



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

To: Councillors Melly (Chair), Cuthbertson (Vice-Chair),
Baxter, Clarke, Hook, Kilbane, Kent, Mason, Nicholls,
Perrett, Rose, Smalley, Warters, Watson and Wilson

Date: Monday, 13 July 2026

Time: 5.30 pm

Venue: West Offices

A G E N D A

1. Apologies for Absence

To receive and note apologies for absence.

2. Declarations of Interest (Pages 5 - 6)

At this point in the meeting, Members and co-opted 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. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see attached sheet for further guidance for Members].

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

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 meetings. The deadline for registering at this meeting is 5:00pm on Thursday 11 July 2026.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast, including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

- 4. Minutes** (Pages 7 - 8)
To approve and sign the minutes of the meeting held on 5 February 2026.
- 5. Unmet Demand Survey** (Pages 9 - 62)
This report asks Members to consider the findings of a recent survey on any unmet demand for the services of hackney carriages in the City of York, and to determine whether or not to continue restricting the number of hackney carriage licences issued at the current level (190).
- 6. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

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Angela Bielby

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

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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 (ہولی) میں بھی میا کی جاسکتی ہیں۔ (Urdu)

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

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- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

Declarations of Interest – guidance for Members

- (1) Members must consider their interests, and act according to the following:

Type of Interest	You must
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) OR Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Affects) OR Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

City of York Council

Committee Minutes

Meeting	Licensing And Regulatory Committee
Date	5 February 2026
Present	Councillors Melly (Chair), Clarke, Hook, Kilbane, Mason, Rose, Warters, Watson, Wells and Wilson
Apologies	Councillors Cuthbertson, Baxter, Nicholls and Smalley

97. APOLOGIES FOR ABSENCE (5:33PM)

Apologies for absence were received and noted for Cllrs Baxter, Cuthbertson, Nicholls and Smalley.

98. DECLARATIONS OF INTEREST (5:33PM)

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. There were none.

99. PUBLIC PARTICIPATION (5:33PM)

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme.

Tom Jackson, street trader from a family run street trader since the 1980s asked for an update on the Street Trading Policy. He explained that the Christmas Market had gone well and that management operational issues had been addressed with Make it York (MiY). He noted that the next critical festive period was nine months away and he asked for clarity on the arrangements for it.

[Cllr Wilson joined the meeting at 5:34pm]

He thanked Cllr Kilbane for his involvement with the new Street Trading Policy and asked the Council to keep street traders in

mind. He added that he would like to be involved in discussions on the Street Trading Policy.

100. MINUTES (5:37PM)

Resolved: That the minutes of the meeting held on 10 April 2025 be approved and signed as a correct record subject to apologies.

101. RENEWAL OF A SEX ESTABLISHMENT LICENCE FOR FIRST FLOOR OF ZIGGY'S (KNOWN AS CLUB 55), 53-55 MICKLEGATE, YORK, YO1 6LJ [CYC019257] (5:37PM)

The report was withdrawn for consideration by the Licensing and Regulatory Sub-Committee. The Chair explained that the meeting had to be held as the agenda had been published.

Resolved: That the application for the renewal of a Sex Establishment Licence for First Floor of Ziggy's (Known as Club 55) be considered by the Licensing and Regulatory Sub-Committee.

Reason: In order to determine the application.

Cllr Melly, Chair

[The meeting started at 5.30 pm and finished at 5.37 pm].



Licensing & Regulatory Committee

13 July 2026

Report from the Director Environment and Regulatory Services

Unmet Demand Survey

Summary

1. This report asks Members to consider the findings of a recent survey on any unmet demand for the services of hackney carriages in the City of York, and to determine whether or not to continue restricting the number of hackney carriage licences issued at the current level (190). For the avoidance of doubt, this report concerns the number of hackney carriage vehicle licences issued; it does not concern the number of any other licences including private hire vehicle licences.

Recommendations

2. That Members consider Best Practice Guidance issued by the Department for Transport and the findings of the unmet demand survey to determine that there is no significant unmet demand for hackney carriages in the city, and leave the existing Taxi Licensing policy unchanged i.e. restricting the number of hackney carriage vehicle licences issued to 190.

Reason: To continue to lawfully restrict the number of hackney carriage vehicle licences issued by the council.

Background

Legal Requirements and Department for Transport Best Practice Guidance

3. Provisions within Section 16 of the Transport Act 1985 allow local authorities to set quantity restrictions on the number of licences issued in relation to hackney carriage vehicles (taxis), but only if it is satisfied that there is no significant demand for taxi services which is unmet in its area.

4. Department for Transport (DfT) Best Practice Guidance, updated on 17 November 2023, advises that local licensing authorities *do not* impose quantity restrictions. However, it acknowledges that some authorities see the benefit of restricting numbers and where restrictions are imposed, the Guidance recommends authorities consider this matter at least every 5 years. The Guidance also asks Local Licensing Authorities to consider the benefits or disadvantages to the travelling public (users of taxis) from having quantity restrictions in place; and what the benefits or disadvantages would result for the public if the quantity restrictions were removed.

Benefits of Quantity Restrictions

5. Due to the geography of York the benefits relate to helping to manage congestion around the city centre, preventing over ranking at the limited number of designated rank spaces available and preventing unofficial ranks being formed.

Disadvantages of Quantity Restrictions

6. There are also disadvantages when restricting the number of taxi licences issued. In most cases 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 taxi 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 taxi licence. That said, the fact that there are three licences available for wheelchair accessible, low emission hackney carriage vehicles indicates that the wait (and value) is for licences that are *not* required to meet this criteria such as diesel saloon cars.

The current position

7. As stated above, the Council currently restricts (regulates) the number of taxi licences issued. The restrictions are 190 licensed vehicles, of which 55 are wheelchair accessible (by condition of licence).
8. At this time, there are 187 Hackney Carriage vehicles licensed (allocated) of which 52 are wheelchair accessible (by condition of licence). Three existing licences are available with the conditions that the vehicle is wheelchair accessible and meets the low emissions criteria set within the Taxi Licensing Policy.

9. Due to regulating the number of licences, the Council operates a waiting list for those who wish to obtain a new taxi licence, should any be issued in the future.

Unmet demand survey

10. The purpose of the unmet demand survey is to establish whether there is any evidence of significant unmet demand for taxi services in York and if any unmet demand is found to recommend how many licences would be required to meet this.
11. The last survey was carried out in 2022. At that time the survey identified that there was an unmet demand for taxis in York – although it was not significant - and the council increased the number of licences issued to 190 from 183. There were also three unallocated licences at the time.
12. Licensed Vehicle Surveys and Assessment (LVSA) were engaged to undertake the latest independent survey. They conducted a rank observation survey during September 2025. During the survey, they observed some 5,076 vehicles departing the ranks, no passengers were observed who used wheelchairs.
13. It should be noted that the rank survey was conducted the week after the return of the university students in York. The consensus view from the trade and stakeholders was that this generates normal levels of demand for taxis. This is reflected within LVSA report.
14. This survey has identified that there is no evidence of significant unmet demand for taxis in York. A full copy of the survey can be found at Annex 1. A representative from LVSA will be present at the meeting to answer any questions relating to the survey.

Consultation

15. As part of their work, LVSA conducted a public attitude survey. A questionnaire was published online to offer the general public an opportunity to provide views on licensed vehicles service provisions. A total of 123 responses were received from members of the public. Survey results are detailed in Section 4 of LVSA report.

16. LVSA also complied with the DfT guidelines and consulted key stakeholders:

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

17. Stakeholders were contacted by telephone, email or letter. Responses received are detailed in Section 5 of LVSA report.

Options

18. Option 1 – Determine that there is no significant unmet demand for hackney carriages in the city and continue to apply the existing policy i.e restrict the number of licences issued to the current level (190). This is maintaining the status quo.

19. Option 2 – Determine that there is no significant demand for hackney carriage licences in the city but instruct officers to undertake a further consultation with stakeholders and the public as to whether the existing policy of restricting the number of taxi licences should be amended. For example to remove the quantity restrictions, or change to a new limit (increase or decrease) with officers reporting back to Members at the earliest opportunity with the results of the consultation and further recommendation.

20. Please note that in the event of determining that there is a significant unmet demand, the restriction on the number of hackney carriage licences issued must be lifted and licences allocated to anyone who applies.

Analysis

21. The table below details the number of taxi and private hire vehicles licences issued by other authorities in the area, and whether the authority restricts the number of taxi licences issued.

	Restrict	Don't Restrict	Taxis	PH vehicles	% of licensed fleet taxis
North Yorkshire		√	636	836	43%
York	√		190	401	32%
Bradford	√		213	4078	5%
Calderdale	√ inner zone	√ outer zone	117	1575	6.9%
Kirklees	√		213	2063	9%
Leeds	√		537	3914	12%
Wakefield	√		102	1000	9%

22. The council has appointed 13 taxi ranks, 11 of which are within the vicinity of the city centre:

Rank Location	Rank Operating Times	No. of Cars
Duncombe Place	Fulltime	10
St Leonard's Place	Fulltime	4
St Saviourgate – Rank A	Fulltime	12
St Saviourgate – Rank B (feeder)	Fulltime	4
The Crescent	Fulltime	1
Tower Street	Fulltime	3
Clifford Street (Kuda side)	Midnight – 6.00 am	4
Clifford Street (opposite side to Kuda)	Midnight – 6.00 am	4
Micklegate (outside Jalou)	Midnight – 6.00 am	5
Toft Green (opposite Fibbers)	Midnight – 6.00 am	3
Exhibition Square	8.00 pm – 6.00 am	3
Piccadilly	11.00 am – 6.00 am	2
St Sampson's Square	8.00 pm – 6.00 am	8

23. The two ranks outside of the city centre are located at:

Rank Location	Rank Operating Times	No. of Cars
Clifton Moor Cinema	Fulltime	3
York Racecourse (race days only)		12

24. A new rank for three vehicles (evenings and race days) is currently planned to be implemented on Blossom Street within the next few months. This rank replaces the Queen Street rank which was removed during the gateway development.

25. The rank located at the Railway Station is a private rank and is outside of the control of the council.
26. As part of the rank observation LVSA recorded 5076 vehicles departing from ranks.
27. The busiest appointed ranks are Duncombe Place and St Saviourgate. Peak activity on St Saviourgate rank was on the Saturday evening during the hour beginning 20:00. Peak activity on Duncombe Place rank was on a Saturday evening at 89 hires per hour.
28. As part of the public attitude survey, 123 respondents indicated their most commonly used type of licensed vehicle transport use was private hire vehicles. However, with respect to hackney carriages, the most common method of hiring hackney carriages was at ranks, rather than by prebooking.
29. Some disabled travellers found it difficult to get in and out of larger (wheelchair accessible) hackney carriages, owing to height above ground. Generally, wheelchair passengers found that there were wheelchair accessible licensed vehicles available to book, when they needed them.
30. Compared with results of previous surveys in York and results of similar surveys elsewhere in the UK, the level of service provided to disabled users seems to have improved in York and be better in York than other UK locations. Feedback from disabled representatives indicated that there have been initiatives to improve the connection (communication) with and access to wheelchair accessible licensed vehicles. It appears that wheelchair users now have more confidence to book travel in advance, than they had in the past.
31. Some other responses received from stakeholders were as follows:
 - Supermarkets – Staff at the supermarkets were not aware of any issues with service.
 - Police - Feedback from the police indicated that whilst there were periods late on Saturday nights when people would gather, owing to limited supply of licensed vehicles, it wasn't generally an issue they felt needed to be addressed.

- Hotels – Feedback from hotels was generally positive, with no known issues with availability. Generally, hotel guests arranged their own transport.
- Public houses – Some feedback was received from licenced premises. All who responded felt that there were generally sufficient licensed vehicles available to cope with demand from customers. However, late on Saturday nights there could be some delays for passengers waiting for pre-booked licensed vehicles.
- Disability groups – Feedback was received from representatives of elderly and mobility impaired groups, including care homes. The availability of wheelchair accessible transport was generally found to be adequate for day to day needs. Those who required wheelchair accessible vehicles were generally able to obtain one when they needed one.
- Rail and other transport operators – No issues were raised by bus operators. Railway Station staff felt that it was rare that there were no hackney carriages available on the station rank to meet arriving passengers. However, they did point out that the feeder area was further away from the rank than normal, owing to the works underway at the station. This relocation could occasionally lead to delays to the hackney carriages getting to the rank. Sometimes, private cars would pull on to the taxi rank area in front of the station entrance, rather than the roadway designated for other vehicles.
- Businesses – it was felt that availability was generally good, with occasions when passengers had to wait at busy times. The drivers and vehicles were generally well regarded and were generally good ambassadors for York.

32. Some responses from trade stakeholders were as follows:

- Feedback indicated a perception that rank trade has been affected by increasing use of pre-booked hires of licensed vehicles. Whilst it was busy at night on weekdays and weekends in the past, nowadays, only Saturday nights are busy nights.
- There was a consensus of opinion amongst the trade objecting to lack of daytime access to the city centre during the daytime. This may be considered to be the area between the ranks on Duncombe Place and St Saviourgate.

- Around a third of licensed vehicle drivers had regular clients who required the use of wheelchairs.
- Around three quarters of hackney carriage drivers worked primarily from the ranks, with the remainder working primarily on pre-booked hires, either public facing or contract/corporate hires. Very few hackney carriage drivers didn't undertake any rank-based hires at all.

Option 1

33. This option will maintain the current situation as it stands. A further unmet demand survey would be conducted in 2030. No changes would be required to the current Taxi Licensing Policy.
34. On the basis of the evidence gathered in the unmet demand survey, there is no evidence of any significant unmet demand. The Committee is therefore able to exercise its discretion to retain the current vehicle limit policy and maintain it at the present level. In the event of a legal challenge to a decision to refuse a licence, the LVSA survey provides the evidence base for the Council's decision that it is satisfied that there is no significant unmet demand. If Members decide to recommend to keep the current level of licences at 190 then the Council would be required to commission a further survey to assess demand in around 5 years time.

Option 2

35. Deregulating the number of taxi licences issued or increasing the current limit would be considered to be changes to the current Taxi Licensing Policy and would require further consultation on the specific considerations. Therefore, should Members be minded to consider option 2, they can only do so following further consultation and so should instruct officers to carry out a consultation to inform any further recommendations on the options for the issuing of taxi licences before bringing back the results for a decision. If Members were considering an increase in the number of licences, the consultation would ordinarily include the type of vehicle that would be licensed and that the waiting list is the correct method to allocate new licences. Final approval of your recommendation to approve changes to the Taxi Licensing Policy would have to be given by Full Council. Providing that there is no significant unmet demand, if members are minded to review the existing policy, the current policy would remain in place until the decision to amend is made.

Council Priorities

36. The provision of hackney carriage and private hire licensing supports the council plan of a prosperous city for all, where local businesses can thrive.

Implications

37. The direct implications arising from this report are:

- (a) **Financial** – The existing taxi budget is forecast on the existing position.
- (b) **Human Resources (HR)** - There are no HR implications.
- (c) **Equalities** –An equality impact assessment has been undertaken and can be found at Annex 2.
- 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 five 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 may lawfully retain quantity controls. The Council could be at risk of legal challenge if it does not follow the best practice guidance. In the event of a challenge to a decision to refuse a licence, the Council would have to establish that it had, reasonably, been satisfied that there was no significant unmet demand.
- (d) **Crime and Disorder** – There are no crime and disorder implications.
- (e) **Information Technology (IT)** - There are no IT implications.
- (f) **Property** - There are no property implications.
- (g) **Other** - There are no other implications.

Risk Management

48. By undertaking an unmet demand survey, in line with best practice guidance, the risk of legal challenge is mitigated.

Contact Details

Author:	Chief Officer Responsible for the report:			
Dave Cowley, Taxi Licensing Manager	Garry Taylor Director of City Development			
	Report Approved	√	Date	03/07/2026
Specialist Implications Officer(s) Sandra Branigan Senior Solicitor Ext: 1040				
Wards Affected:			All	√
For further information please contact the author of the report				

Background papers

City of York Council's Taxi Licensing Policy (the Policy)

<https://www.york.gov.uk/downloads/file/137/hackney-carriage-and-private-hire-licensing-policy-november-2024>

Department for Transport – Taxi and Private Hire Vehicle Best Practice Guidance

<https://www.gov.uk/government/publications/taxi-and-private-hire-vehicle-licensing-best-practice-guidance>

Annex 1 – Hackney Carriage Unmet Demand Survey

Annex 2 – Equality Impact assessment

1



Hackney Carriage Unmet Demand Survey

City of York Council
May 2026

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Executive Summary

This Hackney Carriage Unmet Demand Survey has been undertaken on behalf of City of York Council. The study is intended to fulfil the requirements of Section 16 of the 1985 Transport Act and to conform with the Department for Transport (DfT) 2023 Best Practice Guidance.

The council maintains a limit regarding the number of hackney carriages which may be licensed.

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.

Information gathered throughout the survey suggests that the level of service and levels of availability of hackney carriages at the ranks is generally good.

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 one hour, the proportion exceeded 100%. This indicates a period which included passengers who had waited at a rank, then given up waiting and left the rank on foot. It should be noted that this period was a period of low demand. Consequently, the proportion relates to a small base number and a small number of intending passengers leaving on foot.

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 2025 observations, was **77.7**. This index value is below the threshold of 80.

At most of the public ranks, passenger waiting comprised isolated incidences, when passengers waited for several minutes, rather than prolonged periods of continuous queues forming. The exception was late on Saturday night at the public ranks and at various times at the railway station rank, when multiple trains with large volumes of alighting passengers arrived over a short period.

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 **35.2**

This value was lower than for all ranks including the Railway Station rank

Based on the 2025 survey data there is no compelling need to increase the number of hackney carriages operating in York.

It is common for unmet demand survey consultation to reveal issues with availability of wheelchair accessible vehicles amongst the licensed vehicle fleets. However, the 2025 York survey was notable for a very low level of identified issues relating to availability of wheelchair accessible vehicles.

The results were so unusual that additional checks were made on data and further enquiries made, to corroborate results. Feedback from representatives indicated that some novel measures had been implemented in York to improve the availability of wheelchair accessible licensed vehicles. These measures didn't necessarily increase the number of wheelchair accessible licensed vehicles. However, the measures did encourage the operators of wheelchair accessible licensed vehicles to engage more effectively with wheelchair users. The result appears to be that wheelchair users may more reliably book wheelchair accessible vehicles for day to day travel. There appears to be reduced anxiety related to travel by wheelchair accessible licensed vehicles and consequently, potentially, more frequent use of wheelchair accessible vehicles.

A significant proportion of the hackney carriage drivers who responded to the online survey indicated that they primarily work from the ranks and booked hires comprise a small or negligible proportion of the hires undertaken. This is an increasingly unusual situation in the UK. In most localities, the public increasingly book hires by mobile phone or app, rather than go to a rank. In many localities the hackney carriage fleets have responded to this change in practices by accepting an increasing proportion of hires via booking methods.

In conclusion, there is no compelling need for more hackney carriages in York to satisfy demand at ranks or by hailing. The public view is generally favourable with respect to the level of service and availability of hackney carriages. Generally, things are working well and no requirements for changes have been identified.

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1 General introduction and background

This study has been conducted by LVSA on behalf of City of York Council.

The study is intended to fulfil the requirements of Section 16 of the 1985 Transport Act and to conform with the Department for Transport (DfT) 2023 Best Practice Guidance.

The objectives of the study may be broadly defined as:

- A survey of activity at taxi ranks
- Consultation with the trade
- Consultation with major stakeholders
- Comparison of licenced vehicle fleet size and composition, with other local authorities
- Assessment of unmet demand
- Conclusions

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.

2 Local background and context

The authority has a current population of 204,551 using the Mid 2022 estimates currently available from the 2021 census and used for Department for Transport Statistics.

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.

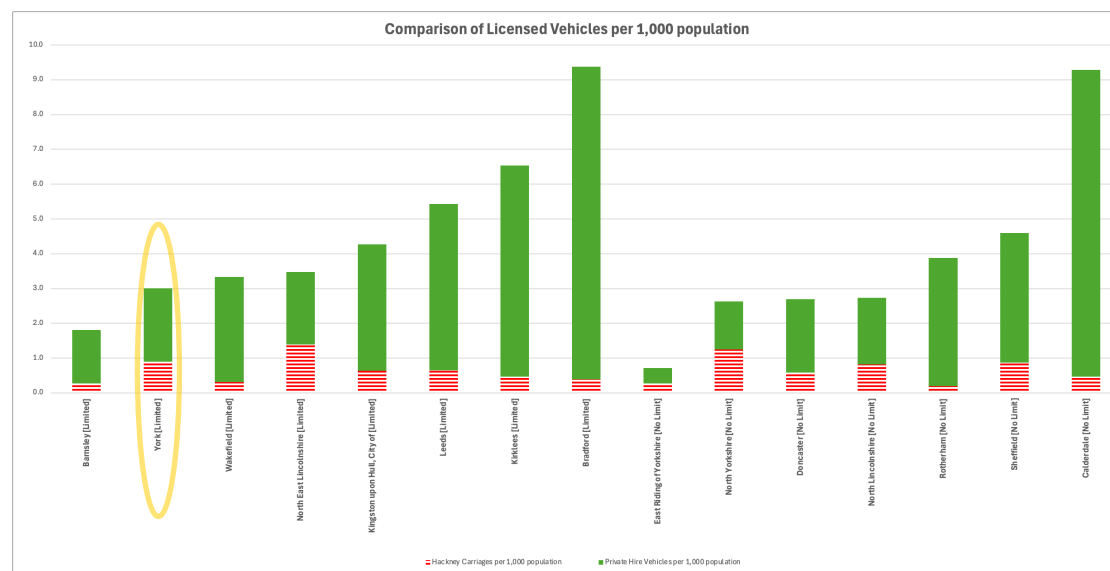


Figure 1 - Comparison of Licensed Vehicles per 1,000 population

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 May 2026 table indicated that the fares in York were ranked 101 out of 337 authorities ranked, with a fare of £8.00. This suggests that fares in York are more expensive than average.

The mid ranked fare (rank 168) was £7.40. So fares in York appear to be higher than average.

In terms of national fares, the highest comparable fare (ranked 1) was £15.00 at London Heathrow. The highest ranked local authority licensing

area was Epsom & Ewell with a fare of £13.40. The lowest (ranked 337) was £4.60.

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	101
North Yorkshire	93
East Riding of Yorkshire	283

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. Six ranks were surveyed. It was anticipated that the principal active ranks would be York Railway Station, Duncombe Place and St Saviourgate. In addition, four more locations were surveyed. These were St Sampsons Square, Picadilly, St Leonards Place and Micklegate.

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 27th September 2025 to 7:00 am on Sunday 28th September 2025.

During the course of our survey, we observed some 5,076 vehicles departing the ranks.

During the course of the surveys, no passengers were observed, who used wheelchairs.

No taxi or passenger waiting activity was observed at Micklegate, St Leonards Place, Picadilly or St Sampsons Square.

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.

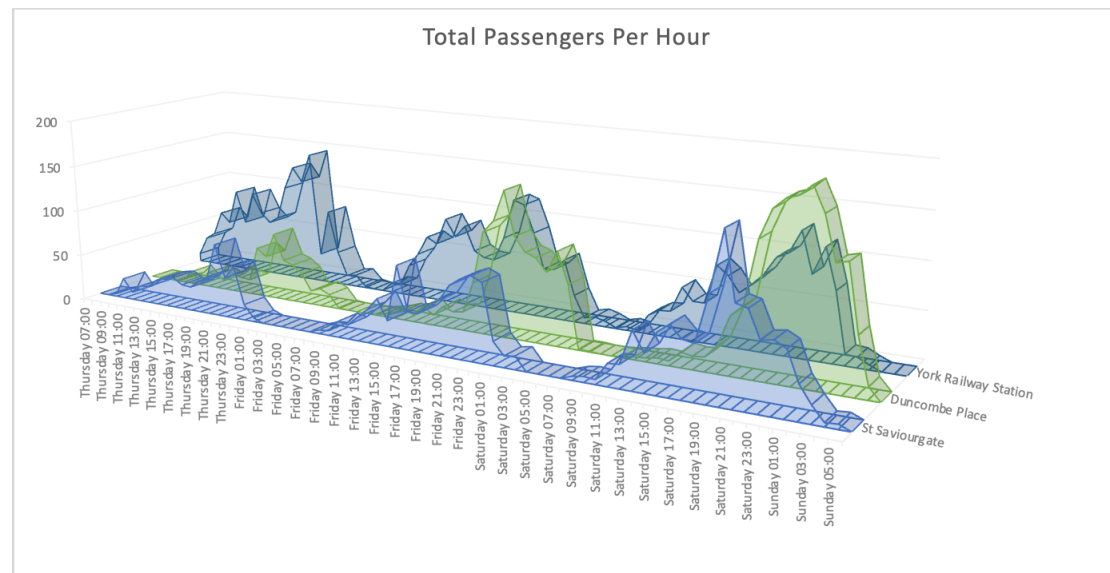


Figure 2 - York passengers through each rank

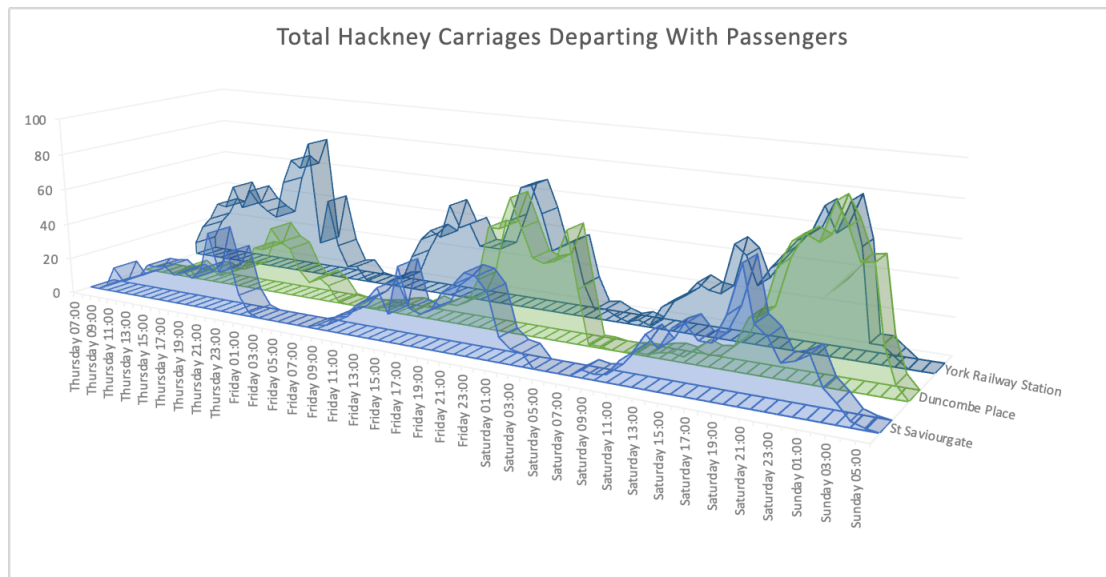


Figure 3 - York Hackney Carriages hired at each rank

Detailed consideration of ranks

Micklegate, St Leonards Place, Picadilly and St Sampson's Square.

No activity was observed at the ranks Micklegate, St Leonards Place, Picadilly or St Sampsons Square.

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 generally at night. On Saturday night, there was a significant peak observed during the hour beginning 20:00.

Passenger waiting was relatively rare. Occasional passenger waiting was observed during the daytime period. Most passenger waiting was observed at night. There were few persistent queues and wait times were generally less than 5 minutes.

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 13 hires per hour.

Night time activity levels were significantly higher than day time levels, on Thursday night, activity peaked at 37 hires per hour. On Friday night, activity peaked at 72 hires per hour and on Saturday night, activity peaked at 89 hires per hour.

Passenger waiting was observed occasionally during the daytime and early evening periods. Passenger waiting was more common during the early hours of the morning. Passenger waiting was generally observed as discreet events, rather than persistent queues.

York Station

The rank at York Station is located within station property. At the time of the survey, there was extensive construction work being undertaken at the Railway Station. In association with the construction work, extensive traffic management measures were in place.

Arrangements for access to the taxi rank within the Station entrance portico were influenced by the traffic management arrangements.

The rank comprises two parts. The pickup area of the rank is located at the main station entrance, below the entrance portico.

When the pickup area is full of waiting hackney carriages, any additional hackney carriages need to wait in the feeder area. In normal circumstances, hackney carriages would travel from the feeder area directly to the pickup area, through the portico entrance, at the south end of the station entrance portico. The route is fully within station grounds and waiting vehicles face minimal delay in reaching the pick up area.

However, during construction works, the waiting hackney carriages waited in a parking area, with access and egress around 130 metres to the south of the portico entrance. When space became available on the pickup rank within the portico, waiting hackney carriages needed to move from the feeder area to the pickup rank. Hackney carriages needed to exit the waiting area on to Queen Street and travel along Queen Street to turn in to the portico entrance, from Queen Street. During busy periods, there were some delays whilst hackney carriages waited for a break in traffic on Queen Street, before emerging on to the road.

The road space within the Railway Station entrance portico is used by hackney carriages to pick up passengers and for other vehicles to drop off passengers, pick up passengers and make deliveries of goods. Whilst the waiting area for hackney carriages is separated from the space used by

other vehicles, all traffic in to the portico area share a common single lane entrance. During busy periods it was fairly common for queues of vehicles to form on Queen Street, waiting to turn into the portico entrance, when the pick up / drop off area was full of vehicles waiting for arriving passengers or dropping off departing passengers.

There were occasions when all hackney carriages had left the pick up area of the rank and other hackney carriages were queued on Queen Street, waiting to turn in to the portico area. During some of these occasions, there were passengers waiting at the station. However, as there were hackney carriages available to pick up these passengers, but unable to reach the passengers, these occasions were **not** included in the passenger waiting statistics.

There were occasions at the Railway Station when persistent queues formed. These occasions were generally when a busy train arrived and the volume of passengers seeking to hire a hackney carriage took time to clear and more passengers from another busy train arrived before the existing passenger queue had fully cleared.

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 78 hires per hour on Thursday night, 69 on Friday night and 80 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

The number of waiting passengers during each hour observed is presented in Figure 4. The figure presents waiting passenger volumes aggregated across all ranks.

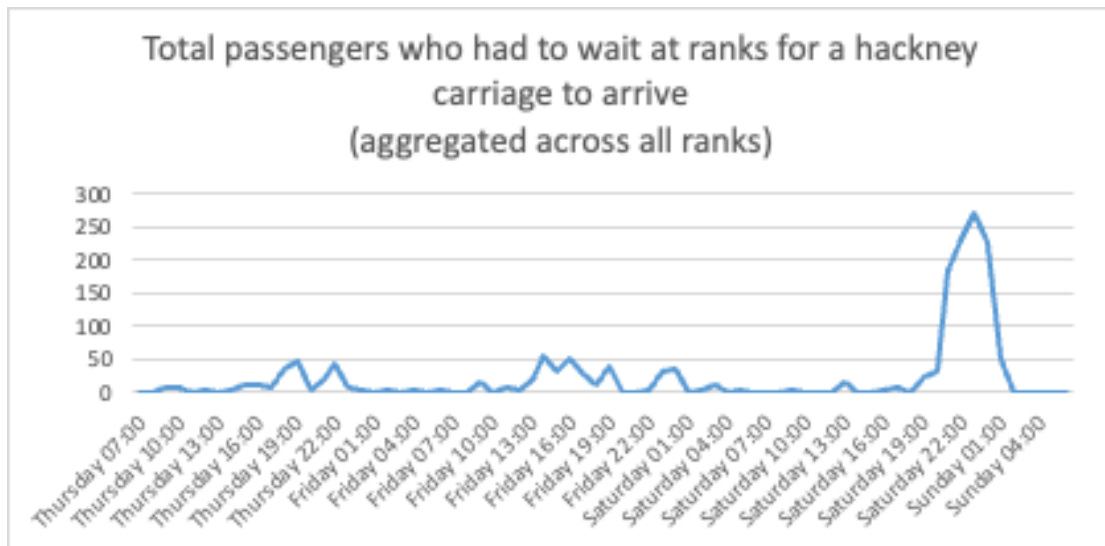


Figure 4 - Passengers waiting at each rank during each hour

The average wait times for passengers who had to wait for a hackney carriage to arrive at ranks, is presented in Figure 5. Around 10% of passengers had to wait for a hackney carriage to arrive at a rank.

The average wait time for all passengers who had to wait was 6 minutes 57 seconds. Much of the passenger waiting was concentrated at St Saviourgate and Duncombe Place on Saturday night.

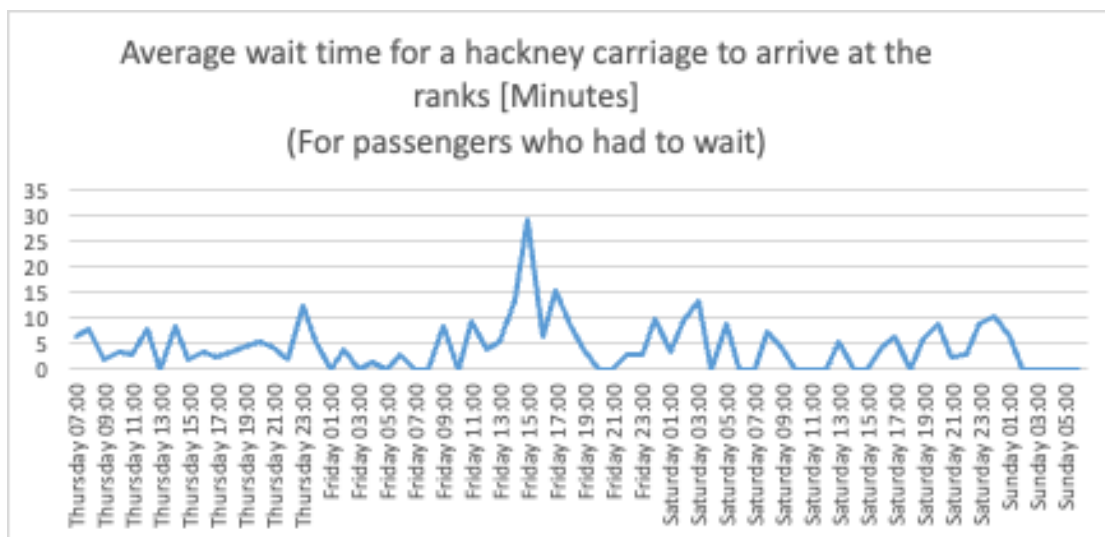


Figure 5 - Average wait time for waiting passengers

The number of waiting passengers, as a proportion of all passengers who boarded a hackney carriage, is presented in Figure 6. 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 6 - 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. Some persistent waiting during the daytime and early evening was observed at the Railway Station rank. Persistent waiting was observed on Saturday night at St Saviourgate and Duncombe Place.

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.

Some occasional rank abuse was observed at the Railway Station rank, during quiet periods late at night. Some occasional rank abuse was observed at the rank at St Sampsons Square. This was to the rear of the rank. Rank abuse on Duncombe Place rank was relatively commonplace. Private cars and vans would often wait on the middle and rear sections of the rank. Vehicles were rarely left unattended. However, they did take up rank space as drivers either dropped off passengers, or waited on the rank to pick up passengers.

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.

Online surveys gather information from a wider cross section of the public than face to face surveys undertaken during weekday daytimes in the city centre. However, people who complete the online surveys are more likely to have negative feedback to offer, or have an issue to air, than a fully random cross section of the public. When there are issues with the subject under consultation, more responses are generally received. When the public are generally content with the subject under consultation, it can be more difficult to gather responses.

An online survey was undertaken and 123 valid responses were received. Advertising the survey had to be extended and repeated to gain public engagement and enhance the sample size.

The key results of the survey were as follows:

York public attitude survey results

The most common type of licensed vehicle used by respondents was private hire vehicle. However, with respect to hackney carriages, the most common method of hiring hackney carriages was at ranks, rather than by pre-booking.

Hailing a passing hackney carriage was not a common method of hiring. No respondents indicated that they commonly hailed hackney carriages.

Pre-booked licensed vehicles generally arrived promptly for immediate hire or on time for journeys booked for a future time.

A large minority of journeys booked by private hire vehicle were fulfilled by private hire vehicles which were not licensed by City of York council. It was generally felt that the drivers of private hire vehicles which were licenced

by City of York Council were more professional, had better communication skills and had better area knowledge, than drivers of private hire vehicles licensed by other authorities.

Some disabled travellers found it difficult to get in and out of larger (wheelchair accessible) hackney carriages, owing to height above ground. Generally wheelchair bound passengers found that there were wheelchair accessible licensed vehicles available to book, when they needed them.

Availability of hackney carriages at the ranks was generally felt to be good, except late at night.

9.8% of respondents indicated that they had given up waiting for a taxi at a rank, or by hailing. These were generally late night / early hours of the morning occurrences.

Around a third of respondents indicated that they or someone they travel with had some form of disability. Few faced issues with availability of licensed vehicles. The most common issue identified by a minority of disabled respondents, was with getting in and out of larger vehicles, with higher ground clearance and heavy sliding doors.

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
- Tourist attractions
- Restaurants
- Hospitals
- Police
- Disability representatives
- Bus and Rail operators

Feedback was provided through a combination of telephone calls and emails. Most consultees did not respond. Most of those who did respond, indicated that they were not aware of any particular issues and so had no comments to make.

Feedback received

The majority of those who provided feedback indicated that they were not aware of any particular issues with availability of the level of service provided by Hackney Carriages. Staff at the supermarkets were not aware of any issues with service.

No issues were raised by bus operators. Railway Station staff felt that it was rare that there were no hackney carriages available on the station rank to meet arriving passengers. However, they did point out that the feeder area was further away from the rank than normal, owing to the works underway at the station. This relocation could occasionally lead to delays to the hackney carriages getting to the rank. Sometimes, private cars would pull on to the taxi rank area in front of the station entrance, rather than the roadway designated for other vehicles.

Some feedback was received from licenced premises. All who responded felt that there were generally sufficient licensed vehicles available to cope with demand from customers. However, late on Saturday nights there could be some delays for passengers waiting for pre-booked licensed vehicles.

Feedback was received from representatives of elderly and mobility impaired groups, including care homes. The availability of wheelchair accessible transport was generally found to be adequate for day to day needs. Those who required wheelchair accessible vehicles were generally able to obtain one when they needed one.

In general, there were very few issues identified with the availability of Hackney Carriages or the level of service provided.

Feedback from hotels was generally positive, with no known issues with availability. Generally, hotel guests arranged their own transport.

York Hospital staff indicated that availability of licensed vehicles was not known to be an issue. People travelling from the hospital would commonly wait at the main entrance for a licensed vehicle to arrive.

Feedback from the police indicated that whilst there were periods late on Saturday nights when people would gather, owing to limited supply of licensed vehicles, it wasn't generally an issue they felt needed to be addressed.

Generally, there were few issues identified. It was acknowledged that late night availability can be limited, but, at other times, there was generally good availability.

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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. In addition, some conversations were undertaken with drivers at the ranks, during daytime hours.

Trade representatives were consulted by email.

Most hackney carriages were driven on a single shift basis and hackney carriage drivers indicated that they worked around 55 hours per week on average. Few drivers worked on a part time basis.

Around three quarters of hackney carriage drivers worked primarily from the ranks, with the remainder working primarily on pre-booked hires, either public facing or contract/corporate hires. Very few hackney carriage drivers didn't undertake any rank based hires at all.

Around half of the hackney carriage drivers indicated that they only worked from the ranks.

Around a third of licensed vehicle drivers had regular clients who required the use of wheelchairs.

There was a consensus of opinion amongst the trade objecting to lack of daytime access to the city centre during the daytime. This may be considered to be the area between the ranks on Duncombe Place and St Saviougate.

Feedback indicated a perception that rank trade has been affected by increasing use of pre-booked hires of licensed vehicles. Whilst it was busy at night on weekdays and weekends in the past, nowadays, only Saturday nights are busy nights.

A total of 91 responses were received from the online questionnaire.

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.

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 occurrence of passenger waiting of a minute or more, at an active rank. 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 2025 survey in, York, average passenger delay was 0.61 minutes (37 seconds).

Passenger waiting was observed in 18.7% of off peak periods.

12.4% 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 1.098.

Table 2 ISUD Components

ISUD component	2025	2021	2017
Average passenger delay	0.61	3.56	0.90
Off peak hours with notable queues(3 or more people)	18.7	18.8	15.94
% of passengers travelling in hours with average queue over a minute	12.4	78.7	32.10
Seasonal factor	1.0	1.0	1.0
Peak factor	0.5	0.5	0.5
Latent demand factor	1.098	1.27	1.185
Overall ISUD index estimate	77.7	3,344.7	272.7

The resultant ISUD value of **77.7** is lower than the value of 80 that would suggest the observed unmet demand might be significant. Consequently, this suggests that there is **no significant unmet demand**.

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	2025	2021
Average passenger delay	0.63	3.08
Off peak hours with notable queues(3 or more people)	13.4	13.9
% of passengers travelling in hours with average queue over a minute	7.6	52.3
Seasonal factor	1	1.0
Peak factor	0.5	0.5
Latent demand factor	1.098	1.27
Overall ISUD index estimate	35.2	1,421.8

The resultant ISUD value of **35.2** is lower than the value of 80 that would suggest the observed unmet demand might be significant. Consequently, this suggests that there **is no significant unmet demand** across all public ranks.

ISUD conclusions

There was evidence of some 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. Passenger waiting was more common at the Railway Station (allowing for hackney carriage access constraints owing to Station refurbishment works) than at other ranks. The level of passenger waiting either including or excluding unmet demand at the railway station, was below the level which was significant. Therefore, it is concluded that there is **no significant unmet demand**.

8 Summary and study conclusions

Public perception of availability of Hackney Carriages suggested that other than late at night, there were generally sufficient hackney carriages available at the ranks for the level of passenger demand.

Work being undertaken at the Railway Station did affect the ability of hackney carriages to service the rank at the station.

Compared with results of previous surveys in York and results of similar surveys elsewhere in the UK, the level of service provided to disabled users seems to have improved in York and be better in York than other UK locations.

Feedback from disabled representatives indicated that there have been initiatives to improve the connection (communication) with and access to wheelchair accessible licensed vehicles. It appears that wheelchair users now have more confidence to book travel in advance, than they had in the past.

Unmet demand did occur from time to time. However, other than late at night, continuous queuing at the ranks (excluding the Railway Station) was rare. At the Railway Station, continuous passenger queues formed from time to time when multiple intercity trains arrived within short periods. These queues could potentially have been cleared more quickly if hackney carriages were able to reach the rank at the Railway Station more easily. However, it is understood that once the works at the Railway Station are complete, the arrangement for hackney carriages accessing the rank will be more straightforward.

The level of unmet demand was below that which would be considered to be significant. Therefore, there is **no significant unmet demand**.

9 Recommendations

On the basis of the evidence gathered, our key conclusion is that there **is no significant unmet demand**.

The licensing authority are free to choose to retain or remove a limit on Hackney Carriage licenses and to set a limit at whatever level they see fit.

The conclusion of this report is that there is no compelling need to consider measures to address unmet demand.

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Environment, Transport and Planning	
Service Area:		Public Protection (Licensing)	
Name of the proposal :		Unmet Demand Survey	
Lead officer:		David Cowley	
Date assessment completed:		26 June 2026	
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

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>The proposal is to review the findings of the unmet demand survey (used to control the appropriate number of taxis where demand matches supply) which has been undertaken in the market conditions that the current policy is intended to create. The survey also includes finding of a public consultation.</i>

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	<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 190 licences of which 55 have to be 'wheelchair accessible' by condition of licence, this includes the three electric/plug in electric hybrid vehicles that are available.</i> <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 400 licensed private hire vehicle, 48 (12%) of which are wheelchair accessible.</i>

1.3	Who are the stakeholders and what are their interests? <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 expressed particular concern in the last unmet demand consultation about i) the availability of suitable taxis and ii) the drivers’ understanding of their needs. Such concerns continue to be raised by public speakers at Licensing and Regulatory Committee meetings.</i> <i>Businesses – rely on taxis to transport their staff and customers</i> <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. There was a reduction in the number of drivers following the covid pandemic, however a recent recruitment campaigns are seeing increasing numbers of people apply for licences again.</i> <i>People on the waiting list for a hackney carriage licence. These are predominantly, but not all, existing taxi drivers. Feedback from those who have been offered (and declined) the available licences is that the ‘upfront cost’, and ‘reliability’ were the principal reasons for them failing to take up the offer of a licence. There is one of the three outstanding licences currently on offer to an applicant.</i> <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 on the road is increased particularly if it is to cleaner, greener and more accessible vehicles.</i> <i>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</i>
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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

2.1	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.	
	Source of data/supporting evidence	Reason for using
	<i>Unmet demand survey, for City of York Council, February 2025 (LVSA)</i>	<i>This survey, conducted by LVSA on the City of York Council's behalf - 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>
	<i>Draft Air Quality Status Report 2023 and monitoring review</i>	<i>Report on air quality around the City of York, including the air quality management area (around the inner ring road).</i>
	<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>	<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>

Step 3 – Gaps in data and knowledge

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

Step 4 – Analysing the impacts or effects.

4.1	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.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	<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>	<i>Positive</i>	<i>High</i>

	<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 proportion 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> <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> <i>Identifying demand to control the number of hackney carriages may benefit older and younger people in particular.</i>		
Disability	<i>As noted, taxis are a particularly important method of transport for disabled passengers because of the door to door nature of the service.</i>	<i>Neutral</i>	<i>High</i>

	<i>The findings from the unmet demand survey were that some disabled travellers found it difficult to get in and out of larger (wheelchair accessible) hackney carriages, owing to height above ground. Generally, wheelchair passengers found that there were wheelchair accessible licensed vehicles available to book, when they needed them.</i> <i>Compared with results of previous surveys in York and results of similar surveys elsewhere in the UK, the level of service provided to disabled users seems to have improved in York and be better in York than other UK locations. Feedback from disabled representatives indicated that there have been initiatives to improve the connection (communication) with and access to wheelchair accessible licensed vehicles. It appears that wheelchair users now have more confidence to book travel in advance, than they had in the past.</i> <i>The solutions were identified as a mixed fleet of more accessible taxis and improved driver awareness.</i> <i>The purpose of controlling the number of hackney carriages is to ensure demand meets supply. With three licences outstanding, the current situation does not reflect the intended market conditions.</i>		
Gender	<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,</i>	<i>Positive</i>	<i>High</i>

	<i>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> <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 number of trips than men (14 trips per person per year compared to 7 trips per person per year).</i> <i>Identifying any unmet demand to control the number of hackney carriages is particularly important for female passengers who may otherwise use less safe methods such as walking alone late at night or using unlicensed vehicles.</i>		
Gender Reassignment	<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. Identifying demand to control the number of hackney carriages appropriately may improve confidence in travelling safely.</i>	Positive	High
Marriage and civil partnership	<i>There may not be a readily identifiable specific benefit to groups with this protected characteristic, but identifying demand for licensed taxis should make transportation safer for all.</i>	Neutral	Low

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>Identifying demand in order to appropriately control the number and type of hackney carriages licensed e.g cleaner and low emission may benefit this group.</i>	Positive	High
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. Identifying demand may assist.</i>	Positive	High
Religion and belief	<i>The FS13 report identifies that certain groups of people, particularly Muslims, face an increasing risk of being victims 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</i>	Positive	High

	<i>regardless of the way they dress. Taxis also transport some children to attend particular schools which accord to their religion or belief. Identifying demand 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. Identifying demand 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. Properly identifying demand including for accessible and easily recognisable hackney carriages is likely to assist carers.</i>	<i>Positive</i>	<i>High</i>
Low income groups	<i>There are no proposed changes to fares at this time.</i>	<i>Neutral</i>	<i>Medium</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 improve the local air quality impact from more vehicles on the road. Whilst the Air Quality Status report identifies that air</i>	<i>Positive</i>	<i>High</i>

	<i>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>		
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:

- 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.

High impact (The proposal or process is very equality relevant)	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.
Medium impact (The proposal or process is somewhat equality relevant)	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
Low impact (The proposal or process might be equality relevant)	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

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?
<i>As noted above, only positive impacts have been identified in this assessment. In addition to providing safer methods of transport for all, properly assessing demand to ensure there is not over or under supply is aimed at ensuring 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 plan priorities for</i> - <i>A fair, thriving, green economy for all</i> - <i>Sustainable accessible transport for all</i>	

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:
- 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.	

- **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 continued service developments with the trade have shown an impact for the disabled community when pre booking accessible vehicles, the recommendations leading from the review of the numbers 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	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?
	<i>The proposal is to consider unmet demand under the intended market conditions.</i>