



Livery Transport Bylaw Review

Stakeholder Report Back: What we Heard (Public)

January 2020

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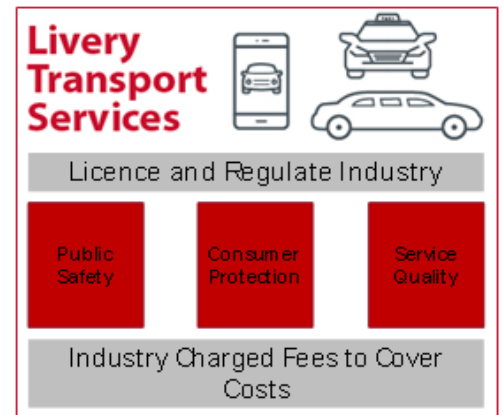
Project overview

The City of Calgary (The City) is reviewing the Livery Transport Bylaw. 'Livery' means a company that provides vehicles-for-hire, to drive passengers from one destination to another, for a fee. The City is responsible for regulating the vehicle-for-hire industry, which includes taxis, limousines and rideshare companies.

Taxis are vehicles that are easily recognizable as part of a taxi company, usually with company logos and a top light. You can book them by hailing them from a taxi stand or curb, phoning or texting the taxi company, or booking online through a website or an app. Rideshares are privately owned vehicles with no company markings, so you would not easily recognize them on the street. You can only book a rideshare by using a company app on your phone. The app connects you with a ride. You can also rate the driver and leave your opinion online for other people to read. Limousines are also easily recognizable vehicles (either stretch limousine or sedans) and are often used for airport passengers and special occasions like a wedding or graduation.

Through the Livery Transport Bylaw, The City makes sure that drivers have the right security checks, qualifications and insurance, and that vehicles have regular mechanical inspections. The City regulates these aspects of the livery industry, so it can ensure high standards of safety and reliability for customers.

In 2016, the Livery Transport Bylaw was revised to allow Transportation Network Companies (TNCs) (also known as 'ridesharing' or 'rideshares') to operate legally in Calgary.



Engagement overview

After three years of rideshare companies legally operating in Calgary, The City is reviewing the Livery Transport Bylaw to make sure that regulations are continuing to support customers and industry.

As part of this review, the public, customer groups and industry representatives were engaged and their feedback collected. Participants were asked to share their experiences with the current livery transport system, as well as their thoughts and opinions on how they believed it could be improved. This report documents the feedback received from the public and customer groups. For the report "What we heard from industry representatives," see Calgary.ca/liveryreview.ca.

An online survey was live on Calgary.ca from October 28, 2019 to November 17, 2019. It was promoted through:

- Digital marketing, including banner ads and promoted posts on social media and Calgary.ca.
- Outdoor advertising, including digital billboards on major traffic routes.
- Radio advertising on Red FM, advertisements translated into Punjabi and Hindi.
- Print advertising in Calgary issues of Star Metro news publication.



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- Bulletins posted on Calgary.ca to inform the livery industry.
- News release distributed to Calgary media outlets.

Customer groups were recruited, via direct invitation, to attend an in-person engagement session.

What we asked

Public engagement was undertaken to determine what is important to users of Calgary’s livery services and to inform our understanding of their experience with the livery transport system. The online survey and engagements sessions included questions regarding:

- Municipal licence and driver requirements – changes to the requirements to obtain a licence
- The customer/driver relationship – the types of problems encountered and suggestions on how to improve the relationship
- Fleet size – how changes to the number of plates issued by The City might impact the vehicle-for-hire industry in Calgary
- Rate setting – in respect to creating a more level playing field for all service providers through regulation
- Vehicle requirements and safety considerations – improving safety for drivers and customers, as well as input into the differing rules regarding vehicle licensing and inspections across the industry

These are the key themes we heard resulting from engagement with the public and customer groups.

Key theme	What we heard
Price	<p>Price was a key consideration for all users. Predictability and certainty of price, digital receipts, and ease of payment were all factors associated with price.</p> <p>We heard that convenience influenced people’s value of price. For example, we heard that if you are at a location where you can either access a taxi stand or street hail a taxi, then convenience may outweigh price as the determining factor when deciding which livery service to use.</p>
Safety and security	<p>Being able to select a rideshare or taxi driver based on comments/reviews left by previous customers was important.</p> <p>This included satisfaction ratings of a driver. Knowing what previous customers had to say about the driver and the condition of the car, was mentioned as a factor for customer confidence levels. This feedback was also heard in the customer group interviews. Trusting the driver to keep them safe and to be honest about the costs of trip was important.</p>



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Safety – inspections	Participants liked knowing that taxis must be inspected regularly. They also talked about the use of cameras as an important safety feature and a way to increase safety in rideshares.
Safety – payment	<p>Safety and security were also linked to payment method. Several people said they liked that rideshares:</p> <ul style="list-style-type: none"> • have their credit card information – no money exchanges hands • provide the cost of the ride in advance • provide an automatic digital receipt
Convenience	<p>Participants told us that being able to arrange a ride using a rideshare app was convenient and important. The features they liked are:</p> <ul style="list-style-type: none"> • ability to see available cars, • ability to request a specific car • provision of a wait time estimate, and • ability to pay digitally and instantly receive a digital receipt <p>From the consumer group representatives, we heard that visitors to Calgary liked the convenience of:</p> <ul style="list-style-type: none"> • using the same rideshare app as they use in their home city • being able to request a ride for timely pick up • the payment method (i.e. credit card with instantaneous digital receipt) • the predictability/certainty of price <p>These comments were also applicable to limousine use for business travelers.</p>
Training	Training for rideshare drivers was important to participants – in particular, winter conditions training.
Wait time	Participants favoured the predictability of knowing when their ride would arrive, based on estimated provided by the rideshare app. Some frustration was expressed over long wait times experienced when using taxis.
Suggested improvements of all livery services	<p>Participants suggested service improvements that they believed taxis should incorporate to become more competitive in the livery services marketplace. These generally fall under the themes of:</p> <p>Cost</p> <ul style="list-style-type: none"> • participants preferred the cheaper fares associated with rideshare and knowing what the cost will be at the beginning of the trip



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	<p>Accountability</p> <ul style="list-style-type: none"> the ability for customers to leave comments about a driver/review comments before accepting a ride from a driver the ability to request a specific driver <p>Convenience</p> <ul style="list-style-type: none"> the ability to request a ride from a cell phone app the ability to track where your ride is and when it will arrive the ability to communicate directly with the driver to arrange a pick-up point not having to handle money or exchange a credit card getting an instantaneous receipt <p>Many of the above “accountability” points were also described as safety features.</p>
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- For a detailed summary of the input that was provided, please see the [Summary of Input](#) section.
- For a verbatim listing of all the public input that was provided, please visit Calgary.ca/liveryreview.ca. Verbatim comments from the customer groups will not be shared publicly due to privacy concerns.

Next steps

This input, along with results of the livery industry engagement; a review of industry best practices; and administrative expertise will be used to help inform recommendations for amendments to the Livery Transport Bylaw.

Recommended amendments to the Bylaw will be shared in Fall 2020 for final review and feedback.

The revised Bylaw will be presented to Council for approval late 2020. If approved, changes to the Bylaw will be implemented in Spring 2021.



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Summary of input

We received input from 1,264 respondents between October 28 and November 26 (online and in-person).

This section is a summary of the themes we heard about preferences for using different vehicles-for-hire. This section is divided into:

- [overall themes](#)
- [taxi](#)
- [rideshare](#)
- [limousine use](#)

Summary of input – overall themes

Overall, participants favoured a standardized approach to safety requirements. We heard that safety is of utmost importance, no matter which type of livery service they take, and that all livery services should be held to equal safety standards.

We heard the following issues and suggestions on how to improve the vehicles-for-hire industry:

- taxi drivers need to improve customer service standards
- drivers should have more/improved training/driving lessons
- there should be more accountability for livery service providers, specifically for taxis
- passengers should be able to rate and review taxis – specifically we heard the desire for an app for taxis
- more enforcement of the law, with punishment for offenders
- prevent taxi drivers from taking longer routes than necessary
- ensure taxis show up on time
- ensure safety features are in place



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We heard from some about a need for fairness across the industry, however we also heard that consistency between livery services was not important. The reasons are outlined in the table below:

Reason that consistency is not important	Explanation
They already see rideshares as safe	<p>Several respondents mentioned various features of rideshares, related to the technology (driver rating, tracking, pre-established routes, etc.), that make them feel safe, and in many cases, safer than in a taxi.</p> <p>There was also mention that rideshare drivers use their own vehicles and are therefore more likely to drive more cautiously, and to keep their car in good mechanical shape (and cleaner as well). There were some taxi users, however, who would dispute this position based on unfavourable rideshare experiences.</p>
They are different services	The regulatory requirements for taxis and the differences in technology used, make taxis and rideshares different models or even types of service which may require differences in regulation.
Minimum standard, such as licence and insurance, are adequate	This theme reflects a sense that while some “minimum” requirements are acceptable and expected for all livery services, there are other standards that should probably not be applied universally. This is often related to the idea that the businesses are different and that rideshares already have inherent additional safety features.
Let the market decide	This theme generally reflects the idea that more regulation is not going to lead to safer rides, but will have other, negative consequences for the industry and customers.
Lower costs are more important	Many rideshare users stated that they use rideshares because of the lower costs. There was the perception that costs would go up with more strict safety regulations.

Summary of input – taxi

Many of the factors identified as important to participants fell under the broader themes of accountability. These included: the ability to track the route to ensure that the fastest (and cheapest route was being used); the ability to provide feedback and rate drivers to ensure accountability of drivers; a mechanism to identify a driver in advance through their name, picture and rating; as well as set and transparent pricing in order to hold drivers accountable for the cost of a trip.



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Additional factors identified as important include concerns about safe driving, including monitoring and training, and more courteous, friendly drivers with good customer service.

The following paragraphs elaborate on each of these points. Verbatim quotes are used in each section as examples of the key ideas shared by participants.

Ability to track the route, share the ride information with others

Respondents would like to see taxi companies use technologies currently used by rideshare companies. One of the most frequent issues cited was about the ability to track the route of the driver through an app. This feedback is related to the sense of accountability of the driver and the perception that taxi drivers do not always take the fastest (and cheapest) routes.

- “Knowing that they’re being GPS tracked and can have their licenses revoked for taking passengers on unnecessarily wrong routes.”
- “Being able to track the route personally and being able to send the ride to family or friends”

Driver ratings/reporting

We heard from participants that they would like to be able to rate drivers. Respondents wanted a feedback loop and more accountability on the part of the driver.

- “Seeing a driver rating/ reviews before getting into TAXI”
- “Tracking so if there is an incident you know which cab you were in. I’ve had experiences with awful cab drivers and no way of knowing who they were or reporting them.”
- “A rating system to hold them accountable.”
- “An easier and more efficient process for reporting taxi drivers.”

Safe driving

Respondents shared concerns about driver safety and accuracy in navigation, specifically knowing the fastest routes and a desire for more training.

- “A way to ensure they can drive well.”
- “Training the drivers to not drive like they do not have a license it is crazy how they can’t seem to drive safe.”
- “Less aggressive driving...”
- “Monitoring for reckless driving or speeding”
- “Driver’s actually following road laws. Not running red lights or double-parking on road.”



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Driver identification

This theme includes comparisons to rideshares, where the name, picture and rating of a driver is known in advance. This is often called for to be replicated for taxi services. It also includes comments about current identification in taxis not being as clear as preferred.

- “Often the cab licenses does not look [like] the driver. I think the car is on the road 24x7 and swaps out drivers.”
- “Knowing who the driver is in advance and their reputation as a driver”
- “An conspicuous, built to be photographed on smartphone display with all the drivers info should something happen. Feel safer in an uber as if something were to happen, there's a definitive record of who I am and who the driver is. Not so in a cab”
- “An app (similar to UBERBER) where you know who your driver is for each trip...”
- “The fact that I know who my driver is when I use rideshare, and I can report any problems specific to them easily because I know their name and have the information saved with my receipt through the app”

Set and transparent prices

The main idea of this theme is the sense that taxi drivers should be held accountable for their pricing and that customers should not be surprised by the ultimate costs of a trip. Comments in this theme mostly related to having pre-arranged costs for taxi rides – in the same way as rideshares. Also, some mention of the need for a better or more transparent explanation of taxi fares.

- “Pre arranged cost of trip. Mapping instructions for drivers to ensure most economic route is chosen.”
- “Maybe an app that connects to your ride so you understand your fare. I've never felt like I've paid a fair fare after a taxi ride and feel very suspicious.”
- “Agree to rates before getting in the taxi. I find at the airport the initial meter is higher than what is posted on the window which is bad for Calgary's image.”
- “Set prices or routes to ensure drivers to not take advantage of customers by driving longer longer distances for each fare.”
- “Price regulations. I've on numerous occasions had cab drivers with " broken " meters or meteres that suddenly jump 5-10\$ upon arrival ect.”

Courteous, friendly drivers and good customer service

Respondents asked for more friendly and helpful drivers. Some expressed frustration in the service they have received by drivers and asked for drivers to be more approachable, friendly, and helpful in both the transaction (paying, luggage) and in the overall experience.

- “Customer support on app.”
- “Friendly drivers. Some are unapproachable, and not helpful whether its waiting, paying by debt or cash or helping open a trunk for luggage.”



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- “The drivers being made to ensure you’re comfortable. They’re often rude or speaking on a phone to someone else, and I’ve never had a taxi driver know where common places are located.”
- “Make them more like Uber drivers. Most taxi drivers are creepy and not customer centric.”

Accessibility

For those who use wheelchair accessible taxis, the most important factors to consider, when deciding whether to use one or not, were wait times and price.

Summary of input – Rideshare

When asked about the existing safety requirements, we heard that having information ahead of time through an app was important. Vehicle description, driver details, and other customers’ ratings, as well as the condition of the vehicle (clean, tidy, perceived mechanical condition) were the most important.

The ability to rate a driver, as well as the driver having a City driver’s licence, were cited next as important safety factors that were already in place, followed by being able to submit compliments or complaints to The City via 311.

Respondents said that they felt safe in rideshares because of the technology that provides the ability to track the car/route, review driver ratings, and share ride information with others. However, there were also some participants who indicated the reverse, that they only take taxis because of previous rideshare experiences.

We also heard the desire from participants for easily identifiable vehicles and in-car cameras. The request for better drivers, drivers with a clean record was more often mentioned by heavy taxi users than by heavy rideshare users. Heavy taxi users also were more likely to call for enforced rules and regulations for rideshares, as well as for mandatory mechanical vehicle inspections.

Specific things that were shared that would make customers feel safer when using a rideshare:

- being able to more easily identify rideshare vehicles
- a requirement for in-vehicle cameras
- drivers that have good driving and English language skills
- the availability of driver information

The following paragraphs elaborate on each of these points. Verbatim quotes are used as examples of the key ideas shared by participants.

Identification of rideshare vehicles

The main change called for to enhance rideshare safety was that vehicles should be clearly identifiable as rideshares, and that the company name or logo should be prominently displayed on the outside.



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- “A vehicle marking Uber, like a mandatory light logo in front window”
- “gives me a sense of security if the vehicle is readily identifiable. ex: all Yellow Cabs are yellow, so when I get in I am reassured I am in a safe veh[icle].”
- “Clear indication of vehicle, which company it belongs to”
- “Better identification of the car. In the US they have front licence plates so its easier to confirm its the correct car so something identifiable on the front that would be unique to the specific vehicle would be nice.”

In-vehicle cameras

There was a high level of comments reflecting that mandatory cameras in rideshare cars would enhance the feeling of security for riders.

- ‘not all drivers have a camera. I think it should be a must for rider and driver sense of security’
- “Cameras in the car like taxis.”
- “NEED to be forced to have a camera that records the interior of the car, like a taxi does”
- “Cameras in cars would be a good idea.”

Better drivers/driver training

Comments suggest that not all rideshare drivers have the appropriate training, especially for Calgary winters.

- “A way to ensure they are actually decent drivers.”
- “Drivers should be held to the same standards as taxi drivers.”
- “If rideshare drivers were required to undergo city-led driver training...”
- “minimum of a winter driving course. A ‘defensive driving ‘course would be good (and is needed) as well. I have been the passenger in NUMEROUS near-miss Uber accidents, it’s so scary. Many have NEVER driven in snow.”
- “Drivers must have good standing. Drivers with speeding tickets etc. Should not be allowed to drive.”

Background / criminal record checks (and availability of this information)

Comments in this theme called for a mandatory (pass/fail) police background check before someone would be allowed to be a rideshare driver.

- “Initial police background check.”
- “If drivers went through a background check and this was indicated on the app”



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- “I do feel that a police check should be mandatory.”
- “Criminal background checks”
- “Knowing that the driver has a clean, safe driving record.”

Summary of input – Limousine Use

While all requirements for limousine safety were chosen less frequently than for taxis and rideshares, the top three requirements were the same as those for taxis. A clean and tidy interior was most often selected as important to ensure a sense of safety, followed by good mechanical conditions inside and outside the vehicle and the requirement that the driver must have a City driver’s licence to legally operate the vehicle and must have passed an annual police background check.

Several participants said that safety requirements that apply to taxi safety should also apply to limousine safety. The main themes included:

- having the same requirements as taxis or would like to see the same changes, as mentioned for taxi safety in previous question
- GPS tracking app and a record of the route is a feature that many participants believe would improve safety
- several participants mentioned that better drivers, for example improved driver skills and more attentive and courteous and professional drivers would increase a feeling of safety and security
- a standardized use of in-vehicle cameras was also mentioned as a feature that would increase the feeling of safety and security
- several participants commented that rideshare features, such as being able to read past comments or post new comments about the driver; sharing this information and current location/route with friends; and to pay without having to handle cash or a credit card, added to their feeling of safety and security



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Appendix A – Vehicle-for-hire definitions

Taxis are vehicles that are easily recognizable as part of a taxi company, usually with company logos and a top light. You can book them by hailing them from a taxi stand or curb, phoning or texting the taxi company, or booking online through a website or an app.

Rideshares are privately owned vehicles with no company markings, so you would not easily recognize them on the street. You can only book a rideshare by using a company app on your phone. The app connects you with a ride. You can also rate the driver and leave your opinion online for other people to read.

Limousines are also easily recognizable vehicles (either stretch limousine or sedans) and are often used for airport passengers and special occasions like a wedding or graduation.



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Appendix B – Engagement Questions (Public)

1. What factor(s) do you consider when deciding whether to use a taxi, a rideshare or a limousine? (e.g. price, wait time, payment option, etc.) Why is/are the factor(s) important to you?
2. A. These are current requirements that are in place to ensure a sense of safety for **taxi** customers.

Check all that are important to you.

- Easily identifiable vehicle (lights on top, company logos, City issued taxi plate visible)
- Clean and tidy interior
- Security camera inside the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- City driver's license displayed inside the vehicle
- The driver has gone through City-led driver training
- Good mechanical conditions inside and outside of the vehicle
- Passenger Bill of Rights displayed in vehicle
- Customers can submit compliments or complaints to The City by calling 311

What else would make you feel safer using a taxi?

- B. These are current requirements that are in place to ensure a sense of safety for **rideshare** customers.

Check all that are important to you.

- Driver details are available for viewing through the app
- Vehicle description is on the app
- Other customers' ratings of the driver and vehicle are available on the app
- Ability to rate the driver
- Clean and tidy interior
- Good mechanical conditions inside and outside of the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- Customers can submit compliments or complaints to The City by calling 311

What else would make you feel safer using a rideshare?

- C. These are current requirements that are in place to ensure a sense of safety for **limousine** customers.

Check all that are important to you.



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- City issued limo plate decal visible on the vehicle
- Clean and tidy interior
- Driver has passed City exam
- City Driver's license displayed inside the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- Good mechanical conditions inside and outside of the vehicle
- Customers can submit compliments or complaints to The City by calling 311

What else would make you feel safer using a limousine?

3. Is it important to you that the safety requirements for drivers and vehicles are the same for taxis, rideshares and limousines? Why or why not?
4. What factor(s) do you consider when deciding whether to use a wheelchair accessible taxi? (eg. price, wait time, payment option, etc.) Why is/are the factor(s) important to you?
5. Consider whether you, or someone you know, has experienced issues with a vehicle-for-hire. Is there more The City could do to improve the issue to make the customer/driver relationship better?

Demographic questions (optional)

Age range

- 20 and under
- 21 – 35
- 36 – 50
- 51 – 65
- 66 plus

Which of the following services do you use?

Taxi

- Not at all
- Rarely
- Sometimes
- Often

Wheelchair Accessible Taxi

- Not at all



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- Rarely
- Sometimes
- Often

Rideshare

- Not at all
- Rarely
- Sometimes
- Often

Limousine

- Not at all
- Rarely
- Sometimes
- Often



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Appendix C – Engagement Questions (Customer Groups)

1. What factor(s) do you think customers consider when deciding whether to use a taxi, a rideshare or a limousine? (e.g. price, wait time, payment option, etc.)
2. What factor(s) do you or your clients consider when deciding whether to use a wheelchair accessible taxi? (e.g. price, wait time, payment option, etc.) Why is/are the factor(s) important?
3. There are currently regulations in place that affect the rates that can be charged to customers for taxi, limo and rideshare trips. For example, The City sets a taxi meter maximum rate, however taxi brokers can lower the rate at any time. Limousine rates are not regulated and any trip (taxi/limo/rideshare) booked through approved Apps, may price surge (set their own prices). What do you think would improve fairness across the industries? What could improve fairness in prices for customers?
4. Safety is important. On a scale of 0-5, how concerned are you about customer safety?
 - A. These are current requirements that are in place to ensure safety for **taxi** customers.

From your organization's perspective, check all that you think are important to your customers.

- Easily identifiable vehicle (lights on top, company logos, City issued taxi plate visible)
- Clean and tidy interior
- Security camera inside the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- City driver's license displayed inside the vehicle
- The driver has gone through City-led driver training
- Good mechanical conditions inside and outside of the vehicle
- Passenger Bill of Rights displayed in vehicle
- Customers can submit compliments or complaints to The City by calling 311

What else would make customers feel safer using a taxi?

- B. These are current requirements that are in place to ensure safety for **rideshare** customers.

From your organization's perspective, check all that you think are important to your customers.

- Driver details are available for viewing through the app
- Vehicle description is on the app
- Other customers' ratings of the driver and vehicle are available on the app
- Ability to rate the driver
- Clean and tidy interior
- Good mechanical conditions inside and outside of the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- Customers can submit compliments or complaints to The City by calling 311



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What else would make customers feel safer using a rideshare?

C. These are current requirements that are in place to ensure safety for **limousine** customers.

From your organization's perspective, check all that you think are important to your customers.

- City issued limo plate decal visible on the vehicle
- Clean and tidy interior
- Driver has passed City exam
- City Driver's license displayed inside the vehicle
- The driver must have a City driver's license to legally operate the vehicle and have passed an annual police background check
- Good mechanical conditions inside and outside of the vehicle
- Customers can submit compliments or complaints to The City by calling 311

What else would make customers feel safer using a limousine?

Is there anything else that we should be aware of regarding customer safety with vehicles for hire?

5. We have heard that some customers experience issues with service received from vehicles-for-hire, such as ride refusal, traffic violations, fare disputes, driver conduct, etc.
 - a. What kind of problems have you heard that customers experienced? Or What are you hearing from your customers about the service they experience using a vehicle-for-hire? What have you heard is working well?
 - b. Based on the problems that customers have experienced, what do you think could improve the vehicle-for-hire experience...in taxis? Rideshares? Limos?
6. Do you think there is a sufficient supply of taxis/limos/rideshares in Calgary in general?
 - a. (prompting question) How about at peak times, such as weekends, late nights, Stampede, special events?
 - b. (prompting question) What could be done to improve availability of taxis? Limos? Rideshares?
7.
 - a. Based on your awareness of the waiting/stand/parking area options currently available for taxi, rideshare, and limousine customers, what is working well for customer convenience and accessibility?
 - b. What isn't working well? What could be done to provide more choice and accessibility for customers? For example, currently hotels can set up a rideshare waiting area if they want, limousines are allowed to provide curbside service at the airport, etc.