

CITY OF VANCOUVER

ADMINISTRATIVE REPORT



Report Date: March 21, 2007
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Meeting Date: April 5, 2007

TO: Standing Committee on Planning and Environment
FROM: Chief License Inspector
SUBJECT: Additional Taxicab and Dual Taxicab Licenses

RECOMMENDATION

- A. THAT Council approve the issuance, under the Vehicles for Hire By-law, of 57 taxicab and 54 dual taxicab licenses for 2007, and that Council authorize the Chief License Inspector to issue licenses in such a manner that, by the end of 2007, at least 15% of each taxicab fleet consists of dual taxicabs;
- B. THAT Council approve a requirement that the number of vehicle for hire licenses to which a person is entitled not exceed the number of vehicle identifiers to which that person is entitled under licenses issued by the Passenger Transportation Board;
- C. THAT the equipment for each taxicab and dual taxicab licensed after enactment of the by-law amendment to implement these Recommendations include a functioning global positioning system;
- D. THAT Council instruct the Director of Legal Services to prepare a by-law amending the Vehicles for Hire By-law generally in accordance with Appendix A;
- E. THAT Council establish a policy to strongly encourage taxi companies to select, whenever possible, for all new and replacement taxicabs except for dual taxicabs:
 - (a) a Federal Energuide fuel efficiency award winner vehicle for any given year as outlined in Appendix F, or

- (b) if that is not possible because of lack of availability or cost, the next best highly fuel efficient vehicle (ie. the Top Efficiency category) as outlined in Appendix F,

in order to facilitate conversion of Vancouver's taxicab fleet to the lowest carbon emission taxicab fleet in North America; and

- F. THAT Council support a gradual increase in taxicab licenses over the next three years as indicated in the report and subject to an annual staff report.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval of the foregoing recommendations.

CITY MANAGER'S COMMENTS

The City Manager supports the issuance of additional taxicab licenses for 2007 as there is a substantial demand for more taxi service. Therefore, the City Manager recommends approval of Recommendations A-F as outlined.

In addition, the City Manager notes that the City provides many services to the taxi industry as outlined in a staff report in October 2005, and these costs are not all recovered from the license fees.

Therefore, the City Manager suggests that Council approve an additional Recommendation G:

- G. THAT staff review the cost of City services provided to the taxi industry and report back on options to increase License fees to at least recover the cost of all City Services.

COUNCIL POLICY

The Vehicles for Hire By-Law licenses and regulates the owners and drivers of vehicles for hire.

On November 16, 2006, Council passed the following motion concerning taxi services:

WHEREAS:

1. It is generally accepted that there is a shortage of taxis in the city of Vancouver;
2. The Vancouver Taxi Roundtable, with City staff and representatives from Tourism Vancouver, the Justice institute of BC and the 4 city taxi companies, has convened to discuss matters relating to taxi service in the city; and
3. In order to have new permits in place by the 2007 tourist season decisions as to the number of permits must be made by early in the New Year.

THEREFORE BE IT RESOLVED THAT:

1. This Council recommends that sufficient licenses be issued in early 2007 to address service levels in the City.
2. The Vancouver Taxi Roundtable is thanked for its ongoing work, including its successful resolution of some challenging issues.
3. The Vancouver Taxi Roundtable is respectfully requested to consider and staff are requested to report back on the following issues:
 - (a) The appropriate number of permits for 2007;
 - (b) The appropriate number of permits for the years up to 2010;
 - (c) The process for issuing the permits for the years up to 2010;
 - (d) The degree of accessibility for the taxi fleet with the 2007 permits;
 - (e) The degree of accessibility for the taxi fleet in the long term;
 - (f) Achieving compatibility of the fleet with the goals of the Community Climate Change action plan;
 - (g) An analysis of service levels and performance measures in the city;
 - (h) Any other issues of concern to the Roundtable.
4. Staff are requested to forward this motion to the Advisory Committee on Accessibility and other interested committees for their advice.

PURPOSE AND SUMMARY

The purpose of this report is to seek Council's approval for the issuance of 57 taxicab and 54 dual taxicab licenses for 2007 on condition that the Chief License Inspector issue these licenses in such a manner that, by the end of 2007, at least 15% of each taxicab fleet consists of dual taxicabs; for a policy encouraging the selection, whenever possible, of Federal Energuide fuel efficiency award winner vehicles, or failing that, top fuel efficiency vehicles for all new and replacement taxicabs as outlined in Appendix F; for requirements that new and replacement taxicabs have global positioning systems and the number of vehicles for hire licenses to which a person is entitled not exceed the number of vehicle licenses issued by the Passenger Transportation Board; and for a gradual taxicab license expansion up to 2010 to be reviewed annually.

BACKGROUND

Prior to 1946, there were no restrictions on the number of taxicab licenses resulting in fierce competition between rival taxi companies and many cab owners who engaged in questionable or illegal practices. During the Second World War, the number of cabs decreased due to enlistments and men being employed in war industries. Immediately after the war, applications for taxi licenses increased considerably. At this time, the Vancouver Taxi Owners Association was concerned that the economic position of taxi owners might worsen and the problems encountered in the pre-war years might return so they requested Council to limit the number of taxicab licenses. In 1946, Council set a limit of one cab per thousand population.

In the late 1940's, there were over 40 individual taxicab companies operating, most with 1 to 6 cabs. In the early 1950's, these small operators joined in the co-op companies (eg. Yellow, BlackTop, Advance), and, as a result, were radio dispatched and started operating two shifts a day. This consolidation of taxicabs into a few large co-ops greatly reduced the number of

complaints and problems in the taxi industry as the companies became more involved in the day-to-day management of the owners and drivers.

In 1950, the taxicab business was somewhat depressed and rather than issue additional taxicab licenses to coincide with the population growth, Council approved a new restriction of one cab per 1,600 population. There were 363 taxicabs licensed at that time and this number remained unchanged until 1980 when the city issued 25 more licenses. The city issued ten more taxicab licenses and 30 wheelchair accessible taxicab licenses (ie. dual taxicab licenses) in 1982 - 1984 resulting in a total of 428 taxicabs. Afterwards, Council amended the taxi to population ratio in the Vehicles for Hire By-Law so that the City could issue 10 additional taxicab licenses each year not to exceed a ratio of 1.2 taxicabs (excluding dual taxicabs) per 1,000 population.

In 1986, Council permitted an additional 40 temporary taxicab licenses solely for the period of EXPO. Between 1988 and 1990, Council approved an additional 20 taxicab licenses for a total of 448.

With no new dual taxicab licenses since 1984, Council approved the issuance of an additional 29 dual taxicab licenses in March 2005. As a result, the City currently has a total of 477 taxi licenses, including 418 sedans and 59 dual taxicabs.

As the number of taxicabs has remained fairly consistent for the past 17 years, irrespective of the City's steady population growth and increased tourism visits, Council and staff have been receiving more frequent complaints concerning longer waiting times for taxicabs and, in particular, significantly longer waits for the mobility impaired. The deficiency in taxicab numbers citywide is particularly evident during the flourishing cruise ship season when demand for taxi services is at its highest. This statement is confirmed in the summary of findings of the "2006 Port of Vancouver Taxi Study" found in Appendix B.

To meet the increasing demand for taxi services in the city until 2010, taxicab companies will need to gradually expand their individual fleets while ensuring that they can meet labour, vehicle, insurance, and other related costs associated with such an expansion.

DISCUSSION

Regulation of the Taxi Industry in British Columbia

In British Columbia, the issuance of new taxi licenses is a dual approval process. The Provincial Passenger Transportation Board (PTB), under the Passenger Transportation Act, and Council, through the Vehicles for Hire By-Law, regulate taxi companies.

The PTB controls the number of licences based on service demands in each region of the Province. Any action by Council on taxi related matters should take into account the regulations and policies of the PTB, and an applicant for a license under the Vehicles for Hire By-law should be entitled to it only if the PTB has first issued a licence or licenses covering the taxicabs in respect of which the applicant is requesting a city license.

The PTB establishes the appropriate number of taxicab licenses in all regions of the Province, ensuring that sufficient licensed taxicabs are available to meet public demand. Although the PTB regulates taxicab licences by region, the City's role in handling complaints and

conducting taxicab inspections bi-annually is also important. As taxicabs must maintain high safety standards for the protection of passengers, inspections involve checking taxi meters over a measured distance, inspecting the interior for cleanliness, exterior for body damage and determining whether the vehicle has a valid Motor Vehicle Inspection sticker. The City also regulates the type and age of individual vehicles and the issuance of chauffeur permits and driver identification. Regular inspections carried out by City staff ensure that the taxicab service in Vancouver is one of the best in North America.

Vancouver Taxi Roundtable Process

Since April, 2006, representatives of the taxi industry, Tourism Vancouver, the Justice Institute and the City have been meeting at a Taxi Roundtable on a regular basis to discuss taxi-related issues including improving taxi service levels throughout Vancouver and exploring business development opportunities. The Taxi Roundtable has proven an effective process for refining advanced taxi driver training requirements and securing commitments to move forward on business development opportunities. The participants have demonstrated a willingness to further enhance both the level of service to the community and the professionalism of Vancouver's taxi sector. To date, the Taxi Roundtable has successfully addressed many important taxi-related issues, including the following:

- Resolution on advanced taxicab driver training;
- Implementation of new chauffeur's permit issuance system;
- Development of Tourism Vancouver Taxi Contribution Program;
- Elimination of police geography test requirement;
- Media training for Roundtable participants.

One of the recent key issues on the Taxi Roundtable's agenda has been customer service levels and the increasing number of complaints. The taxi industry has made recent changes to improve service including adjusting shift changes and responding to the cruise ship seasonal demands but it is apparent that, to further improve service, additional licenses are necessary. Through the Roundtable process, the taxi industry has provided the City with substantial information, including service levels and wait time statistics. Tourism Vancouver has also contributed through discussions on taxi service levels with various tourism affiliated industries such as the hotel industry. The Vancouver Port Corporation and the Justice Institute have also contributed to the process.

The Taxi Roundtable has also identified a number of other issues which would help to improve service and satisfy existing demand. These include shift changes, the use of bus-only lanes and additional taxi stopping zones to pick up and drop off passengers. The Roundtable will review these issues over the next few months.

Demand for Service

The City has received relatively few taxi service complaints over the past decade with most complaints focused on accessible service. The addition of 29 accessible licenses in 2005 appeared to address some of these issues as complaints have been reduced.

It is evident, however, that there has been an increasing demand for taxi service over the past few years which has centered on customers' inability to receive service in a timely

manner. This demand is difficult to quantify but Council should consider the following factors:

- Increasing downtown residential units;
- Decreasing availability of parking in the downtown core;
- Increased use of public transportation and reduced use of private vehicles; and
- Increased tourism visits including the cruise ship industry, as evidenced in the table from Tourism Vancouver in Appendix C.

Taxi Wait Times and Service Levels

Recently, the issue of additional licenses has occupied the Vancouver Taxi Roundtable. In order to determine service demand levels and taxi wait times, the taxi companies have provided significant data. Analysis of this data revealed that:

- Number of unfulfilled trips and cancelled trips has been increasing and total number of trips is increasing as well (approximate 15% increase between 2005 and 2006).
- There have been two noticeable changes in the downtown core: increase in business travel and increase in resident population. There has also been an increase in the number of shorter trips within the Downtown area.
- There appears to be a fundamental change in the how people hail cabs. The number of flagged trips seems to be increasing as customers realize they cannot rely on pre-booked trips although there is insufficient data to support this conclusion.
- Pre-booked trip wait times have increased slightly but, in practice, the companies often refuse pre-booked trips due to lack of available vehicles.
- Data submitted by the taxi companies show that more taxis are required, however compiling accurate data for a 3 year projection of taxi demand is difficult. As a result, staff needs to re-evaluate the 3 year plan each year.

Taxicab/Population Ratios

Research on taxicab to population ratios in other North American cities shows no clear formula for determining the ideal number of taxicabs per population. Relevant information gathered by the International Association of Transportation Regulators (IATR) attests to this fact. This information reveals a wide range of taxicab to population ratios, with an average of 930 persons to a taxicab, amongst 17 various North American cities, including Vancouver and four other Canadian municipalities. Appendix D contains the IATR survey results. Evidently, population alone is not a definitive means of determining taxi numbers, and all jurisdictions use different factors to arrive at their taxi/population ratio. Furthermore, Vancouver taxi demand differs from many other major cities due to factors such as a large downtown resident population, major tourism destination, cruise ship industry, and the international airport.

Proposed Approach to Taxi License Issuance

Staff believe that, in the absence of a specific formula for determining the optimal number of taxi licenses, the best approach is to phase in taxicab licenses over a predetermined period, and to monitor service and wait time levels annually to ascertain whether taxicab service is sufficient to meet demand or whether Council should consider the issuance of additional licenses.

Issuing too many licenses at once could result in a supply of taxi cabs that exceeds demand, leading to illegal activities fuelled by excessive competition, insufficient revenue for owners and drivers, and a deterioration in service quality. Furthermore, an unreasonable increase of licenses would affect taxi service in neighbouring municipalities. This problem was evident when the Department of Transport opened the Airport to all taxicab companies. As the best business opportunities were available at the Airport, some cities experienced a significant reduction in service. Deregulation of taxi licensing in other cities has resulted in significant problems, and in some cases "re-regulation" of the industry has occurred.

Presently, section 23(1) of the Vehicles for Hire By-Law presents a taxicab/population ratio as follows:

The total number of taxicabs, excluding dual taxicabs, owned or operated by persons licensed pursuant to this By-law shall not exceed 418 except that commencing January 1, 1984, 10 additional taxicab licenses may be issued each year until the ratio of 1.2 taxicabs, excluding dual taxicabs, for each 1,000 of population of the City of Vancouver (as estimated by the City Clerk) is reached. The total number of dual taxicabs owned or operated by persons licensed pursuant to this By-law shall not, in any one year, exceed 59.

Staff recommends that Council amend section 23(1) as follows:

The total number of taxicabs owned or operated by persons licensed under this By-Law must not exceed 475 taxicabs and 113 dual taxicabs.

Currently, there are a total of 477 licensed cabs in the City including 418 taxicabs and 59 dual taxicabs. The subject report proposes an additional 57 taxicab licenses and 54 dual taxicab licenses for 2007 and includes a proposed directive to the Chief License Inspector to issue licenses in such a manner that, by the end of 2007, at least 15% of each taxi fleet in the City must be wheelchair accessible.

Staff anticipates that the 57 new taxicab and 54 dual taxicab licenses will be applied for over the next 9 months based on the availability of accessible vans, conversion of vehicles, driver availability and driver training. It is important to note that the taxicab companies are also competing in a very difficult employment market.

As staff will be reviewing the number of taxicab licenses on an annual basis based on demand and service levels and reporting back to Council each year, the number of new taxicab licenses in any given year will depend on the conclusions of this annual demand/supply analysis. Staff recommends that Council retain the ratio of 1.2 taxicabs (excluding dual cabs) for each 1,000 of population as a policy only as the ratio could change over the years based on whether demand for taxicabs increases or decreases.

The 2006 Statistic Canada Census establishes Vancouver's population at 578,000, and estimates place its population by the end of 2007 at approximately 600,000. Using this figure, the ratio of 1.2 taxicabs to 1,000 population (policy only) would mean a total of 720 taxicabs (combination of taxicab and dual taxicabs). The current number of taxicab licenses in the city is 477. Therefore, the approximate ratio of taxicabs to population is currently one cab for 1258 persons with a further 243 licenses required to meet the 1.2 taxicab target based on the 2006 estimated population figure.

With the goal of reaching a ratio of 1.2 taxicabs (including both taxicabs and dual taxicabs) for each 1,000 of population by 2010, staff proposes the following gradual and controlled increase in taxicab licenses over the next three year period:

Year	Additional Taxicab Licenses
Remainder of 2007	111
2008	58
2009	64
2010	10
TOTAL	243

The above numbers depict the total proposed increase in taxicab licenses over the next three years leading up to the 2010 Olympics/Paralympics. Each year, staff will report back to Council on the appropriate number of taxi licenses based on service demand and population changes, and, if necessary, will recommend amendments to the license numbers and ratio. In addition, staff will review options for new types of licenses which would address the peak demand issue. One possible option will be to consider restrictions on hours of operation to deal with the issue of too many taxicabs in off-peak hours.

Considerations in the Issuance of New Taxi Licenses

As mentioned earlier in this report, on November 16, 2006, Council passed a motion on the existing shortage of taxis, and the need for a staff report back on additional taxi license numbers, taking into consideration a number of important issues.

This Council resolution reinforced Council's sustainability and accessibility agenda, and provided staff with clear direction on conditions associated with the issuance of new taxicab licenses.

A. Dual Taxicab Licenses

Currently, a certain proportion of the fleet of all four of the Vancouver taxi companies consists of dual taxicabs, as shown in the table below:

Taxi Company	Sedan Taxicabs	Dual Taxicabs	Proportion of Wheelchair Accessible Vehicles
Vancouver Taxi	21	36	63%
MacLures Taxi	40	5	11%
Yellow Cab	198	10	5.0 %
Black Top Cabs	159	8	5.0 %
TOTAL	418	59	12.4%

Note: Numbers as of January 1, 2007

The percentage of dual taxicabs in the above table represents a total of 59 dual taxicabs in the City. Although this number may appear relatively low, a survey conducted by the International Association of Transportation Regulators (IATR) in March 2007 shows that Vancouver is actually a North American leader in the provision of wheelchair accessible

taxicabs as a percentage of the total fleet. The results of this survey are shown in Appendix E. Based on the number of complaints received from mobility impaired individuals waiting for taxicab service in Vancouver, however, it is evident that the number of accessible cabs in the City is insufficient.

For this reason, staff recommends that for the next round of 57 taxicab and 54 dual taxicab licenses, Council authorize the Chief License to issue these license so that at least 15% of each individual fleet consists of dual taxicabs. The goal is to have each taxi fleet at least 25% wheelchair accessible by 2010 which is supported by the Advisory Committee on Disability Issues and the Advisory Committee on Seniors Issues.

As the number of fuel efficient vehicle makes/models available to satisfy the requirements of a wheelchair accessible taxicab are currently severely limited, staff does not recommend making fuel efficient vans a requirement for any new dual taxicab license for the next round of license issuance.

B. Fuel Efficient Taxicab Vehicles

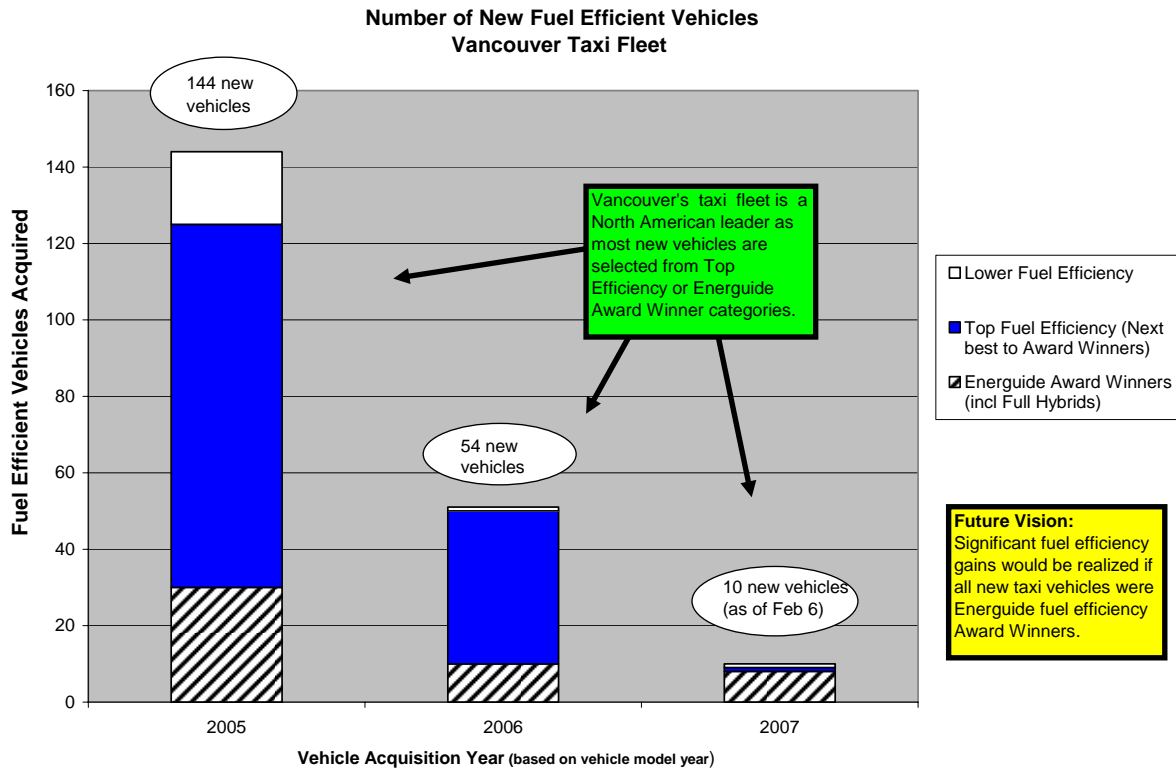
In 2005, Council adopted both a Corporate Climate Change Action Plan for City operations, and a Community Climate Change Action Plan (CCAP) for the broader community. These plans call for a significant reduction of carbon emissions over the next several years. Almost half of the targeted emission reductions will come from adoption of more efficient vehicle engine technologies, utilization of cleaner fuels, and implementation of optimized vehicle operator practices. The City is interested in encouraging organizations, where possible, to take steps in introducing lower carbon emission vehicles.

As there is no single driving practice or engine technology that can significantly reduce carbon emissions in the near future, the City is considering a range of initiatives within its own vehicle fleets and also assisting businesses and residents that operate fuel-efficient vehicles in the community.

In 2006, Council clearly expressed the need for more taxis to satisfy demand.

C. Proposed Council Policy for Fuel Efficient Taxicab Vehicles

Over the past two years, the Vancouver taxi industry has already replaced many of its vehicles with fuel-efficient options. The table below shows the number of new fuel efficient vehicles in the Vancouver taxi fleet for the years 2005, 2006, and 2007 (up to February 6).



Most new vehicles selected by taxicab companies are either Federal Energide Award winners or the next best fuel efficient vehicles (called “Top Fuel Efficiency”). The City would like to encourage this positive trend to continue with the goal of building the lowest carbon emission taxi fleet (per vehicle) in North America.

The City has started to evaluate the use of preferred fuel-efficient vehicle selection charts for several applications, including taxicabs. The goal of offering this type of chart is to encourage the continued adoption of more fuel-efficient vehicles by businesses and residents and to speed the selection process. A specific chart that serves as a useful tool for taxi companies to determine the acceptable make/models of vehicles is found in Appendix F. This chart shows the most fuel efficient award winner vehicles with the lowest carbon emission and the next best top fuel efficient vehicles (ie. Top Efficiency) for 2007 as determined by the Federal Government Energide guidelines. The Energide award winners cover each of the major classes of vehicles including sub-compact, compact, mid-size, full size, station wagon, mini-van, SUV, large van, and truck. Updating of this chart to reflect the new Federal Energide guidelines for fuel efficient vehicles occurs annually.

Staff recommends that Council establish a policy strongly encouraging, whenever possible, the selection of Energide fuel efficiency award winners for all new and replacement taxicabs as outlined in Appendix F. If a taxi company does not select the award winning vehicle for a given year due to lack of availability or cost, staff recommends that Council should also strongly encourage the next best highly fuel efficient vehicle (ie. the Top Efficiency category).

The intent is to continue to increase the fleet of highly fuel efficient taxicabs by ensuring new licenses and replacement vehicles meet high fuel efficiency requirements. The long

term goal of fuel-efficient vehicle selection is to have at least 90% of new vehicles from the "award winner" class and the remaining 10 % from the "Top Efficiency" class (in the year the vehicles were introduced). The taxi companies are committed to work towards these sustainability goals.

If there are unforeseen business challenges for further fleet conversion, then staff and the Taxi Roundtable will seek relations with other levels of government, vehicle dealers, and other stakeholders to facilitate conversion to the lowest carbon emission taxi fleet in North America.

D. Possible New Accessible Taxicab Vehicle Option

Staff has also been in discussion with the inventor of a new taxicab vehicle designed exclusively as a taxicab. Production of the vehicle, referred to as the "Standard Taxi", is scheduled to begin in the fall of 2007 in the US, and its engineering allows for dual purpose use in taxicab and paratransit fleets. This vehicle is a side-loading wheelchair accessible taxicab invented by a Chicago resident. As the vehicle has only 12 body parts, replacement parts will be much easier to obtain. The manufacturer is also looking at the possibility of manufacturing this cab as a fuel-efficient vehicle. The vehicle is very attractive for disabled customers.

Staff has had ongoing dialogue with the inventor of this vehicle who has expressed interest in showcasing the vehicle during the 2010 Olympics/Paralympics in Vancouver. As a result, the "Standard Taxi" is a possible solution to improve upon the taxicab wheelchair accessibility issue, particularly as the City moves forward to the 2010 Paralympics.

This vehicle will not be available for the 2007 licenses but once its testing is complete, staff will evaluate this vehicle and bring further information back to Council.

E. Additional Vehicle for Hire By-Law Amendments

Staff recommend the following two additional amendments to the Vehicles for Hire By-Law:

- a. A functioning GPS dispatch system to be required as mandatory equipment for each licensed taxicab and dual taxicab; and
- b. The number of vehicle for hire licenses to which a person is entitled not exceed the number of vehicle identifiers to which that person is entitled under licenses issued by the Passenger Transportation Board.

Annual Review of Taxicab Service and Demand Levels

Each year, staff would review service demands to determine whether the industry has reached an acceptable level of taxi service, and would report back to Council with changes as required. There are many ways to monitor taxi service and demand levels including company dispatch records, tourism projections, monitoring complaint levels and customer surveys such as requesting major hotels to undertake customer surveys.

The goal will be an average target response time of 7 to 8 minutes in the downtown core and 8 to 10 minutes outside the downtown area with adjustments for peak periods. Council should note that response times may be greater than indicated, particularly in the downtown core, due to increased congestion in this area.

Method of Taxi License Allocation

It is very difficult for individuals or new companies to obtain new taxi licenses due to the start up expenses and the approval process. The four existing companies have already made application to the PTB and the City for licenses.

As part of the license issuance process, the Chief License Inspector should consider the following factors:

1. All vehicles should either be wheelchair accessible or meet the fuel-efficiency goals as outlined in this report.
2. Taxi companies should provide written confirmation that they will abide by Council's established policy concerning the selection, whenever possible, of Federal Energuide fuel efficiency award winners as outlined in Appendix F.
3. Written commitment from taxi companies to stagger shift changes to minimize impacts on service.

Staff further recommends that it review options for allocations of licenses in 2008 to 2010 to provide further opportunities for others to compete for future new licenses and also to provide consideration for other innovative service methods (eg. peak-hour license only).

Taxicab License Fees

The annual license fees for all new taxicab licenses (both sedan and dual cabs) will be \$340 which is the same 2007 fee for all existing taxicab vehicles. Staff will be reporting back later in 2007 with recommended fee adjustments for 2008.

FINANCIAL IMPLICATIONS

None

ENVIRONMENTAL IMPLICATIONS

Further to Council's approval of the Community Climate Change Action Plan in 2005 all departments must replace city vehicles with fuel efficient makes/models, and encourage city businesses and various organizations to convert to fuel efficient vehicles. Staff believe that by encouraging all new taxi sedan licenses and replacement vehicles (with the exception of dual cabs) to be highly fuel efficient vehicles, the city is closer to meeting the goals of the Community Climate Change Action plan.

CONCLUSION

This report seeks Council's approval for the issuance of 57 taxicab and 54 dual taxicab licenses for 2007, and for their issuance in such a manner that, by the end of 2007, each taxicab fleet will consist of at least 15% dual taxicabs. The expectation is that by the end of 2010, at least 25% of each individual taxi fleet will be accessible, and the city and industry will have reached the goal of a ratio of 1.2 taxicabs (including both taxicabs and dual taxicabs) for each 1,000 of population. Staff proposes a program of taxicab license expansion to 2010, and a Council policy to encourage the use of highly fuel-efficient vehicles for all new taxi licenses and replacement vehicles (with the exception of dual cabs). Additional by-law amendments include a requirement for all licensed taxicabs and dual taxicabs to have a functioning GPS dispatch system and a requirement that the number of vehicle for hire licenses to which a person is entitled not exceed the number of vehicle identifiers to which that person is entitled under the licenses issued by the Passenger Transportation Board.

Staff will report back to Council annually on the appropriate number of additional taxi licenses required each year up to 2010 based on service demand and population changes, and, if required, will recommend amendments to the license numbers.

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BY-LAW NO. _____

**A By-law to amend Vehicles for Hire By-law No. 6066
regarding issuance of 2007 licenses and miscellaneous matters**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of the Vehicles for Hire By-law.
2. In section 7, Council:
 - (a) from the end of subsection (d), strikes out "and";
 - (b) from the end of subsection (e), strikes out the period, and substitutes "; and";
 - (c) after subsection (e), adds:
 - "(f) the number of licenses the applicant will hold under this section 7 does not exceed the number of vehicle identifiers held by the applicant for passenger directed vehicles that are for use as taxicabs and dual taxicabs under a licence or licences issued by the Passenger Transportation Board under the Passenger Transportation Act of British Columbia."
3. Council repeals section 23(1), and substitutes:

"(1) The number of taxicabs owned or operated by persons licensed under this by-law must not exceed 475 taxicabs and 113 dual taxicabs."
4. After section 23(22), Council adds:

"(22A) The equipment for every taxicab and dual taxicab acquired under a newly issued license or as a replacement vehicle under an existing license must include a global positioning system (GPS) capable of receiving a signal from a satellite in medium Earth orbit in order to determine the receiver's location, speed, and direction, which the owner and driver of the taxicab must maintain in good working order."
5. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this _____ day of _____, 2007

Mayor

City Clerk



Summary of Findings of the 2006 Port of Vancouver Taxi Study

The cruise industry is the second largest generator of jobs and economic output at the Port of Vancouver. Each cruise ship leaves \$2 million in total economic benefits to the region generating 5,584 direct jobs annually; \$181 million in wages; \$234 million in GDP and \$566 million in economic output.

Between May and October of 2006, a total of 837,829 passengers on 253 sailings came through the Port of Vancouver. Out of that total number, 410,786 cruise ship passengers disembarked in Vancouver.

In an effort to improve overall customer service and satisfaction of cruise ship passengers, the Vancouver Port Authority has begun a program of monitoring taxi wait times and destinations for last two years. While this benchmarking has been limited in scope, it has identified peak wait times consistently over 60 minutes for taxis and over 70 minutes for taxi vans. Passenger complaints received by the Port, City of Vancouver and Tourism Vancouver cite wait times in excess of two hours at the cruise terminals. More extensive benchmarking is planned for the upcoming 2007 cruise season.

In terms of destinations, the benchmarking study found that on average almost 50% of the passengers waiting in line for a taxi were going to the airport and approximately 40% were heading to local hotels.

Overall, daily disembarking passenger volumes have increased over the last 10 years, peaking at volumes surpassing 10,000 in a single day (19 Sep 2004). In 2006, there were 34 days during the cruise ship season when 6,000 or more passengers disembarked at the Port of Vancouver cruise terminals (see inset table below). These dates with large numbers of disembarking passengers typically coincide with long waits for the limited taxi supply in Vancouver.

The proportion of disembarking passengers that are considered "independent" has also been growing, trending to over 50% of the total disembarking passengers. Independent passengers are those that do not purchase a cruise line transfer from the port terminal to their destination, rather they rely on a taxi, limousine, shuttle, private pick-up or walk to their destination.

The increasing number of independents can be attributed to changing travel patterns and in particular the perceived ease in which consumers can research and book their travel over the Internet.

Port of Vancouver
Daily disembarking passenger stats by year 1995-2006
Canada Place + Ballantyne

YEAR	AVG DAILY*	MAX DAILY	# DAYS	# DAYS	# DAYS
			OVER 4,000	OVER 5,000	OVER 6,000
1995	2,043	5,653	17	2	
1996	2,609	5,824	41	16	
1997	3,026	5,626	51	14	
1998	3,230	6,683	60	27	5
1999	3,285	6,573	63	40	1
2000	3,479	6,295	60	50	1
2001	3,517	7,509	68	56	3
2002	3,795	9,472	67	53	17
2003	3,606	7,754	50	35	19
2004	4,076	10,696	43	41	22
2005	3,849	8,364	44	40	14
2006	3,912	8,626	42	38	34

Tourism Data for Greater Vancouver (2005)

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Monthly Overnight Visitor Volume to Greater Vancouver 1994-2005												
January	320,101	352,191	382,223	406,973	423,924	453,792	450,758	480,457	459,085	484,780	472,065	476,156
February	315,660	350,297	409,363	424,595	416,283	461,156	477,419	485,290	475,658	476,094	494,677	499,045
March	429,018	445,549	523,869	529,255	521,274	569,632	596,800	624,346	586,523	543,998	582,349	604,930
April	443,933	473,641	515,657	514,677	532,716	575,939	606,670	604,046	555,759	515,749	571,237	571,701
May	550,832	591,760	655,355	674,275	669,034	703,363	700,235	715,010	700,751	629,750	722,821	732,874
June	645,375	706,363	776,024	765,125	762,223	763,929	802,255	800,218	788,960	716,355	804,406	816,246
July	872,739	937,117	1,008,852	1,018,152	1,030,782	1,082,753	1,092,034	1,092,372	1,061,095	1,007,070	1,115,391	1,124,737
August	900,196	989,398	1,086,488	1,108,235	1,084,839	1,185,438	1,133,919	1,188,883	1,176,256	1,152,845	1,140,806	1,141,062
September	657,317	721,132	742,094	735,929	774,140	802,748	812,438	699,646	744,478	716,163	803,817	822,532
October	518,466	551,664	577,194	587,099	621,036	609,823	627,229	556,526	632,989	611,593	643,788	627,771
November	377,843	422,721	434,704	456,070	465,980	497,291	524,773	477,930	502,412	489,240	501,766	513,786
December	480,126	511,639	507,566	545,609	563,252	580,356	694,012	622,429	637,717	623,561	670,181	674,030
TOTAL	6,511,808	7,053,472	7,619,389	7,760,994	7,865,483	8,286,220	8,448,542	8,347,153	8,521,683	7,967,198	8,523,304	8,604,670

Source: Tourism Vancouver's Visitor Volume Model, PriceWaterhouse Coopers

Prepared by Tourism Vancouver Research and Business Planning



APPENDIX D

International Association of Transportation Regulators (IATR)
 SURVEY OF TAXICAB LICENSES IN SELECT CITIES
 [as of January 12, 2006]

City	Population	Taxicabs	# of Persons to Taxicab	Last License Issuance	# of Taxicabs Issued	Restrictions on New Licenses
CANADA						
Vancouver, British Columbia	600,000	477	1,258	2005	29	Wheelchair remain with company
Calgary, Alberta	1,000,000	1,411	709	2006	100	Wheelchair
Winnipeg, Manitoba	706,900	500	1,413	2005-2006	7	Non-transferable since 2001
Ottawa, Ontario	850,000	1,066	797	2007	40	Wheelchair
Windsor, Ontario	210,000	216	972	2002	11	None
UNITED STATES						
Seattle, WA	573,000	651	880	2006	8	Temporary, wheelchair
New York, NY	8,000,000	13,000	615	2004-2006	900	Some wheelchair, clean air
Boston, MA	600,000	1,868	329	1991-1998	300	100- wheelchair
Atlanta, Georgia	430,000	1,600	269	2001	18	none
Philadelphia, PA	1,500,000	1,600	938	2000	161	Original titled vehicles
Houston, Texas	1,800,000	2,245	802	2001	33	None
Los Angeles, CA	3,800,000	2,303	1,650	2001	120	Per franchise
San Diego, CA	1,300,000	980	1,327	2006	20	None
Miami-Dade County, FL	1,300,000	2,080	625	2006	38	11 - wheelchair; 5 - underserved area; 6 - South Dade
Tampa, FL (Hillsborough County)	1,164,022	623	1,868	2006	57	10 - underserved zones
Orlando, FL	1,000,000	477	2,096	2006	64	None
Montgomery County, MD	1,000,000	650	1,538	2006	70	None

APPENDIX E

International Association of Transportation Regulators (IATR)
 SURVEY OF WHEELCHAIR ACCESSIBLE TAXICAB NUMBERS IN SELECT CITIES
 [as of March 2007]

City	Wheelchair Accessible Taxicabs in Fleet	Total Taxicabs in Fleet	Percentage of Wheelchair Accessible Taxicabs per Taxi Fleet
CANADA			
Vancouver, B.C.	59	477	12.4%
Burlington, Ontario	3	54	5.6%
Winnipeg, Manitoba	22*	500	4.4%
Regina, Sask.	7	163	4.3%
Windsor, Ontario	5	216	2.3%
Toronto, Ontario	85	4968	1.7%
UNITED STATES			
Los Angeles, CA	175	2303	7.6%
Boston, MA	100	1825	5.5%
Austin, Texas	33	614	5.4%
Fairfax County, VA	23	576	4.0%
Broward County, FL	30	870	3.4%
Anchorage, AL	4	162	2.5%
Orange County, CA	15	772	2.0%
Tampa, FL (Hillsborough County)	9	623	1.4%
Seattle, WA	8	651	1.2%

* Winnipeg also has 69 handi-cab vans which provide door to door service for wheelchair customers.

City of Vancouver Taxi - Fuel Efficient Vehicle Selection Table (2007)

Class (1)	2007 Award Winner Fuel Efficiency (L/100km city)	2007 Award Winner Category	2007 Top Efficiency (L/100km City)	2007 Examples - Top Efficiency Category
Compact	4.7	Honda Civic Hybrid	7.1	Toyota Corolla
Mid-Size	4.0	Toyota Prius	5.7	Toyota Camry Hybrid
Full-size	9.6	Hyundai Sonata	10.6	Toyota Avalon
Station Wagon	7.3	Honda Fit	7.9	Pontiac Vibe
Min-Van	11.7	Toyota Sienna	12.0	Dodge Caravan

The following assumptions were used for the 2007 table:

1) This table is focused only on fuel efficiency ratings. Other tools can be used to balance fuel efficiency versus vehicle costs (see Hybrid Experience Website for payback assessment-hybridexperience.ca/LCC_Tool.htm).

2) The Top Efficiency Class was arbitrarily established to include at least one other make of vehicle that is closest to the efficiency of the Award Winners.

3) The 2-seater, sub-compact, SUV's, Large Van, and truck classes are not applicable for taxis and thus not included in the table.

4) Only 'City' driving fuel efficiency rating are used with the assumption that Vancouver City Taxi's are operating mostly in the city.

5) This chart was developed to be used on trial basis until the value is confirmed and/or until the Federal government implements a more comprehensive best-in-class guide.