed three times a year.

The procedures for authorization or exceptions to approved parking decisions are not stated. For example, the following decisions have been made over time:

- Free parking on weekends on Bank Street from Wellington to Gladstone
- By-law enforcement were told not to issue tickets over lunch hour on Preston Street
- By-law enforcement were told to limit ticketing in the Glebe to two times a day on Saturdays
- Pre-amalgamation agreement with the Westboro BIA to not install meters

This issue has not been identified for the Parking Management Strategy.

### 3.3.4 Liaison with Community Groups

City Parking staff have not historically worked closely with BIAs and other community groups; instead City Planning staff have developed closer ties to BIA groups, most recently with Neighbourhood Planning Initiatives (NPI) and Community Design Plans (CDP). This is largely due to the nature of repeated interaction and involvement with BIAs on Planning decisions and activities and has resulted in a more developed/mature relationship between Planning staff and BIAs than Parking and BIAs. This is natural and not meant as a criticism, but reflects the need to build relationships and trust, which may be easier achieved through Planning contacts.

During 2008 budget deliberations, there was much discussion of the impact of new paid parking areas on church volunteers, but the details were never specified and not quantified anywhere. This was seen as a blockage for expanding paid parking hours. However, there was no real consideration for creative ideas to deal with opposition to paid parking. For example, options could be to give tokens to churches for their volunteers or provide parking cards at a discount to the volunteers. There also could be official exceptions to parking hours (e.g., during construction periods). This issue has been identified for the Parking Management Strategy.

### 3.3.5 Impact

The Cash-in-Lieu Policy may not be relevant and requires revision. The ability for applicants to seek reductions in the amount of the cash-in-lieu payable through the political decision making process fosters an atmosphere that the charges for cash-in-lieu are inconsistent, arbitrary and/or unfair. As a result, there is a tendency for BIAs and local businesses to lobby Councillors for exceptions. This activity consumes a significant amount of staff and Councillor time as they do not have specific policies/rationales to defer to. We understand a review has commenced since the audit fieldwork was completed.

Most meters and lots predate amalgamation and became part of the City's inventory upon amalgamation. Similar to cash-in-lieu, the lack of specific objective criteria for parking facility construction fosters an atmosphere that installations of parking meters are inconsistent, arbitrary and/or unfair. As a result, there is a tendency for BIAs and local businesses to lobby Councillors for exceptions ranging from no meters (Westboro/West Wellington) to exceptions (Downtown Bank Street on weekends). This can consume a significant amount of staff and Councillor time as they do not have specific policies/rationales to defer to. These exceptions are not always known by all Councillors (side discussions with staff) and lead to inequities as well as the knowledge that "deals" can be made if pressure applied.

Businesses believe fear of ticketing will prevent consumers from stopping to shop, dine, etc. In addition, the lack of correct change, lack of knowledge/buy-in to parking cards and tokens makes it "difficult" for consumers to pay for parking. This leads to fear that consumers will receive a ticket. Lack of buy-in by BIAs, local Councillors, local

businesses prevents support for the parking initiatives, frequent requests for exemptions.

There is a lack of buy-in by BIAs, local Councillors, local businesses related to parking rate setting and enforcement. There is also a lack of knowledge of parking philosophies to promote commercialism and ease congestion, in part due to an ineffective communication and marketing strategy by the City to both business owners and the public. This is furthered by a lack of tangible benefit (e.g., funds not used to enhance the neighbourhood, but are just used to “boost City coffers”).

Again, the lack of a clear Parking Function specific mandate, with supporting policies and procedures, measurable objectives and assigned accountability have resulted in:

- Inconsistent application of “parking rules and decisions” – zoning, cash-in-lieu, on-street meters, off-street lots, rates, hours, tour buses;
- Increased time and involvement of Councillors to liaise with BIAs and other interested parties;
- Council expressed concerns over the accuracy, relevancy, comprehensiveness and completeness of Parking related matters presented to them and concerns over the lack of action towards achieving items identified in the 2003 TMP; and,
- Ineffective, inefficient use of staff and Councillor resources where topics continue to be revisited rather than having a firm direction.

### **Recommendation 9**

**That the City, as part of the Cash-in-Lieu Policy review currently underway, consider reverting to the original intended use of cash-in-lieu funds generated (i.e., being used only for the provision of parking spaces) ideally in the same area as applicant property.**

#### **Management Response**

Management agrees with the recommendation.

The consideration of 'reverting to the original intended use of cash-in-lieu funds generated' will form part of the report to Committee and Council as part of the Cash-in-Lieu Policy review currently underway in the Planning branch. Parking Operations will play a key role in the review of the Cash-in-Lieu Policy. Timelines for the Policy review are as follows:

- |  |         |
|--|---------|
| • Consultation with stakeholders   | Q1 2009 |
| • Report on options to Planning and Environment Committee (PEC) and Council for identification of preferred option | Q2 2009 |

- 
- Consultation on preferred option Q2 2009
  - Report to PEC and Council on results of consultation, including implementation strategy and financial implications Q3 2009

### **Recommendation 10**

**That Traffic and Parking Operations Branch re-evaluate Parking Operations Unit current inventory of surface lots with the view towards divesting of surface lots which do not satisfactorily assist in meeting Council approved desired goals.**

#### **Management Response**

Management agrees with this recommendation.

A review of the inventory of surface lots will be initiated upon the completion of the Parking Management Strategy, which is scheduled to be presented to Council for approval in Q2 2009.

The evaluation of any particular surface lot requires a comprehensive local area study to evaluate the short, medium and long-term parking supply and demand scenarios. The areas where surface lots exist will be assessed on this basis and a determination will be made with respect to their viability relative to Council approved desired goals.

### **Recommendation 11**

**That Traffic and Parking Operations Branch re-evaluate Parking Operations Unit current inventory of on-street parking, including On-street Residential Permits, to ensure it complies with the new Parking Management Strategy, once developed.**

#### **Management Response**

Management agrees with this recommendation.

A review of on-street parking, by area, will be undertaken upon the completion of the Parking Management Strategy, which is scheduled to be presented to Council for approval in Q2 2009.

### **Recommendation 12**

**That the City work with local Business Improvement Areas (BIAs) to develop parking rate strategies including considering allocating revenues collected within the BIA, Neighbourhood or Ward in which the funds are collected, to further buy-in by the local community.**

#### **Management Response**

Management agrees with this recommendation.

Staff have set up internal and external working groups as part of the development of the Parking Management Strategy, which will be presented to Council for approval in Q2 2009. Members of these working groups include representatives from area BIAs, community and church groups, business associations, motorcycle and scooter representatives and others. The Parking Management Strategy will address the allocation of revenues.

### 3.4 Audit Objective: Planning

To determine if appropriate processes are in place to plan daily, monthly, annual, long-term and capital activities in a manner that provides for efficient, effective and economic service delivery.

#### 3.4.1 Operational Plan

No comprehensive annual operational plans exist for the Parking Function or the Parking Operations group in particular.

An operational plan is a short-term, highly detailed plan formulated by managers to achieve tactical objectives or short-term goals whose attainment moves the City towards achieving its strategic or long-term goals. Strategy is important, but without effective operational planning, execution of strategy (or just keeping the operation running) is extremely difficult.

Operational plans should define what managers will deliver in the year ahead, how they will achieve it, and the resources they will need to do so. It should include a business forecast, budget and resource requirements, and parking rates. It should specify the organizational structure and precisely who will to do what, establish a basis for project planning and enhance teamwork by defining every group's involvement in each project/service. A disciplined approach to operational planning should cultivate creative approaches and solutions, improve efficiency, coordinate resources, and justify investments.

Recent initiatives are being well organized and managed, in particular the process to implement the recommendations of the 2006 cash handling audit and to document processes which were changed significantly as a result of the audit.

Utilization of operational plans will ensure tasks are appropriately prioritized, assigned, resourced and monitored. Without these plans, staff can spend significant amounts of time on tasks which are both non-critical and not important to the real success of the organization.

<b>Meter Repair Calls Jan 1-Aug 15, 2007</b>		
	Count	%
Unknown Problem	1082	42%
Batteries Low or Dead	383	15%
Jammed With Coin (accidental ? )	381	15%
Card Reader Malfunction	282	11%
Coin Chute Malfunction	108	4%
Jammed With Paper (deliberate)	84	3%
Re-Boot	77	3%
Frozen From Weather	53	2%
Program	51	2%
Lock Failure	17	1%
Vandalism	16	1%
Accident	11	0%
Found In Order	10	0%
Graffiti	9	0%
Other	15	1%
	<u>2579</u>	<u>100%</u>
Estimate for remainder of year	<u>2099</u>	
Estimated total for year 2007	<u><u>4678</u></u>	

### 3.4.2 Parking Meter Maintenance and Repairs

Parking meters are not tested regularly to ensure they are working. Meter repairs are driven largely by complaints from the public. Typically complaints are received after citizens receive a ticket while parked at a defective meter. Malfunctioning meters can go undetected for an extended period of time. Annual cost of meter repairs exceeds \$400,000 for labour costs alone (average of \$100/meter). Management has indicated that the actual cost per meter through SAP was \$59.75 in 2007.

Some routine preventive maintenance (primarily, the replacement of four AA batteries in all 3,985 parking meters twice a year) is conducted. The remainder of repairs are largely based on the notification system (3-1-1) and reports from the meter collectors.

Notifications for repairs are driven by individuals looking for refunds of money put in the meter and/or cancellations of tickets due to faulty meters. It is rare for an individual to call 3-1-1 to just report a defective meter. Meter repairs are scheduled for the next day. Typically this is met. Staff estimate close to 5,000 meter repairs annually (down from 8,000 in 2003); although as meters are reported by individuals at different times there is some duplication of reported malfunctions.

Monthly meter breakdowns are summarized by type, if known, from the notification system and charted by total breakdowns. There was no documented analysis of why there were meter breakdowns or how procedures should be changed to reduce breakdowns. While staff state they track these items, it is not a documented analysis of lost revenue, cost to repair, lessons learned, etc. As a result, the value of the numerical analysis is limited. Categories are not always clear and 40% are deemed to be "unknown problem".

The cost of maintenance and repairs to the 3,985 meters in use exceeds \$400,000<sup>24</sup> annually for labour costs alone. Additional costs are incurred for 3-1-1 Call Centre staff to respond to queries and administrative staff to reverse parking tickets issued if the meter in question is later deemed to be out of order.

P&D machines notify staff electronically of issues such as paper jams. Staff repair these immediately if they are working and depending on the critical nature of the problem if they are on-call. An additional \$200,000 is expended on three Specialists who maintain the 27 P&D and 5 POF machines. Much of this time is spent repairing and retrofitting the older P&D and POF machines which the City uses. Staff are able to save costs of parts and replacement equipment; however there is an associated labour cost which

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<sup>24</sup> 5 Parking Meter Maintenance Workers (range \$59041- \$60209) \$298,709 + Parking Meter Collectors x 3 plus Lead Collector at 10% of time following collection runs as observed by auditor (\$236,153 x 10%) \$23,615 + Maintenance Helpers for 2 months \$17,184 + Maintenance Helpers for 4 months \$11,118 + MMS staff estimate \$75,000 = total \$425,626 – rounded to \$400,000 - average cost for almost 4,000 meters is \$100/meter/year. Management has indicated that the actual cost per meter through SAP is \$59.75 per meter (in 2007).

may exceed the benefit in the long-term as a result of repeated repairs to older equipment.

We found duplication of work related to the maintenance of meters. Maintenance Management System (MMS) staff at the Loretta location record all service requests from the 3-1-1 system. Requests are then forwarded to Clarence garage, and then the information is entered again into another system for work planning purposes. It would be more efficient if these two systems/processes were linked.

### **3.4.3 Impact**

There has not been a high priority placed on the development of standard information systems for the Branch.

Both the knowledge and use of the financial modules of SAP by Parking Operations staff is very limited. There is a lack of skills sets for the development of information systems and reports within Parking Operations. Existing standard systems within the City do not meet the specific needs of Parking Operations. The information required to effectively and efficiently manage the operation is not readily available.

Parking equipment maintenance is not treated proactively enough. Currently, Parking meters are vulnerable to malfunctions, vandalism and theft (rigged coin dams), despite an average annual labour cost of \$100 per meter for maintenance and repairs. Management has indicated that the actual cost per meter through SAP was \$59.75 in 2007. Parking meters, rely on AA batteries, which are vulnerable especially in cold weather when battery life is reduced. In addition, the City's P&D and POF equipment is old and outdated with frequent breakdowns and high staff costs associated with frequent maintenance calls. The reactive approach to meter maintenance can leave meters out of order for extended periods of time as the malfunction is not always apparent to the meter collectors. This can result in both a loss of considerable revenue to the City and an increase in parking ticket reversals (at present, a time consuming and expensive process) as well as frustration of the public as when meters do not work, users receive a ticket.

With the proposed replacement of parking meters with P&D machines, this issue will be substantially resolved.

### **Recommendation 13**

**That the Parking Operations Unit maintenance staff of the Traffic and Parking Operations Branch endeavour to spend additional time testing and conducting proactive maintenance on parking machines in high traffic areas to detect and correct malfunctions in meters as soon as possible.**

#### **Management Response**

Management agrees with this recommendation.

Parking Operations currently has in place a proactive maintenance management program for both on-street and off-street equipment. The program includes over 31 maintenance plan elements with over 1,129 activities that address key operating components. Staff continually strive to improve our proactive maintenance activities and techniques to ensure that less time and money is spent on maintenance and that there is an ongoing reduction in the number of calls from the public regarding equipment malfunctions. This proactive approach has already resulted in a 37% reduction in calls related to equipment malfunctions between 2003 and 2007.

Staff will endeavour to further improve upon these results through the establishment of scheduled testing protocols on parking equipment in high traffic areas that will test coin discrimination, battery levels and Parking Card acceptance. The implementation of these protocols will focus on parking equipment in high traffic areas. Monthly reports will be prepared as a result of these tests and will be tracked to monitor any lifecycle issue with the different components. This initiative will be implemented in Q2 2009.

The implementation of Pay and Display machines (expected in Q1 2010) will assist staff in identifying problems sooner, as the machine will be able to communicate problems wirelessly to a PDA or cell phone as they occur.

#### **Recommendation 14**

**That Traffic and Parking Operations Branch work with their FSU, once a decision is made as to how to proceed with the use of P&D machines, to develop standard monthly reports to ensure they are managing the operations effectively and to ensure that any contracted work meets contractual obligations.**

#### **Management Response**

Management agrees with this recommendation.

Upon the conclusion of the procurement process for Pay and Display machines, appropriate processes and reports will be established to enable the City to properly monitor the performance of the system as well as the contractual obligations of the successful proponent. This action will coincide with the expected implementation of the Pay and Display machines in Q1 2010.

#### **Recommendation 15**

**That Traffic and Parking Operations Branch develop a proactive and cost effective approach to maintenance of parking machine inventory (parking meters, P&D, POF).**

#### **Management Response**

Management agrees with this recommendation.

Parking Operations currently has in place a proactive maintenance management program for both on-street and off-street equipment. The program includes over 31 maintenance plan elements with over 1,129 activities that address key operating

components. Staff continually strive to improve our proactive maintenance activities and techniques to ensure that less time and money is spent on maintenance and that there is an ongoing reduction in the number of calls from the public regarding equipment malfunctions. This proactive approach has already resulted in a 37% reduction in calls related to equipment malfunctions between 2003 and 2007.

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The implementation of Pay and Display machines (expected Q1 2010) will assist staff in identifying problems sooner, as the machine will be able to communicate problems wirelessly to a PDA or cell phone as they occur.

### **3.5 Audit Objective: Human Resources**

To determine if appropriate systems, policies and processes are in place to manage staff.

#### **3.5.1 Management of Staff**

In discussions with management, it was noted that absenteeism and grievances are low. In reviews of financial records it was noted that overtime is reasonable, and largely due to on-call staff being called in to service the five By-ward market POF machines at the two By-ward market garages late at night. Staff levels are reasonable. One key position is being kept vacant – staff have managed to compensate and cover the related responsibilities adequately.

### **3.6 Audit Objective: Compliance**

To determine whether appropriate standards exist, are communicated to staff, maintained, monitored and enforced.

#### **3.6.1 Parking Operations**

Procedures for Parking Operations staff are well documented and communicated to staff. Procedures are in place to facilitate repairs of parking equipment in a timely manner and within the one working day standard for meters and immediately for P&D and POF. However, most procedures are on a reactive, not proactive, basis. Our review of municipal and industry best practices confirmed a well-supported industry supported by public and private interests involved in parking supply and management. No specialized best-practice policies or procedures were evident, although various suppliers and support industries are available to support parking operations generally.

Finally, it is noteworthy that no municipal directive or policy was found that would clearly direct the Parking Operations units per se. Instead, a general set of policies advocating different and, at times, contrasting expectations were evident.

Given the high expectations of the public and Council for careful management of both on-street and off-street parking asset management, cash management and business practices, it is recommended that Parking Operations develop operational protocols and best practices to which they will aspire and against which they will be measured. This document necessarily should rise to Council for review and approval and should include various performance measurement outcomes against which unit performance can be measured and published. Best practises should include regular reviews of paid utilization rates, variance analysis and proactive maintenance.

As noted elsewhere in this report, initiatives identified in the 2003 TMP were not implemented. If the Branch believes that the directed initiatives will not be achieved there should be a mechanism to ensure this information, as well as the reason, is communicated to Council.

### **Recommendation 16**

**That Traffic and Parking Operations Branch develop operational protocols and best practices to which they will aspire and against which they will be measured. This document, approved by Council, should include various Performance Measurement outcomes against which the Unit's performance can be measured and published.**

#### **Management Response**

Management agrees with this recommendation.

Parking Operations currently follows core policies and procedures that guide activities and maintenance schedules in order to reduce downtime for parking meters, pay and display machines, pay on foot machines and other parking equipment. There are also programmed maintenance schedules for parking structures and lots. Presently, a Performance Measurement Framework is being developed within Traffic and Parking Operations that will review service-specific outcomes as well as the establishment of performance measures and targets. It is anticipated that this initiative will be finalized and implemented by Q3 2009. This will be presented to Council as part of the Strategic Branch Review in 2010.

Also to be undertaken is the development of an Operation Protocol and Best Practices document that will amalgamate existing operational procedures into one overall guiding document. This document will also be completed by Q3 2009.

### **Recommendation 17**

**That Traffic and Parking Operations Branch develop a mechanism to ensure that Council initiated directives are achieved and reported to Council. In the event these initiatives will not be achieved within a reasonable timeframe, the information should be communicated to Council.**

### **Management Response**

Management agrees with this recommendation.

There is currently a corporate-wide coordinated effort underway to improve the tracking of City Council initiated directives. Traffic and Parking Operations is active in this respect and will have an internal process in place by Q4 2008.

## **4 CONCLUSION**

There are three major issues which have arisen from this audit:

### ***4.1 On-Street Revenue***

On-street revenues are much lower than we might expect given the data in the 2005 Central Area Parking Study and our general information on the limited availability of parking meters in the commercial areas of Ottawa. These revenues have been relatively consistent in the past three years. In other Canadian cities, there have been instances of coordinated criminal activity aimed at jamming and tampering with parking meters. There is a high frequency (on average each machine breaking down once annually) of machine malfunctions and breakdowns which require intervention by staff. Each malfunctioning meter can go unreported for several days with related revenues not being collected. There is no routine analysis prepared by Parking Operations that would detect variances to be investigated. In particular, management do not analyse on-street revenue in terms of expected occupancies to detect possible fraud or theft.

In our opinion, management cannot adequately explain why revenues are lower than the general utilizations rates stated in the consultant parking reports would suggest.

### ***4.2 Financial and Non-financial Reporting***

We are satisfied with management efforts in improving controls over cash handling; however, historically there have been weaknesses in internal controls. Financial analysis remains a weakness.

There are minimal routine financial reports produced for management and senior management for parking operations. Financial accounts do not accurately reflect all aspects of operations and as a result it is difficult to analyse revenues and project the impact of changes to operations.

### ***4.3 Lack of Comprehensive and Coordinated Approach to Parking***

There is not a comprehensive and cohesive approach to the Parking Function to ensure all aspects of parking, not just day-to-day operations, but zoning issues (e.g., cash-in-lieu), planned long term (5-10 year) public and private supply, economic demand, revenue generation, and community planning, all strive to achieve the overall objectives of both the Official Plan and the Transportation Master plan.

The recent initiatives approved by Council, specifically the resurfacing of the need for a comprehensive Parking Management Strategy and the exploration of moving from a

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Parking meter based system to Pay and Display machine system bode well for the Parking Function. As well as other initiatives pursued including those related to parking standards set out in the new Zoning By-law. We are cautiously optimistic that these plans will resolve some of the issues. However, we are also concerned, that without a broad comprehensive approach, work will continue to be viewed in silos not as a comprehensive effort designed to meet broader City policies.

**APPENDIX 1: 2003 Transportation Master Plan – Chapter 10 – Parking**

## Appendix 1: 2003 Transportation Master Plan – Chapter 10 – Parking

The City's actions in pursuit of its transportation goals will acknowledge the ability of parking supply and price to influence how people choose to travel. Parking areas are also a major consumer of land, and the treatment of parking within developments can either help or hinder the achievement of compact communities. Notwithstanding these concerns, adequate parking is an issue of vital importance to Ottawa's businesses and institutions.

Parking enables them to remain accessible to employees, customers and visitors who travel by automobile, whether by need or choice. The interests of employers, stores, service providers and tourism destinations must be considered in the development of a balanced parking system. Parking services provided directly by the City include on-street parking, several off-street parking lots and garages, and enforcement of parking by-laws. These services have significant costs, but also generate significant revenues. As well, through its land use planning functions, the City also influences the supply of parking in new developments, and has some regulatory control over privately run off-street public parking lots.

With these considerations in mind, the City maintains the following strategic objectives related to parking:

- To provide short-term parking that supports the vital interests of local businesses, institutions and tourism destinations
- To limit the supply of long-term parking to levels that balance the needs of automobile users with the City's transit ridership objectives, while minimizing spill-over parking in residential areas
- To minimize the amount of land devoted to parking uses through shared parking arrangements and the use of parking structures

The City will:

1. Develop a Parking Management Strategy that:
  - a) Supports the City's strategic parking objectives
  - b) Establishes centralized parking lots within a reasonable walking distance of multiple destinations, where required
  - c) Accounts for potential changes to the current supply through redevelopment of existing lots
  - d) Investigates new technologies for payment, enforcement and user information
  - e) Provides an adequate supply of bicycle parking Addresses the needs of the tourism industry
2. Maintain ten-year parking system targets and a five-year implementation plan that identifies candidate locations for new parking lots owned or operated by the City, for monitoring and analysis
3. Ensure that sufficient short-term parking is available for business, service and tourism destinations, particularly those in the Central Area, by:
 

Providing on-street parking that does not compromise the achievement of targeted service levels for all modes

  - a) Placing a priority on short-term parking space provision in City-controlled parking facilities, in addition to short-term spaces provided in private facilities
  - b) Providing short-term parking to be owned or operated by the City within mixed use developments, wherever possible
  - c) Encouraging the Province of Ontario to enact legislation enabling the City to regulate the amount, location, rates, hours of operation, signage, and other operating features of parking in new development
4. Working with other levels of Government, destination points, tour operators, and tourism authorities to prepare a tour bus parking strategy for areas near destination points
5. Discourage the use of vacant lands as temporary facilities for long-term parking
6. Review and update the City's Zoning By-law to establish parking requirements for new developments that are consistent with Transportation Master Plan objectives. The By-law will minimize potential conflicts among land uses by regulating issues such as parking and loading requirements, landscaping, buffering and setbacks.
7. Consider reducing parking requirements for new developments where transit service is adjacent to or can be incorporated into a development, or where walking and/or cycling have high modal shares, provided that the applicant demonstrates that reduced parking standards will meet expected parking demands and will neither aggravate parking supply in the area nor lead to spill-over parking in adjacent areas
8. Consider reducing parking requirements for new mixed-use developments where parking facilities can be shared between employment and retail components, or where facilities can be shared between residential and employment or retail components while preserving adequate, safe, secure and convenient parking for residents
9. Update the City's Cash-in-Lieu of Parking policy, as appropriate, in accordance with the City's growth management principles
10. Conduct marketing initiatives that will:
  - a) Develop a unique, recognizable brand for City parking products and services
  - b) Communicate the City's parking positioning and stance to target users
  - c) Place a price premium on the most desirable short-term parking locations, where appropriate, while providing greater value for parkers at other locations Encourage the use of off-street parking lots rather than on-street parking
  - d) Involve Business Improvement Areas and other partner agencies

**APPENDIX 2 - 2007 Parking Operations Revenues, Expenses, and Utilization Analysis**

**Parking Operations Revenue, Expense and Utilization Analysis  
2007 Actual Revenue and Expenses**

Parking Mechanism	Average Hours utilized per week	Gross Income /space		Net Income /spot		Revenues and Expenses (per SAP)				Variance Analysis		Parking Mechanism and # of spaces			
		Annual	week	Annual	week	Total Revenue	Primary Expenses	Secondary expenses	Net Income	Adjusted Budget	Variance	PoF	PaD	Attendant	Metres
<b>Off Street Operations</b>															
Lot 6 - Garage - 110 Laurier (City Hall)	18	\$2,278	\$44	\$1,386	\$27	\$1,988,544	\$774,866	\$3,335	\$1,210,343	\$1,024,261	\$186,082				873
Lot 4 - PoF Garage - 70 Clarence at Byward	38	\$4,915	\$95	\$2,923	\$56	\$1,479,478	\$69,830	\$529,924	\$879,724	\$609,434	\$270,290	301			
Lot 5 - PoF Garage - 141 Clarence at Dalhousie	15	\$1,964	\$38	\$1,188	\$23	\$915,104	\$55,534	\$306,005	\$553,565	\$631,219	-\$77,654	466			
Lot 3 - Garage - 210 Gloucester at Bank	13	\$1,740	\$33	\$1,027	\$20	\$368,894	\$23,743	\$127,411	\$217,740	\$111,346	\$106,394		212		
Lot 8 - Surface - 170 Second Ave at Bank	16	\$2,049	\$39	\$1,317	\$25	\$102,453	6983	29623	\$65,847	\$43,265	\$22,582		50		
Lot 20 - Surface - 400 River Road	9	\$1,193	\$23	\$1,121	\$22	\$95,402	\$350	\$5,383	\$89,669	\$87,921	\$1,748				80
Lot 11 - Surface - 687 Somerset at Bronson (old Grads Hotel)	13	\$1,691	\$33	\$1,176	\$23	\$79,460	5265	18933	\$55,262	\$49,931	\$5,331		47		
Lot 13 - Surface - behind Parkdale market	3	\$415	\$8	\$125	\$2	\$8,295	\$4,804	\$983	\$2,508	-\$4,260	\$6,768				20
Lot 12 - Surface - 760 Somerset at Empress (under St. Lukes and Social Housing Development)	5	\$604	\$12	\$23	\$0	\$12,070	\$40	\$11,561	\$469	\$7,075	-\$6,606				20
Lot 22 - Surface - 200 Montreal Road (Vanier legacy)	1	\$79	\$2	-\$18	\$0	\$1,983	\$40	\$2,389	-\$446	-\$8,105	\$7,659		25		
Lot 19 - Surface 474 Elgin St at Queensway (Police)	7	\$868	\$17	\$834	\$16	\$26,922	0	1055	\$25,867	\$15,625	\$10,242		31		
Lot 24 - Surface - Centrepointe	0	\$0	\$0	\$0	\$0	\$0	891		-\$891	\$0	-\$891				
Lot 7 - Surface - Main Street	0	\$0	\$0	\$0	\$0	\$0	\$0	\$137	\$137	-\$817	\$954				
Lot 23 - Surface - Mooney's Bay (seasonal)	1	\$57	\$4	\$72	\$5	\$10,657	120	-2868	\$13,405	-\$32,422	\$45,827				186
Lot 30 - Surface -Petrie Island (seasonal)	2	\$73	\$5	\$30	\$2	\$24,940	\$12,515	\$2,147	\$10,278	\$7,930	\$2,348		340		
Lot Operations					n/a	\$0	\$329,376		-\$329,376	-\$318,751	-\$10,625				
Tour Bus Program						\$17,522		\$1,188	\$16,334	\$20,400	-\$4,066				
<b>Total Off Street Operations</b>	<b>14</b>	<b>\$1,861</b>	<b>\$36</b>	<b>\$1,018</b>	<b>\$20</b>	<b>\$5,208,802</b>	<b>\$1,294,897</b>	<b>\$1,064,903</b>	<b>\$2,849,276</b>	<b>\$2,266,661</b>	<b>\$582,615</b>	<b>767</b>	<b>853</b>	<b>873</b>	<b>306</b>
<b>On Street Operations</b>															
On Street Meters (estimate)	13	\$1,641	\$32			\$5,744,233									3500
PaD in Byward market (estimate)	18	\$2,347	\$45			\$500,000							213		
Total Revenue from Meter Operations (actual)	13	\$1,682	\$32	\$1,488	\$29	\$6,244,233	\$739,040	-\$20,136	\$5,525,329	\$6,025,381	-\$500,052				
Smart Card (recognized at Point of Sale)						\$151,519	\$38	\$1,551	\$149,930	\$104,000	\$45,930				
On Street Residential Parking Permits						\$440,021		\$988	\$439,033	\$424,350	\$14,683				
<b>Total On street Operations</b>	<b>14</b>	<b>\$1,841</b>	<b>\$35</b>	<b>\$1,647</b>	<b>\$32</b>	<b>\$6,835,773</b>	<b>\$739,078</b>	<b>-\$17,597</b>	<b>\$6,114,292</b>	<b>\$6,553,731</b>	<b>-\$439,439</b>		<b>213</b>		<b>3500</b>
<b>Parking Administration</b>									<b>-\$1,348,261</b>	<b>-\$1,408,404</b>	<b>\$60,143</b>				
<b>Total Net Revenue Parking Operations</b>									<b>\$7,615,307</b>	<b>\$7,411,988</b>	<b>\$203,319</b>				

**Notes:**

- Revenues are total revenues before expenses as recorded in SAP.
- This excludes all revenue from Smart Cards and Parking tokens sales for these items are reorded in full at time of sale (no use) and recorded in on street revenue account
- Primary expenses are direct charges
- Secondary expenses are indirect/internal charges
- Lot 6 revenue in SAP is net of 3rd party charges of \$257,323 (included here as primary expenses)
- Lot 9 - not owned by City - City adminsters lot for approximately \$2,000/month
- Lot 19 (Ottawa Police Station was returned to the Police Department for use by their staff May 15 2008
- Lot 20 (Vanier legacy) - approximately half of spaces are monthly permits for nearby offices
- revenues over the first \$40,000 collected; Petrie Island - Parking Operations Unit receives 60% of net revenues
- Expense discrepancy with information provided by Parking of approximately \$23,000
- On street Meter Operations revenues include credit card sales of \$48,119.
- Average hours per week utilized is calculate based on hourly rate of \$2.50. Adjustments have not been made for monthly parking passes.