

- 1. Municipal Parking Management Strategy Refresh and Governance Review**
- Mise à jour de la Stratégie municipale de gestion du stationnement et Examen de la structure de gestion publique**

Committee Recommendations as Amended

That Council:

- 1. Approve the updated City of Ottawa Municipal Parking Management Strategy, including the following elements:**
 - a. Setting a minimum Parking Reserve Fund amount of \$8 million and a maximum Parking Reserve Fund of \$20 million; and,**
 - b. Directing staff to amend the existing Delegation of Authority By-law to reflect the recommended changes in the Rate Setting Guidelines; and,**
 - c. Increasing the Business Improvement Area (BIA) Parking Grant Program to \$10,000 for each BIA in paid parking areas; and,**
 - d. The updated Terms of Reference for the Parking Stakeholder Consultation Group and the Local Area Parking Studies;**
- 2. Approve increasing the \$3.00 per hour on-street parking rates to \$3.50 per hour, with the maximum set at \$4.00 per hour effective January 1, 2020;**
- 3. Approve the addition of three full-time equivalent positions to support the development and implementation of a Bike Parking Strategy, to be funded through the Paid Parking Program;**
- 4. Receive the Governance Review Report as presented by MNP Ltd, attached as Document 6.**

5. Approve that the excess funds in the Parking Reserve Fund, expected to be approximately \$4 million, be applied to eligible works in progress, as described in this motion, and that the amounts returned to the City-wide reserve be used to establish baseline funding for the Strategic Road Safety Action Plan for consideration in the Draft 2020 Capital Budget.

Recommandations du comité telles que modifiées

Que le Conseil :

1. Approuve la mise à jour de la Stratégie municipale de gestion du stationnement, y compris les éléments suivants :
 - a. Établir un fonds de réserve pour le stationnement d'au moins 8 millions de dollars et pouvant atteindre 20 millions de dollars.
 - b. Demander au personnel de modifier le Règlement municipal sur la délégation de pouvoirs existant pour tenir compte des changements recommandés dans les lignes directrices sur l'établissement des tarifs.
 - c. Accroître le financement octroyé dans le cadre du programme de subvention annuelle des initiatives relatives au stationnement en zones d'amélioration commerciale (ZAC) à 10 000 \$ pour chaque ZAC comprenant des espaces de stationnement payant.
 - d. La mise à jour du mandat du Groupe de consultation des intervenants du stationnement et du cadre de référence des études sur le stationnement local.
2. Approuve la hausse des tarifs horaires des stationnements sur rue (de 3,00 \$ à 3,50 \$, jusqu'à un tarif maximal de 4,00 \$ à compter du 1^{er} janvier 2020);
3. Approuve l'embauche de trois équivalents temps plein pour soutenir

l'élaboration et la mise en œuvre d'une stratégie de stationnement pour vélos, qui sera financée dans le cadre du programme de stationnement payant;

- 4. Reçoive le Rapport sur l'examen de la structure de gestion municipale présenté par MNP, joint en tant que document 6;**
- 5. Approuve l'affectation des fonds excédentaires du fonds de réserve pour le stationnement, qui devraient se chiffrer à 4 millions de dollars, aux projets en cours admissibles, comme il est décrit dans la présente motion, et d'utiliser les montants retournés dans le fonds de réserve de la Ville pour constituer le fonds de base du Plan d'action stratégique de sécurité routière (à inclure dans la version provisoire du budget des immobilisations 2020).**

For the Information of Council

That staff explore, and report back on, the implications of amending Objective Number 2 of the Municipal Parking Management Strategy (MPMS) Refresh and Governance Review report (businesses, institution and tourism) by including "local communities" as laid out below:

"2. Prioritize short-term parking that is responsibly priced to support local communities, businesses, institutions, and tourism".

Pour la gouverne du Conseil

Que le personnel mesure les implications liées à la modification de l'objectif numéro 2 dans le rapport sur la Stratégie municipale de gestion du stationnement (SMGS) et sur le modèle de gestion (entreprises, institutions et tourisme) par l'ajout de « collectivités locales » comme suit, et en rende compte :

«2. Accorder la priorité à la tarification responsable du stationnement de courte durée afin d'appuyer les collectivités locales, les entreprises, les institutions et le tourisme. »

DOCUMENTATION / DOCUMENTATION

1. Director's report, Public Works and Environmental Services Department, dated 2 October 2019 (ACS2019-PWE-RPS-0016)

Rapport de la directrice, Direction générale des travaux publics et de l'environnement, daté le 2 octobre 2019 (ACS2019-PWE-RPS-0016)

2. Extract of Draft Minute, Transportation Committee, 2 October 2019.

Extrait de l'ébauche du procès-verbal de la Comité des transports, le 2 octobre 2019.

**Transportation Committee
Report 5
9 October 2019**

5

**Comité des transports
rapport 5
le 9 octobre 2019**

**Report to
Rapport au:**

**Transportation Committee
Comité des transports
2 October 2019 / 2 octobre 2019**

**and Council
et au Conseil
9 October 2019 / 9 octobre 2019**

**Submitted on October 2, 2019
Soumis le 2 octobre 2019**

**Submitted by
Soumis par:
Director, Roads & Parking Services Laila Gibbons**

**Contact Person
Personne ressource:
Area Mgr, Transitway and Parking / Scott Caldwell
Scott.Caldwell@ottawa.ca 6135802424 x 27581**

**Ward: City Wide / À l'échelle de la ville
(0)**

File Number: ACS2019-PWE-RPS-0016

**SUBJECT: Municipal Parking Management Strategy Refresh and Governance
Review**

**OBJET: Mise à jour de la Stratégie municipale de gestion du stationnement et
Examen de la structure de gestion publique**

REPORT RECOMMENDATIONS

That the Transportation Committee recommend that Council:

- 1. Approve the updated City of Ottawa Municipal Parking Management Strategy, including the following elements:**

- a. **Setting a minimum Parking Reserve Fund amount of \$8 million and a maximum Parking Reserve Fund of \$20 million; and,**
 - b. **Directing staff to amend the existing Delegation of Authority By-law to reflect the recommended changes in the Rate Setting Guidelines; and,**
 - c. **Increasing the Business Improvement Area (BIA) Parking Grant Program to \$10,000 for each BIA in paid parking areas; and,**
 - d. **The updated Terms of Reference for the Parking Stakeholder Consultation Group and the Local Area Parking Studies;**
2. **Approve increasing the \$3.00 per hour on-street parking rates to \$3.50 per hour, with the maximum set at \$4.00 per hour effective January 1, 2020;**
 3. **Approve the addition of three full-time equivalent positions to support the development and implementation of a Bike Parking Strategy, to be funded through the Paid Parking Program;**
 4. **Receive the Governance Review Report as presented by MNP Ltd, attached as Document 6.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des transports recommande au Conseil :

1. **D'approuver la mise à jour de la Stratégie municipale de gestion du stationnement, y compris les éléments suivants :**
 - a. **Établir un fonds de réserve pour le stationnement d'au moins 8 millions de dollars et pouvant atteindre 20 millions de dollars.**
 - b. **Demander au personnel de modifier le Règlement municipal sur la délégation de pouvoirs existant pour tenir compte des changements recommandés dans les lignes directrices sur l'établissement des tarifs.**
 - c. **Accroître le financement octroyé dans le cadre du programme de subvention annuelle des initiatives relatives au stationnement en zones d'amélioration commerciale (ZAC) à 10 000 \$ pour chaque ZAC**

comprenant des espaces de stationnement payant.

- d. **La mise à jour du mandat du Groupe de consultation des intervenants du stationnement et du cadre de référence des études sur le stationnement local.**
2. **D'approuver la hausse des tarifs horaires des stationnements sur rue (de 3,00 \$ à 3,50 \$, jusqu'à un tarif maximal de 4,00 \$ à compter du 1^{er} janvier 2020);**
3. **D'approuver l'embauche de trois équivalents temps plein pour soutenir l'élaboration et la mise en œuvre d'une stratégie de stationnement pour vélos, qui sera financée dans le cadre du programme de stationnement payant;**
4. **De recevoir le Rapport sur l'examen de la structure de gestion municipale présenté par MNP, joint en tant que document 6.**

EXECUTIVE SUMMARY

Assumption and Analysis

The current Municipal Parking Management Strategy (MPMS) was approved by Council in 2009 ([ACS2009-COS-PWS-0009](#)). The MPMS was developed in response to a direction to staff following the 2008 Budget process to develop a parking strategy in alignment with the [Municipal Act](#) and the Transportation Master Plan.

In preparing the parking strategy staff conducted extensive stakeholder consultation to develop ideas on the roles and objectives of the strategy. There was a consensus that the primary role should be to provide a service to the city, rather than to generate revenue. There was also a need for transparency, clarity, and regular communications with stakeholders in developing ideas and considering decisions.

On March 6, 2009, Council approved a comprehensive Municipal Parking Management Strategy. The MPMS consists of the Mandate (Key Principle and Objectives), Funding Model, Rate Setting Guidelines and supporting documentation. It also established the Parking Stakeholder Consultation Group, the Parking Reserve Fund and terms of reference to conduct Local Area Parking Studies. The approved Mandate is as follows:

Key Principle:

The Municipal Parking Management Program values efficiency, transparency and clarity. Stakeholders will be engaged through regular and timely communications and opportunities for consultation.

Objectives:

1. Provide and maintain an appropriate supply of affordable, secure, accessible, convenient and appealing public parking.
2. Provide and promote affordable short-term parking services and fair and consistent enforcement services, that support local businesses, institutions and tourism.
3. Promote, establish and maintain programs and facilities that encourage the use of alternative modes of transportation including public transit, car/van pooling, taxis, auto sharing, cycling and walking.
4. Support residential intensification and resolve parking problems within residential areas caused by significant traffic generators or conflicting uses of the roadway, including implementing on-street permit parking programs to relieve area residents and visitors from parking regulations directed at the non-resident.
5. Ensure the revenues generated by the Municipal Parking Program are sufficient to wholly recover all related operating and life-cycle maintenance expenditures; contribute to a reserve fund to finance future parking system development, operation and promotion; and then assist in the funding of related initiatives to encourage the use of alternative modes of transportation.

The Council approved Funding Model aligns with the [Municipal Act](#) which informed the ultimate decision that parking fees are used to recover costs related to parking, and that any spending from parking fee revenues must have a reasonable connection to the Municipal Parking Management Program. The Funding Model has defined costs and expenses that revenues can be used to offset. After the defined costs and expenses are recovered, the surplus revenues are added to the Parking Reserve Fund. The usage of these funds is governed by the Parking Reserve Fund By-law ([By-law No. 2009-148](#)). The Funding Model also allows for the flexibility to transfer revenues to other service areas and departments in a way that aligns with the Municipal Parking Management

Program and maintains a reasonable connection to parking.

Under the existing MPMS, the Funding Model has three reporting requirements:

- Annual Budget – approved by Council annually as part of annual budget process
- Annual Report – received by Council annually
- Capital Program Plan – updated as required and approved by Council

The purpose of the Council approved Rate Setting Guidelines is to ensure there is consistency and accountability for how and why paid parking rates are established. Through best practice review the City of Ottawa aligned with other municipalities in introducing the 85 per cent practical capacity concept, which sets an upper limit of parking occupancy in an area to ensure available parking to support businesses, institutions and tourism, and to manage impacts on adjacent communities.

The Rate Setting Guidelines outline the process and rules in which paid parking rates, times and locations can be adjusted and/or established. The ultimate decision of rate changes for off-street parking is delegated to staff, if rates are within the range approved by Council during the annual budget process. This has led to a systematic process by which rates at municipal garages and lots have been adjusted on a regular basis. Generally speaking, one of the intents through those adjustments is to ensure available short-term parking and discourage long-term (e.g. commuter) parking at these facilities.

For on-street rates staff must also receive concurrence from the affected Councillor(s) and any relevant Business Improvement Areas (BIAs) and community associations. Staff recommend changes or implementation based off Local Area Parking Studies (LAPS). The studies determine parking management related issues and how to address them. Changing or implementing rates is one possible outcome of this process. Any changes made to parking rates, hours, or locations through LAPS, or through the budget process are reported in the Parking Services Annual Report at Transportation Committee and Council.

Regular reporting to Council was established as part of the Council approved governance model in 2009. The approved model is an internal governance model as it aligns with the parking program's primary role to provide a service and the objectives

within the MPMS. Council also directed staff to undertake a follow up review of the parking governance model at a future date to ensure the internal model represented the best option.

As part of the approach to governance and to ensure transparency and engagement with stakeholders, Council also approved the creation of the Parking Stakeholder Consultation Group (PSCG). The group consists of City of Ottawa staff and the following representatives from the community:

- Business Improvement Areas
- Community Associations
- Transportation Demand Management / Cycling / Pedestrian
- Ottawa Tourism and Convention Authority
- Development Industry / Building Owner / Manager
- Accessibility Advisory Committee
- Places of Worship
- Member at Large

Over the past 10 years staff have kept track of challenges and successes of the program as well as directions and motions from Council, and issues brought forward from stakeholders. Staff are recommending the approval of the updated MPMS, attached as Document 1 of this report. Staff conducted extensive consultations throughout the MPMS Refresh to develop ideas and receive feedback on the various aspects of this process. This included ten meetings with the PSCG, one-on-one meetings with stakeholders, three public open houses and an online survey.

The key updates help to enhance and/or clarify aspects of the Mandate, Funding Model, Rate Setting Guidelines and other supporting components of the MPMS.

MANDATE

Through all consultations it was confirmed that the parking program should continue to prioritize parking as a service, as opposed to maximizing revenue. Along with this,

stakeholders agreed that there were no significant changes required to the Mandate, but that there were opportunities to clarify and update some aspects. The revised recommended Key Principle and Objectives found within the revised MPMS are as follows:

Key Principle

The Municipal Parking Management Program is committed to providing efficient, transparent and sustainable parking services in collaboration with stakeholders who will be regularly consulted in a timely manner.

Objectives

1. Provide an appropriate and optimized supply of general use public parking that is secure, accessible, convenient, appealing, and fairly and consistently enforced.
2. Prioritize short-term parking that is responsively priced to support businesses, institutions, and tourism.
3. Promote sustainable modes of transportation by supporting and maintaining programs and facilities that encourage sustainable mobility choices (public transit, cycling, walking) and alternative modes, including electric vehicles, car sharing, and new technologies as they emerge.
4. Resolve parking-related issues in residential areas caused by sources of high parking demand.
5. Ensure financial sustainability by ensuring that revenues are sufficient to support the objectives of the Municipal Parking Management Strategy, recover all Parking Services operating and capital expenditures and contribute to the Parking Reserve Fund to finance future parking system development.

FUNDING MODEL

As stated previously, the Funding Model is influenced by the [Municipal Act](#) in that use of parking fee revenues must have a reasonable connection to the Municipal Parking Management Program. Each year, surplus revenues are allocated to the Parking Reserve Fund, with \$3-4 million contributed annually in recent years. With the continued increase in the Parking Reserve Fund amount, discussions came up at Committee and

Council around the flexibility with which parking revenues could be spent. Staff consulted with the public via an online survey and met with stakeholders as part of a process to fully assess options for spending. Based on this process, staff are recommending changes to the following components which are summarized below and presented in the revised MPMS (Document 1):

- Parking Reserve Fund Parameters
- Additional Operational and Capital Spending
- BIA Parking Initiatives Grant Program

Parking Reserve Fund Parameters

At the end of 2018, the balance of the Parking Reserve Fund was \$23.8 million and has been steadily increasing. Opportunities to spend directly from the Parking Reserve Fund are anticipated but may be difficult to predict as they primarily relate to changing conditions in parking, developing technology options and development-related opportunities to provide additional public parking where it is required.

In order to account for the fact that these opportunities will arise at different times, and to also maintain a true reserve in the event of unanticipated capital requirements, staff are recommending that a maximum and minimum balance be set and re-assessed on an as required basis. These will be reported as part of the Capital Program Plan which will be presented to Transportation Committee and Council each year as part of the Parking Services Annual Report. Based on current requirements and potential / planned capital expenses staff have identified a preliminary maximum amount of \$20 million and a minimum balance of \$8 million. These amounts will be re-assessed on an as required basis and will be reported as part of the Capital Program Plan in the Annual Report starting in 2020.

Any year-end balance of revenues above the maximum would be allocated to programs that are aligned with the MPMS. Specifically, the revised Funding Model identifies allocating funds to the development of transit Park & Ride facilities and infrastructure lifecycle requirements within paid parking areas. If the reserves fall below the minimum balance a contribution to reserves will be identified to replenish the reserves over time.

Additional Operational and Capital Spending

The Funding Model has defined costs and expenses that are to be recovered from revenues. A portion of the defined operational expenses for the paid parking program includes funding transfers to other City departments for functions that are aligned with the MPMS. Some of these include but are not limited to Roads Services (costs related to right-of-way maintenance of on-street paid parking areas), Transit Services (costs related to maintenance of Park & Ride facilities), Traffic Services (costs related to managing curbside regulations in paid parking areas and the on-street parking permit program) and Transportation Planning (costs related to programs that support sustainable modes of transportation).

With the MPMS Refresh, staff have identified other transfers and operational costs that ensure alignment with the MPMS objectives as well as a reasonable connection to parking in order to be consistent with the *Municipal Act*. These include:

- Three new FTEs to better coordinate and follow through with the installation and maintenance of bike parking, at a cost of approximately \$250,000 per year. This will assist in the creation and execution of the Bike Parking Strategy which is expected to be completed in 2020.
- Additional funding to Roads Services to reinvest parking fee revenues in paid parking areas by increasing snow removal in those areas. This will better support mobility through wider and clearer sidewalks during the winter.
- Clarifying the transfer of funds to Roads Services as a whole by updating the methodology and metrics used to calculate the amount transferred and expanding the scope to include sidewalk-related maintenance in paid parking areas. The revised approach corrects for an outdated model and is expected to increase the amount transferred to Roads Services on a cost recovery basis.

BIA Parking Initiatives Grant Program

An outcome of the 2009 MPMS was the establishment of the BIA Parking Initiatives Grant Program. Each BIA with paid parking is currently eligible for up to \$5,000 for promotions and projects that are consistent with the objectives of the MPMS. Staff are recommending increasing the maximum Grant amount to \$10,000 to provide additional opportunities to the BIAs.

RATE SETTING GUIDELINES

As mentioned above, the ultimate decision on rate changes for off-street parking is delegated to staff, as long as rates are within the range approved by Council during the annual budget process. Staff's approach to this under the MPMS consists of reviewing and considering rate changes at each parking facility three times each year.

However, for on-street rates staff must conduct Local Area Parking Studies and seek concurrence from the affected Councillor(s) and any relevant BIAs and community associations prior to implementing. These parameters were developed to ensure full engagement with stakeholders but have resulted in barriers to effectively implementing the MPMS. As part of the MPMS Refresh staff are recommending changes to address the following aspects of on-street parking rates, based on experiences under the current MPMS, extensive consultations and reviews of the approach in other cities. These changes are outlined in Document 1 and summarized as follows:

- Implementing Paid Parking in New Areas
- Adjusting Rates (Existing Times / Areas)
- Addressing Static On-Street Rate

Implementing Paid Parking in New Areas

To address the inability to recommend paid parking if full concurrence is not received, staff are recommending removing the requirement for concurrence and amending the Delegation of Authority By-law so that the implementation of paid parking can be confirmed by the decision of Council. Staff will still complete a LAPS with a fulsome consultation process. If parking is deemed to be warranted and concurrence can not be reached, a recommendation can be made to Council for the decision when the LAPS is tabled as a staff report.

Adjusting Rates (Existing Times / Areas)

The process to identify the correct rate by area is not responsive as it relies on periodic and infrequent studies, therefore staff conducted research into best practices and are recommending a demand-driven pricing model that adjusts rates by zone. The rates would vary by 50-cents based off parking demand is too high or too low. Maintaining price points at 50-cent increments and zone-based pricing are key factors to ensuring something that is easy to communicate and understand for residents and visitors. With

the approval of staff's recommendation to follow demand-driven pricing model, the delegation of authority would be adjusted to provide staff with the ability to change rates. Consultation would still occur in advance of any changes and those changes would be reported to Transportation Committee and Council via the Parking Services Annual Report. These adjustments would first be seen in 2020.

Addressing Static On-Street Rate

In order to address the fact that the maximum on-street rate has remained static since 2008, staff are recommending a two-part solution. First, where rates are \$3.00/hr to increase to \$3.50/hr. This increase would impact more than 80 per cent of the on-street parking spaces and aligns with an inflationary increase from 2008. Inflationary effects would continue to be monitored going forward in order to properly consider future rate increases. Revisions to the Delegation of Authority By-law, as noted above, would be required to enable similar adjustments in the future.

The second part is to increase the maximum rate to \$4.00/hr. This amount will provide the needed flexibility to adjust rates in accordance with the data-driven rate adjustment approach that is discussed above. The maximum rate will be reconsidered as part of the City's budget process each year in the event an increase is required to provide for increased flexibility.

Staff also recognize that free parking during evenings and on the weekend needs to be explored and a holistic approach developed in order to ensure the MPMS is being properly applied. If all of staff's recommendations are approved, there will be opportunity to leverage the revised principles and practices of the program going forward and pursue potential test and pilot scenarios. Staff would complete a review of these aspects and expect to report back to Transportation Committee and Council in 2021.

OTHER MUNICIPAL PARKING MANAGEMENT STRATEGY UPDATES

Additional changes to the MPMS and its supporting documents are as follows:

- Integrating the updated Performance Measurement Program in to the MPMS. The Performance Measurement Program was originally approved in 2010 and has been updated as part of the MPMS Refresh process. Going forward, it will be updated on a regular basis, at least once per term of Council. The Performance

Measurement Program is attached as Document 2.

- Updated LAPS Terms of Reference, which includes various changes to clarify the LAPS process and formally accounts for an ‘Assessment’ process which will enable smaller-scale reviews (e.g. in consideration of a focussed issue or request), with similar consultation and data collection requirements. The revised LAPS Terms of Reference are provided as Document 3.
- Updating the PSCG Terms of Reference to reflect adjustments to PSCG membership. Included among these is the inclusion of a representative from the Council on Aging, and specifically allocating one of the community association seats to the Federation of Citizen’s Association. The revised PSCG Terms of Reference are provided as Document 4.
- Requirement for a Technology Road Map to be developed. This will account for the pace of technological change on such things as data collection, customer interface as well as the broader transportation impacts of things such as autonomous vehicles. This will be updated on a regular basis, at least once per term of Council, and will help with strategic planning and in the development of the Capital Program Plan on an annual basis.

The various operations and initiatives that will be a direct outcome of the MPMS Refresh process are outlined in the Implementation Plan, Document 5.

GOVERNANCE REVIEW

Councillor Mathieu Fleury brought forward a motion which created the Direction to Staff on December 5th, 2018 that:

...Staff be directed to evaluate options for potential governance models for the paid parking program and other related matters (i.e., by-law enforcement for parking, public non-paid parking), including the establishment of a “parking authority”, and bring forward a report to Transportation Committee and Council no later than Q2 of 2019 that includes the results of the evaluation as well as considerations with respect to next steps and timelines that would be required to establish a “parking authority”.

With this Direction to Staff and with the proposed revisions to MPMS developed, the City brought in MNP Ltd (MNP) to perform an independent analysis towards completing

a Governance Review. MNP explored three potential governance options that included:

1. Modified Municipal Delivery
2. Municipal Services Board
3. Municipal Services Corporation

Through their analysis MNP concluded that the Modified Municipal Delivery Option 1 is their recommended option.

MNP was also engaged to examine the potential for integration of parking related services. The two integration scenarios that MNP considered were either keeping Parking Services and Parking Enforcement separate or to consolidate them both under a single department. Dependent on Council supporting Option 1, the recommended outcome is to maintain two reporting centres with Parking Services and Parking Enforcement remaining separate.

Financial Implications

The updates to the Funding Model of the MPMS will result in a total increase of approximately \$1.1 million in operational expenditures and potentially more on an annual basis in capital allocation, dependent on the status of the Parking Reserve Fund. This includes the addition of three FTEs to Parking Services. This increase will be funded from the parking fee revenues, as operational expenditures is one of the defined costs outlined in the Parking Reserve Fund By-law.

With the change in the on-street rate, there will be an estimated increase of \$1.1 million in revenues.

Public Consultation/Input

Consultation played a significant role during the MPMS Refresh process, just as it did with the original MPMS development.

The Parking Stakeholder Consultation Group (PSCG) played a substantial role as they represented a focus group throughout the MPMS Refresh process. Staff met with the PSCG ten times between January 2018 and August 2019 to generate ideas and feedback on options.

In addition to PSCG meetings staff met with Councillors from wards with paid parking in early 2018, then all Councillors were given two opportunities to meet in January and February 2019, then in August and September 2019. Staff also invited all BIAs to meet twice between May 2018 and March 2019 and provided them with public consultation materials.

Public consultation involved hosting three open houses between February 27 and March 6, 2019 at Nepean Sportsplex, Richelieu-Vanier Community Centre, and the McNabb Recreation Centre. The public was also consulted via a survey in which 787 responses were completed.

RÉSUMÉ

Hypothèse et analyse

La Stratégie municipale de gestion du stationnement (SMGS) actuelle a été approuvée par le Conseil en 2009 ([ACS2009-COS-PWS-0009](#)). LA SMGS a été élaborée pour donner suite à une directive donnée au personnel après le processus budgétaire de 2008 visant à élaborer une stratégie de stationnement conforme à la [Loi de 2001 sur les municipalités](#) et au [Plan directeur des transports](#) (PDT).

Dans le cadre des travaux de préparation de la stratégie de stationnement, le personnel a mené de vastes consultations auprès des intervenants afin de formuler des idées sur les rôles et les objectifs de la stratégie. Il y a eu consensus sur le fait que le rôle principal devrait être de fournir un service à la ville, plutôt que de générer des recettes. La nécessité de faire preuve de transparence et de clarté et d'assurer des communications régulières avec les intervenants pour élaborer des idées et prendre des décisions a également été soulevée.

Le 6 mars 2009, le Conseil municipal a approuvé une Stratégie municipale de gestion des stationnements. Cette stratégie exhaustive comprend un mandat (principe clé et objectifs), un modèle de financement, des lignes directrices sur l'établissement des tarifs et de la documentation à l'appui. Le Conseil a également mis sur pied le Groupe de consultation des intervenants du stationnement (GCIS), créé le fonds de réserve pour le stationnement et élaboré le cadre de référence sur les études sur le stationnement local. Le mandat approuvé est le suivant :

Principe clé

Le Programme municipal de gestion du stationnement est axé sur l'efficacité, la transparence et la clarté. Les intervenants pourront exprimer leur avis au moyen de communications et de possibilités de consultation régulières et en temps opportun.

Objectifs

1. Offrir et maintenir un nombre suffisant d'emplacements publics de stationnement abordables, sécuritaires, accessibles, pratiques et attrayants.
2. Offrir et promouvoir des services de stationnement abordables de courte durée et des services d'application des règlements équitables et uniformes, qui soutiennent les commerces locaux, les institutions et le tourisme.
3. Promouvoir, mettre en place et maintenir des programmes et des installations qui encouragent l'utilisation d'autres moyens de transport, comme le transport en commun, le covoiturage, le taxi, l'autopartage, le vélo et la marche.
4. Appuyer la densification résidentielle et résoudre les problèmes de stationnement engendrés par les générateurs de circulation ou l'utilisation conflictuelle des routes, notamment par la mise en place, dans les zones résidentielles, de programmes de permis de stationnement dans la rue pour soustraire les résidents du secteur et leurs visiteurs aux règlements sur le stationnement qui ciblent les non-résidents.
5. Veiller à ce que les recettes générées par le Programme municipal de stationnement suffisent à couvrir totalement toutes les dépenses de fonctionnement et d'entretien du cycle de vie, à contribuer à un fonds de réserve pour financer le développement, le fonctionnement et la promotion du système de stationnement, puis à aider à financer des projets qui s'y rapportent afin de favoriser l'utilisation d'autres moyens de transport.

Le Conseil a approuvé un modèle de financement conforme à la [Loi de 2001 sur les municipalités](#), qui a servi de fondement à la décision finale selon laquelle les frais de stationnement servent à recouvrer les coûts liés au stationnement et que toute dépense qui en découle doit être raisonnablement liée au Programme municipal de gestion du stationnement. Le modèle de financement a défini les coûts et les dépenses que les recettes peuvent servir à compenser. Une fois les coûts et les dépenses définis

recouverts, les recettes excédentaires sont ajoutées au fonds de réserve pour le stationnement. L'utilisation de ces fonds est régie par le Parking Reserve Fund By-law [Règlement sur le fonds de réserve pour le stationnement] (règlement n° 2009-148). Le modèle de financement offre également la souplesse nécessaire pour transférer les recettes à d'autres secteurs de service et directions générales d'une manière qui s'harmonise avec le Programme municipal de gestion du stationnement et préserve un lien raisonnable avec le stationnement.

Dans le cadre de la SMGS actuelle, le modèle de financement comporte trois exigences en matière de production de rapports :

- Budget annuel – approuvé par le Conseil chaque année dans le cadre du processus budgétaire annuel;
- Rapport annuel – reçu par le Conseil chaque année;
- Plan d'immobilisations – mis à jour au besoin et approuvé par le Conseil.

Les lignes directrices sur l'établissement des tarifs approuvées par le Conseil ont pour principal objectif d'assurer l'uniformité et la responsabilisation quant à la question de savoir comment et pourquoi les tarifs de stationnement payant sont fixés. À la suite d'un examen des pratiques exemplaires, la Ville d'Ottawa a harmonisé ses pratiques avec celles d'autres municipalités en introduisant le concept de capacité pratique de 85 %, qui fixe une limite maximum du taux d'occupation du stationnement dans une zone donnée pour assurer la disponibilité du stationnement pour les entreprises, les institutions et le tourisme, et pour gérer les répercussions sur les collectivités adjacentes.

Les lignes directrices sur l'établissement des tarifs décrivent le processus et les règles selon lesquels les tarifs, les horaires et les emplacements de stationnement payant peuvent être rajustés ou fixés. La décision finale de modifier les tarifs de stationnement hors rue est confiée au personnel, si les tarifs se situent dans la fourchette approuvée par le Conseil dans le cadre du processus budgétaire annuel. Cela a donné lieu à un processus systématique de rajustement régulier des tarifs dans les garages et les stationnements municipaux. De manière générale, l'un des objectifs de ces rajustements est de garantir un stationnement de courte durée et de décourager le stationnement de longue durée (p. ex. pour les navetteurs) dans ces installations.

En ce qui concerne les tarifs des stationnements sur rue, le personnel doit également obtenir l'assentiment des conseillers, des représentants des zones d'amélioration commerciale (ZAC) et des associations communautaires concernés. Le personnel recommande l'apport de changements ou la mise en place de tarifs en se basant sur des études sur le stationnement local. Ces études permettent de relever les problèmes liés à la gestion du stationnement et la façon de les régler. La modification ou la mise en place de tarifs est l'un des résultats possibles de ce processus. Tout changement apporté aux tarifs, aux horaires ou aux emplacements de stationnement après la réalisation d'études sur le stationnement local ou dans le cadre du processus budgétaire est consigné dans le rapport annuel du Service de stationnement, présenté au Comité des transports et au Conseil.

Il a été établi dans le modèle de gouvernance de 2009 approuvé par le Conseil que des rapports réguliers devaient lui être présentés. Le modèle approuvé est un modèle de gouvernance interne, car il s'harmonise avec le rôle principal du programme de stationnement, soit celui de fournir un service, ainsi qu'avec les objectifs de la SMGS. Le Conseil demande également au personnel d'entreprendre un examen de suivi du modèle de gouvernance du stationnement à une date ultérieure pour s'assurer que le modèle interne constitue la meilleure option.

Dans le cadre de l'approche de gouvernance et pour assurer la transparence et la participation des intervenants, le Conseil a également approuvé la création du GCIS. Le Groupe est composé de membres du personnel de la Ville d'Ottawa et des représentants de la collectivité suivants :

- Zones d'amélioration commerciale;
- Associations communautaires;
- Représentant de la gestion de la demande en transport, des cyclistes et des piétons;
- Administration du tourisme et des congrès d'Ottawa;
- Représentant des promoteurs, des propriétaires et des gestionnaires d'immeubles;
- Comité consultatif sur l'accessibilité;

- Lieux de culte;
- Membre sans fonction déterminée.

Au cours des 10 dernières années, le personnel a fait le suivi des difficultés et des réussites du programme ainsi que des directives et des motions du Conseil et des questions soulevées par les intervenants. Le personnel recommande l'approbation de la mise à jour de la SMGS, jointe en tant que document 1 au présent rapport. Le personnel a mené de vastes consultations tout au long du processus de mise à jour de la SMGS afin de formuler des idées et de recevoir une rétroaction sur les divers aspects de ce processus. Ces consultations consistaient en 10 réunions avec le GCIS, des rencontres individuelles avec les intervenants, trois séances portes ouvertes et un sondage en ligne.

Les principales mises à jour consistent à améliorer ou à clarifier certains aspects du mandat, du modèle de financement, des lignes directrices sur l'établissement des tarifs et d'autres éléments de la SMGS.

MANDAT

Toutes les consultations réalisées ont révélé que le programme de stationnement devrait continuer d'axer la priorité sur la prestation de services plutôt que sur la maximisation des recettes provenant du stationnement. De plus, les intervenants ont convenu qu'aucun changement majeur au mandat n'était nécessaire, mais qu'il était opportun de clarifier et de mettre à jour certains aspects. Le principe clé et les objectifs révisés recommandés dans la mise à jour de la SMGS sont les suivants :

Principe clé

L'objectif du Programme municipal de gestion du stationnement est d'assurer des services de stationnement efficaces, transparents et viables par une collaboration avec les intervenants, qui seront consultés régulièrement et en temps opportun.

Objectifs

1. Offrir un nombre suffisant et optimal de parcs de stationnement publics d'utilisation générale sécuritaires, accessibles, pratiques et attrayants, et ce, de manière équitable et uniforme;

2. Accorder la priorité aux places de stationnement de courte durée offertes à un prix raisonnable pour soutenir les commerces, les institutions et le tourisme;
3. Promouvoir les modes de transport durables en mettant en place et en maintenant des programmes et des installations qui favorisent les options de déplacement durables (transport en commun, vélo, marche) les autres modes de transport, y compris les véhicules électriques, l'autopartage ainsi que les technologies émergentes;
4. Résoudre les problèmes de stationnement dans les secteurs résidentiels engendrés par les sources de forte demande en places de stationnement;
5. Assurer une viabilité financière en garantissant que les recettes suffisent à appuyer les objectifs de la Stratégie municipale de gestion du stationnement, à couvrir les dépenses de fonctionnement et d'immobilisations du Service du stationnement, et à contribuer au fonds de réserve pour le stationnement pour financer le futur développement du réseau de stationnement.

MODÈLE DE FINANCEMENT

Comme nous l'avons mentionné, le modèle de financement s'inspire de la [Loi de 2001 sur les municipalités](#) en ce sens que l'utilisation des recettes provenant des frais de stationnement doit avoir un lien raisonnable avec le Programme municipal de gestion du stationnement. Chaque année, les recettes excédentaires sont affectées au fonds de réserve pour le stationnement (au cours des dernières années, 3 à 4 millions de dollars y ont été versés annuellement). L'augmentation continue du fonds de réserve pour le stationnement a suscité des discussions au sein du Comité et du Conseil quant à la souplesse avec laquelle les recettes des tarifs de stationnement peuvent être dépensées. Le personnel a consulté le public au moyen d'un sondage en ligne et a rencontré des intervenants dans le cadre d'un processus visant à évaluer toutes les possibilités en matière de dépenses. À la lumière de ce processus, le personnel recommande d'apporter des changements aux éléments suivants, qui sont résumés ci-dessous et présentés dans la mise à jour de la SMGS (Document 1) :

- Paramètres du fonds de réserve pour le stationnement;
- Dépenses de fonctionnement et d'immobilisations supplémentaires;

- Programme de subvention des initiatives relatives au stationnement en ZAC.

Paramètres du fonds de réserve pour le stationnement

À la fin de 2018, le solde du fonds de réserve pour le stationnement s'élevait à 23,8 millions de dollars, et il augmente de manière soutenue depuis ce temps. Des possibilités de puiser directement dans le fonds de réserve pour le stationnement sont anticipées, mais elles peuvent être difficiles à prévoir, car elles sont principalement liées à l'évolution des conditions de stationnement, à l'élaboration de solutions technologiques et à des possibilités d'aménagement de stationnements publics supplémentaires là où il est nécessaire de le faire.

Afin de tenir compte du fait que ces possibilités se présenteront à des moments différents et de disposer d'une véritable réserve en cas de besoins imprévus en immobilisations, le personnel recommande que des soldes maximaux et minimaux soient établis annuellement et réévalués selon les besoins. Ces soldes seront communiqués dans le plan d'immobilisations qui sera présenté chaque année au Comité des transports et au Conseil municipal dans le cadre du rapport annuel sur les services de stationnement. D'après les besoins actuels et les dépenses en immobilisations potentielles et prévues, le personnel a fixé un montant maximal préliminaire de 20 millions de dollars et un solde minimal préliminaire de 4 millions de dollars. Ces montants seront réévalués selon les besoins et seront communiqués dans le plan d'immobilisations intégré au rapport annuel à compter de 2020.

Tout solde de recettes de fin d'exercice excédentaire au solde maximal défini serait affecté aux programmes qui s'harmonisent avec la SMGS. Plus précisément, la mise à jour du modèle de financement prévoit l'affectation de fonds pour l'aménagement de parc-o-bus ainsi que pour la satisfaction des exigences relatives au cycle de vie des infrastructures dans les aires de stationnement payant. Si le solde du fonds de réserve diminue en deçà du solde minimal prévu, une contribution au fonds de réserve sera mise en place afin de renflouer le fonds au fil du temps.

Dépenses de fonctionnement et d'immobilisations supplémentaires

Dans le modèle de financement, on a défini les coûts et les dépenses que les recettes serviront à recouvrer. Une partie des dépenses de fonctionnement définies pour le programme de stationnement payant comprend des transferts de fonds à d'autres

directions générales pour des fonctions qui s'harmonisent avec la SMGS. Certains d'entre eux comprennent, sans toutefois s'y limiter, le Service des routes (coûts liés à l'entretien de l'emprise des zones de stationnement payant sur rue), le Service de transport en commun (coûts liés à l'entretien des parc-o-bus), le Service de la circulation (coûts liés à la gestion des règlements sur les bordures de rues dans les aires de stationnement payant et du programme de permis de stationnement sur rue) et la Planification des transports (coûts liés aux programmes qui soutiennent les modes de transport durables).

Dans le cadre de la mise à jour de la SMGS, le personnel a répertorié d'autres transferts et coûts opérationnels qui assurent l'harmonisation avec les objectifs de la SMGS et ont un lien raisonnable avec le stationnement afin que la Ville se conforme à la *Loi de 2001 sur les municipalités*. Cela comprend notamment :

- L'embauche de trois équivalents temps plein (ETP) pour mieux coordonner et assurer le suivi de l'installation et de l'entretien du stationnement pour vélos, au coût d'environ 250 000 \$ par année. Cela facilitera la création et la mise en œuvre de la Stratégie de stationnement pour vélos, qui devrait être achevée en 2020.
- Un financement supplémentaire accordé au Service des routes pour réinvestir les recettes provenant des frais de stationnement dans les aires de stationnement payant pour améliorer le service de déneigement dans ces zones. Cela favorisera la mobilité, car les trottoirs seront plus larges et mieux dégagés pendant l'hiver.
- La clarification du processus de transfert de fonds au Service des routes dans son ensemble en mettant à jour la méthodologie et les paramètres utilisés pour calculer le montant transféré et en élargissant la portée pour inclure l'entretien des trottoirs dans les aires de stationnement payant. L'approche révisée permet de corriger un modèle désuet et devrait faire en sorte d'augmenter le montant transféré au Service des routes selon le principe du recouvrement des coûts.

Programme de subvention des initiatives relatives au stationnement en zone d'amélioration commerciale

L'un des résultats de la SMGS de 2009 a été la création du Programme de subvention

des initiatives relatives au stationnement en ZAC. Chaque ZAC comportant un stationnement payant est actuellement admissible à un financement pouvant atteindre 5 000 \$ pour les activités de promotion et les projets qui sont conformes aux objectifs de la SMGS. Le personnel recommande de porter le montant maximal de la subvention à 10 000 \$ afin d'offrir des possibilités supplémentaires aux ZAC.

LIGNES DIRECTRICES SUR L'ÉTABLISSEMENT DES TARIFS

Comme nous l'avons déjà mentionné, la décision finale de modifier les tarifs de stationnement hors rue est déléguée au personnel, pourvu que les tarifs respectent la fourchette approuvée par le Conseil au cours du processus budgétaire annuel. L'approche adoptée par le personnel à cet égard dans le cadre de la SMGS consiste à examiner et à étudier les changements de tarifs à chaque parc de stationnement trois fois par année.

Cependant, pour ce qui est des tarifs sur rue, le personnel doit mener des études sur le stationnement local et obtenir l'accord du ou des conseillers, des représentants des ZAC et des associations communautaires concernés avant la mise en œuvre. Ces paramètres ont été établis pour assurer la pleine participation des intervenants, mais ils ont entravé la mise en œuvre efficace de la SMGS. Dans le cadre du programme de mise à jour de la SMGS, le personnel recommande d'apporter des changements visant à régler les aspects suivants relativement aux tarifs de stationnement sur rue, en s'appuyant sur l'expérience tirée de la SMGS actuelle, sur de vastes consultations menées auprès des intervenants et sur des examens de l'approche adoptée dans d'autres villes. Ces changements sont décrits dans le document 1 et se résument comme suit :

- Mise en place d'un stationnement payant dans de nouvelles zones;
- Rajustement des tarifs (durée et zones existantes);
- Règlement du problème relatif au tarif fixe du stationnement sur rue.

Mise en place d'un stationnement payant dans de nouvelles zones

Pour remédier à l'incapacité de recommander la mise en place d'un stationnement payant si l'accord des personnes concernées n'est pas obtenu, le personnel recommande de supprimer l'exigence concernant cet assentiment et de modifier le

Règlement municipal sur la délégation de pouvoirs afin que la mise en place du stationnement payant puisse être approuvée par le Conseil. Le personnel réalisera tout de même une étude sur le stationnement local au moyen et mènera un processus de consultation exhaustif. S'il est justifié de mettre en place un stationnement et qu'il est impossible d'obtenir l'accord des personnes concernées, une recommandation peut être faite au Conseil pour qu'il prenne une décision une fois que l'étude sur le stationnement aura été déposée sous forme de rapport du personnel.

Rajustement des tarifs (durée et zones existantes)

Le processus de détermination du juste tarif par zone n'est pas adapté, car il repose sur des études périodiques et peu fréquentes. Par conséquent, le personnel a effectué des recherches sur les pratiques exemplaires et recommande un modèle de tarification axé sur la demande qui consiste à rajuster les tarifs par zone. Les tarifs varieraient d'un écart de 50 cents lorsque la demande en stationnement est trop forte ou trop faible. Le maintien des fourchettes de prix à des hausses de 50 cents et l'établissement des tarifs selon la zone sont des facteurs essentiels pour assurer des changements faciles à communiquer et à comprendre pour les résidents et les visiteurs. Après l'approbation de la recommandation du personnel de suivre le modèle de tarification axé sur la demande, la délégation de pouvoir serait modifiée pour donner au personnel la possibilité de changer les tarifs. Les consultations auraient toujours lieu avant tout changement et les changements seraient portés à l'attention du Comité des transports et du Conseil municipal au moyen du rapport annuel du Service du stationnement. Ces modifications entreraient en vigueur en 2020.

Règlement de la question concernant les tarifs inchangés du stationnement sur rue

Pour compenser le fait que le tarif maximal des stationnements sur rue n'a pas changé depuis 2008, le personnel recommande une solution en deux parties. Premièrement, il s'agit d'augmenter le tarif horaire, pour le faire passer de 3,00 \$ à 3,50 \$. Cette hausse aurait une incidence sur plus de 80 % des places de stationnement sur rue et suivrait la hausse de l'inflation depuis 2008. Les effets de l'inflation continueraient d'être surveillés à l'avenir afin de bien tenir compte des hausses futures des tarifs. Des modifications au Règlement municipal sur la délégation de pouvoirs, tel qu'il est mentionné ci-dessus, seraient nécessaires pour permettre des rajustements semblables à l'avenir.

Deuxièmement, il s'agit d'augmenter le tarif maximal à 4,00 \$ l'heure. Ce montant

donnera la souplesse nécessaire pour rajuster les tarifs conformément à l'approche de rajustement tarifaire fondée sur les données dont il est question ci-dessus. Le tarif maximum sera réévalué chaque année dans le cadre du processus budgétaire de la Ville dans l'éventualité où une augmentation serait nécessaire pour assurer une plus grande souplesse.

Le personnel reconnaît également qu'il faut explorer la possibilité d'offrir le stationnement gratuit le soir et la fin de semaine et élaborer une approche holistique afin de s'assurer que la SMGS est bien appliquée. Si toutes les recommandations du personnel sont approuvées, il sera possible de miser sur les principes et les pratiques révisés du programme et d'envisager des scénarios d'essai et des projets pilotes potentiels. Le personnel devrait examiner ces aspects et prévoit en rendre compte au Comité des transports et au Conseil municipal en 2021.

AUTRES CHANGEMENTS CONCERNANT LA STRATÉGIE MUNICIPALE DE GESTION DU STATIONNEMENT

Voici d'autres modifications apportées à la SMGS et à ses documents à l'appui :

- Intégrer la mise à jour du Programme de mesure du rendement à la SMGS. Le Programme de mesure du rendement a été approuvé à l'origine en 2010 et a été mis à jour dans le cadre du processus de mise à jour de la SMGS. Dorénavant, il sera mis à jour régulièrement, au moins une fois par mandat du Conseil. Le Programme de mesure du rendement est joint en tant que document 2.
- Mettre à jour le cadre de référence des études sur le stationnement local, ce qui comprend divers changements visant à clarifier le processus de ces études et prévoit officiellement un processus d'« évaluation » qui inclura des examens à plus petite échelle (p. ex. pour analyser une question ou une demande précise), et comportera des exigences semblables en matière de consultation et de collecte de données. Le cadre de référence révisé des études sur le stationnement local est joint en tant que document 3.
- Mettre à jour le mandat du GCIS pour tenir compte des modifications apportées à la composition du Groupe. Parmi celles-ci, mentionnons l'intégration d'un représentant du Conseil sur le vieillissement d'Ottawa et l'attribution d'un des sièges de l'association communautaire à la Fédération des associations civiques

précisément. Le mandat révisé du GCIS est joint en tant que document 4.

- Nécessité d'élaborer une feuille de route en matière de technologie. Cette initiative tiendra compte du rythme de l'évolution de la technologie dans des domaines comme la collecte de données, l'interface client ainsi que des répercussions sur le transport en général de différents éléments, les véhicules autonomes par exemple. La feuille de route sera mise à jour régulièrement, au moins une fois par mandat du Conseil, et sera utilisée pour la planification stratégique et l'élaboration du plan d'immobilisations une fois par année.

Les diverses activités et initiatives qui découleront directement du processus de mise à jour de la SMGS sont décrites dans le plan de mise en œuvre (document 5).

EXAMEN DE LA GOUVERNANCE

Le conseiller Mathieu Fleury a déposé une motion qui a mené à l'émission de la directive au personnel suivante le 5 décembre 2018 :

« [...]l'on demande au personnel d'évaluer les options de modèles de gestion éventuels pour le programme de stationnement payant et autres questions connexes (c. à d. l'application des règlements de stationnement municipaux, le stationnement public non payant), y compris l'établissement d'une "direction du stationnement", et de présenter un rapport au Comité des transports et au Conseil au plus tard au T2 de 2019 qui comprendra les résultats de l'évaluation ainsi que les facteurs à considérer en ce qui concerne les prochaines étapes et l'échéancier qui seraient nécessaires afin établir une "direction du stationnement". »

Après l'élaboration de la directive au personnel et des révisions proposées à la SMGS, la Ville a demandé à MNP Ltd (MNP) d'effectuer une analyse indépendante en vue de réaliser un examen de la gouvernance. MNP a exploré les trois options de gouvernance potentielles suivantes :

1. Modification de la prestation des services municipaux;
2. Gestion par une commission des services municipaux;
3. Gestion par une société de services municipaux.

Dans son analyse, MNP a conclu que l'option 1 (Modification de la prestation des

services municipaux) était l'option recommandée.

MNP a également été chargé d'examiner la possibilité d'intégrer des services liés au stationnement. Les deux scénarios d'intégration envisagés par MNP consistaient soit à maintenir le Service de stationnement et l'Unité de l'application des règlements sur le stationnement comme deux entités distinctes, soit à les regrouper sous une seule direction générale. Si le Conseil approuve l'option 1, le résultat recommandé est de maintenir deux centres de signalement distincts et que le Service de stationnement et l'Unité de l'application des règlements sur le stationnement restent des entités séparées.

Répercussion financières

Les mises à jour du modèle de financement de la SMGS entraîneront une augmentation totale des dépenses de fonctionnement d'environ 1,1 million de dollars et peut-être plus sur un an pour un financement en immobilisations, selon la situation financière du fonds de réserve pour le stationnement. Cela comprend l'embauche de trois ETP au sein du Service de stationnement. Cette augmentation sera financée à partir des recettes provenant des frais de stationnement, puisque les dépenses de fonctionnement sont l'un des coûts définis dans le Parking Reserve Fund By-law (règlement sur le fonds de réserve pour le stationnement).

Après la mise à jour des tarifs du stationnement sur rue, on estime qu'il y aura une augmentation des recettes de 1,1 million de dollars.

Consultation publique/commentaires

La consultation a joué un rôle important au cours du processus de mise à jour de la SMGS, tout comme elle l'a fait lors de l'élaboration initiale de la SMGS.

Le GCIS a joué un rôle important puisqu'il a agi à titre de groupe de discussion tout au long du processus de mise à jour de la SMGS. Le personnel a rencontré le GCIS 10 fois entre janvier 2018 et août 2019 afin de recueillir des idées et des commentaires sur les options proposées.

En plus des rencontres avec le GCIS, le personnel a rencontré les conseillers des quartiers qui disposent de stationnements payants au début de 2018, puis tous les conseillers ont eu deux occasions de se réunir en janvier et en février 2019, et de

nouveau en août et en septembre 2019. Le personnel a également invité tous les représentants des ZAC à se réunir deux fois entre mai 2018 et mars 2019 et leur a fourni des documents de consultation publique.

La consultation publique a consisté en la tenue de trois séances portes ouvertes entre le 27 février et le 6 mars 2019 au Sportsplex de Nepean, au Centre communautaire Richelieu-Vanier et au Centre récréatif McNabb. Le public a également été consulté au moyen d'un sondage, auquel 787 personnes ont répondu.

BACKGROUND

The current Municipal Parking Management Strategy (MPMS) was approved by Council in 2009 ([ACS2009-COS-PWS-0009](#)) and was developed in alignment with the Transportation Master Plan. The development of a strategy with the size of Ottawa's transportation system is no small feat. Ottawa is Canada's fourth largest city covering 2,758 square kilometres with over 6,000 kilometres of roadway. It is home to more than 1,000,000 residents and takes in an average of 11 million tourists per year. As the city's population and the number of visitors continues to grow, the City has adapted to meet broader transportation needs. This has involved investments made in light-rail transit (LRT) and the increased focus on cycling and pedestrian infrastructure. While these investments ensure the City continues to focus on sustainable modes of transportation, invariably, a city covering enough land area to fit Toronto, Montreal, Edmonton, Calgary and Vancouver inside of it, must plan and account for the use of motor vehicles as a choice for residents and visitors in Ottawa. In order to ensure the City effectively balances its transportation priorities and objectives, there is a need for a comprehensive municipal parking management strategy that outlines the City's approach to supporting local interests and the management of parking-related assets, including:

- 3,855 paid on-street parking spaces
- 2,776 off-street spaces in six parking structures and 11 surface parking lots
- 2,810 ring-and-post and off-street bicycle parking spaces managed by the City

The MPMS was developed initially from 2008 Budget discussions when difficulties arose from proposals to increase meter rates, extend meter hours and introduce paid parking in new areas. The significant opposition and challenges to these proposals came from stakeholders, including the public, businesses and places of worship. This

caused questions relating to the policy basis under which parking rate related decisions should be made and where the revenues should be directed. To address this, in February 2008, Council directed staff to, “develop a new city-wide comprehensive consolidated parking policy in conjunction with the principles articulated in the Parking Management Strategy and Transportation Master Plan...”. During this time, Council also approved that the Auditor General conduct the 2008 Audit of the Parking Function. Key recommendations stemming from the audit included defining clear roles and responsibilities of the Parking Function, distinguishing between strategic versus operational policies, initiatives and directives, and a requirement for performance measurement. Staff considered these recommendations while developing the MPMS.

Development of the Municipal Parking Management Strategy

Following the February 2008 direction, staff first presented a terms of reference for the development of a new parking policy to Transportation Committee. The terms of reference identified a four-pronged approach on how a city-wide parking policy would be developed. This involved exploring fundamentals, consulting stakeholders, understanding existing conditions and best practices and communicating the findings to get stakeholder feedback. In accordance with the terms of reference, staff began extensive stakeholder consultation in the summer of 2008.

Key stakeholders, including Business Improvement Areas (BIAs), community associations, building developers / owners / managers, places of worship as well as the general public, participated in focus group sessions to help create a mandate and direction of the MPMS.

Results of the consultation sessions indicated a strong consensus that the primary role of the Municipal Parking Management Program should be to provide a service to the city rather than to generate revenue. In other words, the goal of any parking program should be to provide and invest in consistent parking services in alignment with the program’s mandate rather than to collect revenues to off-set the costs of other City programs. Additionally, consultations revealed that there was a need for transparency, clarity, and regular communications with stakeholders regarding the Municipal Parking Management Program, its financial status and infrastructure investment plans. Meetings with stakeholders continued into the fall of 2008. In addition to transparency, BIAs requested stakeholders be involved when parking studies were being carried out as well as during any rate setting decisions.

As consultation related to the development of the MPMS was ongoing, the City was also updating its Transportation Master Plan (TMP). Recognizing that the TMP is the guiding framework that identifies key objectives related to the future of transportation in the City of Ottawa, parking is a component of the Plan. Based on consultation with stakeholders and parking staff, Council approved the following objectives as part of the updated TMP:

- Provide short-term parking that supports the needs of local businesses, residents, institutions and tourism destinations
- Limit the supply of long-term parking in a manner that balances transit ridership objectives with the needs of automobile users
- Support intensification and minimize the amount of land devoted to parking through measures such as parking structures and arrangements to share parking among land uses

The Transportation Master Plan also solidified the requirement for the City to develop a parking strategy, establish a program to complete parking studies and create Rate Setting Guidelines, among other things.

For the MPMS, in addition to consultations and referencing internal policies, staff also conducted research into best practices in other municipalities, including Kingston, Toronto and Calgary. Some approaches included recovering operating costs, basing parking rates on demand or utilization, and setting rates with one goal being to ensure available parking.

Staff also reviewed the requirements of the [Municipal Act \(2001\)](#). Specifically, section 391 (3) states that, “the costs included in a fee or charge may include costs incurred by the municipality or local board related to administration, enforcement and the establishment, acquisition and replacement of capital assets.” This meaning that parking fee revenues are confined to only being spent on costs with reasonable connection to parking and which are aligned with the MPMS. In order to have complete flexibility over the use of parking fee revenues, it would be necessary to implement a Municipal Service Corporation.

The 2009 Municipal Parking Management Strategy

On March 6, 2009, Council approved a comprehensive Municipal Parking Management

Strategy (MPMS). The MPMS consisted of the Mandate (key principle and objectives), Funding Model, Rate Setting Guidelines, parking function accountabilities, performance measures and defined processes to conduct studies. It also established the Parking Stakeholder Consultation Group (PSCG) as a key mechanism to ensuring transparency and community involvement with the Municipal Parking Management Program. An overview of the key elements is provided below.

MANDATE

Key Principle

The Municipal Parking Management Program values efficiency, transparency and clarity. Stakeholders will be engaged through regular and timely communications and opportunities for consultation.

Objectives

1. Provide and maintain an appropriate supply of affordable, secure, accessible, convenient and appealing public parking.
2. Provide and promote affordable short-term parking services and fair and consistent enforcement services, that support local businesses, institutions and tourism.
3. Promote, establish and maintain programs and facilities that encourage the use of alternative modes of transportation including public transit, car/van pooling, taxis, auto sharing, cycling and walking.
4. Support residential intensification and resolve parking problems within residential areas caused by significant traffic generators or conflicting uses of the roadway, including implementing on-street permit parking programs to relieve area residents and visitors from parking regulations directed at the non-resident.
5. Ensure the revenues generated by the Municipal Parking Program are sufficient to wholly recover all related operating and life-cycle maintenance expenditures; contribute to a reserve fund to finance future parking system development, operation and promotion; and then assist in the funding of related initiatives to encourage the use of alternative modes of transportation.

FUNDING MODEL

Recognizing that the Municipal Parking Management Program's primary focus is on service rather than revenue generation, and in consideration of the *Municipal Act* provisions, Council approved a Funding Model that recovers all related operating and life-cycle maintenance costs, while setting aside surplus revenues for re-investment in the Municipal Parking Management Program for future capital and operational investments.

As part of the MPMS, a Parking Reserve Fund was established in 2009. Annually, surplus revenues are directed to the Parking Reserve Fund. The usage of funds from the Parking Reserve Fund are governed by the Parking Reserve Fund Bylaw ([By-law No. 2009-148](#)), which states that the reserve shall be used for funding parking related programs consistent with the MPMS. Annual contributions to the Parking Reserve Fund is calculated by the parking revenues from on and off-street parking less program operating costs, capital costs and spending in support of alternative modes of transportation.

The Funding Model classifies applicable expenditures as follows:

- On-street Paid Parking Program
- Off-street Paid Parking Program (including the development of new parking facilities)
- On-street Permit Program
- Local Area Parking Study Program
- Marketing and Promotion Program (including a maximum annual grant of \$5,000 per BIA per year for promotion and projects in keeping with MPMS objectives)
- Tour Bus Parking Program
- Related initiatives to encourage the use of alternative modes of transportation, such as bike parking infrastructure.

The Funding Model also has the flexibility to transfer revenues to other service areas and departments if the spending aligns with the MPMS. For example, transfers to-date

have included, Roads Services (maintenance activities in paid parking and permit areas), Transit Services (maintenance of Park & Rides), Traffic Services (support for the on-street permit program and managing curbside regulations in paid parking areas) and other internal parking related areas.

Under the existing MPMS, the Funding Model has three reporting requirements:

- Annual Budget – approved by Council annually as part of annual budget process
- Annual Report – received by Council annually
- Capital Program Plan – updated as required and approved by Council

RATE SETTING GUIDELINES

The primary objective of establishing Rate Setting Guidelines as part of the MPMS was to provide consistency and accountability for how and why paid parking rates are established in existing paid parking areas or in any new paid parking areas that are identified.

The Rate Setting Guidelines that were developed provide broad parameters to setting rates and considering adjustments. They helped to introduce the concept of 85 per cent as practical capacity, which aligned with best practices in other cities including Toronto and Calgary. By targeting utilization no higher than 85 per cent, the goal is to ensure available short-term parking in support of businesses, institutions and tourism. Overall, the Rate Setting Guidelines outline the mechanisms within which paid parking rates, times and locations can be adjusted and/or established.

The ultimate decision of rate changes for off-street parking is delegated to staff, as long as rates are within the range approved by Council during the annual budget process. However, for on-street rates, staff must also have concurrence from the affected Councillor(s) and any relevant BIA(s) and community association(s) prior to implementing.

In terms of changes, under the MPMS, the primary driver of rate changes is Local Area Parking Studies (LAPS). LAPS are conducted in specific geographic areas such as, commercial areas, tourism destinations, areas with high parking demand and/or in conjunction with new planning studies. The studies help to identify and address parking management related issues and involve extensive consultation and data collection. As

one “tool” to address such issues, changes to paid parking or parking rates are one possible outcome. If warranted and if concurrence among the noted stakeholders is achieved, staff have the ability to adjust rates or implement paid parking to/at a rate that is within the range that is approved by Council. The Rate Setting Guidelines also discuss conditions around “introductory rates” and rates for modes that take up less than half of a regular parking stall, such as motorcycles and scooters.

Any changes made to parking rates, hours, or locations through a LAPS or otherwise are reported in the Parking Services Annual Report which is presented to Transportation Committee and Council each year.

PARKING GOVERNANCE

In 2009, as part of the MPMS, Council approved an internal governance model based on the overall mandate that parking is first and foremost a service provided for residents, businesses, and visitors of Ottawa. At the time, staff considered three potential governance models - Internal, Authority, and Agency. Generally, an internal governance model is used when the emphasis of a parking program is on service and broader corporate objectives and policies, such as Official Plan and Transportation Master Plan. Staff recognized the structural benefits of an authority or agency model, which are commonly used when the primary objective of a parking program is to generate revenue and build substantial new parking capacity. It was determined that with a few changes to the existing model, the City could update the internal governance model so that it ensured the best execution of the MPMS and also supported broader corporate objectives.

Annual reporting to Council was established as part of the governance model. Council also directed staff to undertake a review of the parking governance model at a future date to ensure the internal model represented the best option.

To provide further oversight and alignment to the principle and objectives of the MPMS, Council also approved the creation of a Parking Stakeholder Consultation Group (PSCG). The group consists of City of Ottawa Public Works and Environmental Services / Parking Services staff and the following representatives from the community:

- Business Improvement Areas
- Community Associations

- Transportation Demand Management/ Cycling / Pedestrian
- Ottawa Tourism and Convention Authority
- Development Industry / Building Owner/ Manager
- Accessibility Advisory Committee
- Member at Large

The intent of the PSCG is to act as a channel between the City, stakeholders and the affected citizens and groups. The responsibilities of the Parking Stakeholder Consultation Group are as follows:

- Providing advice to the General Manager of Public Works related to the Municipal Parking Management Program including parking policies, budgets and annual work plans.
- Liaising with all stakeholders to exchange information and knowledge related to the Municipal Parking Management Program.
- Engaging stakeholders and providing input on Local Area Parking Studies to encourage an ongoing dialogue throughout the process.
- Liaising with staff from the Parking Enforcement Branch to ensure fair and consistent enforcement of parking rules.

Ultimately, the creation of the Parking Stakeholder Consultation Group ensured a greater degree of transparency and additional accountability.

One of the recommendations out of the 2008 Audit of the Parking Function was to define clear roles and responsibilities of the Parking Function. This recommendation was addressed through the parking function accountabilities element of the MPMS. This is broken down into high level policies that the Municipal Parking Management Program must align to, the role of the MPMS, the tools to implement policies and the supporting functions to ensure success, such as other programs and enforcement.

Outputs of the Program since approval of Municipal Parking Management Strategy

With the approval of a comprehensive MPMS that focused on parking as a service and included key data-gathering and decision-making processes such as Local Area Parking Studies, staff have executed a number of things since 2009 to implement and fulfill the Mandate of the MPMS. This resulting in multiple investments in and improvements to the Municipal Parking Management Program. Some highlights of these investments include:

- Business Plan and Annual Report delivered to Transportation Committee / Council each year since 2011
- 13 Local Area Parking Studies and 6 Assessments (consultative, transparent processes resulting in 138 recommendations)
- Pay & Display machines replaced all parking meters in 2010
- Council approval of Performance Measurement Program ([ACS2011-COS-PWS-009](#)) (2010)
- Pay by Phone implemented in 2012
- Systematic process initiated in 2013 to regularly review and adjust rates at parking lots and garages to best fulfill the program mandate
- Development of Tour Bus Strategy in 2013
- Parking Guidance Systems installed at all parking garages between 2015 and 2018
- Construction of the Glebe Garage in 2015
- Continuing meetings with Parking Stakeholder Consultation Group
- Installation and maintenance of 2,810 bike parking spaces
- Regular transfers to other internal service areas for costs related to the implementation of the MPMS (\$6.6 million per year, 2016-2018)

The City of Ottawa has been recognized in best practice reviews as a leader in addressing and adopting sustainable transportation initiatives, due to the MPMS. With over ten years of data, experiences, and improvements, staff were in a position to

review the current MPMS, address any issues and consider changes to the Mandate and all components of the document in order to reflect current trends and priorities.

Municipal Parking Management Strategy Refresh

Over the past ten years, there has been considerable development of the Municipal Parking Management Program under the MPMS. This has resulted in increased levels of engagement and credibility with stakeholders, improvements in accountability and upgrades to the program's operation. At the same time, areas to address have emerged, which have affirmed the need to review and update the MPMS. Council has provided direction over the years to clarify target areas of review, in specific the Rate Setting Guidelines, use of Parking Reserve Fund and overall governance. The first direction from Councillor Mathieu Fleury at the February 3, 2016 Transportation Committee meeting directed staff to explore alternative governance models for the Municipal Parking Management Program and the potential opportunities and drawbacks of each as part of its overall update of the MPMS. At the April 5, 2017 Transportation Committee, when the Kitchissippi Parking Strategy Report ([ACS2017-PWE-GEN-0011](#)) was tabled, there were discussions around issues with concurrence for implementing parking rates in new areas. Councillor Catherine McKenney brought forward a motion directing staff to review the oversight of the MPMS as part of the End of Term Governance Review for the next term of Council. Additionally, at Transportation Committee on October 3, 2018 there was a direction to staff to "provide a memo prior to the October 10, 2018 Council meeting advising on the scope of the framework and work plan that staff will be undertaking to respond to the original motion approved by Transportation Committee and Council in February 2016. As well, what opportunities there are for Council to clarify/give further direction on the matter of alternative parking governance models in the context of the upcoming 2018-2022 Term of Council Governance Review." Staff responded to this direction by circulating a memo on October 9, 2018. As the next term of Council began, at the December 5, 2018 Council meeting, Councillor Fleury brought forward motion 01/21 directing staff to "evaluate options for potential governance models for the paid parking program, including the establishment of a "parking authority" and bring forward a report to Transportation Committee and Council no later than Q2 of 2019 that includes the results of the evaluation as well as considerations with respect to next steps and timelines that would be required to establish a "parking authority"." There have also been discussions around the Parking Reserve Fund and what it could be spent on at recent TRC meetings. As a

follow up, PWES staff circulated memos to inform Council on the guidelines. One was sent out in October 2017 on Parking Services Funding Model and Rate Setting Guidelines and another sent out in August 2018 on Parking Revenues and Reserve Funds Usages.

In addition to specific directions from Councillors, there have also been questions from within the corporation and from stakeholders seeking clarification around how the Parking Reserve Fund could be spent as well as a focus on adjusting rates in terms of existing times and areas, implementing paid parking in new areas, addressing the static on-street rate, and inconsistencies with weekend and evening paid parking.

In order to ensure a comprehensive and complete review of the MPMS, all components were examined during the MPMS Refresh process. This included a review of the supporting docs, including the Local Area Parking Study Terms of Reference, PSCG Terms of Reference and Performance Measurement Program. Through this process it was also important to account for current trends in transportation and parking management, including technological considerations.

DISCUSSION

The Municipal Parking Management Strategy (MPMS) was approved in 2009. Given the amount of time that has passed, the areas that have been identified to address and various Council directions, staff committed to undertaking a review and refresh of the MPMS. The MPMS Refresh focused on reviewing the Mandate and updating the Rate Setting Guidelines and Funding Model. Beyond a review of these fundamental elements of the MPMS, staff also sought to review supporting components of the MPMS, including the Terms of Reference for the Local Area Parking Studies and the Parking Stakeholder Consultation Group as well as a reviewing the current Performance Management Program.

Staff undertook a review of the MPMS in four phases:

1. Review and revise the MPMS Mandate
2. Review current and best practices to identify issues and opportunities
3. Draft the recommendations
4. Finalize MPMS Refresh

These phases were completed over 20 months and gathered input and feedback from residents, members of Council, the Parking Stakeholder Consultation Group (PSCG), BIAs, other external stakeholder groups and the general public. Extensive consultation ensured that the Strategy's goals and objectives reflect the expectations of local stakeholders. Engagement activities included public open houses, one-on-one interviews, and an online survey, which was promoted through social media. A full summary of consultations is included in the Consultation Section of this report.

In January 2018, staff began the overall process through consultations, starting with the PSCG as their role is to represent the broader community interest. Staff met with the PSCG a total of ten times between 2018 and 2019. The group represented a focus group as each meeting was a key part of the process to brainstorm and capture ideas, gather feedback, and review recommendations. Staff also met with Councillors from wards with paid parking in early 2018 and then all Councillors in early 2019. These meetings were used to gather feedback on the Mandate of the parking program and to gather key issues and opportunities that members of Council saw in relation to paid parking in Ottawa. While the Parking Stakeholder Consultation Group is the primary representative of community and business interests, staff also recognized the need for targeted consultation with each BIA. All BIAs were offered the opportunity to meet twice (Spring 2018 and Spring 2019) and were provided with public consultation materials. Additionally, staff also consulted with the public to get their feedback. This was done by hosting three public open houses at Nepean Sportsplex, Richelieu-Vanier Community Centre and the McNabb Recreation Centre. Staff also issued a survey, developed by Hill & Knowlton Strategies, that received 787 completed responses.

These extensive consultations have enabled staff to identify and clarify issues and receive valuable feedback that has contributed to the development of an updated MPMS and related recommendations.

The public survey resulted in majority of responders supporting that parking revenues should be re-invested in the City's paid parking program and spent in support of programs promoting sustainable modes of transportation, with a focus on bike parking. Many of the comments on surveys revolved around raising parking rates and paid parking in high volume areas.

Consultations with Councillors and the PSCG brought forward similar opinions towards supporting programs promoting sustainable modes and having additional paid parking.

Ideas were also brought forward on how the Parking Reserve Fund could be spent such as road maintenance, expanding Park & Ride infrastructure, and additional technology options.

While consultations covered every aspect of the paid parking program, staff recognized the importance of conducting a separate, independent, third-party assessment of appropriate governance models to respond to Councillor Fleury's motion 01/21 and to ensure Council was presented with a fair and independent analysis of governance options as part of staff's recommendations for the refreshed MPMS. This process started once the draft MPMS Mandate had been fully considered and adjusted, and the draft outcomes of the MPMS Refresh process were established. The consultant's review and conclusions are discussed separate from the MPMS outcomes presented in this report.

Updates to the Municipal Parking Management Strategy

Current state and best practice reviews as well as an extensive consultation process were used to develop new and revised content within all elements of the MPMS for Council's consideration as part of this report. This section of the report outlines the recommended changes to the following elements of the MPMS:

- Mandate
- Funding Model
- Rate Setting Guidelines
- Performance Measurement
- Local Area Parking Studies (Terms of Reference)
- Parking Stakeholder Consultation Group (Terms of Reference)

MANDATE

As outlined above, one of the key findings from the consultation sessions was that parking should continue to prioritize service delivery over maximizing revenue. Stakeholders were generally pleased with the direction of the program under the MPMS and agreed that there was nothing in the existing mandate that required significant

change. However, stakeholders did highlight the need for updating the terminology and making the objectives more concise and focused. One of the most significant adjustments to the Key Principle being recommended ensures that staff ‘collaborate’ with stakeholders rather than just engage them.

Staff leveraged the PSCG when developing the enhanced language of the Mandate. The meetings consisted of discussions around objectives that still applied and brainstorming around pieces that could use updating. Once the language was developed, staff validated the updates with Councillor’s and the public through consultations. The revised Key Principle and Objectives being recommended for Council’s approval as part of the Municipal Parking Management Strategy are as follows:

Key Principle

The Municipal Parking Management Program is committed to providing efficient, transparent and sustainable parking services in collaboration with stakeholders who will be regularly consulted in a timely manner.

Objectives

1. Provide an appropriate and optimized supply of general use public parking that is secure, accessible, convenient, appealing, and fairly and consistently enforced.
2. Prioritize short-term parking that is responsively priced to support businesses, institutions, and tourism.
3. Promote sustainable modes of transportation by supporting and maintaining programs and facilities that encourage sustainable mobility choices (public transit, cycling, walking) and alternative modes, including electric vehicles, car sharing, and new technologies as they emerge.
4. Resolve parking-related issues in residential areas caused by sources of high parking demand.
5. Ensure financial sustainability by ensuring that revenues are sufficient to support the objectives of the Municipal Parking Management Strategy, recover all Parking Services operating and capital expenditures and contribute to the Parking Reserve Fund to finance future parking system development.

FUNDING MODEL

The current Funding Model covers a mix of operating and capital costs supported by revenue generated through the paid parking program. Outside of operating costs there is a grant program that offers financial support to BIAs within paid parking areas (covering costs related to parking). The remaining revenues are accrued in the Parking Reserve Fund for reinvestment in the Municipal Parking Management Program consistent with the MPMS objectives (i.e. capital investments in technology or infrastructure). The Funding Model is guided by the *Municipal Act*, identifying that parking revenues must be spent on parking-related expenses.

To this end, the Funding Model has defined costs and expenses that are to be recovered from revenues. The status of these expenses and revenues are outlined in two reports shared with members of the Transportation Committee (TRC) on an annual basis through the Parking Services Annual Reports and Business Plans. The most recent reports (2018 Annual Report ([ACS2019-PWE-GEN-0010](#)) and 2019 Business Plan ([ACS2019-PWE-GEN-0025](#))) were received and approved, respectively, by TRC on June 5, 2019. Some key highlights in these reports are:

- Total revenue \$17.6 million (2018)
- Total operating expenses \$12.4 million (2018)
- PRF balance totaling \$23.8 million (year-end 2018)

A portion of the operational expenses of the paid parking program are funding transfers to other City departments for functions that are aligned with the MPMS. Some of these transfers include, but are not limited to:

- Roads Services – maintenance support in paid parking areas
- Transit Services – maintenance of Park & Ride facilities
- Traffic Services / Traffic Operations - curbside regulations in paid parking areas and the on-street parking permit program
- Transportation Planning – programs in support of sustainable modes of transportation

As a means of fulfilling the objective to ensure financial sustainability and aligning with the [Municipal Act](#), the Parking Reserve Fund was established in 2009 as part of the overall Funding Model. Annual contributions to the Parking Reserve Fund over the past three years have been between \$3-4 million. With this consistent surplus going into the Parking Reserve Fund, it continues to increase. There has only been one significant draw from the reserve since 2009, which was the construction of the Glebe Garage on an existing municipally-owned surface lot in 2015.

Staff consulted the public via an online survey from February 22 to March 15, 2019 to identify perceptions and opinions on parking availability, affordability, and the use of revenues. A total of 787 surveys were completed with results indicating that over 50 per cent of respondents agreed that revenues should be reinvested in the City's paid parking program with comments around the flexibility of those investments, and more than 60 per cent agreed that revenues should be spent in support of programs that promote sustainable modes of transportation.

Furthermore, discussions have occurred at TRC and Council around what the parking fee revenues could be used for. In October 2017 a memo went out to inform Council of the stipulations of the Funding Model and the Rate Setting Guidelines. Then in August 2018 another memo went out specifically focusing on the Parking Reserve Fund and the reserve fund's usages. These memos informed Council of the limitations Parking Services faces when using parking fee revenues as the expenditures must have a reasonable connection to parking. In addition, during consultations with Councillors the consistent opinion was there is a need for increased flexibility in how parking revenues could be spent.

To address these challenges, and with the above objectives in mind, staff are recommending changes to the following components which are summarized below and presented in the revised MPMS (Document 1):

- Parking Reserve Fund Parameters
- Additional Operational and Capital Spending
- BIA Parking Initiatives Grant Program

Parking Reserve Fund Parameters

The Parking Reserve Fund has had a steadily increasing balance, therefore there is a need for a strategic approach to better manage the Fund. To achieve this, staff are recommending a maximum and minimum balance. The minimum would to ensure there is enough money for program related capital requirements. To set this amount, staff considered potential costs of repairing aging infrastructure and have identified a minimum balance of \$8 million. If the reserves fall below the minimum balance a contribution to reserves will be identified to replenish the reserves over time.

The maximum would ensure there are sufficient funds for long-term plans and capital requirements in accordance with the MPMS and [Municipal Act \(2001\)](#), Section 391(3). The required minimum and maximum will be re-assessed on an as required basis and will be reported as part of the Capital Program Plan which will be presented to Council each year as part of the Parking Services Annual Report. Based on current planned spending, staff have identified a preliminary maximum amount of \$20 million.

By establishing a maximum balance to account for the Capital Program Plan, it allows for potential surplus funds (in excess of the maximum at year-end) to be spent on capital requirements which align with the MPMS and are related to parking. Specifically, the revised Funding Model identifies lifecycle requirements within paid parking areas and the development of Park & Ride facilities as the accounts where these surplus revenues would be directed. With the recommended maximum, this would result in a Parking Reserve Fund balance of approximately \$4 million above the maximum.

Additional Operational and Capital Spending

Parking Services provides funds, through transfers, to support other groups within the City. This is possible where there are programs that align with the MPMS and have a reasonable connection to parking. From 2016-2018, an average of \$6.6 million was transferred per year in total. As noted previously, groups such as Roads, OC Transpo, Traffic Services and Transportation Planning are among those that receive these transfers.

Many of the transfers date back to 2009 and before. However, some of the alignments have been identified, and transfers initiated, more recently. For example, in 2016, the transfer to OC Transpo started in order for parking fee revenues to be used to offset

costs associated with maintaining Park & Ride facilities. Around the same time, the amount transferred to Roads Services was increased to account for street sweeping requirements relating to on-street paid parking spaces.

As part of the MPMS Refresh process, staff sought to consider if there are were other opportunities to leverage parking fee revenues to support programs that relate to sustainable modes of transportation or more accurately support existing operations. In either case, it is necessary to ensure alignment with the MPMS objectives as well as a reasonable connection to parking in order to be consistent with the *Municipal Act*.

Support for cycling through clarified and expanded funding of bicycle parking is one thing that is being recommended as a part of the MPMS Refresh. Parking Services will lead the development of a Bike Parking Strategy which is expected to be completed in 2020. This will help to better align roles and requirements and will focus on developing criteria for the location of bike parking, type of bike parking, when bike parking should be installed, and the data collection methodologies. Leading into this, Parking Services will expand the scope of where they will support bicycle parking. Whereas the program has generally been restricted to installing and maintaining specific ring-and-post racks on the public right of way only in areas with on-street paid parking, this will expand to potentially include all areas. This will be addressed and clarified in the Bike Parking Strategy. In the more immediate term, staff are recommending three new FTEs to better coordinate and execute the installation and maintenance of bike parking, at a cost of approximately \$250,000 per year.

Currently, Parking Services has one supervisor and three labourers to maintain all 17 off-street parking sites, including activities such as sweeping, collecting garbage, and being on-call for ad-hoc maintenance requests. In addition to those operational duties, these staff are also currently responsible for coordinating and installing a portion of the City's right-of-way bike parking as capacity permits.

The three new FTEs would represent a dedicated support for bike parking, providing a needed focus the installation and maintenance of bike parking. Through observation, studies and stakeholder feedback, and in recognition of current cycling trends, it is evident that there are opportunities to provide better access to convenient bike parking. Establishing focused staff positions on bike parking is critical to allocate the necessary resources to this and will also better situate Parking Services to develop and execute the Bike Parking Strategy.

To better support mobility and pedestrian travel, staff are recommending providing additional funding to Roads Services to increase snow removal in areas that have paid parking. By reinvesting parking fee revenues in these areas towards this purpose, the intent is to provide for wider, clearer sidewalks during the balance of the winter and also to potentially provide better access to existing bike parking infrastructure. The specific service level will be established in consultation with Roads Services and stakeholders, but this will result in at least one additional snow removal per season.

As part of the MPMS Refresh process, all existing transfers were reviewed in detail. Upon looking at the transfer to Roads Services, there was a need identified to reset the formula and address issues around the metrics that are used. The existing methodology to arrive at the annual transfer is subject to interpretation as it is based on significantly outdated parking supply and permit zone information and reflects a narrowed scope that does not account for sidewalk maintenance. A revised methodology and formula has been developed which directly ties the amount of the transfer to how much was spent by Roads Services. This accounts for the proportion of the total street network that either has paid parking or on-street permit parking and clarifies specifically which program costs are eligible. Through this review of eligible program costs, it was identified that sidewalk maintenance costs, in areas with paid parking, have not previously been accounted for. This is deemed to be an appropriate cost for parking fee revenues to cover because of how integrated the sidewalk is to parking and reaching one's destination.

As such, with the update to the methodology, metrics and scope, it is expected that there will be an increase in the transfer to Roads Services annually. The amount transferred is contingent on how much is spent. In re-calculating the transfer for 2018 using the updated methodology, approximately an additional \$700,000 would have been transferred. In 2018, the new estimate would have been \$3.6 million. More than providing funds for any enhanced level of service, any increase in the transfer is about ensuring the amount is appropriate based on current information and is properly aligned and consistent with the MPMS Funding Model.

BIA Parking Initiatives Grant Program

External transfers to BIAs also occur and are accounted for in the existing MPMS Funding Model. Grants awarded under the BIA Parking Initiatives Grant Program are available to BIAs with paid parking for promotions and projects that are consistent with

the objectives of the MPMS. Consultations with BIAs and the PSCG both generated feedback that the grant amount should be increased. Additional funds are expected to provide more options for BIAs to develop and support different initiatives. To date, BIAs have used the grant for things such as newspaper, newsletter, and radio ads referencing where to park and tourism brochures. In 2018 a total of four BIAs applied for and received the grant. Staff are recommending an increase to \$10,000, resulting in approximately an additional \$20,000 in costs per year. Staff will review the scope of which the grant can be spent on with an intent to create more options for the BIAs, while ensuring any spending continues to align with the MPMS.

Overall, the recommended changes to the Funding Model would result in a total increase of approximately \$1.1 million in operational expenditures and potentially more on an annual basis in capital allocation from the Parking Reserve Fund to support the development of Park & Ride facilities and right of way lifecycle work in areas with paid parking.

RATE SETTING GUIDELINES

Given the Mandate of the Municipal Parking Management Program (both under the existing MPMS and based on the updates that are proposed), the purpose of setting parking rates is to find the appropriate balance to ensure support for businesses, institutions and tourism by way of ensuring available short-term parking.

In this sense, parking availability can be an important consideration when it comes to economic development depending on the area and various factors. Not all areas are the same, so as part of the process to manage parking, it is important to support each area through specific measures and an appropriate parking rate, if applicable.

This applies both on-street and at the City's public parking facilities. In the case of the facilities, Parking Services has been successful in implementing a program to review and revise the rates at each facility on a regular basis (three times each year – Winter, Spring and Fall). Under delegated authority, staff have the ability to adjust off-street rates consistent with market or season considerations and in alignment with the MPMS. In order to dissuade long-term parking (including commuter parking) and ensure available parking for short-term visitors to an area, there is an objective to set long-term rates so that City facilities are not necessarily a draw for long-term parking. To this end, there have been more than 40 increases to the daily max or monthly permit rate at all

facilities since 2013.

With respect to on-street parking rates, staff have operated under different parameters when it comes to the mechanisms and authority to adjust rates.

As it stands, the Local Area Parking Studies (LAPS) process is the key mechanism within the Rate Setting Guidelines to set and adjust rates. Further to that, the Rate Setting Guidelines and Delegation of Authority By-law require concurrence from the affected Councillor(s) as well as any relevant BIAs and community associations prior to implementing paid parking or moving forward with any on-street rate changes. These parameters were developed to ensure full engagement with stakeholders but have resulted in restrictions and barriers to effectively implementing the MPMS.

Based off consultation feedback and program experience there are no issues with the off-street rate review process, therefore staff have no recommended changes for this. Staff are however recommending the following changes to the Rate Setting Guidelines to address the following areas where issues have been identified and explored through the MPMS Refresh process:

- Implementing Paid Parking in New Areas – address the inability to recommend paid parking if full concurrence is not received
- Adjusting Rates (Existing Times / Areas) – process to identify the correct rate by area is not responsive as it relies on periodic and infrequent studies
- Addressing Static On-Street Rate – address the fact that the maximum on-street rate has remained static since 2008
- Inconsistencies in weekend / evening rate structures – free parking during evenings and on the weekend needs to be explored to ensure the MPMS is being properly applied

In response to each of these issues, the following recommended changes were developed based off the feedback from extensive consultations, and a review of best practices.

Implementing Paid Parking in New Areas

As referenced, the requirement for concurrence from various stakeholders prior to

implementing paid parking or adjusting on-street rates has prevented moving forward with changes, even if they are deemed to be in alignment with the MPMS and there is some support. An example of this was during the Kitchissippi Parking Strategy Report ([ACS2017-PWE-GEN-0011](#)), staff were unable to recommend or implement paid parking due to concurrence requirements. This resulted in Councillor McKenney's motion at TRC on April 5, 2017 directing staff to review the oversight of the MPMS.

When considering any parking management related issues in an area, undertaking a study is a critical part of the process. The study should involve thorough consultation, data collection, consideration of the locational context and a full assessment of the potential impacts of any recommendations.

When the implementation or expansion of paid parking is considered as an outcome, staff require the ability to convey this as a recommendation. Currently, staff cannot do this if one of the stakeholders noted previously does not agree to the change. In order to ensure that the Rate Setting Guidelines in the MPMS can be executed, it is recommended that the Delegation of Authority By-law be amended so that the implementation of paid parking can be confirmed by the decision of Council, providing it is deemed to be warranted following completion of a study that is consistent with the LAPS Terms of Reference.

In the event that concurrence among stakeholders can be achieved and it is supported per the MPMS, it is recommended that staff have the ability to proceed under delegated authority.

Adjusting Rates (Existing Times / Areas)

Currently, a LAPS is the mechanism by which rate changes are considered. These are comprehensive undertakings which can take about a year to complete. As a result, it is not feasible to study a given area on any type of frequent basis. As it stands, it may take eight years or more between when LAPS are conducted in an area.

In order to develop a more responsive process to ensure rates best align with the MPMS and reflect current conditions, staff conducted research on different types of approaches for adjusting rates, including zone / radial pricing, dynamic pricing and demand-driven pricing.

Staff is recommending the City of Ottawa to follow a demand-driven pricing model that

adjusts rates by zone. If occupancy is identified to be too high or low at peak in a paid parking area, the rate will be adjusted – up 50-cents if occupancy is too high, to better facilitate turnover, and down 50-cents if occupancy is too low, with the goal of establishing a price point that will better support local businesses.

As such, the rate would be in response to the level of demand in the zone. Having the 50-cent range on a zone basis with a single rate by zone is beneficial from a service stand point as it is easier to effectively communicate the different rates and influence behaviours. This is as opposed to other options which may involve more incremental rate changes covering smaller areas which could be associated with maximizing revenue.

Data collected for all existing on-street paid parking will drive these adjustments. Occupancy data would be collected during typical periods (e.g. not during special events or during busiest / slowest times).

With the approval of staff's recommendation to follow demand-driven pricing model, the delegation of authority would have to be adjusted to state that staff will have ability to change rates, but still must consult with stakeholders and report any changes to Transportation Committee / Council via the Parking Services Annual Report. These adjustments would first be seen in 2020.

If the recommended approach is approved staff will also develop a communications strategy in order to maximize the service-related impact of this model.

This approach to adjusting rates is further detailed in the revised MPMS (Document 1).

Addressing Static On-Street Rate

The concurrence requirement has also contributed to the absence of any general on-street rate increase. The static on-street rate is an issue that has been brought up at different standing committees and Council, through comments on the public survey and during consultations with stakeholders. Staff are recommending a two-part solution to increasing on-street rates. The first part being where rates are \$3.00/hr, which is over 80 per cent of all on-street parking, to increase to \$3.50/hr. This amount is in line with inflationary increases from 2008. The second part of the solution is to increase the maximum rate to \$4.00/hr. This amount will provide the needed flexibility to adjust rates in accordance with the data-driven rate adjustment approach that is discussed above.

The maximum rate will be reconsidered as part of the City's budget process each year in the event an increase is required to provide for increased flexibility.

Inconsistencies - Weekend / Evening On-Street Paid Parking

Staff recognize there are inconsistencies with weekend and evening on-street parking, although it is not included in this portion of the refresh as there is additional consideration required before considering and recommending any changes. If all of staff's recommendations are approved, there will be opportunity to leverage the revised principles and practices of the program going forward. There could also be an opportunity for a pilot project to test shifting paid parking hours. Staff would come forward with a future report that will assess this theme from a holistic perspective. Staff will report back on this by end of 2021.

OTHER MUNICIPAL PARKING MANAGEMENT STRATEGY UPDATES

The recommended changes to the MPMS largely involve the Mandate, Funding Model and Rate Setting Guidelines, but also include revisions elsewhere, including:

- Performance Measures
- Local Area Parking Studies Program (Terms of Reference)
- Parking Stakeholder Consultation Group (Terms of Reference)
- Technology Road Map

Performance Measures

As a follow-up to the MPMS and in alignment with the 2008 Audit of the Parking Function, a Performance Measurement Program was developed and approved by Council in 2010. This document has been important for Parking Services in framing various performance objectives and identifying key indicators for measurement. This plays a significant role in operational monitoring and planning, and also in developing the Annual Report which reports on how Parking Services is faring relative to the various performance objectives and indicators. The Annual Report is presented to Transportation Committee and Council each year. As part of the MPMS Refresh, the Performance Measurement Program has been updated and is now formally integrated into the MPMS. Going forward, the updated MPMS stipulates that the Performance

Measurement Program will be updated on a regular basis, at least once per term of Council. The updated Performance Measurement Program has been included as Document 2.

Local Area Parking Studies Program

This program was a key outcome of the 2009 MPMS. The intent of it was to act as the primary mechanism to assess an area for parking management related issues, opportunities and solutions. These studies rely heavily on both data collection and consultation to execute a comprehensive review of an area. Since 2009, 13 LAPS have been completed in alignment with the LAPS Terms of Reference. These Terms of Reference were part of what was approved with the original MPMS. The 13 completed studies have yielded over 100 recommendations, some of which have related to parking rates, but also to other “tools”, such as regulations, enforcement and the promotion of sustainable modes of transportation (e.g. additional bike parking).

In instances where there is a focussed concern that doesn't necessarily warrant a lengthy, fulsome study, staff have adapted an 'Assessment' process over the last few years. Under this process, there are similar data collection and consultation requirements to a full LAPS, but the process is simplified, typically focussed on a specific issue and on a smaller geographic scale than a LAPS would consider.

In the updated LAPS Terms of Reference, various components have been clarified in order to bring them up-to-date and in response to lessons learned. However, the most significant change is the inclusion of parameters to execute a Parking Assessment. The revised LAPS Terms of Reference are included as Document 3.

Parking Stakeholder Consultation Group

As discussed previously, another key outcome from the original MPMS was the establishment of the Parking Stakeholder Consultation Group. This group has played a key role in ensuring transparency and an on-going engagement with the community. As with the LAPS Terms of Reference, the Terms of Reference for the PSCG have been updated through the MPMS Refresh process. There were some minor changes to clarify parts of the Terms of Reference, but the notable change with this document are the changes to the composition of the group. Under the proposed PSCG Terms of Reference, the seat that was previously allocated to a 'Member at Large' has now been

formally provided to a representative from the Council on Aging. In addition, one of the three seats that had been allocated to community association representatives will be filled by someone from the Federation of Citizens' Associations of Ottawa. A list of the proposed PSCG membership is as follows and the Terms of Reference is provided as Document 4.

- Four (4) BIA representatives
- Three (3) Community Association representatives (including one from the Federation of Citizens' Associations)
- One (1) Accessibility representative
- One (1) Transportation Demand Management / Cycling / Pedestrian representative
- One (1) Ottawa Tourism and Convention Authority representative
- One (1) Development Industry / Building Owner / Building Manager representative
- One (1) Place of Worship representative
- One (1) Older Adult representative

Technology

As another key outcome of the MPMS Refresh process, it was identified that there is a requirement to account for the pace of technological change in parking-related industries and in transportation in general. In order to properly plan from an operational and strategic perspective, it is critical to have an understanding of both the opportunities and impacts that technological advances will bring in the near and long-term future. When it comes to duties such as data collection, the client interface (e.g. payment options) and vehicle technologies (e.g. autonomous vehicles), the landscape is ever evolving and needs to be properly captured and accounted for on an on-going basis. To this end, a Technology Road Map will be developed and updated on a regular basis (at least once per term of Council). Among other things, the Technology Road Map will be used to help in the development of any strategic planning tools as well as the Capital Program Plan for Parking Services. As noted in the Implementation Plan (Document 5),

the initial Technology Road Map will be a priority following approval of the revised MPMS.

Implementation

The Implementation Plan is presented in detail as Document 5. It outlines the various operations and initiatives that will be a direct outcome of the MPMS Refresh process. It also includes projected dates for implementation and execution of these items and timelines for follow-up reporting.

Governance Review

After the proposed Mandate and MPMS outcomes were in place, the City hired an external consultant, MNP Ltd (MNP), to undertake an independent Governance Review. The City asked MNP to provide an independent governance review of parking operations, including preparing a business case on the available governance options.

MNP has worked with the City on several files and recently completed a Business Case and Risk Assessment for City Markets Governance. The Markets Business Case recommended the establishment of the Municipal Services Corporation that exists today.

The Governance Review resulted from Council's December 5th, 2018 Direction to Staff to review the oversight of the MPMS and explore alternative governance models for the Municipal Parking Management Program.

The December 5th Direction to Staff noted that:

...Staff be directed to evaluate options for potential governance models for the paid parking program and other related matters (i.e., by-law enforcement for parking, public non-paid parking), including the establishment of a "parking authority", and bring forward a report to Transportation Committee and Council no later than Q2 of 2019 that includes the results of the evaluation as well as considerations with respect to next steps and timelines that would be required to establish a "parking authority".

MNP's scope of work was guided by the Direction to Staff and included analysis to answer the following questions:

- What governance structure is best aligned with the City's new MPMS?

- Should the City should move parking operations to some form of Board-governed authority?
- Would the City's parking enforcement operations be better integrated or merged with the City's paid parking program?

MNP evaluated three potential governance model options based on a review of parking governance in other Canadian Cities. The options also reflect consideration of the *Municipal Act*.

Option 1 – Modified Municipal Delivery

- Parking Services are delivered by the City, offering direct control over all operational and capital decisions. This option is similar to the status quo, with the exception that MNP added proposed MPMS changes to this option.

Option 2 – Municipal Service Board

- Parking Services are delivered by the City, but operations are governed by an independent Board of Directors appointed by the City. The Board model is similar to the Ottawa Public Library's current governance structure.

Option 3 – Municipal Service Corporation

- Parking Services are delivered by a separate legal entity with its own staff, governed by an independent Board of Directors appointed by the City. The Corporation model is similar to the Ottawa Markets and Ottawa Hydro governance structure.

MNP developed a set of evaluation criteria based on City priorities, interviews with stakeholders and best practice research. The eleven evaluation criteria were: MPMS alignment, Transparency, City Control, Self Sufficiency, Service, Independence, Integration, Revenue After Expenses, Engagement, Effectiveness, and Ease of Implementation. Each governance model was assessed for alignment with each criteria. The full descriptions of each criteria are in MNP's report attached as Document 6.

Governance Options	Benefits	Disadvantages
Option 1 – Modified Municipal Delivery	<ul style="list-style-type: none"> • Parking Services remain an integrated part of the City’s transportation system services • Strong alignment with MPMS • High degree of integration • Little change management required • Political governance is highly responsive to stakeholders 	<ul style="list-style-type: none"> • Independence was ranked lower than other options • Adheres to <i>Municipal Act</i> spending controls
Option 2 – Municipal Services Board	<ul style="list-style-type: none"> • Increased independence by de-politicizing decisions • Parking Services remain an integrated part of the City’s transportation system services • Strong alignment with MPMS • Board independence can support service optimization mandate 	<ul style="list-style-type: none"> • More complex governance structure • Adheres to <i>Municipal Act</i> spending controls
Option 3 – Municipal Services Corporation	<ul style="list-style-type: none"> • Ranks high on independence • Greater ability to generate surplus revenues • Dividend is highly flexible 	<ul style="list-style-type: none"> • Least amount of alignment with MPMS and balance of service to revenue generation • Challenging to implement • More complex governance structure

		<ul style="list-style-type: none">• Least accountable option• Corporations tend to be more private
--	--	---

Option 1 (Modified Municipal Delivery) and Option 2 (Municipal Services Board) ended up being similarly ranked against the criteria, however Option 1 was preferred by MNP's independent analysis. Both Options 1 and 2 are strongly aligned with the MPMS and benefit from remaining an integrated part of the City's transportation system services. Option 1 would also be less disruptive to operations to achieve similar benefits as Option 2 (assuming that the MPMS changes outlined previously were adopted).

Option 3 (Municipal Services Corporation) had the least degree of alignment with the current and revised Mandate of the Municipal Parking Management Program. Option 3 separates Parking Services from functionally aligned groups and could increase operational siloes. There would also be substantial costs associated with establishing the infrastructure required to support an arm's length Corporation. The Corporation would require its own HR, IT and Financial teams, instead of leveraging city resources. Option 3 ranked significantly lower than the other options in alignment to the criteria and would require the greatest amount of disruption to achieve the fewest benefits. MNP also identified that the proposed updates to the MPMS reduce the focus on independence in the governance options and therefore decrease the value of the increased independence provided by Option 2 and 3.

INTEGRATION OF PARKING RELATED SERVICES

MNP was also directed to examine the potential for integration of parking related services. MNP completed a functional review and noted that functional alignment exists across five parking related services: Parking Services, Parking Enforcement, Traffic Services, Transportation Planning, and Aquatics / Special Services (beaches at Petrie Island and Mooney's Bay).

MNP focused on integration between Parking Services and Parking Enforcement because they had the highest degree of alignment and jurisdictional reviews identified these two groups being integrated in other municipalities. MNP determined that there were several areas of alignment worth consideration. Parking Services and Parking Enforcement were the only services that were aligned across all seven functional

categories. The categories included:

1. Parking capacity management via setting fees and rates
2. Development and management of budgets
3. Provision, operation, management, and maintenance of parking lots and facilities
4. Equipment procurement, installation, and management
5. Support of special events
6. Client and/or stakeholder facing services, such as dispatch, issues identification
7. Parking studies and/or assessments and related planning work

MNP identified that effective collaboration and information sharing is occurring through Parking Services and Parking Enforcement but noted that collaboration could be further strengthened as a component of the program.

The two integration scenarios that MNP considered were either keeping Parking Services and Parking Enforcement separate or to consolidate them both under a single department.

In 2017 By-law and Regulatory Services brought a report ([By-law and Regulatory Services – Service Review and 2018 Annual Report](#)) to Council proposing a number of initiatives impacting staffing operations, such as cross-training of Enforcement Officers which would see the various enforcement units, including Parking Enforcement Officers, undertaking some enforcement functions of the other units. Parking Enforcement Officers being able to help with Property Standards issues, and vice versa. Integrating Parking Enforcement with Parking Services would therefore complicate and potentially negate the cross-training potential as well as the efficiencies and other benefits associated with it.

MNP also reviewed the financial implications of integration and conclude that the total revenues, expenditures, and net revenues are not likely to change significantly. They concluded integration does not directly trigger financial gains, but instead re-maps the flow of funding.

If Option 1 is selected then, the recommended outcome is to maintain two reporting

centres with Parking Services and Parking Enforcement remaining separate. MNP identified there were benefits to integration, but they were best realized under a Municipal Services Board, which was not their recommended governance option. Integration would have allowed easier reporting through one governing department to a Board.

GOVERNANCE AND INTEGRATION REVIEW CONCLUSION

MNP identified through their independent analysis that the preferred Governance Option 1 was the Modified Municipal Delivery. They also recommended (if Option 1 is selected) that Parking Services and Enforcement Services remain separate with two reporting centres.

Staff endorse MNPs conclusion and suggest that MPMS changes mentioned throughout the report will help ease concerns previously expressed by Council.

RURAL IMPLICATIONS

There are no rural implications with this report.

CONSULTATION

The MPMS Refresh process was heavily reliant on consultation with both internal and external stakeholders in order to educate and elicit feedback on the Mandate of the Municipal Parking Management Program and on proposed updates to the Strategy. Consultation was an integral part of the development of the original MPMS and it was important to re-engage with stakeholders to help arrive at and test the outcomes here.

The Parking Stakeholder Consultation Group (PSCG) acts as an important reference point and ongoing sounding board for the Municipal Parking Management Program and was integral to this process. In 2018, there were six PSCG meetings which focused on the MPMS Refresh (on January 18, March 21, May 3, June 20, August 22, and October 01). In 2019, there were an additional four meetings (January 10, March 20, April 29 and August 29). All providing status updates or eliciting feedback on the proposed updates. Provisional and proposed outcomes of both the MPMS Refresh and Governance Review were shared over the latter three meetings. Feedback and options from all PSCG meetings were generated through these sessions and integrated into the final product.

Business Improvement Areas (BIAs) – In the spring of 2018, all BIAs were invited to meet one-on-one to discuss and provide input into the MPMS Refresh process. In April and June 2018, staff met with seven BIAs (Bank Street, Sparks Street, Wellington West, Somerset-Chinatown, Preston Street, Vanier and Kanata North). In March 2019, all BIAs were again invited to receive an update and discuss provisional outcomes. Those meetings took place with representatives of Preston Street, ByWard Market, Downtown Rideau, and Bank Street).

Other External Groups – Consultation also included a meeting on February 20, 2019 with the Healthy Transportation Coalition and a separate meeting with motorcycle/scooter advocates to provide background on the program, outline the MPMS Refresh process and elicit feedback.

Public Open Houses/Online Survey – To elicit public feedback on the MPMS refresh, a series of three public open houses were held:

- Nepean Sportsplex (February 27, 2019)
- Richelieu-Vanier CC (February 28, 2019)
- McNabb Community Centre (March 6, 2019)

The sessions were held from 5:30 p.m. to 7:30 p.m. The open houses were promoted through the City's corporate social media channels and invitations were also extended to residents through their local Councillor's social media channels, newsletter, or other community channels. Information boards were provided at the sessions, and City staff were on-hand to answer questions.

Feedback was collected through an online survey developed with Hill + Knowlton Strategies. The surveys were available for completion through tablets provided at the open houses, while paper copies were also provided as an alternative. The survey was hosted on a project webpage on ottawa.ca (ottawa.ca/parkingrefresh) from February 22 to March 15, 2019, allowing residents to review the information provided and complete the survey at their convenience. A total of 787 completed survey responses were received.

Councillor engagement – Staff met with Councillors on three occasions through this process. In February and March 2018, Councillors with paid parking were engaged

through five one-on-one meetings to discuss and provide input into the MPMS process. In January 2019, all Councillors and the Mayor's office were invited to meet to receive an update and provide input on the Mandate and options. These meetings took place between January 17, 2019 and March 8, 2019. All Councillors were then invited to meet to discuss both MPMS Refresh and Governance Review outcomes in August 2019. These meetings took place from August 20, 2019 to September 11, 2019.

Internal City stakeholders – Consultation also took place with representatives from various City services, including:

- Transportation Services (Transportation Planning Service; Traffic Services)
- Planning, Infrastructure and Economic Development
- Emergency and Protective Services (By-law and Regulatory Services)
- Public Works and Environmental Services (Roads and Parking Services; Business and Technical Support Services)
- Corporate Finance Services
- Legal Services

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations in this Report related to the Municipal Parking Management Strategy and receiving the Governance Review Report.

The City has broad statutory legal authority in the *Municipal Act, 2001* to impose fees to recover costs related to services provided by the municipality. Sections 390 and 391 within Part XII of *Municipal Act, 2001* provides the statutory framework for Council to impose fees and charges to recover the City's costs related to services or activities provided, for use of its property, and property under its control. Subsection 391(3) provides that "The costs included in a fee or charge may included costs incurred by the municipality or local board related to the *administration, enforcement and the establishment, acquisition and replacement of capital assets.*" This means that there must be a reasonable connection between the fees charged and the cost of the services provided. In this instance, parking fees are imposed to recover costs related to the

services and objectives identified within the Municipal Parking Management Strategy.

RISK MANAGEMENT IMPLICATIONS

The risks have been identified and explained in the report and are being managed by the appropriate staff.

FINANCIAL IMPLICATIONS

The updates to the Funding Model of the MPMS will result in a total increase of \$1.1 million in operational expenditures and 3 FTEs, which is offset by an increase in parking fee revenue of \$1.1 million resulting from the change to the on-street rate. Based on Council's approval of the recommendations, this will be reflected in the 2020 Draft Operating Budget for Parking Services.

The \$20 million maximum amount in the Parking Reserve Fund will be determined using the latest year's actual year-end position.

ACCESSIBILITY IMPACTS

Staff will ensure that any applicable accessibility standards are adhered to during the execution of the projects and initiatives identified in this report. This will involve consulting with the appropriate staff within the City. A representative from the Accessibility Advisory Committee is a member of the Parking Stakeholder Consultation Group.

TERM OF COUNCIL PRIORITIES

SE1 – Improve the client experience through established service expectations

GP1 – Strengthen public engagement

GP2 – Advance management oversight through tools and processes that support accountability and transparency

SUPPORTING DOCUMENTATION *(Held on file with the City Clerk)*

Document 1 – Municipal Parking Management Strategy

Document 2 – Performance Measurement Program

Document 3 – Terms of Reference for the Local Area Parking Studies

Document 4 – Terms of Reference for the Parking Stakeholders Consultation Group

Document 5 – Implementation Plan

Document 6 – Consultant Report – Governance

DISPOSITION

Upon Council's approval of the report recommendations, the Public Works and Environmental Services Department, Parking Services will carry out the approved implementation plan.