

Calgary



CD2024-0660
Attachment 2



The City of Calgary

Vehicle-for-Hire Transitional Strategy

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Land acknowledgement



The Calgary area, where the Bow and Elbow rivers meet, is a place of confluence where the sharing of resources, ideas and opportunities naturally come together. Indigenous peoples have their own names that have been in use long before Scottish settlers named this place Calgary. In the Blackfoot language, they call this place, Moh-kins-tsis. The Îethka Nakoda Wicastabi First Nations refer to the Calgary area as Wicispa Oyade and the people of the Tsuut'ina nation call this area Guts-ists-l. The Métis call the Calgary area Otos-kwunee.

The Vehicle-for-Hire project team would like to take this opportunity to appreciate and acknowledge that we are gathered on the ancestral and traditional territory of the Blackfoot Confederacy, made up of the Siksika, Piikani, Amskaapipiikani and Kainai First Nations; the Îethka Nakoda Wicastabi First Nations, comprised of the Chiniki, Bearspaw, and Goodstoney First Nations; and the Tsuut'ina First Nation. Calgary is also homeland to the historic Northwest Métis and to the Otipemisiwak (Oti-pe-MES-se-wa) Métis Government, Métis Nation Battle River Territory (Nose Hill Métis District 5 and Elbow Métis District 6). We acknowledge all Indigenous people who have made Calgary their home.

We acknowledge all Indigenous community members as experts in their own lives and that those lives are impacted by the policies and structures we are creating with this transitional strategy. We further acknowledge the ongoing work required to collaborate with our Indigenous colleagues, neighbours and friends to address changes in a complex industry. We are committed to continuing to listen, learn and act.

Introduction

Vehicle-for-Hire is a program with diverse and integrated services, including licensing, inspections, public and industry education, industry training, and bylaw enforcement. The program works with other City services to help strengthen the mobility network and on-demand transportation service options which enables people to be well-connected in our city.

The vehicle-for-hire industry includes transportation network companies, brokers (taxi and limousine) and drivers. The City of Calgary is committed to working with all industry participants through continued engagement to understand their needs and concerns. The City is also committed to the protection and safety of the traveling public, which we do through responsive regulations and services that put people first.

The entry of licensed transportation network companies into the sector in 2016 has introduced more app-based services where drivers use their personal vehicles, has marked a significant shift in the vehicle-for-hire industry. Transportation network companies have become well-used and now provide more annual trips than taxis in Calgary. With the environment changing so dramatically, The City’s Vehicle-for-Hire program needs to evolve. This transitional strategy will provide a framework for planned policy changes that will help address opportunities for improvement. This includes identifying the opportunities, challenges, trade-offs and decisions that will enable us to be responsive to the evolving needs of Calgarians and the vehicle-for-hire industry.

As part of our journey to develop the transitional strategy, we completed a review of the Vehicle-for-Hire program. We assessed the current state, including strengths, gaps and improvement opportunities. We engaged with industry, employees and partners, and completed jurisdictional scans of other municipalities to better understand opportunities, challenges and leading practices to inform the strategy.

Through the actions presented in the strategy, The City will continue to regulate and enable on-demand vehicle-for-hire options that are safe and accessible, welcoming and responsive to the evolving needs of Calgarians. The transitional strategy outlines our path forward and builds on program successes, expands on current initiatives and creates new opportunities for improvement.

The strategic framework in the transitional strategy features **three focus areas**:



Licensing



Safety



Accessibility¹

The **Licensing Focus Area** outlines the Vehicle-for-Hire program’s commitment to responsible and responsive regulation. This focus area also emphasizes how we will modernize our services through innovation and continuous improvement.








The **Safety Focus Area** highlights our commitment to protect the safety and well-being of both the traveling public and the vehicle-for-hire industry drivers. In addition, this focus area demonstrates how the Vehicle-for-Hire program will foster an equitable anti-racist, inclusive and welcoming environment for the entire industry.

Lastly, our **Accessibility Focus Area** concentrates on how we are advancing equity for riders with mobility challenges by removing barriers to service while also providing drivers with incentives to deliver these services.

The framework emphasizes the alignment between vision, strategy and actions, as outlined in our implementation road map found in *Appendix C* ensuring the efforts of Vehicle-for-Hire and our partners contribute to achieving our vision.

¹ The Accessibility Focus Area in the transitional strategy will focus on increasing access for wheel-chair users to ramp-equipped vehicles-for-hire.

Engagement with the industry and opportunities for improvement

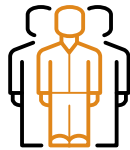
 Engagement with the industry	 What we did	 The opportunity	 The desired result
<p>Enable further alignment in the vehicle-for-hire industry and opportunities that benefit drivers and the industry through review of the Livery Transport Bylaw.</p> <p>Expand and improve access to virtual platforms and services to enhance driver experience and promote efficiency.</p> <p>Ensure everyone can participate and provide feedback.</p>	<p>Completed jurisdiction scan of comparable municipalities to learn about services they offer, including virtual services, for the industry.</p>	<p>Conduct a bylaw and regulatory review with proposed options to respond to continued growth of the city and industry.</p> <p>Expand virtual services in licensing and application submissions, while offering in-person service for drivers that require extra help.</p>	 <h3>Licensing</h3> <p>Responsible and responsive regulations.</p> <p>Drivers have access to more virtual services, enhancing driver experience and promoting efficiency.</p>
<p>Ensure that all people who access and provide on-demand vehicle-for-hire services experience safety, security, respect, dignity and inclusion.</p>	<p>Reviewed program and safety initiatives to identify strengths and opportunities to build upon.</p> <p>Completed jurisdictional scan of comparable municipalities to learn about safety initiatives and leading practices.</p> <p>Engaged The City's Anti-Racism Program Team and Equity program to identify ways to further promote inclusion and equity and racial justice.</p>	<p>Expand education and communication to promote anti-racist, hate-free, welcoming and inclusive environments.</p> <p>Align language in the Livery Transport Bylaw with the strategic actions in The City's Public Safety Anti-Racism Action Strategy to educate and ensure safe, responsible and respectful behaviours. Enforce stricter penalties for non-compliance.</p>	 <h3>Safety</h3> <p>Safety and well-being of all people who access and provide Vehicle-for-Hire services.</p> <p>An inclusive community that honours and respects people of all backgrounds, identities and experiences.</p>
<p>Strengthen the accessibility program and encourage more drivers to provide wheelchair accessible service. Create more awareness of the Wheelchair Accessible Vehicles (WAV) Calgary platform.</p>	<p>Completed jurisdictional scan of comparable municipalities to learn about initiatives and leading practices for the accessible services they provide.</p> <p>Reviewed the Accessible Taxi Incentive Program (ATIP) framework for opportunities to offer more monetary incentives to the industry.</p>	<p>Enhance accessibility training for drivers of wheelchair accessible vehicles to ensure all passengers are safe and secure.</p> <p>Build on the successes of the Wheelchair Accessible Vehicle service offered through WAV Calgary by creating more awareness of the program.</p> <p>Encourage more drivers to offer wheelchair accessible service through incentives, and cost-sharing for operating and fitting vehicles to be wheelchair accessible.</p>	 <h3>Accessibility</h3> <p>Consumers are aware of and connected to accessible on-demand vehicle-for-hire transportation options.</p>

Further detail on our engagement with the industry are outlined more fully in *Appendix B*.

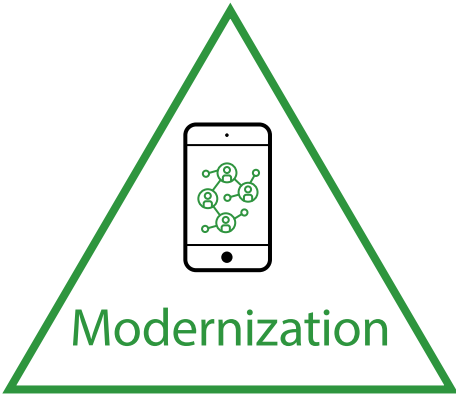
Strategic framework for Vehicle-for-Hire

Vision

Responsible and responsive regulation of taxis, limousines and transportation network companies so Calgarians can access safe on-demand transportation.



Licensing



Modernization



Accessibility



Safety

Licensing

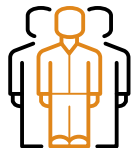
We are committed to responsible and responsive regulation. We are committed to further modernizing the Vehicle-for-Hire program by expanding use of technology, using data and engagement feedback and monitoring and measuring success to continuously improve and add service value.

Safety

We are committed to protecting the safety and well-being of the traveling public and vehicle-for-hire industry in the community. We use leading practices in education, training, communication, incident analysis and responsible enforcement to continually improve safety and encourage safe, responsible and respectful behaviour. We are committed to further building and fostering an equitable, anti-racist, inclusive and welcoming environment where people of all backgrounds, identities and experiences have access to a safe, respectful and inclusive vehicle-for-hire industry.

Accessibility

We are committed to strengthening the accessibility program and supporting riders with mobility challenges in our community. We will further improve programs and services by creating incentives for drivers to provide more accessible service for consumers with mobility challenges.



Licensing

As the regulator, The City of Calgary is committed to responsible and responsive regulation of the vehicle-for-hire industry. The City regulates the industry through effective implementation and compliance with the Livery Transport Bylaw, following exacting standards and operating procedures and through licensing services. The City is committed to reviewing and adapting its regulatory framework to be responsive to the evolving needs of Calgarians and the vehicle-for-hire industry.

We are committed to further modernizing the Vehicle-for-Hire program by expanding use of technology, using data and engagement feedback and monitoring and measuring success to continuously improve and add service value. We collaborate with internal and external partners to optimize processes, promote efficiencies, enhance consumer experience and continue to evolve our program.

Previous successes

2023

Six successful engagement sessions held with the vehicle-for-hire industry.



What we will do

- Conduct a regulatory review, including rates and fees, and propose amendments to the Livery Transport Bylaw.
- Begin the process to release more accessible taxi plate licences no later than 2025. This will increase the availability of wheelchair accessible taxis to service the clients who rely on accessible means of transportation.
- Introduce a new process, including virtual options, to coordinate licence renewals with plate renewals, provide licensing documentation online, and deliver online-proctored exams.
- Commit to have quarterly touchpoint engagement sessions with all interested parties in the sector to hear lived-experience and give opportunities to provide feedback on the Vehicle-for-Hire program.
- Explore potential pilot projects and funding opportunities that



Benefits

- Further enabling equity in the industry and opportunities that benefit consumers and the industry.
- Optimization of systems, processes and resources to promote efficiency.
- Ability to anticipate and respond to growth.
- Enhanced consumer access, satisfaction and experience.
- Improved industry-City relations and more opportunities for exchanging ideas and identifying challenges and opportunities.



Measuring success

- Consumer satisfaction with online licensing.
- Engagement opportunities are well attended.
- Industry participants can identify and use resources to experience safety, respect, dignity and inclusion.



What we're watching

Growth and the regulatory landscape

As the city and consumer demand grow, and the vehicle-for-hire industry evolves, we will continue to review our licensing and regulatory framework. We will monitor the supply and allotment of driver licences and taxi/limousine vehicle plates, and regulate Vehicle-for-Hire services to balance growth with demand.

Understanding that inflationary pressures impact the operating costs for drivers, we will continue to assess regulated meter-rates to ensure consistent availability of service.

Technology and virtual service advancements

We will continue to evaluate and review our online services and adoption, improve use of technology and promote awareness of online services, to increase operational efficiency, provide convenience for consumers, enhance consumer experience and further modernize our program.



Leading practices

We will continue to monitor practices in other jurisdictions as we review our regulatory framework (see *Appendix A*). Benefits, risks and trade-offs that are inherent in balancing city growth and consumer and industry demand must be considered to ensure we are developing solutions that are in the best interests of Calgarians. We will apply lessons learned, coupled with data analysis, to inform our regulatory review.





Safety

We actively promote and protect the safety and well-being of the traveling public through an integrated safety model that utilizes leading practices in education, training, communication, inspections and enforcement. Our model focuses on creating safety awareness for the traveling public through education outreach that encourages safe, responsible and respectful behaviour from the consumer.

We are committed to promoting and supporting a respectful, hate-free, inclusive and welcoming community that honours and protects everyone's well-being. This means we will treat all industry participants fairly, objectively, respectfully and consistently in delivering our services. Working with City partners, we will promote a welcoming community by developing anti-racist safe spaces and processes and cultural diversity education campaigns and communications to promote equitable participation and reduce barriers.

Previous successes

Translated our industry surveys in 7 different languages (Punjabi, Arabic, Urdu, Somali, Hindi, Amharic and French).



What we will do

- Explore options to streamline the police information check process to provide consistency for all vehicle-for-hire industry members.
- Promote respectful and inclusive behaviour through the expansion of education outreach in the community.
- Continue to build partnerships, internally and externally, with Indigenous, Black and diverse Racialized Peoples to identify anti-racism actions.
- Align language in the Livery Transport Bylaw with the strategic actions in The City's Public Safety Anti-Racism Action Strategy with expectations for practicing safe, responsible, respectful behaviours to promote inclusivity and address racism.
- Introduce upfront payment options for all industry service providers.



Benefits

- Increased awareness of safe behaviours and fewer safety incidents.
- People feel welcome and included.
- Racism is addressed in partnership with The City of Calgary's Public Safety Anti-Racism Action Strategy.
- Decrease in fare-evasion incidents for drivers and enhanced payment convenience for consumers.



Measuring success

- Reduced safety incident response time.
- Drivers reporting fewer incidents of racism.
- Number of taxi fare-evasion incidents reduced.



What we're watching

Improved technical systems, coordination with our industry partners and effective resource management will support our efforts to continue to be responsive and address complaints in a timely manner. We are tracking safety incidents and complaints to ensure that safety campaigns, training and communications for consumers and the industry create awareness about common issues and reduce incidents.

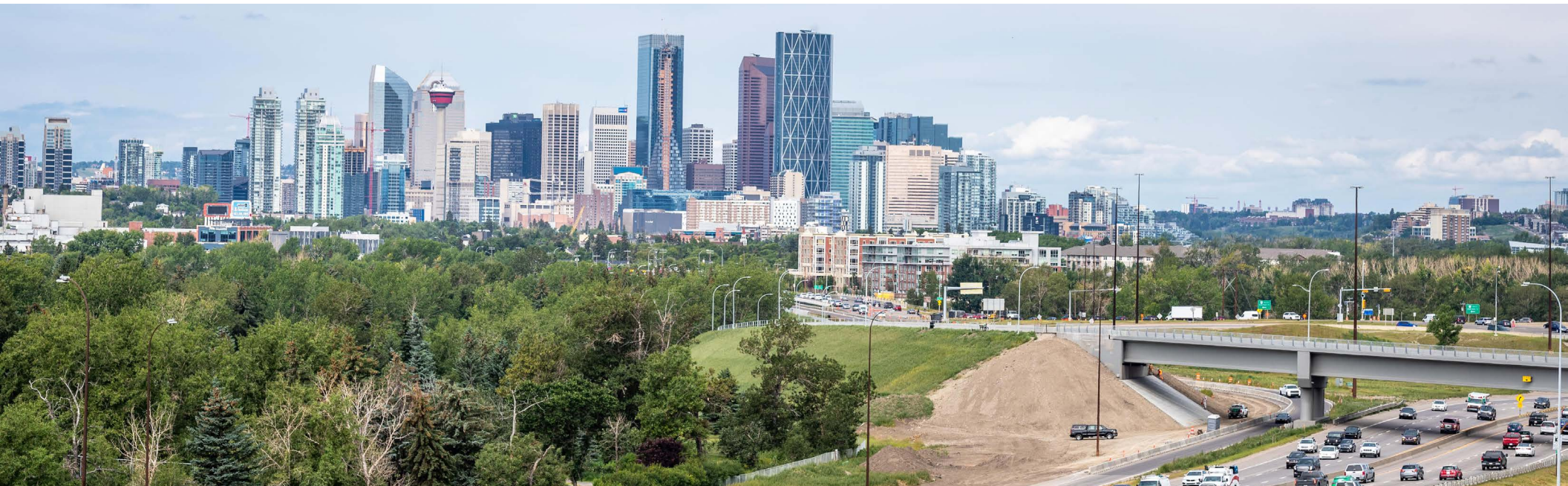
As we implement our strategy and modernize our program, we will use engagement feedback to identify topics for educational campaigns and develop tailored communications plans to further promote safe, respectful and inclusive behaviour.



Leading practices

Jurisdictional scans reveal that Canadian municipalities continue to evolve their enforcement practices. Resourcing requirements can differ based on internal organizational structures, regulatory frameworks and municipal priorities. We will continue to use an education-first approach to strengthen our incident prevention efforts and promote shared responsibility for safety. We will continue to enhance our safety practices by collecting input from the industry, our partners, Calgarians and external research on leading practices for safety and security measures in the vehicle-for-hire industry.

We will continue to research and implement leading practices from other jurisdictions, educational institutions and professional associations (such as the International Association of Transportation Regulators) to develop quality, responsive, inclusive and accessible engagement strategies. We will continue to use leading practices and The City of Calgary's Anti-Racism initiatives and resources to inform our educational initiatives, policies and bylaws to promote inclusion and address systemic racism. We are watching leading practices in engagement to reduce barriers to participation. Tactics include translation of surveys into multiple languages.





Accessibility

We are committed to strengthening our accessibility program, advancing equity and removing barriers for consumers with mobility challenges. We will do this through the Wheelchair Accessible Vehicle (WAV) Calgary program and advancing initiatives made possible through The City's Accessible Taxi Incentive Program (ATIP). We will leverage partnerships, expand our use of data, enhance our training and create incentives to encourage more drivers to deliver accessible vehicle services.

Previous successes

Calgary is a leader in the accessible vehicle industry. Our WAV Calgary program is a model for accessible vehicles services in the industry.



What we will do

- Provide an online training module for drivers to become re-certified in providing wheelchair-accessible services to consumers.
- Explore WAV Calgary upgrades to improve customer booking, enhance safety and maximize trips.
- Increase frequency of WAV Calgary awareness campaigns.
- Expand education and strengthen partnership with The City's Advisory Committee on Accessibility.
- Require all accessible vehicles be on the WAV Calgary platform.



Benefits

- Enhanced safety and practices for transporting riders with mobility challenges.
- Additional drivers will become providers of wheelchair-accessible services.
- Greater access to wheelchair-accessible service.
- Improved customer experience with increased service capacity and reduced wait times.
- Increased awareness of on-demand mobility options in the community.
- Leverage partnerships to increase awareness of on-demand mobility options in the community.



Measuring success

- Increase in the number of accessible trips provided through WAV Calgary.
- Increase in the number of accessible licences issued.
- Customer satisfaction with WAV Calgary.
- Consumer wait-time for trips.



What we're watching

Equity

Residents of Calgary and industry workers come from diverse backgrounds and may have multiple intersecting identities that impact their ability to access and benefit from programs designed to support them in using and providing on-demand transportation options. This strategy embeds a commitment to ensuring that needs of people from diverse backgrounds and mobility challenges are a priority in program design and initiatives as much as possible.

Licensing and service levels

As with our **Licensing Focus Area**, we will continue to monitor licence renewal volumes for accessible taxi licences and new licences issued, as well as trip data and subsequent impact on service levels.

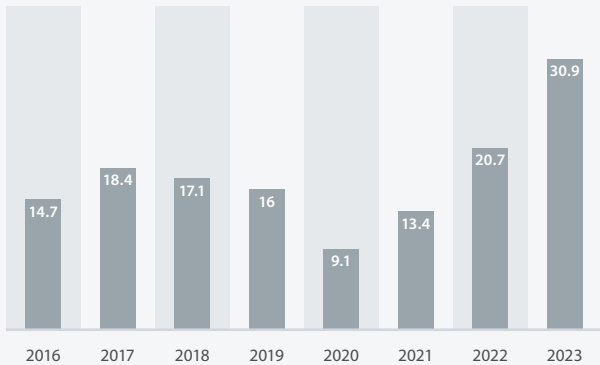
We will continue to collect and analyze customer data and use engagement feedback to enhance on-demand wheelchair accessible vehicle service and improvement opportunities for WAV Calgary.



Leading practices

Data from the jurisdictional review indicates that Calgary is a leader in providing accessible on-demand taxi service through WAV dispatched through Calgary's centralized dispatch platform. This platform offers convenient booking by calling one phone number, using the website or the WAV Calgary app. This service is important for consumers who require a vehicle to accommodate wheelchairs or other mobility devices. This service results in shorter consumer wait times and confidence that once booked, wheelchair accessible taxis will arrive when expected. Since the implementation of WAV Calgary, accessible taxi trips have grown substantially. This indicates that riders with mobility challenges are using WAV Calgary to book their trips more often.

Annual accessible taxi trips (thousands)



Appendix A: Jurisdictional scan

A comprehensive jurisdictional scan was completed as part of the strategy development process. The scan involved examining and analyzing the practices, initiatives and approaches of Vehicle-for-Hire programs in other Canadian jurisdictions and provided valuable insights into lessons learned. It enabled us to better understand program strengths as well as concerns facing Canadian municipalities and approaches being taken to address them.

Calgary, and other major municipalities included in this scan, are members of the International Association of Transportation Regulators. This non-profit, professional association of government officials is primarily an educational organization that shares best practices for the vehicle-for-hire industry.



Transportation network company regulation

To ensure the high level of safety for transportation network companies passengers, Calgary regulates transportation network companies more tightly than other Canadian municipalities. Calgary requires a licence for each individual driver, additional training and reporting requirements. These requirements are not mandatory for all Canadian municipalities.

Fees

Calgary's fee structure is in line with those of other municipalities that are running their own regulatory bodies such as Edmonton, Toronto, and Winnipeg.

Enforcement

Enforcement activities pertaining to the vehicle-for-hire industry vary by municipality. Some have dedicated enforcement teams, while others have vehicle-for-hire enforcement activities included in the duties of bylaw officers and some are handled at the provincial level. In Calgary, we have dedicated enforcement teams that utilize enforcement and education methods to ensure the success of the program, as outlined in our [Safety Focus Area](#).

Net-zero emission goals

Municipalities are working towards net-zero emission goals and this shift has a great impact on the vehicle-for-hire industry. Municipalities are looking at many options that include the utilization of only zero emission vehicles, and capping the number of drivers that operate for transportation network companies.

Appendix A: Jurisdictional scan

Comparative Analysis

Municipality	Population (millions)	Taxi plates capped	Taxi plates issued	Taxi plate fees	Taxi driver licence fee	Transportation Network Company (TNC) drivers capped?	TNC drivers fee	TNC driver numbers	Accessible plates capped?	Accessible plates issued	Accessible taxi plate fee	Accessible taxi incentive program
Vancouver	2.65M		1,041	\$ 171	\$ 271*	X	\$ 305	27,036	Provincially decided	146	\$ 0	Under development
Edmonton	1.1M	✓	1,291	\$ 423	\$ 64	X	\$ 64	Unknown	✓	65	\$ 423	No
Calgary	1.36M	✓	1,881	\$ 495	\$ 219	X	\$ 135	6,388	✓	189	\$ 0	Yes
Saskatoon	0.34M	✓	221	\$ 525	\$ 50	X	Collected by TNC	Unknown	✓	26	\$ 25	Yes
Winnipeg	0.75M	✓	600	\$ 600	\$ 70	X	Collected by TNC	Unknown	✓	130	\$ 130	Yes
Toronto	2.89M	✓	4,939	\$ 1,250*	\$ 216**	X	Collected by TNC	78,904	✓	327	\$ 0	Yes
Montreal	1.7M	X	3,654	\$ 171	\$ 171	X	\$ 171	12,155	X	250	\$ 171	No (provincial grants are available)

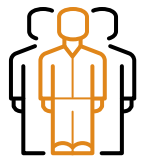
Provincially regulated Vehicle-for-Hire

* Reduced fees for zero-emission vehicle

** Reduced fee for accessible vehicle

Appendix B: What we heard

Learning from those who have lived experience working in the industry is integral to providing a modern and responsive Vehicle-for-Hire program that ensures the service is responsive to the people who provide it and the people in the Calgary community who rely on it. The Vehicle-for-Hire Project Team collaborated with The City of Calgary’s Engage Resource Unit and conducted two online surveys with vehicle-for-hire industry members. The members who participated included taxi drivers, transportation network company drivers, taxi and limousine brokers and transportation network company representatives. The surveys were conducted from September 11-24, 2023, and from December 28, 2023–January 12, 2024. Survey questions covered topics related to all three focus areas of the transitional strategy.



Licensing



Safety



Accessibility

Percentages shown below reflect the percentage of surveyed participants in the September and December surveys.



76%

would support coordinating licence renewals with plate renewals.



77%

support only one police information check being required for licences.



50%

think there are “too many” taxi plates available in Calgary.



79%

were in favour of supporting up-front taxi fare payment.



Safety concerns

from the drivers were outlined as follows (drivers were allowed to choose from multiple selections):

Aggressive behaviour from passengers (**59%**)

Operating in poor weather conditions (**53%**)

Fare-evasion (**40%**)

Racist behaviour from passengers (**37%**)



48%

believe stricter fines for unacceptable passenger behaviour would improve safety.



67%

were not aware of the incentives for being an accessible driver through WAV Calgary.



47%

would be interested in providing accessible trips through WAV Calgary if The City helped to cover some of the accessible vehicle costs.

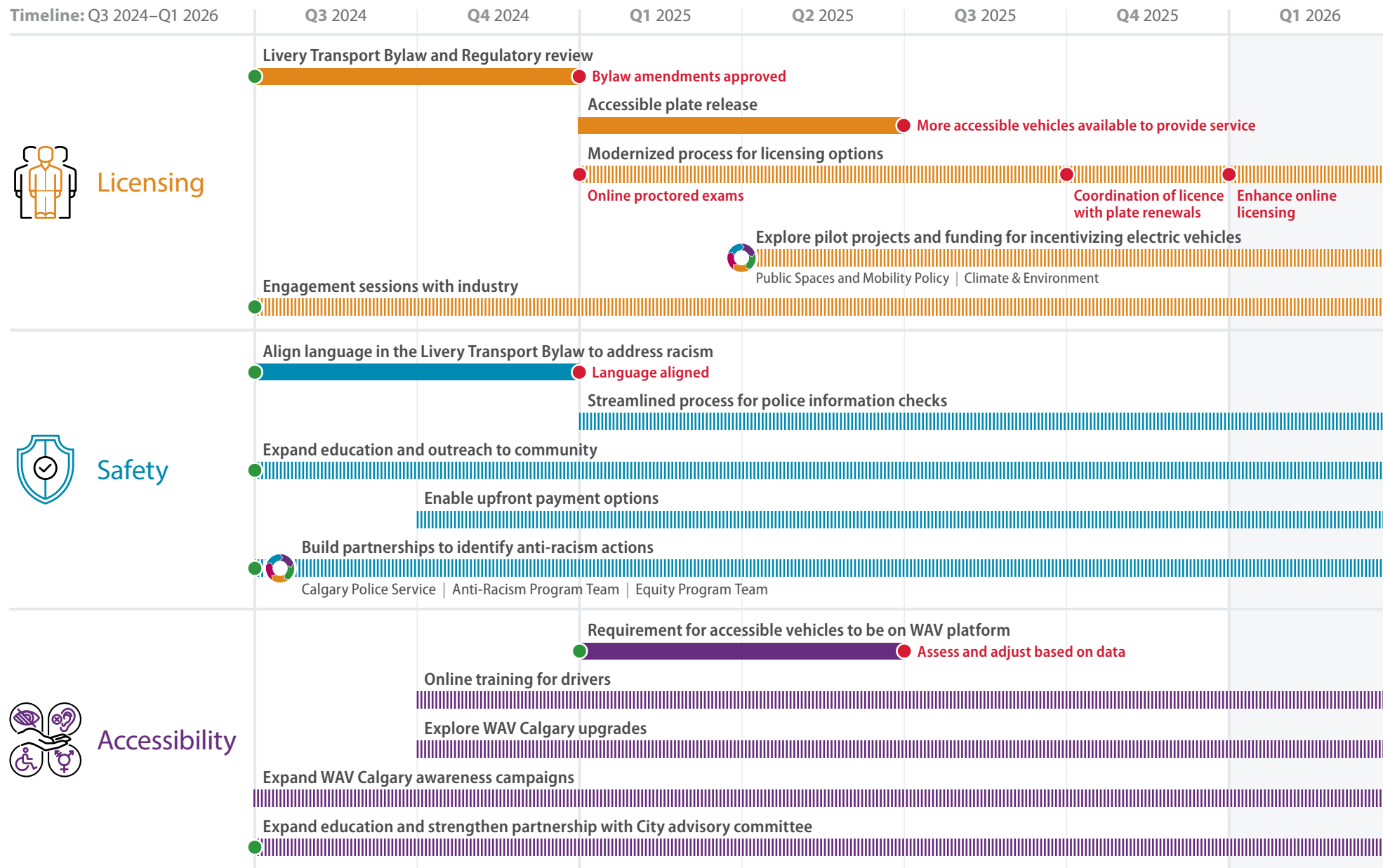


59%

are interested in becoming an accessible driver.

Appendix C: Vehicle-for-Hire Transitional Strategy road map

Timeline: Q3 2024–Q1 2026



LEGEND ■ Implementation | ||||| Ongoing actions | ● Started | ● Partnership initiative | ● Milestone

Calgary

