



**Notice of a public meeting of
Licensing and Regulatory Committee**

To: Councillors Orrell (Chair), Melly (Vice-Chair), Barker, D'Agorne, Galvin, Hook, Hunter, Looker, Mason, D Myers, Norman, Pearson, Warters, Wells and Wann

Date: Tuesday, 7 June 2022

Time: 5.30 pm

Venue: The Snow Room - Ground Floor, West Offices (G035)

AGENDA

1. Declarations of Interest

At this point in the meeting, Members are asked to declare any disclosable pecuniary interest or other registerable interest they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

2. Minutes

(Pages 1 - 8)

To approve and sign the minutes of the meeting held on 2 March 2022.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering is 5.00pm on Wednesday 1 June 2022. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please visit

www.york.gov.uk/AttendCouncilMeetings to fill out an online registration form. If you have any questions about the registration form or the meeting please contact the Democracy Officer for the meeting whose details can be found at the foot of the agenda.

Webcasting of Public Meetings Please note that, subject to available resources, this public meeting will be webcast including

any registered public speakers who have given their permission.

The public meeting can be viewed on demand at www.york.gov.uk/webcasts. During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. Hackney Carriage Licences (Pages 9 - 132)

This report advises Members of the findings of the 'unmet demand' survey which has been undertaken with regards to hackney carriage vehicles. It asks Members to make a recommendation to Executive and subsequently the Council on:

- i) the number of new hackney carriage vehicle licences to be issued, and
- ii) the type of vehicle they should be issued to.

5. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Angela Bielby

Contact Details:

- Telephone – (01904) 552599
- E-mail – a.bielby@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 **(01904) 551550**

This page is intentionally left blank

City of York Council

Committee Minutes

Meeting	Licensing and Regulatory Committee
Date	2 March 2022
Present	Councillors Orrell (Chair), Melly (Vice-Chair), D'Agorne, Hook, Hunter, Looker, D Myers, Norman, Pearson and Wells
Apologies	Councillors Barker, Galvin, Mason and Warters

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**80. DECLARATIONS OF INTEREST**

Members were invited to declare any personal interests not included on the Register of Interests, any prejudicial interests, or any disclosable pecuniary interests that they might have in respect of business on the agenda. Cllr Melly declared an interest in agenda item 4 Licensing Act 2003 – Statement of Licensing Policy and Cumulative Impact Assessment and undertook to withdraw from the meeting for that item. There were no further declarations of interest.

81. MINUTES

Resolved: That the minutes of the meeting held on 9 November 2021 be approved and signed by the Chair as a correct record.

82. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme. Sgt Jackie Booth, Licensing Manager at North Yorkshire Police was welcomed to the meeting.

[Cllr Melly left the meeting at 5.32pm]

83. LICENSING ACT 2003 - STATEMENT OF LICENSING POLICY & CUMULATIVE IMPACT ASSESSMENT

[See also under Part B]

[Cllr Norman joined the meeting at 5.33pm]

In accordance with the requirements of Section 5 of the Licensing Act 2003 (the 2003 Act), Members considered a report that sought their support of the formal review of the council's Statement of Licensing Policy. The report advised of the consultation undertaken and of the amendments made. Furthermore, in accordance with the requirements of Section 5A of the 2003 Act the report also sought Members' support for the implementation of a Cumulative Impact Assessment in relation to part of the city centre and the report advised them of the consultation undertaken in respect of this. The report also sought a recommendation to Council that the revised Policy and Cumulative Impact Assessment be adopted. The Licensing Manager gave an overview of the report.

Member's comments and questions were noted as follows:

- A Member expressed concern that the red area on the Cumulative Impact Area (CIA) was being reduced and she asked if the evidence used had been impacted by Covid. The Licensing Manager acknowledged these concerns and explained that the area covered by the CIA had not changed, the changes related to the red zone are being decreased and the amber zones being introduced. She noted that the high concentration of crime areas had changed. Sgt Booth provided reassurance, advising that the police would continue to review licensing applications on their own merits. In relation to licence applications, the Licensing Manager noted that it would be for an applicant to demonstrate why a licence should be granted in the CIA, within the red zones, if relevant representation are received, an application should be refused, within the amber zones application should be refused unless they are for food led premises.
- In response to a questions about the jagged shapes delineating the zones, Sgt Booth explained that the zones were created using unique property references which encompassed the footprint of the building in the zone.
- A Member asked why nightclubs had moved into the amber zone. Sgt Booth explained that the closure of nightclubs during Covid has impacted crime rates, although the top five

streets remained the same for crime and anti-social behaviour (ASB) rates. If this increased the policy and assessment would be brought back to the Committee for review.

- The Head of Public Protection noted an error within the Equality Impact Assessment with regards to sexual orientation which would be amended.

The Chair noted the options available to Members:

Option 1 – Recommend to Full Council that the draft Policy and Cumulative Impact Assessment are adopted.

Option 2 – Recommend to Full Council that the draft Policy and Cumulative Impact Assessment is amended with alternative wording agreed by members.

Cllr D'Agorne moved and Cllr Hook seconded the recommendation as detailed in Option 1 – to recommend to Full Council that the Policy and Cumulative Impact Assessment are adopted. On being put to the vote it was unanimously;

Resolved: That it be recommended to Council that the Statement of Licensing Policy and Cumulative Impact Assessment be adopted.

Reason: To meet the legislative requirements of the Licensing Act 2003.

[Sgt Booth left and Cllr Melly rejoined the meeting at 5.45pm]

84. RENEWAL OF A SEX ESTABLISHMENT LICENCE FOR FIRST FLOOR OF ZIGGY'S (KNOWN AS CLUB 55), 53-55 MICKLEGATE, YORK, YO1 6LJ [LICENCE NUMBER CYC019257]

Members considered a report seeking determination of an application to renew a Sex Establishment Licence for a Sexual Entertainment Venue (SEV) which had been made under the Local Government (Miscellaneous Provisions) Act 1982, Schedule 3 Control of Sex Establishments in respect of Ziggy's (Club 55), 53-55 Micklegate, York, YO1 6LJ.

The Licensing Manager outlined the report and annexes, noting that consultation had been carried out correctly and that there had been no objections to the application. She advised that she had visited the establishment the previous week and that it had reopened in the past three weeks but was not yet fully operational. She explained that it would be called Club 55 at Ziggy's and there would be a change in signage in line with the logo on the stationary that had been circulated to Members. In response to a question from a Member she explained that regarding the operating hours there were two licences – the premises licence and the sexual establishment licence. The hours for both were clarified.

By virtue of paragraphs 10, 12 and 13 of schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended), the Committee had the following options available to them in making their decision:

Option 1 Grant a renewal of the licence as requested.

Option 2 Renew the licence with modified/additional conditions imposed by the licensing committee.

Option 3 Refuse the application for renewal on one of the mandatory grounds or on one or more of the discretionary grounds within paragraph 12 to Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended).

Cllr Melly then moved and Cllr Looker seconded approval Option 2, to renew the licence with modified/additional conditions imposed by the licensing committee, that being that the references to male and female in the conditions be changed to any gender or sex. On being put to the vote it was unanimously;

Resolved: That, in accordance with Option 2, Members grant a renewal of the licence with modified/additional conditions imposed by the licensing committee.

Reason: To consider renewal of the sex establishment licence as required by the legislation.

85. GAMBLING ACT 2005 - STATEMENT OF LICENSING POLICY

At the meeting of 'Council' on 16 December 2021, it was resolved to approve the recommendation of the Licensing and Regulatory Committee [namely to approve the Statement of Licensing Policy and Local Area Profile]. At that meeting, a Member raised a matters that the Statement of Licensing Policy be reviewed at the next meeting [of the Licensing and Regulatory Committee] in order to examine those matters. Members considered a report that outlined those matters and invited them to consider whether further revisions should be made to the Statement of Licensing Policy in light of them. The Licensing Manager outlined the report and the Chair detailed the options available to Members:

Option 1 – determine that further revisions to the Statement of Licensing Policy are not required.

Option 2 – determine that further revisions to the Statement of Licensing Policy are required, advise officers of the revisions to be made, and ask officers to formally consult on the revised Policy.

Cllr Melly proposed a third option; for the Committee to form a Sub-Committee/Working Group to review the policy. The Senior Solicitor advised that she would need to consult the Monitoring Officer on the setting up of this constitutionally and it would probably be a working group rather than a sub-committee. The Licensing Manager added that the Committee had had working groups to look at non statutory policies. She clarified that the policy had been approved by Council before Christmas, published in January, and could be reviewed at any time. Cllr Looker seconded the motion, noting that the formation of a working group was a sensible way to explore the policy in more detail. On being put to the vote it was unanimously;

Resolved: That Members approve Option 3 for the Committee to form a Sub-Committee/Working Group to review the policy, subject to confirmation from the Monitoring Officer.

Reason: The Council has met the legislative requirements of the Gambling Act 2005 by reviewing the Statement

of Licensing Policy in 2021, and publishing the revised Policy in January 2022.

PART B - MATTERS REFERRED TO COUNCIL

[See also under Part A]

83. Licensing Act 2003 - Statement of Licensing Policy & Cumulative Impact Assessment

[Cllr Norman joined the meeting at 5.33pm]

In accordance with the requirements of Section 5 of the Licensing Act 2003 (the 2003 Act), Members considered a report that sought their support of the formal review of the council's Statement of Licensing Policy. The report advised of the consultation undertaken and of the amendments made. Furthermore, in accordance with the requirements of Section 5A of the 2003 Act the report also sought Members' support for the implementation of a Cumulative Impact Assessment in relation to part of the city centre and the report advised them of the consultation undertaken in respect of this. The report also sought a recommendation to Council that the revised Policy and Cumulative Impact Assessment be adopted. The Licensing Manager gave an overview of the report.

Member's comments and questions were noted as follows:

- A Member expressed concern that the red area on the Cumulative Impact Area (CIA) was being reduced and she asked if the evidence used had been impacted by Covid. The Licensing Manager acknowledged these concerns and explained that the area covered by the CIA had not changed, the changes related to the red zone are being decreased and the amber zones being introduced. She noted that the high concentration of crime areas had changed. Sgt Booth provided reassurance, advising that the police would continue to review licensing applications on their own merits. In relation to licence applications, the Licensing Manager noted that it would be for an applicant to demonstrate why a licence should be granted in the CIA, within the red zones, if relevant representation are received, an application should be refused, within the amber zones application should be refused unless they are for food led premises.

- In response to a questions about the jagged shapes delineating the zones, Sgt Booth explained that the zones were created using unique property references which encompassed the footprint of the building in the zone.
- A Member asked why nightclubs had moved into the amber zone. Sgt Booth explained that the closure of nightclubs during Covid has impacted crime rates, although the top five streets remained the same for crime and anti-social behaviour (ASB) rates. If this increased the policy and assessment would be brought back to the Committee for review.
- The Head of Public Protection noted an error within the Equality Impact Assessment with regards to sexual orientation which would be amended.

The Chair noted the options available to Members:

Option 1 – Recommend to Full Council that the draft Policy and Cumulative Impact Assessment are adopted.

Option 2 – Recommend to Full Council that the draft Policy and Cumulative Impact Assessment is amended with alternative wording agreed by members.

Cllr D'Agorne moved and Cllr Hook seconded the recommendation as detailed in Option 1 – to recommend to Full Council that the Policy and Cumulative Impact Assessment are adopted. On being put to the vote it was unanimously;

Resolved: That it be recommended to Council that the Statement of Licensing Policy and Cumulative Impact Assessment be adopted.

Reason: To meet the legislative requirements of the Licensing Act 2003.

[Sgt Booth left and Cllr Melly rejoined the meeting at 5.45pm]

Cllr Orrell, Chair

[The meeting started at 5.30 pm and finished at 6.02 pm].

This page is intentionally left blank



Licensing & Regulatory Committee

7 June 2022

Report from the Director of Transport Environment and planning

Hackney carriage licences

Summary

1. This report advises Members of the findings of the 'unmet demand' survey which has been undertaken with regards to hackney carriage vehicles. It asks Members to make a recommendation to Executive and subsequently the Council on:
 - i) the number of new hackney carriage vehicle licences to be issued, and
 - ii) the type of vehicle they should be issued to.

Recommendations

2. That Members take into consideration the results of the unmet demand survey and other matters highlighted in the report and recommend that Executive/Council approve:
 - i) The issuing of nine new hackney carriage vehicle licences (this includes the two vehicle licences that are currently available) bringing the total number of licensed vehicles to 190 in accordance with Option 1.
 - ii) The nine new licences be issued to wheelchair accessible vehicles, which are also fully electric or plug in electric hybrid, and black in colour in accordance with Option 1.
 - iii) To consider the other findings from the unmet demand survey including the vehicle specifications for other hackney carriage and private hire vehicles, and the location of ranks later in the year as part of a review of the whole Taxi Licensing Policy in accordance with Option 1.
3. Reason:

To help meet unmet demand for hackney carriage vehicles, particularly from users with a disability as well as providing a more

environmentally friendly hackney carriage fleet in the city in response to the declared climate emergency and continuing desire to improve air quality.

Background

Limitation on the number of hackney carriage licences

4. Under Section 16 of the Transport Act 1985, local authorities may set quantity restrictions on the number of hackney carriage licences they issue, but only if it is satisfied that there is no significant 'unmet demand' in its area. The Council, like many others in the surrounding region, currently restricts the number of hackney carriage vehicle licences it issues. At this time the council has provision for 183 licences, with 181 in place i.e. two have not been renewed. Some 45 (24%) of the city's hackney carriages have to be wheelchair accessible by condition of licence. The two licences which are potentially available are not wheelchair accessible vehicles by condition of licence.
5. Before new licences are issued, the Taxi Licensing Policy states:

23.7 'The types of vehicles that new hackney carriage vehicle licences will be issued to will be determined by the Executive, if/when the Council determines to issue new licences.'
6. The Licensing and Regulatory Committee considered a report on vehicle specifications for taxis on 25 September 2020, and recommended that the Executive determine specifications similar to what is the recommended option in this report for the two available hackney carriage licences. However, the Executive asked for additional consultation to be undertaken before determining the type of vehicle that should be licensed. That additional consultation has been undertaken as part of the unmet demand survey which is the subject of this report.
7. Please note, there is currently no provision in law to restrict the number of private hire vehicle licences issued or the ability to specify that they are wheelchair accessible. There are currently 472 licensed private hire vehicle, 49 (10%) of which are wheelchair accessible.

Unmet demand surveys

8. To justify regulating the number of hackney carriage vehicle licences, the Council follows Department for Transport (DfT) Best Practice Guidance (issued in March 2010) on unmet demand surveys which are carried out by an independent third party. This is reflected in Section 8 of the current Taxi Licensing Policy as follows:

'Limitations on Numbers

- 8.1 *No powers exist for the licensing authority to limit the number of private hire vehicles that they licence.*
- 8.2 *The current legal provision on quantity restrictions for hackney carriages is set out in section 16 of the Transport Act 1985. This provides 'that the grant of a licence may be refused for the purpose of limiting the number of hackney carriages in respect of which licences are granted, if, but only if, the person authorised to grant the licences is satisfied that there is no significant demand for the services of hackney carriages (within the area to which the licence would apply) which is unmet'.*
- 8.3 *Any local authority that does restrict the number of licences for hackney carriages is required to justify their policy every three years.*
- 8.4 *The Council does restrict the number of hackney carriage licences issued. Unmet demand surveys are carried out every three years with new licences released when required. New licences are not currently being released.'*

9. In respect of these provisions, as stated above, a report was last brought to this Committee in July 2018. The report related to the findings of an unmet demand survey that had been carried out in October 2017. It was determined that there was no significant demand which was unmet. At the Licensing and Regulatory Committee meeting on 25 September 2020 Members also approved to defer the unmet demand survey (which was due in 2020) to 2021 due to the impact the coronavirus pandemic was having on the local economy at the time. Therefore, the unmet demand survey on which this report is based took place in October 2021, this was a time when the economy was open in 'step 4' of the Covid Recovery Plan with limited restrictions in place (such as isolating when covid positive or when contacted by NHS Track

and Trace). However, as identified in the unmet demand survey, the economy was (and continues to be) influenced by the pandemic, particularly in respect of the number of taxi drivers who have not returned to work. The full results of the 'unmet demand' survey can be found at Annex 1.

Benefits of Quantity Restrictions

10. Restricting the number of hackney carriages in the city helps manage congestion around the city centre, preventing over ranking at the designated rank spaces and unofficial ranks being formed. This could have an adverse impact on air quality, particularly if the fleet is not operating using ultra-low and zero emission vehicles. In the long run, it is also aimed at preventing a shortage of taxis if drivers are unable to make a living from a reduced number of fares and therefore leave the market. This may increase the risk of passenger safety if a shortage encourages the use of illegal, unlicensed drivers and vehicles. Taxis are also recognised as an important means of transport for people with a disability as they provide a 'door to door' service.

Disadvantages of Quantity Restrictions

11. There are also disadvantages when restricting the number of hackney carriage licences. The Competition and Markets Authority report entitled 'Regulation of taxis and private hire vehicles: understanding the impact of competition' (2017) says:

'Quantity restrictions may cause harm to passengers through reduced availability, increased waiting times, reduced scope for downward competitive pressure on fares and reduced choice. They also may increase the risk of passenger safety if they encourage the use of illegal, unlicensed drivers and vehicles'.

12. Furthermore, in most places, where quantity restrictions are imposed, vehicle licences command a premium, often in tens of thousands of pounds; this is the case in York. This indicates that there are people who want to enter the hackney carriage market and provide a service to the public, but who are being prevented from doing so by the quantity restrictions. This is also demonstrated by the fact that in York we have a waiting list of people wanting a hackney carriage vehicle licence (see below). However, it has also been found, when the Council has granted additional hackney carriage vehicle licences on previous occasions that, within days, the licence holder has transferred the licence to another

person. This suggests that they did not want to provide a service to the public at all, rather they simply wanted to sell the licence on and 'make a quick profit' (known in the trade as 'selling the licence plate'). There is no provision within the legislation to prevent the transfer of licences in this way. We are told that licences have transferred in this way for £50k. The council/tax payer does not receive any of this money other than the 'cost recovery' fee to administer the transfer.

13. Removing the limit on the number of licences we issue would remove the inflated 'market value', but it would also have significant consequences for anyone who has 'invested' in a licence. They would almost certainly lose the value of their investment immediately. That said, loss of investment is not a reason for withholding more licences. The only legal reason to refuse a hackney carriage vehicle licence is because there is no significant demand which is unmet.

Waiting list

14. The council operates a 'waiting list' for people who have shown an interest in holding a hackney vehicle licence. The person named at number one on the list will be offered the next available licence and so on. As of 25 April 2022, there were 157 persons on the list. This is an increase of 6 from the figures reported in the 20th September 2020 report.

Types of vehicle we licence

Wheel-chair accessible vehicles.

15. As noted above, only 45 of the hackney carriages have to be wheelchair accessible by condition of licence although that does not prevent other vehicles from being so. If private hire vehicles are included, approximately 14% of the entire taxi fleet are wheelchair accessible vehicles.

Emission Standards

16. We currently only licence vehicles that meet certain emission standards, and we do not currently have age restrictions. The current taxi licensing policy states as follows:

'Only the following European Standards will be accepted for new private hire vehicle applications, and any subsequent replacement of these vehicles, and all replacement vehicles for both taxi and private hire:

- *Petrol vehicles – Euro V petrol vehicles class*
- *Diesel vehicles – Euro VI diesel vehicles class*
- *Diesel wheelchair accessible vehicles – Euro V diesel vehicles class**
- *Ultra-low emission vehicles - defined as 75g CO₂/km and under*

**this only applies to replacement vehicles and if the following criteria is met:*

- *The vehicle licence was granted prior to the 1 May 2016 to a wheelchair accessible vehicle;*
- *The replacement vehicle is wheelchair accessible;*
- *The vehicle licence is renewed annually;*
- *Ownership of the vehicle remains in the name of the vehicle licence proprietor whose name was on the licence on the 1 May 2016;*

If the above criteria is met a vehicle licence proprietor may replace the licensed wheelchair accessible vehicle as many times as necessary until this policy is amended.'

17. When this policy was introduced, it was intended to improve the emission standards of vehicles within the fleet (more details on air quality in the city are provided in the paragraphs below). Appendix 2 shows the Euro standards of the hackney fleet (and private hire fleet) as of 27 April 2022. There are now two electric plug-in hybrid wheelchair accessible vehicles (London taxi type, namely LEVC TXE) in the hackney carriage fleet which indicates they are a viable option.
18. Otherwise, whilst there has been some take up of hybrid cars and Euro 6 vehicles, there are still many cars in the taxi fleet in general, and more specifically the hackney carriage fleet, that do not meet the latest Euro standards, and there are still a large number of vehicles operating in the city which are Euro 5 or older and therefore have much higher emissions of particulate matter harmful to health. The existing policy may be encouraging drivers to retain older vehicles rather than invest in newer ones, but it is clear that it is not being as effective as it could be in driving up the environmental standards.

Air Quality considerations

19. The Council currently has an Air Quality Management Area (AQMA) in the city centre (covering the inner ring road), declared on the basis of

breaches of the health based annual mean air quality objective for nitrogen dioxide (NO₂). The Council has a statutory duty to try to reduce NO₂ concentrations within the current AQMA and additional obligations in relation to the protection of public health and reduction of greenhouse gas emissions. The main air pollutants of concern in York are NO₂ and particulate matter (PM). Typically, traffic is responsible for around 50-70% of the total NO₂ at any particular location in the city.

20. During the Covid lockdowns in 2020 nitrogen dioxide concentrations continued the 10+ year trend in improving air quality and all locations throughout York met the health-based air quality objectives, mainly due to working from home, more walking and cycling and less traffic. However, the latest air pollution monitoring data for 2021, shows that that NO₂ concentrations in the AQMA have increased during the pandemic recovery period and some locations are, once again, breaching health-based standards. It should be noted, however, that maximum concentrations of NO₂ monitored in most areas in 2021 were still lower than those recorded between 2011 and 2019.

Taxi Incentive Scheme

21. The Council are promoting the uptake of low emission taxis to help to improve air quality in York as part of a wide-ranging package of measures to reduce emissions from all vehicles. Following a successful Air Quality Grant award from DEFRA, the Council is offering financial support to eligible CYC licensed hackney carriage and private hire vehicle licence proprietors to upgrade their vehicles to low emission variants. Further information on the incentive scheme and eligibility criteria is provided at Appendix 3.

Charging points

22. City of York Council is committed to improving the charging offer for all Electric Vehicle (EV) drivers. The Public EV Charging Strategy (2020 – 2025) sets out a transformational investment in the York EV Network which includes replacing all charging infrastructure, increasing the number of charge points by provisioning 5% of spaces in Council owned long stay car parks with Fast charge points, increasing the number of Rapid chargers, and delivering state of the art next generation HyperHubs which bring 175 kW Ultra Rapid charging to York. In combination the Fast, Rapid and Ultra Rapid chargers provide the full range of options delivering a step change in convenience, choice, reliability, and availability. The York EV Network is owned by City of York

Council enabling lower tariffs and a coordinated rollout. The Council's network is complimented by commercial operators with 11 commercial providers currently active in York providing consumer choice and competition.

Vehicle Colour

23. The Taxi Licensing Policy states that the preferred vehicle colour for hackney carriage vehicles is black. Many authorities specify the colour of hackney carriages on public safety grounds, to help them be more easily identifiable by the public as vehicles they can hail in the street and/or otherwise distinguish them from other vehicles (licensed vehicles also have to display the council crest on the driver and front passenger doors). This may be increasingly important when there are vehicles licensed by other authorities, that may also be hackney carriages, working in York. It also helps licensed hackney vehicles be distinguished from opportunists looking to pick people up with bad intentions.

Recent driver recruitment campaign

24. Taxi Licensing recently received a grant from the Home Office (via the North Yorkshire Police Fire and Crime and Safety Commissioner) to help prevent violence against women and girls, the money was used to help recruit new taxi drivers into the trade amongst other things. A radio and Facebook advertising campaign ran throughout March to encourage new drivers to take the knowledge and safeguarding course which is being provided 'free of charge' between March and June. Resits and 'the preparation course' (to help potential drivers study for the test in the first place) is also being provided free during these months. Between 1 March and 23 April 2022, 12 drivers from the 30 who applied passed the knowledge and safeguarding test and are on their way to becoming a licensed drivers (by way of comparison, 7 out of 16 passed in the previous two months). Our figures show that around 50% of applicants pass the knowledge and safeguarding test in due course.

Proposed new hackney carriage vehicle standard

25. The proposed specification for newly licensed hackney carriage vehicles is as follows.

a) New hackney carriage vehicle licences will only be issued to the following type of vehicles:

- *Black Fully electric wheelchair accessible vehicles*
- *Black Plug in electric petrol hybrid wheelchair accessible vehicles**

**These vehicles are purpose-built taxis and have CO2 emissions of less than 50g/km and can travel at least 112km (70miles) without any emissions at all.*

For the avoidance of doubt, this includes new grants after existing licences are surrendered or otherwise not renewed.'

26. It will therefore include the two hackney carriage vehicle licences which are currently available. This will help ensure that those given the privilege of a valuable hackney carriage vehicle licence make a proper investment in a vehicle which truly benefits the community they serve. It will hopefully encourage those who obtain a licence to retain it and recoup the investment in their vehicle rather than simply 'selling the plate'.
27. To assist, Appendix 4 provides details of some of the fully electric wheelchair accessible vehicles (essentially converted vans) and purpose built plug in hybrid vehicles (London taxis) that are available. The Appendix also gives details of typical costs. By way of example, a brand new London taxis cost in the region of £60k, although there are second hand vehicles on the market now for around £40k. Rental options are also available. There are currently no age restrictions on any type of vehicle licensed by the council, but it in the previous report on age restrictions (September 2020) Members recommended that there be no age limitation with regards to this kind of vehicle to help encourage their purchase. This could likewise form part of any future recommendation on age limits.

Consultation

28. As well as detailed surveying of queuing at the ranks, the unmet demand survey included consultation with the public and users with a disability, as well as drivers and local businesses. Details of this can be found in the report in Appendix 1.
29. Some of the key findings were as follows:
 - 54% of passengers who boarded taxis had to wait for hackney carriages to arrive
 - The issue is most significant at the railway station rank

- There is significant unmet demand for hackney carriages in York.
- Feedback from the taxi trade indicates that some hackney carriages remain out of operation owing to lack of drivers.
- Issues identified by disabled user groups include availability of suitable vehicles, and suitable knowledge, understanding and empathy from drivers.
- 54.4% of respondents said new hackney carriage vehicle licences should be issued to fully electric, wheelchair accessible vehicles.
- 54.4% of respondents said they agreed all hackney carriage vehicles should be black to conform with a uniform identification.
- 55% of respondents said they would use taxis less frequently if the fares increased 10%.

Options

Recommendations to Executive/Council on the number of hackney carriage licences

30. Option 1 –make available 9 new hackney carriage vehicle licences (the two that had not been renewed, plus seven additional licences) with immediate effect to bring the total up to 190 as recommended within the unmet demand report.
31. Option 2 - make available up to 9 new hackney carriage vehicle licences (the two available having not been renewed, plus seven additional licences) to bring the total up to 190 with a staggered approach. For example, issue three now, three in six months and three in one year's time or any combination thereof if demand continues to remain unmet.
32. Option 3 – make available the two licences that were not renewed, bringing the total back to 183 licences in operation.
33. Option 4 – make available any other amount of licences immediately or with a staggered approach as members see fit.
34. Option 5 – De-regulate and no longer restrict the number of hackney carriage licences available.

Recommendations to Executive and Council on the type of hackney carriage vehicle

35. Option 1 – Amend the Taxi Licensing Policy to the vehicle specification in paragraph 25 with regards to the grant of any new hackney carriage vehicles licences.
36. Option 2 – Retain the existing vehicle specification outlined in paragraph 16 with regards to the grant of any new hackney carriage vehicle licences.
37. Option 3 – Specify a different vehicle standard.

Recommendation to the Executive and Council on other aspects of the unmet demand survey

38. Option 1 – These matters are considered further as part of the wider review of the Taxi Licensing Policy later this year.
39. Option 2 – Members make alternative recommendations in relation to the findings.

Analysis

Recommendations to Executive and Council on the number of hackney carriage licences

40. Option one is consistent with the recommendations from the unmet demand survey, and depending on the option taken below could also increase the number of wheelchair accessible vehicles available and other standards. Whilst it is by no means guaranteed that increasing the number of hackney carriage vehicles will increase the number of drivers and availability, it may incentivise some drivers – particularly those on the waiting list – back into the trade or to become a taxi driver. There are 157 people on the waiting list, the first nine would be offered a licence. Should they refuse, the offer will be made to the tenth person on the list and so on. Although, this number of licences is still only around a 5% increase in the number of hackney carriage vehicles, this option will help the council defend any challenge to a refusal to allocate licences on the basis that there is no significant unmet demand.
41. Option 2 is similar to option one, except that it would allow time to consider whether drivers return or enter the market and that increase in capacity reduces unmet demand. It may however mean, that in the short term queues at ranks continue with the associated risk to passenger safety, and leaves the council open to challenge in the event

that an application for a hackney carriage licence is refused (i.e. there is a known unmet demand). The offer would be made to the first three people on the list initially and in the event of a refusal be offered to the fourth person etc. In the next 'batch', the next three would be offered a licence and so on.

42. Option 3 is unlikely to have any significant impact on the level of unmet demand, and will leave the council open to challenge if it refuses to issue further hackney carriage vehicle licences.
43. Option 4's impact will depend on the number of licences issue and their timing. The risks to challenge are the same as in the previous two options.
44. Option 5 would enable anyone who wished to hold a hackney carriage vehicle licence to apply for one, it would also remove any risk of challenge to the council. However, as described above, in the event that it leads to over-supply in the market there is a risk of increasing congestion including at the ranks and in the long term a shortage of supply if drivers leave the trade.

Recommendations to Executive/Council on the type of hackney carriage vehicle

45. Option one will ensure that any new hackney carriage vehicles will be more readily available to passengers with a disability, although it does not guarantee availability at any time this will still depend on drivers being available. The improved environmental standards will help reduce their environmental impact in support of the declared climate emergency and improve air quality while they are working for the benefit of the public and the drivers themselves. Furthermore being black in colour will help public safety by ensuring they are more easily recognisable as licensed hackney carriage vehicles available to be hailed in the street.
46. Option two is likely to mean that the vehicles coming on to the fleet are not of the highest standard. It is possible that those on the waiting list will simply 'sell their plate' for a significant profit, as has been done in the past, with no benefit to passengers, other drivers or the wider residents of York.
47. Option three will depend on the type of vehicle specified

Recommendation to the Executive/Council on other aspects of the unmet demand survey

48. Option one enables the other factors highlighted in the unmet demand survey, such as applying higher emission standards and/or age limits to *replacement* hackney vehicles i.e those already licensed and/or the private hire fleet, to be considered in the wider context of other developments to the Taxi Licensing Policy such as higher vehicle maintenance standards later in the year. It will also address the issues raised around customer service in the context of changes to driver standards to meet the minimum requirements of the Department for Transport which also require changes to the policy in due course.
49. The impact of option two will depend on what Members are minded to do.

Council Priorities

50. Increasing the number of hackney carriage vehicle licences to the type of vehicle specified will support the Council's priorities in respect of the following:
 - A greener and cleaner city
 - Safe communities and culture for all

Implications

51. The direct implications arising from this report are:
 - (a) **Financial** – There are no financial implications for the Council.
 - (b) **Human Resources (HR)** - There are no HR implications.
 - (c) **Equalities** – An equalities impact assessment accompanies this report at Appendix 5.
 - (d) **Legal** – Section 16 of the Transport Act 1985 gives local authorities the power to limit the number of hackney carriage licences provided that the local authority is satisfied that there is no significant demand for taxis which is unmet in its area. DfT guidance requires that local authorities which retain quantity controls carry out unmet demand surveys at least every three years

to establish if there is any level of unmet demand. Should the Council carry out an unmet demand survey and find no significant unmet demand then it could lawfully retain quantity controls. The Council could be at risk of legal challenge if it does not follow the best practice guidance issued by the DfT and undertake an unmet demand survey at least once every three years, so long as it wishes to restrict the number of hackney carriage vehicle licences issued. Any changes to the Taxi Licensing Policy could be challenged by an aggrieved party in the High Court.

- (e) The fact that there may be no significant demand which is unmet does not mean that an application for a taxi vehicle licence should automatically be refused, since the Licensing Authority still have to consider it and address themselves as to whether or not there are circumstances which require the case to be looked at independently of the general policy on numbers of taxis
- (f) **Crime and Disorder** – There are no crime and disorder implications.
- (g) **Information Technology (IT)** - There are no IT implications.
- (h) **Property** - There are no property implications.
- (i) **Other** - There are no other implications.

Risk Management

- 52. Applying the Council's risk scoring criteria, restricting numbers of hackney vehicle licences when there is unmet demand poses a 'moderate risk' (potential for successful challenge in a local court and local media coverage), and a likelihood of 'highly probable' giving a score of **16** (orange risk). Taking the recommended action reduces the likelihood to 'unlikely' giving a score of **13** (yellow risk).

Contact Details

Author:

Matt Boxall
Head of Public Protection
matthew.boxall@york.gov.uk
01904 551528

Chief Officer Responsible for the report:

James Gilchrist
Director of Transport Environment and
Planning
james.gilchrist@york.gov.uk
01904 552547

Report
Approved



Date 25.05.2022

Specialist Implications Officer(s)

Wards Affected:

All



For further information please contact the author of the report

Background papers

Licensing and Regulatory Committee Report 16 July 2018 - Unmet Demand Survey

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=606&MId=10525&Ver=4>

Licensing and regulatory Committee report 25 September 2020 – Taxi Licensing Consultation – vehicle licences

<https://democracy.york.gov.uk/documents/g12398/Public%20reports%20pack%20Friday%2025-Sep-2020%2017.30%20Licensing%20and%20Regulatory%20Committee.pdf?T=10>

Taxi Licensing Policy

https://www.york.gov.uk/downloads/file/9715/taxi_licensing_policy

Annexes

Annex 1 – Unmet demand survey response

Annex 2 – Euro standards of existing hackney fleet

Annex 3 – Taxi Incentive Scheme

Annex 4 – Examples of vehicles

Annex 5 – Equalities impact assessment

Abbreviations

CYC – City of York Council

DfT – Department for Transport

EV – Electric Vehicle

PM – Particulate Matter

NO₂ - Nitrogen Dioxide

Taxi – Hackney carriage and private hire vehicles collectively

This page is intentionally left blank



Hackney Carriage Unmet Demand Survey

City of York Council
February 2022

Page left intentionally blank

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.

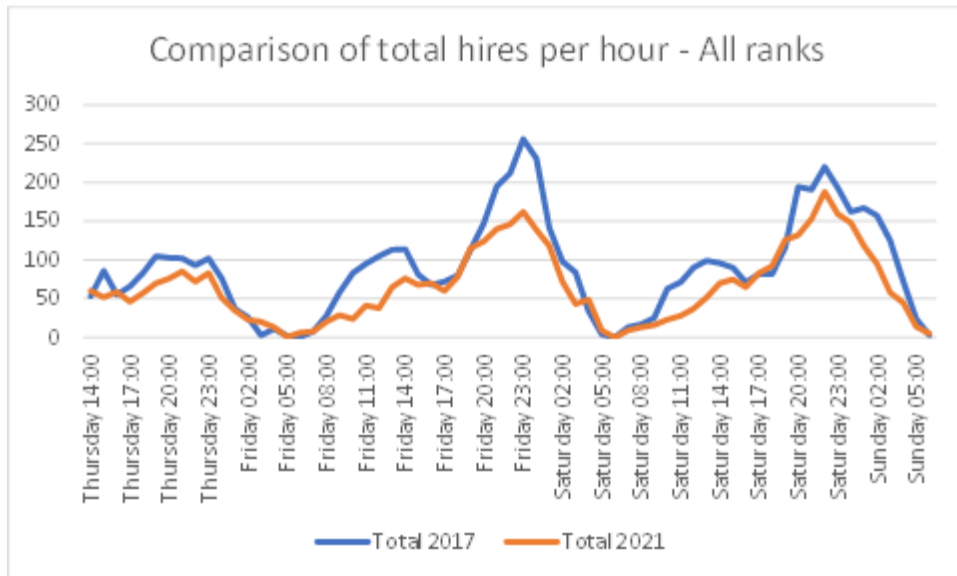
Data has been collected through consultation with key stakeholders, the trade and members of the public. In addition, observations of activity at taxi ranks were undertaken to record volumes of hackney carriages and passengers using each rank and whether any passengers had to wait for hackney carriages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

Covid restrictions since March 2020 have had an impact on demand for licensed vehicles. The downturn in demand had led to drivers leaving the licensed vehicle trades and fewer hackney carriages and private hire vehicles in operation. The rank surveys were undertaken at the end of September / beginning of October 2021. At this time, Covid restrictions had been significantly relaxed and the night time economy had re-opened. Demand for licensed vehicles had increased since the early days of Covid restrictions.

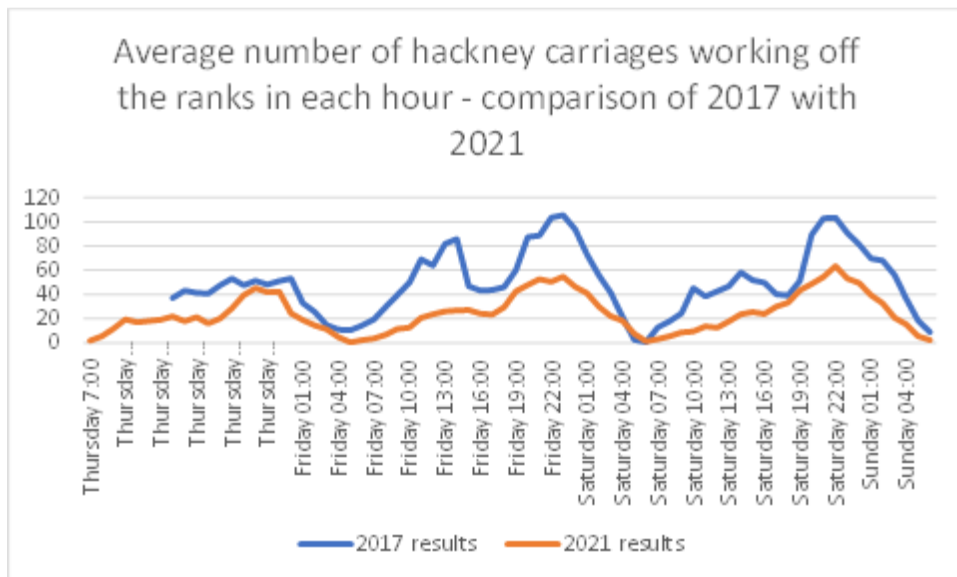
Whilst the demand for hackney carriages at ranks had rebounded from the low levels evident during heavier Covid restrictions, the number of drivers returning to the trade had not fully recovered at the time of the rank surveys.

Information gathered throughout the survey suggests that the lack of hackney carriage drivers had led to shorter operating periods for some hackney carriages and some hackney carriages effectively not in operation at the ranks.

The following figure illustrates a comparison of rank hires observed in 2021, with those observed in 2017. The level of passenger activity in October 2021 remained lower than that observed in 2017.



A comparison of the estimated number of hackney carriages working from the ranks in 2021 with those in 2017, is presented in the following figure. This illustrates that fewer hackney carriages were active during the 2021 survey. The difference was greatest during peak periods on Friday and Saturday nights.



The shortfall in hackney carriage availability has led to more common passenger waiting at the taxi ranks. Around 54% of passengers who boarded taxis, had to wait at taxi ranks for hackney carriages to arrive at the ranks. The hourly proportions of passengers [who boarded hackney carriages] who had to wait for a hackney carriage to arrive at ranks, is presented in the following figure.



In some hours, the proportions exceeded 100%. This indicates periods which include passengers who had waited at a rank, then given up waiting and left the rank on foot. It should be noted that some of the periods when the proportion exceeded 100%, were during periods of low levels of demand. Consequently, the proportions relate to small base numbers and a small number of intending passengers leaving on foot, may represent a large proportion of all passengers during these periods.

Whilst passenger waiting was observed at all active ranks, the issue appeared to be more significant at the Railway Station rank.

The Index of Significance of Unmet Demand (ISUD) was calculated, based on taxi rank activity. It is generally held that if the index value exceeds 80, this indicates that the level of unmet demand for hackney carriage services is significant. It is prudent to consider evidence from public and stakeholder consultation alongside the ISUD index value.

The ISUD value calculated, based on the 2021 observations, was **3,344.7**. This index value is significantly greater than the threshold of 80. The value is corroborated by feedback from the public that waiting at taxi ranks is commonplace.

The Railway Station rank is a private rank. Hackney carriage access to the rank is limited to those who have paid for a permit. The level of passenger waiting at the Railway Station rank was generally greater than for the public ranks. It is prudent to calculate the ISUD value for all ranks excluding the Railway Station, to determine whether the influence of the Railway Station rank skews the results. The ISUD value for all ranks, excluding the Railway Station rank, was **1,421.8**

Whilst this value was lower than for all ranks including the Railway Station rank, the value is still significantly higher than the threshold of 80.

Feedback from the trade suggests that since October 2021, the number of drivers operating hackney carriages has been increasing [to February 2022]. However, feedback also indicated that some hackney carriages remained out of operation owing to lack of drivers. The number of hackney carriages which are 'double driven' remained below pre-Covid levels. These are hackney carriages which are operated on multiple shifts by different drivers, thus increasing effective availability of a single vehicle.

Based on the October 2021 survey data and feedback from the public and trade, there is a clear need for increased hackney carriage availability at the ranks. However, mechanisms to increase availability are limited. There is an argument that increasing the number of hackney carriage licences would not necessarily increase availability, as these vehicles still need drivers and there are existing vehicles which are not in operation, owing to lack of drivers. However, there is a counter argument that introducing new licences would open access to others who are not currently licensed or who are licensed to drive private hire vehicles, to enter the hackney carriage trade.

The number of hackney carriage vehicle licences which would be required to reduce the level of unmet demand to below that which is significant, would be 9 licences. These include two licences which had previously been issued, but have since been surrendered to the Council.

Feedback from disability group representatives highlighted some issues with licensed vehicle services, which some disabled users face. These issues are largely related to availability of suitable vehicles and suitable knowledge, understanding and empathy from drivers and booking offices. These issues can lead to significant anxiety with respect to travel by licensed vehicle and suppress the number of trips made, to only the most essential.

Some of the issues faced by disabled travellers can be addressed by increased availability of wheelchair accessible vehicles. Others would be addressed by measures to increase awareness and understanding of the needs of disabled travellers.

Contents

Executive Summary	ii
Contents	vi
1 General introduction and background	1
2 Local background and context	5
3 Patent demand measurement (rank surveys)	7
4 General public views	1
5 Key stakeholder consultation	33
6 Trade stakeholder views	39
7 Evaluation of unmet demand and its significance	43
8 Summary and study conclusions	49
9 Recommendations	53

Page left intentionally blank

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 2017, 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.

Since the last Unmet Demand Survey, the Covid-19 pandemic and mitigation measures implemented, have significantly influenced both demand for licensed vehicles and supply of licensed vehicle services.

2 Local background and context

The authority has a current population of 210,618 using the 2019 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.

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.

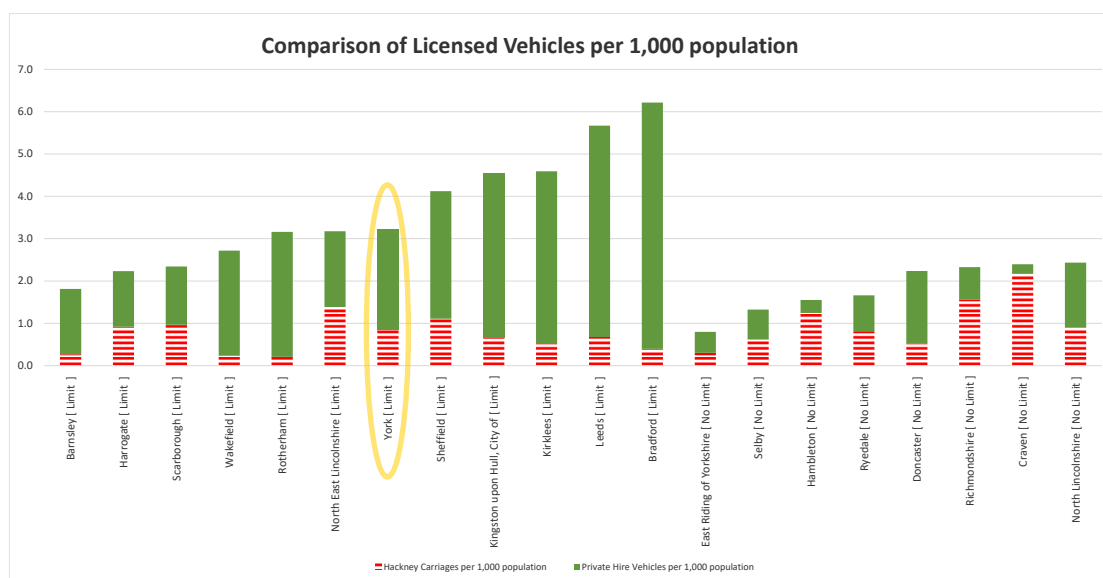


Figure 1 - Comparison of Licensed Vehicles per 1,000 population

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 February 2022 table indicated that the fares in York were ranked 22 out of 352 authorities ranked, with a fare of £7.20. This suggests that fares in York are more expensive than average.

The mid ranked fare (rank 176) was £6.00. So fares in York appear to be higher than average.

In terms of national fares, the highest comparable fare (ranked 1) was £11.40 at London Heathrow. The highest ranked local authority licensing area was Epsom & Ewell with a fare of £8.60. The lowest (ranked 352) was £4.40.

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

Table 1 - Comparison of Hackney Carriage fare ranking in adjacent authorities

Local Authority	Rank
York	22
Harrogate	31
Selby	167
Ryedale	189
Hambleton	282
East Riding of Yorkshire	319

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. The six ranks surveyed during the last unmet demand survey were also covered by this current survey. Whilst other ranks exist within York, feedback from Licensing representatives indicated that no other ranks were in regular use.

York ranks

Overview of observations

Video cameras were used to record activity at the ranks surveyed. Activity was logged from 7:00 am on Thursday 30th September 2021 to 7:00 am on Sunday 3rd October 2021.

During the course of our survey, we observed some 4,808 vehicles departing the ranks.

During the course of the surveys, 5 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.

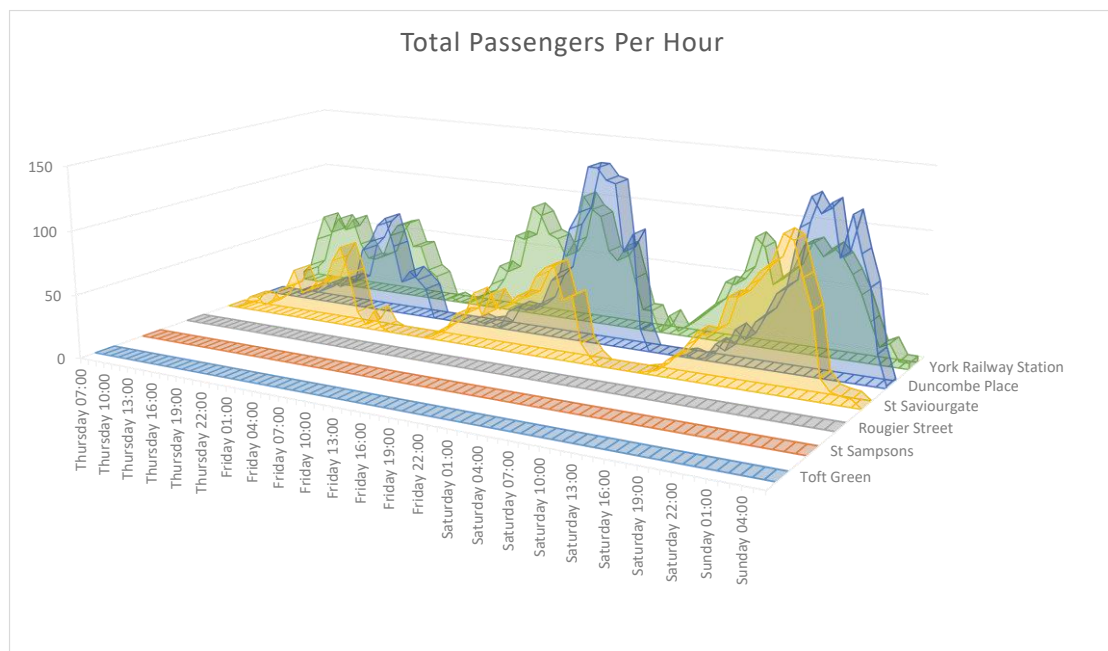


Figure 2 - York passengers through each rank

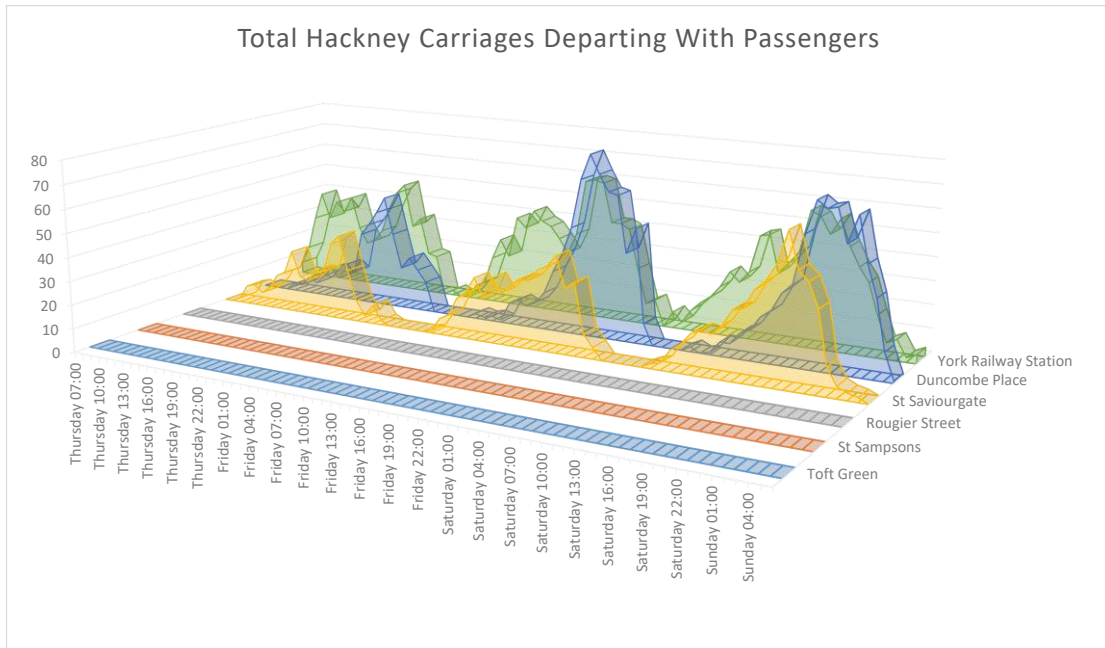


Figure 3 - York Hackney Carriages hired at each rank

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

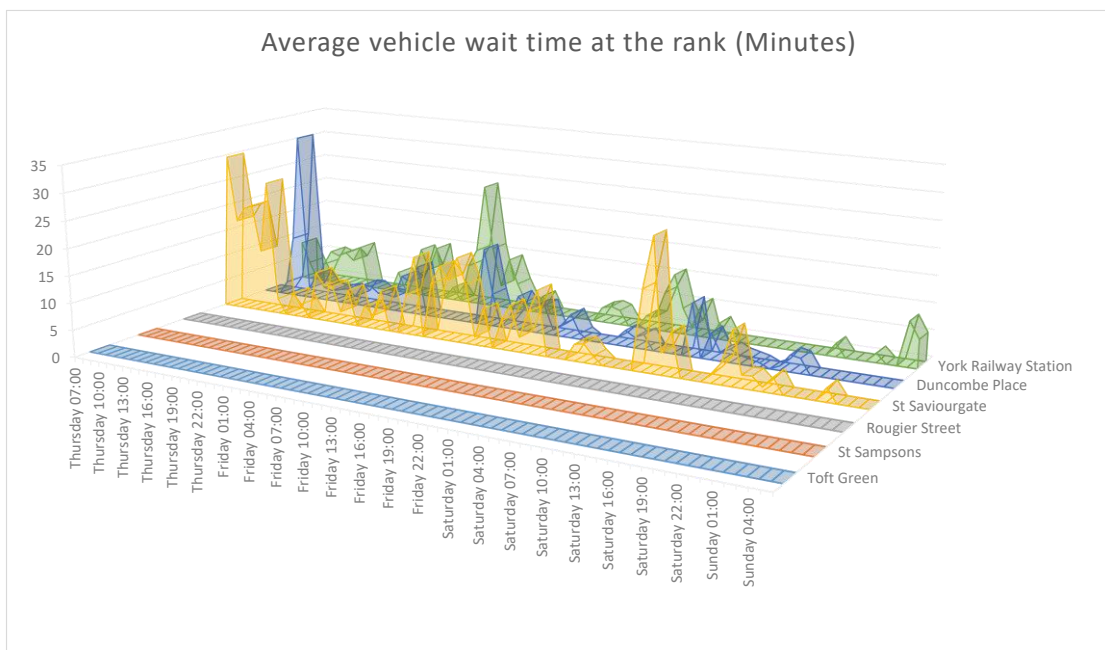


Figure 4 - York Hackney Carriage vehicle average wait time at each rank

Detailed consideration of ranks

St Sampson’s Square, Toft Green and Rougier Street

No activity was observed at the ranks at St Sampson’s Square, Toft Green and Rougier Street.

St Saviourgate

The rank is located along St Saviourgate, in two parts.

The rank was active each day from mid morning through to the early hours of the following morning. The busiest periods were at night, after 22:00 hours.

Activity levels increased significantly on Friday and Saturday night, compared with afternoon levels. Peak activity on Friday night was 41 and the peak on Saturday night was 63 hires per hour.

Passenger waiting was observed at times throughout each day. At times, passenger waiting was persistent, with queues forming for extended periods.

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.

Daytime activity levels on Thursday and Friday peaked at 13 hires per hour, but were commonly significantly lower for much of the day. On Saturday during the day time, activity peaked at 19 hires per hour.

Night time activity levels were significantly higher than day time levels, on Thursday night, activity peaked at 49 hires per hour. On Friday night, activity peaked at 78 hires per hour and on Saturday night, activity peaked at 69 hires per hour.

Passenger waiting was observed from time to time during the daytime periods. However, extensive and prolonged passenger waiting was observed at night at this rank. Passenger queues formed at times, for extended periods.

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 with station permits, for which an additional fee is levied.

The station rank was active throughout each day, from morning through to late at night. Peak daytime activity levels were 40 hires per hour on Thursday, 44 on Friday and 46 on Saturday.

The station rank was also active each night that was observed. Activity levels were generally higher than day time levels. Peak activity was 49 hires per hour on Thursday night, 61 on Friday night and 58 hires per hour on Saturday night.

It was noted that not all passengers boarding hackney carriages at the Railway Station came from the station building. Some passengers were observed to approach the rank from outside the station.

Passenger waiting and number of vehicles operating

The number of waiting passengers during each hour observed is presented in

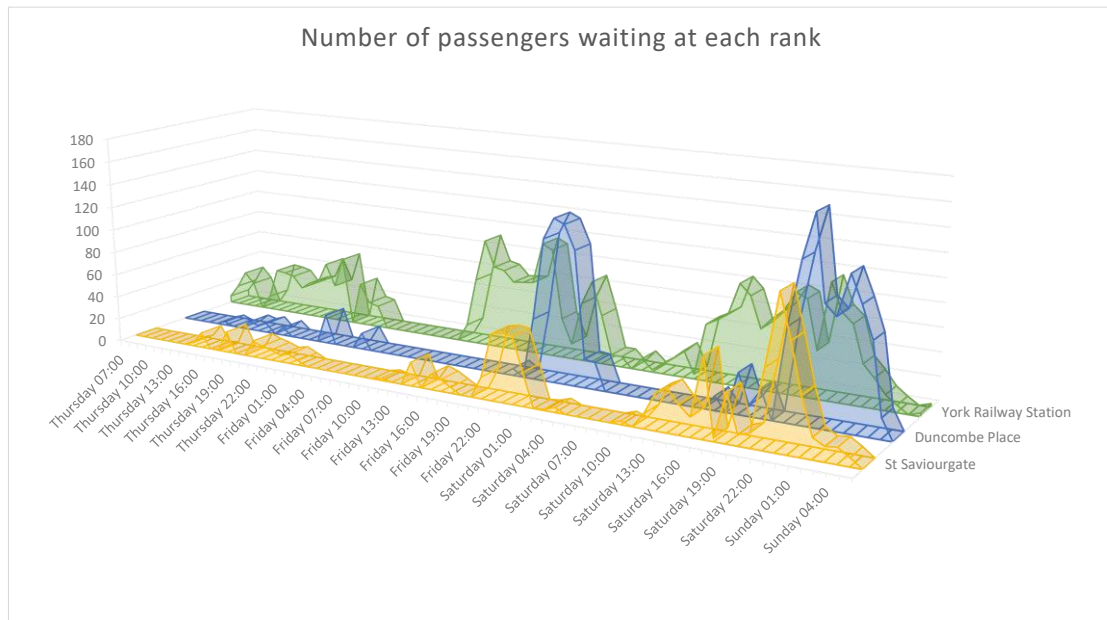


Figure 5

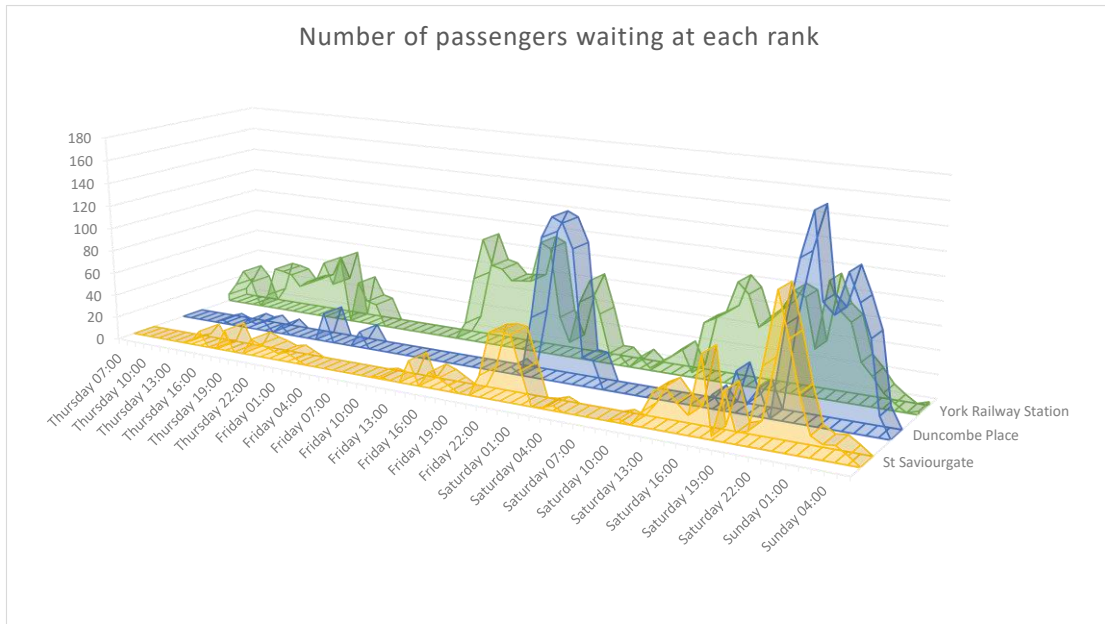


Figure 5 - Passengers waiting at each rank during each hour

The average wait times for passengers who had to wait for a hackney carriage to arrive at ranks, is presented in Figure 6.

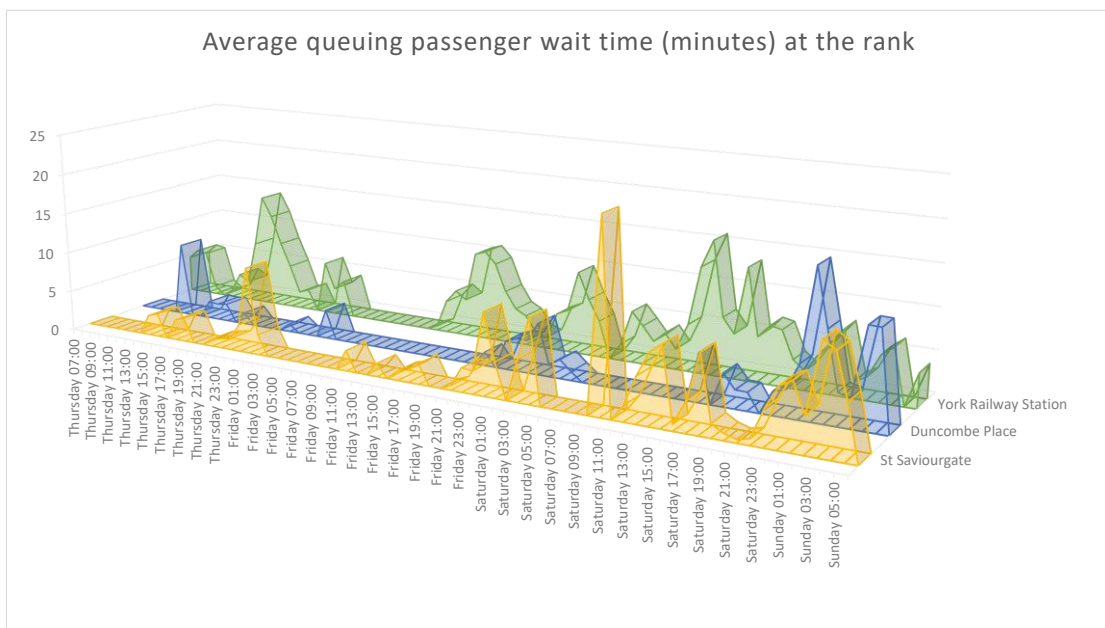


Figure 6 - Average wait time for waiting passengers

The number of waiting passengers, as a proportion of all passengers who boarded a hackney carriage, is presented in Figure 7. It should be noted that the data includes passengers who abandoned waiting at the ranks and left, without boarding a hackney carriage. Hence, the number of waiting passengers exceeded 100% (of boarding passengers) during some hours



Figure 7 - Proportion of boarding passengers who had to wait for a hackney carriage

Further observations and key features from observation of the York ranks

Passenger waiting was observed at each of the active ranks. The most persistent waiting observed was at the Railway Station rank. Passenger queues formed and lasted for extended periods at the Railway Station rank, at various times of day.

Comparisons with the results from the surveys in 2017

As extensive passenger waiting had been observed during the 2021 surveys, it is prudent to compare results with those obtained during the 2017 surveys.

The following figures compare the number of hires from the ranks observed during each of the surveys. Comparisons have been made for all ranks and for all ranks excluding the Railway Station.

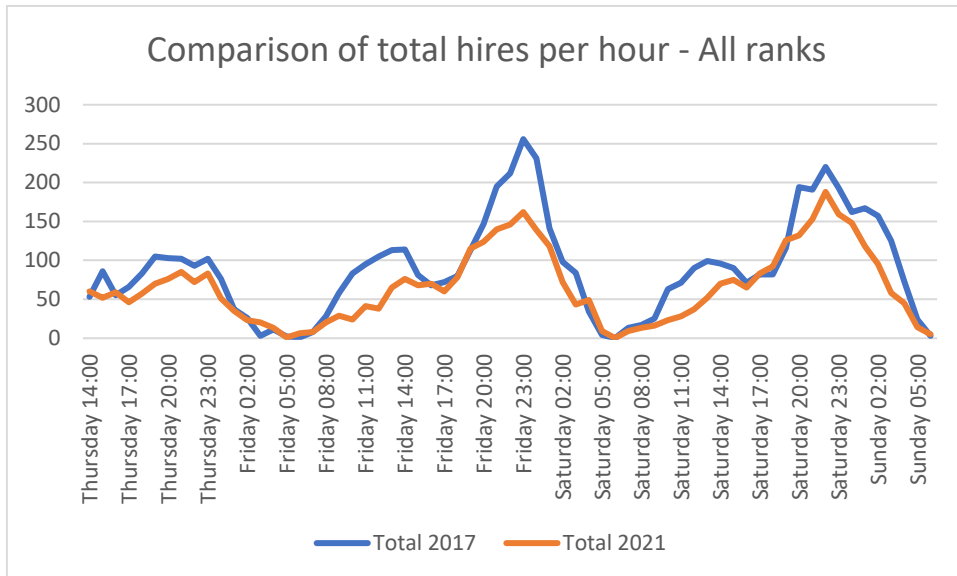


Figure 8 - Comparison of 2017 with 2021 hires per hour - all ranks

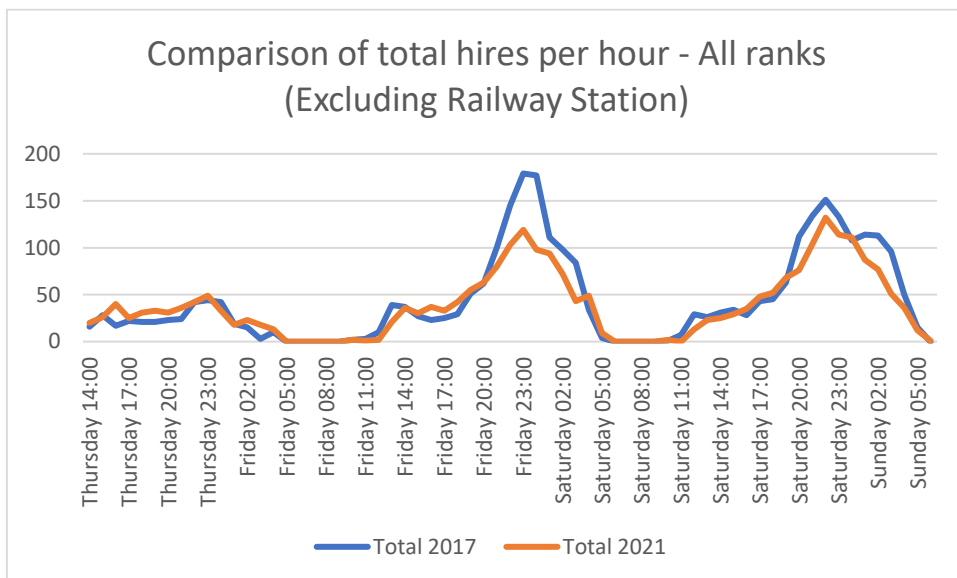


Figure 9 - Comparison of 2017 with 2021 hires per hour - excluding station

The comparisons illustrated in Figure 8 and Figure 9 indicate that when the Railway Station data was excluded, the number of hires was similar in 2021, compared to 2017, with the exception of Friday and Saturday nights, when the number of hires in 2017 was higher.

The number of hackney carriages working from the ranks during each hour was estimated based on the rank observation data. A comparable estimate was made for the 2017 survey. A comparison of the number of hackney carriages working from the ranks is presented in Figure 10.

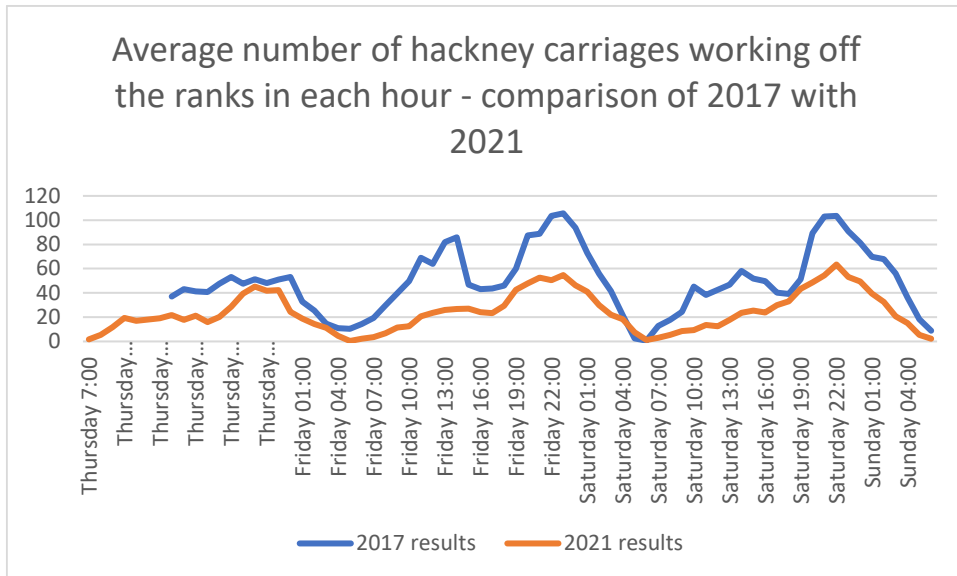


Figure 10 - Comparison of hackney carriages working from the ranks

The comparison in Figure 10 illustrates that the number of hackney carriages working from the ranks in October 2021 was significantly lower than those observed during the 2017 survey.

A similar comparison was made with the Railway Station rank excluded. This comparison is presented in Figure 11. The comparison excluding Railway Station activity shows a closer relationship between 2017 and 2021 levels of hackney carriage availability for much of the surveyed periods. However, during the peak periods on Friday and Saturday nights, there were significantly fewer hackney carriages working from the ranks in 2021 than were observed in 2017.

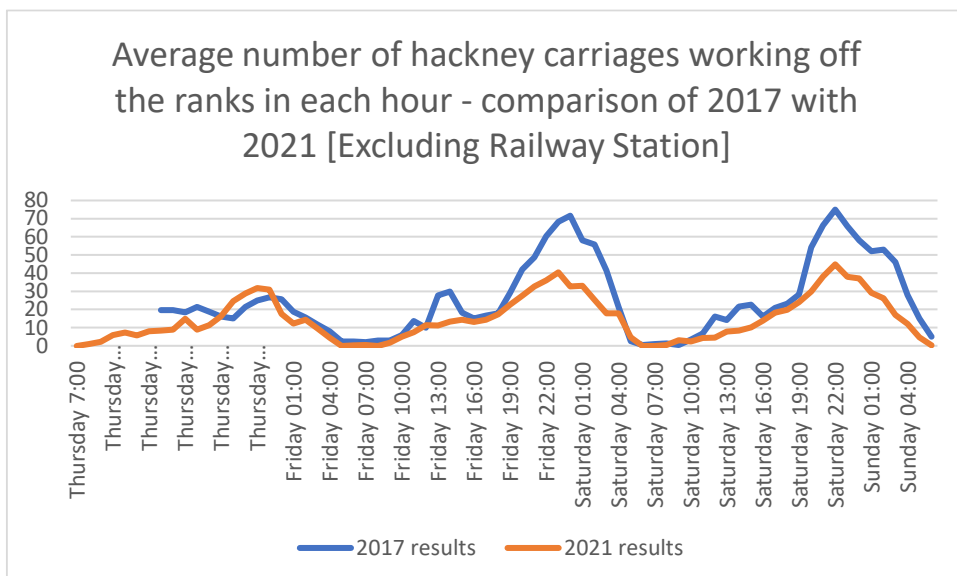


Figure 11 - Comparison of hackney carriages working from the ranks - Excluding Railway Station rank

Taking both the profile of demand (number of hires) and the number of hackney carriages working from the ranks, it appears that in 2021, there

were both fewer hires and fewer available hackney carriages, across all of the ranks. The differences were more significant when the Railway Station data was included in the comparisons. This feature suggests that the drop in demand and drop in supply of available hackney carriages was more significant at the Railway Station rank, than at other ranks.

The number of hires from the ranks each hour was observed from the rank surveys. This information may be used, together with the estimates of the number of hackney carriages working from the ranks, to estimate the number of hires per hour per working hackney carriage. The profile of the number of hires per hour per hackney carriage, working from the ranks, is presented in

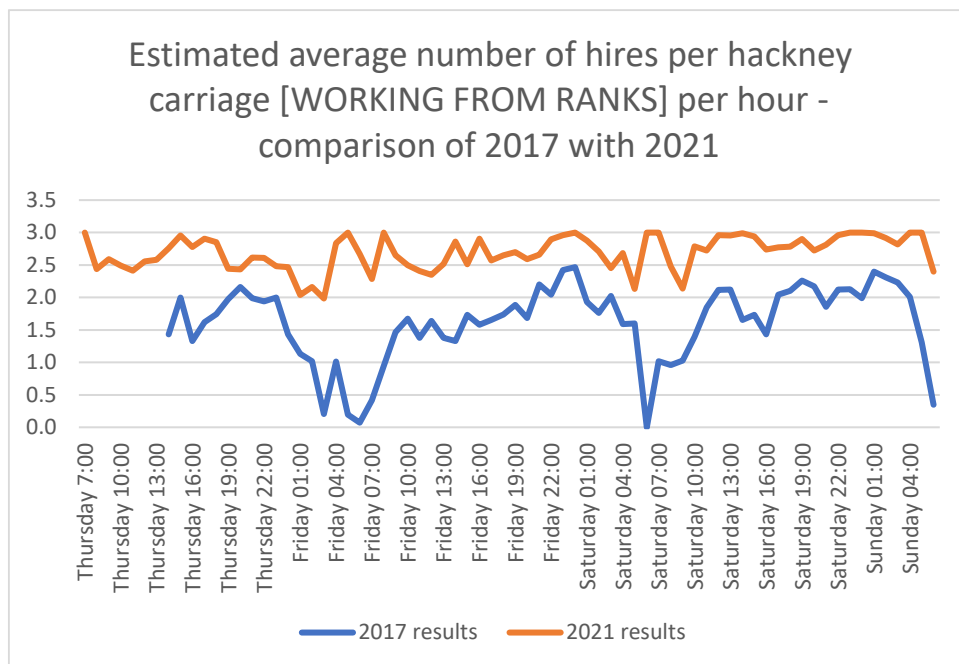


Figure 12 - Estimated hires per hour per hackney carriage

Rank abuse

Taxi ranks are generally reserved for the use of hackney carriages waiting for hires (during posted hours of operation for part time ranks). However, it is not uncommon for other vehicles to stop on, wait at or park on taxi ranks, for various durations and purposes. These intruding vehicles may be engaged in various activities, such as, picking up or dropping off passengers, undertaking deliveries, or parked to go shopping.

We term the use of rank space by other vehicles as rank abuse. The level of rank abuse was assessed as part of this study.

If other vehicles were observed stopping on the ranks for more than a few seconds, this was logged. The graphs presented in the following figures present the maximum number of cars, vans, large goods vehicles and other vehicles, observed during each 5 minute period.

No rank abuse was observed at the Railway Station rank. Some occasional rank abuse was observed at the ranks at St Sampsons Square, Toft Green, Rougier Street and St Saviourgate. More significant levels of rank abuse were observed on the Duncombe Place rank.

At Duncombe Place, the section of the rank furthest from the head of the rank, sometimes referred to as the horse and carriage rank, was often used by vehicles to park. The vehicles parked were mostly cars. These cars were occasionally joined by vans and van based minibuses. Some vehicles were logged as 'Other'. These were coaches, which parked on the rank from time to time. Coach parking generally occurred towards the middle of the rank.

Whilst the vehicles parked on the rank, were mostly parked towards the rear of the rank, there were occasionally vehicles parked on other sections of the rank.

At 11:35 am on the Saturday, some traffic wardens arrived at the rank and started inspecting the parked vehicles. One vehicle appeared to receive a ticket, but other vehicles were not ticketed. It may be that some of the parked vehicles had blue badges on display and this enabled the driver to park freely. However, the camera position did not enable any blue badges, if present, to be seen.

The traffic wardens remained at the rank until 13:16. During this time, the presence of the traffic wardens appeared to deter people from parking on the rank.

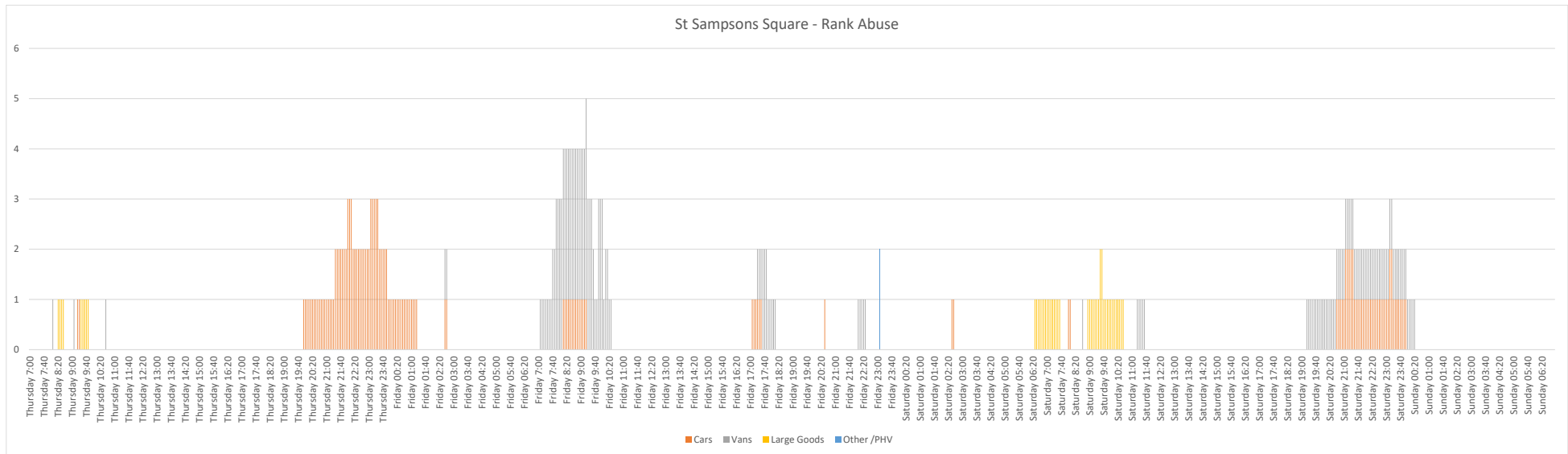


Figure 13 - St Sampsons Square rank abuse

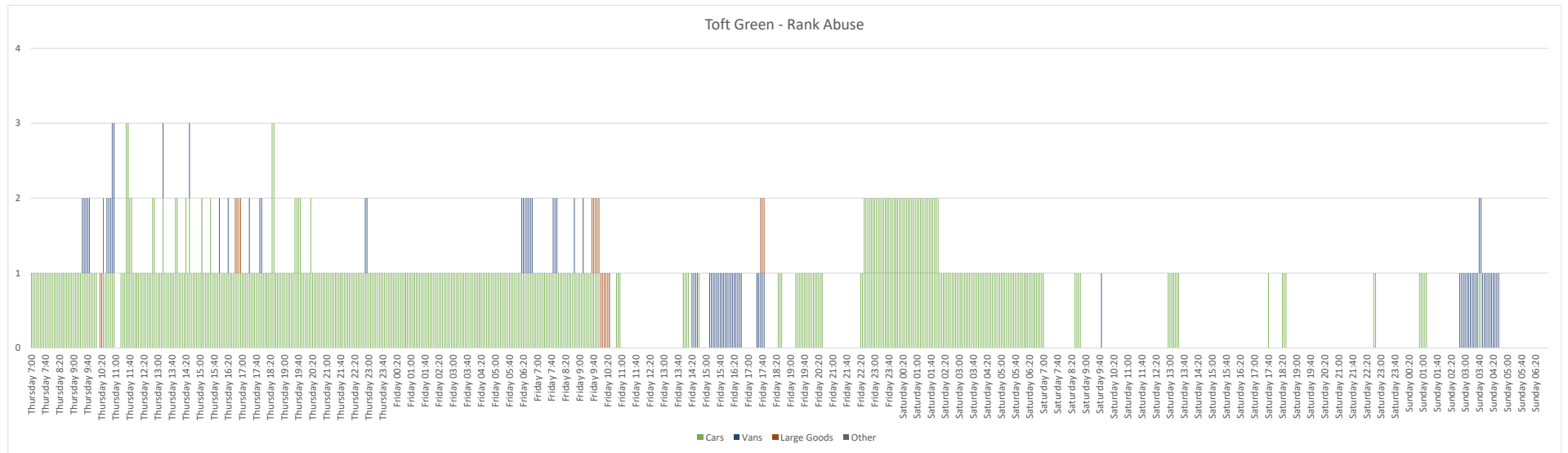


Figure 14 - Toft Green rank abuse



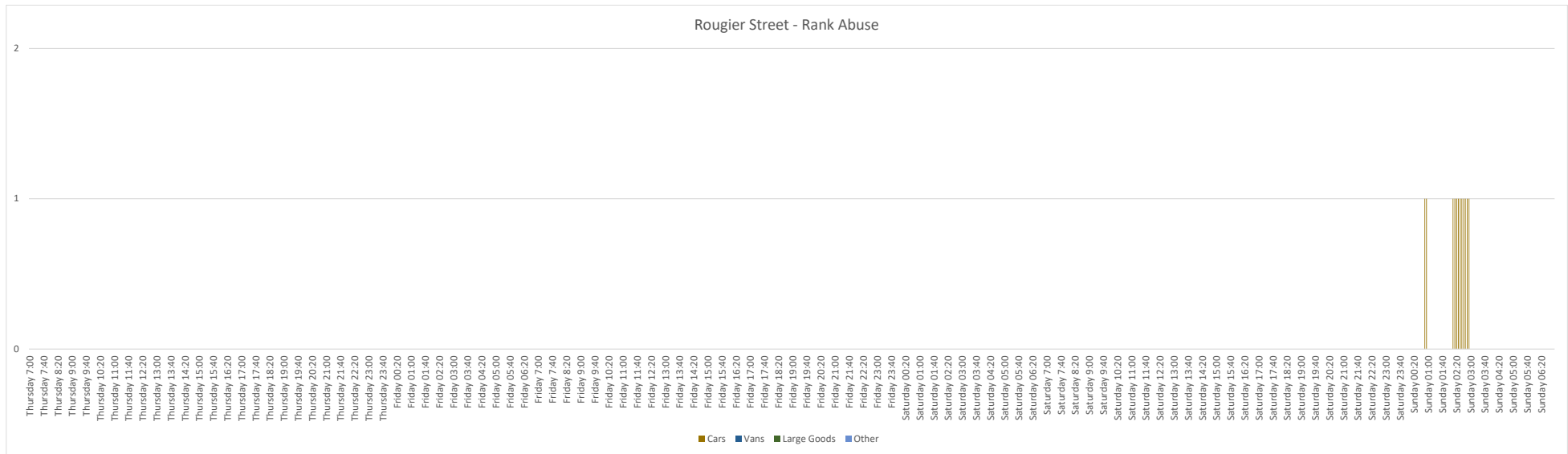


Figure 15 - Rougier Street rank abuse



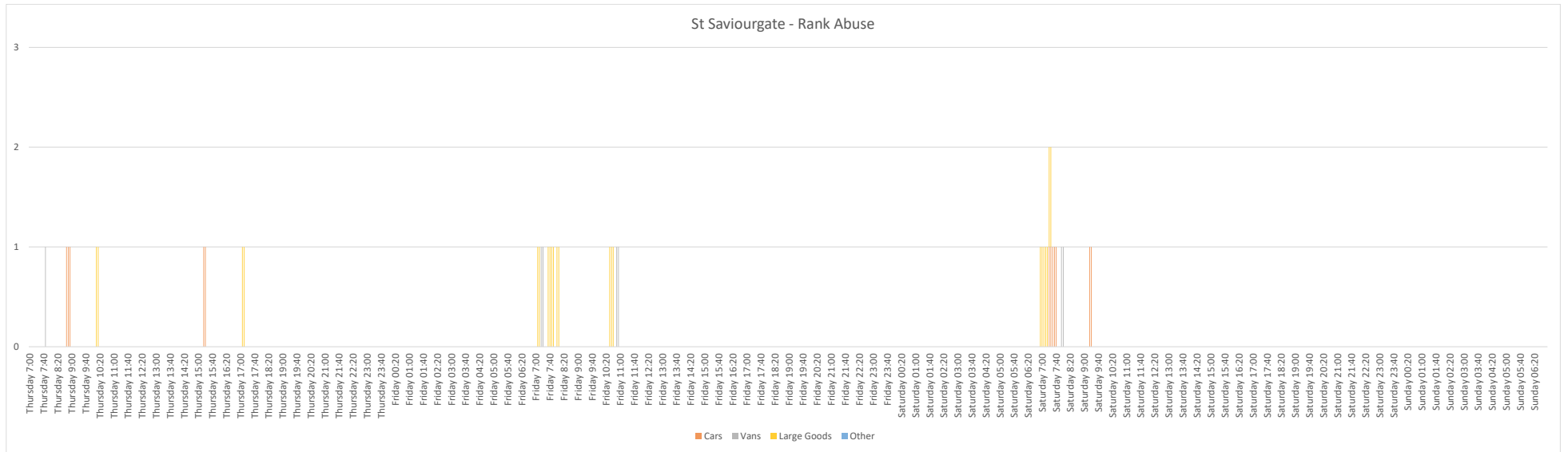


Figure 16 - St Saviourgate rank abuse



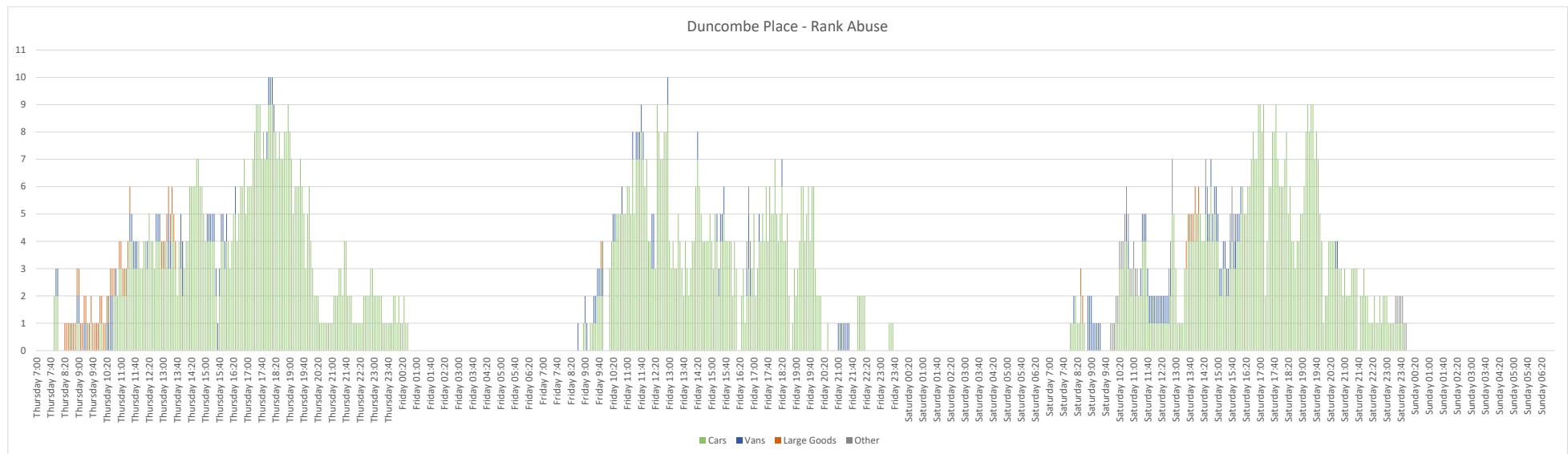


Figure 17 - Duncombe Place rank abuse

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.

An online survey was undertaken and 153 valid responses were received.

The results of the surveys were as follows:

York public attitude survey results

Respondents were asked if they had used a licensed vehicle in the 12 months prior to the impact of Covid-19. 89% said they had and 11%, of the interviewees asked said they had not.

The following questions were asked of those respondents who had used a licensed vehicle in the 12 months prior to Covid-19.

Thinking back to times before the impact of Covid-19, which type of licensed vehicle would you have used most often?

Hackney Carriage (Taxi)	19.9%
Private Hire	37.5%
Have used both types more or less equally	42.6%

Typically, (During pre Covid-19 times) How frequently did you travel by Hackney Carriage (Taxi), as opposed to Private Hire Vehicle? (i.e. the ones with signs on the roof, which wait at taxi ranks)

Three or more times a week	11.1%
Once or twice a week	13.7%
Once or twice a month	17.9%
Less than once a month but more than twice a year	20.5%
Once or twice a year	16.2%
Rarely or Never	20.5%

What was the most common purpose of any trips by licensed vehicle (Pre Covid-19)?

Going home after a night out	0.7%
Hospital / Medical	10.4%
Leisure	58.2%
Link to other transport mode	6.7%
Personal business	6.7%
Shopping	3.7%
To get back home	0.7%
To get into the city centre	0.7%
Work or education	11.9%

Regarding trips by Hackney Carriage (TAXI) (i.e. not a private hire vehicle), how would you normally obtain your Hackney Carriage (TAXI) (Pre Covid-19)?

At a taxi rank	76.1%
By telephone for immediate use	6.7%
By telephone, to book a time for use in the future	10.4%
Hailed (waved down a passing taxi) in the street	4.5%
Using a mobile app or website	2.2%

If you used an app or website, could you tell us which one you used?

Station taxi app	33.3%
Streamline	33.3%
Uber	33.3%

If you required a taxi immediately, how long did you typically have to wait to get your taxi? (Pre Covid-19)

Within 10 minutes	41.7%
Between 10 to 30 minutes	50.0%
Over one hour	8.3%

If booked for use in the future, how close to the booked time did the taxi arrive?

Late by up to 30 mins	7.1%
More than 10 minutes early or late	7.1%
More than 60 minutes early or late	7.1%
On time	78.6%

Could you tell us what time of day and day of week you typically used a taxi?

Friday or Saturday evening between 6:00 pm and 10:00 pm	12.5%
Friday or Saturday night after 10:00 pm	29.2%
Not sure	15.0%
Saturday before 6:00 pm	2.5%
Sunday any time	3.3%
Weekday (Monday to Friday) between 3:00 and 5:00 pm	5.8%
Weekday (Monday to Friday) between 8:00 and 10:00 am	8.3%
Weekday (Monday to Friday) evening between 6:00 pm and 10:00 pm	7.5%
Weekday (Monday to Friday) night after 10:00 pm	4.2%
Any time NOT listed above	11.7%

Thinking of your most recent trip by taxi or private hire vehicle, in York, can you recall which type of licensed vehicle that you used?

I don't recall	4.4%
Private hire vehicle	53.7%
Taxi (hackney carriage)	41.9%

If your most recent trip in a licensed vehicle, in York was in a private hire vehicle, can you recall if this was a private hire vehicle licensed by City of York Council?

I don't know / I don't recall	9.7%
No, it was licensed by another council	15.3%
Yes, it was licensed by City of York Council	75.0%

If you have experience of using private hire vehicles in York and can compare the standards of those vehicles licensed by City of York Council against those vehicles licensed by other licensing areas, could you provide us with your views regarding the comparative merits?

	Vehicle Cleanliness	Vehicle condition	Driver helpfulness	Driver standard of dress	Driver standard of hygiene	Driver professionalism	Driver communication	Driver knowledge of area
No appreciable difference in standard	54.5%	45.5%	18.2%	54.5%	63.6%	60.0%	30.0%	44.4%
Private hire vehicles licensed by City of York Council appear to be of a higher standard	18.2%	18.2%	27.3%	27.3%	18.2%	10.0%	20.0%	33.3%
Private hire vehicles licensed in other areas appear to be of a higher standard	27.3%	36.4%	54.5%	18.2%	18.2%	30.0%	50.0%	22.2%

How did you rate your most recent trips by taxi, for value for money, ranging from 1 very poor to 5 very good?

Average value was 3.95

How did you rate your most recent trips by private hire vehicle, for value for money, ranging from 1 very poor to 5 very good?

Average value was 3.57

With respect to the standard of hackney carriages (TAXIS) and private hire vehicles in the area, how would you rate these aspects with 1 very poor and 5 very good.

Aspect which is rated	Average rating for hackney carriage	Average rating for private hire vehicle
Vehicle cleanliness	4.0	4.0
Vehicle condition	4.1	4.0
Driver helpfulness	4.0	4.0
Driver standard of dress	3.8	3.8
Driver standard of hygiene	3.9	3.9
Driver professionalism	4.0	4.0
Driver communication	3.9	3.9
Driver knowledge of the area	4.2	4.0

The following questions were asked of all respondents, including those who had not used a licensed vehicle in the 12 months prior to Covid-19.

Have you had any difficulty getting in or out of any type of licensed vehicle in York?

Yes	10.5%
No	89.5%

Could you tell us more about the difficulty that you faced?

The following responses were received:

- Vehicle too high transit van
- High step up
- Large vehicle (sub busses) are generally too tall for me to get into easily.
- Getting in and out.
- It was a minibus and was a high step in
- Opening the door to get out and getting up from the seat
- Seat too low
- I struggled with manoeuvring my legs
- Not enough legroom in back made it hard getting in or out due to my height.

- I've fallen out of a hackney carriage in my wheelchair because the driver didn't put the ramp in correctly. It was the last time I used a hackney carriage in my wheelchair
- My wife struggles to get into and out of minibus-type taxis
- Rear passenger door would not open without the force of a male (drivers words)

Which kind of licensed vehicle was it (that you had difficulty getting in or out of)?

Private Hire Vehicle	46.7%
Hackney Carriage (Taxi)	26.7%
Both	13.3%
I don't recall which type	13.3%

What was the principal factor which limited your use of Hackney Carriages (Taxis) in York (pre Covid-19)? Please choose the most relevant factor for you:

As a pedestrian I observe so much bad driving by taxis that I would not want to be in one.	0.7%
Cost	18.7%
I didn't live here then	0.7%
I generally use a car	10.0%
I use Private Hire Vehicles	14.0%
No need to use Taxis	6.7%
Nothing	19.3%
Poor understanding of wheelchair access	0.7%
The nearest ranks are too far away	2.7%
Use the bus instead	6.0%
Usually cycle or walk	5.3%
Usually old and dirty	0.7%
Waiting time	14.0%
Would use a bus if one was available	0.7%

Have you experienced problems obtaining a Hackney Carriage (TAXI) in York prior to Covid-19?

Yes	28.9%
No	71.1%

Could you tell us a bit more about the problems which you encountered. For example, what type of problem did you have? Where did this problem occur? Approximately what time of day and day of week did this occur?

The following responses were received:

- App booking cars don't turn up. Availability issues. Telephone booking staff rarely friendly.

- Availability of Hackneys in the city centre, rank waiting times, evening after 7pm
- Cost and rude driver
- Even during the day you struggle to find a hackney, the ranks are not in the centre of York
- Friday and sat nights, a 1 hour wait at Duncombe place or St saviour Gate is not unusual, Some mid week nights can also have a long wait
- Friday Saturday night waiting a long time at a rank (& several more similar comments)
- I'd always find the taxi drivers at the station extremely rude. Prior to Covid I had a driver shout at me for allowing the person behind me to go ahead of me. As soon as I got in, he accused me of robbing him of his fare because he presumed that the customer I made go ahead of me was going a further distance than me. I've also found over the years of using the taxis at the station that the drivers are very racist
- In the evenings I often won't stay late because it takes too long to get a taxi home, so I catch the last bus instead
- Long waits at station
- Massive queues at the Station, high cost of fares
- No taxis availability at that time rank empty station 16:00
- Not available at the time requested
- Not available for bookings. Typically Saturday evening.
- Not enough ranks in city centre
- Not enough taxis any time over the weekend
- Not enough cars to fill demand.
- Queuing at station for an hour
- Regularly spent substantial time waiting at York station waiting for taxis at various times of day and on multiple days.
- Road closures and caused the Delays
- Rude aggressive drivers
- Stood at the minster rank for 40 minutes
- Take a long time/none available/too long a line for taxi rank (more than 10 punters in a queue)
- Taxis and private hire vehicles are expensive, poor quality and almost impossible to book/get. Uber are the polar opposite - fast, convenient, quick, reasonably priced and clean. We need Uber back rather than the sub-standard Hackney carriages and private hire vehicles from the dark ages. They can't compete and rather than improve they instead work to get Uber banned. The Council should be ashamed for allowing this to happen.
- There isn't a just one occasion.... this has been a problem for years in York I have used taxis at different times of day whether it be 6 p.m. on a Friday or Saturday evening or it be past midnight on a weekend even the other week Sunday evening 7:30pm it was a 3-hour wait! Friday or Saturday evenings it's always 3 hours and it is usually 2 to 3 hours after midnight it's absolutely ridiculous I go all

over the country and never wait more than 20 minutes anywhere else for a taxi at any time or day I think it's about time the Monopoly in York stopped and we let uber do their work as they do another cities! York taxi companies have had it all their own way for years charging ridiculous prices very poor service it's about time we broke this Monopoly! With the way things are right now they have no argument now!

- Too few that you can hail in the street
- Usually at peak times on an evening. After a night out. There can be a wait for up to an hour. Don't bother trying on New Years eve.
- Waiting at station after a London train
- Wheelchair user during school hours

How would you assess the availability of Hackney Carriages (Taxis) in York? (with 1 very poor and 5 very good).

Average rating was 3.95

In order to ensure that licensed vehicles become more environmentally friendly and contemporary, the council is considering introducing higher environmental standards (Euro 6 or better e.g. electric hybrid/fully electric) and age limits for licensed vehicles. Do you support the introduction of these higher standards?

Yes	53.6%
No	46.4%

Do you support the introduction of emission standards?

Yes	92.8%
No	7.2%

If yes, do you agree that Euro 6 i.e. the latest standard for petrol and diesel engines and or electric hybrid/fully electric is appropriate?

Yes	93.3%
No	6.7%

Do you support the introduction of age limits for licensed vehicles?

Yes	51.0%
No	49.0%

If yes, which is the most appropriate limit (please choose one)

7 Years	42.9%
9 Years	11.7%
10 Years	42.9%
I don't agree with any of these age limits	2.6%

One respondent, who didn't agree with any of these age limits, suggested 13 years.

Should there be higher age limits for operating wheelchair accessible and fully electric vehicles, as hackney carriages and private hire vehicles, because of the additional costs of purchasing such vehicles?

Yes	65.1%
No	34.9%

[For those who answered Yes to the previous question] Would you support an extended age limit of 12 years for wheelchair accessible vehicles?

Yes	88.7%
No	11.3%

If no, what should the extended age limit be?

The following responses were received:

- No more than 10 years old
- As long as they are mechanically sound then any age is fine by me
- 15

Would you support there being no age limit for fully electric vehicles?

Yes	63.0%
No	37.0%

If no, what should the age limit be?

The following responses were received:

- If the car is maintained why do you need an age limit, some of the best hybrids made are 10 years old
- Same as equivalent hybrid
- No age limit as long as vehicle is in good working order
- If a vehicle can pass mot and the Council's test it shouldn't matter what number is written on the reg .
- Same limit for others (10 & 12)
- None if roadworthy

In addition to the responses listed above several respondents indicated specific ages. The most popular age limit was 10 years.

Should existing hackney carriage licensed proprietors also be required to use fully electric, wheelchair accessible vehicles when changing their existing vehicles?

Yes	32.2%
No	67.8%

To improve the hackney carriage fleet, should any new hackney carriage vehicle licences be issued to fully electric, wheelchair accessible vehicles (see picture below for example). For the avoidance of doubt, this question is about new not existing hackney carriage vehicle licences.

Yes	54.4%
No	45.6%

If no, what type of vehicles should new hackney carriage vehicle licences be issued to?

The following responses were received. Where multiple similar responses have been received, a single response is listed and indicated as representative of multiple responses.

- Euro 6 or better (& 11 similar)
- Saloon or estate as I cannot get into the high cabs because of mobility issues, a low car is easier
- Personal choice on the driver
- Hybrid (& 6 similar)
- To national car standard
- Max 10 years old diesel is fine I think

- The same as now (& 15 similar)
- Any vehicle suitable for use as a wheelchair accessible taxi
- Standard saloon (& 3 similar)
- shouldn't be limited to 1 type of vehicle
- Any vehicle (& 3 similar)
- ULEZ/LEZ
- Up to 10 year old
- minimum 4 seats
- Standard vehicle. shouldn't need to have every car available for a wheelchairs. It just adds to everyone's costs. I have a friend in a wheelchair, they can always get an adapted car when calling for one.
- An old Mercedes is better then a new mg5 for customers and drivers (this is from my own experience as I own both and customers prefer the Mercedes, even though it's not electric and 12 years old). As long as the taxi licensing office check the cars properly, old cars will be changed by drivers without being forced. The only substandard cars on the road at the moment are some of the rented vehicles that seem to go through taxi test for show as they are falling apart visibly. Again, it is unbelievable that they pass the taxi test but what do I know.
- Just a well maintained vehicle.
- Euro5
- Affordable to driver and roadworthy for passengers (& 3 similar)
- Perhaps a higher fee for non-electric vehicles? I don't think it would be fair to say they can no longer renew their licence in a couple of months with their current vehicle.
- By introducing these standards, the drivers/owners of the vehicles will have to pay more for their vehicles & this will have to be passed on to customers
- To put in any car that they like (within a ten year limit) (& 3 similar)
- Electric will be the answer eventually but I am not sure if charging speed and range are sufficient yet
- Exploring the obvious we need taxis on the streets let's not make it any harder than it probably already is at the minute

Some changes in licensing conditions for hackney carriages and private hire vehicles are being considered. Could you please provide your opinion of the following proposed licensing condition changes.

	All hackney carriage vehicles should be black, to conform with a uniform identification standard	Window tint regulations should be relaxed to allow all window tints supplied as standard by vehicle manufacturers, including those which are darker than the current licensing standard	Some elements of the vehicle inspection test for licensed vehicles, such as remaining tyre tread depth and brake shoe or lining thickness will be made more stringent than for MOT tests
Strongly agree	26.2%	36.9%	30.2%
Agree	28.2%	19.5%	24.2%
No opinion	16.1%	25.5%	16.1%
Disagree	14.1%	10.1%	13.4%
Strongly disagree	15.4%	8.1%	16.1%

If you disagree with any of the potential changes in licensing conditions, could you provide further information on why the changes would not be beneficial?

- If a car is deemed roadworthy by an MOT testing station, then who are you to say it isn't
- [darker windows] Increases risk of abduction
- [darker windows] Limits to drivers view when reversing etc
- Taxis get tested twice a year think that is more than Enough (& 22 similar)
- Colour makes certain makes and models unavailable, also many now come tinted as standard for fuel reasons not to use air con
- Window tinting should not be on any taxi
- It should not be made easier to conceal the identity of both driver and users by allowing darker tints. (& 3 similar)
- I don't agree with uniform.
- Not sure why standards need to be higher than MOT. surely this will only result in the additional costs being passed onto passengers view higher fares.
- Uniform is drivers choice
- If its fit enough for a MOT it's fit enough for the road. Colour shouldn't matter

- Why do they have to be black as long as they are clean tidy cars
- Most modern cars come with factory fitted tinted windows and it is very expensive to get these changed
- Why on Earth would you insist on standards higher than MOT? Making taxis throw away tyres before they need to is environmentally bad and NOT green at all exactly the same as getting them to change their cars too soon! Age limits are not important. The state that the driver keeps the car in is important. If the car is euro 6 or hybrid it should not have an age restriction. Scrapping a car costs the planet greatly
- This will make price hike in those cars, and what impact is for those changes
- Due to the amount of miles taxis drive they change brakes and tyres more regularly than domestic road users. This is a large expense for the drivers and to then ask them to incur even more cost by not getting the full life out of the brakes and tyres is not appropriate.
- Uniforms show who's official and easier to identify
- "Making hackney cars compulsory black limits the drivers choice when buying a car and at least adds cost to changing the car colour to black. Regarding uniform, as long as drivers are self employed they should be allowed to wear what they want. The moment drivers are given rules that don't impact on them doing there job (a to b trips) is when they should be considered employed end be paid accordingly.
- Regarding the taxi test, the car should pass an MOT standard test plus the normal checks regarding displaying the taxi/private hire stickers etc. This should not be a test of what the "mechanic" at the taxi licensing depo thinks it should be the standard. This would mean the car is good enough to transport my family around but not good enough to transport passengers. If the current MOT standard is not good enough then that should be changed. Also this would allow taxi licensing mechanic to fail cars just because he wants to so how would a driver be able to appeal and prove he is right. "
- Why would the current standards not be high enough. Are you saying that the current standards allow unsafe taxis on the road in York
- York full of black taxis will look like never ending funeral procession. As to stricter inspection tests, this is not aimed at improving passenger's safety but for council to make more money. There should be no double standards - if MOT standards are questionable, they should be raised for all vehicles and not only taxis
- "So long as marked there is no need for it to be black, indeed white cars would be more visible at night. There is no need for higher standards re MOT than other vehicles they
- Visibility
- Window tinting should not be tampered with as it benefits some passengers from glare which causes headaches and blurred vision

- Changes ARE beneficial But will cost owners lots of money which will put fares up
- It's clear from this survey that the council is attempting to limit the availability of private hire vehicles thus creating a monopoly for council run taxi services. There needs to be choice.
- Safety concerns over tinted windows (I'm often a lone female traveller and would like people to see me for my own safety)
- Window tints should be standard or lighter to assist the visibility of passengers who may be in trouble.

Are there any other changes to licensing conditions that you feel should be considered?

- Some drivers need to have a better knowledge of the area and have encountered a couple of drivers with whom I was unable to converse, due to their grasp of the English language
- Stop Uber operating in York
- Drivers of Hackney vehicles should have a minimum dress code of shirt and trousers not jeans and t shirt
- Why are you letting out of town cabs working York not licensed in York ?
- Limit out of town cars working in other cities
- If out of town vehicles are allowed in York they should have to be of a similar standard
- Be able haul taxis in York on street.
- Open Coppergate to bus and taxi, then I can save money on the transport
- MOT to be the same as national fee.
- Only City of York drivers should be allowed to work in the city. Standards are there for a reason. No non licenced companies to operate"
- At the moment any change wouldn't be effective as long as the taxi trade is being taken over by drivers licensed with other councils. York city council should direct their efforts towards making sure that only York licensed drivers can operate in York before making any changes.
- Stop Uber and all taxis in York coming from other districts and towns and let York's drivers earn what they pay council to do for a living
- Make the knowledge test harder to stop people who can't speak English passing the test
- Lower the costs for drivers , make it not a feasible option for drivers to licence with other authorities. York should know and control all the drivers that operate in the City
- 1 Hackney plate per person. Gives the drivers more opportunity to have their own vehicle licence and stops these ridiculously high fees drivers are paying to rent a vehicle license
- Get non York licensed vehicles out make public feel safer

- You should tell us how to complain about a driver. I've been in a York cars car and it was not a York one and he went the long way round and the company did nothing. All taxis should have directions in the cars telling customers how and who to complain to, so it gets sorted rather than nothing happening
- Stop outside taxis locally working in our area, (not mentioning a drop off or pick up). Instead of wasting time for colour change concentrate on safety of the passengers. We cannot recognise an outstation taxi locally working here, what background (licenced taxi or concerned council suspended their licence or licenced driver driving all time and awareness of area and routes, I have seen so many times outstation taxis driving opposite one ways.
- For Private Hire, replace the front plate with a window disc. Modern cars especially electric have few places to attach a plate at the front of the car.
- If you let one company get its licences from Wolverhampton why can't all companies do that and just not pay York Council? These cars should not get a licence in this city if they are not paying a licence fee in this city. It stinks.
- One set of rules and regs nationwide ! All Taxis should be subject to the same regulations throughout the nation and only be allowed to work or accept work from within the area that they are licensed thereby allowing local councils to police and monitor licensed vehicles working in their jurisdiction ! Public health and safety should paramount in all areas !
- That York Council enforce more against out of town drivers , illegal cars , pick ups etc and more stringent enforcement of parking by public and delivery drivers on taxi ranks and double yellow lines within the city
- Why are some York taxis at firms licensed by other councils, I saw one licensed by Wolverhampton the other day, surely this person cannot know his way around York.
- Drivers knowledge of York has to be better, they never know where you are going, most of them have to use a sat nav.
- As I understand it, I as a driver, pay a fee (tax) to taxi licensing each year to be allowed to run my a to b transport business in York. I have to follow a set of rules that keep everyone safe in order to qualify for the licence. However, I don't work for Taxi Licensing and they should be able to impose more rules then necessary just because it might make York more attractive to visitors (all hackneys should be black, uniforms...) I believe that better communication between taxi licensing and drivers that are actually on the road (not plate holders that have never held a licence) would improve the service quality. If they check, the drivers that rent car and plate have old cars and the ones that own their plates have good new cars. Just by having a rule that if you ae not a hackney driver you are not allowed to hold a hackney plate would solve the old cars problem and the driver

shortage problem. Surely taxi licensing knows this. They just need to act.

- All vehicles should have cameras inside. The footage should be directly available to the council in case of any incidents. This would help single travellers and drivers feel safer.
- Driver's should be subject to conduct rules in line with Council employees.
- Driver should have a grasp of the English language
- More comprehensive testing of address location in Greater York Areas. I've lived at my current address in Huntington and every time I use a Station Hackney Cab-the same question arises 'Can you give us a clue' my address and that of my 13 neighbours have been here on the map since 1996!
- Drivers should know the local area not ask the passenger for directions as this defeats part of the object of using a taxi in some situations. A better complaints procedure to stop over charging because the driver ' got lost on the way to pick up a fare and on another occasion took the 'scenic route because he thought I was a tourist who didn't know the area. When I complained to the office that the journey cost £5 more than it should have done I was told it was only£5. Inappropriate driver behaviour but no way to prove it so drivers should be on cameras
- Only cars licenced by York should be allowed to operate within the City limits - stop those from the West riding etc.
- All vehicles should have cctv
- Please don't introduce too many new conditions - it is already hard enough to get taxis
- Uber and other out off area drivers should be banned
- Bring back uber for local drivers!!
- Background checks on drivers would be useful
- Yes they should be allowed to operate in the footstreet areas at ALL TIMES
- Dress code for drivers
- License Uber in York please.
- My daughter has used uber on many occasions you did not mention them? Give businesses and drivers 6 years notice to start planning for changing their fleet and cars. Introduce an additional taxi rank somewhere in York that is central. Also fares are ridiculous at the moment and whilst I would agree to them charging more for newer cars they overcharge currently in the evenings by the sounds of it.
- We need Uber back.
- Ability to pay by card or contactless
- Hackneys vehicles should not be allowed to profit from the sale of a hackney plate. may be a condition of the sale of plates could be introduced or them surrendered back to the authority.

If hackney carriage (Taxi) fares increased by 10% would you use Taxis less frequently?

Yes	55.0%
No	45.0%

If hackney carriage (Taxi) fares decreased by 10% would you use Taxis more frequently?

Yes	40.1%
No	59.9%

Are there any locations in York where you would like to see new taxi ranks? If so, where would they be located and when would they be likely to be used?

- Piccadilly (near spark).24/7
- Wellington Row/North Street
- York district hospital
- Outside football stadium
- More City centre ranks where appropriate
- You need more signs up to tell people where the ranks are
- A council rank under cover in the new station layout to make using it more cost effective and out of the weather for customers, unlike the proposed one
- Outside York Station
- McDonald’s restaurant Blake Street night time
- The one on Piccadilly should be 24/7 rank.
- Goodram gate and Piccadilly near spark
- Town center. Pedestrian zone for older/infirm customers as disabled parking is not now permitted.
- A council owned rank at the, or next to train station would be beneficial, considering that the one owned by Lner is not used by drivers due to high fees.
- Hospital should have a rank
- Barbican centre monks cross.
- New stadium on match day
- Goodramgate. For people after a night out. More ranks in centre of town
- Saint Helen’s Square on an evening !
- Monks cross / sporting events/ shopping.
- Racecourse, events other than races.
- Around york Station, as there is constantly the problem of unmet demand in that area from Station Taxis , also a rank near Mc Donald's

Blake Street- this would be preferable than it just been used as a constant illegal parking area for food delivery drivers

- I think allowing taxis/phv back into the town centre would be a better use of time and energy for us paying customers
- City centre, I can't understand why during the day Sampson's Square has no taxis. After all that's where the masses of people are.
- There are enough taxi ranks. Most drivers use Minster rank because there are rank marshals and Station rank because they feel safer. All taxi licensing needs to do is have rank marshals at the other ranks on Friday and Saturday and drivers would stop at any of them. Unfortunately drivers don't feel safe because if they refuse a customer for being drunk, they could end up with damage to the car so as a customer, I have to walk to minster and join a long queue.
- There should be one located around the Stobebow/Fossgate area as this side of town doesn't have one.
- Coney street after 11 pm
- York Hospital
- University
- Clifton Moor retail park in shopping hours - I don't drive and it is extremely difficult to bring back large shops. When my Tesco delivery was taken back to the depot there I had no way to bring it back. Please make sure there would actually be taxis there though - for mini cabs there is usually an hour wait!
- Opposite/near Spark. Likely used in the evening
- Acomb high street
- Stadium
- Eye of York. Would likely be used during shopping hours. Or Piccadilly outside of Spark. Would be used by tourists and students up to the late evening.
- Goodrumgate, Castlegate St Helens Square Used throughout the day
- Main library, used during the day and on a night-time
- There need to be more in the city for sure. there could be one by Leeman road memorial garden
- I think for lone females it would be helpful if there was one middle of town centre, Coney street.
- City centre, Davygate area
- Improvement in signage would be useful so they can be easily found when needed - especially for visitors

Are there existing taxi ranks you would use more if Taxis were more reliably found waiting there? If yes, where are these and when would you be likely to use them?

Several existing taxi ranks, which are marked, but unused, were identified by respondents. These were at:

- Picadilly
- Clifford Street
- Tower Street
- St Leonard’s Place
- Micklegate
- Rougier Street
- St Sampson Square

Respondents also mentioned each of the currently in use ranks at:

- Duncombe Place
- St Saviourgate
- York Railway Station

Do you feel safe when using taxi ranks in York?

Yes, always	27.6%
Yes, most of the time	35.5%
No opinion	11.2%
Not always	22.4%
Rarely	3.3%
Never	0.0%

Could you tell us more about the circumstances of where and when you have not felt safe using a taxi rank in York?

The following comments were received.

- Quite often fighting at Duncombe Place rank and St Saviourgate rank (& 3 similar comments)
- When pubs turn out
- Weekend evenings
- Drunken yobs being overly loud and/or aggressive
- On a night time waiting with others who are drunk or possibly under the influence of drugs (& 13 similar comments)
- Late at night (& 15 similar comments)
- Waiting in the dark alone for a cab
- Race day anywhere
- Inappropriate driver behaviour in taxi from Duncombe Place
- Waiting for taxi in St.Saviorgate late afternoon
- Only once at the station when there were racecourse crowds
- Speeding in a 30 mph zone (& 2 similar comments)
- Experienced racist/anti vax/anti mask drivers in the past, and drivers exceeding speed limits

- Saviourgate traffic is unpredictable and crossing to taxi rank needs to be done carefully
- Stood on outskirts at Minster on my own felt vulnerable and exposed
- There's always a bit of an atmosphere at taxi ranks I don't think it helps that you're waiting when over an hour I think for some people it gets their pulses up
- When the driver of a private hire set off before seat belt was clicked in there were issues with the seat belt, he just found it funny.

Have you ever suffered from any form of assault of abuse when using a taxi rank in York?

Yes	17.3%
No	82.7%

If you have suffered from abuse or assault, could you tell us a bit more about your experience, for example, physical or verbal assault or abuse, when this has occurred and any other circumstances that you may recall from the occasion or occasions.

- Assaulted at St Saviourgate rank by unknown male
- Verbal abuse people trying to jump queue
- People queue jumping
- Drunk people trying to push in and being abusive and threatening (& 11 similar responses)
- Taxi ranks by there nature attract all forms of society. Verbal abuse. Or just general bad languge has stopped us taking our 9 year old out on a weekend evening
- Verbal for telling a driver to go a certain way instaid of his way that cost more money and is longer route
- Snarky comment from a taxi driver after I stopped to read a notice in the window of his vehicle
- Inappropriate behaviour of driver while driving
- Verbal abuse from the taxi driver. The driver shouted at me for apparently costing him a fare because I let the customer behind me go before me.
- I had a taxi driver once come to pick me up (I had prebooked the taxi) I mentioned I was picking up a takeaway (the weather was extremely bad and I couldn't walk). He proceeded to shout at me for booking a taxi for that reason and said he wasn't going to take me and left. When I rang the taxi company to complain they told me that their drivers were risking their lives. It was a 10 minute drive. I booked a service which I would have paid for but was refused by the driver because he didn't agree with my reasons for taking a taxi.

These are just some of the examples of rude behaviour I've had to take from hackney taxi drivers in York over the past 15 years. I'm a black woman immigrant woman and I strongly believe that had I been white I would not be treated this way. Whilst I am aware that I'm in a minority and this survey won't really care about my opinion, the council needs to do something about this. Drivers need to go on some training re customer service. You can't speak to paying customers like this. It's not right.

When travelling in a licensed vehicle, do you feel safe?

Yes, always	42.3%
Yes, most of the time	34.6%
No opinion	0.0%
Not always	23.1%
Rarely	0.0%
Never	0.0%

If there have been occasions when you feel unsafe when travelling in a licensed vehicle, could you tell us more about the circumstances of any such occasions?

- Got in an Uber vehicle and felt like he wasn't actually a licenced driver as he knew little English and didn't know any streets at all
- No screens up no mask driver expressed his non belief of COVID and told us he wasn't going to be vaccinated I did complain to no avail
- Private hire, my daughter has felt uneasy from drivers we believe not from York. I tell her to only use cabs with TAXI on the top. Drivers have made comments, she though they may have been working from Bradford or Leeds. Shouldn't be allowed to do so. They should have to have 24hr voice recording and produce it on request or lose their license.
- Forced to cab share to avoid being a single fare on a late Friday night journey. Other passenger was very drunk and inappropriate
- Driver couldn't understand basic English and couldn't follow my directions
- One driver threatened me after I pointed out that he had been driving at 50mph on a 30mph road.
- Inappropriate behaviour by driver that has led me to only use a taxi if absolutely essential and I have my phone on video.
- Poor driving

During the LAST THREE MONTHS, have you given up waiting, or made alternative arrangements when trying to hire a hackney carriage (taxi) at a taxi rank OR by hailing (flagging down a passing taxi), because none were available?

Yes	29.7%
No	70.3%

Respondents were asked to provide further information about the circumstances under which they had given up waiting. Some of the respondents indicated that they had given up trying to pre-book a licensed vehicle. However, valid responses equated to 27.0%. This figure represents the level of latent unmet demand which is used to determine the index of significant unmet demand.

During THE LAST THREE MONTHS, have you tried to book a Taxi (not private hire vehicle) by phone and had to make alternative arrangements because the wait stated was too long?

Yes	35.1%
No	64.9%

What features of Taxi services in York are particularly good?

- A lot of nice pleasant drivers
- Ranks are frequent
- Knowledgeable drivers
- Drivers knowledge
- Availability
- Clean polite drivers
- They get me home safely
- Most a local people who you can have a good chat too
- York drivers are polite well mannered and full of local knowledge
- Local cars with local knowledge
- There knowledge of the area
- The ones that I can flag down. Very helpful.
- They know the routes
- Ranks are usually good as you can just walk and get in
- Drivers.
- Local knowledge
- The rank marshalls at the minster. They should also be on at St saviourgate.
- The service from the Station
- Quality of vehicle
- York based drivers

- Good professional drivers
- Safe reliable
- Plenty of taxis
- Mostly driven by local people who have a good knowledge of York , I feel safer as a passenger with a driver who isn't reliant on Google maps
- Reliable. Clean cars
- reliability
- Knowledge of the area
- Drivers are fully aware about local area
- Local knowledge of the York licensed drivers. The out of town drivers are undermining and soiling the good reputation of the York trade.
- Local licenced drivers know how to get you home safely for the cheapest price. Regulation.
- Clean and badges displayed
- Local drivers with excellent local knowledge particularly during road works and diversions, , availability, price,
- "Drivers local knowledge
- Very clean professional
- I really liked the Station app
- Most of them have very clean cars and have a very good knowledge of York
- Card payment
- Local knowledge
- Standard of vehicles and politeness of drivers
- Cars are generally clean and well maintained.
- Reliable
- black taxis
- Licensed and most drivers know the area
- If they are wheelchair accessible
- Cleanlenss.Competent Drivers
- App for York cars works very well. Drivers generally friendly and cars always clean
- York Taxis use an app which is the best way to book for me.
- Identifiable
- York cars on app is good. Not as good as Uber bring it in
- Drivers with good local knowledge. Like the fact that local taxis have a meter so that you know what you are paying unlike Ubers where you sometimes get surge charged & you donâ€™t always realise until you have already been charged.
- Local taxi drivers who know town well (in most cases). Ability to pay by card.
- Availability
- Generally found that they provide a reasonable service at a reasonable price
- Normally available and can be relied on.
- You feel safe in them

- Local drivers with local knowledge
- Punctual
- Friendly drivers
- Local drivers
- Uber services generally offer the safest and most comfortable experiences, especially with mask wearing and driver accountability
- The drivers don't try and bullsh*t you. They know their routes and get there efficiently.
- Customer service
- Genuine wheelchair access and Genuine understanding about accessibility
- Taxis are usually available at the busiest ranks (Station, Duncombe Place, St Saviourgate)
- Uber
- Local knowledge
- drivers are kind
- I like the fact that private hire vehicles are available
- Local knowledge

Do you, or anyone who has travelled with you in a hackney carriage (taxi), have a mobility/ visual impairment or travel in a wheel chair?

Yes	21.8%
No	78.2%

What kind of impairment or disability?

- Mobility
- Partially sighted
- Wheelchair user
- No leg
- Wheel chair user.
- Blind
- Walking
- Blind
- Motobility
- Visually impaired
- In a wheelchair
- Mobility issues
- My father is visually impaired
- Walking
- mobility issues
- Wheelchair
- Missing leg

- Mobility
- Walking
- Sight loss, difficulty walking and manoeuvring
- Need sticks due to joint disorder
- Visual
- Mobility, wheelchair user
- Mobility and visual impairment
- Visual impairment.
- Wheelchair user

Did this cause any difficulties with travelling?

Yes	48.1%
No	51.9%

Respondents were asked to provide further information on what type of difficulties were encountered. In order of decreasing popularity, the difficulties related to the following circumstances:

- Lack of availability of wheelchair accessible vehicle
- Cannot see if vehicle has arrived (visually impaired)
- Vehicle cannot fit wheeled walker
- Taxis cannot access all destinations, so need to walk further to reach the destination.

If any difficulties were experienced, how would you suggest these difficulties could be reduced for travel by taxi in York?

- More wheelchairs accessible needed
- Bigger doors possibly
- Why aren't all Taxis in York Wheelchair capable, my brother waits at the rank for up to 1 hour in his wheelchair, even when a wheelchair taxi does roll up he has an excuse like I haven't got any ramps, he tries to phone a company and they have no availability either, he has given up getting a taxi, he very rarely goes out because of this problem.
- Door opened for me. Taxis going to places, have access to the places I need and want to use. I wouldn't need the Taxis however if I wasn't banned from most areas of the city in my car. Not everyone has someone to push a wheelchair, or has the strength, or can negotiate the uneven footpaths, the cobbles, the high curb stones, slopes and inclines.
- Having a step to help reduce distance legs need lifting to enter vehicle or help with exiting vehicle
- Taxis with more legroom

- By Taxis being allowed to drop people off where they need to get to
- Better understanding from taxi companies about the range of access needs
- Driver calling at the door.

Did you face any difficulties hiring a suitable vehicle? If yes, please specify.

Yes	21.9%
No	78.1%

If you faced difficulties hiring a suitable vehicle, could you tell us more about these difficulties?

- Too long a wait
- No availability
- There are never any wheelchair taxis available.
- Couldn't find one that is allowed to take me to my bank,
- Shortage of availability
- Wheelchair accessible means various
- Availability

Are there any improvements to hackney carriage (Taxi) services in York that you would like to see?

- Better rank signage
- Be able to hail cab on street in York.
- Have direction signs in the city pointing to the ranks
- More hackney vehicles
- More cars in the station
- Card machines in all hackneys
- Signs and stop parking normal car in taxi rank
- All cars to accept card payment
- More Hackneys need to be on road
- All taxis black and drivers not in the Station to smarten up
- Better service at the railway station
- Better English language spoken by taxi drivers
- More private hire less hackneys
- Open the roads up that have been closed to allow traffic to flow better and taxis to be able to take a direct route instead of having to take a long diversion. Coppergate and navigation road examples.
- Bigger sign posts at ranks for visually impaired and better lighting for safety for women and sign posts directing visitors to the ranks

- I think that all Hackney carriages should be a uniform colour so they are all differentiated from private hire vehicles in the city. All drivers should wear trousers and a shirt to make them look more coordinated/professional.
- Cheaper. Not being mean but Hackney's are dearer
- York station open to all Hackney carriage
- It would be great if they could be found easily for tourists and visitors to the city.
- I like the black cabs. But I don't think people should have to buy them. If you do not like the vehicle, simply wait for another. It's about choices for everyone
- Better parking enforcement on taxi ranks to deter the public and food delivery drivers parking on them
- All should be Wheelchair cars, why should a disabled person wait for a long time with people constantly going before him, I know my brother gets very depressed about this.
- More taxis during the day.
- More Taxis on the road at busy times
- Yes, allow UBER to pick up from Station
- More disabled friendly taxis
- cheaper prices, York taxis are a rip off designed at making the most of the tourist trade and making residents pay the price
- More ranks, lower fares.
- I'd definitely like to see improvements to the number of non-electric vehicles.
- Better availability
- Random tests of their driving skills by examiners posing as passengers
- Not at present
- Being allowed to access streets in the centre
- Prices are obscenely high!
- Could stop moaning about Uber all the time
- Reduce charges cyc make to allow local taxis & private hire cars to compete
- More of them! I don't care so much about new vehicles or energy consumption
- More taxis
- More taxi
- Allow uber to operate
- Please bring back Uber.
- Better standardisation of them.
- Taxis are great its the councils attitude that needs overhauling
- Disability training
- More of them at taxi ranks
- Dress code
- allow uber

- Rationale for pricing, video cameras that feed directly back to hub so that females can feel safer going home alone
- Yep, get rid of them for Uber. Cleaner, safe, cheaper and a fantastic app which the taxi firms in York can't compete with.
- Cheaper fares, it is getting VERY expensive and I would use more if cheaper.
- Allow Uber to be registered in York more choice for your residents.
- Reiterate that they should be cheaper. On a par with other places and should adhere to the speed limits
- Fees are a bit pricey
- More taxi's available
- We need more of them
- General attitude of drivers, price, availability, self entitled attitude and undertones of racism towards Asian drivers from out of York

In the coming 12 months, as Covid-19 lockdown measures ease and post-Covid recovery continues, would you anticipate that your use of licensed vehicles would increase, decrease or be similar to pre Covid-19 levels?

Decrease	6.0%
Don't know	11.3%
Increase	33.1%
Similar	49.7%

If your use of licensed vehicles is expected to change, could you tell us the reason for this? [Increase]

Bus services have been reduced and I need to use licensed vehicles as an alternative to buses	14.3%
Going out more	9.5%
Previously used buses and are less likely to use buses in favour of using taxis or private hire vehicles	21.4%
Taxis and private hire cars are likely to be much cleaner than pre Covid 19, as they are sanitised frequently, so will be safer and more pleasant to use	35.7%
Travel more via station	2.4%
We have fewer cars available in our household, compared with pre-Covid 19	16.7%

If your use of licensed vehicles is expected to change, could you tell us the reason for this? [Decrease]

CYC have prevented taxis going where I need to go at a time I need to get there.	3.3%
I will no longer be accompanying my mother to hospital appointments as care home staff do so instead	3.3%
I will not be going out as much, to pubs, clubs or restaurants etc, compared with pre Covid-19	40.0%
I will use a car more often or get lifts from friends or family	13.3%
It is likely to be too difficult to obtain a taxi or private hire car when I need one	36.7%
My car replaces walking, Because I cant access the city centre I wont be able to go out as much if at all to socialise in York centre	3.3%

Do you have regular access to a car or van for personal transport use?

Yes - most of the time or always	74.2%
Occasionally	4.0%
Sometimes	5.3%
No	16.6%

Are you a permanent resident in the City of York Council area?

Yes	96.7%
No, I am a visitor (on business / personal business)	3.3%
No, I am a visitor for another purpose	0.7%

Which best describes your gender?

Female	29.8%
Male	64.9%
Prefer not to say	3.3%

Which of the following age groups do you fall into?

16 - 29 years old	6.0%
30 - 64 years old	77.5%
Over 64 years old (65+)	13.9%

Do you consider yourself to have a disability?

Yes	12.6%
No	86.8%
Over 64 years old (65+)	0.0%

How would you describe your ethnic group, using the following standard UK Government groupings?

White - English, Welsh, Scottish, Northern Irish or	90.1%
White - Gypsy or Irish Traveller	0.7%
White - Any other White background	2.1%
Mixed or Multiple ethnic groups - Any other Mixed	1.4%
Asian or Asian British - Indian	1.4%
Asian or Asian British - Any other Asian background	1.4%
Black, African, Caribbean or Black British - Caribbean	0.7%
Other ethnic group - Arab	0.7%
Other ethnic group - Any other ethnic group	1.4%

Thank you for your patience and cooperation completing this survey. Are there any further comments that you would like to make?

- All Hackney carriage vehicles should be able to use York rail station
- From talking to drivers I think the authority should promote and help the trade more. How can a driver afford to spend 70k on a new electric vehicle it's a huge increase on possibly an average spend of 10k-15k. From talking to drivers they say they would just licence with another authority.
- get rid of the illegal taxi company Uber who are operating illegally
- Get rid of Uber sort out the wolves drivers and there won't be no issues with taxis in York
- I believe that by restricting Uber to be registered in York you are disallowing my the freedom to make my own choice of who I wish to travel with.
- I don't understand why the ethnicity of people filling in this survey is in any way relevant? I would be very interested to hear your reasoning and logic behind that question? Taxi drivers do not discriminate so why would you?
- I think that we need to give the drivers a break where money is concerned because they've had a really tough time and I do chat in the car with them and they are worried about money
- I wish more drivers when arriving to pick you up would get out of the car and ring the doorbell rather than just honk the horn

- I wish the council would get to grip with the vehicles that are not licensed in York . I always check and refuse to get in any vehicles not licensed by the local council
- I would like to acknowledge the taxi licensing team I have had to contact them before they are excellent, helpful and professional. Thank you
- If Uber haven't got a licence to operate in the York area why do you still allow it .most of drivers are from out of the York area and take some horrendous risks with road laws and passengers lives and no I have never used one and don't intend to
- If you are going to charge/tax the local drivers more you must first remove the unfair competition you currently allow of letting non York licenced cars steal their trade.
- Improvements to the taxi provision and service need to be part of a massive improvement in public transport facilities serving the central area of the city, which are at present pretty poor.
- It's a disgrace to have out of town ubers in our city. We should be supporting our local taxis.
- PLEASE REINSTATE THE UBER LICENCE SO LOCAL DRIVERS CAN JOIN.
- Please will taxi licensing do everything in their power to remove Uber Cars from York. They are taking business from local registered drivers
- Pre-Covid it was a nightmare on a weekend evening in December managing to book any kind of taxi/private hire vehicle. Seems like half of York wants to travel this way and massive long waiting times (an hour or so) to do so. It was a relief when Uber came to York as at least it meant that you didn't have to book a vehicle at 10a.m on a Saturday morning for that night when you never really know when you want to be picked up. What a refreshing change a couple of years ago to book an Uber actually AT midnight on a Saturday in December and be home 20 minutes later, completely unheard of with any other taxi/private hire company ever. Perhaps that why York taxi/private hires have such dislike of Uber when the service is far far faster. Frankly I don't care whether they've come from the moon, any company that can get me home that quick gets my business!
- Some dreadful driving from apparently professional drivers. Running red lights, speeding and trying to complete jobs as quickly as possible. Really not good. Understand York traffic dreadful but not an excuse.
- St Saviourgate rank requires rank marshal's like at the minster
- Stop allowing people to own more than 1 taxi plate. The reason there may be a shortage of taxis at the moment is because you have people who own 4-5 taxis plates and they are sat on that persons drive way unused because they are charging too much to rent them and so no one wants to pay the money I estimate at least 50 taxis out of the 183 plates in York are currently been unused. That's were the

problem is. Only the council can fix that. Take the plates back and give them to drivers who will use them

- Stop out of area private hire. The need sat navs and one had a working screen playing a video. Shocking.
- Stop Uber and out of town driver coming in York
- Stop Uber drivers from working in York. They are taking business away from local people.
- Taxi availability is shocking currently including private hire
- The cost to pensioner
- The council are continuing to allow out of town private hire drivers to operate in York. I know for a fact that a number of York licensed drivers have left the trade in protest as they have seen their earnings being eroded and the council do nothing to protect them from this. This in turn leaves less drivers in York. Make the job more attractive and more people will drive taxis.
- The questions about vehicle safety are not accompanied by any data so it is virtually impossible to have an informed opinion. Also, you are not asking questions about the behaviour of taxis on the roads. I think this is very relevant especially speeding and going through red lights which I have witnessed both as a cyclist, pedestrian and a passenger.
- The taxi/private hire trade in general across the whole country needs to be better regulated and prevent vehicles from other cities operating in areas where they don't hold a license to operate.
- There are more issues with private hire vehicles than hackney carriages in York. The council should be giving permits to allow other firms to operate in York. There are not enough taxis in York. The council should also be carrying out inspections as some of the drivers at the current taxi companies are rude, swear and make racist comments. We have witnessed this on a number of occasions so thought it was worth mentioning.
- This is a ridiculous and undemocratic survey. It has been sent out late and is only available to people who can connect digitally. You should be ashamed that not everyone has been given the time or Accessible options to fill this form in.
- We only moved here this year but getting a minicab seems to have got worse and worse since summer. I have often had to abandon journeys to places not served by public transport because none were available for hours. It also means I cannot use shops in retail parks if I need to bring back anything that won't fit on the bus
- Why are there questions about private hire in a Hackney carriage unmet demand survey?
- Will York council even consider anything that a disabled person has to say now that we are relegated to 3rd class citizens. York council are dehumanising disabled people with their actions to eliminate them as far as possible from taking part in everyday activities in York. It feels like the council are trying to make York disabled free, to cause

friction by implying that letting blue badge holders access to the banned streets with the huge barriers are the security risk. How long before disabled people are viewed as potential terrorists by the able bodied public because of the council linking blue badge parking/access with potential acts of terrorism. Perhaps you should ban tourists with suitcases, large bags, cyclists with food delivery bags, or why not simply ban everyone from York City centre. I travelled in London and on the tube trains and in Birmingham during the 1970s and was never experienced discrimination in the way I now am in York. I worked in buildings that were evacuated due to bomb threats, you didn't let these people win and make you fearfully of living your life. York Council are doing this all by themselves. Terrorists must love you achieving part of their aims for then, creating fear and suspicion. But hey, York Council and the tourists rule.

- Yes get your priorities rights . You removed Ubers license to operate in York yet they steal the trade of York drivers park where they want give nothing to our city. And you sit back in your ivory towers & do absolutely nothing to stop them.
- Yes, why do you let the company uber operate here when they don't have a operator's licence sec46 1d lgmp act 1976 also sec 75 1a states a vehicle cannot make itself available for hire in another licensed area so why are you letting them get away with what they are doing.
- Yes, we need Uber back as they are superior in every respect.
- York drivers need help after covid. Not more rules /regulations which usually incur costs.

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

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 respondents felt that freephones were used less frequently nowadays, as most people used mobile phones to arrange for a pickup.

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 & Night Clubs

A selection of public houses were contacted by telephone to seek their views on the availability of licensed vehicles. None had any direct involvement in

booking services for customers. However, many indicated that they were aware of lengthy wait times at closing time. Discussions were also undertaken with some door staff. They also indicated that there can be lengthy wait times at night.

Respondents also indicated that some of the ranks in York, which were relatively close to night time economy venues were not used. In particular, the ranks on Micklegate and Clifford Street were close to nearby licensed premises, but never used for hackney carriages to rank up.

Other entertainment venues

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

Restaurants

No issues identified. Customers generally made their own travel arrangements and left before peak demand times for taxis.

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

Comprehensive responses were received from disability representatives, which are collated in this section, by subject area. Much of the material was provided by the York Disability Rights Forum, who consulted with their members and provided aggregated feedback.

There was one good experience reported: "Streamline were great and often squeezed me in even if really busy." The member got to know a few of the drivers who had WAVs and built up a good rapport with them.

Most people had negative responses and there seem to be some key themes:

- Unreliable: Not being able to rely on the services means having to build in failure
- Book: Having to book further in advance than non disabled people and not being able to book online due to lack of info about kind of vehicle
- Unavailable: Lack of available wheelchair vehicles, especially at certain points when there can be none available on a regular basis
- The vehicles themselves
- Attitudes and assumptions

Unreliable: - Some examples

"I have a powerchair which I use independently, and a manual chair which requires someone to push me as I can't self propel, this means unless my destination includes meeting someone or travelling with someone, I have to travel in my powerchair.

However, it's difficult to book a powerchair accessible taxi and I've had so many cancel on me at the last minute that I can't rely on them to travel. This means I have to build into my plans enough time to panic and get to my destination another way, or only book taxis when I can cancel my plans."

Another person told us about how sometimes they'd get told the wheelchair taxi was no longer available and they'd send a standard car.

Agreeing to bookings without appropriate vehicles being available has led to people being late to appointments or having to cancel them.

Unavailable: - Some examples

Wheelchair accessible taxis seem to be entirely unavailable during the school run. This affects people's ability to use taxi's to get to and from work. One of our members feels this was a key factor in her having to stop working. Further, if she got to work ok, she wasn't always able to get home - a taxi cancelling on her at the end of the day left her stranded a number of times.

Further to the lack of available wheelchair accessible taxis during the school run, there are also not many running at night and they require prebooking. This means you have to decide, before you go out for a drink or whatever, when you want to return home. Non disabled people don't have to do that, they can turn up at a taxi rank and know they will get home. The lack of security about whether the taxi will turn up adds anxiety to a night out and means some people book a return journey home earlier than they'd like, to allow for it not to turn up and then having to frantically ring round and see if any taxi company can get me home.

At peak points such as Saturday nights, our members have been told that they can't book an accessible taxi as the call handler didn't know if any would be available.

Attitudes: - Some examples

Taxi drivers, when making polite conversation, tend to ask inappropriate questions such as what did you do or what's wrong with you.

One member used to travel to London by train in a powerchair and when booking for 5am or 6am, she'd get comments about it being really early and what was she doing up at that time. Her husband does not get those comments when booking for taxis for his own trips to the train station early in the morning. He doesn't use a wheelchair.

It has also been assumed that she wouldn't need an accessible taxi because it was so early. Sending an inappropriate taxi meant she has nearly missed her train, meaning she has to book taxis earlier to allow for errors.

Assumptions about wheelchairs themselves have meant people are refused a trip - eg a folding taxi was assumed to be not folding, or drivers refusing to lift a wheelchair into the boot.

Someone told us about a driver who had claimed to know better than the disabled person themselves and manoeuvred their leg in a way that caused significant pain. The driver then huffed and puffed about how long it took to get them in.

The call handlers have been rude to a number of our members - telling one that it was her fault they couldn't get a vehicle to her as she hadn't told them her needs when she had. Another reported having to ring repeatedly to ask where her taxi was when it was half an hour late and being made to feel like a pain for calling.

The vehicles themselves: - Some examples

A carer for a child with complex needs told us that he won't sit in the front of a taxi with a stranger (the driver) but as the parent is a wheelchair user and most accessible taxis only have space for the wheelchair user in the rear. This means they have to book very far in advance to get a much larger vehicle. This is also an issue for disabled parents who have very young children who need to be within reach of the parent.

The minibus style taxis have a little plastic step which is reported to be of little help.

It was reported that the electric London cabs are good.

"I have had two ramps fail on me. One was a plastic tray style ramp which wasn't attached properly and slipped when I was half way down the ramp. This left me in my wheelchair half way down the ramp unable to move forward or backwards. The driver had to get the help of a stranger to get me off the ramp. Powerchairs are heavy... The second time was a lift ramp and the driver told me I had reversed far enough back for her to begin lowering it. Reassured me when I checked with her and then she pressed the button and it turned out my front wheels were still on the vehicle floor... Instinct essentially saved me, I powered the chair forward which kept me

perched half on the lift half on the vehicle floor whilst she put the lift back up. Even thinking about it now scares me. It makes me very anxious to use that type of vehicle.”

Anxiety

There is definitely anxiety around using taxis and that has led to some of our [York Disability Rights Forum] members trying to avoid using them entirely. Personally speaking, before I got my WAV, if I had an important appointment that I couldn't be late for, I'd use my manual wheelchair which meant I needed a carer with me as I can't self propel. Even then, I had to leave enough time for a taxi to turn up, not have space in the boot because the message about that hadn't been passed over, and having to book another taxi. I was always anxious and anxiously checking out the window to see if they were coming.

When I was working and using crutches, I was slow and taxis would turn up to take me home, send a text to say they were there and then if I wasn't at the taxi within a tiny amount of time, they'd leave. At the end of a working day I was in agony and having to get to the pick up point only to find they hadn't waited a couple of minutes was devastating.

The negative experiences do mean that disabled people use taxis less often than they might otherwise. It no longer seems like an easy or straightforward option. And having to ring to book is off putting to a lot of our members who can't use a phone, are deaf and need additional accessibility (such as someone who's deaf and a wheelchair user), or don't like using them because of phone related anxiety. I think being able to reliably book through an app like everyone else would help a lot, or by text.

I think more availability of accessible taxis, both to prebook and adhoc use, would help reduce some of those issues that I outlined which in turn could help encourage more use of them. If that was something that was going to happen, I think some publicity around it would help disabled people to realise that things might have changed.

Rail and other transport operators

No response was received from the railway operator. However, rail station staff indicated that passengers often had to wait at the rank for taxis to arrive. Passenger queues sometimes lasted long after a busy train had arrived. The number of passengers alighting at York Station was lower, compared with pre-Covid times. However, the numbers were increasing.

Businesses

Feedback was limited. Visitor numbers were reduced for business travel, with more people using video meetings, rather than travelling [compared

with pre-Covid times]. When required, licensed vehicles were generally pre-booked without any issue.

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, an online questionnaire was prepared and circulated to the trade. However, response was very poor, with only two responses received.

Trade representatives were consulted by telephone to discuss features of the trade and current conditions. Information gathered from discussions with trade representatives and the two online responses have been combined and summarised in this chapter.

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

The impact of Covid-19 mitigation measures had significantly influenced the level of demand for licensed vehicles and the supply of licensed vehicles to meet demand.

A common response from the trade was that the number of licensed vehicle drivers operating in the trade had dropped significantly. This reduction applied to both hackney carriage and private hire drivers.

It was felt that some drivers had left the trade temporarily, whilst demand had dropped, in order to undertake other work. It was felt by some representatives, that some of those drivers would not return to the trade, once demand increased.

It was thought that those drivers who didn't own the licensed vehicles that they drove, were more likely to be amongst those who had left the trade.

Some owners of licensed vehicles were faced with recurring fixed costs, whilst income had reduced, owing to the effects of Covid on passenger demand. Consequently, some of these licensed vehicle owners felt obliged to continue to trade, despite the reduced level of demand.

By October 2021, when the rank surveys were undertaken, the number of licensed drivers working was still down on pre-Covid levels. It was perceived that passenger demand was also down on pre-Covid levels.

Demand for pre-booked hires, for both private hire vehicles and hackney carriages, exceeded the levels of availability at times. This was a particular issue during traditional peak periods on Friday and Saturday nights.

Demand rebounded after July 2021 and the increase in demand generally outpaced the increase in supply, from drivers returning to the trade. Drivers were generally returning to the trade, in response to rising demand and

increased opportunity to earn income from driving hackney carriages and private hire vehicles. This increase in drivers returning to the trade changed dramatically with the Covid Omicron variant related lock down measures. Demand dropped dramatically overnight and many of the drivers, faced with sudden loss of income again, once again left the trade to seek out other opportunities for earning an income.

Looking back to the time of the taxi rank surveys in October 2021, the number of drivers working in the trade was still increasing slowly.

There were still some limitations to operation, with no passengers allowed in the front seat of vehicles and limitations with respect to mixed household groups. These restrictions had an impact on some contract work, such as medical transport. Whereas during pre-covid times, a licensed vehicle could typically transport up to 4 passengers, from different households, to and from hospitals and other medical facilities. However, in order to avoid mixing passengers from different households, each passenger required a separate vehicle to make the equivalent journey. Consequently, the increased usage of vehicles for contracts, reduced the availability of these vehicles for other hires.

Much of the traditional demand for licensed vehicles is for corporate and contract work. The demand for corporate hires reduced significantly, with directives to work from home where possible and the use of video conferencing rather than travelling for business meetings. The reduction in corporate travel and transfers to and from airport had a significant impact on licensed vehicle businesses which focused on these sectors. Several operators who had focused on these areas of work had ceased operation and put their vehicles up for sale.

Lack of business travel and encouragement to work from home have both influenced use of rail and bus services. Rail passenger numbers reduced significantly during the Covid outbreak. By October 2021, rail passenger numbers had recovered somewhat, but were still below normal pre-Covid levels. Trade feedback suggested that bus usage had reduced, owing to reduced commuting and preference to travel by licensed vehicles. Some trade members suggested that passengers felt that there was less chance of contracting Covid in a licensed vehicle than on a bus. Furthermore, some bus services were running to reduced schedules, forcing some bus passengers to switch to using licensed vehicles as there were no suitable bus services for some journeys.

Some hackney carriages are 'double driven'. This describes hackney carriage vehicles which are driven by more than one driver. For example, one driver may cover daytime hours and another driver covers the night time trade. The number of hackney carriages which are double driven, has dropped. In some instances, this has left the owner as the only driver. In

other instances, this has left some vehicles without any drivers, for example, where multiple hackney carriages are operated by a single owner.

Lack of drivers available and willing to rent hackney carriages, which are not normally driven by their owners, was a recurring issue, identified within the trade. Consequently, the consensus of opinion was that some hackney carriages were either un-used, or were being used for purposes other than public hire, such as for deliveries. This has contributed to a shortage of hackney carriage availability.

The trade questionnaire asked for opinions regarding potential measures to introduce age limits for licensed vehicles and more stringent tests for licensed vehicles. The consensus of opinion was that age did not always necessarily directly relate to the fitness of a vehicle to undertake licensed vehicle hires. It was felt that older well maintained vehicles were often in better condition than newer vehicle which were not so well maintained. It was widely expressed that maintenance standards were more important than age limits.

Whilst the standard of maintenance is recognised as important for licensed vehicles conveying members of the public, there was a widely held belief that the standard MOT test was sufficient for assessing the mechanical condition of vehicles.

There was some approval for relaxing the standards for tinted windows, towards manufacturers standard fittings. However, opinion was not as strongly expressed as opinions over vehicle age and condition tests.

Some respondents recognised the value of an all black fleet of hackney carriages for public recognition. However, there was some disapproval, related to additional costs related to the restricted scope for purchasing new vehicles.

When considering the use of fully electric vehicles as hackney carriages, there is some support, as the running costs of such vehicles can be lower than internal combustion powered vehicles, however, the initial costs are generally higher.

There is some concern about the range available in fully electric vehicles and the time taken to recharge.

When considering the suitability of electric vehicles and the range available to them, it is tempting to focus on those with larger battery capacity and longer range. Many such vehicles can cover more than 300 miles on a single charge. However, the range is dependent on some other factors, such as use of heating or air conditioning. Use of either of these features can significantly reduce the range available.

It is also worth considering the type of work undertaken, when evaluating electric vehicles. For example, some hackney carriage drivers will typically

pick up fares through the day which involve journeys generally less than a 20 mile round trip, from the rank and back. Normally, when undertaking such work, a range of around 300 miles on a single charge, will be sufficient to complete a normal shift, with range to spare. However, if the vehicle is 'double driven', i.e. used by multiple drivers, then there may not be sufficient time to re-charge the vehicle fully between driver shifts. This would reduce the effective range available to the second driver.

In York, the hackney carriages which operate from the Railway Station, often undertake hires on behalf of the rail operating company. These hires often involve transferring passengers over significant distances. Such events are commonplace and generally occur several times per month. Train cancellations, which require such transfers occur more commonly later in the day. As such, if the hackney carriages which are used on such hires, were electric vehicles, they may be low on charge towards the end of a working shift. If electric vehicles have to re-charge en-route, with a passenger on board, this is not likely to find favour with the passenger.

Whilst the rank surveys were undertaken in October 2021, the discussion with trade representatives was undertaken in January and February 2022. Respondents indicated that whilst the number of drivers working in the trade has not recovered to pre-Covid levels, there are more drivers working than were operating during October. Respondents also indicated that there were still not sufficient vehicles in operation to cover all demand at all times, but passenger waiting was at a lower level than observed in October.

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 2021 survey in, York, average passenger delay was 3.56 minutes (3 minutes 34 seconds).

Passenger waiting was observed in 18.8% of off peak periods.

78.7% 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 1.27.

Table 2 ISUD Components

ISUD component	2021	2017
Average passenger delay	3.56	0.90
Off peak hours with notable queues(3 or more people)	18.8	15.94
% of passengers travelling in hours with average queue over a minute	78.7	32.10
Seasonal factor	1.0	1.0
Peak factor	0.5	0.5
Latent demand factor	1.27	1.185
Overall ISUD index estimate	3,344.7	272.7

The resultant ISUD value of **3,344.7** 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**.

The railway station rank is limited to those hackney carriage drivers/owners who pay for a permit to pick up from the rank. If such restricted private ranks have an undue influence on the overall assessment of unmet demand, it is prudent to consider the index value, when restricted ranks are excluded. Therefore, the ISUD value, excluding the results from the Railway Station rank have also been calculated.

York ISUD value excluding results from the Railway Station rank

Table 3 - ISUD Components, excluding Railway Station

ISUD component	2021
Average passenger delay	3.08
Off peak hours with notable queues(3 or more people)	13.9
% of passengers travelling in hours with average queue over a minute	52.3
Seasonal factor	1.0
Peak factor	0.5
Latent demand factor	1.27
Overall ISUD index estimate	1,421.8

The resultant ISUD value of **1,421.8** is higher than the value of 80 that would suggest the observed unmet demand might be significant. Consequently, this suggests that there **is significant unmet demand** across all public ranks.

ISUD conclusions

There was evidence of extensive 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 often unable to address demand at peak times, for the majority of passengers. At the Railway Station, observed passenger waiting occurred more frequently than at the public ranks and for longer periods.

8 Summary and study conclusions

Public perception of availability of Hackney Carriages identified frequent requirements to wait at ranks for hackney carriages to arrive. This was corroborated by the observed level of passenger waiting. Approximately 54% of all intending passengers had to wait for a hackney carriage to arrive at the rank. The average wait time for those waiting passengers, was around 6 and a half minutes.

Passenger waiting was observed at all of the active taxi ranks. Passenger waiting occurred at various times of day, including peak periods and off peak periods.

The reduced level of hackney carriage availability appeared to have been most obvious during higher periods of demand on Friday and Saturday nights.

There was no indication from trade feedback that active drivers were particularly avoiding working on Friday and Saturday nights. Indeed, during the 2021 rank surveys, the number of hackney carriages working during these periods of higher demand was higher than at other times of day. However, the proportionate increase in availability during peak periods of demand, compared with other periods, was lower than the proportionate increase observed in 2017. This feature suggests a change in operational practices amongst drivers who are still active within the trade.

The average time that hackney carriages spend waiting at the ranks has been reduced, compared with the wait times observed during the 2017 surveys. This, in turn, suggests that working hackney carriages were picking up more fares per hour during the 2021 survey than during the 2017 survey. Some drivers operate to a 'target' level of income each day. Once they have reached their daily target, they may go off duty. Consequently, with fewer and busier hackney carriages operating from the ranks, the time spent working, until the target income is reached, may be shorter than pre-Covid times. These factors are likely to result in the situation where, with fewer hackney carriages working, each of those hackney carriages may obtain hires at a faster rate and need to work fewer hours. With hackney carriages spending less time at the ranks, availability of hackney carriages servicing rank based demand is further reduced.

Working late night shifts, especially Friday and Saturday nights, can be unpopular with drivers. If drivers can earn sufficient income from hires at other times of day, they may be more inclined to avoid working on Friday and Saturday nights. This factor may go some way to explain why the profile of hackney carriages working during each hour, does not rise proportionately as much, during peak periods on Friday and Saturday nights, in the 2021 survey, as it did in the 2017 survey.

The rank survey results tend to corroborate the following feedback obtained from the trade and views expressed by the public and stakeholders:

- There are fewer drivers available to drive hackney carriages, compared with pre-Covid times
- Working patterns and working hours for drivers have changed since pre-Covid times
- Some hackney carriage vehicles are not in regular operation and are not servicing demand at taxi ranks
- Patterns of demand for hackney carriages has changed since pre-Covid times. For example, less business travel, fewer rail passengers and some transfer of demand from buses.
- Passenger waiting at taxi ranks has increased, with the majority of passengers facing a wait to obtain taxis at the ranks.
- The availability of hackney carriages to meet demand, during the rank surveys, was not sufficient.

Responses from the public generally indicated that the quality of hackney carriage vehicles is good. Drivers quality is generally good, with some exceptions. Many respondents felt that the availability of hackney carriages at the ranks was poor at times.

Some respondents indicated that they felt unsafe or threatened at times at the ranks. These concerns related mostly to drunken crowds and poor queue discipline. Such problems are exacerbated by limitations in the availability of hackney carriages at the ranks.

Disabled consultees felt that there were issues with availability of suitable vehicles and suitable levels of service. These issues included:

- Availability of wheelchair accessible vehicles,
- Ability to handle wheelchairs and their passengers safely and in a way that ensured passengers were confident in the driver's skill and experience.
- Lack of understanding and empathy with disabled users' needs, such as understanding that hearing impaired people may not hear a horn sounded on arrival, or mobility impaired people may require time to approach a vehicle, or visually impaired people may not be able to see the door to the vehicle, to embark easily.

In addition to the issues identified above, disabled users feel that the lack of freedom to use licensed vehicles in the same way as able bodied travellers can limit how often they can travel. For example, booking a licensed vehicle to travel to a restaurant and taking a hackney carriage home from a rank, may be more challenging for people with disabilities, than for other members of the public. Limitations in choice, limitations in reliability and the need to pre-plan contingencies can limit travel to only the most essential trips, rather than discretionary and ad-hoc last minute trips. In addition, the limitations and challenges can increase anxiety about

reliance on licensed vehicles for travel and the potential risk of missing appointments and of not being able to get back home.

Lack of availability of wheelchair accessible during school run times was mentioned as a particular problem. Availability of licensed vehicles during school run times is a common issue and generally affects all travellers. However, it is the nature of school contract requirements that in fleets with limited numbers of wheelchair accessible vehicles, school transport contracts tend to utilise a higher proportion of available wheelchair accessible vehicles in the fleet, than of saloon cars. It should also be borne in mind that not all licensed vehicle drivers who are engaged in transporting children to and from schools, are engaged on school contracts. Some of these trips are parents or grandparents, who are licensed vehicle drivers, taking their own children to and from school.

9 Recommendations

On the basis of the evidence gathered, our key conclusion is that there **is significant unmet demand**.

The information gathered indicates that there is a shortage of drivers to operate hackney carriages. This has led to some hackney carriages being operated for shorter durations each day, compared with pre-Covid times. Furthermore, some hackney carriages are not operating at all, or are operating on a limited basis.

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 a need to consider measures which will either strongly encourage increased utilisation of existing hackney carriages licensed in York, or introduce additional hackney carriages to the fleet, in the expectation that the availability of new vehicle licences will encourage more drivers to return to the trade, or join the trade.

If a decision to issue additional licences is made, consideration should be given to potential conditions attached to these licences, such as limiting additional licences to wheelchair accessible vehicles only.

Quantity of additional licences required

The number of additional hackney carriage vehicle licences required has been calculated. The aim of introducing additional licences would be to reduce the level of unmet demand to a level which would not be considered significant.

The most memorable waiting events, from the perspective of hackney carriage users, occurred during peak periods on Friday and Saturday nights. If an attempt were made to introduce sufficient new hackney carriage vehicle licences to cater for these peaks of demand, this would be likely to have an adverse impact on the quality of service at other times. The more practical solution is to introduce sufficient additional licences to cater for normal weekday daytime demand. The additional capacity would also affect the peak periods at the weekend and reduce passenger waiting at peak times as well.

When introducing additional hackney carriage licences to the fleet, it is not generally possible to mandate the times of operation of these plates. For example, some may be operated by multiple drivers; some may focus on daytime work; some may focus on peak period work; some may favour rank based hires; some may focus exclusively on rank based hires and some may undertake mainly pre-booked hires. Consequently, when determining how many additional licences are required to meet demand, it is assumed that the various ways in which newly licensed vehicles are operated, will be similar to existing licensed hackney carriages.

The calculated increase in the number of plates was determined by applying a proportionate increase to the number of hackney carriages which were observed to be working from the ranks, during the daytime hours on Thursday and Friday.

The Railway Station rank has a significant influence on the overall availability of hackney carriages and level of passenger waiting. However, hackney carriage access to the Railway Station rank is limited by permit and the ability of hackney carriages to meet demand at the Railway Station rank cannot necessarily be addressed by an increase in hackney carriage vehicle licences. Therefore, when assessing the number of additional licences required, the observations obtained at the Railway Station rank were excluded from the calculations.

It is understood that during the rank surveys, there were two hackney carriage licences which had been surrendered to the licensing team and which are to be re-issued in due course. Therefore, the number of additional licences required includes these two un-issued licences.

In order to reduce unmet demand to a level which is not significant, 9 more licences are required. These include the two un-issued licences, plus the addition of 7 more licences.

Emission Standards

The dates in the table below are the implementation dates for all new vehicle registrations. A car registered after the date listed is required to meet the relevant standard.

Emission Standard	Implementation date for new vehicle registrations
Euro 1	Jan-1993
Euro 2	Jan-1997
Euro 3	Jan-2001
Euro 4	Jan-2006
Euro 5	Jan-2011
Euro 6	Sep-2015

York Fleet Breakdown (as of 27.04.2022)

The tables below show the numbers and percentages of vehicles in the Hackney and Private Hire fleets that meet relevant emission standards. A breakdown of fuel types is also shown for information.

Hackney

Hackney Number					
Euro	<u>Petrol</u>	<u>Diesel</u>	<u>Hybrid</u>	Total	
1	0	0	0	0	
2	0	0	0	0	
3	0	2	0	2	
4	3	14	3	20	
5	13	25	39	77	
6	0	65	17	82	
				181	vehicles
Hackney %					
Euro	<u>Petrol</u>	<u>Diesel</u>	<u>Hybrid</u>	Total	
1	0.0	0.0	0.0	0.0	%
2	0.0	0.0	0.0	0.0	%
3	0.0	1.1	0.0	1.1	%
4	1.7	7.7	1.7	11.0	%
5	7.2	13.8	21.5	42.5	%
6	0.0	35.9	9.4	45.3	%
				100.0	%

Private Hire

Private Hire Number					
Euro	<u>Petrol</u>	<u>Diesel</u>	<u>Hybrid</u>	Total	
1	0	0	0	0	
2	0	0	0	0	
3	2	5	0	7	
4	8	38	3	49	
5	37	60	49	146	
6	8	174	88	270	
				472	vehicles
Private Hire %					
Euro	<u>Petrol</u>	<u>Diesel</u>	<u>Hybrid</u>	Total	
1	0.0	0.0	0.0	0.0	%
2	0.0	0.0	0.0	0.0	%
3	0.4	1.1	0.0	1.5	%
4	1.7	8.1	0.6	10.4	%
5	7.8	12.7	10.4	30.9	%
6	1.7	36.9	18.6	57.2	%
				100.0	%

Summary of CYC Low Emission Taxi Grant Scheme

CYC Taxi Grant Requirements

- Replacement petrol-hybrid vehicles eligible for the local CYC grant scheme need to be a minimum of Euro 6 standard and have CO₂ emissions of less than 100g/km
- To ensure compliance with state aid rules, vehicles eligible for the government's national plug-in grant, listed here: <https://www.gov.uk/plug-in-car-van-grants>, are not eligible to receive additional financial support through CYC's local grant scheme to assist with the purchase costs of the vehicle. Should drivers wish to purchase a vehicle listed on this website, CYC are able to offer financial support towards running costs (purchased and invoiced from an approved third-party supplier). This will not exceed a total value of £3000.
- The replacement vehicle should be purchased from a local main dealership, where available
- Trade in vehicles must be older than replacement vehicles purchased through the scheme
- To be eligible for CYC grant funding, the applicant must be a taxi driver licensed to work in York by City of York Council. The vehicle they are buying must be used as a taxi in York, with an intention to operate the vehicle in the city for a period greater than 12 months. Grant funded vehicles need to be presented for a minimum of 2 successive annual checks in York unless they are written off or the vehicle licence is surrendered.
- Replacement vehicle should meet all relevant City of York Council Taxi Licensing criteria

Proposed bandings are shown in the table below:

Vehicle type	AQ / Emissions Information	Indication of Government Plug in Grant Available (applicable to <u>new</u> vehicles only)	CYC Grant Available
<p>Any vehicle (car, van, purpose built taxi etc.) eligible for the government's plug-in grant</p>	<p>See https://www.gov.uk/plug-in-car-van-grants for eligibility criteria</p>	<p>See https://www.gov.uk/plug-in-car-van-grants for eligible vehicles and associated grant levels.</p>	<p>Additional local grant fund of up to £3k to assist with vehicle running costs (not available as an additional vehicle purchase price discount)</p>
<p>Euro 6 Petrol Hybrid / Plug-in Hybrid (vehicles not eligible for government's plug-in grant)</p>	<p>Must meet Euro 6 emission standard <u>and</u> have CO₂ emissions of less than 100g/km</p>	<p>No government grant available</p>	<p>20% of purchase price capped at £3k</p>
<p>Euro 6 Petrol or Diesel Wheelchair Accessible Vehicle</p>	<p>Must meet Euro 6 emission standard <u>and</u> Must be Air Index 'A' rated for NO_x</p>	<p>No government grant available</p>	<p>15% of purchase price capped at £1.5k</p>

Details of vehicles supported through the government grant can be found here:

<https://www.gov.uk/plug-in-car-van-grants>

The Air Index rating for a vehicle can be found at <https://airindex.com/search/>

The CO₂ rating can be found here: <https://carfueldata.vehicle-certification-agency.gov.uk/search-new-or-used-cars.aspx>

Annex 4

Vehicle Types

These vehicles are purpose-built taxis and have CO2 emissions of less than 50g/km and can travel at least 112km (70 miles) without any emissions at all:

- Dynamo Taxi

The Dynamo taxi is 100% electric and comes with a side wheelchair access <https://www.dynamotaxi.com/why-dynamo/>

- LEVC TX



Photograph of LEVC TX by way of example (source: levc.com)

The LEVC TX is powered by a lithium-ion battery and features a petrol range extender to maintain the battery charge state. The battery always powers the motor and drives the vehicle. The range-extender acts as a backup generators and is only used to trickle-charge the battery to maintain its current state of charge. <https://www.levc.com/tx-electric-taxi/>

It can run in 3 different modes:

- 1) Pure EV mode** - disables the range extender, using only electric power. This consumes no petrol and produces no emissions – a very effective option for inner-city driving. If the battery becomes depleted, an indicator advises the driver to select a different driving mode. This mode is only available when the battery has sufficient charge.

- 2) **Smart mode** - is the default operating mode which operates TX in the most efficient way by depleting the battery as much as possible before engaging the range extender. In this mode the vehicle intuitively activates the range extender as the battery charge decreases, particularly if driving at higher speeds where pure-electric propulsion is less efficient.
- 3) **Save mode** - in this mode the vehicle only uses the range extender so as to conserve the battery's charge at its current level. By using 'Save' mode, drivers with a commute to the city could reserve their battery energy for emission-free driving in the city.

There will still be some emission when using the range extender but if used properly the emissions from a TX should be much less than a normal petrol hybrid or a Euro VI diesel taxi. It wouldn't be cost effective for a driver to use the save mode (range extender) for general driving around the city so hopefully that would be enough of a deterrent and ensure they were using it as intended (in pure EV or smart mode).

The following vehicles are also now available to order as they will require a conversion to be wheelchair accessible:

EV wheelchair taxi based on Nissan eNV-200 Combi (100% electric).

<https://www.brotherwood.com/wheelchair-accessible-vehicles/electric-wheelchair-accessible-vehicle-nissan-env-200/>

EV wheelchair taxi based on Peugeot e-Traveller L3-SF (100% electric)

<https://www.tripodmobility.com/en/products/wav-wheelchair-accessible-vehicles/peugeot/peugeot-ewav/>

The Mercedes eVito Tourer

<https://www.gmmobility.co.uk/mercedes-evito-tourer>

Electric taxi grants are available, these grants will pay for 20% of the purchase price for electric vehicles, up to a maximum of £7,500.

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place		
Service Area:	Public Protection (Licensing)		
Name of the proposal :	New Hackney Carriage Licences		
Lead officer:	Matt Boxall		
Date assessment completed:	22/05/22		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Iain MacDonald	Proprietor	LVSA (Licensed Vehicle Surveys and Assessment)	Consultation – including taxi users
David Cowley	Taxi Licensing Manager	City of York Council	Taxi Licensing

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	<i>In response to a survey into ‘unmet demand for taxis’ in York undertaken in October/November 2021, officers are recommending the issue of nine new hackney carriage vehicle licences (this includes the two vehicle licences that are currently available) bringing the total number of licensed hackney carriage vehicles in the City to 190. The recommendation is that the new licences be issued to wheelchair accessible vehicles, which are also fully electric or plug in electric hybrid, and black in colour. This is to help meet unmet demand for hackney carriage vehicles, particularly from users with a disability, as well as providing a more readily identifiable and environmentally friendly hackney carriage fleet to benefit those with other protected characteristics.</i>

1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p><i>Under Section 16 of the Transport Act 1985, Local Authorities may set quantity restrictions on the number of hackney carriage licences they issue, but only if it is satisfied that there is no significant ‘unmet demand’ in its area. City of York Council, like many others in the surrounding region, currently restricts the number of hackney carriage vehicle licences it issues. At the current time, the council has provision for 183 licences, with 181 in place i.e. two have not been renewed. Some 45 (24%) of the city’s hackney carriages have to be wheelchair accessible by condition of licence. The two licences which are potentially available are not required to be wheelchair accessible vehicles by condition of licence.</i></p> <p><i>Before new licences are issued, the Taxi Licensing Policy states:</i></p> <p style="padding-left: 40px;"><i>23.7 ‘The types of vehicles that new hackney carriage vehicle licences will be issued to will be determined by the Executive, if/when the Council determines to issue new licences.’</i></p> <p><i>The Licensing and Regulatory Committee considered a report on vehicle specifications for taxis on 25 September 2020, and recommended that the Executive determine specifications similar to what is the recommended option in this report for the two available hackney carriage licences. However, the Executive asked for additional consultation to be undertaken before determining the type of vehicle that should be licensed. That additional consultation has been undertaken as part of the unmet demand survey which is the subject of this report.</i></p> <p><i>Please note, there is currently no provision in law to restrict the number of private hire vehicle licences issued or the ability to specify that they are wheelchair accessible. There are currently 472 licensed private hire vehicle, 49 (10%) of which are wheelchair accessible.</i></p>

1.3	<p>Who are the stakeholders and what are their interests?</p> <p><i>Taxi passengers – residents and visitors to York including passengers with a disability who often rely on the ‘door to door’ service for everyday transportation that taxis provide. Residents and visitors also rely on taxis for leisure purposes, to get to hospital/medical appointments and to take people to/from work and school amongst other things. Passengers with a disability have expressed particular concern in the unmet demand consultation about i) the availability of suitable taxis and ii) the drivers’ understanding of their needs.</i></p> <p><i>Businesses – rely on taxis to transport their staff and customers</i></p> <p><i>Taxi drivers – Hackney carriage and private hire. Some are owners of the vehicles, some rent them from vehicle owners and there are other arrangements. Some drivers have already invested in wheelchair accessible vehicles, and there are two vehicles of the type recommended already in the hackney carriage fleet. They are likely to find more competition for their vehicles. Additionally some hackney carriage drivers have paid significant sums (thought to be as much as £50k) for a licensed hackney carriage and any increase in the availability of licences, particularly in significant numbers, may potentially decrease the value of their investment. There has been a reduction in the number of drivers following the covid pandemic, although a recent recruitment campaign is seeing increasing numbers of people apply for licences. Twenty drivers have passed the Knowledge and Safeguarding test – the pre-cursor to the application – in the two months prior to writing.</i></p> <p><i>People on the waiting list for a hackney carriage licence. These are predominantly, but not all, existing taxi drivers. Increasing the number of hackney carriage drivers may simply switch people from renting a hackney carriage to owning one, or move drivers from private hire into hackney carriages. However, it may also entice new people into the trade (either directly to take up a new hackney carriage or to backfill).</i></p> <p><i>Private Hire operators – those who operate private hire companies and arrange pre-booked journeys for their customers. There is likely to be increased competition if the number of hackney carriage licences is increased particularly if it is to cleaner, greener and more accessible vehicles.</i></p>
------------	---

Other vulnerable members of the public – poor air quality is associated with a number of adverse health conditions which disproportionately affects some of the most vulnerable members of society, particularly those with chronic breathing difficulty. Vehicle emissions are a major source of air pollution (particularly NO₂). While air quality in the city is generally improving and is within legal targets in most places, there are still three areas in the Air Quality Management Area (around the Inner Ring Road) in breach. The taxi drivers themselves are some of those most exposed to poor air quality.

Step 2 – Gathering the information and feedback

<p>2.1</p>	<p>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>
<p>Source of data/supporting evidence</p>	<p>Reason for using</p>
<p><i>Unmet demand survey, for City of York Council, February 2022 (LVSA)</i></p>	<p><i>This survey included consultation with taxi users and in particular passengers with a disability. The survey also profiled respondents in terms of gender, age and ethnicity.</i></p>
<p><i>Draft Air Quality Status Report 2021 and monitoring review (Report for Decision Session Executive Member for Environment and Climate Change, 8 June 2022)</i></p>	<p><i>Report on air quality around the City of York, including the air quality management area (around the inner ring road).</i></p>

<p><i>'FS13- Future of Transport – Equalities and Access to opportunity, rapid evidence review' for the Department of Transport by Mott MacDonald Ltd, 28 September 2020</i></p>	<p><i>A 'rapid review' of reports and literature to provide 'insight into the risks and opportunity that future transport technologies and services could prevent for different sections of society... to inform the Future of Transport Regulatory Review'</i></p>
--	---

Step 3 – Gaps in data and knowledge

3.1	<p>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</p>		
Gaps in data or knowledge		Action to deal with this	
<p><i>The unmet demand survey was a snapshot of views in time.</i></p>		<p><i>On-line research, including the 'FS13 report,' has been undertaken to help identify any impacts which were not identified in the consultation</i></p>	

Step 4 – Analysing the impacts or effects.

4.1	<p>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.</p>		
<p>Equality Groups and Human Rights.</p>	<p>Key Findings/Impacts</p>	<p>Positive (+) Negative (-) Neutral (0)</p>	<p>High (H) Medium (M) Low (L)</p>

<p>Age</p>	<p><i>Public transport, including taxis, play a crucial role in helping people to stay connected and maintain independence when they are unable to drive, and are therefore of particular significance to what the FS13 report identifies as ‘older people’ (over 65) and younger people (16-24).</i></p> <p><i>The report also identifies that ‘older people’ are more likely to have a disability or longer term health problem which sees this group facing many of the similar needs of people with a disability – see below. It also highlights that those in rural areas, which often have a higher proportions of older people, are often dependant on car journeys to travel when they want/need to. Furthermore, that aging is linked with a reduction in personal car use (and people being more reliant on taxis and ‘lifts’).</i></p> <p><i>The FS13 report identifies that although there are more younger people learning to drive, vehicle ownership tends to be lower in this group. This group relies on all forms of public transport, including taxis, for access education, training, employment as well as recreation. Children generally lack the ability to travel independently due to their age, and some rely on taxis to get to school/nursery. For them, the availability of public transport is also highlighted in the F13 report as important for extracurricular activities if parents do not have a car. The impact of pollutants from cars may also have a disproportionate impact on children because of their height, and those in pushchairs are even closer to emission sources.</i></p>	<p><i>Positive</i></p>	<p><i>High</i></p>
-------------------	--	------------------------	--------------------

	<i>Reducing unmet demand by increasing the number of hackney carriages which are cleaner and low emission may benefit older and younger people in particular.</i>		
Disability	<p><i>As noted, taxis are a particularly important method of transport for people with a disability because of the door to door nature of the service. Just over one fifth of respondents (21.8%) in the unmet demand survey said that they or someone they travelled with had a mobility/visual impairment or travelled in a wheelchair. Furthermore, just under half of these respondents (48.1%) said that that this had caused difficulty when travelling. In order of decreasing popularity, the difficulties related to the following circumstances:</i></p> <ul style="list-style-type: none"> <i>• Lack of availability of wheelchair accessible vehicle</i> <i>• Cannot see if vehicle has arrived (visually impaired)</i> <i>• Vehicle cannot fit wheeled walker</i> <i>• Taxis cannot access all destinations, so need to walk further to reach the destination.</i> <p><i>The solutions were identified as a mix of more accessible taxis and improved driver awareness.</i></p> <p><i>The recommendation to increase the number of wheelchair accessible vehicles is intended to help in relation to the former (the latter being addressed through the compulsory driver refresher training).</i></p>	<i>Positive</i>	<i>High</i>

Gender	<p><i>Taxis provide a safe method of transport for males and females alike. However, the FS13 report identifies that ‘as women are more likely than men to live on low incomes, work part-time and undertake paid work in the home and in the community, such as being carers for dependent relatives, poor quality unreliable and expensive transport has a far bigger impact on the lives of women’. The report also identified that women may not have access to a car during the day as they ‘either cannot afford one or the family car is being used by a partner’.</i></p> <p><i>The F13 report also identifies that women make greater use of taxis than men, increasing with age, where women over 70+ make double the amount of trips than men (14 trips per person per year compared to 7 trips per person per year).</i></p> <p><i>Reducing unmet demand is particularly important for female passengers who may otherwise use less safe methods such as walking alone late at night or using unlicensed vehicles. Increasing the number of easily recognisable (black) hackney carriages is aimed at having a positive impact in this regard.</i></p>	<i>Positive</i>	<i>High</i>
Gender Reassignment	<p><i>The FS13 report highlights how discrimination is part of daily life for trans people and generates ‘behaviours of avoidance’, particularly to using public transport. This can potentially reduce this group’s pool of wider employment, educational, health and recreational opportunities. Reducing unmet demand with more licensed taxis may improve confidence in travelling safely.</i></p>	<i>Positive</i>	<i>High</i>

Marriage and civil partnership	<i>There may not be a readily identifiable specific benefit to this protected characteristic, but reducing unmet demand with more licensed taxis should make transportation safer for all.</i>	<i>Neutral</i>	<i>Low</i>
Pregnancy and maternity	<i>Taxis are a common form of transport used to attend appointments relating to childbirth. Furthermore, the FS13 report identifies how public transport plays a vital role in supporting social inclusion for many parents with young children. Taxis can be a preferred choice of travel for parents of children under three because of the ability to use a car seat. Exposure to poor air quality is also reported to have the potential to impact foetal development, and the impact on children in pushchairs has been identified above.</i> <i>Reducing unmet demand by increasing the number of hackney carriages which are cleaner and low emission may benefit this group.</i>	<i>Positive</i>	<i>High</i>
Race	<i>The FS13 report identifies that ‘people from a BAME background are less likely to have access to a private vehicle, be more reliant on public transport to access employment, and live in densely populated urban areas – increasing their exposure to air pollution’. Furthermore, ‘for many people from a BAME background having regular, affordable, clean and efficient transport is essential’. Fear of safety, from racially motivated attacks, is also reported to be a barrier to using public transport networks. Reducing the unmet demand for taxis by making more hackney carriages available may assist.</i>	<i>Positive</i>	<i>High</i>
Religion and belief	<i>The FS13 report identifies that certain groups of people, particularly Muslims, face an increasing risk of being victims</i>	<i>Positive</i>	<i>High</i>

	<i>of religious hate crime. For people who have a marked religious identity through clothing there is a heightened risk for harassment or discrimination. It is reported that this is particularly true for women who are already more vulnerable regardless of the way they dress. Taxis also transport some children to attend particular schools which accord to their religion or belief. Reducing the unmet demand for taxis by making more hackney carriages available may assist in this regard.</i>		
Sexual orientation	<i>The FS13 report identifies that as with religious and faith protected groups, safety and security (and perceptions of them) are key for lesbian, gay and bisexual people and may influence how they choose/prefer to travel. It also says that a 2018 LGBT survey pointed to public transport as the most common place where respondents avoided being open about their sexual orientation and that it may even be avoided altogether. Reducing the unmet demand for taxis by making more hackney carriages available may assist here.</i>	<i>Positive</i>	<i>High</i>
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	<i>How those caring for others with protected characteristics may be affected by this proposal are dealt with above. Reducing the unmet demand for taxis by making more accessible and recognisable hackney carriages available is likely to assist carers.</i>	<i>Positive</i>	<i>High</i>
Low income groups	<i>The unmet demand survey identified that taxis in York are more expensive than many other places (22nd most expensive) and that a price increase (of 10%) is likely to</i>	<i>Neutral</i>	<i>Medium</i>

	<i>reduce their taxi use. This report does not propose an increase in fares, although this is open to the committee to consider an adjustment in fares in future (as always). The fact that two electric London type taxis are now in use would indicate that these are a viable option at current fare rates.</i>		
Veterans, Armed Forces Community	<i>As noted, reducing unmet demand with more licensed taxis will make transportation safer for all although there may not be a particular benefit to this specific group.</i>	<i>Neutral</i>	<i>Low</i>
Other	<i>The proposal that the new hackney carriage licences be issued to fully electric/plug in electric hybrid vehicles is likely to reduce the local air quality impact of having more vehicles on the road. Whilst the Air Quality Status report identifies that air quality is generally improving (excluding the results of 2020 which was an atypical year) there are still a limited number of areas around the inner ring road where levels breach air quality targets. Poor air quality has a detrimental health impact on vulnerable people including those with chronic breathing difficulties like asthma amongst other conditions.</i>	<i>Positive</i>	<i>High</i>
Impact on human rights:			
List any human rights impacted.	<i>No negative impacts on human rights have been identified.</i>		

Use the following guidance to inform your responses:

Indicate:

EIA 02/2021

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
<p><i>As noted above, only positive impacts have been identified in this assessment. In addition to providing safer methods of transport for all, there are opportunities to improve the availability of suitable vehicles to passengers with protected characteristics, it will help improve local air quality (or at least not add to existing pollution levels). This is also consistent with the Council's declaration of a climate emergency.</i></p>	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal	<i>As noted throughout, the recommendation to increase the number of hackney carriage licences will have a positive impact on equality with no negative impacts having been identified.</i>

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
N/a			

Step 8 - Monitor, review and improve

8. 1	<p>How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p><i>An unmet demand survey is conducted at least every three years whereupon the impact of the decision taken by Members can be evaluated. Furthermore, Members of the Committee are asked to review various aspects of the taxi licensing policy from time to time, and which always involves consultation with the public on any changes proposed.</i></p>

This page is intentionally left blank