



KING COUNTY AUDITOR'S OFFICE

County Parking: Opportunities for Revenue, Climate Impact



King County

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EXECUTIVE SUMMARY: The Facilities Management Division (FMD) did not collect about \$900,000 in potential parking revenue over the 2017-18 biennium. Gaps in policies and procedures, poor data quality, and staff turnover led to inconsistent practices with financial costs for the agency and general fund. Meanwhile, divided responsibility for transportation-related climate goals reduced the impact of FMD's sustainable parking options. We recommend that FMD create and enact parking-related policies and procedures, charge rates that are compliant with county code, regularly monitor accurate data, and partner with other agencies to help reach county goals related to best-run government and climate change.

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REPORT HIGHLIGHTS

What We Found

The Facilities Management Division (FMD) did not collect about \$900,000 in potential parking revenue over the 2017-18 biennium. We found inconsistencies in how FMD bills agencies and individuals for parking and high vacancy rates at one garage. We also found that FMD does not have accurate data for who has access to restricted garages, limiting its ability to enforce payment and ensure secure access.

FMD does not regularly monitor or promote discounts and equipment that incentivize ridesharing and clean technology, reducing the impact of sustainable parking options. We found that FMD offers reduced monthly parking rates for carpools and electric vehicles, and has installed electric vehicle charging stations, but does not regularly monitor or promote their use.

What We Recommend

We recommend that FMD create and enact parking-related policies and procedures, charge rates that are compliant with county code, and regularly maintain and monitor accurate data to facilitate parking enforcement and proper payment. We also recommend that FMD create and enact policies to define eligibility for electric vehicle discounts, monitor and recertify carpools, and work with other agencies to promote the use of sustainable parking options to contribute to county goals to reduce greenhouse gases.

Why This Audit Is Important

Over the 2017-18 biennium, FMD expects to contribute \$4.8 million of its \$9 million in projected parking revenues to the general fund. FMD-managed garages provide parking for county vehicles and public and employee access to county services and worksites. Because parking facilities have financial and environmental costs, King County has a policy of no free parking. FMD contributes to county climate goals by maintaining electric vehicle charging stations and offering reduced parking rates for people who carpool and to those who drive electric cars. Revenues generated by parking fees go toward the operation and maintenance of parking facilities and to support general fund agencies.

Estimated foregone revenue, 2017-18

Reason	Amount
Improper rate	\$400,000 – \$420,000
Empty stalls	\$190,000
Not billed	\$290,000
Total	\$880,000 – \$900,000

Source: King County Auditor's Office

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Inconsistencies Lead to Foregone Revenue

SECTION SUMMARY

Inconsistencies in how the Facilities Management Division bills for and manages county parking facilities cost the County approximately \$900,000 in foregone revenue over the 2017-18 biennium. We found that Facilities Management Division (FMD) did not comply with King County Code (KCC) 3.32 (see Appendix) requiring employees to pay the public rate for hourly parking and that FMD charges some agencies less for parking than the code requires. Moreover, in the Chinook Building's restricted garage, nearly 30 percent of available stalls are regularly empty. FMD lacks accurate data on garage access in its two restricted garages, complicating efforts to enforce parking payment and security. We recommend that FMD create and enact parking-related policies and procedures, charge rates compliant with county code, and use complete and accurate data to ensure there are no exemptions from parking fees.

FMD manages four garages with variable parking rates

Facilities Management Division's Planning and Administrative Section manages four county-owned parking garages in downtown Seattle. King County Code governs the operation of these revenue-generating garages. Shown in Exhibit B, these facilities include two restricted-access garages—Chinook and King County Correctional Facility (KCCF)—and two public access garages—Goat Hill and King Street Center (KSC). As per county code, FMD charges differential rates for parking based on whether parking stalls are reserved, i.e., designated for a specific group of parkers, or whether parkers are carpooling, driving electric vehicles, or have state-issued disability identification (see Exhibit A).

EXHIBIT A:

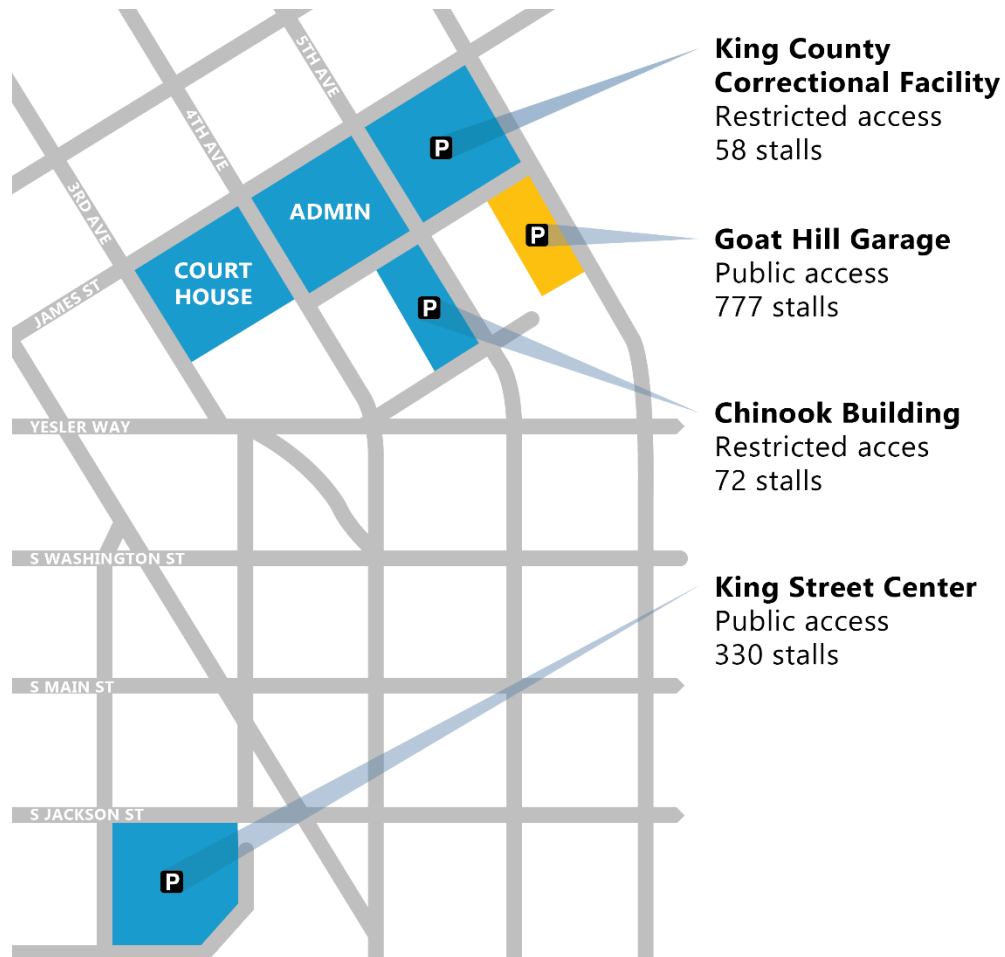
County code sets differential parking rates by type

Parking Type	Monthly Rate
Reserved	\$385
Unreserved	\$300
Electric car	\$210
Carpool	\$210
Disability placard	\$150

Source: King County Auditor's Office

EXHIBIT B:

FMD manages four revenue-generating garages in downtown Seattle



Source: King County Auditor's Office

Parking operations guided by past practice

Past practice rather than clear business processes guide Facilities Management Division parking operations, leading to inconsistencies in billing and management. Without a complete parking operations manual or administrative rules, the Planning and Administrative Section (formerly the Operations Section) relies on past practice to guide daily tasks. This is a problem with financial implications because operations have changed significantly in the past few years and turnover among finance staff has stalled billing operations. Recent changes in parking operations include FMD taking over management of King Street Center in June 2017, the creation of a parking manager position in early 2017, and the County's designation of a separate Parking Facilities Fund in the 2015-16 biennial budget. The Department of Executive Services, which manages FMD, directed the division to document its business processes by 2020. FMD has started work on this documentation but has not set a date for completion.

Recommendation 1

Facilities Management Division should document standard operating procedures and use them to guide parking operations.

Lack of clear process has financial cost

Facilities Management Division bills parking customers inconsistently, leading to foregone revenues. In this section, we detail areas where there are sizeable differences between expected revenues and FMD's billed parking fees. An overview of the reasons for foregone revenue and their corresponding cost is shown in Exhibit C, below. As noted in the exhibit, not all foregone revenue we identified would result in additional general fund dollars since some parking fees would come from inter-agency transfers from general fund agencies.

EXHIBIT C: We quantified potential foregone revenue in several areas for the 2017–18 biennium

Reason	Amount
Reduced hourly rates	\$160,000 – \$180,000
Reduced reserved area rates	\$100,000
Reduced reserved stall rates	\$140,000
Chinook vacant stalls	\$190,000
Occupied stalls not billed	\$290,000
Total	\$880,000 – \$900,000

Note: Not all of this revenue would be additional general fund revenue since some of it would come from inter-agency transfers, including among general fund agencies. If new revenue was collected due to changes to hourly rates and Chinook occupancy, we estimate that up to \$370,000 of this would be additional revenue to the general fund. The amount of new revenue collected will depend on parking demand and how the recommendations made in this report are implemented.

Source: King County Auditor's Office

FMD bills county staff less than code requires for hourly parking

Facilities Management Division charges county employees less than the public for hourly parking, a practice that is inconsistent with code and has resulted in up to \$180,000 in foregone revenue over the 2017-18 biennium.¹ Instead, FMD uses the maximum daily rate to prorate hourly parking, resulting in a discount of about 30 percent on most prices (see Exhibit D). Hourly parking is available in both Goat Hill and KSC, but the majority of hourly revenue comes from Goat Hill, which has more stalls and is closer to the King County Courthouse and Administration Building. County code requires employees to pay public parking rates up to a maximum of \$20 per day.²

County code does not set hourly parking rates, allowing them to fluctuate to reflect market prices. However, code stipulates that county employees who park for less than a full day pay the same hourly rates as the public.³ By setting parking rates based on the market, the County provides an incentive for staff who work downtown to commute using public transit. This is consistent with the County's policy of giving employees a free transit pass and the County's Strategic Climate Action Plan (SCAP), which aims to reduce greenhouse gas emissions in part by facilitating the use of sustainable transportation options.

EXHIBIT D: FMD bills county employees less for hourly parking than code requires

Hours	Public Capped Rate (Code)	Current Employee Rate	Difference
0–½	\$6	\$4	-33%
½–1	\$10	\$7	-30%
1–1½	\$12	\$8	-33%
1½–2	\$16	\$11	-31%
2–3	\$18	\$12	-33%
3–4	\$20	\$14	-30%
4–5	\$20	\$15	-25%
5–6	\$20	\$16	-20%
6–7	\$20	\$19	-5%
7–24	\$20	\$20	-0%

Note: As stipulated in KCC 3.32.045, county employees should pay the Public Capped Rate, which is the same rate that the public pays up to a maximum of \$20 per day. The Current Employee Rate is the amount that FMD currently charges county employees, which is prorated based on the daily maximum rate.

Source: King County Auditor's Office

¹ To calculate foregone revenue we multiplied the difference between current rates and code-defined rates by the number of transactions at each rate. This estimate assumes the same level of demand for hourly parking among county employees.

² See KCC 3.32.045. FMD and its parking operators set public rates based on market rates. The County negotiates a daily maximum parking rate for employees with labor representatives. Otherwise, hourly parking rates are subject to change.

³ See Appendix 1 for relevant county code on parking.

Recommendation 2

Facilities Management Division should comply with county code by charging county employees the lesser of either the public rate or the daily maximum rate for hourly parking.

FMD charges different rates for similar products

Facilities Management Division charges unreserved parking rates in a reserved area of Goat Hill, resulting in more than \$100,000 in foregone revenue over the 2017-18 biennium.⁴ The Sheriff's Criminal Investigations Division (CID) pays FMD the unreserved rate of \$300 per stall per month to park in a gated area in the basement of Goat Hill. The CID area borders an ungated reserved area where county employees pay \$85 more per month to park (see Exhibit E). FMD also charges \$385 per stall in KCCF and Chinook, which are restricted access garages. County code establishes reserved and unreserved parking rates and grants FMD authority to decide which areas are reserved.

⁴ To calculate foregone revenue, we multiplied the difference between the reserved and unreserved rate (\$85) by the number of months in the biennium (24) and the number of CID personnel parking in the area (52) for the high end of the range and the number of stalls in the CID area (41) for the low end.

EXHIBIT E: FMD charges less for a gated reserved area than for an ungated area next to it



Source: King County Auditor's Office

Inconsistencies in how Facilities Management Division bills for reserved parking stalls in Goat Hill and KSC resulted in \$140,000 in foregone revenue over the 2017-18 biennium.⁵ In both garages, FMD charges Fleet Motor Pool the \$300 unreserved rate for stalls with signs designating them for Fleet Administration vehicles. Some stalls in Goat Hill have signs that designate not only fleet vehicles but also specific vehicle ID numbers (see Exhibit F). In contrast, FMD charges employees \$385 to park in one of a number of stalls generically marked "reserved." Because FMD does not have policies on how it designates reserved parking areas and stalls, it is unclear whether FMD's differential billing rates are appropriate.

⁵ To calculate foregone revenue we multiplied the difference between the reserved and unreserved rate (\$85) by the number of months in the biennium (24 months for Goat Hill and 19 months for KSC, which the County took ownership of in June 2017) and the number of reserved stalls for Fleet Administration vehicles in both garages (41 in Goat Hill and 25 in KSC).

EXHIBIT F: FMD charges less for stalls reserved for fleet vehicles than for employees



Source: King County Auditor's Office

FMD restricts access to Chinook, leaving the garage 29 percent vacant

Facilities Management Division restricts parking access at Chinook garage to elected officials and oversized vehicles, leading to vacancies that cost \$190,000 in foregone revenue over the 2017-18 biennium.⁶ More than 20 of Chinook's 72 parking stalls are empty, a vacancy rate of 29 percent. In comparison, Goat Hill, a public access lot, is managed to maintain a vacancy rate of six percent. FMD does not have an occupancy target for Chinook, but by restricting garage access, FMD reduces its ability to increase garage occupancy.

Under county code, FMD has the authority to identify which county employees are eligible for reserved parking. FMD cited past practice and security concerns, mainly related to the safety of elected officials, as reasons why access to Chinook is restricted to elected officials and oversized vehicles. Meanwhile, it allows non-oversized vehicles and non-elected staff to park in Chinook on a case-by-case basis. Because FMD does not have policies on how it designates reserved parking areas and stalls or how it designates staff eligible for reserved parking, it is unclear whether current restrictions on parking eligibility at Chinook are efficient and effective.

⁶ To calculate foregone revenue, we multiplied the reserved rate (\$385) charged at Chinook for all stalls by the number of vacant stalls, as of July 2018, by the number of months in the biennium.

Recommendation 3

Facilities Management Division should comply with county code by creating and implementing policies that define reserved parking and charge all agencies and individuals according to that policy.

Recommendation 4

Facilities Management Division should establish parking occupancy targets at all revenue-generating garages and develop strategies to achieve, monitor, and evaluate those targets.

Recommendation 5

Facilities Management Division should comply with county code by creating and implementing policies that define positions eligible for reserved parking.

FMD is not billing DAJD for all the stalls it uses

Facilities Management Division does not bill the Department of Juvenile and Adult Detention for all of the stalls staff use at the King County Correctional Facility, leading to \$290,000 in foregone revenue over the 2017-18 biennium.⁷ A review of billing information for each of the stalls in KCCF shows no records of payment for 31 stalls designated to captains, sergeants, and corrections officers working at the jail. Under Article 8, Section 8 of the labor agreement between the King County Corrections Guild and the Department of Juvenile and Adult Detention (DAJD), corrections officers receive free parking. FMD charges DAJD for county-owned vehicles parked in KCCF but not for corrections officers with free parking. Under county code, there are no exemptions from parking fees and agencies must pay for parking privileges they offer their employees.⁸

⁷ To calculate foregone revenue, we multiplied the reserved rate (\$385) charged at KCCF by the number of stalls that are occupied by DAJD staff but have no record of payment (31) by the number of months in the biennium.

⁸ No exemptions from parking fees are stipulated by KCC 3.32.030. Agencies are required to pay the county employee rate to cover parking for employees parking for business convenience under KCC 3.32.020(A).

FMD does not track who has access to restricted garages

Facilities Management Division does not keep accurate records of the garage access fobs issued to parking clients, making it difficult to enforce payment and security. Both the Planning and Administrative and ID Access sections of FMD share responsibility for garage access, with the former processing applications and billing and the latter issuing garage access fobs (i.e., garage door openers) for gated areas of Chinook and Goat Hill. Both sections keep their own lists of clients, assigned stalls, and fob identification numbers. By comparing the lists, we found missing and inconsistent data indicating that a number of clients either had garage access without paying for parking or had paid for a single stall but received more than one fob.

FMD said it issued more than one fob for some county-owned vehicles so that drivers and maintenance staff could access the garage, but not all vehicles with more than one fob were county-owned. In a restricted access garage controlled in part to maintain security, an important way to prevent and detect security breaches is to have accurate data on who has garage access.

Controlling the number of fobs issued at one per stall would help ensure that parkers do not resell garage access. While FMD is required by code to have enforcement procedures and to prohibit the resale of parking stall assignments, it has not developed policies to this effect.

Recommendation 6

Facilities Management Division should comply with county code by creating and implementing monitoring and enforcement policies to ensure that there are no exemptions from parking fees, including for staff with agency-paid parking.

Recommendation 7

Facilities Management Division should maintain complete and accurate records of issued garage access fobs and document reasons for any irregularities.

Recommendation 8

Facilities Management Division should comply with county code by creating and implementing policies to prohibit the resale of parking stall assignments.



Parking Policies Could Enhance Climate Impact

SECTION SUMMARY

Facilities Management Division does not regularly monitor or promote discounts and equipment that incentivize ridesharing and clean technology, reducing the impact of sustainable parking options. FMD offers discounted parking rates for carpools and electric vehicles and has installed electric vehicle charging stations, but does not regularly promote or monitor their use. SCAP emphasizes the need to reduce greenhouse gas (GHG) emissions from transportation, but does not include FMD among agencies responsible for achieving this climate goal. We recommend that FMD create and enact policies to define eligibility for electric vehicle discounts, annually recertify and monitor carpools, and work with the Department of Transportation and Fleet Administration to achieve GHG reduction targets related to transportation.

FMD offers sustainable parking options

Facilities Management Division offers discounts and equipment that support carpools and electric vehicles, in line with county code. County employees who verify their carpool or electric cars get a 30 percent discount on monthly parking. Among its 216 monthly parkers, FMD approved discounts for 36 employees who carpool and five who drive hybrid or electric vehicles. FMD maintains a total of 13 electric vehicle charging stations in Goat Hill (six) and King Street Center (seven) garages. Between January 2016 and June 2018, these charging stations recharged vehicles more than 5,000 times with county-owned vehicles accounting for 68 percent of charging sessions and privately-owned (public or employee) vehicles making up the remaining 32 percent.

Code does not define “electric cars”

County code establishes discounted monthly rates for “electric cars” but does not define the term, reducing the impact of clean vehicle incentives. Two of the employees who had received the electric vehicle discount drove all-electric vehicles, while the other three drove hybrid vehicles. All-electric vehicles have zero tailpipe emissions, while emissions from plug-in hybrids and gas-powered hybrids vary. For example, the 2015 models of the plug-in and gas-powered hybrids receiving the electric vehicle discounts had emissions of 129 and 184 grams of CO₂ per mile, lower than the average passenger vehicle by 68 and 54 percent, respectively. Under current practice, FMD provides the same benefits to employees driving cleaner vehicles, despite sizeable differences in emissions reductions.

Recommendation 9

Facilities Management Division should create and implement policies to define and enforce which vehicles are eligible for the electric car discount.

FMD does not monitor carpools

Facilities Management Division does not adequately monitor carpool discounts, creating opportunities for abuse. Of the 36 county employees receiving the carpool discount, 16 have had the discount for more than a year, while another 14 did not have a carpool application on file. These numbers suggest that some people currently receiving the discount may not be contributing to GHG reductions by regularly sharing their commute.

County code requires FMD to monitor carpools as a means of parking enforcement. FMD certifies carpools by requiring county employees to fill out the City of Seattle's carpool application with the names, addresses, worksites, and work schedules of at least two adults. Unlike the City of Seattle, however, FMD does not require annual recertification of carpool applications. This step would help ensure that client information stays up-to-date as employees' schedules and commute patterns change.

FMD said it could implement annual carpool recertification and assign parking operators to visually monitor whether those with carpool discounts regularly carpool. Having parking operators regularly monitor drivers would increase the incentive for people to carpool as a means to keep their discount.

Recommendation 10

Facilities Management Division should create and implement enforcement policies to annually recertify and monitor carpools.

Charging stations are underutilized

Facilities Management Division does not regularly monitor or encourage parkers to use electric vehicle charging stations, leaving them underutilized.

Charging stations at Goat Hill "fuel" twice as many privately-owned vehicles as those at KSC, despite Goat Hill having one station fewer and average use times that are three hours longer. KSC's valet parking model likely contributes to lower utilization. When we visited KSC, several charging stations were occupied by gasoline-powered vehicles (see Exhibit H). FMD said that if clients want to charge their vehicles they would need to ask the garage attendant to do so. In contrast, Goat Hill parkers select their own parking space and are thus more likely to see signs for charging stations. In both garages, usage data showed that vehicles parked at a charging station were recharged in half the time they occupied the stall, indicating that a valet garage could increase the number of cars charged per station by moving vehicles from the charging stations once they are fully charged.

EXHIBIT G: Goat Hill's public charging stations were not in use when we toured the garage



Source: King County Auditor's Office

EXHIBIT H: Gas-powered SUV parked in charging station stall at King Street Center garage



Source: King County Auditor's Office

FMD not tapped for transit-related climate goals

The separation of responsibility for charging stations between Facilities Management Division and other agencies reduces incentives to proactively manage and promote their use. FMD is responsible for installing and maintaining charging station equipment; however, under county code, the Department of Transportation (DOT) sets and collects fees for their use.⁹ There is no fee to charge county-owned fleet vehicles, while privately-owned vehicles pay \$2 per session, regardless of electricity use. At the current rate, charging stations generate an average of \$110 per month.

Meanwhile, the County's SCAP emphasizes the need to reduce GHG emissions through transportation options like electric vehicles and carpools. DOT is the lead agency for transportation-related climate goals, with Transit responsible for ridesharing and commute trip reduction and the Fleet Administration Division responsible for efforts related to county-owned vehicles.

SCAP made it a priority to establish regular inter-departmental dialogue among communications and outreach staff "to better coordinate climate-related communications and engagement and to leverage resources." Based on the parking resources at its disposal, FMD is an important participant in these dialogues along with DOT, Transit, and Fleet Administration.

Recommendation 11

To achieve transportation-related greenhouse gas reduction targets, Facilities Management Division should develop and implement a strategy to increase utilization of the electric vehicle charging stations it maintains.

Conclusion

Being an effective steward of King County's parking assets starts with establishing policies and procedures that support county goals related to best-run government and climate change. The next step is to monitor and enforce these policies. A growing parking portfolio and limited integration into strategic planning efforts has created challenges in FMD's operation of county parking facilities, but tangible opportunities exist to generate more revenue and greater climate impact for the county.

⁹ See KCC 4A.700.700



Appendix 1

King County Code on County Parking Facilities

3.32 COUNTY AUTOMOTIVE PARKING FACILITIES

Sections:

3.32.006	Definitions.
3.32.010	Administrative regulations.
3.32.020	Parking fees - general - method of payment - market survey.
3.32.030	No exemptions - agencies pay for business convenience.
3.32.040	Public parking spaces.
3.32.045	Goat Hill and King Street Center parking garages – parking rates.
3.32.050	Reserved spaces for disabled.
3.32.055	Parking rates - monthly.
3.32.057	Goat Hill parking garage - assignment of certain stalls – rates.
3.32.060	Penalties.
3.32.090	Parking fee revenues - disposition.

3.32.006 Definitions. The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.

A. "After hours parking" means work time parking for employees whose normal work shifts begin after 1:30 p.m. and end between 9:00 p.m. and 5:00 a.m. or who are required to come into work after 4:30 p.m. "After hours parking" also includes parking on weekends and holidays that is required by the employee's agency.

B. "Business convenience" means a county business-related requirement. For the purposes of this chapter, "a county business-related requirement" includes after hours parking for county employees, parking for commissioned sheriff's office personnel, parking for county employees working for a specified and limited period on a time-sensitive project that requires them to arrive before or stay after regular work hours, parking for county employees who are required as part of their jobs to use their private vehicles to routinely travel to multiple county business locations, parking for county-owned vehicles and paid parking for county volunteers authorized by ordinance or by any presiding elected official as defined by K.C.C. 3.24.010 or the presiding elected official's designee, but for the executive branch any designee must be at least the highest-ranking employee of a division.

C. "County automotive parking facility" means:

1. The Goat Hill parking garage located at Sixth Avenue and Jefferson in Seattle;
2. The parking structure located at the regional justice center in Kent;
3. County adult detention center parking facilities located at Fifth Avenue and James in Seattle;
4. Open surface lots that are owned or leased by the county;
5. The Chinook Building parking located at Fifth Avenue and Jefferson in Seattle; and
6. The King Street Center, located at 201 South Jackson Street in Seattle.

D. "County volunteer" means a person who is not a county employee, who performs service for the county for civic, charitable or humanitarian reasons, without promise, expectation or receipt of compensation from the county for services rendered and who is accepted as a volunteer by the county. "County volunteer" includes, but is not limited to, a person serving as a board member, officer, commission member, volunteer intern or direct service volunteer.

E. "Director" means the director of the county department of executive services or designee, unless otherwise specified in this chapter.

F. "Public parking" means general purpose parking by persons who are not county employees and by county employees that park for less than a full day. (Ord. 18618 § 94, 2017: Ord. 18402 § 3, 2016: Ord. 17035 § 1, 2011: Ord. 16981 § 2, 2010: Ord. 16677 § 1, 2009: Ord. 15648 § 2, 2006).

3.32.010 Administrative regulations. Administrative regulations adopted by the department of executive services shall include, but not be limited to, the following subjects:

A. Identification of positions eligible for reserved and unreserved parking;

B. Regulation of after-hours and weekend parking;

C. Enforcement procedures, including certification and monitoring of carpools and the establishment of procedures for handling complaints;

D. Designation of the public parking areas;

E. Prohibition of the resale of the parking stall assignment;

F. Designation of reserved and unreserved parking areas;

G. Establishment of public parking rates at the county automotive parking facilities. The public parking rates shall be based upon the advice and market rate information regularly collected and analyzed by the private contractor hired to manage and operate the lot or by the director in those cases where the lot is not managed by a private contractor. The director may authorize the contractor to make periodic rate adjustments within a specified range, but shall periodically review the contractor's rate adjustments, rate setting methods and research to ensure that they are based on current data; and

H. Designation of open surface lots that are subject to parking charges. (Ord. 15950 § 1, 2007; Ord. 15648 § 3, 2006; Ord. 14713 § 1, 2003; Ord. 14262 § 3, 2001; Ord. 12077 § 16, 1995).

3.32.020 Parking fees - general - method of payment - market survey.

A. All county employees, elected officials and county volunteers shall pay their own parking fees unless they are parking for the business convenience of the county. The agency served by an employee, elected official or county volunteer, who is parking for the business convenience of the county, shall be charged for such parking at a rate equal to the county employee rate. Current county employees covered by existing collective bargaining agreements shall be affected only in a manner consistent with state law.

B. The parking fees for monthly parking that is not for the business convenience of the county shall be paid through monthly payroll deductions from the wages of the employee or elected official who is assigned the regular use of the county parking stall regardless of whether that person is assigned the use of a county-owned vehicle, assigned a vehicle provided at county expense, or uses a privately-owned vehicle.

C. In order to evaluate the appropriateness of any potential adjustments to established employee parking rates, the department of executive services, facilities management division may conduct a survey of the monthly parking rates charged for public parking in comparable lots. The survey and any employee parking fee recommendations shall be forwarded to the council for consideration during the budget process. (Ord. 16981 § 2, 2010; Ord. 15648 § 4, 2006; Ord. 14713 § 2, 2003; Ord. 14262 § 4, 2001; Ord. 12077 § 17, 1995).

3.32.030 No exemptions - agencies pay for business convenience. There shall not be exemptions from parking fees. County agencies benefiting from parking required for the business convenience of the county shall pay for that parking. (Ord. 15648 § 5, 2006; Ord. 8753 § 2, 1988; Ord. 3511 § 4, 1977).

3.32.040 Public parking space. Public parking space within county automotive parking facilities shall be made available to the extent practicable. Members of the public on county business shall be charged for all time parked. Religious service volunteers who work at the King County jail are parking for the business convenience of the department of adult and juvenile detention. (Ord. 16981 § 3, 2010; Ord. 10290 § 1, 1992; Ord. 10175 § 3, 1991; Ord. 8753 § 3, 1988; Ord. 7863 § 2, 1986; Ord. 3511 § 5, 1977).

3.32.045 Goat Hill and King Street Center parking garages - parking rates. The rates for county employees parking at the Goat Hill and King Street Center parking garages shall be as follows:

A. Daily parking for motorcycles: five dollars;

B. Hourly parking: Hourly public parking rates shall apply up to a maximum of twenty dollars per day for automobiles; and

C. The rate for after-hours parking shall be seven dollars per day. (Ord. 18402 § 8, 2016: Ord. 18402 § 5, 2016: Ord. 16981 § 4, 2010: Ord. 16367 § 1, 2009: Ord. 15950 § 3, 2007: Ord. 15648 § 7, 2006: Ord. 14713 § 3, 2003: Ord. 14262 § 5, 2001: Ord. 13337 § 2, 1998: Ord. 11133 § 2, 1993: Ord. 10175 § 4, 1991: Ord. 9413 § 3, 1990: Ord. 8816 § 2, 1989: Ord. 8753 § 6, 1988).

3.32.050 Parking assignments.

A. Spaces shall be reserved for the disabled and located convenient to elevators. (Ord. 15648 § 8, 2006: Ord. 3511 § 6, 1977).

3.32.055 Parking rates - monthly.

A. Monthly employee and county vehicle rates for parking in the Goat Hill parking garage, the Chinook Building, the King County Correctional Facility, the King Street Center garage and open surface parking lots that are designated by rule to be subject to parking charges, shall be as follows:

	Reserved/ Designated Area	Unreserved Area
1. Vehicle parking	\$385.00	\$300.00
2. Electric Cars		\$210.00
3. Open surface lots	\$ 20.00	\$ 20.00
4. City of Seattle certified carpool		\$210.00
5. Employee ADA (Americans with Disabilities Act)		\$150.00

B. The facilities management division of the department of executive services shall identify surface parking lots where it is reasonable and feasible to charge employees for monthly parking. These surface parking lots are located at county facilities outside the downtown Seattle metropolitan core and include, but are not limited to, district courts, health centers, alcohol treatment facilities, police precincts, youth service centers and similar facilities. Designation of open surface lots that are subject to parking charges shall occur by administrative rule adopted pursuant to K.C.C. 3.32.010.

C. For county employees with disabilities that make it difficult or impossible to use public transit, and who display a disabled parking permit, the fee for covered parking in facilities managed by the facilities management division shall be fifty percent of the monthly employee rate, rounding up to the next even dollar. Employees with disabilities shall receive first priority in the assignment of available parking stalls. (Ord. 18402 § 9, 2016: Ord. 18402 § 6, 2016: Ord. 16981 § 5, 2010: Ord. 16696 § 2, 2009: Ord. 16367 § 2, 2008: Ord. 15950 § 5, 2007: Ord. 15648 § 9, 2006: Ord. 14713 § 4, 2003: Ord. 14262 § 6, 2001: Ord. 13337 § 4, 1998: Ord. 12077 § 18, 1995).

D. An allocation to the facilities management division of the department of executive services's internal service fund to reimburse the fund for expenses associated with the operation of the parking program;

E. An allocation to the children and family set-aside fund for support of health and human services activities sufficient to increase the allocation from 2004 levels at the local consumer price index; and

F. The residual revenues distributed to the current expense fund. (Ord. 17926 § 4, 2014: Ord. 15950 § 6, 2007: Ord. 15648 § 10, 2006: Ord. 14639 § 1, 2003: Ord. 14262 § 8, 2001: Ord. 10290 § 3, 1992: Ord. 10175 § 6, 1991: Ord. 8753 § 7, 1988).

3.32.057 Goat Hill parking garage - assignment of certain stalls - rates.

A. A minimum of five parking spaces within the Goat Hill parking garage shall have a preferential carpool rate for city of Seattle certified car pools. The preferential rate shall be seventy percent of the otherwise-applicable monthly parking rate for monthly public parking or monthly employee parking as applicable.

B. A minimum of two parking stalls within the Goat Hill parking garage shall be assigned for certified vanpool vehicles with a one-hundred-percent subsidy.

C. A minimum of five preferential parking stalls within the Goat Hill parking garage shall be assigned for hybrid vehicles that are employee owned or leased. The preferential stalls shall not be used for county-owned vehicles. The stalls shall be located on level one of the garage and shall be the stalls closest to the elevator with the exception of disabled parking stalls. (Ord. 15950 § 7, 2007).

3.32.060 Penalties. The director of the department of executive services is authorized to issue overtime parking citations and to impound vehicles found to be in violation of any of the provisions of this chapter or the regulations promulgated under this chapter. The director may rescind the parking privilege of persons found to be in violation of this chapter or the regulations promulgated under this chapter. (Ord. 14262 § 7, 2001; Ord. 12077 § 19, 1995).

3.32.090 Parking fee revenues - disposition. All revenues derived from parking fees shall be distributed as follows:

A. Applicable local and state taxes;

B. An allocation to cover rent payments or debt service payments for the Goat Hill parking garage and pro-rated rent for the parking portion of the Chinook Building;

C. It is the intent of the council to biennially, during the budget process, identify a portion of the revenue going to the current expense fund to be transferred to the major maintenance reserve fund to support major maintenance projects at the garage and other parking facilities, taking into account the major maintenance model and financial plan;

Executive Response



King County

Dow Constantine

King County Executive
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KING COUNTY AUDITOR
DECEMBER 5, 2018
RECEIVED

December 5, 2018

Kymber Waltnunson
King County Auditor
Room 1033
C O U R T H O U S E

Dear Ms. Waltnunson:

Thank you for the opportunity to review and comment on the proposed final report on **King County Facility Parking Programs**. The Facilities Management Division (FMD) shares your concern about the potential parking revenue that could have been collected over the 2017 – 2018 biennium and looks forward to implementing the recommendations to improve policies, procedures, and data collection.

Background on the Parking Program: In order to better understand the issues in the audit I first wanted to provide a little background on the parking program. After the creation of the parking fund in 2015 and an increased demand in parking (due to the addition of King Street Center), FMD realized that a designated Full Time Employee (FTE) was needed to manage the parking program. FMD requested and was granted the Parking Services Manager's position for the 2017-2018 biennium. The Parking Services Manager's position was filled in February 2017 and has been instrumental in identifying and correcting gaps in the parking program.

Recommendations Regarding Policies and Procedures: The majority of the audit recommendations are related to policies and procedures (seven of the eleven recommendations had to do with this issue). As a result, FMD will have our Parking Services Manager (with assistance from our Finance Unit as needed) prioritize designated Parking Policies and Procedures in the 2019-2020 biennium.



*King County is an Equal Opportunity/Affirmative Action Employer
and complies with the Americans with Disabilities Act*

Kymber Waltmunson
December 5, 2018
Page 2

Responses to Individual Recommendations. The chart below provides a summary of responses to individual recommendations.

Responses to Individual Recommendations for King County Facility Parking Program	
Recommendation 1: FMD should document standard operating procedures and use them to guide parking operations.	Concur
Recommendation 2: FMD should comply with county code by charging county employees the lesser of either the public rate or the daily maximum rate for hourly parking.	Concur
Recommendation 3: FMD should comply with county code by creating and implementing policies that define reserve parking and charge all agencies and individuals according to that policy.	Concur
Recommendation 4: FMD should establish parking occupancy targets at all revenue generating garages and develop strategies to achieve, monitor, and evaluate those targets.	Partially concur
Recommendation 5: FMD should comply with county code by creating and implementing policies that define positions eligible for reserved parking.	Concur
Recommendation 6: FMD should comply with county code by creating and implementing monitoring and enforcement policies to ensure that there are no exemptions from parking fees, including staff with agency-paid parking.	Concur
Recommendation 7: FMD should maintain complete and accurate records of issued garage access fobs and document reasons for any irregularities.	Concur
Recommendation 8: FMD should comply with county code by creating and implementing policies to prohibit the resale of parking stall assignments.	Concur
Recommendation 9: FMD should create and implement policies to define and enforce which vehicles are eligible for the electric car discount.	Concur
Recommendation 10: FMD should create and implement enforcement policies to annually recertify and monitor carpools.	Concur
Recommendation 11: To achieve transportation-related greenhouse gas reduction targets, FMD should develop and implement a strategy to increase utilization of the electric vehicle charging stations it maintains.	Concur

As noted in the responses to individual recommendations, FMD will work in partnership with the Prosecuting Attorney's Office (if code changes are required), Office of Labor Relations, Fleet, and Department of Transportation to create policies and procedures to implement these recommendations within the next biennium.

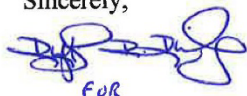
Thank you for the opportunity to review and respond to your report. I appreciate the data collection, collaboration, and cooperation between the King County Auditor's Office, Office

Kymber Waltnunson
December 5, 2018
Page 3

of Performance, Strategy, and Budget (PSB) staff, and FMD management and staff during the parking program audit. I look forward to the improvements that will be implemented as a result of this effort.

If you have any questions regarding this response, please contact Cristina Gonzalez, FMD Interim Deputy Director, at 206-263-9688.

Sincerely,



Dow Constantine
King County Executive

Enclosure

cc: Casey Sixkiller, Chief Operating Officer, King County Executive Office (KCEO)
Rachel Smith, Chief of Staff, KCEO
Dwight Dively, Director, Office of Performance, Strategy and Budget
Caroline Whalen, County Administrative Officer, Department of Executive Services (DES)
Anthony Wright, Director, Facilities Management Division (FMD), DES
Cristina Gonzalez, Interim Deputy Director, FMD, DES

Recommendation 1

Facilities Management Division should document standard operating procedures and use them to guide parking operations.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2020
Responsible agency	Facilities Management Division (FMD)
Comment	FMD concurs with this recommendation and has provided draft procedures and plans to complete additional procedure documentation by the implementation date.

Recommendation 2

Facilities Management Division should comply with county code by charging county employees the lesser of either the public rate or the daily maximum rate for hourly parking.

Agency Response

Concurrence	Concur
Implementation date	January 1, 2020
Responsible agency	Facilities Management Division and Office of Labor Relations (OLR)
Comment	FMD will work with OLR to communicate the plan to comply with county code to the labor unions before implementation.

Recommendation 3

Facilities Management Division should comply with county code by creating and implementing policies that define reserved parking and charge all agencies and individuals according to that policy.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2020
Responsible agency	Facilities Management Division
Comment	FMD will create and implement policies that clearly define reserved parking charges for agencies and individuals. FMD wants to promote the use of shared Fleet vehicles instead of agencies having their own assigned vehicles.

Recommendation 4

Facilities Management Division should establish parking occupancy targets at all revenue-generating garages and develop strategies to achieve, monitor, and evaluate those targets.

Agency Response

Concurrence	Partially concur
Implementation date	December 31, 2020
Responsible agency	Facilities Management Division
Comment	FMD currently sets and monitors revenue targets per biennium. FMD believes that setting revenue targets provides greater alignment with revenue goals than occupancy targets.

Recommendation 5

Facilities Management Division should comply with county code by creating and implementing policies that define positions eligible for reserved parking.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2019
Responsible agency	Facilities Management Division
Comment	FMD will draft policies for this by the implementation date

Recommendation 6

Facilities Management Division should comply with county code by creating and implementing monitoring and enforcement policies to ensure that there are no exemptions from parking fees, including for staff with agency-paid parking.

Agency Response

Concurrence	Concur
Implementation date	January 1, 2019
Responsible agency	Facilities Management Division
Comment	

Recommendation 7

Facilities Management Division should maintain complete and accurate records of issued garage access fobs and document reasons for any irregularities.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2019
Responsible agency	Facilities Management Division
Comment	FMD will draft procedures for assigning and reconciling fobs.

Recommendation 8

Facilities Management Division should comply with county code by creating and implementing policies to prohibit the resale of parking stall assignments.

Agency Response

Concurrence	Concur
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Implementation date	January 31, 2020
Responsible agency	Facilities Management Division
Comment	FMD is not aware of any instances where resale has occurred. FMD will comply by the implementation date.

Recommendation 9

Facilities Management Division should create and implement policies to define and enforce which vehicles are eligible for the electric car discount.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2019
Responsible agency	Facilities Management Division
Comment	FMD will create and implement a policy to define and enforce which vehicles are eligible for the electric car discount by the implementation date.

Recommendation 10

Facilities Management Division should create and implement enforcement policies to annually recertify and monitor carpools.

Agency Response

Concurrence	Concur
Implementation date	December 31, 2019
Responsible agency	Facilities Management Division
Comment	FMD will implement a recertification program by the implementation date.

Recommendation 11

To achieve transportation-related greenhouse gas reduction targets, Facilities Management Division should develop and implement a strategy to increase utilization of the electric vehicle charging stations it maintains.

Agency Response

Concurrence	Concur
Implementation date	To be determined
Responsible agency	Facilities Management Division and Fleet
Comment	FMD will further evaluate and submit a supplemental request for future funding to achieve this recommendation once the evaluation is completed.



Statement of Compliance, Scope, Objective & Methodology

Statement of Compliance with Government Auditing Standards

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Scope of Work on Internal Controls

We assessed internal controls relevant to the audit objectives. This included interviews with Facilities Management Division (FMD) staff and a review of documents related to client billing, eligibility, and garage access. We identified concerns related to data reliability and policy gaps.

Scope

This performance audit evaluated FMD's operation of select county parking facilities, namely the Goat Hill, King County Correctional Facility (KCCF), Chinook Building, and King Street Center (KSC) garages. To calculate foregone revenue, we focused on the 2017–18 biennium.

Objectives

The objective of this audit was to evaluate to what extent FMD's parking operations were compliant with county policy, namely King County Code (KCC) 3.32 and the county's Strategic Climate Action Plan (SCAP).

Methodology

To identify compliance with KCC 3.32, we interviewed staff at FMD's Planning and Administrative Section (formerly the Operations Section), visited the four garages, requested information on FMD's administrative regulations and standard operating procedures as well as parking policies from the Office of Labor Relations, and spoke with staff knowledgeable about KCCF garage operations at the Department of Juvenile and Adult Detention. To determine whether FMD charged rates that were compliant with those defined in county code, we reviewed parking budget data and billing documents. This involved analyzing hourly transactions at Goat Hill and KSC and monthly billing for Goat Hill, KSC, KCCF, and Chinook garages. To determine whether FMD offered discounted rates in accordance with county code, we reviewed client applications with supporting documents demonstrating their eligibility for carpool or electric vehicle discounts and discounts based on state-recognized disability status.

Where we found differences between billed and code-established rates, we calculated foregone revenue. For this calculation, we assumed the same level of demand and multiplied demand (i.e., the number of monthly or hourly transactions) by code-established rates to yield expected revenue. We then subtracted billed revenue from expected revenue to yield foregone revenue for the 2017-18 biennium, assuming the same level of demand for the remaining months in the biennium. To identify compliance with SCAP, we reviewed the plan and subsequent annual reports as well as data and policies on electric vehicle discounts and charging stations.



List of Recommendations & Implementation Schedule

Recommendation 1

Facilities Management Division should document standard operating procedures and use them to guide parking operations.

IMPLEMENTATION DATE: December 31, 2020

ESTIMATE OF IMPACT: By relying on documented standard operating procedures to do business, FMD can better orient staff to procedures that are new to them and inform customers and stakeholders of standard practice to increase consistency and fairness.

Recommendation 2

Facilities Management Division should comply with county code by charging county employees the lesser of either the public rate or the daily maximum rate for hourly parking.

IMPLEMENTATION DATE: January 1, 2020

ESTIMATE OF IMPACT: By changing the hourly rate it charges county employees, FMD could be compliant with county code and generate up to \$180,000 in new revenue each biennium.

Recommendation 3

Facilities Management Division should comply with county code by creating and implementing policies that define reserved parking and charge all agencies and individuals according to that policy.

IMPLEMENTATION DATE: December 31, 2020

ESTIMATE OF IMPACT: By defining reserved parking and charging agencies according to that definition, FMD could be compliant with county code, increase transparency and fairness, and generate up to \$240,000 in parking revenue each biennium.

Recommendation 4

Facilities Management Division should establish parking occupancy targets at all revenue-generating garages and develop strategies to achieve, monitor, and evaluate those targets.

IMPLEMENTATION DATE: December 31, 2020

ESTIMATE OF IMPACT: By establishing parking occupancy targets, FMD could manage parking facilities more strategically. If FMD brought Chinook garage from 29 percent vacancy to no vacancy, it could generate \$190,000 in new revenue each biennium.

Recommendation 5

Facilities Management Division should comply with county code by creating and implementing policies that define positions eligible for reserved parking.

IMPLEMENTATION DATE: December 31, 2019

ESTIMATE OF IMPACT: By defining who is eligible for reserved parking, FMD could comply with code requirements to establish this specific administrative rule and could expand parking eligibility at Chinook, which is currently limited to elected officials and oversized vehicles. As stated under Recommendation 4, if FMD brought Chinook garage from 29 percent vacancy to no vacancy, it could generate \$190,000 in new revenue each biennium.

Recommendation 6

Facilities Management Division should comply with county code by creating and implementing monitoring and enforcement policies to ensure that there are no exemptions from parking fees, including for staff with agency-paid parking.

IMPLEMENTATION DATE: January 1, 2019

ESTIMATE OF IMPACT: By relying on monitoring and enforcement policies, FMD could collect payment for occupied and unbilled stalls and generate up to \$290,000 in parking revenue each biennium.

Recommendation 7

Facilities Management Division should maintain complete and accurate records of issued garage access fobs and document reasons for any irregularities.

IMPLEMENTATION DATE: December 31, 2019

ESTIMATE OF IMPACT: By maintaining records of issued fobs, FMD could prevent and detect security issues and reduce the risk of non-payment among clients parking in facilities that are accessible by fob instead of by county ID.

Recommendation 8

Facilities Management Division should comply with county code by creating and implementing policies to prohibit the resale of parking stall assignments.

IMPLEMENTATION DATE: January 31, 2020

ESTIMATE OF IMPACT: By creating these policies, FMD could comply with code requirements to establish this specific administrative rule and be better equipped to enforce parking fees.



Recommendation 9

Facilities Management Division should create and implement policies to define and enforce which vehicles are eligible for the electric car discount.

IMPLEMENTATION DATE: December 31, 2019

ESTIMATE OF IMPACT: By defining which vehicles are eligible for the electric car discount, FMD can bolster incentives for employees to drive cleaner vehicles and can increase transparency and fairness in enforcement of parking fees set forth in county code.

Recommendation 10

Facilities Management Division should create and implement enforcement policies to annually recertify and monitor carpools.

IMPLEMENTATION DATE: December 31, 2019

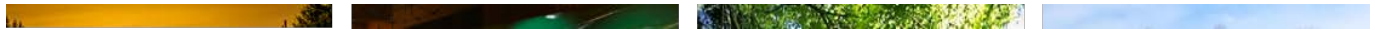
ESTIMATE OF IMPACT: By annually recertifying carpools, FMD can bolster incentives for employees to rideshare and can enforce parking fees set forth in county code.

Recommendation 11

To achieve transportation-related greenhouse gas reduction targets, Facilities Management Division should develop and implement a strategy to increase utilization of the electric vehicle charging stations it maintains.

IMPLEMENTATION DATE: To be determined

ESTIMATE OF IMPACT: By implementing a strategy to increase the use of its electric vehicle charging stations, FMD can contribute to Strategic Climate Action Goals to promote sustainable transportation and can generate new revenue for the county.



KING COUNTY AUDITOR'S OFFICE

Advancing Performance & Accountability

KYMBER WALTMUNSON, KING COUNTY AUDITOR

MISSION Promote improved performance, accountability, and transparency in King County government through objective and independent audits and studies.

VALUES INDEPENDENCE - CREDIBILITY - IMPACT

ABOUT US The King County Auditor's Office was created by charter in 1969 as an independent agency within the legislative branch of county government. The office conducts oversight of county government through independent audits, capital projects oversight, and other studies. The results of this work are presented to the Metropolitan King County Council and are communicated to the King County Executive and the public. The King County Auditor's Office performs its work in accordance with Government Auditing Standards.



This audit product conforms to the GAGAS standards for independence, objectivity, and quality.