

AT REGINA, SASKATCHEWAN, FEBRUARY 21, 2012

AT A MEETING OF CITY COUNCIL

AT 5:30 P.M.

Present: Mayor Pat Fiacco, in the Chair
Councillors: Louis Browne, Sharron Bryce, Fred Clipsham, John Findura,
Michael Fougere, Terry Hincks, Jocelyn Hutchinson, Wade Murray,
and Chris Szarka

Regrets: Councillor Mike O'Donnell

Also in Attendance: City Clerk, Joni Swidnicki
City Manager, Glen Davies
Deputy City Manager, Community Planning and Development,
Jason Carlston
Deputy City Manager, Corporate Services, Brent Sjoberg
A/Deputy City Manager, City Operations, Sharon Strueby
Executive Director, Governance and Strategy, Jim Nicol
Executive Director, Legal, Byron Werry
Director, Development Engineering, Kelly Wyatt
Manager, Development Review, Fred Searle
Manager, Licensing and Municipal Fines, Andrea McNeil-Wilson
Coordinator, Construction Programming, Ted Duce
Committee Assistant, Judy Moore

The meeting opened with a prayer.

ADD A communication from Tourism Saskatchewan regarding the Final Tax Study Recommendations as item CP12-9, to be considered immediately following item DE12-20.

ADOPTION OF MINUTES

Councillor Fougere moved, seconded by Councillor Murray, AND IT WAS RESOLVED, that the minutes of the meeting held on January 23, 2012 be adopted, as circulated.

DELEGATIONS, ADVERTISED BYLAWS AND RELATED REPORTS

DE12-19 Thomas and Brenda Molema: Final Taxi Study Recommendations

Pursuant to due notice the delegation was present.

The Mayor invited the delegation to come forward and be heard.

Thomas and Brenda Molema addressed Council and presented a brief dated February 21, 2012, which read as follows:

Good day to the Mayor and Councillors

This time frame, that we were given to be ready for the meeting, is totally unfair. The City had 3 months to prepare this report and we were given 3 business days to be ready to respond. Most owners did not even have this report delivered to them at all. Most owners did not even have this report delivered to them at all. We think that this meeting should be tabled for this reason, to allow the owners the opportunity to give input to these new set of recommendations, which were never discussed and agreed to at previous meetings.

We can agree with the cost of Licensing in Table 1 to be approved.

We agree with adopting Taxi Cost Fare Module.

We agree with the City to do GPS computer dispatch in May 2017, as was discussed in November 2011 also as Administration is recommending.

We agree with the Seasonal Licence going to 7 months starting October 1 – thru April 30.

We do Not agree with City Mandate of 1: 1250 population.

We do not agree with 12 Temporary Licenses being Issued in 2012, or ever for that matter. If you think we need 12 more licenses out on the road then why not sell them for fair market value, which would put more money into the City's coffers?

The issue of cameras in the cars was already taken off the table. Now the City is mandating that the taxis are to be equipped with them by May 2015?

Regarding the Lottery System, where did the luck of the draw come in when we had to re-mortgage our house when we chose to enter into this career?

Everyone in this business has actual money, hundreds of thousands of dollars tied up in this business, where the individual who enters the lottery system has nothing to lose but the \$50 lotto fee.

Under the proposed Lottery, anyone who is a resident can enter the lottery. To make this fair, the City should advertise this in the paper so that the public is aware a \$50 lotto ticket could bring in \$60,000 over 5 years before taxes, in our eyes that is a pretty good gamble.

We have been asked by different people at City Hall "How do we improve the industry". As Dr. Mundy's report stated that the industry is doing a good job, as the mystery shoppers have indicated. The language barrier of some drivers written and oral needs to be improved, also navigation skills for some needs to be addressed. Other than that as a whole the industry does a pretty good job.

We have already made concessions to this report and have implemented parts already, example: 8 year rule on the car starting in 20, the POS machines at a cost to everyone involved.

We do not agree with the paragraph stating that the city owns our Decals whether they are expired or not they are still ours.

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The last time we addressed this issue a councillor was heard calling all taxi industry people nothing but Cry Babies.

We are not cry babies because we are here to negotiate solutions to these issues with Council to make Regina a better place.

We moved back to Regina 12 years ago and made our life here “We Love Regina” slogan.

WE ARE THOSE PEOPLE

Mr. and Mrs. Molema answered many questions.

Pursuant to the provisions of Section 16(11)(c) of City Council's Procedure Bylaw 9004, this brief was tabled until after consideration of CR12-19, a report from the Executive Committee respecting the same subject.

DE12-20 Sandy Archibald: Final Taxi Study Recommendations

Pursuant to due notice the delegation was present.

The Mayor invited the delegation to come forward and be heard.

Sandy Archibald, representing Arch Transco Ltd., addressed Council and presented a brief dated February 21, 2012, which read as follows:

Thank you for the opportunity to speak to this report.

My name is Sandy Archibald representing Arch Transco Ltd. – Regina Cabs.

I am here to clarify the facts about the Final Taxi Study Recommendations report, as I know them.

When the industry met with your administration in November, we were told that the recommendations the administration presented at that meeting were the final recommendations.

On January 18, in a meeting that was not open to the public, the Executive Committee changed the final recommendations in substantive ways.

1. The Administration's recommendation allowed for a time line of five years to implement the computer aided dispatch systems. That time line was changed by three years which is 60% less time to plan for, budget, and implement this major system.
2. Also, the number of lottery licenses to be added in 2012 doubled from the administration's recommendation of 6 to 12.

No one from the industry was present to observe how these changes came about and there was no notice or advisement that the Executive Committee had changed the administration's final recommendations at the closed meeting.

No one in the administration advised the industry of the changes resulting from the January 18 meeting either. I was last Tuesday noon when we learned how the recommendations had come to be altered and which recommendations were the final set. However on Tuesday, the city web site was “under maintenance” and accessing the report on line resulted in a “error message”. Therefore many in the industry had little opportunity to review the final recommendations that will have a significant affect on their livelihood.

When we finally did get the complete report, the bylaw with its 60 plus changes was included. We did not anticipate the bylaw coming forward at the same time as the report. I understand that now there will be an opportunity for the public and the industry to examine the bylaw more thoroughly as it will not receive final reading tonight but return to Council in March. We do appreciate having the opportunity for that review and thank the committee for that amendment.

I would also like to clarify there has been much consensus among the industry brokerages and between the industry and the administration over the course of the study process. Some of the major points of consensus include: the increased seasonal license percentage allocations, the in taxi debit and credit card terminals have been installed in all taxis at an annual cost of over \$100,000 to drivers and car operators and the vehicle model years changes have been agreed to. There was further consensus on Wednesday at the Executive meeting to the extension of the seasonal license period to seven months. Also on Wednesday, there was consensus that 12 lottery license are too many.

Up to now, there has been no definitive statement as to what date about the public’s use of taxis the administration wants to collect from the industry. At Wednesday’s meeting we learned much more about the specifics than we have ever been told before. We do appreciate that additional information.

We presented some of our recommendations at the Executive meeting and summarize here:

- We recommend returning to the administration’s original timeline for GPS and computer aided dispatching technologies by 2017.
- We support the seasonal license period extension.
- We ask Council to direct the administration to review the Airport Taxi Partnership’s proposal for a staggered start up for the seasonal license period and a managed increase in the percentage and duration of the licenses in order to put more taxis on the road.
- Table the discussion of the ratio and lottery system until the staggered seasonal system has operated for one year.
- Direct the administration to discuss the final weightings of the Taxi Cost Fare Model with the industry.
- We support the installation of cameras on the timeline proposed.

Dr. Mundy’s study commissioned by the City underscored the need for the retention of full service taxi brokerages. There is real concern that this multitude of changes and expenses over the next 6 years may be too much. Brokerages need license owners, owners need leasers and the entire industry needs drivers.

All these changes will have expensive costs attached to them with no proposed cost recovery method. The drivers need to earn a good living in order to support their families. Employees are in high demand in Regina and if a driver can't make a good living driving a taxi, he will find another job. We all want our families to flourish and prosper in Regina in the taxi industry. Only time will tell if the economic fabric of the taxi industry will survive these changes.

Dr. Mundy's study concluded that customers were generally satisfied and the taxi service was above average in most categories. The men and women in the taxi industry in Regina are committed to providing good customer service. We have instituted changes and are continuing to do so. However, there has yet to be a complete cost analysis of how much CAD, GPS, cameras and vehicle model year changes will cost both the industry and the taxi riding public. We urge Council to reconsider and do these calculations before acting.

Thank you.

Ms. Archibald answered many questions.

(Councillor Hincks returned to the meeting.)

Pursuant to the provisions of Section 16(11)(c) of City Council's Procedure Bylaw 9004, this brief was tabled until after consideration of CR12-19, a report from the Executive Committee respecting the same subject.

CP12-9 Tourism Saskatchewan: Final Taxi Study Recommendations

A communication dated February 21, 2012 from Tourism Saskatchewan read as follows:

Tourism Saskatchewan has appreciated opportunities to provide our feedback concerning the 2010 Regina Taxi Study and the recommendations that have been forwarded by Administration to the Executive Committee. Although there were several points that we supported in the initial Consultant's Report that have not been given consideration, we are pleased that there is recognition of the need for improvements to the taxi industry and a willingness to bring in measures that will result in efficiencies and better service. The quality of Regina's taxi industry influences numerous stakeholders. Consultation with these parties is important.

Please be assured of our willingness to share our research and knowledge regarding other jurisdictions, as you proceed with steps to "raise the bar" on taxi service. We are encouraged by the statement in the report submitted to Executive Committee on February 15, 2012, in which Administration expresses its commitments to pursuing "the development of a driver training program." As previously noted, Tourism Saskatchewan's education division, the Saskatchewan Tourism Education Council (STEC), manages Professional Certification for taxicab drivers, under the national *emerit* program. We are eager to assist you in this capacity.

Councillor Fougere moved, seconded by Councillor Bryce, AND IT WAS RESOLVED, that this communication be received and filed.

CR12-19 Executive Committee: Final Taxi Study Recommendations

A report dated February 21, 2012 from the Executive Committee, read as follows:

RECOMMENDATION OF THE EXECUTIVE COMMITTEE
- FEBRUARY 15, 2012

1. That the City mandate GPS and computer aided dispatching technologies for all taxicabs by May 1, 2014 (two years).
2. The requirement for trip data be tabled and revisited by the Administration prior to the implementation of the technology referenced in recommendation #1.
3. That the new licensing and inspection fees identified in Table 1, be approved.
4. That the City adopt a Taxi Cost Fare Model (TCFM).
5. That the City mandate a taxicab population ratio of one for every 1,250 residents.
6. That the City adopt an open lottery/draw process, as described in the body of the report, for temporary taxicab owners licence allocation.
7. That a temporary taxicab owners licence be created and 12 temporary licences be added in 2012, to be further reviewed by Executive Committee by June 2013.

8. That the seasonal licence period be extended to seven months, October to April and that any seasonal licences not issued after one month into the seasonal period be reallocated at the discretion of the Licence Inspector.
9. That the amendments to Bylaw No. 9635, *The Taxi Bylaw, 1994*, as identified in this report be approved.
10. That the City Solicitor be instructed to prepare the required amending bylaw based on the changes outlined in this report for consideration of first reading by City Council on February 21, 2012.
11. That this report be forwarded to City Council on Tuesday, February 21, 2012.
12. That the City mandate installation of security cameras in all regular, seasonal and temporary taxis by May 1, 2015.

EXECUTIVE COMMITTEE – FEBRUARY 15, 2012

The following addressed and answered questions of the Committee:

Jamie McKenzie;
Mike Sharma;
Joseph Kosma;
Kuldip Dhaliwal;
Glen Sali, representing Capital Cabs;
Bubba Singh; and
Sandy Archibald, representing Arch Transco Regina Cabs

The Committee adopted a resolution to concur in the recommendation contained in the report.

Mayor Pat Fiacco, Councillors: Louis Browne, Sharron Bryce, Fred Clipsham, Michael Fougere, Terry Hincks, Jocelyn Hutchinson, Wade Murray, Mike O'Donnell and Chris Szarka were present during consideration of this report by the Executive Committee.

The Executive Committee, at its meeting held on February 15, 2012, considered the following report from the Administration:

RECOMMENDATION

1. That the City mandate GPS and computer aided dispatching technologies for all taxicabs by May 1, 2014 (two years).
2. The requirement for trip data be tabled and revisited by the Administration prior to the implementation of the technology referenced in recommendation #1.
3. That the new licensing and inspection fees identified in Table 1, be approved.
4. That the City adopt a Taxi Cost Fare Model (TCFM).

5. That the City mandate a taxicab population ratio of one for every 1,250 residents.
6. That the City adopt an open lottery/draw process, as described in the body of the report, for temporary taxicab owners licence allocation.
7. That a temporary taxicab owners licence be created and 12 temporary licences be added in 2012, to be further reviewed by Executive Committee by Q1, 2013.
8. That the seasonal licence period be extended to seven months, October to April and that any seasonal licences not issued after one month into the seasonal period be reallocated at the discretion of the Licence Inspector.
9. That the amendments to Bylaw No. 9635, *The Taxi Bylaw, 1994*, as identified in this report be approved.
10. That the City Solicitor be instructed to prepare the required amending bylaw based on the changes outlined in this report for consideration by City Council on February 21, 2012.
11. That this report be forwarded to City Council on Tuesday, February 21, 2012.
12. That the City mandate installation of security cameras in all regular, seasonal and temporary taxis by May 1, 2015.

CONCLUSION

Following discussion with Committee at a PRIVATE meeting the original recommendations of the Administrations outlined below were amended as indicated at the top of the report for public discussion.

ORIGINAL RECOMMENDATION FROM ADMINISTRATION

1. That the City mandate GPS and computer aided dispatching technologies for all taxicabs by May 1, 2017 (five years).
2. The requirement for trip data be tabled and revisited by the Administration prior to the implementation of the technology referenced in recommendation #1.
3. That the new licensing and inspection fees identified in Table 1, be approved.
4. That the City adopt a Taxi Cost Fare Model (TCFM).
5. That the City mandate a taxicab population ratio of one for every 1,250 residents.
6. That the City adopt a lottery/draw process for temporary taxicab owners licence allocation.
7. That a temporary taxicab owners licence be created.

8. That the seasonal licence period be extended to seven months, October to April and that any seasonal licences not issued after one month into the seasonal period be reallocated at the discretion of the Licence Inspector.
9. That the amendments to Bylaw No. 9635, *The Taxi Bylaw, 1994*, as identified in this report be approved;
10. That the City Solicitor be instructed to prepare the required amending bylaw based on the changes outlined in this report for consideration by City Council on February 21, 2012.

The recommendations contained within this report include the items adopted by City Council in April, such as vehicle age and wireless payment systems, as well as the four items (technology, data, existing and future decals and fees) referred back to the Administration for further consultation. The Administration is also using this report as an opportunity to address a number of minor bylaw amendments, which are identified in detail in Appendix A.

The approval of the above recommendations and the necessary bylaw amendments work towards achieving City Council's request for an overall action plan as it relates to the taxi industry. Adoption of these recommendations will also allow for the City to maintain public safety and ensure that there is a clean, efficient and dependable taxi industry for residents and visitors. It should be noted that these recommendations also incorporated recommendations contained within the Passenger Ground Transportation Study prepared by Hara Associates in 2008.

While these recommendations have attempted to address the concerns of the various members of the industry, the Administration must also balance the concerns of other stakeholders. This has been demonstrated through deferring the implementation of technology to 2017 while re-introducing the population ratio as an interim solution for adding additional taxicabs. Once these recommendations have been adopted, the Administration will pursue the development of a driver training program, initiate follow-up discussions with the Highway Traffic Board and begin the scheduled review of taxi stands, all of which will contribute to an efficient and dependable taxi industry.

BACKGROUND

In August 2009, the City of Regina hired the consultant firm Tennessee Transportation & Logistics Foundation (TTLF) to provide a detailed analysis of the City's current taxi industry. After consultation with all members of the industry, the Administration's recommendations, derived from those prepared by TTLF, were considered by City Council at the April 11, 2011 meeting.

At this meeting, City Council referred four items back to the Administration for further consultation with all levels of the taxi industry. The four items dealt with the timeline for the implementation of computer aided dispatch technology; the type of data being requested and how it is going to be used; a plan for existing and future taxi decals and subsequent allocation process; and proposed taxi licensing fees and fares. Revised recommendations

were presented to the industry in June 2011 and discussed at separate meetings for drivers, licence owners and brokers. These recommendations failed to achieve a consensus and resulted in the Administration revising the recommendations for a third time. This third set of recommendations was presented in three separate meetings to industry members and stakeholders in November, resulting again in an inability to achieve a consensus.

The adoption of the following recommendations by Council will provide an overall action plan for the City with respect to the taxi industry and provide the framework and direction required to ensure continued growth, opportunity and service excellence for the residents and visitors of our City. In addition, the recommendations will contribute to achieving the City's outcomes for a safe living and working environment for our community.

DISCUSSION

Following the referral from City Council, the Administration held three separate stakeholder meetings with the industry in late June: one for drivers, one for plate owners/vehicle owners and one for brokers. The inability to achieve a consensus at the meetings held in June resulted in the Administration formulating a revised set of recommendations and meeting again with the industry in November. The recent set of recommendations were developed to balance the concerns of the industry with those of the stakeholders and allow the Administration to move forward with other outstanding issues such as the development of a driver training program, follow-up with the Highway Traffic Board and a scheduled review of taxi stands.

Technology & Data

Technology

Following the recommendation contained within the study prepared by TTLF, the Administration recommended that the City mandate the use of computer aided dispatching and GPS technology. At the April 2011 City Council meeting, some members of the industry felt that the Administration's proposed 15 month timeline for implementation of technology on October 1, 2012, was too short and that it should be up to the industry to determine when and how the technology should be implemented, which resulted in the recommendation being referred back to the Administration for further discussion with the industry.

At the industry meetings in June 2011, the Administration proposed a revised technology timeline of 21 months, which would have seen the mandated technology implemented by June 1, 2013. In terms of industry responses, no consensus could be obtained as industry proposed timelines ranging from the original implementation date to not mandating the use of technology at all. However, most members of the industry felt that the revised timeline was still too short and that industry should be given five years to implement the required technologies.

The Administration re-evaluated the proposed timelines, taking industry's concerns into consideration and the need to move forward with implementing the recommendations. The Administration does not believe the original timelines were onerous and there would be benefits to proceeding sooner, however, the Administration is recommending that

technology be mandated May 1, 2017, giving the industry five years to implement the required technology, as long as an interim strategy for increasing current taxi levels is adopted at the same time. The interim strategy recommended by the Administration includes the re-adoption of a population ratio and will be addressed in detail later in the report (see Existing and Future Taxi Decals for interim strategy information).

At the November 2011 meetings, some industry members commented that the proposed five year timeline was reasonable, and that it showed a willingness on behalf of the Administration to work with the industry. At the same time, other members raised concerns with the proposal to adopt an interim strategy in order to address the number of taxis in Regina over the next five years. Many felt that the re-introduction of the population ratio (see Existing and Future Decals), while only proposed in the interim, would add unneeded taxis and put unnecessary strain on the industry.

The proposed population ratio model, however, is an interim solution and the Administration remains committed to technology and the subsequent data submission model as the best option for plate issuance. The five year timeline for technology implementation was proposed by the Administration in order to address the concerns of the industry while balancing the concerns of stakeholders and the need to move forward with this process. The Administration recognizes that acquiring CAD and GPS technology requires an investment and is prepared to accept a five year implementation timeline as long as in the interim a strategy for improving and growing the taxi industry is adopted.

Data

TTLF recommended that trip data from the computer aided dispatch system be submitted to the City on a quarterly basis to assist in determining the number of taxicabs required for Regina. In the report, the consultant pointed to a number of industry specific data that should be submitted by the industry to the City for use in this evaluation. Such data included but was not limited to, all taxis dispatched, the number of all meter trips by vehicle, by driver, by time and date, call completion records, and trip and wait durations.

Trip data was another item that was referred back to the Administration by Council so that further consultation with industry could be held to determine the type and purpose of trip data the City would collect once CAD and GPS technology was in place. The information requested by the Administration that would be used to make future licensing and regulatory decisions were as follows:

- a) Number of trips dispatched
- b) Number of taxicabs operating each day
- c) Customer wait times
- d) Call completion percentage / number of calls not serviced

Additionally, the Administration was requiring that the language contained in section 21.8.1 of *The Taxi Bylaw*, which pertained to only accessible taxicabs, be extended to include all taxicabs.

Industry members raised concerns with the requirement that specific trip data be submitted for analysis. They felt that this information was proprietary information of the industry and questioned why the City would need this. Additionally, members stated that customer information is sensitive and that this information would jeopardize the privacy of their passengers and a number of contractual relationships with their customers. The Administration re-iterated that the City does not want personal information such as customer names, credit card numbers, etc and that the collection, use and disclosure of information collected by the City will be governed by *The Local Authority Freedom of Information and Protection of Privacy Act*.

Given that technology is being mandated effective, May, 1, 2017, and the re-adoption of a population ratio is being recommended as an interim strategy, the Administration recommends that the submission of trip data be tabled and revisited closer to the technology implementation date as the interim strategy of a population ratio does not require trip data.

Fees & Fares

Fees

The fees charged by the City for taxi licensing is governed by section 8(4) of *The Cities Act*, which limits the amount that can be charged for a licence/fee to the cost of administering and regulating that activity. While not determined at the time, the taxi licensing fees were referred back to the Administration as part of the April 2011 decision item. Taxi licensing fees have not been revised since 1998; and consequently, the existing fees do not accurately reflect the current true cost of delivering the services.

A true cost analysis conducted by the Administration indicates that the cost of administering and regulating taxi services has increased since 1998. The Administration first determined the current salary and benefits of Licensing & Municipal Fines Branch employees as well as the salary costs of the Bylaw Enforcement Manager and Fire & Protective Services Director. By measuring each employee's percentage of total salary spent on delivering taxi related services, the Administration was able to determine that the current costs (including overhead) incurred from taxi administration and regulation to be approximately \$100,000 (see Appendix B for further breakdown of cost analysis).

Using the current cost of delivering taxi services, the Administration recommended the fees identified in Table 1, under the "Recommend Fee (June)" column. In addition to the fee increases mentioned above, the Administration has also proposed three new taxi fees. The new 'late or missed appointment fee' was required to address the concerns with industry members arriving late or even missing their scheduled appointments without providing notification. Furthermore, it was determined that in some instances, re-inspections were required for those vehicles that fail to pass the inspection process. Therefore the Administration is recommending that an inspection/re-inspection fee be adopted as well. The third and final new fee is the lottery application fee.

In November 2011, the City of Regina went through a re-organization which resulted in the Community and Protective Services Division being dissolved and the Licensing & Municipal Fines (LMF) Branch being moved to the Community Planning & Development

Division. The current LMF reporting structure has changed, resulting in a \$7,000 savings in the current cost to administer taxi services which is reflected in the proposed fees as shown in Table 1.

The proposed taxi fees recommended in Table 1 are well below the consultant's recommendations that the City increase its licensing fees to \$663 for seasonal and \$968 for regular licences.

Table 1: Current, recommended and proposed taxi licensing fees

Taxi Licensing Service	Current Fee (since 1998)	Proposed Fee (June & November industry meetings)	Recommended Fee
Taxi Broker's Licence	\$180	\$415	\$375
Taxicab Owner's Licence (Regular and Seasonal)	\$180	\$415	\$375
Taxicab Owner's Licence (Accessible)	\$129	\$415	\$375
Taxicab owner's licence (Temporary) NEW	N/A	\$415	\$375
Transfer Fee	\$30	\$50	\$50
Taxicab drivers licence (new licence)	\$31	\$50	\$50
Taxicab drivers licence (renewal)	\$16	\$25	\$25
Inspection/Re-inspection			
• With meter check NEW	N/A	\$50	\$50
• Without meter check NEW	N/A	\$30	\$30
Late or missed appointment fee NEW	N/A	\$25	\$25
Lottery Application NEW	N/A	N/A	\$50

The Administration received a number of comments from the industry. Some members felt that the proposed fees, especially the owner/broker licence fee were too large an increase and suggested that the Administration lower this fee and offset the difference by increasing the drivers licence fee. Additionally, it was suggested by one member of the industry that just because the City can charge a fee to recover 100% of the cost, it does not necessarily mean that it should be done. This position contradicts what has been proposed in the past by the Taxi Brokers Association. In an August 1994 submission to council, the Taxi Brokers Association at the time wanted to help facilitate easier entry for drivers into the industry by keeping the cost of a taxi driver's licence as minimal as possible and offset this through higher owner licence fees. In addition, if the fees are not increased as recommended, it will result in the general tax payer paying for part of these transactions.

The Administration is aware that this increase in fees is considerable, however, there has been no increase to taxi licence fees since 1998, and our proposed fees which are based on cost recovery, are very comparable, if not lower than a number of other Canadian municipalities (see Appendix C for Taxi Fee City Comparison). The City is not in the business of subsidizing the taxi industry nor is it the intent of the City to charge a fee that is more than the cost to deliver that service.

Fares

While not formally part of the referral from Council, taxi fares go hand in hand with fees given the cost of licensing and the ability of the industry to recoup these costs. There is currently no formal process or schedule for reviewing taxi fares. Previous increases have

been initiated by the industry on an ad hoc basis and required the Administration to prepare a report to City Council. At the November 2010 industry meetings, a suggestion was made that the City look into standardizing this process using industry specific cost indices. The Administration researched what other municipalities do in regards to the fare revision process and found that cities such as Calgary, Toronto, Hamilton, Ottawa, Mississauga and Sudbury all use similar models consisting of industry specific cost indices for fare revision.

The principals of cost indices are well known and applied across many fields and have become standardized methods for measuring taxi fare changes. By adopting a Taxi Cost Fare Model (TCFM), consisting of six industry specific cost indices, the City would have a formal process for fare revision. The recommended TCFM (see Appendix D) will use information obtained from Statistics Canada using local industry specific Consumer Price Indices and measuring the percent changes in these costs over a period of time. The cost indices found in the TCFM include: insurance, fuel, driver earnings, vehicle purchase and leasing costs, repairs and maintenance. This type of model is very similar to the process that the City of Regina uses to determine the Kilometre Reimbursement Rate paid to City employees for local travel on city business.

In June 2011, the Administration presented the TCFM to industry asking for input in setting the desired weights for each index. The Administration received no comments suggesting any changes to the weights assigned to the factors. Therefore, no changes were made from the original TCFM proposal. The approval of a TCFM eliminates the need for industry to initiate taxi fare reviews; making fare revision a routine annual process whereby the results are submitted to council via a report for final approval. At the most recent industry meeting, held in November, industry suggested that any fare increases resulting from the model be implemented in the 3rd or early 4th quarter, ideally tied to the beginning of the seasonal licence period. Additionally, it was suggested that this model should have a “special” clause that would allow for fare adjustments to be made outside of the normal review process if circumstances warranted. The Administration is open to working with the industry as we move forward and to explore in more detail how this clause for special circumstances fits within the framework of the fare model.

Assuming the fare model is adopted, it is the intent of the Administration to review taxi fares in early 2012. Taxi fares have not been reviewed since early 2009, and the Administration will look to utilize the taxi cost fare model in this review.

Existing & Future Taxi Licences

Regular Taxicab Licences

The City currently has no mechanism in place for determining the appropriate number of taxicab licences resulting in only 120 regular taxicab owner licences since 1966. Over this period, the population of the City has grown from approximately 130,000 to almost 200,000 residents. It was because of this issue that TTLF recommended the City mandate technology and data submission in 2012. In the meantime, the consultant recommended that nine extra seasonal licences be issued in order to satisfy the taxi demand until the

Administration had an opportunity to review the required trip data. The issue of additional taxi licences was referred back to the Administration at the April 2011 council meeting for further discussion with industry. It should be noted that the Passenger Ground Transportation Study prepared by Hara Associates in 2008 recommended an additional 21 taxicabs.

As part of the original recommendations and again as part of the recommendations presented to industry in June, the Administration proposed that four regular taxicab owner licences be distributed to each broker for a five year term to help offset some of the costs associated with implementing the required CAD and GPS technology. It was also proposed that the seasonal percentage be increased to 40%, resulting in five new seasonal licences; which would have met the consultant's recommendation of nine additional licences. In addition to these recommendations, the Administration further proposed a technology surcharge of \$.25 in June 2011.

A range of comments were received by the Administration at the industry meetings in June. Some attendees commented that Regina does in fact need more taxis, but that there should be incremental increases over a number of years, while others were against increasing the number of taxis. Other members commented that current taxi service issues could be solved through expanding the seasonal period and increasing the licence percentage. Again, this proposed plan did not have the full support of the industry.

In an attempt to consider the concerns raised by the industry and other stakeholders, and the delay in technology, the Administration proposed an alternative recommendation at industry meetings in November. This meant that the additional four decals (for the brokers), the percentage change for seasonal licences and the \$0.25 technology surcharge which was suggested by the Administration at the June meetings are no longer required. In its place, the Administration recommends the City adopt a new strategy to address the five year delay in technology.

The aforementioned interim strategy calls for the re-adoption of the population ratio which provides for one taxicab for every 1,250 residents. This ratio was previously included in the City of Regina's Taxi Bylaw from 1975 to 1994. At that time, only regular (full time) licences, not seasonal or accessibles, affected the ratio and it is recommended that the ratio only be applied to regular (full time) licences going forward. The introduction of this interim strategy provides the City with the required mechanism to issue additional licences while giving industry adequate time to acquire the mandated technology. Along with the interim strategy of a population ratio, the Administration is further recommending the approval of a Licence Issuance Strategy (LIS) that calls for the issuance of new 'temporary' regular taxicab licences at a rate of 5% of the number of regular taxicabs per year, over the five years leading up to the technology implementation date. As shown in Appendix E, a population ratio is used in other Canadian municipalities to determine the number of taxis required. The appendix also shows a comparison of other municipalities, regardless of whether a population ratio is used, and the number of taxicabs per capita.

Each new licence will be issued for a term of five years and remain the property of the City – these new licences would be called a 'Temporary Taxicab Owners Licence'. The current population ratio and licence issuance strategy proposal would allow the City to have the

authority to issue up to 40 new “temporary” taxicab licences (200,000/1,250). However, by issuing 5% per year, the City can minimize the impact the new licences may have on existing taxicab licence owners while getting additional taxicabs on road.

This strategy meets TTLF’s recommendation of adding nine new licences in year one, and satisfies a number of the recommendations as presented in the Passenger Ground Transportation Study by Hara Associates in 2008; in which the report recommended that the City issue additional licences to accommodate the current levels of taxi demand and establish a formula for adjusting the number of taxis to accommodate Regina’s future growth (see Appendix F for Passenger Ground Transportation Study recommendations).

Table 2 below highlights the changes in population ratio values by adding new temporary (regular) licences and the corresponding seasonal licence increase:

Table 2: Forecasted number of taxis based using 1:1,250 population ratio issued at 5% per year

	Regular	5%	Seasonal	37%
2011 Population: 199,254	120 = 1:1,660		164 = 1:1,214	= 44
2012 Population: 202,644*	126 = 1:1,608	+ 6	173 = 1:1,171	= 47
2013 Population: 206,114*	132 = 1:1,561	+ 6	181 = 1:1,139	= 49
2014 Population: 209,579*	139 = 1:1,508	+ 7	190 = 1:1,103	= 51
2015 Population: 212,711*	146 = 1:1,457	+ 7	200 = 1:1,063	= 54
2016 Population: 215,370*	153 = 1:1,408	+ 7	210 = 1:1,026	= 57

(*Projections from City of Regina’s Official Community Plan “POPULATION, EMPLOYMENT AND ECONOMIC ANALYSIS OF REGINA”)

As previously mentioned, the re-adoption of the population ratio was presented to the industry at stakeholder meetings in November. The Administration was unable to achieve an agreement on this recommendation as some members of the industry felt that there were already enough taxicabs and that any problems could be addressed through the expansion of the seasonal licence period. Despite the lack of support from the industry, the Administration is committed to the population ratio and licence issuance strategy as an interim solution until CAD and GPS technology is implemented.

Seasonal Licences

The Administration recommends that the seasonal licence percentage remain unchanged at 37%. However, the Administration recommends that the new temporary taxicab licences be included in the 37% calculation of seasonal totals. This will result in a subsequent increase in the amount of seasonal licences as more temporary licences are issued. Table 2, outlined above, shows the projected changes to seasonal licence numbers resulting from the adoption of the interim population ratio and temporary licence issuance strategy.

Additionally, the Administration recommends that the seasonal licence period be extended by one month and that all seasonal licences not issued after one month into the licence period be reallocated at the discretion of the Licence Inspector in order to ensure all

available taxicab licences are active. Under this proposal, the seasonal licence period would begin October 1 and end April 30. Seasonal licence history dictates that these licences were issued to ease the increase in taxi demand created by our cold winters and busy holiday season. Therefore, a one month expansion by the Administration is recommended. It is the opinion of the Administration that if these licences are expanded beyond seven months, to eight or even 10 months, then the City should look into issuing new regular licences instead as the intention would no longer suggest “seasonal” usage.

The Administration received a number of comments regarding the proposed changes to existing and future taxi licences. Several attendees supported the issuing of more licences as long as they were temporary, while others were against increases. Some members suggested different population ratios, while others remained steadfast in their opposition to the ratio. Additionally, concerns were raised over who would receive the new licences, as some wanted the brokers to have control, while others did not. As well, concerns were presented surrounding the seasonal licence period, where some called for expansion, while a number of other members did not.

At the industry meetings held in June 2011, the Administration received a plan submitted by the Regina Airport Taxi partnership, endorsed by Capital Cabs, Premiere Taxi and Regina Cabs that called for the seasonal licence period to be extended to 10 months. The Expanded Seasonal Taxicab Licences (ESTL) plan called for increasing a percentage of the seasonal licences over a number of months, increasing the length of the seasonal period to 10 months and the number of seasonal licence percentage to 40 over the next seven years. As per the current process, the seasonal licences under the ESTL plan would continue to be allocated and controlled by the brokerages.

While the ESTL plan may appear to address the need for more taxis in Regina, the plan will be a more manually intensive process for the Administration to monitor as the plan includes a number of staggered start and end dates. As well, the complexity of this plan would require substantial administration and result in an increase to the cost of administering taxi services, resulting in an increase in licensing fees to offset the increased costs. In addition, under the current seasonal process, some brokerages are not using the seasonal licences allocated to them. In fact, as of November 30, 2011, only 33 of the potential 44 seasonal licences were picked up by the brokerages. This means that the goal of having more taxis on the road is not being fully accomplished through the current process and therefore the proposed ESTL plan may also not accomplish the goal of getting further taxis on the road. Therefore, the Administration is not recommending the ESTL plan.

Licence Allocation

Currently, the City has no formal process for issuing new taxicab licences given that regular licences were last issued in 1966. The lack of a clear allocation process is one of the reasons why the number of taxicabs has not increased. The Administration conducted a review of the different allocation strategies utilized across Canada (ie: lottery, waitlist and RFP) and has determined that the waitlist and RFP options are not appropriate options for the City as both processes require substantial time and effort to manage, resulting in a costly process to administer which could result in a further increase in licence fees with no apparent added value.

As part of the original recommendations and again at the June consultation meetings, the Administration recommended a lottery/draw process for future taxicab licence allocation. Industry responses solicited from this meeting indicate two distinct opinions. Strong support exists for the lottery strategy among taxicab drivers and some taxicab licence owners; however, the brokerages do not favour a lottery as a method of allocation and believe that the current system of allocating seasonal taxicab licences is adequate.

The Administration is recommending that a lottery/draw process be adopted for the allocation of future taxicab licences. The lottery will provide a fair and equitable process in the distribution of new taxicab licences. In recommending the lottery process for taxicab licence allocation, it was the initial intent of the Administration to establish restrictions that allow only industry participation. However, there are drawbacks with restricting the lottery to only those currently in the industry. This approach does not allow entry to people from outside of the current Regina taxi industry that may have experience in the industry from other places or those that may operate a related or similar service (i.e. limousine operators etc).

Therefore the Administration proposed to industry at the November meetings that no industry restrictions be placed on participation in the lottery and that anyone can participate - subject to the restrictions that an entrant must be an individual, over the age of 18 and meet all the taxicab owner licensing requirements as stated in *The Taxi Bylaw, 1994*.

At the November 2011 industry meetings, the Administration received similar feedback to what was received in June. Strong support still existed for the lottery process; however, many members raised concerns that there were no industry specific limitations for lottery eligibility. Most, if not all industry members strongly recommended that the lottery process have restrictions allowing only taxi industry members to participate in the lottery.

While the Administration understands the industry's position in wanting the lottery to be restricted to industry members only, the Administration is unable to find sufficient evidence to validate this position over the other. Consequently, the Administration recommends that a lottery process be adopted for the allocation of new licences and that the lottery be open to anyone - subject to the restrictions that an entrant must be an individual, over the age of 18 and meet all the taxicab owner licensing requirements as stated in *The Taxi Bylaw, 1994*.

Previously Adopted Recommendations

At the April 11, 2011, meeting, recommendations for vehicle age, electronic payment systems, and wireless transaction fees were adopted. Further information on these previously adopted items can be found in Appendix G. These items require amendments to *The Taxi Bylaw, 1994*.

Additional Bylaw Amendments

In addition to the proposed changes noted, the Administration is using this opportunity to address additional housekeeping amendments in *The Taxi Bylaw, 1994*. These additional amendments can be found in Appendix H. A detailed listing of all the proposed housekeeping amendments to *The Taxi Bylaw, 1994*, the Schedules and all other recommendations in this report, including those outlined above is provided in Appendix A.

RECOMMENDATION IMPLICATIONS

Financial Implications

The current revenue budget for taxi licensing is \$40,000. This amount may fluctuate depending on the number of seasonal licences that are issued in a year, the number of transfers and the number of taxicab drivers licences issued. With the increase in licensing fees, an additional \$53,000 of revenue is expected.

Environmental Implications

None with respect to this report.

Strategic Implications

The pursuit of an overall action plan for the City with respect to the taxi industry supports the strategic priorities of Managing Growth & Community Development and Achieving Operational Excellence. The recommendations will contribute to achieving the City's outcomes for a safe living and working environment for the community and for increased customer satisfaction. In addition a number of the recommendations support the strategic direction of the City of Regina, by managing growth of local industry with a focus on minimizing the financial impact resulting from improved customer service to the community.

Accessibility Implications

The scope of work requested by the consultant did not include a review of the accessible taxicab industry. The City of Regina has a total of seven accessible taxicab decals with five decals currently allocated and active.

COMMUNICATIONS

The Administration held three meetings with the industry (taxicab brokers, taxicab decal/vehicle owners and taxicab drivers) between June 22 and June 24 to share the revised recommendations and solicit feedback. The meetings with the decal/vehicle owners and drivers were organized as a come and go format to accommodate various work schedules. There were 21 attendees at the decal/vehicle owners meeting and nine attendees at the drivers meeting. Due to the postal strike at Canada Post, the Administration was not able to contact all of the members of the taxi industry and relied upon e-mail, telephone calls and word of mouth.

In November of 2011, the Administration held three additional industry meetings. The meetings were again conducted in a come and go format with a separate meeting for drivers, owners and brokers. Over 700 letters were mailed out to industry members, along with a number of emails to inform the industry of the meetings. There were 27 attendees at the drivers meeting and 14 attendees at the decal/vehicle owners meeting.

DELEGATED AUTHORITY

This report must be forwarded to City Council for approval.

Councillor Murray moved that the recommendation of the Executive Committee contained in the report be concurred in.

Councillor Szarka moved, in amendment, seconded by Councillor Hutchinson, AND IT WAS RESOLVED, that recommendation #7 be amended to read as follows:

7. That a temporary taxicab owners licence be created and 6 temporary licences be added in 2012, to be further reviewed by Executive Committee by June 2013.

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

Pursuant to the provisions of Section 16(11)(d) of City Council's Procedure Bylaw 9004, the briefs presented by Thomas Molema and Sandy Archibald were received and filed.

2012-16 The Taxi Amendment Bylaw, 2012
(First Reading)

Councillor Murray moved, seconded by Councillor Findura, AND IT WAS RESOLVED, that Bylaw No. 2012-16 be introduced and read a first time. Bylaw read a first time.

Councillor Murray moved, seconded by Councillor Browne, AND IT WAS RESOLVED, that second and third reading of Bylaw 2012-16 be tabled until the March 12, 2012 meeting of City Council.

ADJOURNMENT

Councillor Clipsham moved, seconded by Councillor Bryce, AND IT WAS RESOLVED, that Council adjourn.

Council adjourned at 7:48 P.M..

Mayor

City Clerk