



## Audit of the City's Administrative Penalty System for Parking and Red Light Camera Violations

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**AUDITOR  
GENERAL**  

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**TORONTO**

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# Executive Summary

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The Auditor General’s [2025 Work Plan](#) included an audit of the Administrative Penalty System – Parking Ticket Fines (parking penalties).

**What is the Administrative Penalty System**

The Administrative Penalty System (APS) is a process for resolving disputes and collecting amounts owing for certain by-law and statute violations, including parking violations and violations detected by red light camera systems. The APS allows penalty recipients to dispute their penalty through an independent review process based in administrative law. In 2025, the APS processed approximately 2.2 million parking and red light camera penalties, with over 430,000 new disputes.

The Court Services Division coordinates the APS’ overall program governance with the support of the Legal Services Division, which also oversees the screening review process, and the Revenue Services Division, which leads penalty collection efforts. Court Services is also responsible for providing administrative support to the Administrative Penalty Tribunal.<sup>1</sup>

**Why this audit matters**

The City implemented its APS to resolve disputes more efficiently than it had through the provincial court. Timely dispute resolution and collection processes apply timely consequences for traffic by-law and statute violations, deterring re-offence. It is important for the City to effectively manage the APS to achieve the intended benefits.

**Audit objective**

The objective of this audit was to assess whether the Administrative Penalty System is achieving its intended benefits in supporting dispute resolution and payment collection in accordance with City by-laws and regulations.

In assessing this objective, our audit aimed to answer the following questions:

- 1) Are parking and red light camera screening processes timely?
- 2) Is there timely collection of penalty amounts and fees due?

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<sup>1</sup> The Administrative Penalty Tribunal is an independent adjudicative body appointed by City Council with the authority to affirm, vary, or cancel the decision of a screening officer and to grant a payment plan or extension of time to pay.

- 3) Are performance indicators and data analytics regularly used to monitor performance, inform management decisions, and report on program effectiveness?

## What We Found

### Screening review process for parking violations is not timely

Overall, our audit found that the screening review process for **parking violations** under the APS is not timely. The APS is not achieving its intended result of resolving parking penalty disputes in a timely manner mainly due to a large backlog of screening requests. In contrast, **red light camera penalties** are processed much faster, due in part to no accumulated backlog when they were first added to the APS in 2025.

### More than \$230 million in uncollected penalty amounts and fees at the end of 2025

About \$215.8 million in penalties and fees (e.g., late fees, address search fees, etc.) for **parking violations** issued between 2022 and 2025 remained uncollected as of December 31, 2025, with about \$128.8 million in uncollected penalty amounts and \$87 million for uncollected fees. A further \$17.7 million remained uncollected for **red light camera penalties**. When combined, more than \$230 million in penalty amounts and fees for penalties issued since 2022 remained outstanding. Promptly leveraging available collection tools may encourage more timely payments.

Our detailed findings and recommendations are summarized as follows:

#### A. Improve Timeliness of Screening Reviews

### Average time-to-screening for parking penalties was over 8 months in 2025

The average time-to-screening<sup>2</sup> for parking penalties was 252 days (or over eight months) in 2025. This significantly exceeds all forecasts when the APS was initially proposed and launched. Further, there is no target in place to specify how long the time-to-screening should be to compare actual results against.

### Delays due mainly to an accumulated backlog of unresolved screening requests

The number of screening requests for parking penalties outpaced screening dispositions<sup>3</sup> since at least as far back as 2022, creating a large backlog that prevents timely screenings. From January 1, 2022, to December 31, 2025, this backlog of requested but unresolved screenings grew by almost 250,000.

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<sup>2</sup> Time-to-screening measures how long the screening review process takes and is measured from the date a disputer requests a screening review to the date a screening officer renders their decision.

<sup>3</sup> Screening dispositions include both final screening decisions and instances where penalties were disputed but paid prior to the occurrence of a screening. Once a full or partial payment is made on a violation, the matter is considered affirmed and resolved.

**Contributing factors for backlog of unresolved screening requests**

Contributing factors to this backlog of unresolved screening requests for parking penalties include:

- increased likelihood that a person would dispute their penalty due to increased penalty amounts and increased financial hardship
- incomplete screening request submissions, requiring screening officers to spend time contacting disputers for missing documents, increasing the time needed to render a decision
- technical issues with the legacy information systems in 2023 which prevented screening officers from viewing some submitted files to render their decisions, delaying decisions for affected penalties
- staffing challenges that APS leadership cites as hindering the APS' ability to keep up with demand.

**Improved screening officer efficiency mitigated but did not stop backlog growth**

To the credit of APS management and staff, the average number of screening reviews completed per screening officer increased each year from 2022 to 2025. Even with added screening duties for red light camera and automated speed enforcement penalties, officers were able to average more parking decisions each than in 2024. This increased productivity, which management attributes to factors such as internal process improvements and authorized overtime, indicates a dedicated effort to reducing the backlog. However, despite these efforts the backlog continued to grow, indicating further improvements are needed if requests continue to rise.

**Average time-to-screening much faster for red light camera penalties – 48 days in 2025**

The time-to-screening average of 48 days was much faster for red light camera penalties than it was for parking penalties. Unlike parking, 2025 was the first year that the APS handled these types of disputes, so there was no initial backlog to delay screening decisions. Continuous monitoring and interventions, when necessary, can prevent the backlog and time-to-screening from growing to the levels observed for parking penalties.

**B. Improve Collection of Penalty Amounts and Fees Due**

**\$215.8 million in parking penalties outstanding**

Many parking penalty recipients did not pay their penalties and fees in a timely manner. Out of \$659.5 million in penalties and fees collectable on penalties issued between 2022 and 2025, \$215.8 million (or approximately one third) remained outstanding on December 31, 2025. Of this, about \$128.8 million related to uncollected penalty amounts, while the remaining \$87 million related to uncollected fees.

**Collection tools were not always used at the earliest opportunity**

The APS did not always use available tools as soon as possible to encourage timely payment and penalize delinquency. Management advised that this was often due to uncontrollable factors such as postal strikes, receiving delayed information from the Province, and issues with its legacy information system. However, in many cases data was not available to determine how many penalties were impacted by each of these factors. Based on the data available, we estimated the total number of missed and late collection tools, as summarized below.

**City could have applied an additional \$1.78 million in Address Search Fees**

We found that while the APS issued Notices of Overdue Parking Penalty (NOPPs) for almost all qualifying penalties issued between 2022 and 2025, the percentage of NOPPs that were sent late increased from 32.3 per cent in 2022 to 49.1 per cent in 2025. Staff attributed the increase to postal service labour disruptions in 2024 and 2025. While this external factor is a valid reason to extend timelines, staff could not quantify how many NOPPs were affected due to data limitations. Since the APS includes an Address Search Fee when it processes each NOPP, we estimated that the City could have applied an additional \$1.78 million in fees between 2022 and 2025 for the small percentage of penalties that qualified for but were not sent a NOPP.

**The City could have added an additional \$4.9 million in late fees**

The APS also did not add late fees to about 5.9 per cent of qualifying parking penalties between 2022 and 2025. Adding late fees later than allowed by policy risks not being able to collect these fees if payment is made before they are applied. We estimated that an additional \$4.9 million in fees could have been added if the APS added them for the aforementioned 5.9 per cent of penalties.

**The City could have added an additional \$244,000 in City-collectable plate denial enforcement fees**

Licence plate denial is the strongest collection tool available for the APS. Our analysis of data showed that between 2022 and 2025, licence plate denial was not performed for 26,130 (or 1.3 per cent of) eligible parking penalties. We estimate that an additional \$767,000 in plate denial enforcement fees could have been added, with about \$523,000 collectable by the Ministry and the remaining \$244,000 payable to the City.

**The City can further penalize repeat offenders who accumulated over \$409 million in parking penalties with over \$114 million not paid**

We found that just over one million repeat offenders accumulated over six million parking penalties worth more than \$409 million between 2022 and 2025. As of January 2026, these repeat offenders had not paid about 1.6 million penalties worth over \$114 million. While some individuals risk having their vehicle towed, there is no further consequence for continued violations beyond additional penalties at the prescribed amount. Some other municipalities apply higher penalty amounts for those who continue to reoffend.

**\$17.7 million (41%) in red light camera penalties outstanding in first year**

Many red light camera penalty recipients did not pay their penalties and fees in a timely manner. Out of \$43.1 million in penalties and fees collectable on penalties issued in 2025, the first year these penalties were under the APS, \$17.7 million (or 41 per cent) remained outstanding on December 31, 2025.

### **C. Improve Performance Monitoring and Oversight**

**APS performance framework needed to provide targets, measure progress, and assess performance of the program**

The APS program has not yet established a performance framework to set targets, measure progress against them, and assess its overall performance. This needs to be established with participation from Court Services, Legal Services, and Revenue Services. It is important to develop key performance targets in alignment with program-level priorities. Measuring progress against these targets will provide a fulsome understanding of whether the program is achieving its intended results.

**New user-friendly case management system should enable improved operations, performance monitoring and reporting**

APS staff intend to transfer parking information from a legacy system to the new Case Management System in early 2027. This cloud-based system is already used to store and analyze red light camera penalty information and should enable improved monitoring and reporting for parking penalties. It allows users to easily filter data, generate reports, and customize dashboards.

### **Conclusion**

The City implemented its Administrative Penalty System to resolve disputes more efficiently than through the provincial court. Timely dispute resolution and collections processes apply timely consequences for traffic by-law and statute violations, deterring re-offence, while robust performance monitoring enables program oversight and intervention when intended results are not achieved. As a result, it is important for the City to effectively manage the APS to achieve the intended benefits.

For our first objective, we concluded that the screening review process for parking penalties was not timely due to a substantial backlog of unresolved screening requests, though the process for red light camera penalties generally was. The backlog was driven by many factors including more penalty disputes due to higher penalty amounts and increased financial hardship; and many incomplete submissions requiring screening officers to spend additional time to follow up on missing information.

For our second objective, we concluded that there is often not timely collection of penalty amounts and fees due. Complete and timely use of available collection tools would help to encourage penalty recipients to pay their balances in a timely manner and ensure that applicable fees are always added for qualifying penalties.

For our third objective, we concluded that Court Services and Legal Services track their own respective performance metrics for internal purposes. However, Revenue Services has not developed any performance metrics related to the collections of administrative penalties and fees. Monitoring and reporting focused on activity volumes rather than whether the program was achieving intended outcomes. Further, several useful metrics were either measured incorrectly or not reported at all.

**5 recommendations**

Implementing the five recommendations in this report will help the City to improve the effectiveness, efficiency and oversight of the Administrative Penalty System.

**Thank you to  
management and staff**

We would like to express our sincere appreciation for the co-operation and assistance we received during our audit from management and staff of the Court Services, Legal Services, and Revenue Services Divisions.

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# Background

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**The Administrative Penalty System is a process to resolve disputes and collect payments for administrative penalties**

The Administrative Penalty System (APS) is the City of Toronto’s process to resolve disputes and collect payments for administrative penalties, which are imposed for various traffic by-law and statute violations. Developed by the City to provide a more efficient way to manage parking violation disputes, the APS went live on August 28, 2017.

On January 20, 2025, the City expanded the APS to include violations detected by red light camera<sup>4</sup> and automated speed enforcement systems. Subsequently, on November 14, 2025<sup>5</sup>, the Province of Ontario mandated the removal of the use of automated speed enforcement systems in Ontario through Bill 56.<sup>6</sup> This action prevented municipalities from issuing further penalties for these violations, though already issued outstanding penalties remain collectable.

**Why this audit matters**

In 2025, the APS processed approximately 2.2 million parking and red light camera penalties, with over 430,000 new disputes. Inefficiencies such as long wait times for screening reviews can negatively impact disputer experience, delay penalty collection, and reduce public confidence in the effectiveness of the system.

Timely collection of penalty amounts and fees due is also important to realize the APS’ objectives. Delayed collections reduce the effectiveness of administrative penalties as deterrents to unsafe driving behaviour. Timely use of notices helps to inform those penalized that they have an outstanding penalty and encourage prompt payment, while applying late fees and licence plate denial deters longstanding delinquency.

Effective performance monitoring is crucial for the City to assess whether the APS is operating efficiently, achieving its intended benefits in supporting dispute resolution and payment collection, and adapting effectively to a changing regulatory and operational environment.

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<sup>4</sup> At the time of this report, there are 299 red light cameras in the City of Toronto.  
<sup>5</sup> [Reducing speeding in real time | ontario.ca](https://www.ontario.ca)  
<sup>6</sup> Automated speed enforcement systems and related penalties are not part of the audit scope.

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## Intended Benefits of the APS

**The APS was initially developed to allow parking violation disputes to be heard and resolved quicker**

Before the City implemented the APS in 2017, Ontario courts handled parking violation dispute administration in Toronto through the *Provincial Offences Act* (POA) system. According to a committee submission in 2016, the POA process took an average of 18 months.<sup>7</sup> In contrast, the APS was initially developed to allow parking violation disputes to be heard and resolved quicker.

**Intended benefits of the APS program**

When the APS was proposed to City Council in 2016, major benefits highlighted included:

- Allowing parking violation disputes to be heard and resolved quicker
- Improving the customer (i.e., disputer) experience
- Contributing to public safety by freeing up capacity within the court system for more serious violations
- Providing the City with more flexibility in serving a penalty notice
- Closing loopholes that contribute to non-payment of parking violations.

## Roles and Responsibilities of Key Stakeholders

**Multiple divisions are involved in the City's APS**

Responsibilities of the divisions involved in the APS include:

- **Legal Services** – Screening officers from the Legal Services Division review evidence collected at the time of violation. They also review evidence submitted by the disputer to determine whether to affirm, vary (reduce) or cancel the penalty, and whether to extend payment timelines.<sup>8,9</sup>
- **Court Services** – Prior to 2025, the Court Services, Legal Services and Revenue Services divisions jointly shared responsibility for the APS. In September 2024, these divisions proposed that the Court Services Division should assume a governance role for the program, which was formalized through the City's 2025 budgeting process. The Court Services Division also provides administrative support to the Administrative Penalty Tribunal. Payments for camera violations are accepted by the Court Services counters.

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<sup>7</sup> The 18-month average excluded instances where the City did not schedule a trial or early resolution because one could not be provided in a timely manner due to court capacity.

<sup>8</sup> City of Toronto webpage on how to dispute a parking penalty: [Dispute Your Parking Violation or Request an Extension – City of Toronto](#)

<sup>9</sup> City of Toronto webpage on how to dispute a red light camera penalty: [Dispute Your Red Light Camera Penalty – City of Toronto](#)

- **Revenue Services** – The Revenue Services Division is responsible for administering notices, customer service, accepting and processing payments, collections and financial reconciliation.<sup>10,11</sup> When parking penalties are overdue, Revenue Services sends notices, applies late fees, and will eventually refer the penalty to the Ministry of Transportation to deny licence plate renewal until all outstanding penalty amounts and fees are paid.

Violations are detected and penalties are issued by enforcement entities including the Toronto Police Service, Municipal Law Enforcement Officers, and Transportation Services Division, which precede the APS process. **Figure 1** provides examples of penalties issued and penalty amounts.

**Figure 1: Examples of Infractions and Associated Penalty Amounts as of December 31, 2025**

Prepared by the Auditor General’s Office

Infraction	Penalty Amount
Parking longer than 3 hours	\$40
Parking without a valid permit	\$45
Parking without paying at a parking machine	\$50
Parking on private property without consent	\$75
Parking at an electric vehicle charging station while not charging	\$75
Parking within 3 metres of a fire hydrant	\$125
Parking in a bike lane	\$200
Failing to stop at a red light (camera detected)*	\$260
Parking in an accessible parking space without a permit	\$450

\*Each red light camera penalty also includes an additional \$60 Victim Fine Surcharge which is credited to the Province and an additional \$8.25 fee to cover costs associated with retrieving the vehicle owner’s address.

**Note:** As of August 1, 2024, the City increased the penalty amounts for over 100 parking violations. For example, the penalty amount for parking in a bike lane increased from \$60 to \$200.

### The Dispute Process

Under the APS, individuals who receive a violation notice (commonly referred to by the public as a ticket) may either pay the penalty or dispute it by requesting a screening review. If the individual is unsatisfied with the screening review decision, they have the option to request a final Hearing Review at the Administrative Penalty Tribunal.

<sup>10</sup> City of Toronto webpage on how to pay a parking penalty: [Pay Your Parking Violation – City of Toronto](#)

<sup>11</sup> City of Toronto webpage on how to pay a red light camera penalty: [Pay Red Light Camera Penalties – City of Toronto](#)

**Exhibit 1** shows the forecasted APS processes and timelines depicted for parking penalties when the APS was initially proposed. As the visual indicates, the forecasted 45-day timeline for the first dispute stage, called a screening review, is measured from the screening request date to the screening decision date, and is referred to as time-to-screening. Red light camera disputes follow a similar process, but no forecasted timeline was established.

### **The Collection Process**

The collection process for administrative penalties differs between parking and red light camera penalties. **Exhibit 1** visualizes the collection process for each.

Parking and red light camera penalties are due 15 and 30 days respectively after their service date as defined by provincial regulations. After that, they are considered overdue unless fully paid or disputed. Disputed penalties that are not cancelled have a revised due date, which is communicated through the respective screening and hearing (as applicable) decision letters.

**Figure 2** summarizes the tools used to notify people that their administrative penalty is overdue and the deterrents to untimely payment.

## Figure 2: Collection Tools, Fees, and Timelines

Prepared by the Auditor General's Office

Collection Tools <sup>1,2,3,4</sup>	Parking	Red Light Camera
Day <b>Overdue Notice</b> Issued	16 days	31 days
Day <b>Address Search Fee</b> Imposed	16 days	See Note 5
Address Search Fee Amount	\$15.39	\$8.25
Day <b>Late Payment Fee</b> Imposed	31 days	N/A
Late Fee Amount	\$32.10	N/A
Day <b>Notice of Default</b> Issued	40 days	N/A
Day <b>Plate Denial Enforcement Fee</b> Imposed	61 days	61 days
Plate Denial Enforcement Fee Amount	\$32.10	\$20
<b>Date Penalty Referred to Ministry for Collection</b>	61 days	61 days

### Note:

1. Days refers to days after (and not including) the service date of the penalty that a collection tool is used.
2. The days shown in this table do not apply in all cases. Penalties cancelled or fully paid before these thresholds are exempt from the collection tool. Penalties disputed before thresholds are reached, penalties for vehicles with out-of-province plates, and penalties subject to commercial resolution processes may be exempt from some collection efforts. Penalty timelines may also be extended when certain conditions are met.
3. Fee amounts shown represent those currently in effect. Fees have increased multiple times since the APS began in accordance with City policies.
4. See **Confidential Attachment 1**.
5. The Address Search Fee for Red Light Camera penalties is included in the penalty on the day it is issued.

### Annual Reporting

There are two annual reports that summarize performance related to the Administrative Penalty System. These public reports are submitted to the General Government Committee. Chapter 610 of the *Toronto Municipal Code* requires the Administrative Penalty Tribunal Chair to submit their annual report to City Council.

- **Administrative Penalty System Annual Activity Report** – Since 2022, Court Services prepares this report each May/June. This report provides details on the total number and type of parking violation notices issued, as well as Administrative Penalty System program statistics such as the number of disputes, cancellations, penalty variances and the per cent of penalties fully collected.

- **Administrative Penalty Tribunal Chair's Annual Report** – This report is prepared by the Chair of the Administrative Penalty Tribunal (the Tribunal) with support from Court Services Division. This report provides an overview of the Tribunal's operations and performance, including details on the number of hearing requests processed and hearings scheduled by Court Services and the number of decisions made by the Tribunal. This report also includes details on the appointment terms for each Tribunal member, meetings held throughout the year, challenges encountered, and the Chair's recommendations to improve Tribunal operations.

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# Audit Results

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## A. Improve Timeliness of Screening Reviews

### A. 1. The City Can Improve Parking Penalty Dispute Timeliness

#### A. 1. 1. Screening Review Process of Parking Penalty Disputes Is Not Timely

##### Time-to-screening in 2025 averaged over 8 months

Based on our analysis of parking data, the average time-to-screening<sup>12</sup> in 2025 was 252 days, or over eight months. Long wait times for screening reviews can negatively impact disputer experience, delay penalty collection, and reduce public confidence in the effectiveness of the system.

##### Screening review process is not timely

Our audit found that the screening review process for parking penalties under the Administrative Penalty System (APS) is now taking longer than the previously reported time to trial for parking tickets. Per a 2023 submission to Council, “In 2016, when parking violations could be disputed under the *Provincial Offences Act*, [the time to trial] was an average of 225 days”, which is shorter than the APS’ average of 252 days in 2025. Management informed us that the 225 average days under the *Provincial Offences Act* was calculated based on the Parking Infraction Notices that were scheduled for trial and did not consider those that could not be scheduled due to insufficient court capacity, so in these instances the APS is an improvement over the prior system.

When the APS was introduced in 2017, it was intended to allow parking violation disputes to be heard and resolved quicker. Specifically, violation disputes were forecasted<sup>13</sup> to be heard and resolved within 120 days (and ideally within 60 days). However, as shown in **Figure 3** below, the average time-to-screening for the past three years exceeded the 120 days forecast by as much as four and a half months in 2025.

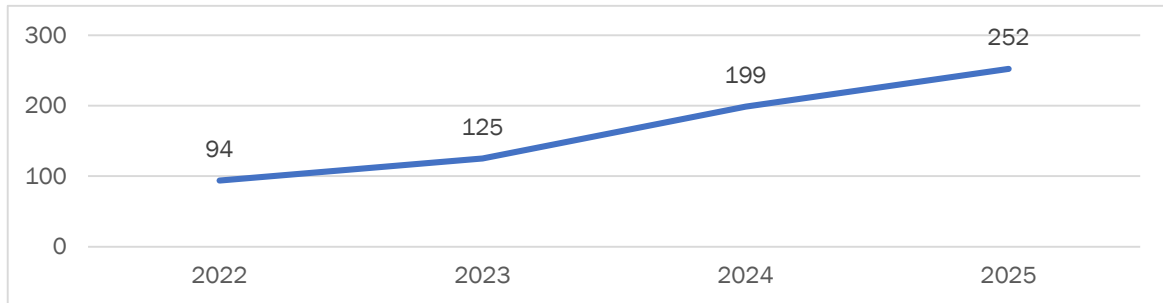
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<sup>12</sup> Time-to-screening measures how long the screening review process takes and is measured from the date a disputer requests a screening review to the date a screening officer renders their decision.

<sup>13</sup> [May 24, 2016 – GM13.12 - Administrative Penalty System for Parking violations](#)

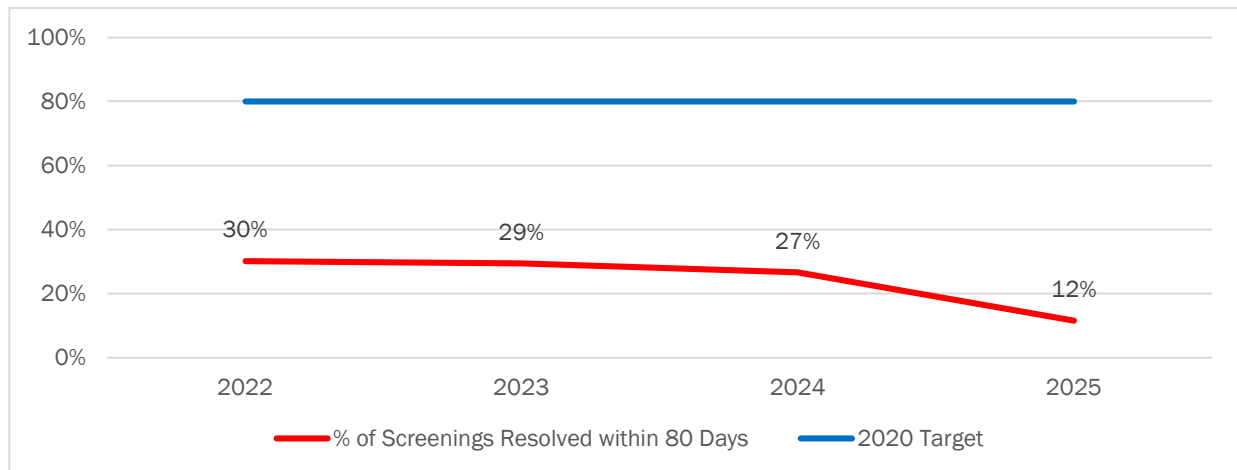
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**Figure 3: Average Time-to-Screening by Year, 2022-2025**  
 Prepared by the Auditor General's Office



While the APS does not have a time-to-screening target, Legal Services described a (discontinued) key service standard in its 2020 budget notes to resolve online parking disputes within 80 days 80 per cent of the time. However, our analysis of parking data showed that since at least 2022<sup>14</sup>, only a small portion of screening dispositions each year are within 80 days from the request date. See **Figure 4** below for details.

**Figure 4: Annual Percentage of Screenings Resolved within 80 Days, 2022-2025**  
 Prepared by the Auditor General's Office



<sup>14</sup> Court Services was unable to provide reliable backlog analysis prior to 2022 due to challenges involving their legacy system (see **Section C.2.**).

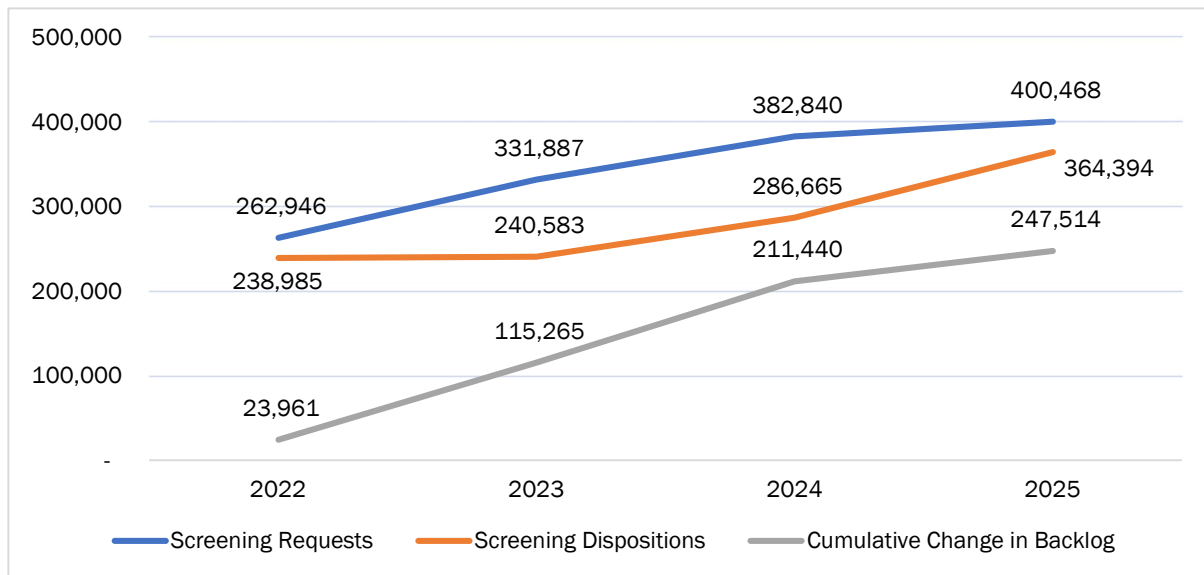
### A. 1. 2. Large and Growing Backlog of Screening Requests

**Hundreds of thousands of screening requests in queue**

A substantial screening request backlog is the main cause of the high and increasing time-to-screening for parking penalties. This backlog grew year over year since at least 2022<sup>15</sup> and includes all parking penalties with a screening request date but no screening disposition<sup>16</sup> date as of December 31, 2025.

**Figure 5** below shows annual backlog growth per year from 2022 to 2025. The total backlog grew by over 247,000 screening requests since 2022. This accounts for approximately 68 per cent of total screening dispositions in 2025, implying an eight-month workload to clear these requests.

**Figure 5: Cumulative Change in Screening Backlog for Parking Penalties, 2022-2025**  
Prepared by the Auditor General’s Office



### A. 1. 3. Multiple Factors Contribute to Screening Delays and Backlogs

Drivers of the backlog, as well as efforts to narrow the gap between screening requests and dispositions, are discussed below.

<sup>15</sup> Court Services was unable to provide reliable backlog analysis prior to 2022 due to challenges involving their legacy system (see Section C.2.).

<sup>16</sup> A screening disposition refers to a final screening decision (e.g., one that is not adjourned to a later date) and screenings foregone because the disputer paid all or part of their penalty before their screening date. Also includes records with screening request and disposition dates that were part of the commercial delivery resolution process.

## Many factors impact demand for screening reviews

### More Penalties Were Disputed

While fewer parking penalties were issued for violations detected in 2025 than in previous years, a larger portion of penalties were disputed, resulting in more overall screening requests for 2025.

Many factors impact the demand for screening reviews. Legal Services leadership cited an increase in screening requests for financial reasons and increased penalty amounts as contributing factors to long wait times. Specifically:

- **Penalty amounts increased** on August 1, 2024, for 123 different parking, stopping, and standing violations. Examples of penalty increases include parking at a parking meter without paying (increased from \$30 to \$50), parking in a permit parking location without a valid permit (increased from \$30 to \$45), and parking within three metres of a fire hydrant (increased from \$100 to \$125). A greater penalty amount increases the risk that the recipient will find it more difficult to pay the penalty and request a screening review.
- **More Torontonians are experiencing financial hardship than in prior years.** This has driven, and will continue to drive, increased screening requests citing financial hardship, if the trend continues. According to a 2026 Operating Budget Briefing Note on the Toronto Poverty Reduction Strategy, “[p]overty in Toronto continues to rise and now impacts many Torontonians that were previously financially secure.” Further, according to Statistics Canada data<sup>17</sup>, the unemployment rate in the Toronto area was higher on average in 2025 than any of the three prior years, suggesting a greater portion of Torontonians may have difficulty paying a penalty.

### Incomplete Request-for-Screening Submissions Delay Screenings

Screening requests sometimes lack the necessary information for staff to make a sound decision on a timely basis. For instance, a disputer claiming financial hardship must submit a Notice of Assessment, or if a violation was committed by someone who stole the vehicle, a police report is needed.

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<sup>17</sup> [Table 14-10-0459-01 Labour force characteristics by census metropolitan area, three-month moving average, seasonally adjusted](#), Statistics Canada.

In these cases, if the required documents are not included with the submission, the screening officers attempt to contact the disputing party and/or the Toronto Police Service, as necessary, for further information. This can take a disproportionate amount of time to resolve.

**Opportunities to improve submission completeness**

There are opportunities to avoid administrative time spent on resolving missing documentation. For example, the online form used for red light camera penalties helps reduce instances of incomplete submissions. A disputer must upload their Canada Revenue Agency Notice of Assessment for the last full calendar year to submit a request to cancel or vary (reduce) the penalty based on undue hardship. The form also requires the disputer to enter their email twice, which can prevent errors that frustrate attempts to reach them. Applying these enhancements to the parking request form could improve submission completeness.

Incomplete submissions could also be mitigated by:

- Creating a step-by-step instructional video outlining documents needed to support a complete submission (similar to the City’s current MyAccesstoHousingTO video)<sup>18</sup>
- Including eye-catching reminders and/or dialogue boxes prior to final submission, reminding the disputer to ensure submission completeness
- Providing examples of common documentation required for submissions.

**Outdated Staffing Model and Turnover of Staff**

**Staffing challenges cited as contributing factors to long wait times**

According to APS program staff, APS’ staffing model has not been reassessed since 2017 because “there has not been a significant period of time for collection of data unaffected by outside factors, which could distort any analysis. This includes initial onboarding, [the COVID-19 pandemic] and technology issues with [the legacy information system].” Therefore, APS has not assessed whether its staffing complement is appropriate to keep up with the demand for screening reviews.

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<sup>18</sup> [Register for the new MyAccesstoHousingTO portal for Rent-Geared-to-Income Housing in Toronto](#)

Furthermore, staff left roles to pursue other positions in both the City of Toronto and other jurisdictions. While there was turnover in screening officer positions between January 1, 2022 and December 31, 2025, Legal Services increased the number of screening officers employed by 36 per cent during the same period, helping to offset the loss in experience with additional officers. Despite the increased staffing, this has not prevented the backlog for screening reviews from increasing year-over-year, due in part to information system challenges as described below.

### **Issues with Information System Delayed Screening Reviews**

#### **Technical issues delayed screening decisions**

Technical challenges with the online parking look-up tool compounded backlog growth in 2023. Specifically, APS staff informed us that:

- Between April and November 2023, a system defect prevented capturing written submissions, delaying screening decisions and necessitating manual follow-up. Screening officers spent significant time, often requiring multiple attempts, to request and receive missing information. This detracted from time that would otherwise be spent performing screening reviews. Technology Services fixed this issue in December 2023.
- An upload defect which impacted the naming of files prevented submissions from being viewable by screening officers. This further increased the administrative burden for screening officers, who had to reach out to Technology Services to individually recover and manually upload each impacted file. Technology Services also fixed this issue in December 2023.

#### **A. 1. 4. Management Made Efforts to Address Screening Delays and Backlogs**

##### **New Case Management System May Enable Faster Screening Reviews**

In January 2025, APS launched the new Case Management System to handle the addition of automated speed enforcement (discontinued in November 2025) and red light camera penalties. APS management aims to use this system for parking penalties in the second quarter of 2027. APS management expects this system to enable faster screening reviews compared to the legacy system. The current legacy system is inefficient and unreliable as it crashes frequently and screening officers lose progress on their screening reviews. APS management advised us that the new system will have the following improvements to allow more efficient use of time for screening officers:

- Ability for screening officers to automatically generate and email a decision letter when working remotely. This could save a significant amount of time, even if savings are less than one minute per screening review, given screening officers who work a full day on screening reviews are expected to complete at least 80 reviews per day for parking penalties.
- Screening officers will be able to track their work using dashboards to ensure they are addressing assignments in a timelier manner.
- Templates will be available to help standardize the language for screening decisions and can also auto-populate information used multiple times, such as owner information and licence plate number. This will help to not only improve efficiency, but also provide clear and fulsome reasons for a screening decision. This is intended to help reduce follow-up emails and phone calls, so screening officers can spend less time responding to them.

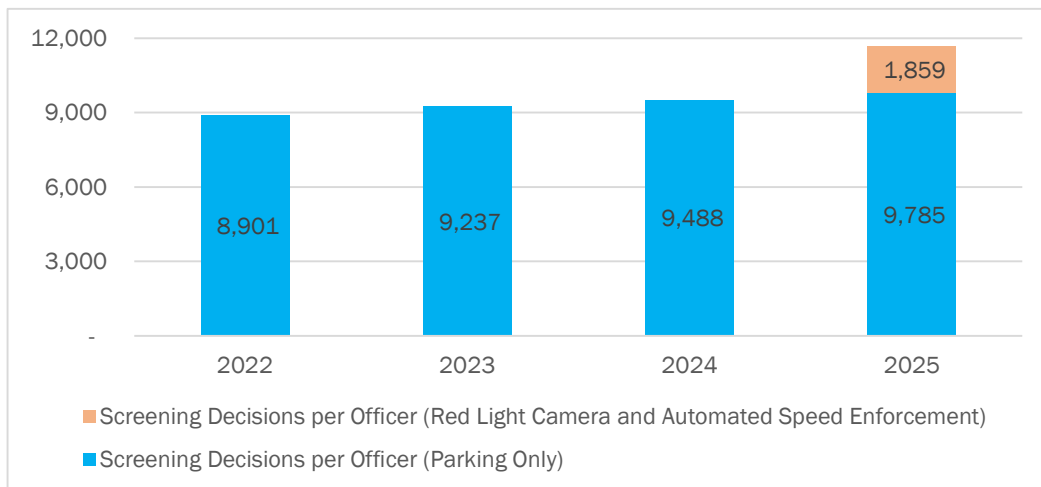
### Operational Improvements Increased Screening Officer Productivity

#### Increased screening officer productivity

As shown in **Figure 6** below, the average number of screening decisions per officer increased from about 8,900 in 2022 to almost 9,800 in 2025 for parking penalties. This increased efficiency arose despite more duties being assigned to these officers, as some officers began screening disputed red light camera and automated speed enforcement penalties in 2025. When these are included, the total number of screenings completed per officer increased from about 8,900 in 2022 to over 11,600 in 2025.

**Figure 6: Average Annual Screening Decisions per Screening Officer, 2022-2025**

Prepared by the Auditor General’s Office



APS management attributed the increased productivity to implementation of the following operational improvements:

- Introducing internal productivity targets that motivate staff to complete a minimum number of screenings in a typical 6.5-hour day (currently 80 if assigned parking penalties, 50 if assigned red light camera penalties).
- No longer conducting screening reviews in person, except when accommodation is required, which allows counter staff to spend more time completing screening reviews in queue.
- Updating relevant webpages to promote requesting a screening online rather than making requests in person, decreasing the time that counter staff spend responding to walk-ins.
- Updating the phone line message to provide more information up front so that fewer calls require a response from a live agent.
- Clarifying forms and removing redundancies to reduce the amount of time the disputing party may have to spend at counters in person.
- Use of overtime to work through the backlog.

The APS can potentially complete 442,000 screening reviews in 2026 if staffing and productivity remain constant. The provincial decision to discontinue automated speed enforcement systems will further allow screening officers to focus on screening parking and red light camera penalties.

**Recommendation:**

- 1. To reduce the screening review backlog for parking penalties and, consequently, time-to-screening, City Council request the City Solicitor, in consultation with the Executive Director, Court Services, and the Director of Revenue Services, to:**
  - a. Assess what changes can be made through the online dispute portal, Administrative Parking System forms, and the City website to provide additional guidance for disputers and encourage complete submissions**
  - b. Assess the feasibility and benefits of restricting a screening review to only include documents submitted at the time of the screening request, with exceptions as necessary**
  - c. Formally define time-to-screening targets for parking administrative penalties, taking into account current issuance and dispute rates, for City Council consideration**

- d. Conduct a detailed staffing analysis that takes into consideration the estimated new screening requests, existing screening review backlog, time allocation between screening reviews and other duties, screening officer throughput, and use of overtime if needed, to determine the optimal staffing level for screening officers to reduce the backlog and time-to-screening for administrative penalties.

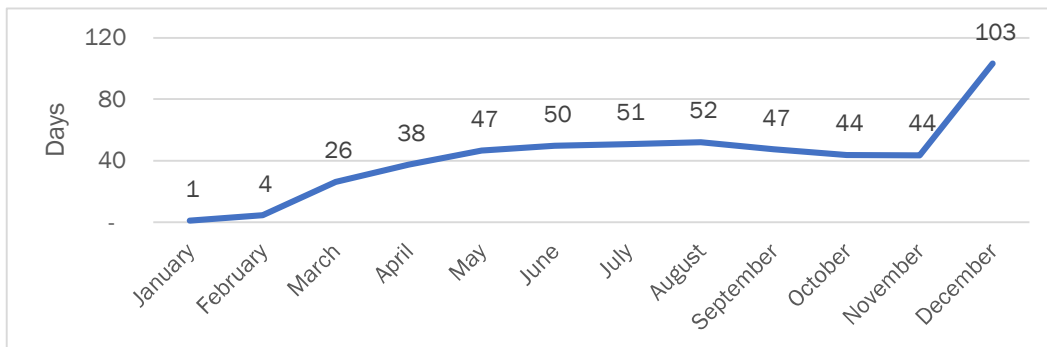
## A. 2. Red Light Camera Screening Process Was Mostly on Time in 2025

### Average time-to-screening was 48 days in 2025

While the APS has not established time-to-screening targets for red light camera penalties, screenings were performed much faster than they were for parking penalties. Time-to-screening for red light camera penalties averaged 48 days and was within 80 days for 96 per cent of screenings performed in 2025.

Since red light camera penalties became part of the APS in 2025, with no initial backlog to delay reviews, the time-to-screening was low in the first few months. As shown in **Figure 7**, there was a sharp increase in time-to-screening in December 2025, where only 56 per cent of screenings were completed within 80 days, after being above 94 per cent for all prior months in the year. According to APS management, this was caused by a system defect earlier in the year that prevented screening officers from viewing some file uploads. APS staff recovered the missing documents in December, which meant that many of the screenings completed that month were for older requests that could not have been resolved earlier.

**Figure 7: Monthly Average Time-to-Screening for Red Light Camera Penalties, 2025**  
Prepared by the Auditor General’s Office

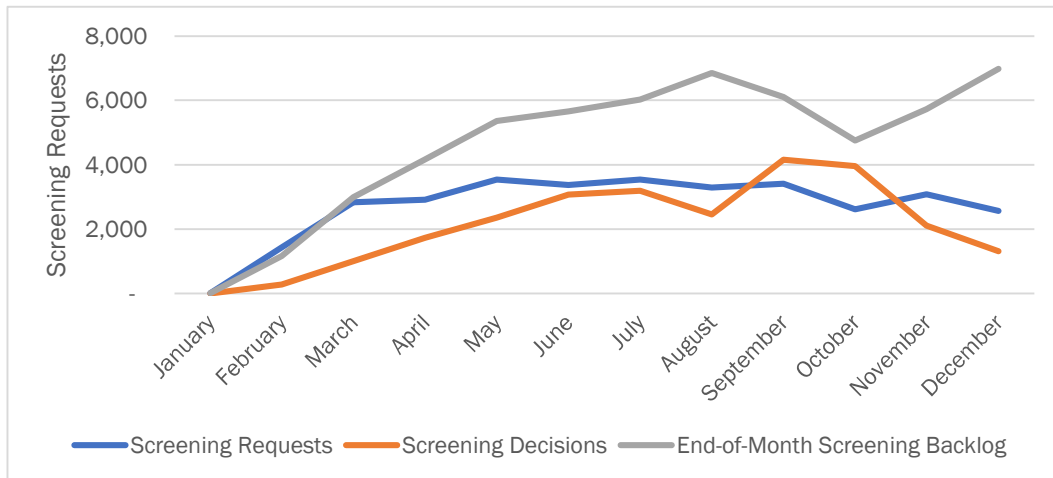


**Backlog of red light camera penalties has grown but remains manageable**

The screening backlog for red light camera penalties was 6,984 on December 31, 2025. This was almost two and a half times the average monthly number of screening reviews completed in the second half of 2025. Screening requests, decisions, and backlog accumulation for red light camera penalties are summarized in **Figure 8**.

**Figure 8: Monthly Screening Requests, Decisions, and End-of-Month Backlog for Red Light Camera Penalties, 2025**

Prepared by the Auditor General’s Office



Only a small portion (1,576, or 23 per cent) of requests that comprise this backlog were made more than 60 days prior to the end of 2025. Therefore, most of the screening requests in the backlog were received shortly before year end, and it is reasonable to expect they should be processed in a reasonable amount of time, in the absence of other potential impacts.

Similar to parking penalties, there is a risk that the red light camera backlog will grow to a level that prevents a major portion of screening requests from being resolved in a timely manner if not effectively managed. Continuous monitoring and interventions (e.g., increased staff allocation and overtime), when necessary, will help to prevent this.

**Recommendation:**

2. **To keep the time-to-screening for red light camera penalties within acceptable timeframes, City Council request the City Solicitor to formally define time-to-screening targets for red light camera administrative penalties, taking into account current issuance and dispute rates, for City Council consideration.**

## B. Improve Collection of Penalty Amounts and Fees Due

### B. 1. Consistent Use of Collection Tools Encourages Timely Payment of Penalties Due

#### B. 1. 1. Many Parking Penalties Not Collected in a Timely Manner

**\$215.8 million in parking penalty amounts and fees remain outstanding; \$98.4 million in 2025 and \$117.4 million for penalties issued from 2022 to 2024**

Between 2022 and 2025, Toronto Police Services and Municipal Law Enforcement Officers issued approximately 8.3 million parking penalties totalling \$529 million. At the time of our audit, after considering fees (e.g., late fees, address search fees, etc.) added, cancellations, deferrals to commercial delivery resolution, and variations through the screening and hearing processes, there were approximately 7.6 million penalties collectable through the APS totalling \$659.5 million. About \$215.8 million remained uncollected as of December 31, 2025, consisting of \$128.8 million in uncollected penalty amounts and the remaining \$87 million in uncollected fees. Of this, about \$98.4 million remained uncollected for penalties issued in 2025, while the remaining \$117.4 million remained uncollected for penalties issued between 2022 and 2024.

**Parking penalties were often paid late**

Although about three-quarters of collectable parking penalties were fully paid by December 31, 2025, many were not paid in a timely manner. Overall, we found that for penalties that were paid, half of undisputed penalties were paid late by an average of 109 days (or over three months) past their due date, and about a quarter of disputed penalties were paid late by an average of 249 days (or eight months) past their due date. Delayed collections reduce the effectiveness of administrative penalties as deterrents to illegal parking.

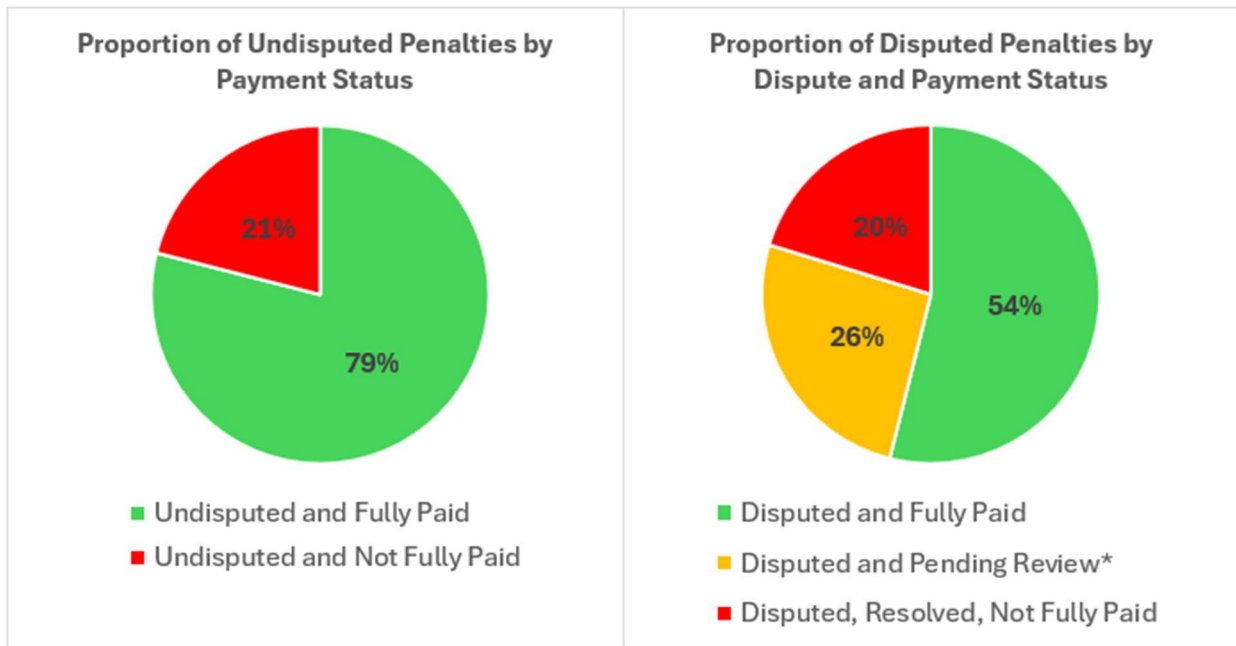
**Figure 9** below summarizes the portion of undisputed and disputed parking penalties by their payment status as of December 31, 2025, for penalties issued on violations detected between 2022 and 2025. These charts exclude cancelled penalties and/or penalties in the Commercial Delivery Resolution process.<sup>19</sup>

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<sup>19</sup> The Commercial Delivery Resolution program runs parallel to the APS for enrolled commercial delivery companies and their vehicles that receive “no parking” and “no standing” violations in the City of Toronto while loading or unloading merchandise. The program allows for all licence plates owned by the same delivery company who are enrolled in the program to be screened through an automated process based on parameters set out by Prosecutions section of Legal Services. The Commercial Delivery Resolution program is not included in the scope of this audit.

**Figure 9: 2025 Year End Payment Status of Disputed and Undisputed Parking Penalties for Violations Detected Between 2022 and 2025**

Prepared by the Auditor General's Office



\*includes both penalties pending a screening review and penalties pending a hearing review

We found that for about 6.51 million undisputed penalties (left pie chart):

- 79 per cent were paid by December 31, 2025. Of those, about 50 per cent were paid late by an average of 109 days.
- 21 per cent remained unpaid on December 31, 2025. Of these, about 96 per cent were overdue, by an average of 581 days.

We found that for about 1.08 million disputed penalties (right pie chart):

- 54 per cent were resolved and paid by December 31, 2025. Of those, 26 per cent were paid late by an average of 249 days.
- 26 per cent were awaiting a screening decision on December 31, 2025.
- 20 per cent were resolved and remained unpaid on December 31, 2025. Of these, about 80 per cent were considered overdue, by an average of 406 days.

## **B. 1. 2. Late or Missed Use of Collection Tools**

Collection tools such as notices, fees, and licence plate denials are used to encourage timely payment of penalties. With the exception of licence plate denial, which occurs once a week, automated processes identify parking penalties that qualify for each collection tool and these tools are applied every business day<sup>20</sup>. In contrast, Notices of Overdue Penalty Order, the only collection tool currently in place for red light camera penalties, are identified and sent every day, including weekends and holidays.

Timely use of notices helps to inform those penalized that they have an outstanding penalty and encourages prompt payment, while applying late fees and licence plate denial deters longstanding delinquency. Late or missed usage of these collection tools can reduce and/or inhibit timely collection of amounts due. Many of our observations are consistent with those identified by the City's Internal Audit Division in its 2018 review of the APS, indicating these are longstanding issues.

Since these reminders can spur payment, improvements to the timeliness and completeness of collection tool use would encourage timely payment of penalties due. Further, incomplete or late use of some tools can delay the use of subsequent tools if delinquency persists. **Exhibit 2** provides details on the number of penalties that qualified for each collection tool for parking, as well as the estimated number and percentage that were used on time, late, or not at all.

### **Notices of Overdue Parking Penalty (NOPPs) and Address Search Fees for Parking Penalties**

We found that while the APS issued NOPPs for almost all qualifying penalties issued between 2022 and 2025, they were not always sent on time. Since NOPPs are sent immediately after an Address Search Fee has been applied<sup>21</sup>, this results in a lost opportunity for the City to collect fees if a person pays their overdue payment before receiving a NOPP.

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<sup>20</sup> If a penalty would qualify on a non-business day, such as a weekend or statutory holiday, Chapter 610 of the *Toronto Municipal Code* allows action to instead be taken on the following business day.

<sup>21</sup> Per Chapter 610 of the *Toronto Municipal Code*, "Where an administrative penalty for a designated by-law provision is not paid within 15 calendar days after it becomes payable to the City, the recipient shall pay the vehicle owner/address search fee."

A NOPP is issued 16 calendar days after the deemed service date of a parking penalty. NOPPs are used to remind recipients that their administrative penalty is past due and provide information on next steps if non-payment continues. NOPPs also include a \$15.39 Address Search Fee, with \$8.25 of this amount used to cover the cost of obtaining the vehicle owner's address from the Ministry of Transportation. APS uses an automated process to flag licence plates with penalties that qualify for a NOPP each business day.

Based on our data analysis of NOPPs for qualifying penalties issued between 2022 and 2025, we found that:

- The APS did not issue NOPPs 3.5 per cent of the time. APS staff informed us that a NOPP would not be issued 16 days after the service date of the penalty if there are delays receiving owner address information from the Ministry of Transportation and the penalty was paid during that time. APS management has not investigated why some NOPPs were not sent when they qualified.
- The percentage of NOPPs that were sent late increased from 32.3 per cent in 2022 to 49.1 per cent in 2025. Staff explained that more NOPPs were sent late in recent years in response to the postal service labour disruptions in 2024 and 2025, but APS management could not identify how many NOPPs were affected due to data limitations.

**Increasing number of NOPPs sent late; some due to postal service labour disruptions**

**The City could have added an additional \$1.78 million in Address Search Fees**

Due to missed NOPP issuance, we estimated that an additional \$1.78 million in Address Search Fees could have been added. About \$1.05 million of this amount would cover the costs of retrieving vehicle owner addresses from the Ministry of Transportation and the remaining \$730,000 would fund City operations once collected.

### **Late Fee for Parking Penalties**

Based on our data analysis of late fees for qualifying penalties issued between 2022 and 2025, we found that APS did not consistently add late fees and when it did, it added them late almost half the time.

Per Chapter 610 of the *Toronto Municipal Code*, “Where an administrative penalty and all administrative fees are not paid within 30 calendar days after the date that an administrative penalty and any administrative fees for a designated by-law provision become payable to the City, the recipient shall pay the late payment fee”. For disputed penalties, late fees are instead added when a penalty is not paid by the due date specified in the screening or hearing decision letter.

**The City could have added \$4.9 million in additional late fees**

APS did not add late fees to about 5.9 per cent of qualifying penalties between 2022 and 2025. Adding late fees later than allowed by policy risks not being able to collect these fees if payment is made before they are applied. For instance, for the 5.9 per cent of cases where the APS did not add late fees for qualifying parking penalties, we estimate that an additional \$4.9 million in fees could have been added by the City.

**48% of late fees were not applied the earliest day permitted**

The APS applied 48 per cent of late fees between 2022 and 2025 later than the earliest day permitted, by about one week on average. APS staff informed us that late fees are added late because automated internal processes measure from the date of the NOPP rather than the service date. As a result, any delays in sending NOPPs translate to delays in adding late fees.

### **Notices of Default (NODs) for Parking Penalties**

While almost all NODs were sent where a penalty qualified for one, they were not consistently sent on time, though the average days late decreased from about 40 days in 2022 to 11 days in 2025.

A NOD is issued 40 days after the deemed service date of a parking penalty. NODs serve as a final reminder that the penalty is past due while detailing the recipient's options prior to plate denial. Like the NOPP process, APS uses an automated process to flag licence plates with penalties that qualify for a NOD every business day.

APS sent a NOD on almost all cases (98 per cent) where a penalty qualified for one. Similar to NOPPs, a NOD may not be sent if timelines were deferred (due to postal service labour disruptions) and the penalty was paid during that time. However, APS management was not able to identify how many NODs were affected by the postal service labour disruption, due to data limitations.

**About 1 in 5 NODs were sent late**

Over the four-year period from 2022 to 2025, the APS sent 19 per cent of eligible NODs late. Staff explained that known reasons for these delays include delays in the prior collections processes and extensions granted by APS staff in response to the postal service labour disruptions previously described.

We also noted that the average days late for late NODs decreased from about 40 days for NODs sent in 2022 to 11 days for those sent in 2025, which was a substantial improvement.

Ensuring NODs are sent on time would encourage timely payment of penalties due, while enabling licence plate denial to also be processed on time if needed.

## **Plate Denial Enforcement Fee and Plate Denial for Parking Penalties**

**Plate denial was not always performed for parking penalties**

We found that the APS did not always perform licence plate denial and this resulted in missed opportunities for the City to collect plate denial enforcement fees. We also noted that where plate denial was warranted, it was mostly performed on time, except in 2025.

*Per Chapter 610 of the Toronto Municipal Code, “Where an administrative penalty and all administrative fees are not paid within 60 calendar days for a designated by-law provision after an administrative penalty and any administrative fees become payable to the City and the City notifies the Registrar of Motor Vehicles in the jurisdiction where the permit is registered or the Ministry of the default, the recipient shall pay the plate denial enforcement fee.”*

**Licence plate denials are the strongest collection tool to encourage payment**

Licence plate denials are the strongest and final collection tool used to encourage payment of administrative penalties. Denying plate renewal until penalties and fees are paid prevents a person from driving their vehicle legally. Unprocessed or late plate denials can result in delayed collections.

**The City could have added \$244,000 in additional plate denial enforcement fees**

Our data analysis showed that between 2022 and 2025, plate denial was not performed for 26,130 (or 1.3 per cent) of qualifying penalties. As of December 31, 2025, the plate denial enforcement fee was \$32.10, with \$20 of this amount due to the Ministry of Transportation. If the applicable fees associated with each penalty were applied to the 26,130 penalties that were eligible without plate denial performed, we estimate that an additional \$767,000 in fees could have been added, with about \$523,000 collectable by the Ministry and the remaining \$244,000 paid to the City.

**About 1 in 3 eligible licence plate denials were performed late in 2025, largely due to postal service labour disruptions**

Additionally, as shown in **Exhibit 2**, the percentage of plate denials that were performed late increased significantly to 34.1 per cent in 2025, compared to around three to four per cent between 2022 and 2024. APS management informed us that this was largely due to the postal service labour disruptions, which caused APS staff to extend collection activity dates beyond normal timelines in 2025. APS management was not able to identify how many licence plate denials were affected due to data limitations.

## **B. 2. Uncollected Red Light Camera Penalties Partly Due to Lack of Consequences**

**\$17.7 million of red light camera penalties outstanding at year ended 2025**

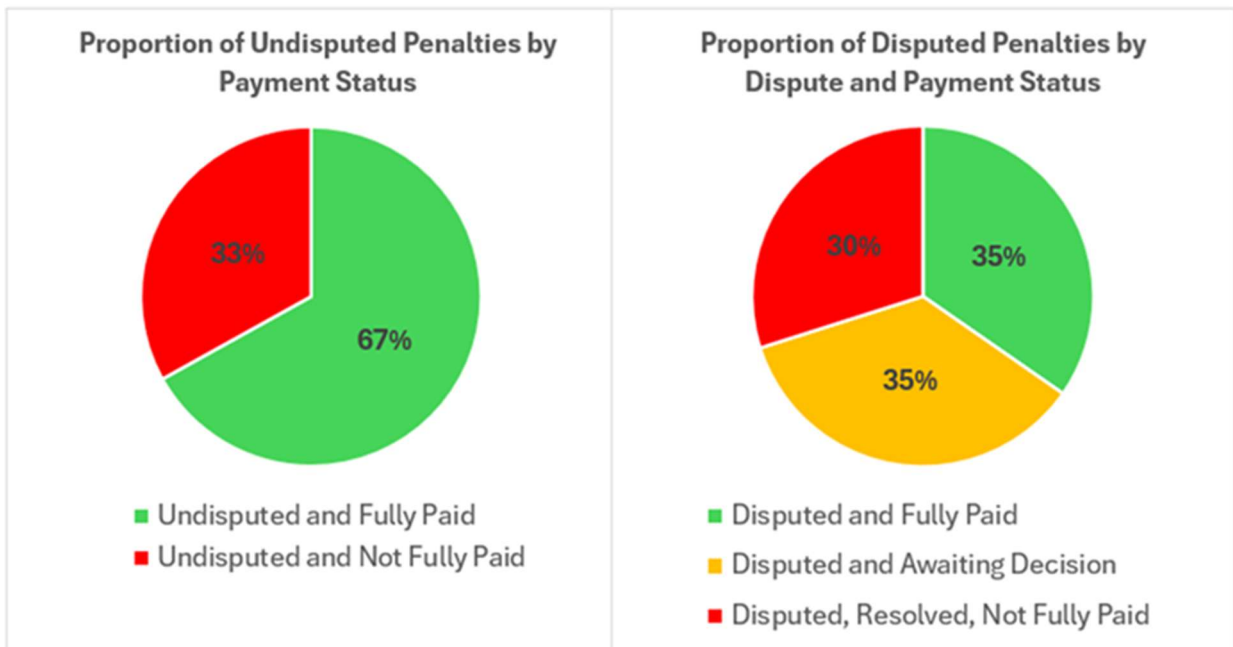
In 2025, approximately 132,000 red light camera penalties totalling \$43.3 million were issued. After cancellations and variations through the screening and hearing processes, there were 131,504 penalties remaining, totalling about \$43.1 million. Of this, about \$25.4 million was collected, while about \$17.7 million remains uncollected.

**Many red light camera penalties were paid late or overdue at year end 2025**

Although most red light camera penalties issued in 2025 were fully paid or cancelled, many were not paid in a timely manner or were overdue and unpaid as of December 31, 2025. This is due, at least in part, because there are no consequences in effect for not paying a red light camera penalty (detailed further in the **Late Payment Fee and Plate Denial for Red Light Camera Penalties** section below).

**Figure 10** below summarizes the portion of undisputed and disputed red light camera penalties by their payment status for penalties issued in 2025. These charts exclude cancelled penalties.

**Figure 10: 2025 Year End Payment Status of Disputed and Undisputed Red Light Camera Penalties**  
Prepared by the Auditor General’s Office



\*includes both penalties pending a screening review and penalties pending a hearing review

We found that for about 98,700 undisputed penalties (left pie chart):

- 67 per cent were paid by December 31, 2025. Of those, 22 per cent were paid late by an average of 24 days.
- 33 per cent remained unpaid on December 31, 2025. Of these, about 74 per cent were overdue, by an average of 135 days.

We also found that for about 32,800 disputed penalties (right pie chart):

- 35 per cent were resolved and paid by December 31, 2025. Of those, 15 per cent were paid late by an average of 25 days.
- 35 per cent were awaiting a screening decision on December 31, 2025.
- 30 per cent were resolved and remained unpaid on December 31, 2025. Of these, about 67 per cent were considered overdue, by an average of 108 days.

### **Notices of Overdue Penalty Order (NOPOs) for Red Light Camera Penalties**

#### **Almost all Notices of Overdue Penalty Order were sent on time in 2025**

A NOPO is issued 31 days after the deemed service date of a red light camera penalty unless the penalty is fully paid or disputed. NOPOs sent late, or not sent, in 2025 are mostly explained by postal service labour disruptions. Penalties paid or disputed during the disruption that would have otherwise qualified would never have received a NOPO. After adjusting for postal service labour disruption impacts, the APS sent a NOPO on time for almost all qualifying penalties.

### **Late Payment Fee and Plate Denial for Red Light Camera Penalties**

At the time of our audit, the APS had not referred overdue red light camera penalties to the Ministry of Transportation for licence plate denial.

Under section 21 of *Ontario Regulation 355/22: Administrative Penalties for Contraventions Detected Using Camera Systems*, notifying the Ministry of Transportation is a necessary condition to apply a late payment fee for these penalties. As such, the APS had also not added or collected any associated late payment fees at the time of our audit.

APS staff informed us that they did not refer any overdue penalties to the Ministry of Transportation because they are waiting for the Ministry of the Attorney General to integrate its system and processes with the City's.

Plate denial, if enabled, is permitted 61 days after the service date. If this was in place and all undisputed penalties that qualified in 2025 were referred to the Ministry of Transportation, we estimate that 20,528 referrals would have occurred. With an additional \$20 fee per referral, we estimate that this would have added fees of \$410,560, which would all be collected by the Province. While the City would not receive these fees, plate denial can still benefit the City by encouraging timely payment of red light camera penalties, each of which provides \$268.25 to the City.

**Recommendation:**

- 3. To inform a recipient of administrative penalty amounts overdue and in default, City Council request the Director, Revenue Services, to:**
  - a. Ensure Notices of Overdue Parking Penalty, Notices of Default, and Notices of Overdue Penalty Order are sent on the day their respective penalties qualify for these notices**
  - b. Review quality control and reconciliation processes to ensure they accurately identify and send all missed notices, add all missed late fees, and process all missed plate denials on the earliest day following qualification**
  - c. Investigate why any notices, late payment fees and/or plate denials that should have been sent or processed were not, and update the automated scripts that produce them accordingly**
  - d. Work with the Ministry of Transportation and Ministry of the Attorney General, as applicable, to complete all necessary system integration work to begin processing licence plate denial for red light camera penalties as soon as penalties qualify.**

**B. 3. Repeat Offenders**

**Over 1 million repeat offenders for parking penalties since 2022 totalling more than \$409 million and \$114 million uncollected as of January 2026**

With long dispute processes and delayed recovery of amounts due, many penalty recipients can continue to reoffend without facing tangible consequences. We asked APS staff to provide a list of all licence plates that received more than one parking penalty between 2022 and 2025. The list contained about 1.14 million repeat offenders, who collectively accumulated about 6.68 million parking penalties worth more than \$409 million over that period. From that, about 1.62 million penalties worth over \$114 million were not collected as of January 2026.

**Repeat offenders that do not pay their penalties risk having their vehicle towed**

Repeat offenders risk having their vehicle towed if their vehicle is parked illegally on City streets and meets the following criteria:

- The motorist has three or more outstanding parking violations
- The motorist has not made payment or disputed any of the three violations
- More than 120 days have passed since their last qualifying parking violation.

**Other municipalities increase penalties for repeat offenders**

Unlike Toronto, other municipalities in Ontario, such as Markham and Brampton, apply progressive penalties or fees for repeat offenders.

- The City of Markham has a tiered penalty system, where a penalty increases when the same infraction is committed more than once. For example, the first penalty for parking at an expired meter is \$40, rising to \$60 for the second violation and \$80 for the third and all subsequent violations. Unlike towing, this system provides further consequences if individuals continue committing infractions but pay their penalties.
- The City of Brampton applies escalating penalties for repeat violations for some parking penalties. Under its by-law, the penalty for parking at an expired parking meter is \$20 for the first infraction, \$30 for the second, and \$40 for subsequent infractions.

Escalating consequences, using progressive penalties, create a stronger incentive for repeat offenders to change their behaviour and encourage long-term compliance. Toronto may benefit from a similar approach to deter repeat offences in the long term. APS staff informed us that a tiered penalty structure would not be actionable in the short or medium term because a person's penalty history is not readily available at the time of penalty issuance, and making these adjustments afterward (e.g., when a screening is requested) could be seen as a way of unfairly punishing disputers. However, management could explore the feasibility of a tiered penalty structure for repeat offenders in the longer term, if there is integration of the various systems for those issuing penalties and feasibility testing performed. This will require collaboration between relevant stakeholders, including Court Services, Legal Services, Revenue Services, Transportation Services, and the Toronto Police Service.

## C. Improve Performance Monitoring and Reporting

### C. 1. Opportunity to Enhance Performance Framework, Metrics and Annual Reports

#### Performance Framework Needed for Oversight of APS

**APS performance framework needed to provide targets, measure progress, and assess performance of the program**

Prior to 2025, the responsibility for APS was shared between Court Services, Legal Services, and Revenue Services. In September 2024, these divisions proposed that the Court Services Division should assume a governance role for the program, which was formalized through the City’s 2025 budgeting process. The APS program has not yet established a performance framework to set targets, measure progress against targets, and assess the APS’ overall performance. Effective performance monitoring is crucial for the City to assess whether the APS is operating efficiently, achieving its intended benefits in supporting dispute resolution and payment collection, and adapting effectively to a changing regulatory and operational environment.

#### Outcome versus Output-based Performance Metrics

In the absence of a performance framework in place, Court Services and Legal Services track and monitor their respective and activity-based (outputs) legacy parking metrics, with some new metrics for red light camera penalties. These are summarized in **Figure 11** below.

**Figure 11 – APS Operational Performance Metrics**  
Prepared by the Auditor General’s Office

Legal Services	Court Services
<ul style="list-style-type: none"> <li>• # of screening requests for <b>parking</b></li> <li>• # of screening reviews completed for <b>parking</b></li> <li>• # of days to screening decisions for <b>parking</b></li> <li>• # of screening requests for <b>red light camera</b></li> <li>• # of screening reviews completed for <b>red light camera</b></li> <li>• # of days to screening decisions for <b>red light camera</b></li> </ul>	<ul style="list-style-type: none"> <li>• # of hearing/hearing extension requests for <b>parking</b></li> <li>• # of days for scheduling of hearing requests for <b>parking</b></li> <li>• # of hearing applications with decisions rendered (completed/pending) for <b>parking</b></li> </ul>

**Legal Services and Court Services track their own respective and activity-based performance metrics for internal purposes; Revenue Services has no performance metrics**

**Legal Services** produces periodic (weekly or bi-weekly) internal reports showing the number of screening decisions completed per screening officer. It established internal daily targets of 80 screening decisions per day for parking penalties and 50 for red light camera penalties, both of which are pro-rated based on officer time allocated to screening reviews versus other duties. **Court Services’** metrics relate to activity levels and scheduling timelines for hearing reviews. There are no performance metrics in place for **Revenue Services** related to the collections of APS penalties and fees.

**Monitoring focused on outputs rather than outcomes**

However, we found that these metrics measured activity volumes (outputs) rather than program efficiency or effectiveness (outcomes). Outcome-based metrics were limited to time-to-screening and time-to-hearing and were infrequently tracked for internal performance monitoring.

**The APS discontinued reporting for some outcome-based metrics**

Previously, the APS monitored outcome-based performance metrics such as the percentage of parking tags processed within legislative timelines and the percentage of Administrative Penalty Tribunal hearings completed within 120 days from the Hearing request date. However, these outcome-based metrics were not tracked or monitored since 2019. APS management informed us that the metric was discontinued when Parking Tags Enforcement and Operations' budget note was discontinued, and the individual divisions that support the APS program prioritized other metrics for their other duties in their own budget notes. Further, this transition occurred during the COVID-19 pandemic when the City changed many service delivery models, which APS management believes would have led to unreliable metrics and/or metrics that may not add value.

**Reporting focused on outputs rather than outcomes**

Similarly, the APS' Annual Activity Reports should also focus more on outcome-based reporting.

- **Details on how long disputers wait for a screening or hearing decision** – Since APS aims to quickly dispute and resolve penalties, time-to-screening and time-to-hearing are important metrics that help assess whether it is achieving this goal. We noted that these two metrics were previously included as part of the 2018 Activity Report. Court Services staff informed us that they did not have any recorded reason for discontinuing reporting these metrics. During the audit, and after we identified time-to-screening and time-to-hearing as important metrics that should be reported, Court Services, in consultation with Legal Services and Revenue Services, added these metrics to the 2025 Activity Report, uploaded in May 2026.
- **Details on the dollar amount of penalties outstanding and overdue** – The recurring *Attachment 2 - Collection Activity for PVNs Issued through [Year] to [Final Year Reported]* in each report provides the collection rate, expressed as the number of penalties paid divided by the number of penalties issued and not cancelled. However, there is no associated dollar amount. This information would help report users understand the effectiveness of collection activities and the financial opportunity of improving these activities. (i.e., incidents of not applying collection tools/timeliness of collection tools, which are explored above in **Sections B.1.2.** and **B.2.**)

**No collections-related performance metrics**

We also noted there are currently no performance metrics related to collections or the work of Revenue Services.

- Previously, the 2019 Budget Notes for Parking Tags Enforcement and Operations included collections metrics such as the percentage of NOPPs sent within legislative timelines. However, this metric has not been tracked or monitored since 2019.
- As discussed in **Section B.1.2.** above, we found instances where collection tools (i.e., NOPPs, NODs, address search fee, late fees, plate denials) were not used on qualifying penalties. Including information such as the percentage of time collection tools were used on qualifying penalties and whether these penalties were applied according to the established timelines can help to determine whether available collection tools are fully utilized and help to monitor compliance with internal policies.

**No Formal Performance Targets Have Been Established**

**No time-to-screening target for parking disputes**

It is unclear which target(s) time-to-screening performance should be measured against because several different targets have been proposed since the APS was established.

- In 2016, when APS was initially proposed to Toronto City Council, **parking violation disputes were to be heard and resolved within 120 days.** However, it is not clear whether these performance targets are still in use because there is no end-to-end timeline tracking and monitoring of parking violation disputes.
- According to the dispute resolution timeline diagram initially proposed to City Council, the **time-to-screening should be within 45 days.** While time-to-screening data is tracked internally, it was not measured or monitored against the 45 days target nor publicly reported.
- In 2020, Legal Services mentioned a key service standard in its budget notes to **resolve Parking Tags online dispute decisions within 80 days 80 per cent of the time.** However, there is no tracking or monitoring against this target. Legal Services' management informed us that they "were unable to find any documentation to determine how that was calculated" and that "[t]he metric has not been calculated or tracked in this manner since."

**No time-to-screening target for red light camera disputes**

Furthermore, the APS does not have equivalent targets for red light camera penalties.

It is important to develop key performance targets such as program-level targets in alignment with program-level priorities. Measuring progress against these targets will provide a fulsome understanding of whether the program is achieving its intended results.

### **APS Annual Activity Reports Did Not Accurately Reflect the Amount of Work Performed**

**APS performance monitoring and reporting understated hearing dispositions in 2024 by 81%**

Until APS released its 2025 Activity Report in May 2026, APS Annual Activity Reports provided counts of screening decisions, hearing decisions, and penalty cancellations, but only for penalties issued in the respective reporting year. If a penalty was issued in one year but was involved in a screening review, hearing review, or cancellation in a subsequent year, this would not be included under the prior reporting structure. For example,

- The 2024 APS Activity Report identifies 19,937 requests for hearing reviews and 3,787 tribunal dispositions for that year. This implies that the Administrative Penalty Tribunal (the Tribunal) received many more requests than it processed.
- In contrast, when considering all penalties with hearing reviews and not just those issued in 2024, the Administrative Penalty Tribunal Chair's Annual Report identified 19,125 requests for hearing reviews and 20,269 dispositions in 2024, showing that the Tribunal was keeping up with demand. Of the 20,269 dispositions, 16,482 (or 81 per cent) were not included in the 2024 APS Activity Report.

With long and growing wait times for a screening review (see **Section A.1.1.**) and a further wait for the subsequent hearing, most disputes performed in a year were not reflected in the corresponding APS Activity Report. This understated the actual amount of work performed during the year and prevents meaningful year-over-year data tracking. APS information systems can produce datasets and reports to show complete in-year activity levels, but this was not previously included in APS Activity Reports.

**APS management improved the completeness of information reported in the 2025 Activity Report**

During the audit, when we raised our concerns with the reporting approach, APS management revised their reporting for the 2025 Activity Report submitted to the General Government Committee in May 2026. As stated in the 2025 Activity Report, *“Program outputs in this report are based on the activity that was completed in 2025 regardless of the year of issuance. Previous versions of this report provided outputs on activity for penalties both issued and completed in the year being reported on. This provides a better reflection of performance within a given year and allows for a more accurate description of work completed.”*

**Recommendation:**

4. **To improve Administrative Penalty System (APS) performance monitoring and reporting, City Council request the Executive Director, Court Services, in consultation with the City Solicitor and Director, Revenue Services, to:**
  - a. **Develop a performance measurement framework for the APS program**
  - b. **Establish and report on key performance indicators and targets aligned with program priorities to the General Government Committee that include, but are not limited to, time-to-screening, dispute processing times, backlog reduction, average screenings completed per screening officer, timely collection of outstanding penalties, timely use of notices, fees, and licence plate denial, and the cumulative dollar amount of outstanding penalties**
  - c. **Continue to align reporting with activities performed during the reporting period by revising reporting methods to include all activities in the reporting year rather than only activities pertaining to penalties issued in that year and compare annual results on this basis.**

## **C. 2. Limitations with Outdated Legacy System**

### **Outdated Legacy System Impairs Monitoring for Parking Penalties**

The Parking Tag Management System (PTMS) is the legacy information system used to process information on parking penalties. APS staff informed us that this system was first introduced in 1995, predating the APS, and has various limitations as described below.

- **Outdated system** – The legacy system uses COBOL, an outdated programming language. Per APS management, a small team from the Technology Services Division supports the day-to-day operation of the application with a limited number of staff that have enough experience with this programming language to design and run complex custom APS queries, analyses, and reports. Ad hoc performance monitoring and oversight inquiries are limited by their availability and compete with their other duties. By comparison, modern technology solutions generally provide intuitive and accessible data manipulation and visualization tools that enable less tech-savvy users to quickly understand, analyze, and act on data through simple report generation and interactive dashboards without expert assistance.
- **Incomplete results due to outdated coding** – We noted that certain penalties were excluded from the screening backlog dataset for parking penalties. APS informed us that the code used to generate the dataset was outdated and that those penalties should not have been excluded. APS further explained that the code was created by a staff member who was no longer with the City.
- **Incomplete results due to reporting cutoff** – We found significant differences between our analysis of legacy system data and those results internally tracked by program staff. For example, for average time-to-screening for screening decisions made each year, we found discrepancies that ranged from +43 to -37 days when comparing our results and those provided to us by program staff. One major difference was that our analysis measured the time-to-screening for all penalties with a screening decision each year, whereas the APS calculation only included decisions for penalties issued that same year. APS staff confirmed that our approach to using the more complete request-for-screening field was appropriate.

**APS revised its scripts for more accurate performance monitoring**

During the audit, after we raised our concerns, APS staff revised how they calculate time-to-screening for parking penalties. With the new approach, they calculated a time-to-screening of 251 days in 2025, which approximates our calculation.

To summarize, there is a risk that metrics generated from the legacy system do not accurately reflect APS operations. This is due to an outdated legacy system, with limited institutional knowledge on how to generate reports or query data, and reliance on outdated code. Given these limitations, the information system for parking penalties hinders meaningful and reliable performance monitoring and oversight.

### **Legacy System Difficult to Use and Cannot Be Improved**

**Legacy information system for parking penalties is not user friendly or scalable**

In general, the legacy Parking Tag Management System (PTMS) is difficult to navigate and use. APS staff use a separate application called ADHOC to interface with data in this system (such as timestamps), review attached evidence (such as parking penalties), and upload documentation (such as screening decisions). As discussed in **Section A.1.4**, PTMS and ADHOC create operational inefficiencies by requiring manual processing. The APS is not able to improve the functionality of the legacy system. A staff report to the Infrastructure and Environment Committee in 2023 stated that the legacy system was modified in 2017 as a temporary solution to support the program and cannot be modified further to support expanded APS operations.

### **New Case Management System Expected to Enable Improved Data Analysis and Performance Monitoring**

**APS management plans to transition parking penalties to a new system in 2027**

The Court Services Division recognizes the issues with the legacy system and informed us that the new Case Management System will not have these issues.

The new Case Management System launched in January 2025 for red light camera penalties when they were added to the Administrative Penalty System, and management is aiming to use this system for parking penalties beginning in January 2027. The new system is cloud-based and can be expanded or modified relatively easily if needed in the future.

**New information system expected to enhance data analysis and performance monitoring**

APS management expects the new system to enhance data analysis, performance monitoring, and reporting, by allowing users to generate tailored reports without support required from the Technology Services Division. This will enable divisional management to monitor information through real-time dashboards and provide analytical tools for flexible and customizable analysis.

#### **Recommendation:**

- 5. To improve the reliability of reporting for oversight and decision-making of the Administrative Penalty System, City Council request the Executive Director, Court Services, City Solicitor, and Director, Revenue Services to develop routine reports through the Case Management System that are logical and include criteria that address the program's needs and operations, inclusive of parking penalties once these penalties transition onto the system.**

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## Conclusion

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**The APS was intended to streamline disputes and enable faster collections**

Toronto's Administrative Penalty System was intended to provide timely dispute resolution and help the City regulate the flow of traffic by promoting compliance with its by-laws. Long wait times for screening reviews can impact penalty collectability, postpone collections, and undermine public confidence in City processes. Incomplete and delayed collections undermine the APS' ability to promote compliance with traffic by-laws, as the intended consequences for violations are not fully realized to deter delinquency and re-offence. As a relatively new and expanding program, robust performance monitoring and reporting is vital to ensure the program is achieving intended outcomes, and if not, to provide a basis for course correction.

**Screening reviews were not completed in a timely manner for parking penalties**

For our first objective, we concluded that the screening review process for parking penalties was not timely, though the process for red light camera penalties generally was. A substantial backlog of screening reviews for parking penalties is preventing timely resolution, though the time-to-screening for the new parallel process for red light camera penalties has avoided similar challenges.

**Collections are often not timely – timely use of collection tools can help**

For our second objective, we concluded that there is often not timely collection of penalty amounts and fees due. Complete and timely use of available collection tools would help to encourage penalty recipients to pay their balances in a timely manner, and ensure that applicable fees are always added when eligible.

**Performance monitoring and reporting needs improvement**

For our third objective, we concluded that Court Services and Legal Services track their own respective performance metrics for internal purposes. However, Revenue Services has not developed any performance metrics related to the collections of administrative penalties and fees. Monitoring and reporting focused on activity volumes rather than whether the program was achieving intended outcomes. Further, several useful metrics were either measured incorrectly or not reported at all.

**5 recommendations to improve the Administrative Penalty System**

Implementing the five recommendations in this report will strengthen the effectiveness, efficiency, and oversight of the Administrative Penalty System by:

- improving the completeness of screening submissions so screening reviews can be completed faster

- enhancing the use of collection tools to improve the completeness and timeliness of their use, while increasing consequences for delayed payment and repeat offences
- enhancing performance monitoring by adding key performance indicators with clearly defined targets to measure the degree to which the APS is achieving intended outcomes, further enhanced by leveraging the new information system.

**Thank you to  
management and staff**

We would like to express our sincere appreciation for the co-operation and assistance we received during our audit from the management and staff of the Court Services, Legal Services, and Revenue Services Divisions.

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## Audit Objectives, Scope and Methodology

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**Audit included in the 2025 Work Plan**

The Auditor General's [2025 Work Plan](#) included an audit of the "Administrative Penalty System – Parking Ticket Fines".

**Audit objective**

The objective of this audit was to assess whether the Administrative Penalty System achieves its intended benefits in supporting dispute resolution and payment collection in accordance with City by-laws and regulations. This audit aims to answer the following questions:

- 1) Are parking and red light camera screening processes timely?
- 2) Is there timely collection of penalty amounts and fees due?
- 3) Are performance indicators and data analytics regularly used to monitor performance, inform management decisions, and report on program effectiveness?

**Audit scope**

This audit focused on the screening review process, collections, and performance monitoring for the period from 2022 to 2025.

**Areas not covered within the scope of this audit**

We did not examine the following areas as part of our audit scope:

- matters related to the enforcement of **parking violation notices** (commonly referred to by the public as **tickets**) **issued** by Toronto Police Services, Municipal Law Enforcement Officers, and Transportation Services. Enforcement is not part of the Administrative Penalty System
- the appropriateness of **decision-making**, including sufficiency of **supporting documentation**, as these are in the jurisdiction of the law and legal opinions
- the **Commercial Delivery Resolution process**, which runs parallel to the APS for resolving violation disputes for commercial delivery companies
- the timeliness or operations of the **Hearing Review process**, as a small portion of penalties are heard by the Tribunal

- the timeliness of screenings, collections, and performance indicators related to **automated speed enforcement** penalties because City of Toronto discontinued issuing speeding penalties on November 14, 2025, after the Provincial government enacted a province-wide ban.

## Scope Limitations

Our findings and conclusions relating to screening review timeliness for parking penalties are based on data extracted from the Parking Tag Management System. Fifteen screening decision letters for parking penalties in our sample of 99 were not stored on the system and a further eight screening decision letters were not recoverable. In these cases, there is no evidence to substantiate the screening disposition dates which were used to calculate time-to-screening.

The completeness of parking penalties and red light camera penalties in the Parking Tag Management System and the Case Management System, respectively, relies on timely transfer of information from the Toronto Police Service and Transportation Services Division. Our analyses did not consider any penalties issued before December 31, 2025 that were never entered into the information systems or entered after data was provided. We did not examine the processes of either of these entities.

Data reports used internally by APS divisions in some cases excluded some penalties that should have been counted, leading to inaccurate opening and closing backlog balances. Due to the high volume of penalties and technology limitations, calculating backlog reliably inclusive of years back to program commencement, 2017, was not feasible. As a result, in the body of this report we calculate the change in the backlog since 2022 rather than stating the actual number of penalties in the backlog inclusive of penalties with screening requests prior to 2022. Based on the evidence obtained, we believe we have gathered and reviewed sufficient appropriate information to provide a reasonable basis for our findings, conclusions, and recommendations.

The above limitations did not limit our conclusions on the overall audit objective.

## Methodology

Our audit methodology included:

- Reviewing all Administrative Penalty System performance reports and budget notes from Legal Services, Court Services, Revenue Services, and Parking Tags Enforcement and Operations since 2018
- Reviewing Provincial legislation and City by-laws to understand designated timelines to request a screening review and to administer collection tools

- Reviewing Legal Services internal policies, procedures, forms and training relevant to the screening review process
- Conducting interviews with five screening officers to understand the day-to-day work a screening review entails
- Conducting walkthroughs of the Parking Tag Management System (legacy system), the ADHOC system and the Case Management System to understand system functionality, workflows and available documentation
- Reviewing selected records in the legacy system and the Case Management System to understand how parking penalties and red light camera penalties are recorded and processed
- Analyzing Parking Tag Management System (legacy system) data for all parking penalties issued on violations detected from January 1, 2022 to December 31, 2025, to understand and assess work performed for parking penalties. Penalties for violations detected prior to 2022 were also included in our analysis of screening wait times, as many of the screenings performed between January 1, 2022 and December 31, 2025 were first requested in prior years
- Analyzing data for all red light camera penalties issued in 2025, the first year of the program, to understand and assess work performed
- Comparing the screening request and decision dates in APS information systems with supporting documentation for statistical samples of 99 parking and 97 red light camera penalties
- Conducting research and a survey of 17 municipalities in Ontario to understand differences in penalties and fees for parking, and how Administrative Penalty System performance monitoring and reporting varies
- Performing other relevant procedures as necessary

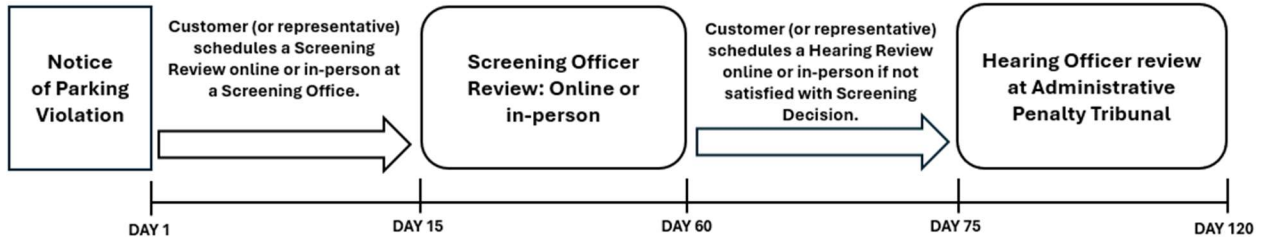
**Compliance with generally accepted government auditing standards**

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 objective.

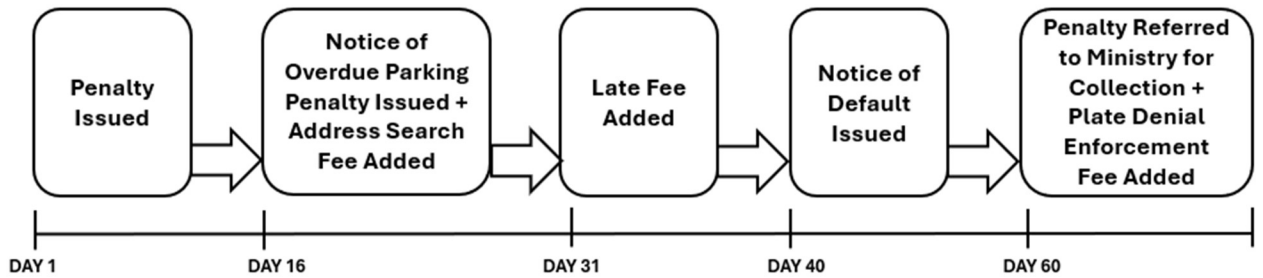
# Exhibit 1: Initially-Proposed APS Dispute and Collection Processes

Prepared by the Auditor General's Office

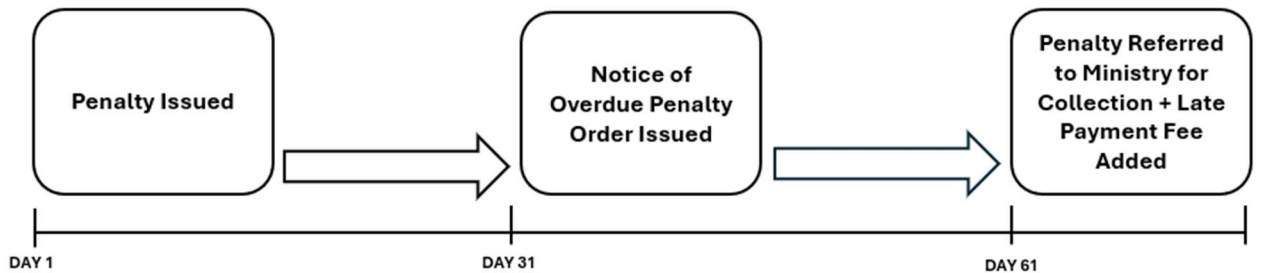
## APS Parking Dispute Process Timeline



## Collection Process for Parking Penalties



## Collection Process for Red Light Camera Penalties



## Exhibit 2: Estimated Completeness and Timeliness of Collection Tools

Prepared by the Auditor General's Office

### Estimated Annual Notices of Overdue Parking Penalty Qualification, Usage, and Timeliness, 2022-2025<sup>22</sup>

Qualifying Year	2022	2023	2024	2025	Total
Qualifying Penalties	811,141	991,804	932,509	881,101	3,616,555
<b>Sent on Time</b>					
Qualified and Sent on Time	526,978	635,470	517,080	406,908	2,086,436
% Sent on Time	65.0%	64.1%	55.5%	46.2%	57.7%
<b>Sent Late</b>					
Qualified and Sent Late	262,065	328,088	380,139	432,644	1,402,936
% Sent Late	32.3%	33.1%	40.8%	49.1%	38.8%
<b>Not Sent</b>					
Qualified and Not Sent by Dec 31, 2025	22,098	28,246	35,290	41,549	127,183
% Not Sent	2.7%	2.8%	3.8%	4.7%	3.5%

### Estimated Annual Late Fee Qualification, Usage, and Timeliness, 2022-2025<sup>22</sup>

Qualifying Year	2022	2023	2024	2025	Total
Qualifying Penalties	566,040	754,573	765,881	794,446	2,880,940
<b>Applied on Time</b>					
Qualified and Applied on Time	279,595	378,380	350,335	318,520	1,326,830
% Applied on Time	49.4%	50.1%	45.7%	40.1%	46.1%
<b>Applied Late</b>					
Qualified and Applied Late	257,360	337,425	376,790	412,418	1,383,993
% Applied Late	45.5%	44.7%	49.2%	51.9%	48.0%
<b>Not Applied</b>					
Qualified and Not Applied by Dec 31, 2025	29,085	38,768	38,756	63,508	170,117
% Not Applied	5.1%	5.1%	5.1%	8.0%	5.9%

### Estimated Annual Notices of Default Qualification, Usage, and Timeliness, 2022-2025<sup>22</sup>

Qualifying Year	2022	2023	2024	2025	Total
Qualifying Penalties	463,109	599,852	617,219	601,415	2,281,595
<b>Sent on Time</b>					
Qualified and Sent on Time	408,619	536,017	477,352	380,502	1,802,490
% Sent on Time	88.2%	89.4%	77.3%	63.3%	79.0%
<b>Sent Late</b>					
Qualified and Sent Late	50,142	58,224	129,750	196,077	434,193
% Sent Late	10.8%	9.7%	21.0%	32.6%	19.0%
<b>Not Sent</b>					
Qualified and Not Sent by Dec 31, 2025	4,348	5,611	10,117	24,836	44,912
% Not Sent	0.9%	0.9%	1.6%	4.1%	2.0%

<sup>22</sup> Estimates do not include adjustments for holidays that occur on weekdays. In these instances, the date the collection tool can first be used is extended to the next day that is not a holiday.

**Estimated Annual Plate Denial Qualification, Usage, and Timeliness, 2022-2025<sup>23</sup>**

Qualifying Year	2022	2023	2024	2025	Total
Qualifying Penalties	336,631	524,651	573,896	568,523	2,003,701
<b>Performed on Time</b>					
Qualified and Performed on Time	325,091	505,408	543,967	359,813	1,734,279
% Performed on Time	96.6%	96.3%	94.8%	63.3%	86.6%
<b>Performed Late</b>					
Qualified and Performed Late	9,594	14,604	25,002	194,092	243,292
% Performed Late	2.9%	2.8%	4.4%	34.1%	12.1%
<b>Not Performed</b>					
Qualified and Not Performed by Dec 31, 2025	1,946	4,639	4,927	14,618	26,130
% Not Performed	0.6%	0.9%	0.9%	2.6%	1.3%

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<sup>23</sup> Estimates do not include adjustments for holidays that occur on weekdays. In these instances, the date the collection tool can first be used is extended to the next day that is not a holiday.

## Appendix 1: Management’s Response to the Auditor General’s Report Entitled: “Audit of the City’s Administrative Penalty System for Parking and Red Light Camera Violations”

**Recommendation 1:** To reduce the screening review backlog for parking penalties and, consequently, time-to-screening, City Council request the City Solicitor, in consultation with the Executive Director, Court Services, and the Director of Revenue Services, to:

- a. Assess what changes can be made through the online dispute portal, Administrative Penalty System forms, and the City website to provide additional guidance for disputers and encourage complete submissions
- b. Assess the feasibility and benefits of restricting a screening review to only include documents submitted at the time of the screening request, with exceptions as necessary
- c. Formally define time-to-screening targets for parking administrative penalties, taking into account current issuance and dispute rates, for City Council consideration
- d. Conduct a detailed staffing analysis that takes into consideration the estimated new screening requests, existing screening review backlog, time allocation between screening reviews and other duties, screening officer throughput, and use of overtime if needed, to determine the optimal staffing level for screening officers to reduce the backlog and time-to-screening for administrative penalties.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame:  <p>The division will, prior to the transition to CMS, review potential enhancements to the existing parking dispute portal, forms, and website, noting that improvements are already documented and in development. During this period, the division will also update online information, where possible, to clearly indicate that all required documentation must be submitted at the time of application for a dispute and provide same direction to staff to maintain consistency.</p> <p>In parallel, and within budget constraints, the division will explore opportunities to reduce the parking dispute backlog and improve time-to-screening. Following the transition to CMS, the division will undertake a comprehensive evaluation to establish appropriate time-to-screening targets and to reassess and update the 2017 staffing levels. These targets will be informed by the issuance and dispute rates at the time of evaluation and will be subject to Council approval.</p> <p>These actions will be fully implemented by the end of Q4 2027.</p>

**Recommendation 2:** To keep the time-to-screening for red light camera penalties within acceptable timeframes, City Council request the City Solicitor to formally define time-to-screening targets for red light camera administrative penalties, taking into account current issuance and dispute rates, for City Council consideration.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame:  <p>The Division will undertake an evaluation to establish appropriate time-to-screening targets for red light cameras, in conjunction with a corresponding evaluation for parking time-to-screening. These targets will be informed by the number of new cameras added, penalty notices issued, and dispute rates at the time of evaluation, and will be subject to Council approval. This will be fully implemented by the end of Q4 2027.</p>

**Recommendation 3:** To inform a recipient of administrative penalty amounts overdue and in default, City Council request the Director, Revenue Services, to:

- a. Ensure Notices of Overdue Parking Penalty, Notices of Default, and Notices of Overdue Penalty Order are sent on the day their respective penalties qualify for these notices
- b. Review quality control and reconciliation processes to ensure they accurately identify and send all missed notices, add all missed late fees, and process all missed plate denials on the earliest day following qualification
- c. Investigate why any notices, late payment fees and/or plate denials that should have been sent or processed were not, and update the automated scripts that produce them accordingly
- d. Work with the Ministry of Transportation and Ministry of the Attorney General, as applicable, to complete all necessary system integration work to begin processing licence plate denial for red light camera penalties as soon as penalties qualify.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame:  <p>Management agrees to implement the recommendations with the implementation of the new Case Management System for parking. Beyond external factors (ex. labour disruptions, MTO delays) that may impact timeliness of notices, fully automated processes in the new system will ensure notices are sent at the earliest date eligible to receive a notice.</p> <p>Existing quality control and reconciliation processes will be reviewed and enhanced, as part of the transition of parking to the new Case Management System, to improve the identification and follow-up of missed notices, missed late fees, and missed plate denials. Instances where notices, late payment fees and plate denials were not generated or processed as expected, will be investigated for root causes and where required, automated scripts and related system processes will be updated.</p> <p>The City will also continue to work with the Ministry of Transportation and the Ministry of the Attorney General, as applicable, to complete the necessary system integration work to support timely plate denial processing for red light camera penalties upon eligibility.</p> <p>These actions will be fully implemented by the end of Q2 2027.</p>

**Recommendation 4:** To improve Administrative Penalty System (APS) performance monitoring and reporting, City Council request the Executive Director, Court Services, in consultation with the City Solicitor and Director, Revenue Services, to:

- a. Develop a performance measurement framework for the APS program
- b. Establish and report on key performance indicators and targets aligned with program priorities to the General Government Committee that include, but are not limited to, time-to-screening, dispute processing times, backlog reduction, average screenings completed per screening officer, timely collection of outstanding penalties, timely use of notices, fees, and licence plate denial, and the cumulative dollar amount of outstanding penalties
- c. Continue to align reporting with activities performed during the reporting period by revising reporting methods to include all activities in the reporting year rather than only activities pertaining to penalties issued in that year and compare annual results on this basis.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: Court Services, Legal Services, and Revenue Services will finish developing an APS performance measurement framework in alignment with the transfer of APS parking data to the new Case Management System. All actions will be fully implemented by the end of Q4 2027.

**Recommendation 5:** To improve the reliability of reporting for oversight and decision-making of the Administrative Penalty System, City Council request the Executive Director, Court Services, City Solicitor, and Director, Revenue Services, to develop routine reports through the Case Management System that are logical and include criteria that address the program’s needs and operations, inclusive of parking penalties once these penalties transition onto the system.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: The divisions will continue to document requirements and develop upon the existing routine reporting through the Case Management System using logical criteria to support program needs and operations. This will be expanded to include parking penalties as part of the transition of parking penalties to the Case Management System. This will be fully implemented by the end of Q4 2027.

**AUDITOR  
GENERAL**  

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**TORONTO**

