



# **Community and Protective Services Committee**

**Wednesday, June 3, 2020  
9:00 AM**

**Henry Baker Hall, Main Floor, City Hall**



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**OFFICE OF THE CITY CLERK**

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**Public Agenda  
Community and Protective Services Committee  
Wednesday, June 3, 2020**

**Approval of Public Agenda****Adoption of Minutes**

Community and Protective Services Committee - Public - Mar 4, 2020 9:00 AM

**Administration Reports**

CPS20-9 Vehicle for Hire Update

**Recommendation**

Community and Protective Service Committee recommends that:

1. CR19-3 be removed from the list of outstanding items for the Executive Committee.
2. This report be received and filed.

CPS20-10 Supplemental Taxi and Transportation Network Company Report

**Recommendation**

Community and Protective Services Committee recommends that this report be received and filed.

CPS20-11 Seasonal Taxi Licences

**Recommendation**

Community and Protective Service Committee recommends that City Council:

1. Remove CPS18-21 from the list of outstanding items for the Community and Protective Services Committee.
2. Amend *The Taxi Bylaw, 1994* to remove the portion of the seasonal taxicab licences that are issued through a lottery/draw process.
3. Consider this report at its June 24, 2020 meeting.
4. Instruct the City Solicitor to prepare the necessary bylaw amendment



**OFFICE OF THE CITY CLERK**

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to *The Taxi Bylaw, 1994* as described in this report, to be brought forward to the July 29, 2020 meeting of City Council.

**Adjournment**

AT REGINA, SASKATCHEWAN, WEDNESDAY, MARCH 4, 2020

AT A MEETING OF COMMUNITY AND PROTECTIVE SERVICES  
COMMITTEE  
HELD IN PUBLIC SESSION

AT 9:00 AM

**These are considered a draft rendering of the official minutes. Official minutes can be obtained through the Office of the City Clerk once approved.**

Present: Councillor Andrew Stevens, in the Chair  
Councillor John Findura  
Councillor Jerry Flegel  
Councillor Bob Hawkins  
Councillor Jason Mancinelli

Also in Attendance: Council Officer, Tracy Brezinski  
City Solicitor, Byron Werry  
A/Executive Director, Citizen Services, Layne Jackson  
Director, Roadways & Transportation, Chris Warren  
Director, Sustainable Infrastructure, Karen Gasmol  
Manager, Social & Cultural Development, Emmaline Hill  
Manager, Traffic Engineering, Faisal Kaim

APPROVAL OF PUBLIC AGENDA

(The meeting commenced in the absence of Councillor Mancinelli.)

**Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that the agenda for this meeting be approved, as submitted.**

ADOPTION OF MINUTES

**Councillor John Findura moved, AND IT WAS RESOLVED, that the minutes for the meeting held on February 6, 2020 be adopted, as circulated.**

**Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that the minutes for the meeting held on January 8, 2020 be adopted, as circulated.**

ADMINISTRATION REPORTS

CPS20-7 Mayor's Arts and Business Awards

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**Recommendation**

Community and Protective Services Committee recommends that:

This report be received and filed.

(Councillor Mancinelli arrived at the meeting.)

**Councillor Bob Hawkins moved that this report be received and filed.**

**Councillor Hawkins withdrew his motion of receive and file.**

**Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that**

- 1. The “Mayor’s Arts and Business Awards” be renamed to the “Regina City Council Arts and Business Awards”.**
- 2. This report be forwarded to the March 25, 2020 meeting of City Council for approval.**

CPS20-8 Cycling Safety

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**Recommendation**

Community and Protective Services Committee recommends that:

1. MN19-19 be removed from the List of Outstanding Items for the Community and Protective Services Committee.
2. This report be received and filed.

**Councillor Bob Hawkins moved that this report be received and filed.**

**Councillor Bob Hawkins withdrew his motion of receive and file.**

**Councillor Bob Hawkins moved,**

- 1. That the City Solicitor be directed to prepare the necessary bylaw that models similar legislation in other Canadian jurisdictions requiring that all cyclists of all ages wear Canadian Standards Association (CSA) approved helmets while cycling on all roads within the City of Regina subject to a fine of \$29 (twenty-nine dollars) for each infraction of this bylaw.**
- 2. That the bylaw be considered by City Council at its March 25, 2020 meeting.**

**Councillor Jason Mancinelli moved, in amendment, AND IT WAS RESOLVED, that an education awareness campaign, as outlined in “Motorist and Cycling Distance - Option 2” be implemented.**

Councillor Andrew Stevens stepped down from the Chair.  
Councillor Bob Hawkins assumed the Chair.

**Councillor Andrew Stevens moved, in amendment, AND IT WAS RESOLVED, that a communication plan to educate residents on the benefit of wearing helmets and the use of additional safety equipment on bicycles, as outlined in “Helmets and**

**Cycling Safety - Option B” be implemented.**

**Councillor Andrew Stevens moved, in amendment, AND IT WAS RESOLVED, that Administration be directed to prepare a report to be brought back to the Community and Protective Services Committee on April 8, 2020 with respect to requiring motorists to maintain a distance of 1.5 metres when passing a cyclist with a speed higher than 50 kilometres per hour, and one metre when passing a cyclist with a speed of 50 kilometres per hour or less.**

Councillor Andrew Stevens returned to the Chair.

**Councillor Bob Hawkins moved, in amendment, that Administration prepare a report to be brought back to the Community and Protective Services Committee that includes additional information regarding statistics, helmet safety, passing distances, and education by Q3 2020.**

**The motion was put and declared LOST.**

**The main motion, as amended, was put and declared CARRIED.**

ADJOURNMENT

**Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that the meeting adjourn.**

The meeting adjourned at 10:27 a.m.

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Chairperson

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Secretary

## Vehicle for Hire Update

<b>Date</b>	June 3, 2020
<b>To</b>	Community and Protective Services Committee
<b>From</b>	City Solicitor's Office
<b>Service Area</b>	Licensing & Parking Services
<b>Item No.</b>	CPS20-9

### RECOMMENDATION

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Community and Protective Service Committee recommends that:

1. CR19-3 be removed from the list of outstanding items for the Executive Committee.
2. This report be received and filed.

### ISSUE

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At the January 28, 2019 City Council meeting, a motion was made to direct Administration to return a report one year from the implementation date of *The Vehicle for Hire Bylaw* that includes the impacts of transportation network companies (TNC) on the taxi industry.

This report will discuss the transportation network companies that are operating in the City of Regina and the impacts to the taxi industry.

### IMPACTS

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None with respect to this report.

### OTHER OPTIONS

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None with respect to this report.

## COMMUNICATIONS

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None with respect to this report.

## DISCUSSION

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In February 2019, *The Vehicle for Hire Bylaw* was passed which allowed TNC to operate and on May 15, 2019 Uber Canada Inc. (Uber) provided its first trip in Regina. Other TNC have inquired about regulations and the process to obtain a city licence, however none have completed the application process. Uber has remained the only TNC in operation in the city.

Administration has worked closely with Uber representatives throughout the year to share information, resolve concerns and review data submissions. Overall, there have been no significant concerns with the operations or service that Uber has provided with the exception of vehicle decals. Initially the supply of company decals to drivers was not occurring as required. Through discussions, Uber made available an online link where drivers could print temporary decals to place on their vehicles until the company was able to provide permanent company decals. Periodic checks have identified that some drivers are still operating without valid decals and Uber continues to review and enhance their processes to ensure compliance. Drivers not displaying a decal have been charged with an offence under *The Vehicle for Hire Bylaw* and removed from the platform until they have obtained a company decal.

The City receives detailed driver, vehicle and trip data on a monthly basis from Uber. The data shows that the number of drivers and vehicles associated with the company fluctuates each month as well as the number of drivers that are actively providing transportation services. Driver information received shows that on average, 65 per cent of drivers that have affiliated with Uber provide at least one trip per month and between September 2019 and March 2020 there were an average of 420 drivers providing service in Regina. Data suggests that the majority of Uber drivers are only providing services on a part time basis. Approximately 15 per cent of drivers have only taken trips on the weekend and 42 per cent of drivers take an average of one trip per day. Only 18 per cent of drivers take more than six daily trips.

With the emergence of Uber, in 2019 the total for-hire transportation trips (taxi and TNC) provided in Regina increased by 13 per cent. Taxi trip volumes decreased by five per cent and amounted to 85 per cent of the total for-hire trips provided. Uber provided the remaining 15 per cent of the market share. This information suggests that with the additional for-hire transportation options available, people that would normally not take a taxi began using for-hire transportation services. Indeed, more people used for-hire transportation services than in the past.

During the first two months of 2020 total trip volumes (taxi and TNC) have increased by 15 per cent over the same period in 2019. Trips provided by taxis were lower than the same period in 2019 by 17 per cent. Market share at the end of February was 72 per cent for the taxi industry and 28 per cent for Uber. Taxis are providing on average three times as many trips as Uber. March 2020 data showed a 40 per cent overall reduction in trip volumes, likely impacted by Covid-19.

The fees paid to the City for a TNC to operate includes an annual fee based on the number of vehicles registered with the company, a per trip fee and an accessibility per trip fee. The annual licence fee and per trip fees collected are recorded as general revenue, whereas the accessibility fee is held in a separate account to be used for supporting accessible options within the industry. The accessibility fee that has been collected is approximately \$20,000.00. The Covid-19 pandemic has upset the for-hire transportation industry for the short term and will impact how passengers use the services into the future. Administration intends to engage with the industry once transportation levels maintain some consistency to determine where this funding can be utilized to best support accessible transportation needs for the future.

The City has not received complaints from passengers about services that have been provided by Uber, nor have any TNC drivers reported any concerns.

### **DECISION HISTORY**

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There have been no previous decisions related to the information contained in this report.

Respectfully submitted,



Dawn Schikowski, Manger  
Licensing & Parking Services

Respectfully submitted,



Byron Werry, City Solicitor

Prepared by: Dawn Schikowski, Manager, Licensing & Parking Services

## Supplemental Taxi and Transportation Network Company Report

<b>Date</b>	June 3, 2020
<b>To</b>	Community and Protective Services Committee
<b>From</b>	City Solicitor's Office
<b>Service Area</b>	Licensing & Parking Services
<b>Item No.</b>	CPS20-10

### RECOMMENDATION

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Community and Protective Services Committee recommends that this report be received and filed.

### ISSUE

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At the February 26, 2020 meeting of Council, during consideration of report CR20-15, a motion was made directing Administration to provide a supplemental report comparing the regulations for taxi and transportation network companies.

### IMPACTS

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None with respect to this supplementary report.

### OTHER OPTIONS

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None with respect to this supplementary report.

### COMMUNICATIONS

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None with respect to this supplementary report.

## **DISCUSSION**

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While both TNCs and taxis provide for-hire transportation services, significant differences in the two models exist. It is important to understand the differences of the two models in order to apply regulations that are appropriate for the variations of each industry. The two models are discussed below and summarized in Table 1.

### Traditional Taxis

Traditional taxi services across Canada have been regulated through municipal bylaws and taxicab regulatory boards to ensure safe, consistent, efficient and dependable transportation for citizens and industry participants. Within the City of Regina, this has been accomplished through *The Taxi Bylaw, 1994*. The current taxi industry is comprised of four brokerages (companies), 120 regular taxicab licences, 18 accessible taxicab licences, and approximately 500 licensed taxicab drivers. The taxicabs primary use is for the transportation of passengers from point to point and are generally providing service 24 hours a day, seven days a week.

The primary way of acquiring taxi services are via telephone orders (calling a broker), street hails and taxi stands. Smartphone capabilities have been introduced however the prior methods remain the most popular way to book a traditional taxi service. Upon receipt of a request, the broker will dispatch the closest, next available taxicab to provide the service. There is no additional communication to the passenger or driver. This process means that the driver knows very little about the passenger and likewise the passenger knows very little about the driver. *The Taxi Bylaw, 1994*, mandates certain measures to help mitigate safety concerns that are inherent with this type of relationship.

Taxicabs are fitted with a sealed meter that calculates the cost of the trip based on mileage and time. The maximum fares and any additional charges are set by the City and the taxicab meters are inspected on an annual basis by City staff.

### Transportation Network Companies

A TNC arranges transportation in privately owned vehicles for financial compensation that is paid to the driver and to the TNC. The TNC uses an online-enabled platform to connect passengers with drivers willing to use their personal vehicle to drive paying passengers. TNC drivers generally work part-time. In Regina, less than 20 percent of active TNC drivers provide more than six daily trips and ten percent of drivers have never provided a trip other than on a weekend day.

TNC utilize applications (APP) on smartphones, laptops, tablets, or personal computers to book rides. The way these ridesharing platforms operate means it is not possible to book a ride via telephone or street hail. The uniqueness with the APP is that it removes the anonymity for both driver and passenger prior to the trip being confirmed. Upon a request

for service the passenger is provided driver information including name and photo as well as vehicle information such as colour, make, model and licence plate number. Prospective passengers must also create an account with the TNC which is transmitted to the driver. TNC platforms also utilize a scoring system for both drivers and passengers which is also communicated during the booking process. The use of this rating system allows some transparency between both driver and passenger as both can determine in advance if they want to accept the ride based on their assessment of the rating/score.

Not only are all rides booked through the APP, but the entire process is cashless reducing potential muggings, robberies and similar crimes of opportunity. Specifically, the APP requires linked payment information to a credit card. A person's information is linked to every ride, ensuring that a record is available of who was taking every trip. Prior to acceptance of the trip, the fare is submitted to the passenger for acceptance and upon completion, charged to the provided credit card.

Another feature of the common TNC APP is the ability to share ride information with other individuals not participating in the ride. When a passenger shares the ride information, the other individual can view the progression of the ride and the location of the vehicle throughout the duration of the trip. This is meant to serve as an added security measure for occupants and since rides are booked through cellular telephones, driver and passenger would both have a communication device in the event of an emergency.

TNC fares are determined using an algorithm that draws upon trip distance, available drivers, immediate demand and market pricing. The use of these factors in determining pricing per trip allows for discounting and surge pricing.

Table 1: Business Model Comparison

	Taxi	TNC
Vehicles in Service	24 hours, 7 days a week	As determined by driver
Booking Ride	Phone, street hail, on-line	App only
Driver Information	Anonymous	Name, photo, licence provided in advance
Passenger Information	Anonymous	Name provided upon arrival
Vehicle Information	Anonymous	Make, model, licence plate provided in advance
Fare Calculation	Based on time and distance as calculated by taximeter	Based on accepted fare as calculated by App algorithm
Payment Method	Cash, credit, debit paid in taxi	Processed through App
Viewable Ride Progression	Not available	Available to passenger and others if shared
Driver/Passenger Rating	Not available	Via App

## Industry Regulations

Within the province of Saskatchewan, all for-hire transportation service providers must adhere to the requirements contained in *The Vehicle for Hire Act (Act)* and *The Vehicle for Hire Regulations*. The Act provides for additional regulations to be determined by the municipalities. In Regina additional requirements for the taxi industry are contained in *The Taxi Bylaw, 1994* and for the TNC industry within *The Vehicles for Hire Bylaw*. Appendix A contains a side by side comparison of the requirements for each industry as well as the recommended changes discussed in CR20-15 presented to Council at the February 26, 2020 meeting.

The recommendations contained in CR20-15 bring many of the requirements to a more equal level. The recommendations reduce the requirements for taxis including vehicle age and decals and increase options for the use of technology and pricing including use of smart meters, flexible pricing for trips pre-arranged through a mobile application and the ability to charge their customers the Regina Airport Authority's ground transportation fee. Increasing data retention for taxis to one year has also been recommended for consistency with TNC.

After considering the recommended changes to *The Taxi Bylaw, 1994*, differences will still exist between the two bylaws; however, Administration is recommending that each bylaw contain these remaining different requirements to account for the different ways in which each service operates. Information on the major differences are further discussed below.

## City Inspections

Both taxicabs and TNC vehicles may be inspected any time during the year upon request of a city licence inspector. In addition, city licence inspectors must conduct an inspection of taxicabs prior to issuing any taxicab owner's licence. *The Taxi Bylaw, 1994* regulates many elements, not found in provincial regulations, that are specific to the taxi industry. These elements are focused on increasing the safety of drivers and passengers and ensuring consistent reliable pricing. The city inspection confirms:

- Taxicab matches SGI registration and inspection documents
- Decal content, size and location
- Debit/credit terminals, cameras, and dispatch systems are installed and in working condition
- Accessible taxicabs meet D409 standards and are equipped with required safety restraints
- Taximeter rates are accurate for both time and distance
- Vehicle lights, seatbelts and windshield wipers are in working condition
- There are no sharp objects or loose vehicle parts that may cause injury to passengers

Upon verification that the taxicab meets these requirements, the licence inspector will seal the taximeter preventing it from being tampered with (rates cannot be changed) and issue the taxicab owner's licence.

Members of the taxi industry have identified that this process disadvantages their business because taxicabs will fail this inspection which often results in the taxicabs being removed from service. Table 2 below provides inspection information for the last three licence periods.

Table 2: Taxicab Vehicle Inspections

Year	Total Inspections Completed	Total # Failed Inspections	Returned to Service same day	Returned to Service next day	Out of Service more than two days
2017	254	18	11	6	1
2018	233	31	20	8	3
2019	224	20	13	7	0

On average, ten per cent of taxicabs fail the initial inspection and the majority are returned to service the same day. Reasons for failure include non-functioning cameras, taximeter concerns (broken seals, distance rates incorrect), no SGI inspection decals, non-functioning seatbelts and/or vehicle lights and concerns over vehicle fitness.

Although most taxicabs pass the initial inspection, Administration recommends that these inspections remain unchanged. Brokers have suggested that they could inspect the vehicles themselves to provide a quicker return to service. Administration has not recommended this because return to service times are short, and if failure rates are concerning to taxi brokers, they retain the ability to perform pre-inspections to prevent failed inspections. Should Council wish to amend the city inspections, Administration can work with the brokers to develop a process to verify compliance with the bylaw on most of these items. However, confirmation of taximeter rates, sealing the meters and final issuance of the licence should remain with the city licence inspector. Passengers rely upon the City to ensure taximeter rates are consistent and reliable and it is by inspection and sealing of the taximeter that this is accomplished.

### Decals

The recommendations contained in CR20-15 reduce the decal requirements for taxicabs to include a top sign, decals are of a minimum size, include the broker name and car number and are present on the rear and sides of the taxicab. Since taxicabs can offer street hails and fares without pre-booking and passengers are not provided driver information nor do they have the vehicle plate number in advance of the fare, it is important that the vehicle is easily identifiable as a taxicab.

TNC are prohibited from accepting street hails, may only accept pre-booked fares, provide driver, vehicle and plate number in advance of any trip. Since the vehicle make, model and plate number are the primary identifiers for passengers, the decal on the vehicle is a secondary identifier and does not need to be as prominent as a taxicabs decal. TNC are also prohibited from using a top light as this feature has traditionally been associated with a taxicab.

### Maximum Number of Licences

The City of Regina regulates the total number of regular, accessible and seasonal taxicab licences that are available. Limits on the number of regular taxicab licences were put in

place in the 1960s. Population rates, quarterly trip data and input from the taxi industry is used to determine the appropriate quantity of taxi licences to meet demand. The primary reasons for regulating the number of taxis is to ensure there is an appropriate volume of taxis to meet regular demand while limiting the volume to ensure licence holders can achieve an acceptable income. While the City regulates the number of taxicab licences that are available, there are no limits to the number of taxi drivers.

Research conducted indicates that although other Canadian municipalities regulate the number of taxicab licences issued, they do not limit either the number of TNC licences or the number of drivers that may affiliate with a TNC. There have been discussions by some municipalities in the United States to investigate the need to introduce limits, with the primary reason related to traffic congestion. This has not been a concern within Regina. Limiting the number of vehicles/drivers that may associate with a TNC could impact the availability of service, especially at peak times. As the majority of TNC drivers in Regina are part time, such a limit would significantly decrease the number of available drivers. Availability of service was identified as a concern for residents prior to the implementation of *The Vehicle for Hire Bylaw* and the expectation was that the addition of TNC would supplement the taxi industry during times of high demand and special events. To date, no Canadian municipality regulates the number of drivers that may affiliate with a TNC.

### Vehicle Age

Differences in vehicle age regulations between taxis and TNC exist due to the timing of when passengers become aware of the vehicle information that will be providing their transportation service. Potential passengers of a TNC are provided information on the vehicle that will be providing the service in advance of confirming the trip and they can refuse the trip should the vehicle not meet their expectations. Conversely, a passenger booking a taxi will only learn of the vehicle information after waiting for the taxi to arrive at the pickup location. Due to these differences, most Canadian municipalities regulate vehicle age for taxis, however they do not regulate the vehicle age for TNC vehicles.

Regina taxi brokers and other members in the industry requested that the vehicle age requirement be increased from eight years old to ten years old. Administration supported this request. Discussions also included the option to eliminate the vehicle age requirement for taxis, however it was determined that completely removing this requirement may not meet the expectations of taxi users.

### Cameras

Pursuant to *The Taxi Bylaw, 1994*, taxis must be equipped with cameras capable of recording video and audio. The cameras assist in deterring violence, threats and other disrespectful behaviour. Cameras do not stop all such behaviour from occurring, however camera footage has been useful for law enforcement when incidents have occurred. Footage recorded in taxis may only be accessed by the Regina Police Service (RPS). The City, taxi brokers, taxi licence holders and taxi drivers do not have access to these files.

Research conducted indicates that no other Canadian municipality has included a requirement for cameras to be installed in TNC vehicles. This difference exists because under the TNC model, the vehicles used are personal vehicles that are not used primarily

for the commercial transportation of passengers and cash is not an acceptable form of payment. The cameras installed in taxis are commercial products that are tamper proof and always on. If cameras were required in TNC vehicles they would significantly infringe on the driver and the driver's family's privacy by recording personal engagement in a private vehicle. Furthermore, the cost of installation and maintenance may be prohibitive for a part time driver. The City of Calgary and the City of Ottawa have both completed reviews on requiring cameras in TNC vehicles and both cities have determined that cameras are not necessary for business models that only conduct prearranged trips and retain appropriate rider and driver information to maintain accountability.

During implementation of *The Vehicle for Hire Bylaw*, Administration researched the use of a mobile device for capturing video. As mentioned above, cameras in taxis are tamper proof, always on, and the footage is only accessible by RPS. While a TNC driver may decide to install some form of camera, or use a mobile phone, there are significant challenges for the City of Regina to require cameras in personal vehicles. Access to footage could not be reasonably confined to RPS, constant recording could lead to storage challenges, and there would be challenges in confirming footage was appropriately managed or erased. There is an important difference for responsibility over data where the City is requiring that the data be recorded. In a situation where the City is requiring the data to be recorded, the City would also play a role in protecting that information. For these reasons, Administration did not recommend requiring the use of personal devices and Council concurred.

### Licence Fees

The licence fees paid to the City have been developed based on the different business models the industries follow and are consistent with other municipalities.

Each taxi broker, taxicab licence owner and taxi driver is charged individually for each licence and vehicle inspection conducted. Although this process has not changed since the initial taxi bylaw was developed, it remains the most efficient method for this industry. Due to the multiple working relationships within the taxi industry, an individual may hold one or multiple types of licences.

In the rideshare industry, the licences are issued only to the TNC. Individuals will register themselves and their vehicles with the TNC. The basic annual fees charged to the TNC is based upon the number of drivers that have affiliated with the company. Since the majority of TNC drivers are part time, the base rate is supplemented by a per trip fee. This allows the City to recover costs based on actual services provided by the TNC and match those to costs incurred by the City. In lieu of providing accessible services, TNC are also charged a per trip accessible fee.

Examples of how the fees compare at various driver levels are included in Table 3.

Table 3: Licence Fee Comparison

	1	10	25	50	75	400
Taxi						
Broker fee	\$ 375.00	\$ 375.00	\$ 375.00	\$ 375.00	\$ 375.00	n/a
Transfer Fee	\$ 100.00	\$ 1,000.00	\$ 2,500.00	\$ 5,000.00	\$ 7,500.00	n/a
Inspection Fee	\$ 100.00	\$ 1,000.00	\$ 2,500.00	\$ 5,000.00	\$ 7,500.00	n/a
Taxicab licence fee	\$ 375.00	\$ 3,750.00	\$ 9,375.00	\$ 18,750.00	\$ 28,125.00	n/a
Taxicab Driver Fees	\$ 100.00	\$ 1,000.00	\$ 2,500.00	\$ 5,000.00	\$ 7,500.00	n/a
<b>Taxi total</b>	<b>\$ 1,050.00</b>	<b>\$ 7,125.00</b>	<b>\$ 17,250.00</b>	<b>\$ 34,125.00</b>	<b>\$ 51,000.00</b>	<b>n/a</b>
TNC						
Annual fee	\$ 2,500.00	\$ 2,500.00	\$ 12,000.00	\$ 12,000.00	\$ 25,000.00	\$ 25,000.00
Per trip fee	\$ 220.80	\$ 2,208.00	\$ 5,520.00	\$ 11,040.00	\$ 16,560.00	\$ 88,320.00
Per Trip Accessible fee	\$ 77.28	\$ 772.80	\$ 1,932.00	\$ 3,864.00	\$ 5,796.00	\$ 30,912.00
<b>TNC total</b>	<b>\$ 2,798.08</b>	<b>\$ 5,480.80</b>	<b>\$ 19,452.00</b>	<b>\$ 26,904.00</b>	<b>\$ 47,356.00</b>	<b>\$ 144,232.00</b>

Assumptions:

- 2 transfer and inspections per taxi
- 4 taxi drivers per vehicle, all renewal licences
- 90 trips per TNC driver per month

Other Differences

TNC drivers are also restricted from using taximeters, accessing taxi stands, providing street hails, and cannot accept payment directly. These restrictions prohibit them from offering a traditional taxi service. In addition, since many of the safety and consumer protection regulations required for TNCs are App-based they are not permitted to provide services that do not use the App (dispatch or payment).

TNC have more technology requirements than the taxicab industry. Due to the advanced systems used by TNC, they have been able to meet these higher demands which include storing and submitting detailed driver, vehicle and trip data on a monthly basis to the City and RPS. Additional information is required to be provided to every passenger to ensure fare prices, driver and vehicle information is known prior to and at the completion of each ride.

The recommended changes to *The Taxi Bylaw, 1994* provide a significant step for the taxi industry in adapting to the changing for hire transportation market. Administration acknowledges that both taxis and TNC have been impacted by the Covid-19 pandemic and will continue to monitor the travelling patterns of the public. Should the situation continue for the longer term Administration will return to Council with initiatives that will assist in the protection of passengers and drivers.

**DECISION HISTORY**

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CPS20-6 Taxi Bylaw Review was presented to the Community and Protective Services

Committee at its February 6, 2020 meeting. During consideration of the report, a request was made for a supplemental report to discuss an option to create an exemption from the general rules for the use of technology for data collection and submission for single vehicle, accessible taxi only brokers.

CR20-15 was presented to Council at the February 26, 2020 meeting. A motion was made for Administration to provide a supplemental report comparing the regulations for taxi and transportation network companies.

Respectfully submitted,



Dawn Schikowski, Manager  
Licensing & Parking Services

Respectfully submitted,



Byron Werry, City Solicitor

Prepared by: Dawn Schikowski, Manager, Licensing & Parking Services

**ATTACHMENTS**

Appendix A For-Hire Transportation Regulation Comparison

	Taxi	Transportation Network Company (Rideshare)	ADDITIONAL INFORMATION	RECOMMENDED CHANGES
<b>City Bylaw</b>	<b>The Taxi Bylaw, 1994</b>	<b>Vehicle for Hire Bylaw</b>		
<b>SGL Drivers Licence Requirements</b>	Class 5 or better	Class 5 or better	-	Not within Cities jurisdiction to change
<b>SGL Vehicle Licence</b>	PT plate	PV Plate	Type of licence plate is regulated by SGI	Not within Cities jurisdiction to change
<b>Licences Required</b>	Broker, Vehicle, Driver	Transportation Network Company only - company must ensure all drivers and vehicles meet provincial and city regulations - must maintain driver and vehicle lists	Consistent with other municipalities	no change
<b>Maximum Licences</b>	There are no limits to the number of taxi drivers Vehicle licences: - regular taxi licences are limited to 120 - accessible taxi licences are limited to 18 - seasonal taxi licences are limited to 47	There are no limits to the number of TNC drivers and their related vehicles	TNC drivers tend to operate on a part time basis. Setting limits on the number that may register with a provider limits the pool that could be operating and reduces transportation options for passengers	no change
<b>Display of licence</b>	Display city issued taxi driver's identification card such that it is clearly visible to passengers - includes picture of driver, taxicab licence number, date of issue & expiry date of licence, and drivers licence number	TNC issued identification card which may be contained within the APP - includes picture of driver, driver's first name, date of issue & expiry date, vehicle information used by the driver, TNC name and method to contact	Allows passengers to confirm identity and company affiliation of the driver	no change
<b>Annual Licence Fee Paid to City</b>	\$50 Taxi Driver's Licence - New \$25 Taxi Driver's Licence - Renewal \$375 Taxi Owner's Licence \$375 Taxi Broker's Licence \$50 Transfer Fee - Broker or Vehicle \$50 Vehicle Inspection Fee - with meter check \$30 Vehicle Inspection Fee - no meter check	TNC licence fee is based on fleet size: \$2,500 1-10 vehicles \$12,000 11-50 vehicles \$25,000 over 50 vehicles	TNC fee is a base fee that covers the base cost of licensing, enforcement and inspections based on vehicle size	no change
<b>Per Trip Licence Fees Paid to City</b>	none	Per trip fee: \$0.20 service fee \$0.07 accessible fee	Associates actual trip activity to the fee that is charged and covers the incremental costs for trip data analysis	no change

<b>Criminal Record Checks (CRC)</b>	Per the provincial Vehicle for Hire Regulations , drivers must not have been convicted of specified offences in the Criminal Code (Canada) and the Controlled Drugs & Substances Act (Canada) - Drivers must attend Regina Police Service (RPS) to conduct CRC - Approved for service by RPS via certificate of approval (COA) -COA may include background checks determined to be appropriate by the Chief of police, eligibility to work in Canada, circumstances of offences, and involvement in criminal activity relevant to operation of a taxi	Per the provincial Vehicle for Hire Regulations , drivers must not have been convicted of specified offences in the Criminal Code (Canada) and the Controlled Drugs & Substances Act (Canada) - Drivers can submit CRC request online - Reviewed and approved for service by TNC	Local Police databases used to conduct COA are not available online. RPS is able to conduct COA for TNC drivers using the monthly driver lists provided by the TNC and request removal from TNC platform if appropriate	Remove reference to The Traffic Safety Act section that has been repealed Does not change application of the requirement
<b>Licence Refusal/ Revoking</b>	The Licence Inspector may revoke, refuse to issue or refuse to renew a licence	The Licence Inspector may revoke, refuse to issue or refuse to renew a licence	-	no change
<b>Appeal process</b>	Appeals can be made as per The Regina Appeal Board Bylaw.	Appeals can be made as per The Regina Appeal Board Bylaw.	-	no change
<b>SGI Inspection</b>	Provincial Vehicle for Hire Regulations: - valid stage 2 inspection certificate - annually by a qualified mechanic appointed by SGI	Provincial Vehicle for Hire Regulations: - valid stage 2 inspection certificate - annually by a qualified mechanic appointed by SGI	Assesses the road worthiness of the vehicle	no change
<b>City inspections</b>	Annually upon licence issuance or transfer between owners and/or vehicles; and Upon request	Upon request	Not an assessment of road worthiness - Confirms SGI registration references City taxi licence (due to limited # available) - Validates equipment is in working order: payment terminal, taximeter, camera - Tariff of fees displayed - Seals taxi meter to ensure rates are tamper proof TNC do not have equipment requirements	no change
<b>Meters</b>	Must be equipped with a sealed taximeter programmed with approved rates Must be used for all fares except those classified under "Special Trips"	Must not use a taximeter	Taximeter ensures consistent, reliable pricing. TNC use APP calculated pricing that is communicated and accepted by passengers prior to fare acceptance	no change

<b>Vehicle age</b>	Must not be more than 8 model years old	No restrictions Major TNC have internal policies to limit vehicle age to a maximum of 10 years old	When booking a TNC customers can view vehicle details prior to accepting the trip. Taxi customers do not have the ability to view vehicle details therefor this requirement is in place to meet customer expectations	Increase vehicle age limit for taxis to 10 years
<b>Decals</b>	Decals must be in a contrasting colour, at least 75mm in height and include: (a) the name and phone number of the taxicab broker on the passenger side doors, driver side doors, and rear of the vehicle; and, (b) an identifying number assigned by the taxicab broker on the passenger side fender, driver fender, and rear of the vehicle;	Decals are prescribed in the provincial Vehicle for Hire Regulations and must: (a) identify the transportation network company (b) is located on at least 2 sides of the vehicle (c) measures at least 64 centimetres in area; and (d) is visible to the public. Must not display the words "taxi" or "cab" Must not use a top light	Decals identify For Hire vehicles to the public and the Regina Police Service. Taxis require decals that are larger and easily visible in order to provide customers the ability to flag a fare on demand from a business or curbside	Reduce taxi decal requirements to: Decals must be in a contrasting colour, at least 75mm in height and include: (a) a sign on top of the vehicle; (b) name of the taxicab broker and identifying number assigned by the taxicab broker on both sides and rear of the vehicle
<b>Cameras</b>	Must have a fully functioning security camera system that is configured for video and sound  The location and USB drive is both unknown and inaccessible by the driver. Footage is under the direct control of the Regina Police Service	Not required	Cameras are required in taxis to promote safety in these vehicles that are primarily used to transport passengers. Not required in TNC vehicles as they are used by part time drivers and the App has built in safety features such as: - No cash is exchanged - No anonymity, passenger and driver information is shared prior to trip - Ability to share ride location with others	no change
<b>Trip Fares/Rates</b>	Fares are calculated by time and distance; Maximum fares are prescribed in the Tariff of Fees; Allowable extra charges are prescribed in the Tariff of Fees; Fares below the maximum are allowed	Calculated within the APP; Estimated total cost must be provided to the customer prior to accepting the trip and must include the applicable rate charged and any variable or surge pricing	Where there is no method to confirm acceptance of a quoted fare (via phone or street hails) a fare schedule is required to provide consistent and predictable fares. This is not required where documented acceptance by both parties can be acquired prior to the trip and maintained for future reference.	Allow taxicab brokers to provide pre-arranged trips at fares other than the maximum charges set out in the Tariff of Fees provided that the APP meets all requirements and the total cost of the trip is provided to the customer prior to accepting the trip
<b>Payments</b>	Payment is made directly to the taxi driver; Accept cash, debit card and credit card	Payment may only be made through the mobile application	Due to the unique features of TNC platforms, allowing payments directly to the drivers is not compatible to these business models.	Allow taxi brokers that choose to offer approved pre-arranged trips will be permitted to accept payment through a mobile application, however they will not be limited to accepting payment in this form.

<b>Accessible Service</b>	Every taxicab broker shall ensure that at least one accessible taxi is available for dispatch at all times and if no accessible taxicab affiliated with that broker is available then the broker shall be responsible to contact another broker to have an accessible taxicab dispatched	Pays an accessibility per trip fee on all trips in lieu of providing accessible service	Due to the needs of accessible vehicle owners and the cost of the vehicles, TNC see few owners register to provide this service. Collection of the accessibility fee will be used to support accessible services	no change
<b>Street Hails/Flagged Fares</b>	Permitted	Prohibited May only accept trips facilitated by the mobile application of a TNC	Flagged fares are not compatible with TNC platform-only dispatch models. Regulation of TNC reflect that this service is not provided (pre-booking requirements)	no change
<b>Taxi Stands</b>	May stop or park at a taxi stand reserved for the affiliated brokerage	Prohibited from stopping or parking in a taxi stand	Taxi brokers may purchase reserved taxi stands annually for the sole use of taxi drivers affiliated with their brokerage	no change
<b>Service Animals</b>	Drivers must accept service animals, unless exempted by the Licence Inspector, without charging an additional fee	Drivers must accept service animals, unless exempted by the Licence Inspector, without charging an additional fee	-	no change
<b>Driver Conduct</b>	Same as TNC except: - must keep a daily trip record of all trips - drive the most direct route unless otherwise directed by the passenger	Same as Taxi except: - must not transport non-ambulatory passengers unless the vehicle is certified for that purpose	A trip log captures trip information not recorded in a dispatch system including street hail data and drop off location for all trips. Deviating from the most direct route, could increase the cost of the fare. All TNC trips are initiated and tracked within the mobile App including confirmation of price prior to trip acceptance and therefore these requirements do not apply	Require taxi drivers to ensure all trips provided by the driver, including street hails, are recorded in the computer aided dispatch system of the Broker.
<b>Trip refusal</b>	Driver may refuse a passenger who is intoxicated, disorderly, using profane language, or where the taxicab driver reasonably believes his or her safety would be at risk if the person was accepted as a passenger. May refuse to provide accessible service if the pickup or delivery points are not accessible, a non-ambulatory passenger refuses to use the seat belt attached to that passenger's wheelchair or scooter, or the accessible taxi cannot safely accommodate or transport a particular type of wheelchair or scooter.	No regulations related to trip refusal	TNC services are accepted by both driver and passenger at time of dispatch via the APP	no change

<b>System Requirements</b>	CAD and GPS capable of: - sending trip requests to a taxi - storing & retrieving trip data - providing location & time information	Online App capable of: - facilitating pre-arrangement and dispatch of all trips - transmitting all information required to be provided to passengers and drivers - recording all driver, vehicle and trip data	-	no change
<b>Information provided to customer prior to trip</b>	For accessible service must provide approximate time of any delay	Provide the following information to a passenger prior to initiation of the trip: i. the applicable rate charged for the trip; ii. any variable or surge pricing for the trip; iii. an estimate of the total cost of the trip; iv. if any other passengers can or are being picked up on the trip; v. the first name and image of the driver; vi. the vehicle make and model, vehicle model year or image, and vehicle licence plate number; vii. estimated time of pick-up;	Allows passengers to confirm driver identity, vehicle identity, company affiliation and provides confirmation of price to be charged for TNC. Taxi identity is provided through highly visible vehicle decals and city licence number, physical driver badge in vehicle and trip pricing is based on the metered fare.	Require that for pre-arranged trips booked through an approved taxi App the following information must be provided to a passenger prior to initiation of the trip: i. the applicable rate to be charged for the trip, including how the rate is calculated; ii. any extra charges as permitted by subsection 4(2) of the Tariff of Fees, variable or surge pricing for the trip; iii. an estimate of the total cost of the trip; iv. estimated time of pick-up; v. the vehicle number assigned to the taxicab;
<b>Information provided to customer upon completion of the trip</b>	Upon request, issue receipts to passengers, provide taxicab driver's licence number, the City issued owner's licence number, taxicab identification number, and name and address of the taxicab broker	Provide a receipt to the passenger for every trip containing the following information: (a) the total amount paid; (b) the date, time and duration of the vehicle for hire service; (c) the pick-up and drop off locations; (d) the route taken; (e) the driver's first name; (f) the vehicle licence plate number; (g) the name of the licenced transportation network company; (h) provide ability to rate the driver The receipt may be provided electronically.	-	Require that for pre-arranged trips booked through an approved taxi App the following information must be provided to a passenger at the conclusion of the trip a receipt, which may be provided electronically, containing: i.The total amount paid; ii.The date, time and duration of the taxi service; iii.The pick-up and drop-off locations; iv.The taxi badge number of the driver; v.The vehicle number of the taxi cab; vi.The name of the taxicab broker;

<b>Data Submissions to City</b>	Summary trip data submitted quarterly for accessible and regular fares including: - total number of trips provided - number of vehicles in service - average wait time - number of "no show" fares Seasonal trip data upon completion of season Adhoc data upon request	Detailed trip data, driver and vehicle information submitted monthly including: - full name of the driver - drivers licence number - vehicle make, model, year and plate number - total number of trips provided - date and time of each trip request - date and time of completion of each trip Adhoc data upon request	City may obtain additional data upon request	no change
<b>Data Submissions to RPS</b>	Not required	Driver and vehicle information is submitted monthly	Provides information to RPS to conduct enforcement activities of TNC obtained from taxi drivers through COA process	no change
<b>Data Retention</b>	Must be kept for a minimum of six months	Must be kept for a minimum of one year	Data provides the ability to review supply, usage and wait times and supports policy decisions	Increase retention period for taxi brokers to one year

## Seasonal Taxi Licences

<b>Date</b>	June 3, 2020
<b>To</b>	Community and Protective Services Committee
<b>From</b>	City Solicitor's Office
<b>Service Area</b>	Licensing & Parking Services
<b>Item No.</b>	CPS20-11

### RECOMMENDATION

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Community and Protective Service Committee recommends that City Council:

1. Remove CPS18-21 from the list of outstanding items for the Community and Protective Services Committee.
2. Amend *The Taxi Bylaw, 1994* to remove the portion of the seasonal taxicab licences that are issued through a lottery/draw process.
3. Consider this report at its June 24, 2020 meeting.
4. Instruct the City Solicitor to prepare the necessary bylaw amendment to *The Taxi Bylaw, 1994* as described in this report, to be brought forward to the July 29, 2020 meeting of City Council.

### ISSUE

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At the October 11, 2018 Community and Protective Services Committee meeting, a motion was made to direct Administration to return a report with additional information and statistics on the seasonal taxicab licences at the end of the initial three-year seasonal taxicab licence issuance through a lottery/draw process. This licence period expired on April 30, 2020.

This report will discuss the seasonal licences and provide recommended changes.

## IMPACTS

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Revenues will be reduced by \$375 per licence or a total of \$10,125. Issuing 27 fewer licences will also reduce direct staffing expenses for this program, however resources will be directed to other licensing and enforcement activities within the branch.

## OTHER OPTIONS

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Other options that City Council could consider are listed in Chart 1. Analysis of the positive and negative aspects of each alternative include feedback received from the taxi industry.

Brokers favour a seasonal licensing program where 37 per cent of annual licences are issued directly to the brokerage (option 2). Brokers do not support the other options presented.

Chart 1: Alternative Options

	Pros	Cons	Possible Mitigation measures
1. Status Quo	<ul style="list-style-type: none"><li>• Maintains the historical number of seasonal licences</li><li>• Provides licences to both brokers and individuals</li><li>• Promotes small business opportunity in owning a licence</li><li>• Does not require bylaw change</li></ul>	<ul style="list-style-type: none"><li>• Over saturate the market</li><li>• Decrease the income for drivers</li><li>• Difficulty in issuing licences</li><li>• Required to conduct a lottery</li><li>• Persons who have obtained lottery plates have been refused affiliation with current brokers and left to either become a broker or not use the plate</li></ul>	<ul style="list-style-type: none"><li>• Remove minimum driving hours to accommodate flexibility for lottery owners</li><li>• Remove requirement for broker affiliation</li></ul>
2. Issue all 37% of seasonal licences to brokers	<ul style="list-style-type: none"><li>• Allows the brokers to manage all seasonal taxicab licences</li><li>• Maintains historical number of seasonal licences</li><li>• Eliminates the need for a lottery</li></ul>	<ul style="list-style-type: none"><li>• No opportunity for individuals to obtain a licence</li><li>• Over saturate the market</li><li>• Decrease the income for drivers</li><li>• Difficulty in issuing licences</li></ul>	

3. Replace seasonal licences with annual licences	<ul style="list-style-type: none"><li>• Gives the ability to add vehicles based on demand throughout the year (special events etc.)</li></ul>	<ul style="list-style-type: none"><li>• Over saturate the market</li><li>• Decrease the income for drivers</li><li>• Required to conduct a lottery</li><li>• Persons who have obtained lottery plates have been refused affiliation with current brokers and left to either become a broker or not use the plate</li></ul>	<ul style="list-style-type: none"><li>• Remove lottery issued licences and only replace 14.2% issued to brokers as annual licences</li></ul>
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## COMMUNICATIONS

If approved, amendments to *The Taxi Bylaw, 1994* will be posted on Regina.ca and communicated by mailout to members of the Regina taxi industry.

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## DISCUSSION

In the City of Regina, seasonal taxicab licences have been used to meet increased demand during the winter months. The number of seasonal licences issued is equivalent to 37 per cent of the total number of active regular taxicab licences and are valid between October and April.

Initially, seasonal licences were allocated to brokers in proportion to the number of regular licences held by each broker at the start of the seasonal licence period. This model supported brokers in their business planning efforts and provided them with predictability for entering into contracts with schools and other customers. After the adoption of a lottery/draw system for the allocation of new licences (i.e. temporary and accessible), the seasonal taxicab allocation process was reviewed in July 2017 and the following changes were made:

- 40 percent of seasonal taxicab licences were issued to the broker based on their proportion of regular taxicab licences at the start of the seasonal licence period;
- 60 percent of seasonal taxicab licences were issued by way of a lottery/draw process to individuals for a three-year term;
- All new taxi licence owners, including seasonal licence holders, must be a primary driver of the vehicle associated with the taxi licence averaging 390 hours every three-month period during the licence period; and
- The licence owner must ensure that the vehicle is operated, either by the licence owner or another licensed taxicab driver, a minimum 260 hours in each eight consecutive week period.

As the initial three-year term expired April 30, 2020, it was necessary to review the seasonal taxicab licence program. During the review, consultations with the taxi brokerages and a jurisdictional review was conducted. The details of the review, as well as recommended changes to the seasonal taxicab licence issuance are discussed in detail.

### Seasonal Taxi Licences Review

As described in CPS18-21 presented on October 9, 2018, the first year (October 2017 – April 2018) of the new allocation process for seasonal licences was largely positive. Research demonstrated that the change in process did not negatively affect the service provided to residents and visitors to the City of Regina. Specifically, analysis of trip data and a public survey indicated that service remained the same as in previous years. In fact, the research revealed slightly positive changes over the 2016/2017 winter season. First, there was an increase in average trips per vehicle, and therefore an increase in driver earnings. Secondly, there was a perceived increase in customer service provided by taxi drivers. The public reported that drivers had a better knowledge of the city and improved interactions and assistance provided to customers.

The challenges that were experienced included the return of nine seasonal licences throughout the season. The primary reasons for the return of the licences were either because the licence holder was unable to complete the minimum number of driving hours or were not earning the amount of revenue they had expected. The licences were re-issued during the year to alternate drivers. There were also some initial concerns for the ability of the successful applicants to associate with a broker, as required by the bylaw. One broker would not accept any lottery applicants to associate with the brokerage and did not accept any of these licence holders throughout the three-year term.

Year two and three of the licence period proved more difficult in terms of allocating the licences. The allocated and issued seasonal licences for this three-year period, as well as the previous year, is detailed below in Table 1.

In 2018 the Saskatchewan Government began developing *The Vehicle for Hire* legislation that would allow Transportation Network Companies (TNC) to operate in Saskatchewan. This caused many successful lottery applicants to question investment in the operation of a seasonal taxicab when the sustainability of the licence was unknown. In addition, many of the lottery licence holders that intended on using their licence, were unable to do so because brokers were denying their affiliation with their company. Brokers informed these potential licence holders that they either did not have the demand for additional licences or that they were not accepting any or any more lottery issued licences. As per the bylaw, all licence holders must affiliate with a broker before the licence will be issued. In addition, lottery licence holders that were successful in affiliating with a brokerage identified that they were charged significantly higher rates for equipment and use of dispatch services provided by the broker.

As a result, during the 2018/2019 seasonal licence period half (fourteen) of the seasonal licences were unable to be put into service. Difficulties in operationalizing the seasonal licences continued in the 2019/2020 season. *The Vehicle for Hire Bylaw* was passed in early 2019 and Uber began operating in the city in May 2019. Many drivers opted to begin providing transportation services with Uber and demand for taxi trips decreased. This, as well as issues observed in prior years, resulted in few seasonal taxicab licences being activated. Only two lottery issued licences and fifteen licences issued to the brokers were in service during the 2019/2020 winter season.

Table 1: Seasonal Licence Allocation

	2016/2017		2017/2018		2018/2019		2019/2020	
	Allocated	Issued	Allocated	Issued	Allocated	Issued	Allocated	Issued
Allocated to Broker								
Capital Cabs	15	15	6	6	6	6	5	5
Coop Taxi	19	19	7	7	8	8	8	8
Regina Cabs	15	15	6	6	6	6	6	2
<b>Broker Total</b>	<b>49</b>	<b>49</b>	<b>19</b>	<b>19</b>	<b>20</b>	<b>20</b>	<b>19</b>	<b>15</b>
Lottery Affiliation								
Capital Cabs	n/a	n/a	n/a	9	n/a	4	n/a	2
Coop Taxi	n/a	n/a	n/a	10	n/a	9	n/a	0
Regina Cabs	n/a	n/a	n/a	0	n/a	0	n/a	0
Swift Cabs	n/a	n/a	n/a	9	n/a	1	n/a	n/a
<b>Lottery Total</b>	<b>n/a</b>	<b>n/a</b>	<b>28</b>	<b>28</b>	<b>28</b>	<b>14</b>	<b>27</b>	<b>2</b>
<b>Total</b>	<b>49</b>	<b>49</b>	<b>47</b>	<b>47</b>	<b>48</b>	<b>34</b>	<b>46</b>	<b>17</b>

Although the number of seasonal taxicab licences in service were reduced in the last two years, customer service appears to not have been affected. The City did not receive increased complaints for lack of service and wait times remained the same. Trip volumes were equal to the previous year during the 2018/2019 seasonal period, however the volumes decreased by 21 per cent during the 2019/2020 season. This was likely more as a result of other factors such as the emergence of TNC and the recent Covid-19 pandemic, rather than due to the lower number of seasonal licences issued. When March 2020 trip data is removed from the analysis (to adjust for Covid-19 impact), the reduction in trip volume is 16 per cent which is equal to the for-hire market share that Uber currently holds.

### Industry Comments

Discussions with the taxi industry have been limited to input from the taxi brokers due to the difficulty in holding large scale in-person meetings. In the past, taxicab drivers have identified that the ability to operate in the industry and maintain a consistent trip volume, and therefore income, have been their primary concerns. These concerns have been considered in the recommendation.

Taxi brokers shared that the overall survival of the taxi industry is important and that is their key focus, seasonal taxicab licences, or changes to them, is secondary. They stated that the lottery

of taxicab licences, the devaluation of licences since the emergence of TNC and the current pandemic have all had significant financial impacts to their industry.

All brokers identified that they prefer that all seasonal taxicab licences be issued directly to brokers. This is the program that was in place prior to when the seasonal licences were allocated to both brokers and lottery applicants. Some brokers stated that the lottery licences did not work, however when asked to elaborate they did not provide additional information. Brokers agreed that the 37 per cent of regular licences that are normally issued through a lottery was not required. Given their other immediate concerns, they had considered what might be a more appropriate amount of licences to issue in order to meet demand. They believed that issuing the 37 per cent would be best and if the licences were not needed, then they would not make use of them.

### Jurisdictional Review

A review of Canadian municipalities identified that Winnipeg and Saskatoon, the only other cities that had issued seasonal taxicab licences, have recently eliminated their seasonal programs. Both cities replaced the seasonal licences with some type of annual licence issued through a lottery process.

In 2018 the regulation of taxicabs transferred from the Manitoba Taxicab Board to the City of Winnipeg and a review was conducted. Due to a general under supply of taxis, the City of Winnipeg approved a taxi to resident ratio and transferred the seasonal licences into 120 permanent licences to meet this ratio. The new licences were issued through a lottery process. There were no concerns with issuing these licences as demand for additional taxis had always been high and TNC has had a low impact on the vehicle for hire market. Currently the TNC service providers operating in Winnipeg are smaller, do not have “brand” recognition and provide a limited number of trips. In 2019, taxicabs provided 92 percent of all for-hire transportation.

Saskatoon’s seasonal taxicab licence program was eliminated in 2019 and replaced with enterprise taxicab licences. The seasonal licences were issued between September and June through a lottery process for a period of five years. The thirty-five new enterprise taxicab licences are valid for four years, issued through a lottery and can be used throughout the year. Only the licence holder may drive the vehicle and they must operate the taxicab for a minimum of forty hours per week. The program has experienced struggles similar to what Regina has seen for the seasonal licences. Saskatoon has not been able to issue all of the enterprise licences and the only taxi broker in the city would not accept the lottery issued applicants within their fleet. As a result, two new taxi brokerages have entered the market and all enterprise licence holders have affiliated with them.

### Recommendation

Upon review of all factors, Administration recommends eliminating the seasonal taxicab licences that are issued through a lottery/draw process and maintaining the seasonal taxicab licences that are allocated to the brokers.

Although this would reduce the historical number of extra seasonal taxicab licences available throughout the winter, reductions in demand and the demonstrated ability of the taxi industry to meet the current need with fewer licences, issuing this amount of licences would be sufficient to meet market demand. The lower amount of licences ensures that the market is not over saturated and maintains a consistent trip per vehicle and thus income for drivers.

Issuing the licences directly to the brokers removes the uncertainty of whether the licences will be able to meet all licensing requirements. Individuals will not need to meet the requirement of associating with a broker as the licences would be issued to a broker directly. Taxi brokers possess the experience and knowledge of industry trends, city events and supply management to be able to plan in advance and acquire the necessary driver pool to provide services to meet fluctuating demand. If the allocation to the lottery process was maintained, another lottery would need to be conducted as the current list of alternatives has expired.

## **DECISION HISTORY**

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There have been no previous decisions related to the recommendations included in this report.

Respectfully submitted,



Dawn Schikowski, Manager  
Licensing & Parking Services

Respectfully submitted,



Byron Werry, City Solicitor

Prepared by: Dawn Schikowski, Manager, Licensing & Parking Services