



Append 1- Short-Term Accommodation.docxs

Engagement Summary November 26, 2019



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Executive Summary

Stakeholder and public engagement regarding Short-Term Accommodation (STA) regulations was undertaken in two phases. In 2017, input was sought on concerns and suggestions regarding the current regulations, as well as the evolving short-term accommodation industry. This input was used to develop the following potential options for amendments to the regulations:

Short-Term Accommodation Regulations - Options							
STA Type Option 1		Option 2	Option 3				
Short-term accommodation in the home of the host	Business license required	Business license required	Business license required ONLY if hosting more than 2 guests, or if in a secondary suite that the host does not reside in				
Short-term accommodation in the rental property of the host	Prohibited	Business license required Discretionary use approval (including public consultation) required when in residential zoning districts (except RM5)	Business license required Discretionary use approval (including public consultation) required when in residential zoning districts (except RM5)				
	Rules	and Regulations (Applies to All Options)					
Maximum Numbe	er of	Onsite Parking Requirements	Other Approvals				
Guests House: 6 Secondary Suite: 3 Duplex or Condo: 2 in the home of the host; and 6 in the rental property of the host		Residential and institutional zoning districts: • in the home of the host - 2 spaces • in the rental property of the host - 1 space Most commercial zoning districts: • in the home of the host - 2 spaces • in the rental property of the host - 1 space	Permission of property owner (if applicable) Permission of condo corporation (if applicable)				
		Zoning districts without parking requirements for dwellings: 0 spaces					

Public engagement was conducted again in 2019 to collect feedback on the above noted potential options, including the preferences among them. This engagement included an open house and an online survey. Almost half of all respondents identified preference for Option 3. Typically, those who selected Option 3 were opposed to over-regulation of STAs, particularly for those hosting one or two guests within the principal residence of the operator. Those who selected either Option 1 or Option 2 commonly expressed concerns with potential negative effects of unregulated STAs (e.g. noise, safety and security), particularly for those operating in a multiple-dwelling building (e.g. condo building).

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Survey results in 2017 assisted the Administration in developing identifying and options for the 2019 consultation.

The input received in the 2019 consultation was used to evaluate the concerns raised by residents and gauge the preference of the various stakeholders in the community. Comments received in the 2019 survey were used to assist in determining the advantages and disadvantages of each option.

1 Background

Short-term accommodations are rental tenancies in all or part of a dwelling unit. They include all rental arrangements in a residential dwelling where the host receives compensation from the guest and the guest stays for less than 30 days. These may be known as vacation rentals, bed and breakfasts and Airbnb's. Any tenancy longer than 30 days is not considered short-term accommodation. STA regulations would not apply to house sitters, house guests or renting from month to month (such as a boarder).

The City of Saskatoon is in the process of reviewing its regulations for short-term accommodation due to changes in the industry resulting from the rise of online hosting platforms like Airbnb and VRBO. An online survey and open house were held in 2017 to collect input regarding the existing Short-Term Rentals Regulations. The information collected from these engagement activities helped inform three options for amended regulations that are being considered in 2019.

1.1 City Project Team

Mark Wilson Licensing and Permitting Manager
Jennifer Pesenti Communications Consultant
Ryan Newell Public Engagement Consultant

1.2 Summary of Engagement Strategy

Table 1: Summary of Engagement Strategy

Stakeholder	Level of Participation	Objective	Engagement Goal	Engagement Activity/Component
All stakeholders	Inform	To provide information on the project and promote engagement opportunities	To increase awareness of the gaps in current regulations	Online information (including an Engage page), in-person meetings and open houses
All stakeholders	Consult	To collect input regarding regulations	To inform the development of options for amendments	Online survey, open house, stakeholder meetings
		Feedback on preferences among the three options	To inform a recommendation	Online survey, open house

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2 Engagement Activities

2.1 Stakeholder Consultations (2017)

Stakeholder consultations were held to learn their perspectives regarding the current regulations.

2.1.1 Intended Audience

The stakeholder groups included the following:

- Bed and breakfast home operators;
- Citizens Advisory Panel;
- Saskatoon Hotel Association; and
- Short-term accommodation industry.

2.1.2 What We Heard

Bed and Breakfast Home Operators

On March 14, 2017, the Administration met with bed and breakfast home operators to discuss STAs and gather their input on the similarities between bed and breakfast homes and STAs, the significant regulatory gap that currently exists between them, and what type of regulation that they feel is appropriate.

At this meeting, and in prior letters to City Council, bed and breakfast operators raised the point that they do not see a distinction between how their business and how the STA industry operates, and that regulations should be updated to ensure that operators across the industry are held to the same standard.

All bed and breakfast operators were notified about the 2019 survey and consultation.

The Saskatchewan Bed and Breakfast Association provided the below comments:

- The Saskatchewan Bed and Breakfast Association welcomes fair business competition; however, there is a significant discrepancy between the existing bed and breakfast licensing and approval process, and unlicensed short-term accommodations;
- Adequate enforcement is needed to prevent further growth in unregulated short-term rental operations;
- Whichever option is chosen, it needs to be within the City's capacity to enforce;
- The Association is in support of removing the existing discretionary use and building and development permit application requirement for short-term accommodations in the home of the host; and
- The Association has concerns with Option 3 and the enforcement challenge of a license exemption for hosting two guests. Requiring a business license for all STAs continues to be an important item to the association.



Citizens Advisory Panel

The Administration engaged the Citizens Advisory Panel through small focus groups held from May 15 to 18, 2017. In total, 22 members of the panel participated. The purpose of these focus groups was to gain a basic understanding of public perceptions about STAs in Saskatoon so that more detailed questions could be raised at consultation opportunities open to the general public.

A variety of opinions of STAs were shared, ranging from those that did not see any potential for land use conflict and felt that they should not be regulated at all, to those that felt such accommodations would be detrimental to our community and required significant oversight.

The majority of people sought a balanced approach that considered scale and frequency and would permit STAs in some circumstances where the impacts would be minor, but prohibiting them in others.

Concerns raised by many participants included parking impacts, decreases to the long-term rental stock and increased noise. Many participants also identified positive traits, such as benefits to tourism that could result from having more diverse accommodation options for travelers.

Saskatoon Hotel Association

On June 1, 2017, the Administration met with members of the Saskatoon Hotel Association to advise of the review and to obtain their input on how these types of operations relate to the hotel industry, including discrepancies between how hotels and STAs are currently regulated, the need for all operators to hold a business licence and the forgone PST revenue for the Province of Saskatchewan.

The Administration also met with the Saskatoon Hotel Association, and Saskatchewan Hotel and Hospitality Association (SHHA) on October 17, 2019. The members were provided with information about the regulatory review and the proposed options for regulation.

Following the meeting, the association submitted the below comments:

"Because Short-Term Rental platforms, like Airbnb, Home-Away and VRBO are unregulated and untaxed, they are able to operate with significantly lower expenses and have had a significant impact on the hotel industry in Saskatoon:

- October 2019, more than 300 Saskatoon rentals were listed on Airbnb, and more than 60 offered on VRBO:
- Oct 2016 to July 2019, revenues generated by multi-unit, entire-home hosts increased by 834% (\$47,000 to \$439,000);
- 2016 to 2019 the total supply of units on STA platforms increased by 137% (222 to 527);
- 79% of Airbnb's revenue in Saskatoon was generated by entire-home rentals;
- Jan to Oct 2019, one 4-bedroom home generated \$47,000 in income (\$164 per day); and
- Jan to Oct 2019, one 1-bedroom condo generated \$21,000 in income (\$63 per day).

These entire-home rentals are operating as illegal hotels and are generating significant revenues that have historically been spent in hotels. We have no issues with competition as long as the rules are the same for everyone. If Airbnb operators are acting as a commercial operation, they need to abide by the same regulations as the hotel industry.

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With regards to the City of Saskatoon's recent survey, we endorse Option No.1 as the appropriate solution:

Option 1: Business license required for short-term rental in the home of the host.

Short-term rentals in the rental property of the host should be prohibited."

Saskatchewan Hotel and Hospitality Association

A meeting with the members of the Saskatoon Hotel Association was held on October 17, 2019. Participants were provided with a summary of the information in the survey and open house. A question and answer period was conducted. Following the meeting, the association submitted the below comments:

"Short-term rental platforms like Airbnb are seeing an increase in commercial operations which are unregulated, not subject to taxation, and in some cases, resulting in negative impacts on communities and neighborhoods. If short-term rental operators are acting as a commercial business, they need to abide by the same regulations as the hotel industry.

- In 2018, Saskatchewan Airbnb hosts generated \$3 billion of potential taxable revenue. In October 2019, more than 300 Saskatoon rentals were listed on Airbnb and more than 60 were offered on VRBO. These numbers are expected to grow;
- Between October 2016 to July 2019, revenues generated by multi-unit, entire-home hosts increased by 834% (\$47,000 to \$439,000); and
- SHHA strongly supports a regulatory framework that includes a licensing system that allows
 for reporting and monitoring, restricting short-term rentals to principal residence only, zoning
 bylaws that mirror hotel standards and proper taxation that levels the playing field with the
 hotel industry.

In response to the City of Saskatoon's recent survey, we recommend Option No. 1 as the only appropriate option:

Option 1: Business License required for short-term rental in the home of host. Prohibit short-term rentals in the rental property of the host."

Short-Term Accommodation Industry

Multiple attempts were made to contact international hosting platforms. Airbnb was the only company to provide a direct response. They advised that they were supportive of flexible and easy to follow regulations, and provided advice on their experience working with other Canadian municipalities. A follow-up meeting was held on October 18, 2019, to discuss Saskatoon's regulatory review and proposed options in greater detail.

For both the 2017 and 2019 survey and open house, business license records were searched to identify businesses who may be facilitating STAs to notify them that the regulations were under review.

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One local hosting platform responded to our request and participated in the subsequent consultation opportunities in 2017, including attending the public open house. An important point that was raised in this consultation process was the diverse user groups of STAs, including rentals for work purposes in the business, health care and government sectors. Often STAs are perceived to be focused on the traveling public or vacationers. It was also noted that STAs can be relatively low-utility users in multiple-unit dwellings and that they can also provide amenities and services to the building, such as concierge services.

2.2 Online Survey (2017)

The Administration conducted a self-administered online survey from September 29 to October 26, 2017.

2.2.1 Intended Audience

The purpose of this survey was to obtain general information on the perception and opinion of the residents of Saskatoon on short-term accommodations, the various ways in which they operate and how they should be regulated in Saskatoon.

2.2.2 Marketing Techniques

The survey was promoted through advertisements on Facebook, through the City's social media, media releases and interviews. Local news outlets, including CBC, CTV, and the Star Phoenix published stories about the survey. The survey was also promoted and made available in hardcopy format at the public open house held on October 24, 2017.

2.2.3 Data limitations

- Online engagement is not inclusive of those with limited or no Internet access. This limitation was mitigated by ensuring there were in-person opportunities to provide input; and
- While this type of survey is not considered statistically valid, it provides an indication of the public's perspective about short-term accommodations and the appropriate levels of regulation, as outlined below.

Summary of Survey Results

Demographics

The survey generated 1,053 submissions. Survey results included participation from neighbourhoods across the city. The neighbourhood with the highest participation was Nutana with 48 entries, representing about 5% of the total entries. Homeowners represented 77% of the participants. The most represented age cohort were 30-39 year olds. At 35%, they had about twice the participation of the next highest age cohort. Participants that have stayed in a short-term rental in another city represented 69% and 8% (79 participants) said that they currently operate a short-term rental in Saskatoon.

Structure

The survey consisted of nine hypothetical STA scenarios with respondents asked to provide their opinion on whether the scenario should be permitted at all, whether a business license should be required and what level of public consultation should be undertaken prior to approval. Additional questions asked about concerns and benefits with short-term accommodations operated in the home of the host, compared to when operated in a rental property.

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Results

The survey results showed strong support (72% or higher) for all types of short-term accommodations, including homestays and short term rental properties ranging from accommodating one to eight guests . There was less support (56%) for permitting short-term rental properties to operate in in low-density residential zoning districts.

The circumstance under which a business license should be required was a more divisive question; however, there was an increase in support for business licenses as scenarios increased in intensity of land use. When a host rented out one bedroom in their home, only 34% were in support of requiring a business license, compared to 54% who felt a license should be required when an STA is operated in an income property in a residential area.

A similar trend was observed in the level of public consultation required, with support for public consultation increasing as the intensity of the land use increased. The portion of respondents that said, when asked about the need for public consultation, 69 % indicated it should not be required for hosts renting one bedroom, while 51% felt it was not necessary for a short-term rental in an income property in a residential area.

Overall, 32% of Respondents had no concerns with short-term accommodations operating in the principal residence of the host compared to 23% reporting no concerns with an STA operating in an income property.

The top five concerns of short-term accommodations operating in the principal residence of the host were:

- Loss of parking (57%);
- Additional noise such as parties (42%);
- Increased traffic (35%);
- Building security in a multiple-unit dwelling (31%); and
- Neighbourhood safety (29%).

The top five concerns of short-term accommodations operating in income properties were:

- Additional noise, such as parties (57%);
- Loss of parking (55%);
- Poor property maintenance (44%);
- Building security in a multiple-unit dwelling (40%); and
- Concentration or clustering (35%).

Participants were able to select multiple concerns. Only 27% said the loss of long-term rental units was a concern.

Participants were also asked to identify benefits that may result from short-term accommodations in Saskatoon. Those that felt that there would be economic benefits from short-term accommodations for nearby businesses totaled 66% and 65% said it would increase tourism, 63% said it would create economic benefits for Saskatoon overall and 22% said there would be no benefits.



2.3 Open House (2017)

A public open house was held on October 24, 2017, from 4pm to 8pm at the Frances Morrison Library. Promotion was conducted congruently with the online survey, which included advertisements on Facebook, through the City's social media, media releases and interviews. Local news outlets, including CBC, CTV, and the Star Phoenix published stories about the open house prior to the event. The open house was structured as a come and go style event with presentations every hour followed by a discussion. A total of 38 people attended and provided comments on both the positive and negative impacts of short-term accommodation. Below is a summary of the comments:

Short-Term Accommodation (STA) in Rental Properties

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Short-Term Accommodations in the Home of the Host

Negative Impacts and Concerns		Positive Impacts and Benefits			
•	Parking; Theft perpetrated by STA guests;	safety and security provided by hosting platforms is far more than with a long term renter:	g		
•	Overcrowding; Bed bugs; In multiple unit dwellings, hosts are not	 welcome people into your home and city; acting as an ambassador for Saskatoon; and 			
•	just renting out their unit, but also common area, pool, underground parking, etc.; and Concerns about building security.	 Revenue coming into the city and businesses. 			

The Most Important Thing that the City Should Know about Short-Term Accommodations is:

- Existing Home-Based Business License process is great and should be seriously considered as a way to license STAs. Licensing process helps people become aware of safety and zoning standards that they wouldn't know otherwise;
- The complaint-driven enforcement system is not working for us. If you're not looking for the problem you cannot understand it;
- They is a way to use the property while looking for a long-term tenant;
- Not just used by travelers. Residents sometimes need a short-term place to stay;
- Rental vacancy rate needs to be monitored more closely and long-term rental units need to be protected. The social impact side of this issue is not being considered;
- Promotes gentrification. Our communities are being commodified;
- Risk of high rate of current rental stock being converted to STAs is low;
- An important entry point for newcomers to Canada. Extra supports provided by the host;
- They put the neighbours in an uncomfortable place;
- Parking implications are the same as long-term rentals;
- Separate regulations for different types of STAs are needed;
- Very appealing to travelers. Provides an extra level of comfort and lower price point than hotel;
- STAs usually don't provide meals the way B&Bs do;
- Hosts enter and exit the short-term market all the time. Not always open for business the way B&Bs are;
- Airbnb doesn't exist in the market that they are drawing profits from. We should be having a conversation about local businesses providing these services; and

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We are considering the technicalities of how to deal with this.



The Most Important Thing that the City Should Do about Short-Term Accommodations is:

- Keep the regulations within the City's enforcement capabilities;
- Safety standards in a home should be upgraded when it has an STA;
- Objective should be to get everyone licensed;
- Should regulate on a scale. Allowed a certain number of days before needing a license, less regulations for fewer bedrooms;
- Should not need a license to operate an STA in one's own home;
- Don't prohibit STAs. We will need to invest too much time and effort into an enforcement witch hunt;
- Existing bylaws can be used to address land use conflicts;
- Don't let Airbnb run our city for us;
- Look at national trends to find out what percentage of other housing markets are being eaten up by STAs;
- Ongoing study of the impacts of STAs on local rental rates and on the rental vacancy rate; and
- Broaden the search to the U.S. and Europe to see how it has been dealt with.

2.4 Online Survey (2019)

The Administration conducted a self-administered online survey from October 10, 2019 to October 23, 2019. There were a total of 511 responses to the survey.

2.4.1 Intended Audience

The purpose of this survey was to give residents of Saskatoon an opportunity to indicate a preference among three potential options for amendments to the current regulations, as well as provide comments on short-term rental regulations.

2.4.2 Marketing Techniques

The survey was promoted through advertisements on Facebook, through the City's social media, and media releases.

2.4.3 Data limitations

- There was a significant period of time between this online survey and the 2017 engagements due to other projects being of higher priority during that period of time; and
- While this type of survey is not considered statistically valid, it provides an indication of the public's perspective about short-term accommodations and the appropriate levels of regulation.

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2.4.4 What We Heard

Respondents were asked to indicate if they had a preference among the following three options for amendments to the short-term rental regulations:

Short-Term Rental Regulations - Options							
STA Type Option 1		Option 2	Optio	n 3			
Short-term rental in the home of the host Business license required		Business license required if host if in a		ess license required ONLY ing more than 2 guests, or secondary suite of a home he host does not reside in			
Short-term rental in the rental property of the host		Business license required Discretionary use approval (including public consultation) required when in residential zoning districts (except RM5)	Discre (includ	ess license required stionary use approval ding public consultation) ed when in residential g districts (except RM5)			
	Rules a	ind Regulations (Applies to Al	I Optio	ns)			
Maximum Number of Guests House: 6 Secondary Suite: 3 Duplex or Condo: 2 in the home of the host; and 6 in the rental property of the host		Onsite Parking Requirements Residential and institutional zoning districts: • in the home of the host - 2 spaces • in rental property of the host - 1 space Most commercial zoning districts: • in the home of the host - 2 spaces • in rental property of the host - 1 space Zoning districts without parking requirements for dwellings: 0		Other Approvals Permission of property owner (if applicable) Permission of condo corporation (if applicable)			

The preferences indicated by respondents for the above options were as follows. Respondents were able to make more than one selection to accommodate those who equally preferred multiple options.

OPTION	COUNT	PERCENTAGE			
Option 1	137	27.02%			
Option 2	97	19.13%			
Option 3	224	44.18%			
No preference	51	10.06%			
Total	507	100%			



Respondents were asked why they indicated a particular preference. Some themes from these responses were as follows:

Option 1

- STAs are operating as businesses and therefore should have a business license;
- There should be more standards, regulations and controls for STAs than there currently are;
- City oversight is necessary;
- Requiring a business license and City oversight would help deter negligent STA operations;
- They can change the dynamic of a residential community;
- Potential negative effects of STAs that are located within a shared rental building, including transient residents not respecting condo rules, noise, loss of parking, poor property management and maintenance, concerns about safety and security and decreased property value
- Hotels have 24-hour staff to supervise and maintain property whereas condo buildings that contain an STA do not;
- Residences used solely as STAs affect the city's housing supply;
- Taking business from other forms of accommodations, such as hotels, rather than supporting more tourism; and
- STAs benefit the property owner but are a negative to nearby residents.

Option 2

- Similar concerns expressed for those who selected Option 1;
- Off-street parking must be regulated to ensure on-street parking is not negatively affected in the nearby area; and
- It is the most moderate of the three options, balancing allowing business and protecting the neighbourhood.

Option 3

- This option has the least amount of regulation among the three options (some preferred no new regulations rather than any of the three proposed options);
- A small number of guests (1 or 2) in a personal residence should not qualify as running a business:
 - STAs are sometimes used to supplement the homeowner's income in order to help cover other expenses, such as a mortgage;
- An STA, particularly one in the principle residence of the operator, should not require a business license or discretionary use approval;
 - There was more acceptance of a business license being required for STAs in a rental property, though there were still concerns expressed regarding discretionary use approvals;

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- The proposed costs related to a business license and discretionary use approvals would be prohibitive to STAs;
 - Some commented that the properties are already taxed and these additional fees would essentially be another tax; and
- Some felt that STAs should not be regulated more than long-term rentals.

No Preference

- All three options are too restrictive;
- No regulations or business license should be required; and
- 16 comments were received indicating disagreement with requiring discretionary use approval.

2.5 Open House (2019)

A public open house was held on October 22, 2019, from 4:30pm to 8pm at the Frances Morrison Library. The open house was structured as a come-and-go style event. A total of 54 people attended and provided comments on short-term accommodation, as well as provided a preference among the three options presented.

2.5.1 Intended Audience

The open house was intended for any members of the public with an interest in STA regulations.

2.5.2 Marketing Techniques

The survey was promoted through advertisements on Facebook, through the City's social media, and media releases.

Promotion was conducted congruently with the 2019 online survey, which included advertisements on Facebook, through the City's social media and through a City Engage page. A story in the Star Phoenix also made reference to the open house prior to the event.

2.5.3 What We Heard

Respondents were asked to indicate if they had any preferences among the following three options for amendments to the short-term accommodation regulations. Respondents were able to make more than one selection to accommodate those who equally preferred multiple options.

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The indicated preferences were as follows:

OPTION	COUNT	PERCENTAGE			
Option 1	5	14.29%			
Option 2	6	17.14%			
Option 3	18	51.43%			
No preference	6	17.14%			
Total	35	100.00%			



Comments and concerns received from attendees to the open house included:

- In general, STAs are convenient for visitors to Saskatoon, as well as temporary workers;
- In general, there was acceptance that a business license be required for STA operators;
- Several concerns from STA operators that the fees related to discretionary use approvals
 are too high and would prohibit STAs, particularly those being used as income supplements
 to help cover mortgages;
- Some concerns from STA operators regarding increased regulations;
- Some suggestions from STA operators were that there are current bylaws that address potential public concerns (e.g. noise, parking);
- Some concerns that a limit of six guests in a house would be limiting for larger groups looking for accommodations (e.g. family gatherings); and
- Several concerns regarding noise, security, etc. from those who live in condo buildings in which an STA is located.

3 Evaluation

Attendees of the 2019 Open House were invited to leave feedback on the engagement event. The quantitative feedback received was as follows, with +2 representing very satisfied and -2 representing very dissatisfied.

	+2	+1	0	-1	-2	Weighted average (range of 2 to -2)
Overall, how was your experience?	6	12	4	3	1	0.7
All participants were given the opportunity to contribute.	18	11	5	0	0	1.4
It was easy for me to participate in the process.	19	14	3	1	0	1.4
The facilitator kept us engaged and focused.	14	12	8	2	0	1.1
The information was clear and understandable.	14	11	10	1	1	1.0
I understood what was expected of me as a participant.	12	11	9	3	1	0.8
This was a valuable use of my time and energy.	10	14	7	3	1	0.8
Overall, how was your experience?	6	12	4	3	1	0.7
I understand how my input will be used.	9	8	14	2	4	0.4
I believe that my voice mattered in this conversation.	10	10	6	4	6	0.4
I will likely accept the outcome of this process, regardless of what decision that is made.	8	4	7	8	8	-0.1

Feedback from the attendees of the open house included suggestions that an engagement event of this type would be better served by having an opening presentation for attendees. Some attendees felt the three options under consideration are too similar and did not reflect their preferences. This perspective was more prominent among STA operators who are against increased regulations. Attendees were pleased with the friendliness of the staff and on their willingness and ability to answer a variety of questions.

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