



Hackney Carriage Unmet Demand Survey

City of York Council
February 2018

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Executive Summary

This Hackney Carriage Unmet Demand Survey has been undertaken on behalf of City of York Council, following the guidance of the April 2010 DfT Best Practice Guidance document, and all relevant case history in regard to unmet demand.

The council maintains a limit regarding the number of hackney carriages which may be licensed. York City has a limit of 183 of Hackney Carriages.

Data has been collected through consultation with key stakeholders, the trade and members of the public. In addition, observations of activity at taxi ranks were undertaken to record volumes of hackney carriages and passengers using each rank and whether any passengers had to wait for hackney carriages to arrive at the ranks.

The greatest number of hires were observed at the Railway Station rank. this rank is restricted and not all of the Hackney Carriage drivers are permitted to service this rank. At the railway station, only Hackney Carriages working through Station Taxis are permitted to operate from the railway station rank. Station Taxis also undertake private hire work and some of this work is assigned to Hackney Carriages working with this operator. As a result, at busy times, some Hackney Carriages can be engaged on pre-booked hires and consequently are not available to pick up from the Railway Station rank.

The maximum aggregate vehicle queue across all of the ranks was 38 Hackney Carriages, on Friday evening, equating to 21% of the fleet. When we include vehicles which have picked up passengers, plus those waiting at the ranks, the maximum number of Hackney Carriages working from the ranks was estimated to be 106, on Friday night during the hour beginning 23:00. This equates to 58% of the Hackney Carriage fleet. On Saturday night, the maximum estimated number of Hackney Carriages operating from the ranks was 87 (48% of the fleet). Normally, demand for licensed vehicles is highest on a Saturday night. However, in York, the level of demand observed between 22:00 on Saturday to 03:00 on Sunday, was lower than the same period on Friday night.

The number of hires observed over the three days of rank surveys, was 5,848. This equates to approximately 32 hires per vehicle in the fleet over the three days.

Passenger waiting was observed extensively at Duncombe Place, St Saviourgate and York Station ranks. Passenger waiting occurred at various times of day and night and was not confined to peak periods of Friday or Saturday night. 31% of all passengers had to wait for a Hackney Carriage to arrive at a rank. Public Attitude interviews were undertaken and one of the elements of the interview indicated that 18.5% of respondents had given up trying to hire a Hackney Carriage at a rank.

Passenger waiting at ranks is an indication of patent unmet demand and the responses from the public regarding the proportion who had given up waiting at a rank, is an indication of latent unmet demand. The levels of patent and latent unmet demand were relatively high.

It should be noted that the rank surveys were conducted during a weekend when a race meeting was taking place at York Racecourse. The consensus view from the trade and stakeholders was that a race weekend generates exceptionally high levels of demand for Hackney Carriages. As such, we can consider the assessment of the level of patent unmet demand from rank observations as a worst case. Generally, during other busy weekends throughout the year, we would anticipate lower levels of activity and lower levels of passenger waiting.

Types of passenger waiting varied at different times for the ranks where waiting was observed. At some times, periodic waiting was observed, when passengers arrived at the rank and there were not Hackney Carriages waiting and there was no queue of passengers waiting. However, at other times, persistent queuing occurred. These were occasions when passengers arrived at the rank to join an existing queue of passengers waiting for Hackney Carriages to arrive at the ranks. At each of the ranks where passenger waiting was observed, passenger waiting varied between periodic waiting and persistent queuing. Persistent queuing occurred at various times during daytime, evening and night time at each of the three ranks where passenger waiting was most common. The majority of passenger waiting was observed at the Railway Station rank. Also, the majority of Latent Unmet Demand indicated from the Public Attitude surveys, was related to the Railway Station rank.

Whilst there was indication of patent and latent unmet demand, there was little feedback from stakeholders to indicate that they perceived any significant issues with the service provided by Hackney Carriages. Many stakeholders who use or represent users of licensed vehicles indicated that a significant proportion of demand is serviced through advanced booking, as opposed to rank hires.

Feedback from the trade indicated that pre-booked hires were being serviced by Hackney Carriages, which normally service the Railway Station rank. This practice was limiting the availability of Hackney Carriages at the Railway Station rank at some times, including peak periods.

A calculation was undertaken to determine whether the levels of patent and latent unmet demand were deemed to be significant. The Index of Significant Unmet Demand (ISUD) derives variables from the passenger volumes at different times of day and the levels of patent and latent unmet demand relative to passenger volumes, together with the profile of demand and any seasonality factors, to calculate an index value. Where the value exceeds 80, this is commonly held to be the threshold value above which

unmet demand is deemed to be significant. For this survey the ISUD value calculated across all ranks was 272. This value is above the threshold which suggests that significant unmet demand exists. However, a significant proportion of patent and latent unmet demand occurred at the Railway Station. This rank is limited by the arrangement between the railway operating company and Station Taxis. Any increase in Hackney Carriages in the fleet would not have a direct influence on the availability of Hackney Carriages at the Railway Station. Therefore it is prudent to consider the level of unmet demand across all ranks, excluding any which are restricted to a subset of the trade. Therefore, the ISUD value was also calculated across all ranks excluding the Railway Station rank.

At the public ranks, which exclude the Railway Station rank, the ISUD value was 70. This value falls below the threshold for which the level of unmet demand is generally considered to be significant.

Taking the ISUD value across all public ranks, together with the view that the survey dates reflected a worst case test of the capacity of the fleet and for most of the year the index value would be lower, it is concluded that there is **no significant unmet demand**.

The operational constraints at the Railway Station rank appear to exacerbate incidences of passenger waiting at the rank. This has led to public perception of lower availability of Hackney Carriages at the rank. In turn, perceived lack of availability may encourage passengers to pre-book a licensed vehicle whilst travelling on a train to the station, for pickup on arrival.

With respect to the general perception of quality and availability of Hackney Carriages, the view of the public is that vehicle and driver quality is generally good or very good. Aside from availability at the Railway Station rank, levels of latent unmet demand are normal in comparison with most fleets.

There is no need to increase the number of Hackney Carriage plates to cater for general levels of demand. However, the operators and members of the trade operating from the Railway Station may wish to consider measures to more adequately service demand and hence maintain market share compared with Private Hire Vehicles.

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1 General introduction and background

City of York Council is responsible for the licensing of Hackney Carriage and Private Hire Vehicles operating within the Council area and is the licensing authority for this complete area. It retains a limit on the number of Hackney Carriage vehicles licensed. There is no legal means by which either Private Hire Vehicle numbers, private hire or Hackney Carriage driver numbers, or the number of private hire operators can be limited. DfT sources suggest this limit has been in place since 1999. Prior to this survey, previous tests of the validity of the limit and its level were undertaken in 2014, 2011 2008, 2005, 2002, 1998 and 1993.

This review of current policy is based on the Best Practice Guidance produced by the Department for Transport in April 2010 (BPG). It seeks to provide information to the licensing authority to meet section 16 of the Transport Act 1985 "that the grant of a Hackney Carriage vehicle licence may be refused if, but only if, the licensing authority is satisfied that there is no significant demand for the services of Hackney Carriages within its local area, which is unmet." This terminology is typically shortened to "no SUD".

Current Hackney Carriage, private hire and operator licensing is undertaken within the legal frameworks set by the Town Polices Clause Act 1847. This has been amended by various following legislation including the Transport Act 1985, Section 16 in regard to Hackney Carriage vehicle limits, and by the Local Government (Miscellaneous Provisions) Act 1976 with reference to Private Hire Vehicles and operations. Many of the aspects of these laws have been tested and refined by other more recent legislation and more importantly through case law. Beyond legislation, the experience of the person in the street tends to see both Hackney Carriage and Private Hire Vehicles both as 'taxis' – a term we will try for the sake of clarity to use only in its generic sense within the report. We will use the term 'licensed vehicles' to refer to both Hackney Carriage and private hire.

The legislation around licensed vehicles and drivers has been the subject of many attempts at review. The limiting of Hackney Carriage vehicle numbers has been a particular concern as it is often considered to be a restrictive practice and against natural economic trends. The three most recent reviews were by the Office of Fair Trading in 2003, through the production of the BPG in 2010, and the Law Commission review which published its results in 2014. None of these resulted in any material change to the legislation involved in licensing.

The upshot of all these reviews in respect of the principal subject of this survey is that local authorities retain the right to restrict the number of Hackney Carriage vehicle licenses. The Law Commission conclusion included retention of the power to limit Hackney Carriage vehicle numbers but utilizing a public interest test determined by the Secretary of State. It also suggested the three- year horizon also be used for rank reviews and accessibility reviews.

After introduction of the 1985 Transport Act, Leeds University Institute for Transport Studies developed a tool by which unmet demand could be evaluated and a determination made if this was significant or not. The tool was taken forward and developed as more studies were undertaken. Over time this 'index of significance of unmet demand' (ISUD) became accepted as an industry standard tool to be used for this purpose. Some revisions have been made following the few but specific court cases where various parties have challenged the policy of retaining a limit. Some of the application has differed between Scottish and English authorities due to some court cases in Scotland taking interpretation of the duty of the licensing authority further than is usual in England and Wales.

The DfT asked in writing in 2004 for all licensing authorities with quantity restrictions to review them, publish their justification by March 2005, and then review at least every three years since then. In due course, this led to a summary of the government guidance which was last updated in England and Wales in 2010 (but more recently in Scotland).

The BPG in 2010 also provided additional suggestions of how these surveys should be undertaken, albeit in general but fairly extensive terms. A key encouragement within the BPG is that "an interval of three years is commonly regarded as the maximum reasonable period between surveys". BPG suggests key points in consideration are passenger waiting times at ranks, for street hailing and telephone bookings, latent and peaked demand, wide consultation and publication of "all the evidence gathered".

The most recent changes in legislation regarding licensed vehicles have been enactment of the parts of the Equality Act related to guidance dogs (sections 168 to 171, enacted in October 2010), the two clauses of the Deregulation Act which were successful in proceeding, relating to length of period each license covers and to allowing operators to transfer work across borders (enacted in October 2015), and most recently enactment of Sections 165 and 167 of the Equality Act, albeit on a permissive basis (see below).

In November 2016, the DfT undertook a consultation regarding enacting Sections 167 and 165 of the Equality Act. These allow for all vehicles capable of carrying a wheel chair to be placed on a list by the local council (section 167). Any driver using a vehicle on this list then has a duty under section 165 to:

- Carry the passenger while in the wheel chair
- Not make any additional charge for doing so
- If the passenger chooses to sit in a passenger seat to carry the wheel chair
- To take such steps as are necessary to ensure that the passenger is carried in safety and reasonable comfort
- To give the passenger such mobility assistance as is reasonably required

This was enacted from April 2017. There remains no confirmation of any timetable for instigating either the remainder of the Equality Act or the Law Commission recommendations, or for the update of the BPG.

In respect to case law impinging on unmet demand, the two most recent cases were in 1987 and 2002. The first case (*R v Great Yarmouth*) concluded authorities must consider the view of significant unmet demand as a whole, not condescending to detailed consideration of the position in every limited area, i.e. to consider significance of unmet demand over the area as a whole.

R v Castle Point considered the issue of latent, or preferably termed, suppressed demand consideration. This clarified that this element relates only to the element which is measurable. Measurable suppressed demand includes inappropriately met demand (taken by Private Hire Vehicles in situations legally Hackney Carriage opportunities) or those forced to use less satisfactory methods to get home (principally walking, i.e. those observed to walk away from rank locations).

In general, the determination of conclusions about significance of unmet demand must take into account the practicability of improving the standard of service through the increase of supply of vehicles. It is also important to have consistent treatment of authorities as well as for the same authority over time.

In conclusion, the present legislation in England and Wales sees public fare-paying passenger carrying vehicles firstly split by passenger capacity. All vehicles able to carry nine or more passengers are dealt with under national public service vehicle licensing. Local licensing authorities only have jurisdiction over vehicles carrying eight or less passengers.

These are split between Hackney Carriages which are alone able to wait at ranks or pick up people in the streets without a booking, and private hire who can only be used with a booking made through an operator. If any passenger uses a Private Hire Vehicle without such a properly made booking, they are not insured for their journey.

2 Local background and context

The authority has a current population of 208,367 using the 2016 estimates currently available from the 2011 census.

All licensing authorities have full powers over licensing the vehicles, drivers and operators serving people within their area. City of York Council has chosen to utilize its power to limit Hackney Carriage vehicle numbers.

City of York Council undertakes regular review of its policy to limit Hackney Carriage vehicle numbers in line with the BPG. Previous surveys were undertaken in 1993, 1998, 2002 and then every three years to date.

Figure 1 illustrates the fleet composition for the licensing authorities in the Yorkshire and The Humber Region (as defined by the DfT). The authority statistics are grouped by whether the authority limits the number of Hackney Carriages or does not limit. Within these groups, the authorities are arranged in order of increasing licensed vehicles per 1,000 population.

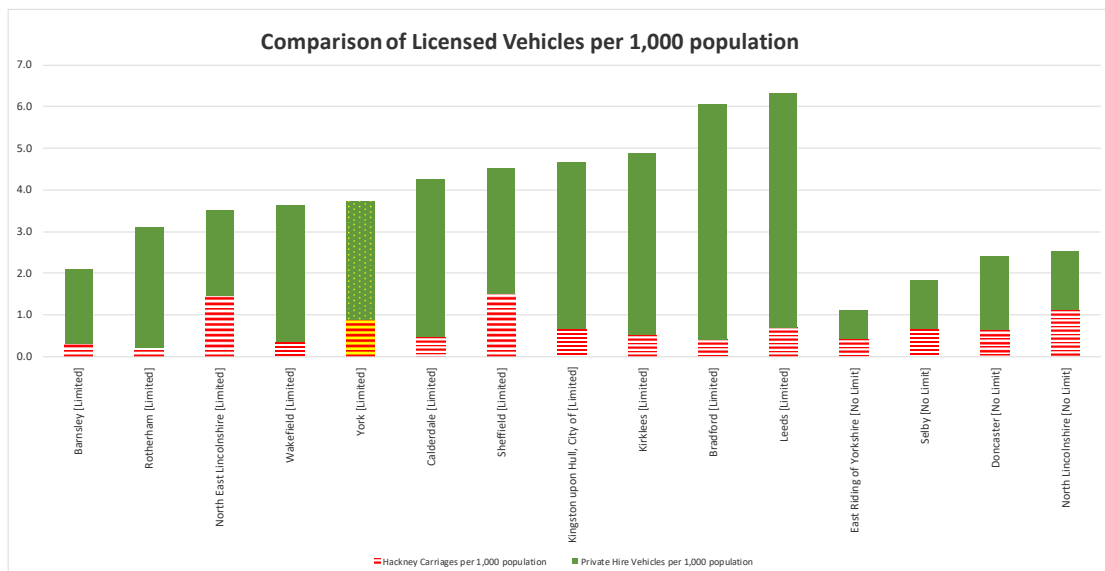


Figure 1 - Comparison of Licensed Vehicles per 1,000 population

Private Hire and Taxi Monthly magazine publish monthly league tables of the fares in Licensing Authorities in the UK. The Tariff 1 fares for a two mile journey (distance costs only) are compared and ranked. The higher the ranking, the more expensive the journey, compared with other authorities. The November 2017 table indicated that the fares in York were ranked 54 out of 368 authorities listed. This suggests that fares in York are more expensive than average.

A comparison of the fares ranking of neighbouring authorities is presented in Table 1

Table 1 - Comparison of Hackney Carriage fares ranks in adjacent authorities

Local Authority	Rank
York	54
Harrogate	62
Selby	178
Ryedale	198
Hambleton	244
East Riding of Yorkshire	298

3 Patent demand measurement (rank surveys)

The active ranks in the survey area were surveyed to determine whether there was any evidence of patent unmet demand. Hackney Carriages are restricted with respect to which ranks they may wait at.

Appendix 2 provides a list of ranks at the time of this current survey.

York ranks

Overview of observations

During the course of our survey, we observed some 9,049 vehicles departing the ranks. Approximately 25% of these vehicles appeared to be wheelchair accessible vehicles.

During the course of the surveys, 4 passengers were observed, who used wheelchairs.

The levels of passenger activity at the ranks were analysed and the graph presented below summarises the profile of activity across all of the ranks.

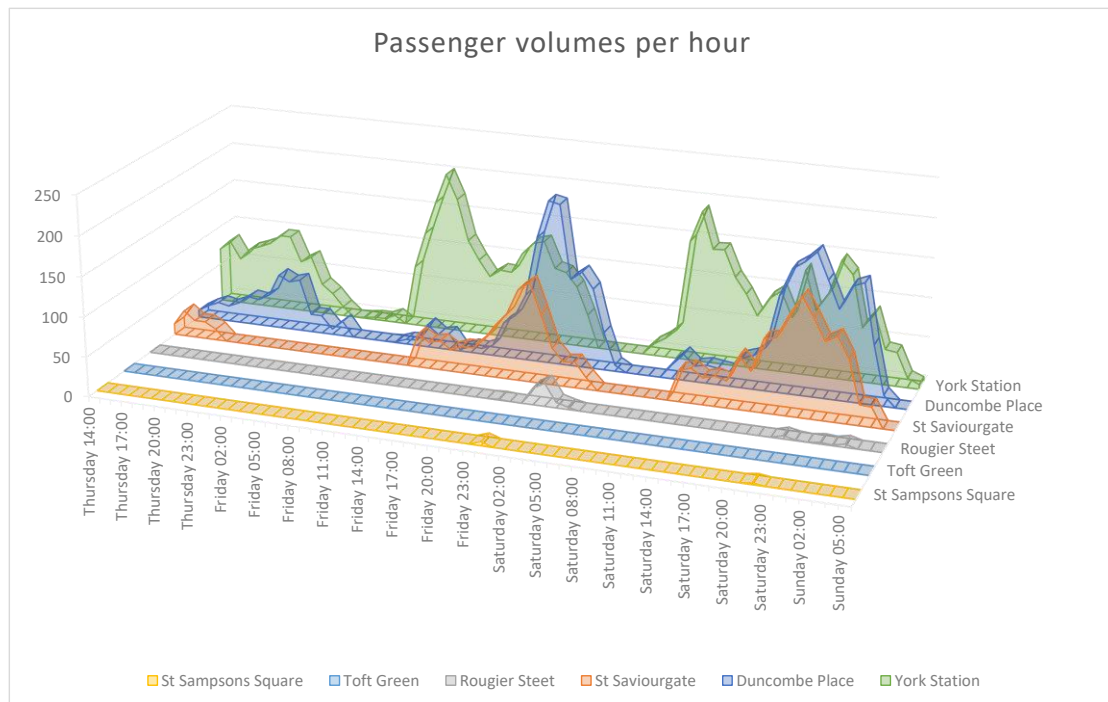


Figure 2 - York passengers through each rank

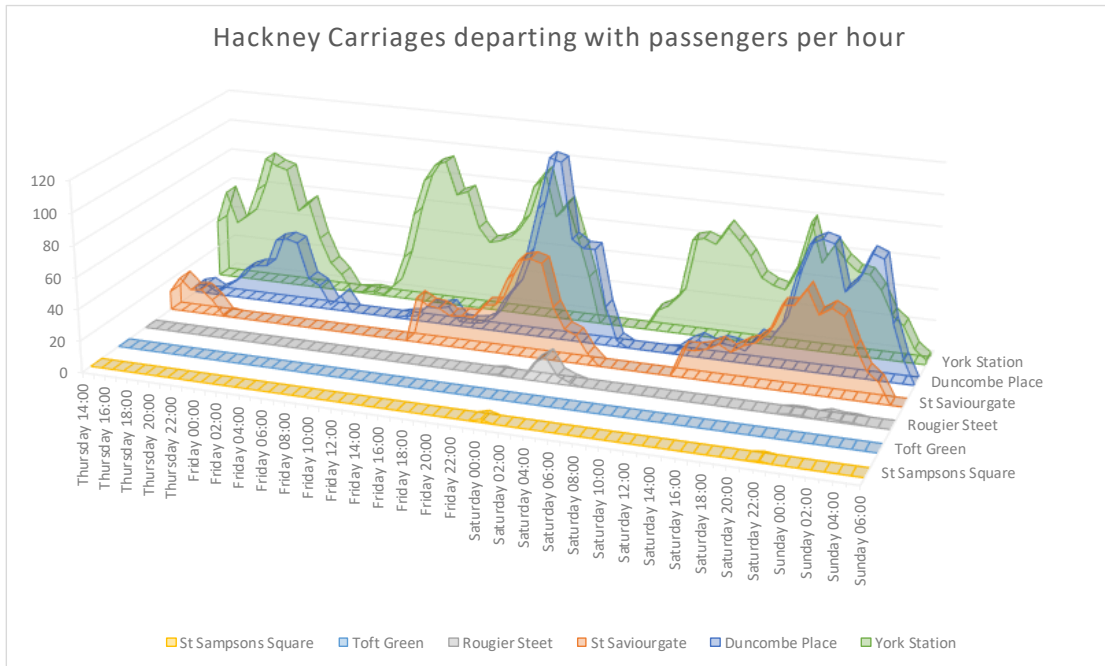


Figure 3 - York Hackney Carriages hired at each rank

The length of time each Hackney Carriage waited at the ranks varied significantly throughout the survey period.

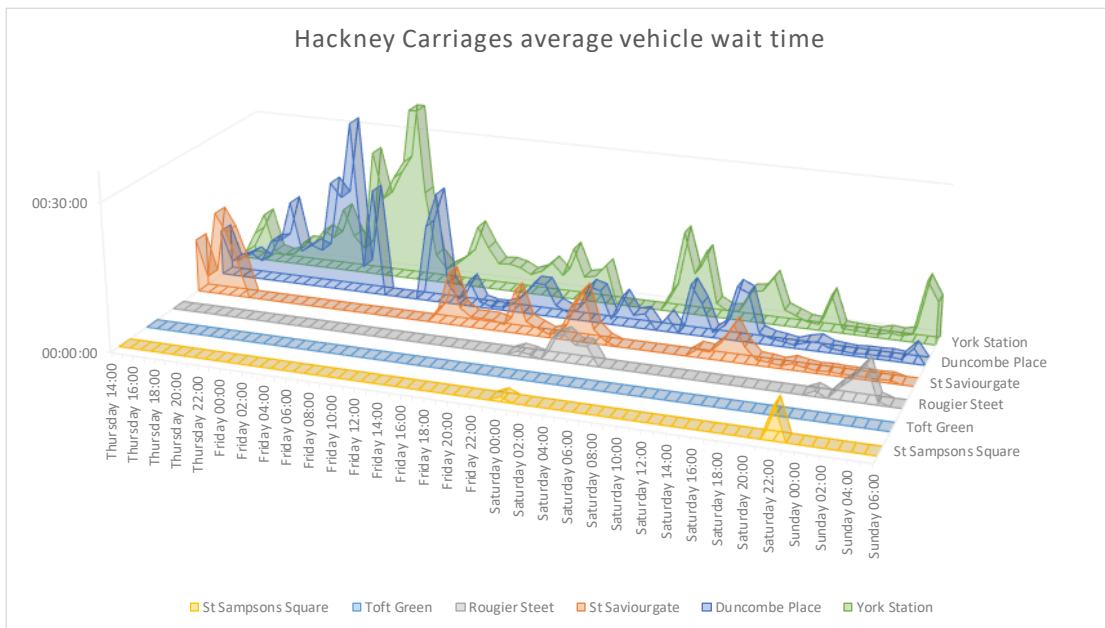


Figure 4 - York Hackney Carriage vehicle average wait time at each rank

Detailed consideration of ranks

St Sampson’s Square

The rank extends around two sides of the square. The rank was observed for the following periods.

- 20:00 to 05:00 on Friday 13th to Saturday 14th October

- 20:00 to 05:00 on Saturday 14th to Sunday 15th October

The rank was virtually unused on both nights surveyed.

Toft Green

The rank is opposite two licensed premises and operates as a night time only rank. The rank was surveyed at the following times:

- 00:00 to 05:00 on Sunday 15th October

The rank was not used by any Hackney Carriages or passengers during the period observed. During the observed period, the rank was generally fully occupied by parked private vehicles. During the observed period, several vehicles were observed dropping passengers outside the Fibbers Club. Several Private Hire Vehicles were observed picking up passengers outside premises along the road. All appeared to have been pre-booked hires.

Rougier Street

The rank operates as a night time only rank and had recently been relocated to the East side of the street, from the previous position across the road. The rank was observed for the following periods.

- 22:00 to 05:00 on Friday 13th to Saturday 14th October
- 22:00 to 05:00 on Saturday 14th to Sunday 15th October

The rank was busiest on Friday night, during the early hours of Saturday morning, with peak activity level of 16 hires per hour. Unusually, the rank was busiest on Friday night, rather than Saturday night.

St Saviourgate

The rank is located along St Saviourgate, in two parts. The rank was observed for the following periods.

- 14:00 to 19:00 on Thursday 12th October
- 13:00 to 05:00 on Friday 13th to Saturday 14th October
- 22:00 to 05:00 on Saturday 14th to Sunday 15th October

The rank was active on Thursday and Friday afternoons, with peak activity of 29 hires per hour. During Saturday afternoon, activity levels were similar, with peak activity at 28 hires per hour.

Activity levels increased significantly on Friday and Saturday night, compared with afternoon levels. Peak activity on Friday night was 63 and the peak on Saturday night was 65 hires per hour.

Duncombe Place

The rank at Duncombe Place is located close to both retail and licensed premises and close to York Minster. As such, we may expect this rank to service retail and tourism related demand as well as demand from the night time economy. The rank was observed for the following periods.

- 14:00 to 07:00 on Thursday 12th to Friday 13th October
- 07:00 to 07:00 on Friday 13th to Saturday 14th October
- 07:00 to 07:00 on Saturday 14th to Sunday 15th October

Daytime activity levels on Thursday and Friday peaked at 12 hires per hour, but were commonly significantly lower for much of the day. On Saturday during the day time, activity peaked at 18 hires per hour.

Night time activity levels were significantly higher than day time levels, on Thursday night, activity peaked at 44 hires per hour. On Friday night, activity peaked at 116 hires per hour and on Saturday night, activity peaked at 84 hires per hour.

York Station

The rank at York Station is located within station property. The rank comprises two parts. The pickup area of the rank is located at the main station entrance, below the entrance portico. Hackney Carriages which are waiting to approach the pickup area, wait within the adjacent station car park. The rank is not open to all York Hackney Carriages. Permission to operate from this rank is limited to Hackney Carriages affiliated with Station Taxis.

The rank was observed for the following periods.

- 14:00 to 07:00 on Thursday 12th to Friday 13th October
- 07:00 to 01:00 on Friday 13th to Saturday 14th October
- 07:00 to 07:00 on Saturday 14th to Sunday 15th October

The station rank was the most consistently busy rank during the daytime on Thursday, Friday and Saturday. Peak daytime activity levels were 58 hires per hour on Thursday, 95 on Friday and 73 on Saturday.

The station rank was also active each night that was observed. Activity levels were similar to day time levels. Peak activity was 84 hires per hour

on Thursday night, 95 on Friday night and 82 hires per hour on Saturday night.

Passenger waiting and number of vehicles operating

The number of waiting passengers during each hour observed is presented in Appendix A. the majority of passengers who had to wait, waited at the Railway Station rank. The Railway Station rank accounted for approximately 57% of all waiting passengers.

The number of vehicles waiting at each rank was assessed. The maximum number waiting, aggregated across all ranks, was 38 Hackney Carriages, observed at 20:35 on Friday evening. The average number of waiting vehicles was calculated for each hour. Using these statistics, together with sample observations of the time taken for vehicles to return to the rank, following a hire, the number of vehicles operating from the ranks can be calculated. The estimate of number of vehicles uses the observed vehicle queues together with the number of hires per hour, divided by the estimated average time taken to return to the rank. The maximum estimated proportion of the fleet operating from all of the ranks, was 58% of the fleet, late on Friday night.

Detailed tables of waiting passenger numbers and Hackney Carriage waiting data, is presented in Appendix A.

Further observations and key features from observation of the York ranks

Occasional passenger waiting was observed during the daytime on Thursday Friday and Saturday afternoons, at Duncombe Place and St Saviourgate ranks. Such occasional waiting is a common feature at ranks with low volumes of use. Typically, a small number of Hackney Carriages may service a rank at quiet times and from time to time, the arrival pattern of passengers at the rank may lead to all of the waiting taxis being hired within a short period and additional arriving passengers having to wait for the Hackney Carriages to return to the rank. During the evenings and at night, the level of use at these ranks increased. Passenger waiting also occurred later at night during busier periods at these ranks and from time to time, short passenger queues formed.

At the Railway Station rank, passenger waiting was observed at various times, including the busiest periods of demand at the station. From time to time, continuous passenger queues formed.

In York the variation in demand was contrary to the classic pattern found in most towns and cities. Normally, demand on a Saturday night would be higher than on a Friday night. However, the reverse was true of York.

The surveys were undertaken over a weekend when there was a race meeting at York Racecourse. The attendance at the racecourse on Friday was approximately 10,000 visitors and on Saturday approximately 20,000 visitors. Feedback from the trade and from other stakeholders indicates that whilst there are frequently events on in York, which affect demand for Hackney Carriages, the occurrence of a meeting at York Racecourse ranks at the highest level of impact and forms the worst case that is likely to occur, on any weekend of the year.

Feedback from the trade with respect to working patterns during a race meeting weekend, varied. There was some indication that drivers responded to increased demand, by working longer hours during the race weekend, as there are more fares available. This can lead to more drivers taking time off during the days after a race meeting, as they have earned more than normal during the race meeting period. There was also some counter indication that some drivers take time off during a race meeting, to attend the races and also to avoid increased congestion in the city centre. The consensus of opinion from all sources was that the levels of demand were exceptional during the weekend surveyed, owing to the race meeting. Therefore, the results of the rank surveys should be assessed with this factor in mind.

4 General public views

It is very important that the views of people within the area are obtained about the service provided by Hackney Carriage and private hire. A key element which these surveys seek to discover is whether people have given up waiting for Hackney Carriages at ranks (the most readily available measure of latent demand). However, the opportunity is also taken with these surveys to identify the overall usage and views of Hackney Carriage and Private Hire Vehicles within the study area, and to give chance for people to identify current issues and factors which may encourage them to use licensed vehicles more.

Such surveys can also be key in identifying variation of demand for licensed vehicles across an area, particularly if there are significant areas of potential demand without ranks, albeit in the context that many areas do not have places apart from their central area with sufficient demand to justify Hackney Carriages waiting at ranks.

Surveys of the public were undertaken throughout the licensed area. A total of 200 interviews were undertaken.

The results of the surveys were as follows:

York public attitude survey results

Interviewees were asked if they had used a licensed vehicle in the last three months in the area. 80% said they had and 20%, of the interviewees asked said they had not made a trip in the last three months.

Interviewees told us what kind of vehicle was used in their last trip. The most commonly used vehicle was a saloon car (66%), followed by a minibus/people carrier (20%) and wheelchair accessible vehicles (4%). 10% of people asked could not recall the type of vehicle used.

It is common for members of the public to mis-understand the differences in the way in which Hackney Carriages and Private Hire Vehicles may be hired. It is important when assessing the results of the public attitude survey, to establish the level of understanding of these differences. Therefore, respondents were asked about the way in which different licensed vehicles may be hired.

63.5% of respondents could correctly identify the differences between Hackney Carriages and Private Hire Vehicles, while 11% could not describe the differences accurately. 25.5% did not know.

The public told us the way they obtained their most recent licensed vehicle. The majority, 50%, hired by using a telephone, 41% obtain a vehicle from a rank, 6.5% hired a taxi using an app, just 1.5% hailed a taxi on the street, 1% used a freephone to hire a licensed vehicle and one respondent had never used a taxi.

The public were asked if they were satisfied with the service they received, in terms of time to arrive and journey time. The majority (98.5%) were satisfied and just 1.5% said they were not satisfied.

Interviewees were asked if Hackney Carriage services in York could be improved, most (76.7%) said no and of those 23.3% that said yes, they listed the following improvements they would like to see:

Q7. WHAT IMPROVEMENTS WOULD YOU LIKE TO SEE?	YORK	
BETTER NIGHT RANKS	1	3.57%
BETTER RELIABILITY	1	3.57%
IMPROVED DRIVING SKILLS	1	3.57%
LESS OVER RANKING	2	7.14%
MORE TAXIS AVAILABLE AT STATION RANK	4	14.29%
MORE RANK IN TOWN CENTRE	3	10.71%
MORE VEHICLES AVAILABLE	7	25.00%
CHEAPER FARES	6	21.43%
SHORTER WAITING TIMES	2	7.14%
PUBLICISE RANK LOCATIONS	1	3.57%
TOTAL	28	100.00%

Respondents were asked how they would rate the vehicle quality of their most recent trip. Results were:

Q8A. FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE VEHICLE QUALITY (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	0	0.00%
2	1	0.50%
3	10	5.00%
4	119	59.50%
5	70	35.00%
TOTAL	200	100.00%

Respondents were asked how they would rate the driver in regard to their most recent trip. Results were:

Q8B. FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE DRIVER (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	0	0.00%
2	2	1.00%
3	17	8.50%
4	104	52.00%
5	77	38.50%
TOTAL	200	100.00%

Respondents were asked how they would rate the price of their most recent trip. Results were:

Q8C. FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE PRICE (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	3	1.50%
2	7	3.50%
3	57	28.50%
4	104	52.00%
5	29	14.50%
TOTAL	200	100.00%

Respondents were asked how they would rate the customer service of their most recent trip. Results were:

Q8D. FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE CUSTOMER SERVICE (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	0	0.00%
2	1	0.50%
3	17	8.50%
4	116	58.00%
5	66	33.00%
TOTAL	200	100.00%

For aspects which were rated poor or neutral, reasons for these ratings were:

- To expensive (70%)
- Irregularity between fares of Hackney Carriage companies (10%)
- Poor vehicles (10%)
- Moody Drivers (10%)

98.5% of respondents felt safe using taxis during the day (before 6pm), just 1% did not know and 1 respondent felt safe at times. A slightly lower 83.5% felt safe using taxis during the night (after 6pm), while 10.5% did not know how they felt, 4.5% felt safe at times and 1.5% did not feel safe using taxis at night.

Of those who did not feel safe using taxis, at any point of the day, mentioned the following would make them feel safer:

- Pre book taxi for record of journey (45%)
- Cameras in all taxis (10%)
- Know the company well (10%)
- More female drivers (10%)
- Rank stewardship (10%)
- No more Uber operating in the area (5%)
- Improved driving skills (5%)
- Travelling companion (5%)

The public were asked if there is a location in York where they would like to see a new rank. Just over half (51.7%) said no there is not, 35.3% said

they did not know and 13% said yes there was. The following were suggested for new rank locations:

Q13B. IF YOU SELECTED 'YES' TO Q13A, PLEASE TELL US WHERE YOU WOULD LIKE TO SEE THE NEW RANK?	YORK	
CILFFORD TOWER	1	3.70%
DEAN COURT	1	3.70%
LONG STAY CAR PARK	1	3.70%
M&S	8	29.63%
MICKLEGATE	1	3.70%
NIGHT CLUB AREA	2	7.41%
NEW STREET	1	3.70%
PICCADILLY	2	7.41%
SALVATION	1	3.70%
STATION	1	3.70%
STONEBOW HOUSE	1	3.70%
THEATRE	1	3.70%
TOFT GREEN	1	3.70%
TOWN CENTRE	3	11.11%
MINSTER	2	7.41%
TOTAL	27	100.00%

Respondents were asked if they had ever given up or made alternative arrangements for obtaining a Hackney Carriage at a rank or by hailing. For those respondents who indicated that they had given up or made alternative arrangements, we asked where this occurred. This location aids validation of locations for rank based hire, i.e. to check that the locations are valid rank locations, rather than other locations and related to a telephone booking.

18.5% of respondents indicated valid responses regarding haven given up trying to hire a Hackney Carriage. The majority of these related to the railway station. If we exclude the railway station, the proportion who had given up was 6%. These statistics are used as indicators of latent unmet demand when calculating the Index of Significant Unmet Demand.

In addition to questions regarding giving up waiting for a Hackney Carriage at a rank or by hailing, respondents were also asked if they had given up trying to hire a Hackney Carriage by telephone. As the market for telephone booking can be serviced by Private Hire Vehicles, which are not limited, this statistic does not contribute to the assessment of latent unmet demand. However the statistic is collected in order to compare with the rank and hailing statistic. Those who indicated they had given up waiting or given up trying to hire a Hackney Carriage by telephone was 6.5%.

Finally, the respondents were asked their age and gender which are represented in the following tables:

Q18. GENDER?	YORK	
MALE	85	42.29%
FEMALE	116	57.71%
TOTAL	201	100.00%

Q29. AGE?	YORK	
UNDER 30	79	39.30%
30 - 55	60	29.85%
55 +	62	30.85%
TOTAL	201	100.00%

Online public consultation

A questionnaire was published online, to offer the general public an opportunity to provide views of licensed vehicle service provision. The feedback from such questionnaires needs to be treated with some caution, as often the incentive for completing such a questionnaire is that it is regarded as an opportunity to make a complaint. Notwithstanding this caution, there is much useful information which can be gained from online consultation of this type.

A total of 25 responses were received from members of the public. 96% of respondents indicated that they had used a licensed vehicle in the last three months.

Respondents were asked which type of vehicle they used during their last taxi trip. The most commonly used vehicle (84%) was a Saloon car, with minibus/people carrier and wheelchair accessible taxi vehicle with 4% of respondents using these as their most recent vehicle. 2 respondents did not recall their vehicle type.

Respondents were asked how they obtained their most recent trip by Hackney Carriage or Private Hire. 41.7% hired their vehicle from a rank, 58.3% obtained their vehicle by telephoning or using a mobile app.

The public were asked if they were satisfied with the service they received, in regards to time taken and promptness. The majority were (70.8%), while 29.2% were not happy.

Interviewees were asked to list all the ways in which a Private hire Vehicle may be hired. 20% indicated an invalid method of obtaining a Private Hire Vehicle.

Less than half (28%) of respondents said that Hackney Carriages could not be improved, but 72% of respondents said Hackney Carriage services could be improved. Improvements suggested are:

- Lower pricing
- More taxis ranks
- Less racism
- Be more professional
- More availability at peak times
- Stop when hailed on street
- Stop complaining about Uber
- Drivers to wear seatbelts

Respondents were asked how they would rate the vehicle quality of their most recent trip. Results were:

FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE VEHICLE QUALITY (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	1	4.00%
2	0	0.00%
3	13	52.00%
4	7	28.00%
5	4	16.00%
TOTAL	25	100.00%

Respondents were asked how they would rate the driver of their most recent trip. Results were:

FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE DRIVER (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	1	4.00%
2	2	8.00%
3	11	44.00%
4	6	24.00%
5	5	20.00%
TOTAL	25	100.00%

Respondents were asked how they would rate the price of their most recent trip. Results were:

FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE PRICE (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	7	28.00%
2	3	12.00%
3	10	40.00%
4	4	16.00%
5	1	4.00%
TOTAL	25	100.00%

Respondents were asked how they would rate the customer service of their most recent trip. Results were:

FOR YOUR MOST RECENT TRIP, HOW WOULD YOU RATE THE CUSTOMER SERVICE (1 BEING VERY POOR, 5 BEING VERY GOOD)?	YORK	
1	1	4.00%
2	1	4.00%
3	11	44.00%
4	9	36.00%
5	3	12.00%
TOTAL	25	100.00%

Aspects, from all mentioned areas, which the interviewees rated as poor were, taxis turning up late and most commonly taxis too expensive in York.

88% of respondents felt safe using taxis during the day (before 6pm), 8% felt safe at times and 4% did not feel safe using taxis during the day. A slightly lower 84% felt safe using taxis during the night (after 6pm), while 4% did not feel safe using taxis at this time and 12% felt safe at times.

Those respondents who did not feel safe suggested the following would make them feel safer:

- Not using Uber
- Better standard of driving

The public were asked if there are any new locations where they would like to see taxis ranks. Over half (56%) said there were not, 32% didn't know and 12% said they would like to see ranks at the Barbican centre, Coney Street, Parliament Street and more in town in general.

Finally, other comments the respondents had were:

- They use Uber, as the prices are lower than local companies. They feel this is their only option as the local companies prices are too high, but they would prefer not to use Uber as they don't like their concept.
- Multiple comments regarding taxi fares being too high.
- One respondent would like more Uber cars.
- One interviewee claims the demand is not being met
- One comment suggested banning non York registered Uber drivers from operating in York.
- One member of the public is pleased with the taxi services, saying the Hackney Cabbies do a great job.

5 Key stakeholder consultation

The following key stakeholders were contacted in line with the recommendations of the BPG:

- Supermarkets
- Hotels
- Individual pubs / night clubs
- Other entertainment venues
- Restaurants
- Hospitals
- Police
- Disability representatives
- Rail operators
- Other council contacts within all relevant local councils

Comments received have been aggregated below to provide an overall appreciation of the situation at the time of this survey. There were no specific cases or stakeholders with comments. The comments provided in the remainder of this Chapter are the views of those consulted, and not that of the authors of this report.

Our information was obtained by telephone, email or letter as appropriate. The list contacted includes those suggested by the Council, those drawn from previous similar surveys, and from general internet trawls for information. Our target stakeholders are as far as possible drawn from across the entire licensing area to ensure the review covers the full area and not just specific parts or areas.

For the sake of clarity, we cover key stakeholders from the public side separately to those from the licensed vehicle trade element, whose views are summarized separately in the following Chapter.

Supermarkets

Feedback from supermarkets indicated that Freephones in the supermarkets, or mobile phones were generally used to book travel by licensed vehicles. None of the representatives contacted were aware of any notable issues with the availability of licensed vehicles for customers. Some of the customer service desks did occasionally phone a private hire company for customers.

Hotels

None of the hotels contacted indicated that they had a Freephone facility for any particular private hire company. However, some did say that they worked with or had an account with a Private Hire Operators. No hotels indicated that there were any issues with availability of licensed vehicles.

Public houses

A selection of public houses were contacted by telephone to seek their views on the availability of licensed vehicles. All indicated that customers generally managed to obtain a vehicle when they needed one. At closing time, there can sometimes be a longer wait time for a vehicle. None of the respondents indicated that they were aware of any complaints by customers that there were any persistent problems with availability of or level of service provided by licensed vehicles. Not all respondents were fully aware of whether customers used nearby ranks, or booked a vehicle by phone. Generally there was no feedback to suggest people were grumbling about availability.

Night clubs

No issues were identified by any of the clubs contacted.

Other entertainment venues

No issues identified. Few venues had any awareness of what public transport modes visitors used.

Restaurants

No issues identified.

Hospitals

Freephone generally used if required. Licensed vehicles frequently set down and pick up from the hospital. Generally understood that patients pre-book most trips.

Police

No responses received.

Disability

No issues identified by disability group representatives. Care homes contacted indicated that they can relatively easily book vehicles as and when required and no problems with arranging return travel.

Rail and other transport operators

No response was received from the railway operator. However, rail station staff indicated that there were always taxis coming in to pick up passengers. However, after some trains, the number of passengers could take all of the waiting taxis and those passengers who arrived last at the rank, may have to wait for more taxis to arrive at the rank.

Other Council contacts

No feedback received.

Businesses

Feedback was limited. It was felt that availability was generally good, with occasions when passengers had to wait at busy times. The drivers and vehicles were generally well regarded and were generally good ambassadors for York.

6 Trade stakeholder views

The BPG encourages all studies to include 'all those involved in the trade'. There are a number of different ways felt to be valid in meeting this requirement, partly dependent on what the licensing authority feel is reasonable and possible given the specifics of those involved in the trade in their area.

For this survey, a consultation day workshop was held with representatives from the licensed vehicle trades in York. In addition to the workshop session, an open invitation was made for members of the trade to provide any views they had. Input was received from several members of the trade, in addition to views aired during the workshop meeting.

The following views were provided by members of the trade and are not the opinion of LVSA.

A commonly identified issue was a perception amongst the trade that a large number of 'out of town' licensed vehicles were operating in York, as Private Hire Vehicles. Many of these vehicles operate under the Uber brand. It was alleged that some of the Private Hire Vehicles have been observed plying for hire.

It was felt by some that a perceived influx of Uber vehicles has had an impact on both the Hackney Carriage and Private Hire trades in York.

A significant proportion of the Hackney Carriage fleet cannot access the Railway Station rank. This is the busiest rank, especially during the day time. The Railway Station is a private rank operated by Station Taxis under an agreement with the railway operator. The view was expressed that as Station Taxis fulfil private hire bookings, albeit with Hackney Carriages, this can lead to some Hackney Carriages being sent to other locations to pick up, instead of servicing the Railway Station rank. This practice can lead to passenger queues forming at the Railway Station rank, as the Hackney Carriages are booked on other jobs.

Many elderly passengers don't like wheelchair accessible vehicles as they find them difficult to get in and out and uncomfortable to sit in, on journeys. They often prefer saloon type vehicles.

Student 'pick ups' affect the trade as students arrange to pick up other students after a night out, for payment. Often arranged through social media.

There is a perceived lack of enforcement by licensing staff. With little visible 'policing' of the ranks and activity outside night spots by Private Hire Vehicles, it was felt that some Private Hire Vehicles have been waiting near clubs and busy ranks and accepting walk up hires without pre-booking.

Parked vehicles on the Toft Green rank means that this rank cannot be used to service the nearby licensed premises.

There is some frustration regarding lack of availability of Hackney Carriage plates for some drivers. The view was expressed that additional plates should be issued, but limited to wheelchair accessible vehicles and limited to licensed drivers who don't already hold a plate.

Comments relating to the timing of the rank survey

The rank surveys were undertaken from Thursday 12th October to Sunday 15th October 2017. This coincided with the final race meeting of the year at York Race Course.

Various comments received indicated that the level of demand at this period was significantly higher than a normal weekend. Whilst there are many events in York throughout the year, it is widely recognised that the impact of a race meeting is generally higher than for other events.

There were differing opinions regarding how the trade responded to the additional demand generated by a race weekend. Some indications were that some drivers would work significantly longer hours during the Friday and Saturday. Having earned additional income over the weekend, drivers may then take a couple of days off early in the following week. Other suggestions indicated that some drivers preferred to not work during a race meeting, as they would prefer to avoid the congestion which the event generated on city roads.

There was a suggestion that if the results of the rank surveys from the race weekend were used, they were not likely to be representative of normal circumstances, and some comparison observations over a neutral weekend should also be collected, to illustrate the likely range of conditions encountered by the trade.

There was a consensus of opinion that the timing of the survey reflected a worst case stress test of the trade's ability to cope with demand.

7 Evaluation of unmet demand and its significance

It is first important to define our specific view about what constitutes unmet demand. Our definition is when a person turns up at a Hackney Carriage rank and finds there is no vehicle there available for immediate hire. This normally leads to a queue of people building up, some of who may walk off, whilst others will wait till a vehicle collects them. Later passengers may well arrive when there are vehicles there, but because of the queue will not obtain a vehicle immediately.

There are other instances where queues of passengers can be observed at Hackney Carriage ranks. This can occur when the level of demand is such that it takes longer for vehicles to move up to waiting passengers than passengers can board and move away. This often occurs at railway stations, but can also occur at other ranks where high levels of passenger arrivals occur. We do not consider this is unmet demand, but geometric delay and although we note this, it is not counted towards unmet demand being significant.

The industry standard index of the significance of unmet demand (ISUD) was initiated at the time of the introduction of section 16 of the 1985 Transport Act as a numeric and consistent way of evaluating unmet demand and its significance. The ISUD methodology was initially developed by a university and subsequently adopted by consultants undertaking the surveys made necessary to enable authorities to retain their limit on Hackney Carriage vehicle numbers. The index has been developed over time to take into account various court challenges. It has now become accepted as the industry standard test of if identified unmet demand is significant.

The index is a statistical guide derived to evaluate if observed unmet demand is in fact significant. However, its basis is that early tests using first principles identified based on a moderate sample suggested that the level of index of 80 was the cut-off above which the index was in fact significant, and that unmet demand therefore was such that action was needed in terms of additional issue of plates to reduce the demand below this level, or a complete change of policy if it was felt appropriate. This level has been accepted as part of the industry standard. However, the index is not a strict determinant and care is needed in providing the input samples as well as interpreting the result provided. However, the index has various components which can also be used to understand what is happening in the rank-based and overall licensed vehicle market.

ISUD draws from several different parts of the study data. Each separate component of the index is designed to capture a part of the operation of the

demand for Hackney Carriages and reflect this numerically. Whilst the principal inputs are from the rank surveys, the measure of latent demand comes from the public on-street surveys, and any final decision about if identified unmet demand is significant, or in fact about the value of continuing the current policy of restricting vehicle numbers, must be taken fully in the context of a careful balance of all the evidence gathered during the survey process.

The present ISUD calculation has two components which both could be zero. In the case that either are zero, the overall index result is zero, which means they clearly demonstrate there is no unmet demand which is significant, even if other values are high.

The first component which can be zero is the proportion of daytime hours where people are observed to have to wait for a Hackney Carriage to arrive. The level of wait used is ANY average wait at all within any hour. The industry definition of these hours varies, the main index user counts from 10:00 to 18:00 (i.e. eight hours ending at 17:59). The present index is clear that unmet demand cannot be significant if there are no such hours. The only rider on this component is that the sample of hours collected must include a fair element of such hours, and that if the value is non-zero, review of the potential effect of a wider sample needs to be considered.

The other component which could be zero is the test identifying the proportion of passengers which are travelling in any hour when the average passenger wait in that hour is greater than one minute.

If both of these components are non-zero, then the remaining components of the index come into play. These are the peakiness factor, the seasonality factor, average passenger delay, and the latent demand factor.

Average passenger delay is the total amount of time waited by all passengers in the sample, divided by the total number of passengers observed who entered Hackney Carriages.

The seasonality factor allows for the undertaking of rank survey work in periods which are not typical, although guidance is that such periods should normally be avoided if possible particularly as the impact of seasons may not just be on the level of passenger demand, but may also impact on the level of supply. This is particularly true in regard to if surveys are undertaken when schools are active or not.

Periods when schools are not active can lead to more Hackney Carriage vehicles being available whilst they are not required for school contract work. Such periods can also reduce Hackney Carriage demand with people away on holiday from the area. Generally, use of Hackney Carriages is higher in December in the run-up to Christmas, but much lower in January, February and the parts of July and August when more people are likely to

be on holiday. The factor tends to range from 0.8 for December to 1.2 for January / February.

There can be special cases where summer demand needs to be covered, although high peaks for tourist traffic use of Hackney Carriages tend not to be so dominant at the current time, apart from in a few key tourist authorities.

The peakiness factor is generally either 1 (level demand generally) or 0.5 (demand has a high peak at one point during the week). This is used to allow for the difficulty of any transport system being able to meet high levels of peaking. It is rarely possible or practicable for example for any public transport system, or any road capacity, to be provided to cover a few hours a week.

The latent demand factor was added following a court case. It comes from asking people in the on-street questionnaires if they have ever given up waiting for a Hackney Carriage at a rank in any part of the area. This factor generally only affects the level of the index as it only ranges from 1.0 (no-one has given up) to 2.0 (everyone says they have). It is also important to check that people are quoting legitimate Hackney Carriage rank waits as some, despite careful questioning, quote giving up waiting at home, which must be for a Private Hire Vehicle (even if in Hackney Carriage guise as there are few private homes with taxi ranks outside).

The ISUD index is the result of multiplying each of the components together and benchmarking this against the cut-off value of 80. Changes in the individual components of the index can also be illustrative. For example, the growth of daytime hour queueing can be an earlier sign of unmet demand developing than might be apparent from the proportion of people experiencing a queue particularly as the former element is based on any wait and not just that averaging over a minute. The change to a peaky demand profile can tend towards reducing the potential for unmet demand to be significant.

Finally, any ISUD value must be interpreted in the light of the sample used to feed it, as well as completely in the context of all other information gathered. Generally, the guide of the index will tend not to be overturned in regard to significant unmet demand being identified, but this cannot be assumed to be the case – the index is a guide and a part of the evidence.

York ISUD value encompassing results from all rank surveys

For the 2017 survey in, York, average passenger delay was 0.90 minutes (54 seconds).

Passenger waiting was observed in 15.94% of off peak periods.

32.10% of passengers travelled in hours when there was an average wait of over a minute.

The demand profile did exhibit highly peaked demand, resulting in a factor of 0.5 being used.

The seasonal factor is 1.0.

The latent demand factor was 1.185.

Table 2 ISUD Components

ISUD component	2017	2014
Average passenger delay	0.90	1.02
Off peak hours with notable queues(3 or more people)	15.94	4
% of passengers travelling in hours with average queue over a minute	32.10	9.34
Seasonal factor	1.0	1.0
Peak factor	0.5	1.0
Latent demand factor	1.185	1.114
Overall ISUD index estimate	272.7	42

The resultant ISUD value of **272.7** is greater than the value of 80 that would suggest the observed unmet demand might be significant. Consequently, this suggests that there is **significant unmet demand**.

It was noted that the majority of passenger waiting, in terms of aggregate passenger waiting minutes, occurred at the Railway Station rank. This rank is a private rank and not all drivers are permitted to operate from this rank. If the number of Hackney Carriage plates were to be increased, this would have no direct effect on the number of Hackney Carriages which are permitted to operate at the Railway Station rank. Therefore, it may be the case that the limit on the number of Hackney Carriages which are permitted to operate from the Railway Station rank has given rise to a level of unmet demand which is significant. In such cases it is prudent to test the level of unmet demand across all public ranks and excluding ranks with a limit. Therefore we have also undertaken the ISUD analysis across all ranks excluding the Railway Station rank.

York ISUD value excluding results from the Railway Station rank

Table 3 - ISUD Components, excluding Railway Station

ISUD component	2017
Average passenger delay	0.41
Off peak hours with notable queues(3 or more people)	11.1

% of passengers travelling in hours with average queue over a minute	28.88
Seasonal factor	1.0
Peak factor	0.5
Latent demand factor	1.06
Overall ISUD index estimate	70.3

The resultant ISUD value of **70.3** is lower than the value of 80 that would suggest the observed unmet demand might be significant. Consequently, this suggests that there is **no significant unmet demand** across all public ranks.

ISUD conclusions

There was evidence of passenger waiting at public ranks. The degree to which passengers had to wait has been analysed in the context of all passengers travelling in all time periods. On public ranks the Hackney Carriage fleet was generally able to address demand at peak times, for the majority of passengers. However, at the Railway Station, observed passenger waiting occurred more frequently than at the public ranks and for longer periods.

Issues relating to supply were focussed on the Railway Station rank, which is constrained by the limit applied to the number of Hackney Carriages which may operate from this rank.

8 Summary and study conclusions

Public perception of availability of Hackney Carriages identified constraints at the Railway Station. The level of latent unmet demand was gauged by the proportion of members of the public who had given up waiting for a Hackney Carriage at rank or by hailing and made other arrangements. The level in York was higher than the value derived in most unmet demand surveys. However, the latent unmet demand was focussed primarily on the Railway Station rank. The level of latent unmet demand at other ranks in York was within normal levels expected when the demand is generally satisfied by the level of available Hackney Carriages.

There was a strong consensus of opinion that the levels of demand for Hackney Carriages increases significantly, when York Racecourse hosts a race meeting. Therefore we can assume with some confidence that the rank surveys were conducted during a period which reflects the worst case scenario for high demand and the ability of the Hackney Carriage fleet to service that demand.

The restriction regarding which Hackney Carriages may service the Railway Station rank places an additional constraint on availability of Hackney Carriages, over and above the limit to overall fleet size. As such, it is prudent to assess the level of unmet demand over the public ranks, excluding any which are limited. In York, there is only one limited rank.

At public ranks, there is **no significant unmet demand**.

Public and stakeholder opinion on the general appearance and professionalism of the Hackney Carriage fleet is generally good. Members of the public feel safe using Hackney Carriages.

The level of service at the Railway Station was not rated as highly as the city as a whole, based on the levels of latent unmet demand and the identification of any issues, by a minority of members of the public.

Anecdotal feedback suggests that some of the Hackney Carriages which are entitled to work from the Railway Station rank may be assigned to service pre-booked hires from time to time. This has had the effect of diluting availability of Hackney Carriages at the Railway Station. As a restricted rank, it could be argued that it is for the taxi booking office and the railway operator to address any availability issues at the restricted rank. Any limit to availability at this rank is likely to encourage potential passengers to seek alternatives such as Uber or other local Private Hire firms. The high level of latent unmet demand indicated at the railway station suggests that there is an expectation amongst some travellers that there will frequently be a wait for a taxi at the station rank. Therefore, booking a Private Hire trip, from the train, prior to arrival is likely to become a more attractive option. This is especially so if the perceived reliability of pre-booked hires is greater

than the perceived reliability of obtaining a Hackney Carriage from the Railway Station rank.

There were few issues identified through the data collected from the survey. The most prevalent issues raised by the trade was an influx of out of area licensed vehicles, including Uber branded vehicles. The public perception of poor service at the Railway Station rank may help to sustain and fuel growth of Private Hire services at the expense of Hackney Carriage provision.

Public and stakeholder perception of the Hackney Carriage fleet was generally good, with the exception of availability at the Railway Station.

9 Recommendations

On the basis of the evidence gathered, our key conclusion is that there is that under extreme conditions, the Hackney Carriage fleet catered for the levels of demand which were evident. Across the public ranks the Index of Significant Unmet Demand (ISUD) was below the threshold which would suggest it was significant. It is considered likely that on a 'normal busy weekend' the ISUD value would be lower still.

It is concluded that there is **no significant unmet demand**.

Whilst the licensing authority are free to choose to retain or remove a limit on Hackney Carriage licenses and to set a limit at whatever level they see fit, the conclusion of this report is that there is no need to issue more licenses to satisfy current levels of demand.

Appendix A Rank Survey Data

York ranks, total passengers

The total number of passengers using each rank, during each hour, is summarised in the following table. The total includes both those passengers who arrived at the ranks and hired a waiting Hackney Carriage immediately and those passengers who arrived at a rank and had to wait for a Hackney Carriage to arrive at the rank and pick up waiting passengers.

Total passengers							
Hour Beginning	Duncombe Place	St Saviourgate	Rougier Steet	St Sampsons Square	Toft Green	York Station	Aggregated across all ranks
Thursday 14:00	9	14				70	93
Thursday 15:00	17	33				83	133
Thursday 16:00	23	22				60	105
Thursday 17:00	20	22				75	117
Thursday 18:00	26	14				80	120
Thursday 19:00	36					86	122
Thursday 20:00	34					98	132
Thursday 21:00	42					98	140
Thursday 22:00	70					66	136
Thursday 23:00	63					74	137
Friday 00:00	67					39	106
Friday 01:00	23					28	51
Friday 02:00	23					12	35
Friday 03:00	7						7
Friday 04:00	19					1	20
Friday 05:00						3	3
Friday 06:00						3	3
Friday 07:00						9	9
Friday 08:00							
Friday 09:00	1					78	79
Friday 10:00	6					124	130
Friday 11:00	7					166	173
Friday 12:00	29					204	233
Friday 13:00	18	42				173	233
Friday 14:00	21	34				121	176
Friday 15:00	2	37				97	136
Friday 16:00	8	28				77	113
Friday 17:00	7	34				87	128
Friday 18:00	13	34				86	133
Friday 19:00	44	47				112	203
Friday 20:00	55	67				127	249
Friday 21:00	84	83				131	298
Friday 22:00	159	115	1			98	373
Friday 23:00	207	126				94	427
Saturday 00:00	204	88		5		77	374
Saturday 01:00	111	47	21			42	221
Saturday 02:00	122	31	29				182
Saturday 03:00	102	33	7				142
Saturday 04:00	48	15	3				66
Saturday 05:00	8						8
Saturday 06:00							
Saturday 07:00						15	15
Saturday 08:00						24	24
Saturday 09:00						37	37
Saturday 10:00	18					153	171
Saturday 11:00	33					192	225
Saturday 12:00	20	40				146	206
Saturday 13:00	23	44				147	214
Saturday 14:00	21	34				114	169
Saturday 15:00	19	38				94	151
Saturday 16:00	38	34				68	140
Saturday 17:00	43	67				92	202
Saturday 18:00	55	50				103	208
Saturday 19:00	122	92				71	285
Saturday 20:00	157	95				133	385
Saturday 21:00	167	125				84	376
Saturday 22:00	181	149	4	2		106	442
Saturday 23:00	148	125	1			150	424
Sunday 00:00	114	98				134	346
Sunday 01:00	144	106	2			69	321
Sunday 02:00	150	80	1			89	320
Sunday 03:00	75	26	4			45	150
Sunday 04:00	14	25				43	82
Sunday 05:00						12	12
Sunday 06:00						6	6

York ranks, total Hackney Carriages departing with passengers

The number of Hackney Carriages which departed from each rank with passengers on board, is summarised for each hour. The totals exclude Hackney Carriages which waited at the ranks but which left the ranks empty, without having picked up any passengers.

Total Hackney Carriages departing with passengers							
Hour Beginning	Duncombe Place	St Saviourgate	Rougier Steet	St Sampsons Square	Toft Green	York Station	Aggregated across all ranks
Thursday 14:00	4	12				37	53
Thursday 15:00	6	22				58	86
Thursday 16:00	2	15				38	55
Thursday 17:00	6	16				44	66
Thursday 18:00	11	10				62	83
Thursday 19:00	20	1				84	105
Thursday 20:00	23					80	103
Thursday 21:00	24					78	102
Thursday 22:00	42					51	93
Thursday 23:00	44					58	102
Friday 00:00	42					34	76
Friday 01:00	19					18	37
Friday 02:00	15					11	26
Friday 03:00	3						3
Friday 04:00	10					1	11
Friday 05:00						2	2
Friday 06:00						1	1
Friday 07:00						8	8
Friday 08:00						28	28
Friday 09:00						58	58
Friday 10:00	2					81	83
Friday 11:00	3					92	95
Friday 12:00	10					95	105
Friday 13:00	10	29				74	113
Friday 14:00	12	25				77	114
Friday 15:00	3	24				54	81
Friday 16:00	3	20				45	68
Friday 17:00	4	21				47	72
Friday 18:00	8	21				51	80
Friday 19:00	21	30				62	113
Friday 20:00	31	31				85	147
Friday 21:00	52	48				95	195
Friday 22:00	83	61	1			67	212
Friday 23:00	116	63				77	256
Saturday 00:00	114	61		2		54	231
Saturday 01:00	66	34	11			30	141
Saturday 02:00	61	21	16				98
Saturday 03:00	61	18	5				84
Saturday 04:00	25	7	2				34
Saturday 05:00	4						4
Saturday 06:00							
Saturday 07:00						13	13
Saturday 08:00						17	17
Saturday 09:00						25	25
Saturday 10:00	1					62	63
Saturday 11:00	7					64	71
Saturday 12:00	11	18				61	90
Saturday 13:00	8	18				73	99
Saturday 14:00	11	20				65	96
Saturday 15:00	10	24				56	90
Saturday 16:00	8	20				43	71
Saturday 17:00	18	25				39	82
Saturday 18:00	17	28				37	82
Saturday 19:00	28	35				53	116
Saturday 20:00	59	53				82	194
Saturday 21:00	80	54				57	191
Saturday 22:00	84	65	1	1		69	220
Saturday 23:00	82	50	1			60	193
Sunday 00:00	53	55				54	162
Sunday 01:00	61	51	2			53	167
Sunday 02:00	79	33	1			44	157
Sunday 03:00	76	19	1			29	125
Sunday 04:00	37	13				23	73
Sunday 05:00	15					9	24
Sunday 06:00						3	3

York ranks, total Hackney Carriages departing empty

The following table summarises the total number of Hackney Carriages which departed the ranks empty, during each hour. i.e. without picking up any passengers. The Hackney Carriages which departed empty, waited at the ranks then having failed to be hired, left the rank after waiting. The reasons for leaving empty can vary, and may include moving on to another rank to wait for a fare.

Total Hackney Carriages departing ranks empty							
Hour Beginning	Duncombe Place	St Saviourgate	Rougier Steet	St Sampsons Square	Toft Green	York Station	Aggregated across all ranks
Thursday 14:00	2	2					4
Thursday 15:00		1					1
Thursday 16:00		1					1
Thursday 17:00	1	2					3
Thursday 18:00							
Thursday 19:00	1						1
Thursday 20:00	1						1
Thursday 21:00	1						1
Thursday 22:00	3						3
Thursday 23:00							
Friday 00:00	2					3	5
Friday 01:00	2					1	3
Friday 02:00	1					3	4
Friday 03:00	6					2	8
Friday 04:00	2					1	3
Friday 05:00	1					5	6
Friday 06:00	1					6	7
Friday 07:00						2	2
Friday 08:00							
Friday 09:00						1	1
Friday 10:00							
Friday 11:00	8						8
Friday 12:00	2					1	3
Friday 13:00	1					1	2
Friday 14:00		1				2	3
Friday 15:00							
Friday 16:00		1				3	4
Friday 17:00	1	2				3	6
Friday 18:00	2					2	4
Friday 19:00	1	1					2
Friday 20:00		1					1
Friday 21:00		1				1	2
Friday 22:00						3	3
Friday 23:00				2		2	4
Saturday 00:00		2					2
Saturday 01:00	1	2				3	6
Saturday 02:00	1	5	3				9
Saturday 03:00	1	4	1				6
Saturday 04:00	2	1					3
Saturday 05:00	2						2
Saturday 06:00	1						1
Saturday 07:00						8	8
Saturday 08:00	1					3	4
Saturday 09:00	1					6	7
Saturday 10:00							
Saturday 11:00	2						2
Saturday 12:00							
Saturday 13:00		1					1
Saturday 14:00	2	2				1	5
Saturday 15:00		1					1
Saturday 16:00		1				4	5
Saturday 17:00							
Saturday 18:00	1					1	2
Saturday 19:00							
Saturday 20:00		1					1
Saturday 21:00	1						1
Saturday 22:00							
Saturday 23:00				1			1
Sunday 00:00							
Sunday 01:00							
Sunday 02:00		1				1	2
Sunday 03:00						1	1
Sunday 04:00				1		2	3
Sunday 05:00	6					1	7
Sunday 06:00						2	2

York ranks, average vehicle wait times at ranks

The time that Hackney Carriages spent waiting at the ranks, for passengers to arrive was recorded. The average waiting time per vehicle during each hour is presented in the following table

Hackney Carriage average vehicle wait times (HH:MM)						
	Duncombe Place	St Saviourgate	Rougier Steet	St Sampsons Square	Toft Green	York Station
Hour Beginning						
Thursday 14:00	00:09	00:10				00:01
Thursday 15:00	00:03	00:03				00:05
Thursday 16:00	00:03	00:17				00:09
Thursday 17:00	00:05	00:13				00:02
Thursday 18:00	00:03	00:07				00:01
Thursday 19:00	00:08					00:02
Thursday 20:00	00:09					00:05
Thursday 21:00	00:17					00:05
Thursday 22:00	00:07					00:08
Thursday 23:00	00:08					00:06
Friday 00:00	00:07					00:13
Friday 01:00	00:22					00:07
Friday 02:00	00:19					00:05
Friday 03:00	00:35					00:26
Friday 04:00	00:05					00:16
Friday 05:00	00:21					00:21
Friday 06:00						00:24
Friday 07:00						00:43
Friday 08:00						00:18
Friday 09:00						00:05
Friday 10:00	00:15					00:03
Friday 11:00	00:22					00:04
Friday 12:00	00:04					00:06
Friday 13:00	00:01	00:02				00:12
Friday 14:00	00:05	00:10				00:08
Friday 15:00	00:01	00:03				00:05
Friday 16:00	00:00	00:02				00:05
Friday 17:00	00:00	00:02				00:05
Friday 18:00	00:01	00:02				00:04
Friday 19:00	00:03	00:01				00:05
Friday 20:00	00:06	00:08				00:07
Friday 21:00	00:06	00:02				00:04
Friday 22:00	00:02	00:01	00:00			00:10
Friday 23:00	00:01	00:00	00:00			00:04
Saturday 00:00	00:02	00:01		00:01		00:05
Saturday 01:00	00:07	00:07	00:04			00:08
Saturday 02:00	00:06	00:10	00:05			
Saturday 03:00	00:01	00:02	00:03			
Saturday 04:00	00:06	00:00	00:03			
Saturday 05:00	00:02					
Saturday 06:00	00:03					
Saturday 07:00						00:04
Saturday 08:00	00:03					00:16
Saturday 09:00						00:08
Saturday 10:00	00:10					00:13
Saturday 11:00	00:06					00:02
Saturday 12:00	00:01	00:01				00:01
Saturday 13:00	00:02	00:01				00:01
Saturday 14:00	00:11	00:03				00:06
Saturday 15:00	00:09	00:07				00:06
Saturday 16:00	00:02	00:03				00:09
Saturday 17:00	00:01	00:01				00:03
Saturday 18:00	00:01	00:00				00:02
Saturday 19:00	00:00	00:00				00:01
Saturday 20:00	00:01	00:01				00:01
Saturday 21:00	00:01	00:00				00:07
Saturday 22:00	00:00	00:00		00:06		00:01
Saturday 23:00	00:00	00:00	00:01			00:00
Sunday 00:00	00:00	00:00				00:00
Sunday 01:00	00:00	00:00	00:02			00:00
Sunday 02:00	00:00	00:00	00:04			00:01
Sunday 03:00	00:00	00:00	00:07			00:01
Sunday 04:00	00:00	00:00	00:00			00:01
Sunday 05:00	00:03					00:12
Sunday 06:00						00:08

York ranks, total waiting passengers

Most passengers who hired Hackney Carriages from the ranks were able to hire a waiting Hackney Carriage, without delay. However, some passengers had to wait at the rank for a Hackney Carriage to arrive and pick them up. The number of passengers in each hour who had to wait for a Hackney Carriage to arrive at the rank, is summarised in the following table.

Total waiting passengers						
Hour Beginning	Duncombe Place	St Saviourgate	Rougier Steet	St Sampsons Square	Toft Green	York Station
Thursday 14:00	1					
Thursday 15:00	6	7				12
Thursday 16:00	1					19
Thursday 17:00	2	1				42
Thursday 18:00	6	4				79
Thursday 19:00	2					65
Thursday 20:00						
Thursday 21:00						
Thursday 22:00	8					
Thursday 23:00	1					2
Friday 00:00						
Friday 01:00						
Friday 02:00						
Friday 03:00						
Friday 04:00	7					
Friday 05:00						
Friday 06:00						3
Friday 07:00						
Friday 08:00						
Friday 09:00						19
Friday 10:00						21
Friday 11:00						23
Friday 12:00	16					5
Friday 13:00	6	5				
Friday 14:00	2					4
Friday 15:00	2	12				6
Friday 16:00	7	10				5
Friday 17:00	2	7				8
Friday 18:00	12	15				
Friday 19:00	14	38				6
Friday 20:00	20	16				15
Friday 21:00		37				5
Friday 22:00	28	55				
Friday 23:00	157	111				11
Saturday 00:00	88	49		4		
Saturday 01:00		8				1
Saturday 02:00						
Saturday 03:00	75	3				
Saturday 04:00	21	15				
Saturday 05:00	4					
Saturday 06:00						
Saturday 07:00						2
Saturday 08:00						
Saturday 09:00						7
Saturday 10:00	3					47
Saturday 11:00	5					144
Saturday 12:00		23				146
Saturday 13:00		15				147
Saturday 14:00		1				37
Saturday 15:00	5	3				4
Saturday 16:00	16	33				20
Saturday 17:00	31	19				45
Saturday 18:00	8	26				79
Saturday 19:00	23	27				71
Saturday 20:00	16	37				133
Saturday 21:00	3	6				24
Saturday 22:00		16				88
Saturday 23:00	57	3				150
Sunday 00:00	28	16				134
Sunday 01:00						69
Sunday 02:00	12	23				84
Sunday 03:00	29	18				45
Sunday 04:00	14	17				26
Sunday 05:00	4					
Sunday 06:00						3

York ranks, Estimated number of vehicles operating from ranks

For each observed hour, the mean number of waiting Hackney Carriages at each rank, together with the number of Hackney Carriages hired at each rank was analysed. The data was used to generate an estimate of the mean number of Hackney Carriages which were undertaking rank hire work during each hour.

The analysis was undertaken for all ranks and for all ranks excluding the Railway Station.

The following table presents the mean estimate of the number of Hackney Carriages observed working from the ranks during each hour.

Estimated number of vehicles operating from ranks		
Hour Beginning	All ranks	All ranks excluding railway station
Thursday 14:00	37	20
Thursday 15:00	43	20
Thursday 16:00	41	19
Thursday 17:00	41	21
Thursday 18:00	48	19
Thursday 19:00	53	16
Thursday 20:00	48	15
Thursday 21:00	51	21
Thursday 22:00	48	25
Thursday 23:00	51	27
Friday 00:00	53	26
Friday 01:00	33	19
Friday 02:00	26	16
Friday 03:00	15	12
Friday 04:00	11	8
Friday 05:00	10	2
Friday 06:00	14	2
Friday 07:00	19	2
Friday 08:00	30	3
Friday 09:00	40	3
Friday 10:00	50	6
Friday 11:00	69	14
Friday 12:00	64	10
Friday 13:00	82	28
Friday 14:00	86	30
Friday 15:00	47	18
Friday 16:00	43	15
Friday 17:00	44	17
Friday 18:00	46	18
Friday 19:00	60	29
Friday 20:00	87	42
Friday 21:00	89	49
Friday 22:00	104	60
Friday 23:00	106	68
Saturday 00:00	94	72
Saturday 01:00	73	58
Saturday 02:00	56	56
Saturday 03:00	42	42
Saturday 04:00	21	21
Saturday 05:00	3	3
Saturday 06:00	0	0
Saturday 07:00	13	1
Saturday 08:00	18	1
Saturday 09:00	24	0
Saturday 10:00	45	3
Saturday 11:00	38	7
Saturday 12:00	43	16
Saturday 13:00	47	14
Saturday 14:00	58	22
Saturday 15:00	52	23
Saturday 16:00	50	16
Saturday 17:00	40	21
Saturday 18:00	39	23
Saturday 19:00	51	28
Saturday 20:00	89	52
Saturday 21:00	100	63
Saturday 22:00	101	72
Saturday 23:00	88	63
Sunday 00:00	79	55
Sunday 01:00	67	49
Sunday 02:00	66	51
Sunday 03:00	54	44
Sunday 04:00	34	26
Sunday 05:00	18	15
Sunday 06:00	9	5

York ranks, Estimated proportion of the fleet operating from the ranks

The following table presents an estimate of the proportion of the total fleet of Hackney Carriages observed working from the taxi ranks during each hour.

Estimated Proportion of fleet operating from ranks			
Hour Beginning	All ranks	All ranks excluding railway station	
Thursday 14:00	20%	20%	11%
Thursday 15:00	23%	23%	11%
Thursday 16:00	23%	23%	10%
Thursday 17:00	22%	22%	12%
Thursday 18:00	26%	26%	10%
Thursday 19:00	29%	29%	9%
Thursday 20:00	26%	26%	8%
Thursday 21:00	28%	28%	12%
Thursday 22:00	26%	26%	14%
Thursday 23:00	28%	28%	15%
Friday 00:00	29%	29%	14%
Friday 01:00	18%	18%	10%
Friday 02:00	14%	14%	9%
Friday 03:00	8%	8%	6%
Friday 04:00	6%	6%	4%
Friday 05:00	6%	6%	1%
Friday 06:00	8%	8%	1%
Friday 07:00	10%	10%	1%
Friday 08:00	16%	16%	2%
Friday 09:00	22%	22%	2%
Friday 10:00	27%	27%	3%
Friday 11:00	38%	38%	7%
Friday 12:00	35%	35%	5%
Friday 13:00	45%	45%	15%
Friday 14:00	47%	47%	16%
Friday 15:00	26%	26%	10%
Friday 16:00	23%	23%	8%
Friday 17:00	24%	24%	9%
Friday 18:00	25%	25%	10%
Friday 19:00	33%	33%	16%
Friday 20:00	48%	48%	23%
Friday 21:00	48%	48%	27%
Friday 22:00	57%	57%	33%
Friday 23:00	58%	58%	37%
Saturday 00:00	51%	51%	39%
Saturday 01:00	40%	40%	32%
Saturday 02:00	30%	30%	30%
Saturday 03:00	23%	23%	23%
Saturday 04:00	12%	12%	12%
Saturday 05:00	1%	1%	1%
Saturday 06:00	0%	0%	0%
Saturday 07:00	7%	7%	1%
Saturday 08:00	10%	10%	1%
Saturday 09:00	13%	13%	0%
Saturday 10:00	25%	25%	2%
Saturday 11:00	21%	21%	4%
Saturday 12:00	23%	23%	9%
Saturday 13:00	26%	26%	8%
Saturday 14:00	32%	32%	12%
Saturday 15:00	28%	28%	12%
Saturday 16:00	27%	27%	9%
Saturday 17:00	22%	22%	11%
Saturday 18:00	21%	21%	13%
Saturday 19:00	28%	28%	15%
Saturday 20:00	49%	49%	28%
Saturday 21:00	55%	55%	35%
Saturday 22:00	55%	55%	39%
Saturday 23:00	48%	48%	34%
Sunday 00:00	43%	43%	30%
Sunday 01:00	36%	36%	27%
Sunday 02:00	36%	36%	28%
Sunday 03:00	30%	30%	24%
Sunday 04:00	19%	19%	14%
Sunday 05:00	10%	10%	8%
Sunday 06:00	5%	5%	3%