



## **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.

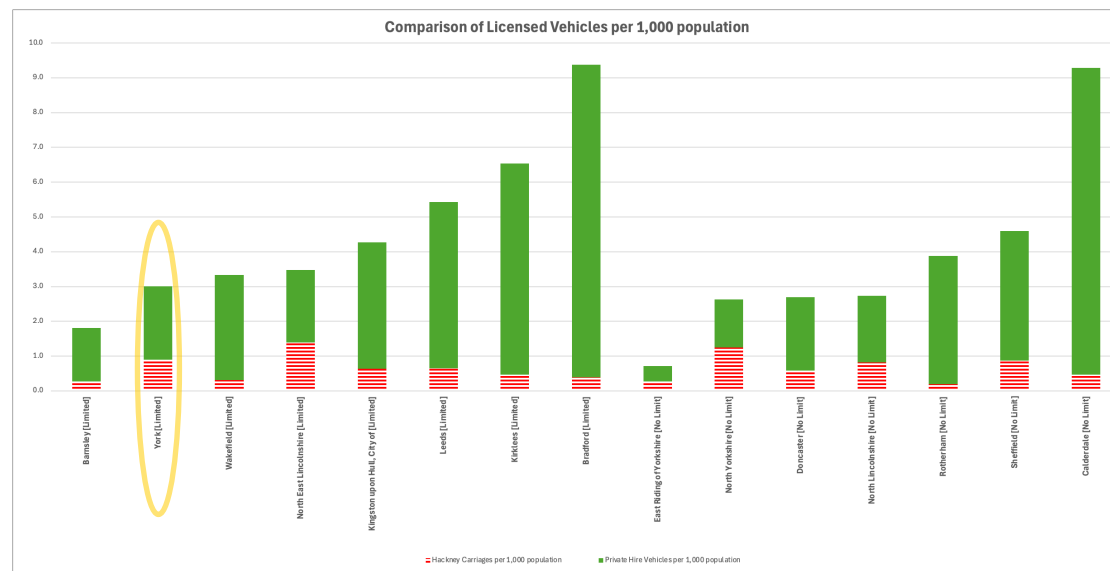
## 2 Local background and context

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**

| <b>Local Authority</b>   | <b>Rank</b> |
|--------------------------|-------------|
| <b>York</b>              | 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*

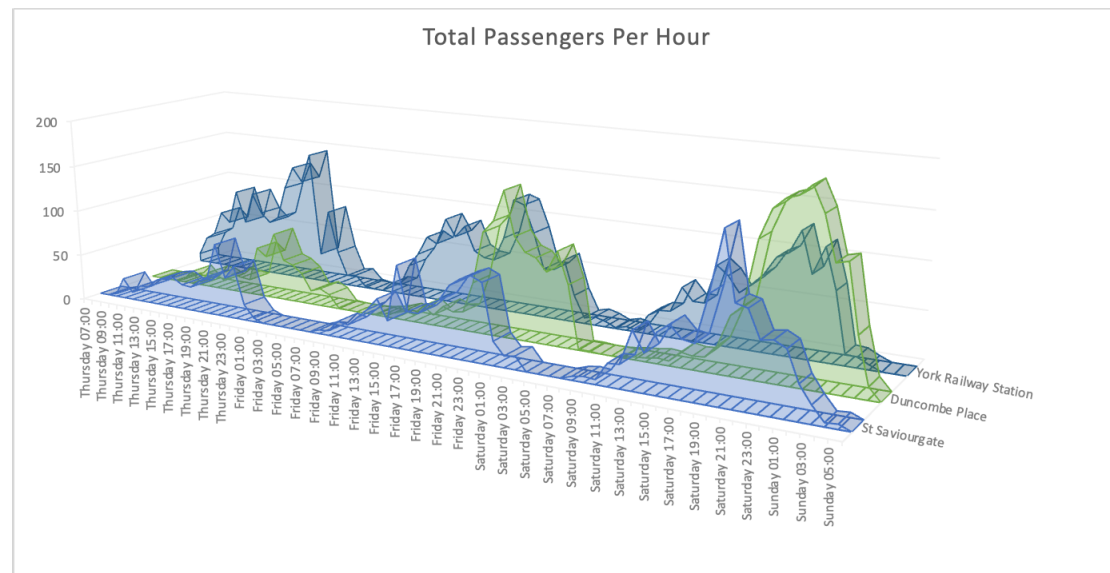
Video cameras were used to record activity at the ranks surveyed. Activity was logged from 7:00 am on Thursday 27<sup>th</sup> September 2025 to 7:00 am on Sunday 28<sup>th</sup> September 2025.

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

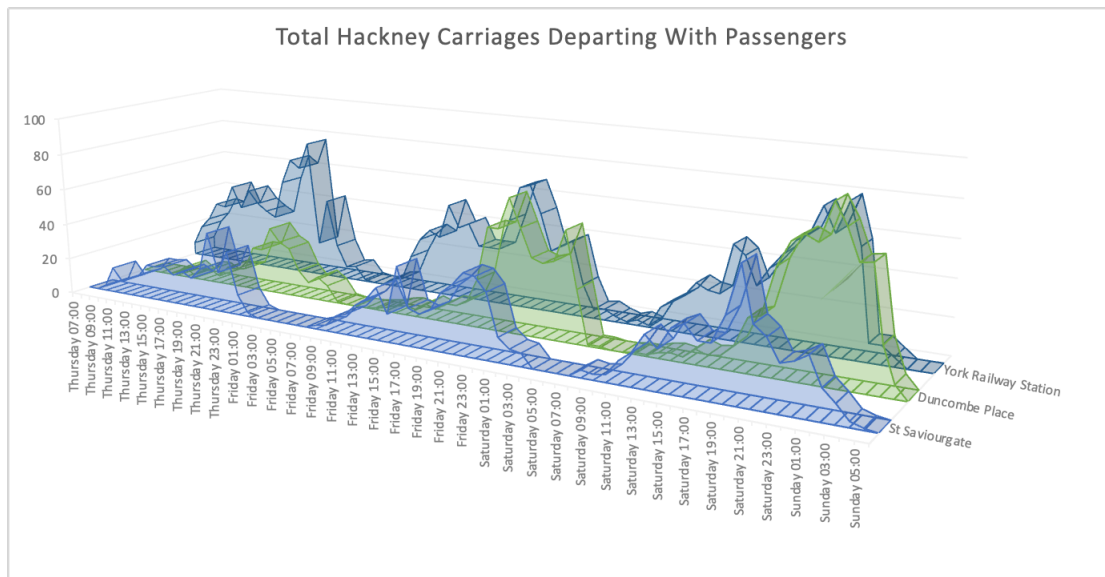
During the course of the surveys, no passengers were observed, who used wheelchairs.

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.

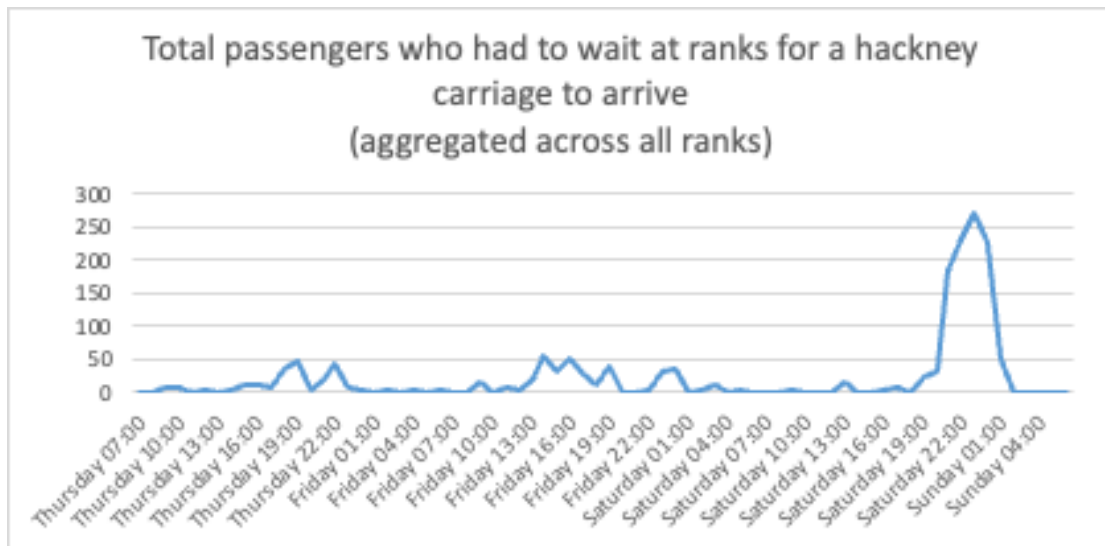
The station rank was active throughout each day, from morning through to late at night. Peak daytime activity levels were 40 hires per hour on Thursday, 44 on Friday and 46 on Saturday.

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                                                       | <b>2025</b>  | 2021    | 2017  |
|----------------------------------------------------------------------|--------------|---------|-------|
| Average passenger delay                                              | <b>0.61</b>  | 3.56    | 0.90  |
| Off peak hours with notable queues(3 or more people)                 | <b>18.7</b>  | 18.8    | 15.94 |
| % of passengers travelling in hours with average queue over a minute | <b>12.4</b>  | 78.7    | 32.10 |
| Seasonal factor                                                      | <b>1.0</b>   | 1.0     | 1.0   |
| Peak factor                                                          | <b>0.5</b>   | 0.5     | 0.5   |
| Latent demand factor                                                 | <b>1.098</b> | 1.27    | 1.185 |
| Overall ISUD index estimate                                          | <b>77.7</b>  | 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                                                       | <b>2025</b>  | 2021    |
|----------------------------------------------------------------------|--------------|---------|
| Average passenger delay                                              | <b>0.63</b>  | 3.08    |
| Off peak hours with notable queues(3 or more people)                 | <b>13.4</b>  | 13.9    |
| % of passengers travelling in hours with average queue over a minute | <b>7.6</b>   | 52.3    |
| Seasonal factor                                                      | <b>1</b>     | 1.0     |
| Peak factor                                                          | <b>0.5</b>   | 0.5     |
| Latent demand factor                                                 | <b>1.098</b> | 1.27    |
| Overall ISUD index estimate                                          | <b>35.2</b>  | 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.