



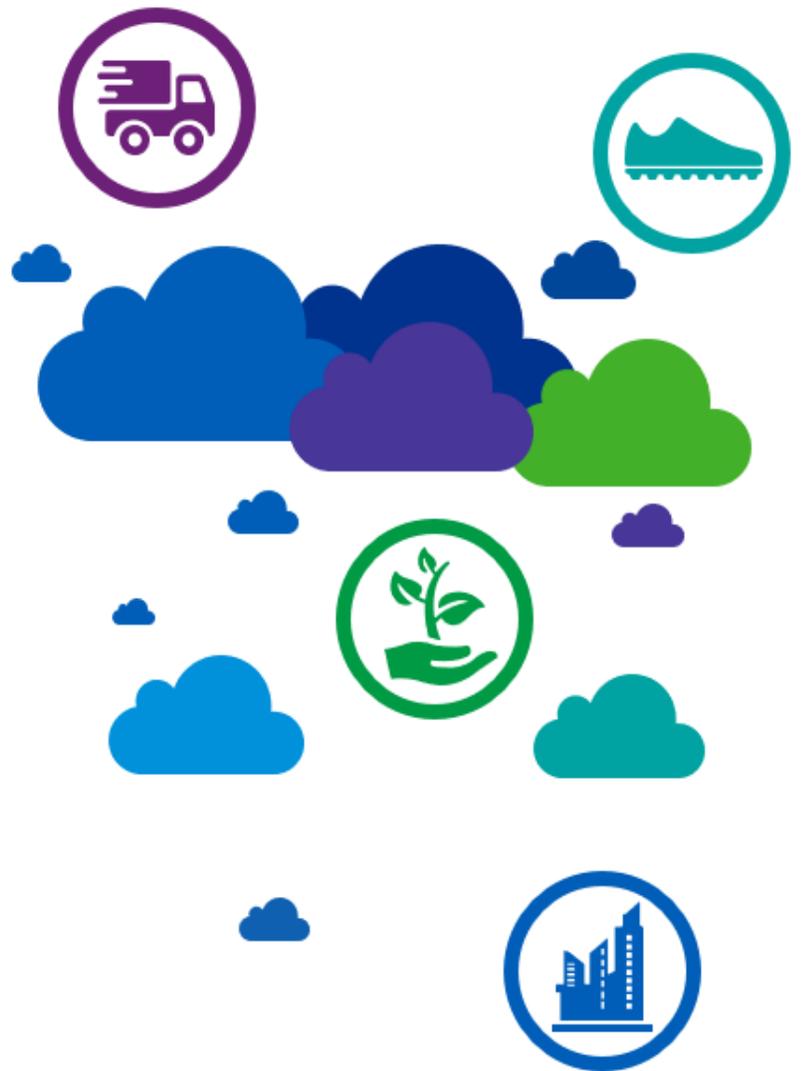
Reimagine Services

Business Case: Parking Fees
at Select Parks

CITY OF EDMONTON

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MAY, 2021



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Opportunity Summary

Parking in City parks and at City attractions is currently free of charge, with some parking lots subject to a time limit. Introducing paid parking into park spaces could generate new revenue for the City, help citizens recognize the cost of operating and maintaining park assets, and encourage the use of transit and active modes of transportation. Comparable jurisdictions have established paid parking at municipal parks and attraction sites; for example at Heritage Park (Calgary) and the Calgary Zoo, and Science World in Vancouver.

This opportunity would see the City charge for parking in some City parks and attractions, with the selection of viable parking lot locations that meet the following criteria:

- **Proximity to Transit.** Links to transit (within 400 metres) in the area makes it more likely that increasing fees will shift access away from cars and to alternative forms of transit.
- **Entry Fee.** Where there are attractions or facilities that currently charge an entry fee, introducing a parking charge is an additional cost for the attendees.
- **Use of Park Lots by Commuters.** Introducing paid parking may have the benefit of discouraging or reducing commuter parking in lots that are not intended for this purpose, and free up spaces for people using the immediate park or attraction as intended.
- **Cellular Connectivity.** In order to enable credit card machine or mobile payments, a cellular network is required. Some parking lots are in locations where connectivity issues have been identified, and may require testing and network infrastructure to support the service.
- **Parking Lot Development.** The City requires commercial parking lot operators to develop and maintain a specific standard for a lot in order to charge for parking. As a result, City stakeholders have suggested that where there are gravel or insufficiently developed parking lots, the City must complete construction prior to charging for parking.



Recommendation: Parking Fees at Select Parks

Based on analysis completed, **the City should consider implementing paid parking at the following lots that best meet the criteria for viability:**

- Emily Murphy Park
- Rafter's Landing
- Muttart Conservatory
- Fort Edmonton Park
- TELUS World of Science

The estimated potential net revenue potential for the City of charging for parking at the identified lots could exceed \$1 million over five years. This estimate is net of initial implementation costs associated with outfitting the parking lots with ePark machines, signage and other supporting infrastructure, and net of ongoing operating and maintenance costs.

While Hawrelak Park also meets the criteria, the park is being closed for major rehabilitation starting in 2023, and would not open until at the earliest, 2026. **Hawrelak Park should be considered as another potential site for paid parking once it has reopened.** The revenue potential from this parking lot has been included in financial analysis starting in 2026 (year five).

It is estimated that this opportunity could deliver potential cumulative proceeds between \$0.7 to \$2.9 million over five years and potential annual proceeds of approximately \$0.3 to \$1.0 million by year 5.

The City already charges for parking in locations throughout downtown and has existing processes and staff in place to support adding some new parking lots to its portfolio. However, the City would require an additional 0.5 FTE to manage Rafter's Landing, Muttart Conservatory and Hawrelak Park. This opportunity has the potential to generate new revenue for the City with minimal incremental costs. An initial capital investment would be required to set up the appropriate infrastructure in the lots, and up to three additional enforcement officers may be required through the City's existing enforcement contracts. Projected revenues generated as a result of this change could provide a return on investment within the first five years of implementation.

All park users who choose to drive to the identified parks and attractions may be impacted by this change. However, lower-income individuals and families may be disproportionately affected if some parking lots become unaffordable to them. While there are risks associated with negative public perception, potential mitigations to minimize some negative impacts on river valley park access would include the use of a two-hour free period for parking lot locations in the river valley area that are not associated with an attraction.

Research suggests that parking charges have a positive impact on transit and shared vehicle use, which furthers multiple City goals and long-term strategic objectives, such as: reducing car use, encouraging physical activity, reducing greenhouse gas emissions, and strengthening community vibrancy. The City currently collects more revenue from parking fines than it incurs in enforcing parking. The level of enforcement, both within the parks and in surrounding neighbourhoods that may be affected, could be optimized to balance compliance with cost recovery on enforcement.

Opportunity Background & Context

OPPORTUNITY AND CURRENT SITUATION

This opportunity explores the idea of charging fees for parking at some City parks and attractions. The City does not currently charge for parking at City parks, including those that serve some of the City's major attractions. Other jurisdictions, such as Calgary and Vancouver, do charge for some parking within parks and at their attractions.

CITY CONTEXT

Reducing car dependence is aligned with multiple City strategies and policies that aim to increase health, support transit use, and reduce greenhouse gas emissions. Paid parking in some parks aligns with the City Plan and the Breathe Strategic Plan, which both aim to reduce car dependence to improve the physical health of residents as well as the quality of the surrounding natural environment.

Table 1: Alignment to City Strategy

City Strategy	Relevant Objectives
Breathe Strategic Plan	<ul style="list-style-type: none">– Develop a sustainable funding model that responds to operating requirements, community capacity and local needs.– Adaptively manage changing trends in growth, demographics and preferences.
City Plan	<ul style="list-style-type: none">– Manage parking and curbside space as a strategic public asset (2.4.2.5).– Encourage a shift to transit and active transportation options (4.4.1.1).

Sources: City of Edmonton. Breathe Strategic Plan 2017 and City Plan 2020.

LEADING AND COMPARATIVE PRACTICES

Jurisdictional comparison research demonstrates that paid parking applies to many attractions in Calgary and Vancouver. Examples are outlined Table 2 on the following page.

Table 2: Comparator Parking Rates

Attraction or Park	Hourly Parking Rate	Daily Parking Rate	Other Notes
Calgary Zoo	\$1.75	\$12.00	Free for members
Calgary Heritage Park	N/A	\$8.00 (7 hours); \$3.00 evenings	Free for Escape Pass holders / members
Prince's Island Park Calgary	\$2.00 – 3.00 for 3 hours	N/A	3 hours maximum
Fort Calgary	\$3.00 for 2 hours	\$10.00 for 24 hours	N/A
Telus Spark Calgary	N/A	\$7.00	N/A
Science World Vancouver	\$4.25	\$16.50	N/A
Stanley Park Vancouver	\$3.70	\$14.00	N/A

Source: Derived using information from the City of Calgary and City of Vancouver websites.

Paid parking can generate significant revenues. For example, the Vancouver Park Board received approximately \$8.2 million in revenue from parking within its parks in 2019,¹ while Calgary Zoo's parking fees generated \$2.3 million in revenues in 2019.² The Calgary Zoo has indicated that paid parking has been successful for them and has not affected their attendance rates.

Some of these sites offer monthly parking passes (e.g., \$194.25 at Fort Calgary, and \$70.00 at the Calgary Zoo), which may be attractive to commuters. People using monthly parking are likely to use it on weekdays; hence monthly parking options can generate revenue from a resource that is underutilized (parking spaces that are empty during the week) without detracting from the attraction amenity.

ENVIRONMENTAL CONSIDERATIONS

Research suggests that adopting or increasing parking costs is associated with fewer car trips, shorter stays, and less single-person car use.³ Studies have suggested that shifting from free to priced parking can reduce single-person commuting by 10% to 30%, with concomitant increases in carpooling and transit use.⁴ The cost and suitability of alternatives, particularly transit services, affect how much car use is reduced.

Where paid parking has been implemented or expanded in other cities, a positive impact on the environment is typically expected, and is often a stated objective of the change. In support of the introduction of pay parking at Lynn Canyon (in the City of North Vancouver), it was noted that, "*pay parking is an effective Transportation Demand Management tool which will encourage alternative transportation modes to the personal motor vehicle and reduce carbon emissions*".⁵ When the City of Vancouver expanded its pay parking to Spanish Banks, bringing it into line with adjacent Park Board parking lots, it was expected to "*encourage residents to carpool or use greener forms of transport*."⁶

¹ Daily Hive (2020). Accessed April 2021 at <https://dailyhive.com/vancouver/stanley-park-closure-permanent-idea>

² Calgary Zoological Society. 2019 Financial Statements.

³ Victoria Transport Policy Institute, Transportation Elasticities (2018). Accessed February 2021 at <https://www.vtpi.org/tdm/tdm11.htm>

⁴ Victoria Transport Policy Institute, Transportation Elasticities (2018). Accessed February 2021 at <https://www.vtpi.org/tdm/tdm11.htm>

⁵ North Vancouver Council Workshop Agenda (2020).

⁶ Vancouver Parks Board. 2018 Draft Operating and Capital Budget.

Options

This opportunity would see the City charge for parking in some City parks and attractions, with the selection of viable lots according to the following criteria:

1. **Proximity to Transit.** Links to transit (within 400 meters) in the area makes it more likely that increasing fees will shift access away from cars and to alternative forms of transit.
2. **Entry Fee.** Where there are attractions or facilities that currently charge an entry fee, introducing a parking charge is an additional cost for the attendees.
3. **Use of Park Lots by Commuters.** Introducing paid parking may have the benefit of discouraging or reducing commuter parking in lots that are not intended for this purpose, and free up spaces for people using the immediate park or attraction as intended.
4. **Cellular Connectivity.** In order to enable credit card machine or mobile payments, a cellular network is required. Some parking lots are in locations where connectivity issues have been identified, and may require testing and network infrastructure to support the service.
5. **Parking Lot Development.** The City requires commercial parking lot operators to develop and maintain a specific standard for a lot in order to charge for parking. As a result, City stakeholders have suggested that where there are gravel or insufficiently developed parking lots, the City must complete construction prior to charging for parking.

In considering where paid parking could be introduced, three options were developed with the City, each consisting of a bundled set of lots. Each lot within each of the packages has been individually assessed against the criteria above. The following are the three proposed options, and the lots that were evaluated as part of each one.

- **Option 1: Implement paid parking at lots associated with major attractions.** This Option assesses the potential estimated cost and revenue impacts of implementing parking fees at several attractions that are well attended: Victoria Park Golf Course, TELUS World of Science, Fort Edmonton Park, Edmonton Valley Zoo and Muttart Conservatory.
- **Option 2: Implement paid parking in major River Valley parks.** This Option considers the potential estimated cost and revenue impacts of implementing paid parking in high-use, transit-accessible river valley parks, including: Hawrelak, Kinsmen, Goldbar, Emily Murphy, Terwillegar, Dawson, Victoria and Queen Elizabeth Parks, as well as Rafter's Landing and the Royal Glenora Overflow.
- **Option 3: Implement paid parking in all locations:** This Option assesses the estimated potential financial impact of the possible lots considered in Options 1 and 2.

OPTION 1: PAID PARKING AT MAJOR ATTRACTIONS

This option assesses potential benefits of implementing parking fees at several attractions that are well-attended. For these lots, there would be no initial free period, and they would require a payment of \$6 for the day to park in the lot. Table 3 evaluates the four city attractions against the five established criteria.

Table 3: Option 1 Parking Lot Assessment (Parking Lots by Attractions)

Option 1 Parking Lot Assessment (Parking Lots by Attractions)						
Parking Lot Name	Proximity to Transit (km)	Attraction or Facility Entry Fee	Proximity to Popular Destinations (km)	Cellular Connectivity	Parking Lot Developed	Viable Location
Victoria Park Golf Course	0.1 – 0.4 km	Yes	1.8 km walk to Jasper Ave / 109 street; transit to downtown	Requires testing	Yes	No – requires cellular network testing
TELUS World of Science	0.1 – 0.8 km	Yes	Not readily accessible	Sufficient for daily use	Yes	Yes – paid parking for similar attractions in comparable jurisdictions
Fort Edmonton Park	0.8 – 1.9 km	Yes	Not readily accessible	Sufficient for daily use	Yes	Yes – paid parking for similar attractions in comparable jurisdictions
Edmonton Valley Zoo	1.5 – 2.0 km (year-round) 0.5 km (ETS shuttle, July to September)	Yes	Not readily accessible	Requires testing	No	No – required cellular network testing and parking lot development
Muttart Conservatory	1.6 km (current proximity however starting in 2022, the LRT stop will be directly near the Muttart)	Yes	Future transit to downtown as a result of the future LRT stop in 2022	Sufficient for daily use	Yes	Yes – parking management strategy for future LRT stop

Source: Based on information from the City and secondary research.

OPTION 2: PAID PARKING IN MAJOR RIVER VALLEY PARKS

The second option assesses paid parking in major river valley parks where there is high use. For lots located in the river valley area, there would be an initial 2-hour free period, followed by a \$1.50 charge per hour. Table 4 evaluates these lots across the five key criteria.

Table 4: Option 2 Parking Lot Assessment (Parking Lots in Parks)

Option 2 Parking Lot Assessment (Parking Lots in Parks)						
Parking Lot Name	Proximity to Transit (km)	Attraction or Facility Entry Fee	Proximity to Popular Destinations (km)	Cellular Connectivity	Parking Lot Developed	Viable Location
Hawrelak Park	0.8 – 1.2 km	No	2.5 km walk to University of Alberta	Sufficient for daily use	Yes	Yes – starting in 2026; park is closing in 2023 for up to three years
Kinsmen Park	0.7 – 1.1 km	Yes (fees for sports centre, outdoor pool)	1.1 km walk to Legislature; ready transit to downtown, Whyte Avenue	Requires testing	Yes	No – requires cellular network testing
Goldbar Park	1 – 2 km	No	Not readily accessible	Requires testing	Yes	No – requires cellular network testing
Emily Murphy	0.2 – 0.4 km (to statue)	No	550m walk to University of Alberta	Sufficient for daily use	Yes	Yes – 2-hour time limit currently exists therefore a payment to extend beyond 2 hours may be seen as a benefit while also discouraging those using it for alternative purposes (e.g. U of A students)
Victoria Park	1.2 – 1.6 km	No	1.4 km walk to Legislature; transit to downtown	Requires testing	No	No – requires cellular network testing and parking lot development
Rafter's Landing	0.8 – 1.2 km	No	1 km walk to Jasper Ave and 101 St Close to future LRT station – could be used as park and ride	Sufficient for daily use	Yes	Yes – parking management strategy for future LRT stop

Option 2 Parking Lot Assessment (Parking Lots in Parks)						
Royal Glenora Overflow	1.2 – 1.6 km	No	1.1 km walk to Jasper Ave; transit to downtown	Requires testing	No	No – requires parking lot development
Terwillegar Park	1.0 km	No	Not readily proximate	Sufficient for daily use	No	No – requires parking lot development
Dawson Park	0.9 – 1.5 km	No	1.0 km walk to Jasper Ave; transit to downtown	Sufficient for daily use	Yes	No – not financially viable over the five-year period
Queen Elizabeth Park	0.8 km	No	Not readily proximate	Requires testing	Yes	No – not financially viable over the five-year period

Source: Based on information from the City and secondary research.

OPTION 3: PAID PARKING IN ALL LOCATIONS

Option 3 bundles lots at both City attractions and major river valley parks together and evaluates the viability of the opportunity as a package. This option may give the City the opportunity to select the most attractive lots at both location types and position themselves to run pilot projects for paid parking in select locations, while considering the development of select gravel lots for future.

Table 5 summarizes all of the lots deemed viable through the analysis of both Options 1 and 2, considered together as a bundled opportunity to optimize the City’s potential for new sources of revenue.

Table 5: Option 3 Parking Lot Assessment

Option 3 Parking Lot Assessment						
Parking Lot Name	Proximity to Transit (km)	Attraction or Facility Entry Fee	Proximity to Popular Destinations (km)	Cellular Connectivity	Parking Lot Developed	Viable Location
Emily Murphy	0.2 – 0.4 km 0.1 km (to statue)	No	550m walk to University of Alberta	Sufficient for daily use	Yes	Yes – 2-hour time limit currently exists therefore a payment to extend beyond 2 hours may be seen as a benefit while also discouraging those using it for alternative purposes (e.g. U of A students)
Fort Edmonton Park	0.8 – 1.9 km	Yes	Not readily accessible	Sufficient for daily use	Yes	Yes – paid parking for similar attractions in comparable jurisdictions

Option 3 Parking Lot Assessment						
TELUS World of Science	0.1 – 0.8 km	Yes	Not readily accessible	Sufficient for daily use	Yes	Yes – paid parking for similar attractions in comparable jurisdictions
Hawrelak Park	0.8 – 1.2 km	No	2.5 km walk to University of Alberta	Sufficient for daily use	Yes	Yes – starting in 2026; park is closing in 2023 for up to three years
Rafter's Landing	0.8 – 1.2 km	No	1 km walk to Jasper Ave and 101 St Close to future LRT station – could be used as park and ride	Sufficient for daily use	Yes	Yes – parking management strategy for future LRT stop
Muttart Conservatory	1.6 km (current proximity however starting in 2022, the LRT stop will be directly near the Muttart)	Yes	Future transit to downtown as a result of the future LRT stop in 2022	Sufficient for daily use	Yes	Yes – parking management strategy for future LRT stop

Source: Based on information from the City and secondary research.

Impact Assessment

SERVICE IMPACT

Paid parking may contribute to the reduced use of some park locations, and there may be offsetting increases in use of other locations. For example, introducing paid parking in Hawrelak Park may result in users parking in the Laurier Park or Buena Vista Park lots. Parking fees may also reduce the affordability of parks to some low-income users, which may lead citizens to park in free locations (such as City parks or adjacent neighbourhoods that would continue to have free parking), or use alternative modes of transportation such as transit, carpooling, cycling and walking. This may contribute to increased transit use but a reduction in overall car trips to the selected parking lots.

Partners who operate attractions such as the TELUS World of Science or Fort Edmonton Park may experience an increase in customer complaints or reduced attendance as a result of paid parking. This may contribute to the partners expressing interest in sharing the revenues generated, and the City may consider making adjustments to the grants given to partners as a way to address this impact. However, it is important to note that comparator organizations and paid parking lots in Calgary such as the Calgary Zoo suggested they did not experience significant decreases or negative impacts as a result of introducing paid parking.

DELIVERY IMPACT

The impact to delivery may be seen through increased requirements for parking infrastructure, operations and enforcement related to the new sites. These functions and roles are already performed by the City, and examples of the increased requirements include the following:

- New infrastructure (e.g., ePark machines and signs) in the selected parking lots.
- Maintenance and operating activities (e.g., collecting payments from machines and refilling receipts).
- Enforcement to promote compliance, operate Vehicle License Plate Recognition (VLPR), and monitor unanticipated impacts in adjacent neighbourhoods.

Overall, it is estimated that there will be a need for an additional 0.5 FTE required starting in 2022 to implement the increase in paid parking sites for Rafter's Landing, Emily Murphy and Hawrelak Park. There may also be an additional number of contracted enforcement officers required through the City's existing VLPR enforcement contract. It is estimated that up to three additional contracted officers may be required through this enforcement contract held under the Parking Services department. The resources under this contract would be added based on the number of additional patrol hours required. These enforcement officers would be required for the Hawrelak Park, Emily Murphy Park and Fort Edmonton Park lots. It is assumed that the cost to the City as a result of adding new contracted officers would be offset through the violation ticket revenue.

VIABILITY

Introducing paid parking in City parks and attractions appears to be a viable revenue opportunity. The City has already implemented paid parking and time-limited parking in other frequently visited areas throughout the City.

Two major constraints have been identified that affect the viability of specific locations within the City:

- **Cellular Connectivity.** In much of the River Valley, there are issues with sufficient cellular connectivity to support the collection of payments through a machine or a mobile app. The City has had previous discussions with cellular service

providers, and the investment to boost the cellular signal in the relevant River Valley areas could be substantial. The River Valley may not be a suitable location to install a large cell tower, and it may take additional time to identify the appropriate solution.

- **Parking Lot Development.** Many of the parking lots identified have not been fully developed into flat, asphalt lots with line markings or curb stops. The City mandates that commercial third-party parking lot providers must adhere to this standard prior to charging, and therefore staff have indicated they must hold themselves to the same standard.

GBA+ IMPACTS AND MITIGATIONS

This opportunity assumes that paid parking at river valley lots such as Hawrelak Park, Emily Murphy and Rafter's Landing would be introduced with an initial 2-hour free period. One of the other key criteria is that all selected sites are accessible to transit. Together, these two factors may mitigate impacts on future users. However, the change may still have negative impacts on some groups of people who are less able to substitute transit for private transport, as identified below:

- For those with multiple family members and/or no monthly pass, the cost of using transit would generally outweigh the proposed parking fees.
- Some people might have very low incomes and limited capacity to pay for transit, but have access to a car (for example, someone who has recently lost their job, a young person who uses a parent's car).
- Some find the accessibility of public transit challenging. This is likely to include those travelling with young children, and some older people. Those travelling with young children, for example, often need to carry supplies as well as bulky items such as strollers that it may not be practical to take on transit.
- The accessibility of a place by transit also relies on how close people live to a transit stop. House prices tend to be higher in areas with better transit access,⁷ meaning those who are most able to visit using transit are likely to be those with the greatest financial resources.

For these reasons, this opportunity may disproportionately affect people who have lower incomes. Low income groups in Edmonton are disproportionately made up of women, or people from racialized groups. Lone-parent families, particularly those that are female led, are also disproportionately represented among Edmontonian with low income.⁸ Parking fees could also impact seniors, and those with young children, who have additional barriers to using transit.

FINANCIAL IMPACTS

The financial analysis completed for this idea indicated that there are three viable parking lots for the City in the immediate term. It is estimated that this opportunity could deliver potential cumulative proceeds between \$0.7 to \$2.9 million over five years and potential annual proceeds of approximately \$0.3 to \$1.0 million by year 5.

A notice to reader, as well as a breakdown of financial estimates can be found in **Appendix B: Financial Projections**, which also outlines the assumptions made. "High" and "low" scenarios are presented in Table 6, based on different assumptions about the hourly or daily fee rate and usage of the lot.

⁷ City of Edmonton (2016). Accessed April 2021 at https://www.edmonton.ca/city_government/documents/RoadsTraffic/transit_strategy_land_use.pdf

⁸ Edmonton Social Planning Council. 'A profile of poverty in Edmonton', (2019). Accessed April 2021 at https://static1.squarespace.com/static/54eb5df3e4b0904aceb80bc4/t/5d42f623e7786a00011b40ae/1564669478712/PovertyProfile2019_FINAL-%5Bweb%5D.pdf

Table 6: Potential High and Low Scenarios

Option	Scenario Type	2022	2023	2024	2025	2026	Estimated Potential Five-Year Proceeds
Option 1: Major Attractions	High	\$71,000	\$472,000	\$482,000	\$493,000	\$501,000	\$2,019,000
	Low	\$(75,000)	\$177,000	\$180,000	\$185,000	\$185,000	\$652,000
Option 2: River Valley Parks	High	\$1,000	\$169,000	\$173,000	\$77,000	\$478,000	\$898,000
	Low	\$(59,000)	\$48,000	\$50,000	\$(48,000)	\$90,000	\$81,000
Option 3: All Locations	High	\$72,000	\$641,000	\$655,000	\$570,000	\$979,000	\$2,917,000
	Low	\$(134,000)	\$225,000	\$230,000	\$137,000	\$275,000	\$733,000

Source: Based on City data and assumptions outlined in Appendix B.

RISKS

Key risks associated with this opportunity relate to the potential for decreased attraction attendance, and the perception by citizens that parking should be covered through municipal taxes collected. These are described in Table 7. Additional risks and mitigations can be found in **Appendix C: Risk Analysis**.

Table 7: Key Risks and Mitigations

Potential Risk	Potential Mitigation
<p>Reduced Attendance at Attractions</p> <p>At large City attractions, such as the TELUS World of Science, there may be the potential for a reduction in attendance if some patrons are deterred by the incremental cost.</p>	<p>The probability of this risk occurring may be reduced through implementing paid parking on a trial basis, with a commitment to review in a set period (e.g., in 2 years). Changes to parking fee amounts or restrictions could be considered considering community acceptance, and the City's financial position, at that time.</p>
<p>Citizen Perception of Parking Fees</p> <p>Citizens may perceive the cost of parking to attend City parks or attractions as something that should be covered through their taxes and not as an additional fee.</p>	<p>The City may reduce this risk through public education and communication on the alignment of paid parking to City Plan and other City strategies or policies.</p>

Source: Prepared by KPMG.

Opportunity Assessment

OVERALL ASSESSMENT OF OPPORTUNITY AGAINST CRITERIA

The opportunity assessment of the option against the impact and implementation criteria is summarized in the table below, where green, grey, and red represent a positive, neutral, and negative impact respectively.

Table 8: Opportunity Assessment

Options	Impact					Implementation				
	Service	Delivery	GBA+	Financial	Risk	Estimated Potential Five-Year Net Benefit (Millions)	Time	Cost	Risk	Estimated Potential Implementation Cost (Millions)
Option 1: Major Attractions	●	●	●	●	●	\$1.3	●	●	●	\$0.2
Option 2: River Valley Parks	●	●	●	●	●	\$0.4	●	●	●	\$0.2
Option 3: All Locations	●	●	●	●	●	\$1.8	●	●	●	\$0.4

Source: Prepared by KPMG.

CONCLUSION AND RECOMMENDATION

The City should consider proceeding with **Option 3 and pursue paid parking in the parking lots identified in the below recommendation actions**. The analysis suggests the City is well placed to generate revenues from these parking lots within the next five years. *Note that the recommendation and associated modelling assumes that revenue from paid parking is not shared with attractions or partners.*

Recommended Action 1

Implement paid parking after a two-hour free period. A rate of \$3.00 per hour during the weekdays and \$1.50 per hour on weekends in Emily Murphy Park may be appropriate.

Emily Murphy currently has a two-hour time restriction implemented at some locations in the parking area. By adding in the option to pay for parking time above the existing limit, the City may extend access and offer citizens the option to pay to stay longer.

Paid parking may discourage University of Alberta students from overusing the lots and may free up additional spaces for park users.

Recommended Action 2

Implement paid parking at a daily flat rate of \$6.00 during the weekdays and \$1.50 per hour after two-hour free period on weekends at Rafter's Landing. Implement paid parking at a daily flat rate of \$6.00 during the weekdays at Muttart Conservatory.

The LRT near the Muttart Conservatory is anticipated to commence operating in early 2022. Implementing paid parking in this location contributes to a parking management strategy in the lots to address commuters parking in the area and catching the LRT into downtown or to various university campuses.

Recommended Action 3

Implement paid parking at a daily flat rate of \$6.00 at Fort Edmonton Park.

Paid parking in comparable amenities exists in other Albertan and Canadian municipalities and has not been associated with a reduction in attendance rates.

Recommended Action 4

Implement paid parking at a flat rate of \$6.00 at TELUS World of Science.

Paid parking at comparable amenities exists in other Albertan and Canadian municipalities researched and has not been associated with a reduction in attendance rates.

The City may need to consider preparing a parking strategy that would address the other lots located in the nearby Coronation Park, by potentially implementing a two-hour free parking limit or increased neighborhood patrol in the area. These are lots typically used by people accessing the surrounding sports fields, community league or fitness centers, and some TELUS World of Science attendees may consider parking in these lots and then walking over to avoid paying.

Recommended Action 5

Implement paid parking at \$1.50 per hour after a two-hour free period in Hawrelak Park, beginning in 2026.

Hawrelak Park is estimated to reopen in 2026 after a three-year rehabilitation period. The City could implement paid parking infrastructure during the rehabilitation, and it would be ready to collect revenues upon reopening.

Emily Murphy Park (a nearby lot) will also have had paid parking for the period leading up to this, which may increase acceptance should paid parking be implemented in Hawrelak Park.

Recommended Action 6

Complete cellular network testing for other potentially viable sites that are currently only considered to be not viable due to a lack of information regarding cellular strength.

This may provide the City with additional viable sites for paid parking where testing suggests the existing cellular connection is sufficient. Should the network require infrastructure additions in the area to improve, the City may then consider working with network providers on a solution prior to implementing paid parking.

Appendix A: GBA+ Assessment

EVALUATION SUMMARY

What is the overall GBA+ assessment?

This opportunity assumes that paid parking at river valley lots such as Hawrelak Park, Emily Murphy and Rafter's Landing would be introduced with an initial 2-hour free period. One of the other key criteria is that all selected sites are accessible to transit. Together, these two factors may mitigate impacts on future users. However, the change may have negative impacts on some groups of people who are less able to substitute transit for private transport, as identified below:

- For those with multiple family members and/or no monthly pass, the cost of using transit would generally outweigh the proposed parking cost.
- Some people might have very low incomes and limited capacity to pay for transit, but have access to a car (for example, someone who has recently lost their job, a young person who uses a parent's car).
- Some find the accessibility of public transit challenging. This is likely to include those travelling with young children, and some older people. Those travelling with young children, for example, often need to carry supplies as well as bulky items such as strollers that it may not be practical to take on transit.
- The accessibility of a place by transit also relies on how close people live to a transit stop. House prices tend to be higher in areas with better transit access, meaning those who are most able to visit using transit are likely to be those with the greatest financial resources.

For these reasons, this opportunity may disproportionately affect people who have lower incomes. Low income groups in Edmonton are disproportionately made up of women, or people from racialized groups. Lone-parent families, particularly those that are female led, are also disproportionately represented among Edmontonian with low income. Parking fees could also impact seniors, and those with young children, who have additional barriers to using transit.

What are the main groups that could be affected (including those with no vulnerabilities), and what impacts are noted?

The relatively small amount of the fee, and the initial 2-hour free period, mean that most people accessing the proposed park sites would not be affected by this change. However, due to the nature of all sites proposed, any additional charge will mostly affect families with younger children, with those from more vulnerable groups – such as female-led, lone-parent families, and families from racialized groups – most likely to be disadvantaged. It is noted that it is only a subset of these families who could be affected, specifically those who would normally drive to the site. If these people want to avoid paying the fee, they would need to park further away, or limit their use to the free period only. They could also avoid the parking fee by catching transit, but the cost of using transit (for those who don't have a monthly pass) would generally outweigh the proposed parking cost, and those in lower-income households are less likely to live near transit connections. Some people, particularly older people or those with physical mobility limitations, also may not find it practical to use public transit.

What do we know about the people who would be affected by this change?

-2. Very little known about them or their characteristics

-1. Some general idea of numbers or types of people affected

0. Good idea of overall numbers and some other aspects (e.g., time / nature of needs)

+1. Good information on the numbers of people affected and some key characteristics

+2. Good information on numbers, demographics groups, and contact lists (e.g., email / phone lists)

What impact would there be from this change on the staff members of the City or other agencies who may be from these groups?

No impacts are identified.

What equity measures could we use or implement to improve or positively mitigate impact for one or more of the groups identified?

Exempting people with physical disabilities (e.g., demonstrated by a disabled parking permit) from the parking charges would ensure that people who have a mobility limitation and who do drive, and those who care for such people, would not be affected by this change. Exempting school groups would also avoid any disincentive for schools to continue patronage of the sites.

How confident we are in the information we are basing our decisions on? What could we do to check or confirm our assumptions?

Visitor numbers for the above attractions are available, although there is no detailed information regarding gender, age or income status of visitors. Information on how people access the sites is also not available.

IMPACT OF THIS CHANGE ON PEOPLE BY KEY IDENTIFIED VULNERABILITIES

Consider how you would expect this change to affect people with various types of characteristics that may give rise to vulnerabilities:

Personal Characteristics	-2 Could create new barriers	-1 Could exacerbate existing barriers	0 Limited effect or impact unknown	+1 Could reduce existing barriers	+2 Substantially improved access
People who are not physically strong or confident in their movements		-1			
People with vulnerable people with them		-1			
People who currently have very limited or no income		-1			
People who may experience fear or distress due to threats or violence			0		
People with additional language or communication needs			0		
People who may find mainstream activities unwelcoming or not appropriate for their needs			0		
Total Score	-3 Could exacerbate existing barriers				

Appendix B: Financial Projections

NOTICE

The financial projections contained in this document provide future-oriented financial information. The projections are based on a set of circumstances and the City's assumptions as of April 2021. Significant assumptions are included in the document and must be read to interpret the information presented. Should events differ from the stated assumptions, actual results will differ from the financial projections and such differences may be material.

The financial information and assumptions contained herein has been prepared to assist readers in deciding whether or not to proceed with their own in-depth investigation and evaluation of the options presented, and does not purport to contain all the information readers may require. Readers should conduct their own investigation and analysis of the options.

KPMG accepts no responsibility or liability for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

FIVE-YEAR PROJECTIONS

Table 9 shows the five-year projections for each parking lot recommended through Option 3, broken down by year and with the projected total net proceeds or loss indicated.

Table 9: Five-Year Net Proceeds (Loss)

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
TELUS World of Science	\$3,000	\$111,000	\$113,000	\$116,000	\$119,000	\$462,000
Fort Edmonton Park	\$(6,000)	\$121,000	\$123,000	\$126,000	\$125,000	\$489,000
Muttart Conservatory	\$(6,000)	\$78,000	\$80,000	\$81,000	\$83,000	\$316,000
Hawrelak Park	-	-	-	\$(99,000)	\$152,000	\$53,000
Emily Murphy	\$(7,000)	\$88,000	\$89,000	\$91,000	\$94,000	\$355,000
Rafter's Landing	\$(25,000)	\$15,000	\$15,000	\$16,000	\$16,000	\$37,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$(41,000)	\$413,000	\$420,000	\$331,000	\$589,000	\$1,712,000

Source: Based on City data and outlined assumptions.

HIGH AND LOW SCENARIOS

Two scenarios are presented for each option in order to demonstrate the range of potential financial benefits – a “high” (more positive) scenario and a “low” (more negative) scenario. These scenarios make different assumptions about key variables, as indicated.

OPTION 1 – HIGH

A high scenario for Option 1 increases the daily rate to \$7.00 and increases overall usage of the lot by 5%. Table 10 shows the total projected proceeds.

Table 10: Option 1 Potential High Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
TELUS World of Science	\$34,000	\$174,000	\$177,000	\$182,000	\$186,000	\$753,000
Fort Edmonton Park	\$28,000	\$190,000	\$194,000	\$198,000	\$199,000	\$809,000
Muttart Conservatory	\$9,000	\$108,000	\$111,000	\$113,000	\$116,000	\$457,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$71,000	\$472,000	\$482,000	\$493,000	\$501,000	\$2,019,000

Source: Based on City data and outlined assumptions.

OPTION 1 – LOW

A low scenario for Option 1 decreases the daily rate to \$5.00 and decreases overall usage of the lots by 5%. Table 11 shows the total projected proceeds.

Table 11: Option 1 Potential Low Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
TELUS World of Science	\$(22,000)	\$60,000	\$61,000	\$63,000	\$64,000	\$226,000
Fort Edmonton Park	\$(34,000)	\$65,000	\$66,000	\$68,000	\$66,000	\$231,000
Muttart Conservatory	\$(19,000)	\$52,000	\$53,000	\$54,000	\$55,000	\$195,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$(75,000)	\$177,000	\$180,000	\$185,000	\$185,000	\$652,000

Source: Based on City data and outlined assumptions.

OPTION 2 – HIGH

A high scenario for Option 2 increases the hourly rate to \$2.00 for Hawrelak Park and weekends at Emily Murphy and Rafter’s Landing. The daily rate during the weekday at Rafter’s Landing would increase to \$7.00, and the weekday hourly rate at Emily Murphy would increase to \$4.00 per hour. Overall usage of the lots would increase by 5%. Table 12 shows the total projected proceeds.

Table 12: Option 2 Potential High Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
Hawrelak Park	-	-	-	\$(99,000)	\$297,000	\$198,000
Emily Murphy	\$21,000	\$145,000	\$148,000	\$151,000	\$155,000	\$620,000
Rafter’s Landing	\$(20,000)	\$24,000	\$25,000	\$25,000	\$26,000	\$80,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$1,000	\$169,000	\$173,000	\$77,000	\$478,000	\$898,000

Source: Based on City data and outlined assumptions.

OPTION 2 – LOW

A low scenario for Option 2 decreases the hourly rate to \$1.00 for Hawrelak Park and weekends at Emily Murphy and Rafter’s Landing. The daily rate during the weekday at Rafter’s Landing would decrease to \$5.00, and the weekday hourly rate at Emily Murphy would decrease to \$2.00 per hour. Overall usage of the lots would decrease by 5%. Table 13 shows the total projected proceeds.

Table 13: Option 2 Potential Low Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
Hawrelak Park	-	-	-	\$(99,000)	\$38,000	\$(61,000)
Emily Murphy	\$(30,000)	\$41,000	\$42,000	\$43,000	\$44,000	\$140,000
Rafter’s Landing	\$(29,000)	\$7,000	\$8,000	\$8,000	\$8,000	\$2,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$(59,000)	\$48,000	\$50,000	\$(48,000)	\$90,000	\$81,000

Source: Based on City data and outlined assumptions.

OPTION 3 – HIGH

A high scenario for Option 3 increases the daily rate to \$7.00 for TELUS World of Science, Fort Edmonton Park and Muttart Conservatory. In addition, the hourly rate is increased to \$2.00 for Hawrelak Park and weekends at Emily Murphy and Rafter's Landing. The daily rate during the weekday at Rafter's Landing would increase to \$7.00, and the weekday hourly rate at Emily Murphy would increase to \$4.00 per hour. Overall usage across all lots would increase by 5%. Table 14 shows the total projected proceeds.

Table 14: Option 3 Potential High Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
TELUS World of Science	\$34,000	\$174,000	\$177,000	\$182,000	\$186,000	\$753,000
Fort Edmonton Park	\$28,000	\$190,000	\$194,000	\$198,000	\$199,000	\$809,000
Muttart Conservatory	\$9,000	\$108,000	\$111,000	\$113,000	\$116,000	\$457,000
Hawrelak Park	-	-	-	\$(99,000)	\$297,000	\$198,000
Emily Murphy	\$21,000	\$145,000	\$148,000	\$151,000	\$155,000	\$620,000
Rafter's Landing	\$(20,000)	\$24,000	\$25,000	\$25,000	\$26,000	\$80,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$72,000	\$641,000	\$655,000	\$570,000	\$979,000	\$2,917,000

Source: Based on City data and outlined assumptions.

OPTION 3 – LOW

A low scenario for Option 3 decreases the daily rate to \$5.00 for TELUS World of Science, Fort Edmonton Park and Muttart Conservatory. In addition, the hourly rate is decreased to \$1.00 for Hawrelak Park and weekends at Emily Murphy and Rafter's Landing. The daily rate during the weekday at Rafter's Landing would decrease to \$5.00, and the weekday hourly rate at Emily Murphy would decrease to \$2.00 per hour. Overall usage across all lots would decrease by 5%. Table 15 shows the total projected proceeds.

Table 15: Option 3 Potential Low Scenario

Attraction / Park	2022	2023	2024	2025	2026	Estimated Potential Total Net Proceeds (Loss)
TELUS World of Science	\$(22,000)	\$60,000	\$61,000	\$63,000	\$64,000	\$226,000
Fort Edmonton Park	\$(34,000)	\$65,000	\$66,000	\$68,000	\$66,000	\$231,000
Muttart Conservatory	\$(19,000)	\$52,000	\$53,000	\$54,000	\$55,000	\$195,000
Hawrelak Park	-	-	-	\$(99,000)	\$38,000	\$(61,000)
Emily Murphy	\$(30,000)	\$41,000	\$42,000	\$43,000	\$44,000	\$140,000
Rafter's Landing	\$(29,000)	\$7,000	\$8,000	\$8,000	\$8,000	\$2,000
Estimated Potential Total Annual Net Proceeds (Loss)	\$(134,000)	\$225,000	\$230,000	\$137,000	\$275,000	\$733,000

Source: Based on City data and outlined assumptions.

SIGNIFICANT ASSUMPTIONS

COMMON ASSUMPTIONS

1. Locations within River Valley Parks would have an initial free period of 2 hours before requiring payment.
2. Payment in Hawrelak Park would be \$1.50 per hour for vehicles that stay beyond the two-hour free period.
3. Payment in Emily Murphy Park would be \$3.00 per hour beyond the two-hour free period on weekdays and \$1.50 per hour for vehicles beyond the two-hour free period on weekends.
4. Payment in Rafter's Landing would be a \$6.00 daily rate on weekdays to address commuters using the future LRT stop, and \$1.50 per hour for vehicles beyond the two-hour free period on weekends.
5. City attraction locations (e.g., Muttart Conservatory, TELUS World of Science and Fort Edmonton Park) would not have an initial free period and would require a payment of \$6 for the day.
6. Parking revenue and parking management expenses have been calculated based on there being two transactions per stall in a day during the winter months and three transactions per stall in a day during the summer months.
7. Seasonality has been factored in and split out based on Summer (April to September) and Winter (October to March), based on usage trends in parks picking up starting in April and winding down in October.

8. Seasonal and day of the week usage assumptions on the number of stalls used have been applied as follows:

Attraction / Park	Summer Weekday	Summer Weekend	Winter Weekday	Winter Weekend
Hawrelak Park	30%	60%	10%	15%
Emily Murphy Park	20%	50%	50%	10%
Rafter's Landing	50%	20%	50%	10%
Muttart Conservatory	50%	20%	50%	10%
TELUS World of Science	15%	50%	5%	25%
Fort Edmonton Park	15%	50%	5%	10%

9. ePark machines would be leased at \$250 per machine per month. They would not be owned by the City and are calculated as an ongoing operational cost rather than capital. The selected lots would have the following number of machines:

	Hawrelak Park	Emily Murphy Park	Rafter's Landing	Muttart Conservatory	TELUS World of Science	Fort Edmonton Park
No. of ePark Machines	12	3	2	3	2	3

10. Operational enforcement costs (e.g., neighborhood patrol, cost of distributing violation tickets, etc.) have been assumed to be offset through violation ticket revenue in the City through a whole City / corporate view of ongoing enforcement costs and revenues. The capital costs of any enforcement vehicles or cameras are not offset by violation ticket revenue and have been included in the implementation costs where applicable.

11. Debit and credit card transactions have a 3% processing fee applied to them that the City would need to pay for.

12. The implementation cost at each site includes the following:

- a) ePark Machine Base at \$2,450 one-time per ePark machine installed.
- b) ePark Machine Bollards at \$400 one-time per bollard, and two bollards per ePark machine are installed.
- c) Signage costs ranging from \$255 to \$390 per sign depending on the signage required in the lot.
- d) In and out camera enforcement includes a one-time setup fee of \$10,000 and individual one-time camera cost of \$1,250. In and out camera enforcement is used at select locations based on the configuration of the lot.
- e) VLPR enforcement vehicle is a one-time cost of \$68,000 to patrol the lots without in and out camera enforcement.

13. Ongoing maintenance and operation costs include VLPR contract officers and patrol vehicles for lots without in and out camera enforcement, parking management costs, physical and mailed violation ticket costs, camera maintenance, and ePark maintenance.

14. The City will need to hire a Clerk II position at 0.5 FTE with a salary of \$51,770, and training and benefits of 30% of the salary.

15. As a result of this opportunity, the City may see the following changes to FTEs:

	Estimated Changes in Regular Employees (FTEs)	Estimated Changes in Temporary Employees (FTEs)	Estimated Potential Reductions in Employees (FTEs)
Estimated Reductions	N/A	N/A	N/A
Estimated Additions	0.5 FTE	N/A	N/A
Estimated Net Impact	+0.5 FTE	N/A	N/A

Source: Based on City data and outlined assumptions.

16. Inflation is adjusted for in each year at the following rates. Inflation assumes that at a point over the five-year period there would be an increase in the hourly and daily parking rates.

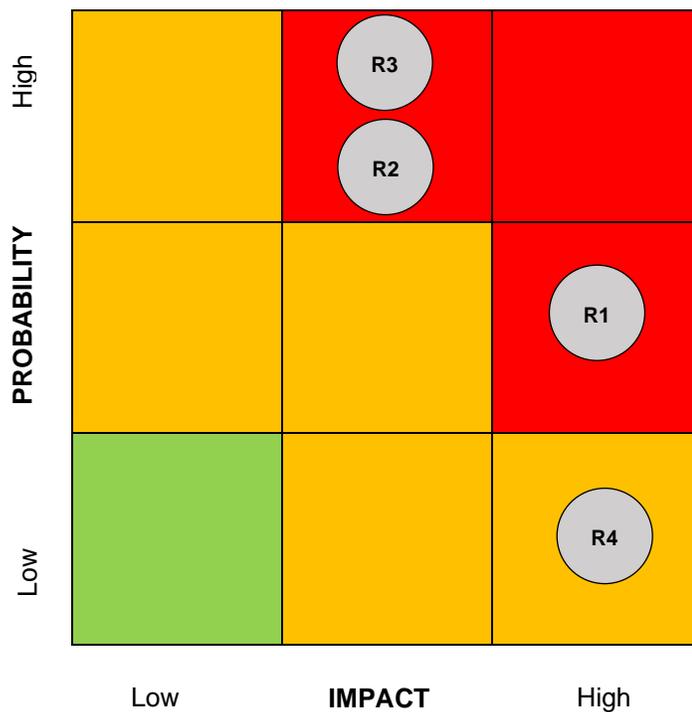
	2022	2023	2024	2025	2026
Inflation Rate (%)	1.7%	1.9%	2.1%	2.5%	2.5%

Appendix C: Risk Analysis

RISK ASSESSMENT

Pursuing paid parking in some attraction and river valley park lots comes with a medium to high degree of financial, reputation and compliance risk.

Figure 1: Risk Matrix



RISK ASSESSMENT AND MITIGATIONS

The table below outlines the risks and mitigation strategies that have been identified for this opportunity.

Table 16: Risk Register

Risk	Relevant Categories	Highest Rating	Mitigation	Residual Risk
R1. Reduced Attendance at Attractions	Financial	Financial Impact: High Probability: Medium	The probability of this risk occurring may be reduced through implementing on a trial basis, with a commitment to review in a set period (e.g., in 2 years). Changes to	Financial Impact: Medium Probability: Medium Overall: Medium

Risk	Relevant Categories	Highest Rating	Mitigation	Residual Risk
may be the potential for a reduction in attendance if some patrons are deterred by the incremental cost.		Overall: High	parking fee amounts or restrictions could be considered in light of community acceptance, and the City's financial position, at that time.	
R2. Citizen Perception of Parking Fees Citizens may perceive the cost of parking to attend City parks or attractions as something that should be covered through their taxes and not as an additional fee.	Reputation	Reputation Impact: Medium Probability: High Overall: Medium	The City may reduce this risk through public education and communication on the alignment of paid parking to City Plan and other City strategies or policies.	Reputation Impact: Medium Probability: Medium Overall: Medium
R3. Use of Neighbourhoods for Parking Where parking lot locations are in close proximity to neighbourhood areas (e.g. Rafter's Landing or Emily Murphy Park), there is a risk that commuters will use neighbourhood spaces to park rather than pay.	Legal / Compliance	Legal / Compliance Impact: Medium Probability: High Overall: High	The impact of this risk occurring may be reduced if the City implements parking restriction signs in neighboring areas or increases enforcement patrol in neighbourhoods during the initial implementation.	Legal / Compliance Impact: Medium Probability: Medium Overall: Medium
R4. Lower Usage Than Expected Parking lot usage may not be as high as projected and the City may not recover the implementation costs at some lots.	Financial	Financial Impact: High Probability: Low Overall: Medium	The City may consider using a staged implementation approach and rolling out paid parking in some, but not all, of the sites, to ascertain actual revenues against projections.	Financial Impact: Low Probability: Low Overall: Medium

Source: Prepared by KPMG.



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The information that was used in this document was determined to be appropriate to support the analysis. Notwithstanding that determination, it is possible that the findings contained could change based on new or more complete information. All calculations or analysis included or referred to and, if considered necessary, may be reviewed and conclusions changed in light of any information existing at the document date which becomes known after that date.

Analysis contained in this document includes financial projections. The projections are based on assumptions and data provided by the City. Significant assumptions are included in the document and must be read to interpret the information presented. As with any future-oriented financial information, projections will differ from actual results and such differences may be material. No responsibility is accepted for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

Actual results achieved as a result of implementing recommendations in this report are dependent upon, in part, on the City decisions and actions. The City is solely responsible for its decisions to implement any recommendations and for considering their impacts and risks. Implementation will require the City to plan and test any changes to ensure that the City will realize satisfactory results.

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