



# Public Document Pack

## Cambridge City Council

### LICENSING COMMITTEE

**To:** Councillors Rosenstiel (Chair), Benstead (Vice-Chair), Brierley, Gawthrope, Hart, McPherson, Meftah, Pippas, Reiner, Saunders, Stuart and Owers

Alternates: Councillor Smith, Councillor Hipkin and Councillor Marchant-Daisley

*Despatched: Friday, 18 January 2013*

**Date:** Monday, 28 January 2013

**Time:** 10.00 am

**Venue:** Committee Room 1 & 2 - Guildhall

**Contact:** Martin Whelan

**Direct Dial:** 01223 457013

### AGENDA

- 1 **APOLOGIES**
- 2 **DECLARATIONS OF INTEREST**
- 3 **MINUTES** (*Pages 1 - 8*)
- 4 **PETITION - NUMBER OF TAXI PLATES**

A valid petition has been received with 119 valid signatures stating the following

**“We the undersigned petition the council to request that Cambridge City Council re-instate a limit on the number of taxi plates issued as there are now too many taxis plying for hire making it very hard to earn a living.”**

Under the Council’s procedure the petitioners may present the petition and speak for five minutes. Members of the Committee may then discuss the petition for a maximum of 15 minutes.

- 5 **HACKNEY CARRIAGE DEMAND SURVEY** (*Pages 9 - 134*)
- 6 **LICENSING OF VELOTAXIS AS PRIVATE HIRE VEHICLES OR HACKNEY CARRIAGES** (*Pages 135 - 148*)
- 7 **DESIGNATION OF NEW STREET TRADING PITCHES AND REVIEW OF STREET TRADING CONSENT FEES FOR 2013/14**

Enclosed separately

- 8 **STREET TRADING AND PEDLAR LAWS: COMPLIANCE WITH THE EUROPEAN SERVICES DIRECTIVE - RESPONSE TO GOVERNMENT CONSULTATION.**

Enclosed separately

# Information for the Public

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**LICENSING COMMITTEE**8 October 2012  
10.00 - 11.15 am

**Present:** Councillors Rosenstiel (Chair), Benstead (Vice-Chair), Brierley, Gawthrop, Hart, McPherson, Pippas, Saunders, Smith, Owers and Stuart

**Officers Present:**

Head of Refuse and Environment – Jas Lally  
Head of Tourism and City Centre Management - Emma Thornton  
Environmental Health Manager – Yvonne O'Donnell  
Licensing and Enforcement Manager – Robert Osbourn  
Principal Scientific Officer - Jo Dicks  
Solicitor – Carol Patton  
Committee Manager – Martin Whelan

**FOR THE INFORMATION OF THE COUNCIL****12/24/LICF Declarations of Interest**

There were no declarations of interest.

**12/25/LICF Apologies for absence**

Apologies for absence were received from Councillor Reiner, Councillor Stuart attended as an alternate member.

**12/26/LICF Minutes of the previous meeting**

The minutes of the previous meeting were approved as a true and accurate record of the meeting.

**12/27/LICF Review of the Street Trading Policy**

The committee received a report from the Head of Tourism and City Centre Management, regarding the review of the street trading policy.

The committee made the following comments

- i. It was questioned whether there was further opportunity to strengthen the requirements with regards to sustainability issues.
- ii. Exploring the possibility of using the seasonal pitches all year round, and the 3-day pitches all week was suggested.
- iii. Clarification was requested on whether the manner in which the delegations were presented was standard practice.
- iv. Further clarity was requested on the arrangements for considering a revocation, and whether it was appropriate for the Head of Tourism and City Centre Management to review their own decision.
- v. A minor amendment was requested to 5.1.9 to improve the readability.
- vi. With reference to 5.2.2, the Head of Tourism and City Centre Management was asked to clarify the deadline for informing traders of changes, as both 2 and 8 weeks were listed in the report.
- vii. Further information was requested on the charging arrangements for the stalls, and whether the current levels of charges were appropriate.

The Head of Tourism and City Centre Management responded and made the following points

- The suggestion regarding reviewing the seasonal pitches was welcomed. It was suggested that it might be possible to create additional capacity, but that this would be dependent on a range of factors.
- It was confirmed that the proposed delegation arrangements were consistent with normal practice.
- The Head of Tourism and City Centre Management explained the proposed process on the revocation process, and re-assured the committee that there would be a separation of roles in the process.
- The Head of Tourism and City Centre Management agreed to clarify the wording of 5.1.9 and 5.2.2.



- It was clarified that legislation regulated the level of charges, but that the current arrangements were under review. It was noted that the review of charges was an executive function, and the responsibility of the relevant Executive Councillor rather than Licensing Committee.
- viii. Concerns were raised about whether the proposals maintained an appropriate balance between competition and security.

The Head of Tourism and City Centre Management acknowledged the concerns, and explained that the proposals were consistent with good practice across similar locations. The committee were assured that whilst the proposals increased the security for stallholders, it also introduced greater scrutiny for traders.

- ix. It was highlighted that the streetscape had changed significantly and that there may be new locations, which could be considered in future.
- x. The possibility of exploring the potential use of ice cream stalls for other purposes in the winter was welcomed.
- xi. Clarification was requested on the extent of consultation, and whether members of the public had responded to the consultation.

The Chair highlighted that the list of responses included individuals who were not directly associated with the street trading process or other departments of the City Council.

- xii. Further information was requested on the charges levied, and whether this included the costs associated with cleaning.

The Head of Tourism and City Centre Management confirmed that the costs levied included the costs of street cleaning, but needed to be reviewed. In response, it was suggested that the possibility of charging different fees based on the nuisance caused by the trading activity could be considered. The suggestion was noted.

- xiii. The proposed policies were noted, but it was suggested that the procedure for informing applicants should be clarified to make it clear that no expenditure or contractual commitments should be entered into until written confirmation has been received. The importance of an appropriate food handling qualification was also emphasised.

- xiv. Reservations were expressed in making a decision prior to the circulation of the Internal Audit review into the process.

The Head of Tourism and City Centre Management assured the committee that the proposed policy was consistent with the outcomes of the Internal Audit report. Following discussion it was agreed that members of the committee should have the opportunity to review the Internal Audit Report. Due to the timescales for the 2013/14 application process, it was agreed to alter recommendation 2.1 to approve the policy subject to the outcome of the internal audit report.

- xv. Further information was requested on how the demand for different types of stalls was assessed, and what mechanisms were in place to assess new locations.

The Head of Tourism and City Centre Management outlined the process for assessing new locations. It was highlighted that each proposed location would be subject to an individual assessment.

The Chair expressed disappointment that the process for identifying new locations for street trading had not progressed further.

**Resolved** (Nem Com)

- i. To approve the final draft of the Street Trading Policy and procedures as set out in Appendix A of the committee report with a commencement date of 9th October 2012, subject to the policy approved being consistent with the outcomes of the Internal Audit review.
- ii. To delegate to the Director of Environment powers relating to the control and operation of street trading except for decisions on the allocation of new or vacant pitches where more than one applicant has applied for a pitch and decisions on renewal applications where 5.2.6 of the street trading policy applies.
- iii. To authorise the Head of Tourism and City Centre Management to further investigate designation of the following streets as consent streets: Sussex St, Christ's Lane, Parkers Piece (the area of public highway marked with pitch number 21 in the agenda pack), Milton's Walk, Pikes Walk and to bring a report back to the licensing Committee.

- iv. To approve the extension of Pitch number 17 from 6 months to 8 months to bring it in line with all other 8 month seasonal pitches.

### **12/28/LICF Emission Standards for Taxi Vehicles**

Mr David Wratten spoke on behalf of CCLT and explained that 34 vehicles would need to be removed from the fleet early as a result of the policy adopted by the committee in June 2012. An extension to the deadline to December 2014 for phasing out Euro 3 vehicles was requested. The committee were advised of the financial implications for individuals if being required to replace vehicles early.

The Chair clarified with Mr Wratten the number of affected vehicles. It was noted that due to the nature of adapted vehicles there was often a lag time between a vehicle being constructed and registered.

The committee received a report regarding emission standards for taxi vehicles.

The committee made the following comments on the report and letter circulated by Mr Wratten.

- i. The Air Quality Action Area was adopted in 2004, and the adopted policy was designed to support this.
- ii. It was noted that in the event of the vehicles being removed from the fleet, they were still eligible to be licensed as private hire vehicles in South Cambridgeshire and were likely to continue to operate in the city.
- iii. Sympathy was expressed for the owners of the affected vehicles. The relative impact of Euro 3, 4 and 5 was explained to the committee.
- iv. The assertion that the 34 vehicles were a small part of the trade was challenged.
- v. The importance of giving drivers proper notice and not imposing changes, which have retrospective implications, was highlighted.

Following discussion it was agreed to amend the recommendations to (changes marked as strikethroughs and red text)

2.1 Members are recommended to adopt a policy to address air quality, as follows:

i) a new vehicle licence will not be granted in respect of a vehicle unless it is less than 4 years old and either registered after 1st September 2009 or meets the Euro 5 standard or higher.

The implementation date will be the ~~8th October 2012~~ **1<sup>st</sup> December 2014**

ii) A vehicle licence will not be renewed unless the vehicle is less than 9 years old and meets the Euro 4 standard or higher. The implementation date will be ~~1st September 2013~~ **December 2014**

2.2 Members are recommended to adopt a policy for renewals during a transitional period between the 8th October 2012 and 1st September 2013 as follows:

No vehicle will be relicensed after its ~~the 8th birthday~~ **anniversary of its first registration.**

In response to a question from the committee, Mr Wratten explained that the trade would try and support the vehicles affected by the revised policy, but it was unclear at this stage what this would involve.

**Resolved** (Unanimously) to adopt a policy to address air quality.

- i. A new vehicle licence will not be granted in respect of a vehicle unless it is less than 4 years old and either registered after 1st September 2009 or meets the Euro 5 standard or higher. The implementation date will be the 1<sup>st</sup> December 2014
- ii. A vehicle licence will not be renewed unless the vehicle is less than 9 years old and meets the Euro 4 standard or higher. The implementation date will be 1st December 2014.
- iii. During a transitional period between the 8<sup>th</sup> October 2012 and 1<sup>st</sup> October, no vehicle will be re-licensed after the 8<sup>th</sup> anniversary of its first registration.

**12/29/LICF Revision of Scheme of Delegation of function under the Gambling Act 2005**

The committee received a report regarding the revision of the scheme of delegations of functions under the Gambling Act 2005.

**Resolved** (Unanimously) to

Delegate the licensing functions under the Gambling Act 2005 to the Licensing Sub-Committee and the Head of Refuse and Environment as set out in the table shown in paragraph 3.7 of the committee report.

**12/30/LICF Review of Statement of Gambling Principles**

The committee received a report from the Head of Refuse and Environment regarding the “Review of the Statement of Gambling Principles”.

**Resolved** (Unanimously) to

- i. Recommend that Council approves the Statement of Gambling Principles shown in Appendix A and recommend to Council that it is published on 21 December 2012, to come in to effect on 18 January 2013.

**12/31/LICF Outcome of review of Statement of Licensing Policy**

The committee received a report from the Head of Refuse and Environment regarding the “Outcome of the review of the statement of licensing policy”.

The committee welcomed the report, but expressed frustration that greater use of the review powers hadn't been made and suggestions were made to support the process.

**Resolved** (Unanimously) to

Recommend that Council approves the Statement of Licensing Policy as shown in Appendix B and recommend to Council that the policy is adopted from 25 October 2012.

The meeting ended at 11.15 am

**CHAIR**

## CAMBRIDGE CITY COUNCIL

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REPORT OF: Jas Lally  
Head of Refuse and Environment

TO: Licensing Committee 28/01/2013

WARDS: All

### **HACKNEY CARRIAGE DEMAND SURVEY**

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#### **1 INTRODUCTION**

- 1.1 The Cambridge City Licensing Taxi Association (CCLT Ltd) submitted a request to Cambridge City Council for a survey to be undertaken to establish whether the demand for the services of Hackney Carriages within the City of Cambridge was met by the existing fleet and if so, whether to propose that a limit should be imposed on the number of Hackney Carriages that are licensed by the Council.
- 1.2 The funding for the survey was agreed by the Executive Councillor and on 24 October 2011, the Licensing Committee resolved to:  
*Agree the purpose of the demand survey is to establish whether or not the current Hackney Carriage fleet meets the demand for the services of Hackney Carriages within the district and additionally to cover accessibility issues and the provision of ranks within the Council's district.*
- 1.3 CTS Traffic and Transportation Ltd was appointed to conduct the survey was carried out between 29 May 2012 and 24 August 2012.
- 1.4 The results of the survey have been published by CTS Traffic and Transportation Ltd in a report that is attached as Appendix A.
- 1.5 A Member briefing took place on the 11<sup>th</sup> January 2013 where CTS Traffic and Transportation Ltd gave a presentation to Councillors. A copy of the presentation is attached as Appendix B.

#### **2. RECOMMENDATIONS**

Members are recommended:

- 2.1 To consider the report prepared by CTS Traffic & Transportation Ltd and agree that a full consultation and community engagement programme should be carried out to gather evidence as to whether:
  - i) The demand for the services of Hackney Carriages within the City of Cambridge is met by the existing fleet and whether the Council should consider imposing a limit on the number of Hackney Carriages that it licenses;
  - ii) The Council's accessibility criteria for Hackney Carriages should be revised;
- 2.2 To appoint an external consultant to carry out the consultation and community engagement within the existing budget of the Head of Refuse and Environment.
- 2.3 To request that the Head of Refuse and Environment report the findings of the consultation and community engagement programme to a future Licensing Committee.

### **3. LEGISLATION and POLICY**

#### Limiting the number of Hackney Carriages that are licensed

- 3.1 Hackney Carriages are licensed under section 37 of the Town Police Clauses Act 1847. Section 16 of the Transport Act 1985 removed the Council's ability to impose a limit on the number of Hackney Carriages that it licenses, unless the Council is satisfied that there is no significant demand for the services of Hackney Carriages, within the area to which the licences would apply, which is unmet.
- 3.2 The Council may only refuse an application to license a vehicle as a Hackney Carriage on the basis of a limitation on the number of vehicles licensed, if the Council is satisfied that there is no significant unmet demand for the services of Hackney Carriages.

#### Accessibility Criteria for Hackney Carriages

- 3.3 It is Cambridge City Council's policy that every new Hackney Carriage that is licensed by the Council must be wheelchair accessible. Furthermore, the policy requires that when transporting wheelchair users whilst in their wheelchair, vehicle proprietors and



Private Hire operators should ensure that passengers are carried in safety and comfort and, in particular, that wheelchair passengers do not travel sideways in their wheelchair.

### Provision of Taxi Ranks within the City of Cambridge

3.4 Cambridge City Council has the power to appoint stands for Hackney Carriages within its district pursuant to section 63 of the Local Government (Miscellaneous Provisions) Act 1976. However, the consent of the Highway Authority is required prior to the appointing of any such ranks. This power has therefore not been used by the City Council and instead Cambridgeshire County Council has appointed ranks by way of Traffic Regulation Orders.

## **4 BACKGROUND**

4.1 The Transport Act 1985 allows the Licensing Authorities to limit the number of Hackney Carriage Vehicles Licences issued provided it ensures that there is no significant unmet demand.

4.2 Until 1995 Cambridge City Council limited the issue of Hackney Carriage Licences to 120 and the vast majority of vehicles to which these licenses were issued were saloon type vehicles.

4.3 In 1995 TechEcon completed a survey at the request of Cambridge City Council to determine whether any significant demand remained unmet for the services of Hackney Carriages and on completion of this revealed that 5 new hackney carriage licenses should be issued to meet the unmet demand outlined by the survey report.

4.4 When considering the survey results Cambridge City Council decided to make conditions in respect of the new hackney carriage vehicles licences to be issued, to ensure that any vehicle issued with these new licences would be wheelchair accessible.

4.5 In 1997 a further survey was completed by Halcrow Fox to see if again there was any unmet demand in respect of hackney carriage vehicle licences issued by Cambridge City Council and again the survey found there was a significant unmet demand and recommended that a further 22 hackney carriage vehicle licences were issued. These vehicles had to be wheelchair accessible in line with the conditions set out in 1995.

4.6 A further survey was completed in 1999 by Halcrow Fox and this revealed that a further 14 licences were needed to be issued to meet the then unmet demand and, following consultation with the trade,

Cambridge City Council made the decision to de-limit the number of hackney carriage vehicle licences issued as from the 1<sup>st</sup> July 2001 with the continued condition that any new licence issued had to be a wheelchair accessible vehicle (WCA).

4.7 Table of number of Hackney Carriage and Private Hire Vehicle Licences issued to date

Year	HCV	% of HCV which are WCA	PHV	South Cambridgeshire Licensed Vehicles
1994	120			
1997	125		4	
1999	147	17	26	
2001	175	30	54	
2004	235	48	114	
2005	257	53	136	
2007	282	57	161	546
2009	298	59	177	555
2010	302	60	181	564
2011	303	60	182	623
2012	301	60	180	701

4.8 In 2012, at the request of CCLT Ltd, a demand survey was commissioned by Cambridge City Council to establish the demand for Hackney Carriages within the City of Cambridge; whether this was met by the existing fleet and, if so, how many Hackney Carriages are required to meet this demand. The survey report was completed in September 2012 and is attached as Appendix A.

4.9 Complaints have been received from members of the public and the licensed trade regarding the prohibition on wheelchair passengers travelling sideways in a vehicle because drivers were not always able to turn a wheelchair once in the vehicle (particularly with larger wheelchairs). This means that if passengers were carried, they contravened the Council's policy or that, otherwise, drivers refused to carry the passengers.

4.10 The Hackney Carriage Survey sought to obtain views from the licensed trade and service users on the appropriateness of the Council's accessibility criteria for Hackney Carriages.

4.11 The taxi trade within Cambridge has regularly raised the issue of the shortage of space on the taxi ranks in the city but Cambridge City Council is not able to resolve these matters unilaterally. The final part of the Hackney Carriage Survey therefore sought to establish whether the provision of Hackney Carriage ranks within the City of Cambridge is sufficient for the number of Hackney Carriages that are needed to meet the demand for Hackney Carriage services within the city. This information can be presented to the County Council for its consideration.

## **5. CONSULTATIONS**

5.1 A limited amount of consultation was undertaken with licensed drivers, service users and other key stakeholders as part of the survey. The responses form part of the report attached as Appendix A.

5.2 This report is proposing that more detailed consultation and community engagement should be undertaken, so as to form a sound basis for decision-making.

5.3 The proposal is to engage an external consultant to carry out a full community consultation for a 12 week period with a view to reporting the findings of the consultation to a future Licensing Committee.

## **6. OPTIONS**

6.1 The Committee may consider that the report prepared by CTS Traffic & Transportation Ltd provides sufficient evidence to determine that:

6.1.1 With regard to the demand for Hackney Carriages:

i) The demand for the services of Hackney Carriages within the City of Cambridge is met by the existing fleet and consider whether a limit should be imposed on the number of Hackney Carriages that are licensed by the Council; or

ii) A limit should not be imposed on the number of Hackney Carriages that are licensed by the Council.

6.1.2 With regard to the Council's accessibility criteria for Hackney Carriages:

i) The policy needs to be revised; or

ii) The policy does not need to be revised

6.1.3 With regard to the provision of taxi ranks within the City of Cambridge:

i) A recommendation should be made to Cambridgeshire County Council on the provision of taxi ranks; or

ii) No recommendation should be made to Cambridgeshire County Council on the provision of taxi ranks

6.2 The Committee may consider that the report prepared by CTS Traffic Transportation Ltd provides evidence to suggest that a full consultation and community engagement should be undertaken to inform Members about making significant policy decisions that meet the needs of the wider community.

## **7. CONCLUSIONS**

7.1 The Hackney Carriage trade has paid for a survey to be undertaken to establish if there is any unmet demand for the services of Hackney Carriages within Cambridge, whether the Council's accessibility criteria are appropriate for the city and whether the provision of taxi ranks within the city is sufficient.

7.2 The results of the survey are being presented to the Committee for consideration.

7.3 Officers consider that, before a significant policy decision can be made, there should be full consultation and community engagement to ensure that any policy meets the needs of the wider community.

## **8. IMPLICATIONS**

### **(a) Financial Implications**

The Hackney Carriage Survey has been financed by the Hackney Carriage trade.

If members resolve for this public consultation to be carried out it would involve costs in the region of £10,000 to appoint an external consultant. The funds for this will be found from the existing budget of the Head of Refuse and Environment

### **(b) Staffing Implications**

If members resolve for this public consultation the work involved could be absorbed within existing staff resources

### **(c) Equal Opportunities Implications**

The survey sought to investigate the accessibility of Hackney Carriages by the service users. The outcome of the survey will enable the Council to address any shortcomings. Once the full consultation has been carried out a full Equality Impact Assessment will be carried out for each of the options

### **(d) Environmental Implications**

There are no apparent environmental implications that result from the report.

(e) **Community Safety**

There are no apparent community safety implications that result from the report.

**APPENDICES**

Appendix A

Hackney Carriage Survey Report prepared by CTS Traffic & Transportation.

Appendix B

CTS Traffic & Transportation Presentation to Members

**BACKGROUND PAPERS:** The following are the background papers that were used in the preparation of this report:

§ [Town Police Clauses Act 1847](#)

§ [Transport Act 1985](#)

§ [Cambridge City Council's Hackney Carriage and Private Hire Licensing Policy](#)

The author and contact officer for queries on the report is Yvonne O'Donnell on extension 7951.

Report file: M:LICENSE/Licensing Committee mtgs/2013/Committee Report - Demand Survey for 28.1.13

Date originated: 16 January 2013

Date of last revision: 16 January 2013

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TRAFFIC + TRANSPORTATION

THE DATA COLLECTION SPECIALISTS

**Cambridge City Council**  
**5588: Hackney Carriage Survey**

**October 2012**







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## **Data Quality Assurance:**

Report by: Ian Millership

Date: 22/10/12

Checked by: Joe Maclaren

Date: 23/10/12



# 1. Introduction

Cambridge City Council is responsible for the licensing of hackney carriage and private hire vehicles operating within the council area. The licensing authority had a limit on the number of hackney carriage vehicle licences up to 1998. Regular studies of demand had been undertaken in 1992, 1995 and 1999 in support of the limit. The limit was removed in 2001.

## **Study timetable**

Cambridge appointed CTS Traffic and Transportation on 29<sup>th</sup> May 2012 to undertake this "Hackney carriage survey" in line with our quotation dated March 2012. In order to cover issues related to disability further, our appointment included specific involvement of Social Research Associates.

Following appointment and an inception meeting on Tuesday 12<sup>th</sup> June, 2012, the review was carried out between 29<sup>th</sup> May and 24<sup>th</sup> August 2012, with rank and public attitude survey work undertaken in late-June 2012. A licensed vehicle driver consultation day was held on Tuesday 17<sup>th</sup> July 2012, with other stakeholder consultation during June, July and August. A draft final report was submitted and this was reviewed during September and October 2012 to identify any factual or missing issues. The Final Report will be presented to Members on 9<sup>th</sup> January 2013 =

## **National background and definitions**

At the present time, hackney carriage and private hire licensing is carried out under the Town Police Clauses Act 1847 (as amended by various further legislation including the Transport Act 1985, especially Section 16) in regard to hackney carriages and the Local Government (Miscellaneous Provisions) Act 1976 with reference to private hire vehicles. A number of modifications have been made within more recent legislation and through case law.

The issue of limits on hackney carriage vehicle licences (and other potentially restrictive practices) were considered by the Office of Fair Trading (OfT) (and latterly the House of Commons Select Committee on Transport). The Department for Transport most recently published Best Practise Guidance in April 2010 to cover a number of more recent issues and take on board both the recommendations of the OfT and House of Commons Select Committee (HoC SC). More recently a further HoC SC has led to the Law Commission (LC) taking on a wide ranging review of vehicle licensing law to be completed over the next few years. The consultation document from the LC was released in mid-May 2012

At the present time, each licensing authority in England supervises the operation of two different kinds of licensed vehicle. Firstly, all vehicles able to carry nine or more passengers are dealt with under public service vehicle licensing and licensing authorities only have jurisdiction over those carrying eight or less passengers. These vehicles are further subdivided into:

- Hackney carriage vehicles (sometimes referred to as 'taxis' in legislation), which alone are able to wait at ranks and pick up people in the street (ply for hire). To operate such a vehicle also requires a driver to be licensed to drive within the area the vehicle is licensed to operate
- Private hire vehicles, which can only be booked through an operating centre and who otherwise are not insured for their passengers (often also known as 'taxis' by the public). To operate such a vehicle requires a vehicle and driver licence, and there must also be an affiliation to an operator. Such vehicles can only transport passengers who have made bookings via this operator.

For the sake of clarity, this report will refer to 'licensed vehicles' when meaning hackney carriage and private hire collectively, and to the specific type when referencing either specific type of vehicle. The term 'taxi' will be avoided as far as possible, although it has to be used in its colloquial form when dealing with the public, few of whom are aware of the detailed differences.

### **Review aims and objectives**

Cambridge Taxi Trade are seeking a review of the Council's current policy towards hackney carriage quantity control in line with current Department for Transport (DfT) Best Practice guidance as published in April 2010. Further background information about previous policy is contained in Chapter 2 to set the context of the current situation.

The "Best Practice Guidance" paragraph 47 states: "Most licensing authorities do not impose quantity restrictions, the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered...." Recent information suggests that some 75% of licensing authorities in England and Wales either have never limited numbers, or have removed their limit since the OfT published its results. Around 90 authorities currently retain a limit – although a small number have over recent years returned the limit on vehicle licences (notably including Sheffield and Birmingham, but also including Slough, Derbyshire Dales, Wirral, Watford and Chesterfield).

Cambridge requires this review to make recommendations on what policy the Council should retain or adopt, considering the whole range of policy options open to the Council. This review report must contain reasoned, recommended policy options for the Council to consider.

## **Report structure**

This Report provides the following further chapters:

- Chapter 2 – current background to taxi licensing statistics and policy
- Chapter 3 – results from the rank surveys
- Chapter 4 – results from the surveys undertaken with the public
- Chapter 5 – up to date stakeholder consultation
- Chapter 6 – more detailed disability review
- Chapter 7 – results from consultation with the taxi licensing trade
- Chapter 8 – consideration of the responses to BPG paragraph 47 and Annex A questions
- Chapter 9 – a review of options relating to the Equality Act
- Chapter 10 – consideration of the potential impacts of the Law Commission Review
- Chapter 11 – summary and conclusions of this review
- Chapter 12 – recommendations for policy arising from this review.





## **2. Background to taxi licensing in Cambridge**

### **The Cambridge council area**

Cambridge is one of five district councils within the county of Cambridgeshire. The 2012 public available SNPP estimates (for which consistent Cambridgeshire estimates are available) is 122,700 (Cambridge's own current estimate is 119,800). Amongst the five districts, Cambridge is at the midpoint in population terms –with Huntingdonshire being the largest (169,100).

Cambridge is a long-established University City, and the base for Cambridgeshire County Council. The city, however, is surrounded quite tightly particularly by its South Cambridgeshire hinterland, where a good proportion of those working in Cambridge also live. With two key railway routes to London, there is also a heavy commuter flow to and from London. Cambridge also has a long history of association with high levels of cycling.

### **Background City and County Council policy**

Transport planning in Cambridge is led principally by the County and is contained within the Local Transport Plan. Recent key developments include the St Ives Busway project, a key stop for which is located near to the railway station (and which has seen significant highway revision in this area). A very strong pro-bus / pro-sustainable transport policy is held. This has long been supported by a significant area of the central city being pedestrianized, with no car access allowed between 1000 and 1600.

There is a current plan, with funding provided, for extension of the pedestrianisation and with specific reduction of St Andrew's Street to be used by buses only. Further discussion of this occurs below.

### **Policy of restricting hackney carriage vehicle licences**

Cambridge City Council has a power to restrict the number of hackney carriage vehicle licences it grants when it is satisfied there is no unmet demand for the services of hackney carriages which is deemed to be significant. This power has been in this format since the introduction of the 1985 Transport Act, Section 16 (before which the power to limit was unfettered). Cambridge ceased to use this power in 2001 after the last of several regular surveys.

## Background statistics

Information was provided to demonstrate the current make-up of the licensed vehicle fleet in the Cambridge City Council area, including current vehicle trends. The table below shows the historic level of vehicle numbers in this area.

	Hackney carriage vehicles	Private hire vehicles	Total licensed vehicle fleet	Driver numbers			Comment
				hcd	phd	Dual	
				Limit removed in 2001			
<b>1994</b>	120	unknown	n/k	273			
<b>1997</b>	125	281	406	318	393	0	
<b>1999</b>	147	352	499			0	
<b>2001</b>	175	325	500			0	
<b>2004</b>	235	236	471			0	
<b>2005</b>	257	209	466	482	354	0	37 op
<b>2007</b>	282	135	417	492	248	0	33 op
<b>2009</b>	298	199	497	508	295	0	34 op
<b>2010</b>	302	197	499			0	
<b>2011</b>	303	211	514	507	289	0	29 op
<b>2012</b>	293	217	510	ng	ng	0	28 op

*Note: DfT statistics suggested used from 1994 to 2007 and 2011.*

*National Private Hire Association survey for 2010, Council statistics at start of study for 2012*

*"op" means number of private hire operators reported by DfT*

Hackney carriage numbers have grown from 120 (with there being around 147 at the time the limit was removed), to a peak of 303 in 2011, though the current number at the inception meeting was 293. This is an increase of 144% since 1994 (153% using the peak of 303 vehicles). If the number at removal of the limit is taken, the current number of licences is almost exactly double this number.

Private hire vehicles peaked at 352 in 1999, just before the limit was removed. Since 1999, the numbers have declined to 217 at the current time (62% fall), although numbers were lowest in 2007, at just 135. We understand this is partly due to transfers to hackney carriage (fall from 1999 onwards) and partly due to transfers of vehicles to having South Cambridgeshire licences (more recent decline).

The total vehicle fleet at present is at its almost highest ever level, although there were four more vehicles in the 2011 formal DfT statistics. This is a 26% growth in licensed vehicles since 1997.

During the same period, driver numbers have increased 85% on the hackney carriage side, but fallen on the private hire side. Net driver numbers comparing 1997 with 2011 see about an 11% increase during this period.

### **Comparative information**

The Table below compares recent licensed vehicle numbers for other Cambridgeshire authorities plus Peterborough, Oxford, Norwich, Ipswich and Sheffield, using a mixture of DfT and information from Councils where studies have recently been undertaken. The table is listed with the lowest provision of hackney carriages (hcv) per thousand of population at the top of the table.

<b>Area</b>	<b>Popn (2008 est of 2012, 000)</b>	<b>No of HCV (% WAV)</b>	<b>HCV per 1000 popn</b>	<b>No of PHV (% WAV)</b>	<b>PHV per 1000 popn</b>	<b>Total veh</b>	<b>Total veh per 1000 popn</b>
<b>South Cambridgeshire</b>	149.6	10 (1)	0.1	654 (19)	4.4	664	4.5
<b>Huntingdonshire</b>	169.1	65 (39)	0.4	438 (30)	2.6	503	3.0
<b>Oxford</b>	151.1	107 (100)	0.7	556 (1)	3.7	663	4.4
<b>Peterborough</b>	176.7	185 (100)	1.0	466 (6)	2.6	651	3.6
<b>East Cambridgeshire</b>	87.9	104 (2)	1.2	33 (6)	0.4	137	1.6
<b>Ipswich</b>	133.1	170 (62)	1.3	316 (2)	2.4	486	3.7
<b>Fenland</b>	96.2	140 (?)	1.5	45 (?)	0.5	185	2.0
<b>Norwich</b>	148	218 (100)	1.5	404 (0)	2.7	622	4.2
<b>Sheffield</b>	562.5	857 (100)	1.5	1315 (0)	2.3	2172	3.8
<b>Cambridge</b>	<b>122.7</b>	<b>293 (61)</b>	<b>2.4</b>	<b>217</b>	<b>1.8</b>	<b>510</b>	<b>4.2</b>

*Note: Population values are 2012 estimates from 2008 based projections, in thousands  
Hackney carriage vehicle (HCV) and private hire vehicle (PHV) numbers are from NPHA 2012 survey, apart from Cambridge which was number at inception meeting.  
WAV = wheelchair accessible vehicle*

In 2012, Oxford has long restricted hackney carriage numbers, and Sheffield re-applied a limit within the last few years. Huntingdonshire and Peterborough both had limits but removed them after Cambridge. All other authorities above have not had limits for some while, if at all.

Cambridge is the only authority in the table with over 2 hackney carriages per thousand of population. The level of provision, at 2.4, is some 60% higher per thousand of population than the three nearest authorities (who have 1.5 vehicles per thousand of population).

In terms of private hire vehicles and overall licensed vehicle fleet, Cambridge has the third best provision within the comparison, with over 4 licensed vehicles per thousand of population. This level is only exceeded by Oxford and South Cambridgeshire. The latter occurs effectively because private hire vehicles from South Cambridgeshire undertake a lot of work in the Cambridge City area (as noted above at least one company has a significant number of vehicles from South Cambridgeshire as well as Cambridge City).

Those wanting licensed vehicle – both hackney carriage and private hire – in Cambridge therefore enjoy an extremely healthy provision of both kinds of vehicle. The emphasis is on hackney carriages, with the City seeing 57% of its licensed vehicles as hackney carriage.

## **Vehicle Accessibility**

At present any new hackney carriage vehicles have to be wheel chair accessible. The proportion of vehicles that are wheel chair accessible is around 61%. Cambridge City Council provided us with a breakdown of the vehicle types in the hackney carriage fleet.

<b>Make &amp; Model</b>	<b>Number licensed as Hackney Carriages</b>	<b>Wheelchair Accessible?</b>
Audi A4	3	N
Audi A6	2	N
BMW 520D SE	1	N
Citroen C5	1	N
Citroen Dispatch	5	Y
Citroen Euro Taxi	1	Y
Citroen Xsara	1	N
Fiat Scudo	12	Y
Ford C-max	1	N
Ford Focus	1	N
Ford Mondeo	21	N
Ford Tourneo	5	Y
Honda Accord	3	N
Kia Carens	1	N
TX4	17	Y
TXII	14	Y
Mercedes C200	1	N
Mercedes C220	4	N
Mercedes C270	1	N
Mercedes E220	3	N
Mercedes VITO	24	Y
Nissan Primera	1	N
Nissan Primastar	3	Y
Peugeot 307	1	N
Peugeot 407	2	N
E7	24	Y
Peugeot Expert	18	Y
Renault Traffic	12	Y
Skoda Octavia	15	N
Skoda Roomster	1	N
Skoda Superb	2	N
Toyota Avensis	19	N
Toyota Corolla	2	N
Toyota Prius	4	N
Vauxhall Astra	2	N
Vauxhall Vectra	7	N
Vauxhall Vivaro	1	Y
Vauxhall Zafira	4	N
Volkswagon Passat	8	N
Volkswagen Shuttle	2	Y
Volkswagen Transporter	42	Y
Volvo V70	1	N

As can be seen from the list above there is a wide range of vehicle types which all have their own 'advocates' by drivers and passengers. The reason for this is that some disabled people have particular needs and others including the general public also have strong preferences. So keeping a balance of vehicle types is desirable. But there are problems with maintaining this policy.

Problems with a fleet with such a mix of vehicles (quotes and perceptions from people)

Many people think that saloon hackneys are cheaper than WAVs especially purpose built vehicles.

When people express their preference by not booking the first taxi in the rank queue there can be arguments with drivers and also difficulties in backing up.

Some of the vehicles are difficult to use due to features such as high step or sill heights or small boots.

The diversity of the fleet makes it difficult for disabled taxi users to receive effective training in vehicle access and features as is possible in places where only one purpose built vehicle is licensed.

However, on balance these are not reasons to abandon the present policy; rather they imply that there is a case for a more detailed analysis of particular features which disabled people require leading to the issue of consumer advice.

Meanwhile the current situation does suggest that Cambridge City is in a healthy position with regard to the impending Equality Act Section 161 if this was implemented and Cambridge returned a limit on hackney carriage vehicle numbers. This is considered further in Chapter 8.

### ***Driver ratios***

At the present time, there are over 500 hackney carriage drivers for 293 vehicles. This driver ratio of 1.73 suggests there is double shifting of the hackney carriage fleet. The private hire ratio is slightly lower at 1.33 (289 drivers for the 217 vehicles). This is further discussed in the section with results from the driver consultation below.

### ***Fares***

Using the latest Private Hire and Taxi Monthly published fare table (June 2012) Cambridge City Council fares (currently £6-20 for a 2 mile tariff 1 fare) rank 29<sup>th</sup> equal highest of the 363 fares authorities in England, Scotland and Wales. 17 other authorities share this fare level, Basingstoke, Bournemouth, Brighton, Carrick, Crewe and Nantwich, Dartford, Guernsey, Harlow, Hart, Lincoln, Mendip, Norwich, Runnymede, South Cambridgeshire, Taunton Deane, Winchester and York – some notable comparators (particularly Norwich and York).

In terms of national fares, the highest fare at June 2012 was £7-30 and the lowest £2-80 for the 2 mile tariff 1. The national average fare is £5-40, some 13% lower than the current Cambridge fare, whilst the average 'East Anglia' regional fare is £5-43, just 12% less. The level of fare set therefore appears reasonable for Cambridge, although if anything slightly on the high side.

### 3. Results from rank surveys

The Table below shows the result of our review of the ranks available in Cambridge. This is based on information provided by the Council for our proposal and by site / internet searches following the start of this study. It also includes information received during a visit hosted by the hackney carriage trade organisation in December 2011. At the time of writing this report, no confirmation had been received from Cambridgeshire county council in regard to the formal nature of these ranks or otherwise, apart from a list provided at the Inception Meeting by the City Council.

Other than the locations listed below, we are not aware of any other ranks within the Cambridge City council area.

<b>Rank / operating hours</b>	<b>Spaces</b>	<b>Comments</b>
<b>24-hour ranks</b>		
St Andrew's Street (near Hobson Street)	6 (7 allowed)	Main town centre rank – controlled by byelaw rather than Traffic Regulation Order (TRO)
Drummer Street	9	Rank near to bus station – has TRO – faces away from town centre and used much less since long distance buses moved from bus station
Parkside	5	Recent rank to cover longer distance bus and coach stops – has TRO
Station Road	2 parts – 4 spaces and 7 spaces	Rank on public land near railway station – rarely used and expected to be removed with CB1 development plans
Market Hill / Square	5 but up to 8/9 informally	Though rank is formally all days and times, access to the area is limited by the pedestrian zone that operates 1000-1600 Mondays to Saturdays. By byelaw
<b>Night ranks</b>		
Bridge Street	2	Also used during daytime hours. Formally only 1900 – 0600. Has TRO
Sidney Street near Sussex Street	2	1900 to 0700 only – marked only by bollards – near Superdrug. Has TRO. Rarely used.
Sidney Street near Petty Cury	6	1900 to 0600 only – not found in walk-round – near Boots. Has TRO. Rarely used.
St Andrew's Street near Park Terrace	6	1900 to 0700. Has TRO but has been physically removed by revised road layout and kerbing. Should be deleted from listing.
<b>Informal rank locations</b>		
Jesus Lane	n/a	Potential location where private hire arrange pick-ups, from trade comment

<b>Cambridge station (private rank)</b>		
Rail station	14 (approx. plus feeders)	Administered by rail company with supplementary permit arranged with trade group, number of permits limited to less than current number of hackney carriages.
<b>Other locations</b>		
King's Parade	n/a	Former rank now disabled parking bays
Fair Street	n/a	Former rank not used and now disabled parking bays
New Square	n/a	Location where trade would like a rank

Surveys were proposed during the tender stage of the project (as informed by discussion with the licensing officer and our pre-tender surveys), and were modified at the inception meeting to take account of current expectation of times of use of ranks and informal rank locations. The net impact of the revision was to increase the included survey hours from a total of 170 to an increased total of 187 hours, but with a spread felt to more accurately record active locations. There were a further 7 hours of observation of pedestrian movements in the Fair Street area to identify the level of footfall, plus an automatic traffic count only collecting hackney carriage movements at Cambridge station (covering the fourteen day period between 18:00 on Friday 6<sup>th</sup> July and 08:00 on Friday 20<sup>th</sup> July).

The Table below shows the actual hours observed, using video methods with the recordings observed by trained staff, and analysed to provide details of the usage and waiting times for both passengers and vehicles. Passenger waiting time was kept to that which was true unmet demand, ie when passengers were waiting but no hackney carriage vehicle was there.

Location	Day / date (all 2012)	Time observed	Total hours observed
<b>24 hour ranks</b>			
St Andrew's St	Fri 22 June	1000 - 0400	18
	Thurs 28 June	1200 - 0000	12
Drummer Street	Weds 20 June	1000 - 2000	10
	Sat 23 June	1000 - 2000	10
Parkside	Sat 23 June	1000 - 2000	10
Market Street (in two parts)	Fri 22 June	1800 - 0500	11
	Fri 22 June	1800 - 0500	11
	Sat 23 June	1800 - 0500	11
	Sat 23 June	1800 - 0500	11
<b>Night Rank</b>			
Bridge Street	Sat 23 June	1000 - 0500	19
<b>Informal location</b>			
Jesus Lane	Sat 23 June	2200 - 0300	5
<b>Private Rank, Cambridge Station</b>			
Station	Wed 20 June	1200 - 0300	15
Station	Fri 22 and Sat 23 June	0800 - 0500	44
<b>TOTAL HOURS</b>			<b>187</b>



Full details of the observed volumes of passenger and vehicle traffic are included in **Appendix 1**. The survey comprised some 187 hours of observation. In addition, plate numbers were recorded for a further 18 hours on other days in order to identify the level of activity of the hackney carriage fleet, as well as identifying the round trip time of vehicles at the two main ranks. It should be noted that vehicle waiting times at the station rank are only for the main rank, with estimates for the feeder waiting time being made from the plate observations.

The Table below summarises the time periods observed at each locations as well as providing overall operational statistics for each location during each period of observation. A detailed description of the observations follows below.

Rank	Period (2012)	Average passenger arrivals per hour that rank is active	Passengers per hackney carriage	Average wait time for passengers (sec)	Average vehicle arrivals per hour	No. of wheel chair passengers observed	% of hackney carriages leaving empty
St Andrew's Street	Friday 22 June 1000 – 0400	107	1.9	20	62	0	8
	Thursday 28 June 1200 – 0000	79	1.7	10	52	0	8
Drummer Street	Wednesday 20 June 1000 – 2000	1	1.6	27	4	0	81
	Saturday 23 June 1000 – 2000	2	1.9	71	3	0	74
Parkside	Saturday 23 June 1000 – 2000	4	1.3	50	6	0	51
Market Street	Friday 22 June 1800-0500 (a)	2	2	390	2	0	50
	Friday 22 June 1800 – 0500 (b)	10	3	0	7	0	55
	Saturday 23 June 1800-0500 (a)	2	2	0	2	0	33
	Saturday 23 June 1800-0500 (b)	10	3.2	22	7	0	53
Bridge Street	Saturday 23 June 1000 – 0500	4	2.8	12	3	0	56
Jesus Lane	Saturday 23 June 2200 – 0300	4	3	0	3	0	60
Railway Station	Wednesday 20 June 1200 – 0300	94	1.3	0	75	0	3
	Friday 22 June 0800 – 0400	116	1.3	0	89	0	1
	Saturday 23 June 0500 – 0500	103	1.4	0	74	0	4

In general, the table above demonstrates there are two very busy ranks in Cambridge, and a number of other, much less well-used locations, with a strong disparity in use between the two sets of ranks. Most of the lesser-used ranks have very high levels of empty vehicle departures, suggesting most are principally waiting areas for those vehicles on radio circuits, although this does provide some service to customers who might otherwise not obtain a vehicle at these lower demand locations.

Also, the table shows no usage by wheel chair passengers at any rank during our survey. Apart from the railway station, the other main rank does see passengers waiting for vehicles to arrive (see below).

### **St Andrew's Street rank**

This rank is the major rank in the city centre of Cambridge, and is adjacent to the pedestrianized area. The rank only has space for six vehicles although seven are regularly allowed to fit in the space. There are often more vehicles wanting to fit on this space than are able to, and the return route to this rank is quite tortuous (with no guarantee of a returning vehicle being able to find a space).

The rank was observed on Friday 22<sup>nd</sup> and Thursday 28<sup>th</sup> June 2012, in the first instance from 1000 through to 0400 on the Saturday morning, and in the second instance between 1200 and midnight that day.

#### *Friday operation*

During the Friday, the rank saw around 107 passengers per hour with occupancy of loaded taxis being 1.9 persons. Just 8% of vehicles arriving at this location left without passengers. During the course of this day, passengers were observed having to wait for vehicles to arrive at various times. Over the whole period, the average wait by a passenger for a hackney carriage was 20 seconds, although this masked a wide range of waits. The longest wait was ten minutes. A total of 17 passengers through the day waited between 6 and ten minutes whilst some 214 waited up to five minutes during the whole day.

A total of 1,933 passengers were served at this location. Ten hours saw over 100 passengers – with the busiest hour (0300 to 0400) seeing 259 passengers. Every hour from 1400 until 1900 saw over 100 passengers, plus the hours beginning 2300, 0100, 0200 and 0300. The lowest number of passengers observed was 30 between 1000 and 1100. For a rank with so few spaces and no real feeder, this volume of passengers is remarkable.

However, between 1300 and 1900 passenger waits were experienced at some point during every hour. Unsurprisingly, the largest waits were related to the busiest 0300 hour (with 122 of the 259 passengers experiencing a wait for a vehicle to arrive). Over the day, some 214 passengers experienced a wait of up to five minutes, with a very small 17 persons experiencing a wait between 6 and 10 minutes – with the longest wait experienced being 10 minutes. Given the volume of passengers and the design of the rank, this remains excellent service.

Even with this high volume of passengers and rapid turnover, vehicles might still have to wait in some periods over 20 minutes for a fare, although the highest average waiting time of a hackney carriage in any hours was just 12 minutes – and for most the average wait here for a fare was much less. This does not take account of the time any vehicles had to wait to obtain a space on this rank by looping round.

#### *Thursday operation*

The Thursday saw less passengers per hour – but still a very high average of 79 passengers per hour. Each taxi on average took 1.7 passengers (slightly lower than Friday). A similar proportion, some 8% of vehicles left the location without a passenger. On average 52 vehicles per hour served this location. Thursday saw less passengers wait for a hackney carriage to arrive, with the average waiting time halved to 10 seconds per person, and just 52 people waited (only two waiting a maximum of 6 minutes).

A total of 952 passengers used this rank in the twelve hours observed (compared to 1312 on the Friday for the same hours (38% more)). Thursday only saw two hours with over 100 passengers, with the busiest hour being 2300 to midnight. Longest waiting times between passengers were higher, although again average waits were relatively low by vehicles.

In summary, the service provided at St Andrew's Street is excellent and very high volume.

In reflection about the operation of this rank, we observed times when vehicles could not join the queue to avoid causing congestion. Such vehicles have to travel around the one-way system and may take several minutes to return to the back of the vehicle queue. They may choose not to return, if another job presents itself or they are not sure they will be able to wait on the next approach. This situation can occur when there are a high volume of people wishing to travel as well as in quieter periods. In the former case, it can perversely lead to a shortage of vehicles and passengers ending up waiting for a vehicle to return.

If it is considered that this rank often sees similar levels of passenger numbers to the rail station rank (which has 14 spaces and an excellent feeder system), there is clearly need for both a few extra spaces if possible at this location as well as an excellent feeder system (the potential for which is nearby in Drummer Street). This is discussed further in our recommendations.

### **Drummer Street rank**

This rank has space for nine vehicles near to the bus station. Spaces face away from the main city centre, although it is easy for vehicles to turn to travel towards the St Andrew's Street rank, although few actually use this as a waiting place since there is no easy way to know if there is space at St Andrew's Street. Many vehicles heading to the St Andrew's Street rank pass this location on their route through.

The rank was observed between 10:00 and 20:00 on Wednesday 20<sup>th</sup> June and again on Saturday 23<sup>rd</sup> June.

#### *Wednesday operation*

During the Wednesday there was just an average of one passenger using this rank per hour – although four vehicles per hour tended to service the rank. 81% left empty, confirming the view this is mainly a waiting place. Many passengers also had to wait at this location, with the average wait over all passengers being some 27 seconds, again symptomatic of a rank not primarily served from a passenger viewpoint.

During the hours of observation, just 11 passengers used this location, served by 7 vehicles. A further 29 waited short periods – although the average wait times suggest the vehicles are more 'passing through' than waiting for custom. This confirms the comments above.

#### *Saturday operation*

Average passenger numbers doubled to two per hour on the Saturday, although vehicle provision was less (average of three vehicles per hour). Less left empty (75%), but average passenger waiting times rose to 71 seconds.

Total passenger numbers in the hours observed were 17 – served by nine vehicles. Again, 25 other vehicles 'passed through' – with relatively short wait times.

### **Parkside rank**

The Parkside rank was established when the long distance bus and coach services were moved out from Drummer Street. The aim of the rank is to allow such passengers easy access to hackney carriage services. Demand at this location is therefore principally tied to bus and coach arrivals and departures.

This rank was observed on Saturday 23<sup>rd</sup> June 2012 from 10:00 through to 20:00. During the hours the rank was used, it saw on average four passengers per hour, with a relatively low occupancy of 1.3 passengers per loaded departure. Average passenger waiting times for vehicles were some 50 seconds, suggesting many passengers make bookings rather than vehicles waiting here for all arrivals. Some 6 vehicles per hour arrived at this location, with just over half leaving without passengers.

36 passengers used this location during the hours observed, with the busiest hour being 9 people between 1700 and 1800. Almost an equal number of vehicles left without passengers as left with, but there was more specific waiting here by vehicles (a maximum wait of 18 minutes was observed). Six passengers had to wait between one and five minutes for a vehicle and a further two persons waited six minutes – although when averaged over all passengers the average wait was just 50 seconds.

This location does appear to be one where vehicles await known coach arrivals, or where passengers make bookings to provide their onward connection from this location.

### **Market Street night rank**

A large part of the main city centre of Cambridge is pedestrianized. These streets are closed to all traffic between 10:00 and 16:00, and are filled with large volumes of pedestrians. The rank in Market Street remains formally available at all times, but is not accessible until the pedestrian barriers are opened. We were advised that the Square sees a relatively high number of hackney carriages, and we observed two sides of the square to try to observe any activity in this area.

The area was observed on two evenings, Friday 22<sup>nd</sup> June and Saturday 23<sup>rd</sup> June, between 1800 and 0500 in either case.

#### *Friday operation*

On the Friday, the main rank area saw an average of 10 passengers per hour, with a high occupancy of three persons per vehicle. No passengers had to wait for hackney carriages, of which on average 7 per hour served the area (55% leaving empty). A few passengers waited on another part of the square and obtained a vehicle from there – although another vehicle served that section but left empty.

Some 78 passengers left the area in 26 vehicles, although a further 32 vehicles left empty. The main operating hour was between 0200 and 0300 when some 43 passengers used the rank.

### *Saturday operation*

The Saturday observations were very similar to the Friday. However, on average Saturday passengers had to wait 22 seconds for vehicles at the main rank location. Again, some passengers obtained vehicles from the other side of the square, although again this was a very small number and in just two hours of those observed.

The Saturday usage was marginally higher at 81 passengers in total from the main rank. Again 0200 to 0300 was busiest, but with just 26 passengers and a wider spread of hours used. This also led to 13 people experiencing waits for vehicles, although none were more than three minutes.

### **Bridge Street night rank**

We were advised that this rank, though appointed for use at night, is actually used during the day. Observations were undertaken on Saturday 23<sup>rd</sup> June between 1000 and 0500. During the hours the rank was in use, an average of four passengers per hour made use of it. The vehicle occupancy for these passengers was high, some 2.8 passengers per vehicle. Some had to wait, on average each passenger would have faced a 12 second wait over the full period of observation (further detail below). Some three vehicles per hour on average served this location with 56% leaving the area empty.

Over our full period of observation, 44 people used this rank, leaving in 16 different vehicles. A further 20 vehicles left empty. As advised, the rank did see usage during the daytime (between 1500 and 1900 over between three and six passengers used this rank each hour). Just over half the passenger usage at this location was actually in hours the rank was not formally in operation, although overall usage is low.

### **Jesus Lane**

We were advised that private hire vehicles often arrange to meet city centre night time passengers at this location. This area was observed on Saturday 23<sup>rd</sup> June between 2200 and 0300. Very small numbers of vehicles were observed, with 60% leaving empty. All were private hire vehicles, so this hypothesis is proven.

## **Cambridge station rank**

The rank at Cambridge station is operated by Greater Anglia. A supplementary fee is payable to use this location. Fourteen spaces are located immediately to the right of the main station exit, leading onto a roundabout which is in the ownership of the rail company. Vehicles wait in the rank area two abreast and in general are not able to leave the rank once within this section. Further hackney carriages are allowed to wait in the car park, which is administered for Greater Anglia by National Car Parks. The supplementary fee and permits are administered by the local hackney carriage association, and the number of vehicles serving the location is restricted by agreement to a number less than the total number of hackney carriages – although details of the agreement are strictly commercially confidential to the parties involved.

Observations at this location were undertaken on Wednesday 20<sup>th</sup> June 2012, between 1200 and 0300, and from 0800 on Friday 22<sup>nd</sup> June right through to 0500 on Sunday 24<sup>th</sup> June. Furthermore, a four week automatic traffic count tube was installed across the rank to give a better idea of the variation of usage over a longer period.

There were a number of instances of vehicles with passengers being delayed departing from the rank by either other hackney carriages loading or by other vehicles waiting at the roundabout. However, none of these delays appeared to be more than short. Some passengers did appear to have discussions with drivers before leaving the rank, but again none of these delays were more than a minute or two (and all were excluded from the waiting calculations).

### *Wednesday operations*

Average passenger departures were a massive 94 per hour. Average loading was 1.3 passengers per vehicle, with no passengers having to wait, despite the huge demand for vehicles. There were on average 75 vehicles per hour arriving, and just 3% left empty.

The observations on Wednesday saw 1,411 passengers in total, leaving in 1,096 vehicle movements. Just 31 vehicles left without passengers (these would be in response to radio calls). Amazingly, no passenger had to wait for a hackney carriage and the rank and feeder did very well to provide sufficient vehicles to meet the people leaving the station. Until midnight, every hour saw at least 82 passengers – with 161 between 1900 and 2000. Seven hours saw over 100 passengers in each hour.

Even with this high level of demand, some vehicles did wait up to 35 minutes to obtain a fare – and this excluded any wait that occurred in the feeder part of the rank. Between 2300 and midnight, average vehicle waits for fares were the longest at around 14 minutes within the main rank section.

### *Friday operations*

The Friday saw an even higher average number of passengers per hour of 116, although the occupancy per vehicle remained the same at 1.3. An average of 89 vehicles per hour served this location, and a very small 1% left empty. Again, there were no passengers experiencing any delay from having to wait for a vehicle.

The total number of passengers observed for more or less the whole working Friday (0700 through to 0200) was 2,084. 11 hours had over 100 passengers, with the busiest hour again being 1900 to 2000 – when 236 passengers left in 174 vehicles. Again, no passengers waited at any time for a vehicle to arrive.

### *Saturday operations*

On the Saturday, average passenger numbers were slightly lower than the Friday, but still very high at 103 per hour. These passengers were served by some 74 vehicles per hour, with a slightly higher occupancy of 1.4 passengers per hackney carriage. A slightly higher 4% of vehicles left the rank empty.

The Saturday observations covered the full operation from start up on Saturday morning through to when the station saw no passengers in the early hours of Sunday morning. The total number of passengers in this period was very similar to Saturday, with 2,060. 1,430 vehicle movements served these passengers. Twelve hours had over 100 passengers, with a sustained 'over 100' running from 1200 through to 2100. The busiest hour was 1800 to 1900 with 174 passengers. Passenger flows did not begin until 0900 and ended sharply at 0200. The midnight hour (to 0100) saw one passenger wait for a hackney carriage to arrive for two minutes, the only actual such wait during the three days observed.

Similarly to the other days, there were still times when vehicles did wait relatively long periods to obtain a fare, although most average waits in this part of the rank were less than 13 minutes, mainly below 10 minutes (remembering this excluded waiting time in the feeder, more discussion of which occurs below).

During the period of the observations there were times that passengers did not depart as soon as they arrived – but there was only one instance where this was because there was no hackney carriage available. The remaining 'geometric' delays – usually less than two minutes – resulted from waiting whilst other vehicles moved forward, often when earlier vehicles were blocked in departing by vehicles parked across their exit.



We are aware that councillors and council licensing staff have experience of waiting at the station when no vehicles were present but our survey did not observe all but one such period during our extended observations at this location. Nor did any consultee in the study or those having this experience provide us with any specific times or days when this occurred.

Notwithstanding this, there will clearly be times when vehicles are not present and people have to wait for a vehicle to arrive, given the high volume of passengers that can arrive from one train. The fact that our 60 hours of observation did not identify more than the one occurrence suggests – whatever the perception is – that such waits are not significant in the overall picture at this point in time.

Furthermore, our vehicle counter suggested there were more vehicles available in the succeeding weeks compared to our survey, suggesting less option for such waits to occur.

Discussion with the Trade suggested they were also aware of times when people did have to wait for vehicles to arrive, but this was often related to congestion, in particular at the present time related to the road works that affect the far end of Station Road. During our visits to Cambridge, we often were able to walk back to the station more quickly than vehicles were able to make the same journey, although these roadworks should soon be completed.

### **Comparison of overall supply and demand**

The Table below provides a slightly different summary of supply and demand, comparing average vehicle arrivals per hour with average loaded departures per hour, ie seeing how supply and demand match on average.

Rank	Period	No of hours rank operated	Average vehicle arrivals per hour	Average loaded departures per hour	Overall judgment of service provided
St Andrew's Street	Friday 22 June 1000 - 0400	18	62	57	Excellent
	Thursday 28 June 1200 - 0000	12	52	48	Excellent
Drummer Street	Wednesday 20 June 1000 - 2000	10	4	1	Fair
	Saturday 23 June 1000 - 2000	10	3	1	Fair
Parkside	Saturday 23 June 1000 - 2000	10	6	3	Good
Market Street	Friday 22 June 1800-0500 (a)	2	2	1	Booked?
	Friday 22 June 1800 - 0500 (b)	8	8	3	Good
	Saturday 23 June 1800-0500 (a)	2	2	1	Booked?
	Saturday 23 June 1800-0500 (b)	8	6	3	Good
Bridge Street	Saturday 23 June 1000 - 0500	12	3	1	Good
Jesus Lane	Saturday 23 June 2200 - 0300	(5)	2	1	n/a
Railway Station	Wednesday 20 June 1200 - 0300	15	75	73	Exceptional
	Friday 22 June 0800 - 0400	18	89	88	Exceptional
	Saturday 23 June 0500 - 0500	20	74	72	Exceptional

This table again demonstrates the concentration of demand and supply at two ranks in Cambridge, although other locations are served, and passengers do seek vehicles in those locations. Drummer Street is very clearly a place vehicles pass through but do not wait for passengers. Market Street is used, but tends to have more vehicles than passengers, and does not enjoy the business of the two main ranks. Demand at these other ranks is very low and almost certainly does not justify large numbers of vehicles waiting for custom. All see good service given the low demand.

The two main ranks receive excellent and exceptional service respectively. The only failing of the St Andrew's Street rank relates to the number of people having to wait for vehicles there – although at both ranks the close correspondence between vehicle arrivals and departures suggests the option for people having to wait. The reason that the station works more effectively appears to relate to the ability of this location to provide much greater storage for spare vehicles. Such provision is very poor at St Andrew's Street, resulting in wasted mileage for vehicles who are unable to wait.

Further discussion of the pattern of licenced vehicle service to customers in Cambridge occurs below.

### **Level of hackney carriage vehicle activity**

The plate numbers of hackney carriages were recorded near the station and St Andrew's Street ranks on Thursday 28<sup>th</sup> and Friday 29<sup>th</sup> June 2012. A total of 18 hours were observed (each in blocks of two hours). A total of 1,369 different hackney carriage vehicle movements were identified. All observations were limited to Cambridge City Council hackney carriages. Of the fleet of 293, 216 were observed (74%). This is a high level of observation given that we are aware that some vehicles might well have been working part time in hours we did not observe, or on days we had not observed.

Of the plates seen, 62 were seen at St Andrew's Street only, and 61 at the station only. 93 were observed at both locations. Interestingly, those only seen at St Andrew's Street tended to be vehicles with higher plate numbers, whilst the converse was true for the station. It is not clear if this relates to the limited numbers of permits at the station or if this is just coincidental.

The most frequently seen vehicle was observed some 17 times. A further 50 vehicles were seen ten or more times. 24 vehicles were seen only once.

Estimates were also made of the time it took vehicles between being observed. The average time between being seen amounted to between 6 minutes and an hour and 48 minutes (station) and an hour and 37 minutes (St Andrew's Street). The average for station vehicles was a return within 34 minutes, whilst St Andrew's Street saw a slightly longer average of 38 minutes. These averages are based on 530 pairs of observations at the station and 138 at St Andrew's Street (where there were fewer regular returning vehicles).

### **Licensed vehicles in Cambridge**

Information was provided regarding the number of operators in the Cambridge area. There are a total of 28 private hire operators registered, of which three have more than 100 total vehicles (mostly including a mix of hackney carriage and private hire). The large companies also have South Cambridgeshire private hire vehicles within their fleets. The largest operator has a fleet of around 600, of which at the time of this survey inception included 194 Cambridge city vehicles, around 100 of which were Cambridge City hackney carriages. The next two largest operators have a total of 100 and 60 vehicles (again with a mix of authority and licensed vehicle types).

Whilst the hackney carriages are relatively distinctive, those within operator fleets do also show their operator name, and in some cases people making phone calls might receive either a hackney carriage or private hire vehicle depending on which vehicle was nearest or most available in regard to the booking made.

### **Longer term variation of rank usage**

A four week automatic traffic count loop (ATC) was put in place at the station rank to identify longer term variation of vehicles at this location. The site where the counter was placed was primarily used by hackney carriages, although some other vehicles have parking off the area used and some deliveries also occur. This means that the absolute volume of vehicles may not be accurate, although the variation should be more reliable. It would be expected that the overall number of ATC vehicles might be less than the observed from the video given the movement of other vehicles, and with the possibility that vehicles might sit on the tube itself and therefore encourage undercounting. A better location was not possible given the surface of the rank which did not allow the best location to be used.

A calibration test was undertaken to compare the number of vehicles observed departing from the rank surveys (taken from video footage) against the ATC data. Comparing the three periods of counted against the same times for the ATC, the ATC appeared to undercount by around 30%, although there were some periods when both values were similar.

Estimates were compared over the four weeks of ATC observation. These demonstrated that the busiest day (defined from 0400 to 0359) was Friday, which was around 14% busier than the average day. Tuesday was quietest overall (about 13% lower). The order of days from busiest to quietest was Friday, Saturday (5% above), Wednesday (2.4% above), Thursday (just under 2% above), Monday (2% below), Sunday (8% below) and Tuesday (13% below). Considered an alternative way, Tuesday provides 12% of movements whilst Friday provides 16%, on average.

The ATC ran for the four weeks between 20 June and 20 July. Comparing the four full weeks, the survey week appeared to be the quietest of the four, with around 8% less vehicle movements compared to the average. The second and fourth week were very close to the average, whilst the busiest week was some 8% above the average – not a particularly great variation overall, although we were advised that the weeks of July following the video survey were amongst the busiest with visitors and language students swelling the numbers of students celebrating obtaining their degrees.

### **Typical Weekly usage of hackney carriages in Cambridge**

The rank surveys were used, together with assumptions of factors to a full week, to estimate the number of passengers and loaded vehicle departures per week during the course of the surveys.

44% of passenger movement and 51% of vehicle movements took place at the railway station rank. St Andrew's Street added a further 38% of passengers and 33% of vehicles. Passengers and vehicles at the other ranks contributed very little to the total.

When taken in absolute numbers, the survey week saw just under 12,300 passengers at St Andrew's Street, and over 14,100 at the railway station. In total, a typical week of rank work in Cambridge sees just over 31,000 passengers, served by 19,800 loaded vehicle movements (or 68 loaded trips per hackney carriage per week). These are very significant passenger flows, and very important contributions to passenger movement in the central area of the City.

Given the results from the station ATC and other discussion, we consider that this level of passenger and vehicle movement possibly represents a typical average week for hackney carriage ranks in Cambridge over the year.

Further consideration is provided in the public attitude section taking on board estimates from the public of the percentage of usage made by hailing and private hire to build a fuller picture of usage of hackney carriages and licensed vehicles in the area.



## 4. Public Consultation results

A fifteen question survey was undertaken with 410 persons in the Cambridge City Council area. Surveys were undertaken within the main city centre area (TC) (300) including near the railway station, together with smaller samples at the Grafton Centre (GC) (60 interviews) and in the Leisure Park (LP) (50 interviews). The Table below summarises the overall responses for the City (Av = average).

Question	Response	Percentage			
		Av	TC	GC	LP
Have you used a taxi in the last three months in the Cambridge area?	Yes	44	46	40	38
How often do you use a taxi within this area? (% of those who responded)	Almost daily	12	15	0	5
	Once a week	20	22	21	11
	A few times a month	<b>35</b>	<b>36</b>	13	<b>47</b>
	Once a month	12	12	21	5
	Less than once a month	21	15	<b>45</b>	32
	% of total who responded	44	46	40	38
How do you normally book a taxi within this area? (percentage as a total of those who responded)	At a taxi rank	<b>49</b>	<b>62</b>	17	24
	Hail in the street	4	5	4	0
	Telephone a taxi company	27	16	<b>79</b>	<b>35</b>
	Use a Freephone	1	0	0	5
	Use my mobile or smart phone	18	16	0	<b>36</b>
	Other	1	1	0	0
	% of total who responded	53	51	40	<b>84</b>
If you book a taxi by phone, please tell us the three companies you phone most?	See description below				

<b>Questions relating to hackney carriages only:</b>					
How often do you use a hackney carriage within the Cambridge area? (% of those responding)	Almost daily	1	2	0	0
	Once a week	10	10	17	0
	A few times a month	21	21	13	36
	Once a month	24	25	21	14
	Less than once a month	44	42	49	50
	% of total responding to above	36	37	40	28
	I can't remember when I last used a hackney carriage	5	6	0	21
	I can't remember seeing a hackney carriage in Cambridge	3	3	0	5
Please tell me the ranks you are aware of in Cambridge, and for each if you use them	See description below				
Is there any location in Cambridge where you would like to see a rank, and if it was there and vehicles were available, would you use it?	See description below				
Have you had any problem with the local hackney carriage service? (indicate as many as apply) % of total of 28 answers given	Design of vehicle	4	4	0	0
	Driver issues	14	16	0	0
	Position of ranks	4	4	0	0
	Delay in getting a taxi	68	72	33	0
	Cleanliness	4	4	0	0
	Other problems (please state)	7	0	2	0
	None (% of total interviews)	28	30	17	34



What would encourage you to use hackney carriages or use them more often (indicate top two reasons)(% of 151 total replies)	Better vehicles	10	12	0	0
	More hackney carriages I could phone for	30	35	0	0
	Better drivers	3	4	0	0
	More hackney carriages I could hail or get at a rank	13	14	0	11
	Better located ranks	1	2	0	0
	Other	42	34	100	89
Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle?	No	96	98	96	79
	Yes - I need a wheelchair accessible vehicle	1	1	0	0
	Yes – someone I know needs a wheelchair accessible vehicle	3	1	4	21
	Yes– I need an adapted vehicle but not a wheel chair accessible	0	0	0	0
	Yes – someone I knows needs an adapted vehicle but not wheel chair accessible	0	0	0	0
	Other	0	0	0	0
If you answered “yes”, what sort of vehicle?	See discussion below				
If you arrived at a rank and there were saloon and wheel chair accessible vehicles there, which vehicle would you choose? (% of the people responding, total responding = 41%)	The first one available	89	94	52	94
	The saloon style	9	5	35	6
	The wheel chair accessible style	2	1	13	0

If you chose a vehicle type in the question above, please write in why you chose that specific vehicle type	See description below				
Have you ever given up waiting for a hackney carriage in Cambridge? (% of the 41% responding)	No	93	95	77	100
Do you have regular access to a car? (46% responded)	Yes	43	38	54	63
Do you live in the area?	Yes	76	78	73	68
Gender (value in bracket from census, 2008 est of 2012)	Male	49 (51)	48	43	64
Age (value in brackets from census, 2008 est of 2012)	Under 30 (15-29)	28 (43)	28	18	34
	31-55 (30-54)	47 (35)	45	53	50
	Over 55	26 (22)	27	28	16

Some 44% of those interviewed had used a licensed vehicle in the City Council area in the last three months, quite a low level of recent usage. Whilst usage in the Grafton Centre and Leisure Park areas is marginally lower, and that in the city centre marginally higher – usage overall in the City appears moderate, particularly compared to some other locations (eg 87% in our concurrent study of Barrow-in-Furness).

Those who said they had not used licensed vehicles in the last three months were asked if they would give a reason why. Almost all of those not using licensed vehicles in the last three months provided a reason why. Some 27 different reasons were given, of which five were mentioned over 10 times. The main reason overall (71 persons) was 'we are not local'. The next reason (42 responses) was 'we own a car' (this was the largest response at the Grafton Centre). Too expensive was stated by 32 persons, and that people cycled (22 persons). Park and Ride was the fifth highest response (12 persons), but only quoted in the city centre. The main response, not being local, could be overcome by better advertising, as it might be expected not being local could be a good reason to use a licensed vehicle in Cambridge.

The Table below works out, for the average of all public attitude responses, how many trips were made by those who claimed to use a 'taxi' in the last three months in the Cambridge area. It is assumed that the 56% not responding did not use licensed vehicles sufficiently to be included in the estimate. The estimate therefore covers a sample of all persons likely to wish to use a licensed vehicle in Cambridge. 1.9 trips per person per month is not particularly high.

Frequency	No of people	Assumed Trips per month	Total
Daily	5	20	100
One per month	9	1	9
One per week	16	4	64
A few per month	5	2	10
Less than one per month	9	0.5	4.5
Zero usage	56	0	0
Trips per person per month			1.9

Just over half of people interviewed told us how they obtained licensed vehicles in the Council area. 49% said they obtained licensed vehicles at a taxi rank. 4% hailed. A further 46% phoned by one means or another (27% phoning a company, 18% using a mobile or smart phone and just 1% a Freephone).

Interviewees were asked about the companies they phone – eleven different companies were named overall. Of those responding, most gave a single company (64 people), whilst 13 gave two companies and two gave three companies. In total, there were some 79 different combinations of companies quoted, but the largest company featured in 72 of these. It appears that there is one dominant private hire company in the area, but that there is also still quite an amount of choice, although generally people appear to be highly faithful to their main operator.

Respondents were asked to tell us how often they specifically used a hackney carriage in the area. Compared to all using licensed vehicles, more told us they used them less frequently than licensed vehicles overall. Of those responding, 44% said they used hackney carriages less frequently than once a month (for all licensed vehicles this was 21%). Daily use was by just 1% of respondents compared to 1% for hackney carriages. Once a month was also more frequent for hackney carriages (24% compared to 12%).

People were asked to name all the rank locations they were aware of in the Cambridge City Council area and if they used the locations they named or not. There is a high level of knowledge of ranks in the area although quite a few gave colloquial names or locations based on nearby features such as “near Lion Yard”. The two main ranks were named, as were Drummer Street, Parkside, Bridge Street, Sidney Street and Station Road (although this person didn’t use Station Road).

173 persons responded. Of these, 132 were from the town centre (44% of respondents there), 23 at the Grafton Centre (38% of respondents), and 18 at the Leisure Park (36% of respondents there). This suggests a relatively even knowledge of ranks across different locations in Cambridge. In total, 56 named just one rank, 77 two ranks, 31 three ranks and nine named four ranks.

Of the ranks mentioned, the highest proportion actually used St Andrew's Street (34%), followed by 16% who used Market Square and 10% who used the station rank. Drummer Street, Bridge Street and Parkside all received people who knew about them and used them, but at lower levels of usage.

A lesser number of people quoted ranks they would like to see – with just 16 responses. Eight were from the town centre interviews, with one response each wishing to see Bridge Street and Market Square available in the daytime. Two people wanted more ranks outside clubs and two wanted a rank in Kings Parade. Overall, this suggests people are generally happy with the current spread of ranks.

Questions then progressed to examining if respondents had issues with the local hackney carriage service. Of the whole number of respondents, just 28 gave a response to this question giving an issue. The highest response – an average of 68% of those responding – was delay in getting a taxi, but given this only applies to 19 people. This suggests there is generally high satisfaction with the hackney carriage service provided. This conclusion is strengthened by the fact that some 28% of respondents in total took time to answer that they had no issue.

151 people (34% of interviewees) gave reasons they would use hackney carriages more. Of these responses, 30% wanted more hackney carriages to phone for – 13% wanted more at a rank, and 10% wanted better vehicles. 42% of people said 'other' and said cheaper fares – a usual response to this question which we purposely left out from the main set of answers. Once again, none of these responses is particularly significant in suggesting any change that might be made to the service to increase usage.

The question in regard to if people needed, or were aware of anyone who needed either a wheel chair accessible or other accessible vehicle gave a strong response that no-one either needed or knew of people that needed such vehicles. The only difference was at the Leisure Park, where 21% said they were aware of someone they knew who needed a wheel chair accessible vehicle. Of the small number of responses in regard to needing an adapted vehicle, no-one needed anything other than a wheel chair accessible vehicle. There was no significant suggestion of the type of vehicle.

People were asked what choice they would make between saloon and wheel chair accessible vehicles on arrival at a rank. Across the area, 89% said they would choose the first vehicle available. – although the Grafton Centre respondents had a different view, with just 52% choosing this option. The dominant choice for those picking a particular type of vehicle was a saloon, even in the Grafton Centre sample. This reinforces the apparent low need for accessible vehicles in the hackney carriage fleet. However, this should also be considered in relation to the perception described above that people think saloon hackneys are cheaper – a result especially likely at the Grafton Centre which attracts more lower income groups. In addition the survey of disabled people showed that only a third would choose the first vehicle available and 60% preferred an accessible vehicle many because they had no choice.

41% gave us a response about if they had ever given up waiting for a hackney carriage. Across the area, 93% had not; although those interviewed at the Grafton Centre seemed to have a worse experience, with 77% saying they had not but 23% saying they had. For the town centre, the three responses were late night, Saturday lunchtime, and once at the railway station. For the four in the Grafton Centre sample the issues were two at night, one on a Sunday morning, and one mid-afternoon. These are insignificant numbers.

43% of people had regular access to a car (relatively low), and 76% lived in the Council area (with marginally less at the Leisure Park, which might be expected to attract longer distance trips).

The balance of sexes in our sample was very close to the statistical value of 51%, whilst our age sample caught less people in younger group but more in the older two groups – with the larger bias towards those in the middle group.



## 5. Stakeholder Consultation

The following key stakeholders were contacted in line with the DfT Best Practise Guidance 2010:

- Supermarkets
- Hotels
- Hospital
- Local education
- Pubwatch / night clubs
- Disability representatives
- Education and social services
- Police
- Rail operators
- Other council contacts
- County council contacts

Specific comments have been aggregated below to provide an overall appreciation of the current situation, although in some cases comments are specific to the needs of a particular stakeholder. It should be noted that the comments contained in this Chapter are the view of those consulted, and not that of the authors of this Report. **Appendix 2** provides further details of those consulted. The licensed vehicle trade consultation is the subject of the following chapter.

### ***Supermarkets***

Four supermarkets were contacted – two of whom were on the Leisure Park. All had general payphones available, one of whom had a dedicated line to one company. None had received any complaints and all felt that their customers were served well – albeit by private hire companies. All four thought that most customers used the one largest private hire company. All felt a prompt service was provided. Those on the leisure park made it clear the landlord ran the nearby highway so they had not control over areas where vehicles could pick up, although this did not cause any issue.

### ***Hotels***

Three hotels were contacted. All three phoned for private hire vehicles to serve their staff and customers. All had contact with a specific operator. Two had freephones, to different operators. No customers had ever phoned back or made complaints about the service provided.

### ***Hospital***

Taxi provision at the main hospital is provided through a 'call point' that advertises a wide range of services. The 'taxi' contact provided is to a specific private hire company who pay for the opportunity.

Some difficulties were reported by wheelchair users in obtaining a booking – mainly in terms of having to wait a long time for a WAV. There were also suggestions that there should be a hackney rank at the hospital since it was difficult to predict times for booking in advance. However the hospital have a contract with Panther and report no knowledge of such difficulties.

### ***Pubwatch / night clubs***

A representative from the Cambridge Businesses Against Crime (CAMBAC) organisation was contacted. They told us that there are taxi marshals funded by the Community Safety Partnership who operate on Friday and Saturday nights in November and December (2200 to 0500). CAMBAC adds funding for occasional busy nights such as Halloween or the recent Olympic torch relay. CAMBAC have found that the majority of incidents reported are confrontations which it is felt are caused by drivers arguing with customers over fares or destinations. This is compounded by the drivers being unwilling to share the cost of funding.

The principal aim of the marshals is to reduced alcohol related violence in people waiting to get into hackney carriages in St Andrew's Street. Marshals ensure private hire do not pick up at this location.

CAMBAC consider there are sufficient hackney carriage and private vehicles in the City, and that in the daytime there are maybe too many. This leads to over-ranking, and despite routine policing by wardens and issue of tickets the issue of congestion arising from over-ranking remains.

Some 20 clubs or late night establishments were contacted following provision of a list from Cambridge City Council. These are listed in Appendix 2. By issue of this Draft Report, seven responses were received. One of the remaining clubs had closed, and one site was an event not a location. Opening hours were identified for most locations, and provided a spread – with one closing at 0400 and four others at 0300. The remainder closed at earlier hours. Some only opened specific days, although most were open up to six or seven days per week.

Of the respondents, just one club said there was an issue with passengers unable to get vehicles from a rank. All others said there were active ranks nearby, with plenty of vehicles usually available. Two clubs advised customers to go to the nearby rank, whilst five would call the largest operator, one would call either the largest or another of the larger operators, and one was sponsored by one of the larger operators. None had any agreements or freephones in place which they told us about. Sidney Street night rank was quoted as being used by three of the clubs. The club on the leisure park advised us there was a bus lane that became a rank late at night, which we were otherwise not aware of.



Few issues were raised, apart from that the rank outside often led to their staff having to solve issues with passengers having disagreements while trying to take a hackney carriage.

The council produces a list of events which is shared with relevant parties and used extensively to assist in ensuring that care is taken when there are likely to be large volumes of people wanting to get away from particular areas. Where necessary, marshals can be used in order to assist the orderly loading of vehicles and passengers.

### ***Disability Interests***

One of the contentious issues raised by disabled people was the criteria for access to the Council Taxicard scheme. This was seen as too restrictive and unfair to people who did not qualify yet could not use buses. The alternative of Dail-a-Ride was felt to be unsatisfactory and in addition many people who were eligible did not know about it.

There was also discussion about the Council's strategy for disability awareness training and whether this should include all customer facing contracts such as taxi provision and licensing. Certainly the experience of some disabled taxi users even when drivers were trying to be helpful suggests that such training is required.

Some of the managers and information officers at major venues such as the Grafton Centre and the Leisure Centre had built up experience with which hackney carriage and private hire services were most reliable and suitable for people with different disabilities. "We get to know the good ones."

Councillors do receive complaints from disabled people about taxis and there was a general view that the formal complaints system is difficult for passengers to use sometimes due to concern that they will be identified and discriminated against as a result. There was also agreement that there needed to be better customer care training including language and communication skills. Another issue was the inability to load wheelchairs from the rear but there was no agreement about what should be done about this.

### ***Police***

A police representative told us they have noticed that the City seems to be inundated with licensed vehicles. Their main issue is with the rank on St Andrew's Street. Vehicles queue as far as bus stops and cause unnecessary congestion on this road. Officers are tasked daily to move taxis on and to ticket all those causing unnecessary obstruction – the problem is daily.

The representative said that once St Andrew's Street is full, hackney carriages then park up at other locations all over the city centre. This introduces obstruction in other locations. Market Street is often blocked while hackney carriages pick up fares.

A further issue the representative told us about was private hire vehicles waiting on St Andrew's Street outside the Regal public house. A joint operation was undertaken with the Council licensing section to target this practice.

The representative did not consider they had any problem with people needing hackney carriages in evenings, with sufficient available.

### ***Rail Operators***

National statistics are publicly available showing the total number of entries and exits at each rail station in the United Kingdom. These numbers are calculated using ticket barrier and ticket issue information from ticket sales.

The Table below shows information for Cambridge from 2002/2003 to the latest available information (for 2010/2011, ending March 2011). This shows a continual growth of passengers at Cambridge station, with growth per year ranging from one to 11% per year. Passenger numbers have increased by 50% overall in the eight years shown.

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
2002 / 2003	5,475,112	n/a
2004 / 2005	6,060,475	+11%
2005 / 2006	6,137,423	+1%
2006 / 2007	6,522,309	+6%
2007 / 2008	6,997,887	+7%
2008 / 2009	7,571,838	+8%
2009 / 2010	7,661,146	+1%
2010 / 2011	8,245,416	+8%

A representative from Greater Anglia told us the main difficulty at the station with serving hackney carriage – and other customers – was that the main area serving passengers was effectively the same as when the station opened in 1845. A plan was provided to define the area currently under rail company ownership, which includes all the roundabout at the top of Station Road, but no other part of Station Road. The new bus stop area is all under County ownership.

Since that time, the station has become a major transport hub in its own right, with most recently the guided bus services from the new Cambridgeshire bus way being given a key stop here.

In terms of hackney carriages, a single train might bring sufficient custom to take between 30 and 40 vehicles from the queue. Just 14 vehicles can fit in the main rank, hence their tolerance of vehicles waiting in the remainder of the car park. This practice ensures passengers are swiftly served.

The representative confirmed there is a confidential agreement with the hackney carriage association which includes a limit on the number of permits to maintain a balance between needs and over-supply given the limited amount of space available for waiting hackney carriages.

Issues occur with private hire vehicles picking up too close to the station frontage, blocking hackney carriage and other access. Best practice has been agreed with at least one private hire operator who set a point slightly further away for pick-ups. The station operator would like the council to agree a similar pick-up point for all private hire vehicles.

The only issue the rail operator would like to see improved in terms of hackney carriages would be a dress code. They feel this is important as the hackney carriages are often the key link between their passengers and the city, and given how key a tourist destination Cambridge is, believe this is important to help provide a service that is commensurate with such a City. However, the operator acknowledged that an issue could arise given the number of people who only work for short periods as drivers, which would increase the relative cost of having such a policy to these persons.

Overall, the relationship between the rail operator and hackney carriage trade was the best we have observed at a major rail station and this needs to be noted and encouraged to continue, as it must not be taken for granted.

### ***Other contacts***

Contact was made with a representative of the Cambridge Cycling Campaign (CCC). They made a response to a taxi licensing condition consultation recently, and told us of the key issues from a cyclist point of view regarding licensed vehicles in Cambridge.

The key issue of cyclists in regard to licensed vehicles is the interaction between licensed vehicles and their members on the road. The principal concern is the standard of driving of licensed vehicles and the hazard this is perceived to cause cyclists in the City. For this reason, CCC supported the idea of points systems that would seek to improve driving standards across both hackney carriage and private hire vehicles. However, there was a concern that several vehicles that had been specifically complained about were not Cambridge City, but South Cambridgeshire vehicles, and there had been issues in identifying who was responsible for problems caused by these vehicles in Cambridge City streets.

There was also a concern that complaints needed to be kept confidential as some drivers might also tend to be aggressive towards those who had complained about them.

The South Cambridgeshire Licensing Officer was contacted and had no issues to raise, other than confirming they currently have just ten hackney carriages.

### ***Other Council contacts***

Representatives from the tourist section and CCTV sections of the Council were contacted but did not provide any response by the time of submission of this draft report. The representative for city development (including CB1) had nothing they felt would add to our research.

Several councillors were provided opportunities to respond. Their replies are summarised as follows:

Councillors are concerned about the loss of the St Andrew's Street rank but feel that the over-ranking is not helping the case to keep the rank – with congestion being a key reason it is felt necessary to remove it. It is felt that over-ranking gives the impression there are too many vehicles waiting here. There is a concern that the over-ranking here is gross and dangerous.

Councillors, however, are generally concerned about the impact removing this rank will have on those with limited mobility who choose not to use their own vehicles to access the city centre (or are unable to do so).

Whilst some councillors feel there are generally more than enough hackney carriages in the city centre and at the station, the similarity between hackney carriages and private hire vehicles (particularly in their affiliation to private hire companies, response to phone calls, and use of meters in both kinds of vehicle) can also distort impressions given. It is acknowledged that apparent shortages at the station may be a result of vehicles being unable to get to the rank because of other traffic or because of the layout of the feeder rank. Shortages were also noted at Drummer Street which they believed led to passengers heading from there to the railway station and south being charged higher fares (from having to walk to St Andrew's Street and then be driven round the one way system).

Councillors were not aware of the long hours drivers were working, nor that there is no way to limit driver hours. If this were leading to safety issues, councillors felt there may be a need to consider how to restrain such long hours.

There was also a wish that the survey results could be used to help drivers to cover other areas of demand – and return a limit if excess capacity could be proven, subject to the potential results of the Law Commission review. There is, however, also concern that any such limit might just increase further the number of private hire vehicles (which cannot be limited) which were felt to generally provide a lower level of service, particularly in regard to disabled access.

Councillors had also been made aware of people with larger powered wheel chairs having issues with either being refused service or having to wait a long time for an appropriate vehicle (see further in disability section).

### ***County Council contacts***

Contact was made with representatives at Cambridgeshire County Council

Cambridgeshire social services / school transport told us that when they require a taxi and driver, they get very good service and reliability from companies in the City. Both children and adult services benefit. However, the local city firms struggle to provide regular drivers or passenger assistants, and this results in contracts being given to other areas in Cambridgeshire rather than the City.

A representative of Cambridgeshire County Council parking enforcement told us that there is an issue with over-ranking principally at the main rank in St Andrew's Street, but that this does not usually result in tickets being issued as the vehicles tend to move off before the ticket is issued. The records system does not allow identification of specific vehicle types, so no summary of hackney carriages receiving tickets could be obtained in any event.

A representative from the highways section of the County spoke with us. They confirmed that the consultation regarding St Andrew's Street was more focussed on overcoming the issue of congestion and disruption to pedestrian, cycle and bus users arising from the taxi rank, rather than its complete removal. An issue was that a number of methods had been tried to overcome this difficulty, but that no successful or sustainable solution had been found. It had therefore become necessary to consider that the rank might have to be moved.

Highways accepted that, if a workable and sustainable solution could be found, the case for retention of the rank could be made and could be a realistic option for the introduction of the Better Bus Area project.

The best option would make use of Drummer Street in some way as a feeder, whilst the possibility of a further (smaller) rank at Kings Parade might also be possible. The representative said there is very strong competition for roadspace / kerbspace in Cambridge and that the opportunity for more ranks is very limited.

The representative also pointed out that it was important that everyone be educated in thinking that hackney carriage vehicles are a significant part of public transport and that they need to be provided for in this context. Further stakeholder meetings are being held to take forward consideration of how the Better Bus Area project can be taken forward, including how hackney carriage provision would fit with this.

### ***Mystery shopper***

A representative new to the Cambridge area, and based there for two weeks, was asked to undertake a hackney carriage trip on arrival at the railway station to their accommodation for the fortnight (in a private house). The representative found the driver knowledgeable and courteous, and felt they were helpful and charged what seemed to be a reasonable fare. The vehicle used was operating for a private hire company and readily provided a card / receipt which the person used to obtain a return trip when they returned home. Their overall impression of the service provided was excellent. Their only suggestion was better signing of the rank from within the station, and a better definition of where they should have waited for their vehicle as the large number of people around the station exit made it hard to know exactly where the hackney carriages would pick up their passengers.

## **6. Detailed Disability Research**

### ***Introduction and research questions***

The Equality Act 2010 has been introduced to advance equality of opportunity for all. The Act is being implemented in an effective and proportionate way. Some sections apply to taxi licensing but these sections are still awaiting consultation and introduction. Of the provisions regarding taxi licensing, the key one relating to vehicle limits is section 161 which seeks to provide a way that authorities limiting vehicle numbers do not restrain the opportunity for people to introduce wheel chair accessible vehicles (WAVs) to such a fleet.

As a result of ongoing policy, the current balance in Cambridge is that 61% of the hackney carriage fleet is wheelchair accessible and this has come about because new licences are only issued to WAVs. The other vehicles are saloon style and any licences handed in for these are then withdrawn. Current saloon vehicles have grandfather rights to replace their vehicles with a saloon style. However not many are handed in and the saloon licences change hands for a considerable sum of money.

The main part of this report seeks to establish whether there is any significant unmet demand for the services of hackney carriages in the City of Cambridge. A second issue is whether there is a sufficient provision of hackney carriage ranks within the City of Cambridge and whether they are other places where ranks would be helpful. These two research questions are of interest to all taxi users but have particular implications for disabled people.

In addition there are further issues with specific implications for disabled people which Cambridge City Council is keen to understand.

- Does the current Council accessibility criteria for hackney carriages meet the needs of disabled people?
- What are the reasons for preference between WAVs and saloon vehicles and implications for accessibility?
- Do current restrictions on positioning and securing of wheel chairs limit access by wheel chair users to such vehicles?

### ***Methodology***

To provide answers to these questions, an additional research exercise was carried out focusing on the views of disabled taxi users. There were three strands to the work – namely a mystery shopping exercise involving disabled people making taxi trips and providing feedback on their experiences, a survey of 100 disabled taxi users and interviews with stakeholders with particular knowledge of disability travel needs (reported separately above). These elements of research are described in detail below and are followed by an overall conclusion drawing the findings together.

## Research Results

### The Mystery Shopping Exercise

During August, 25 people with a variety of disabilities including visual, aural, ambulant, and wheelchair users made journeys by hackney carriages from various ranks or from home. All journeys began or ended in the Cambridge City area and were made without the driver knowing that the passenger was reporting on the experience. 12 of the trips were made by saloon hackneys and 13 by WAVS. 14 travelled alone and 11 with others. A common pro forma was used focusing on booking, waiting, customer care, vehicle, driver knowledge and charging (shown at Appendix A1).

#### Summary of the results

	Yes	No	Comments
Did you have any problems booking or finding a taxi	3	21	There was no waiting at the ranks but three people who telephoned (one from a night club, one from home and one from the bus station) felt they had to wait too long especially when told the taxi would arrive within a certain time and it took longer.
Did the driver provide good customer care?	10	15	<p>Some of the mystery shoppers were very complimentary about the service they received giving examples of drivers getting out of cabs to help with luggage and returning lost property and driving round to find the best place to exit for disability.</p> <p>However, there were also a variety of problems often in spite of the driver trying to be helpful but making inappropriate or patronising remarks. In other cases wheelchairs were not strapped in properly or in one case at all. A common problem was to lock the wheelchair but not strap the passenger.</p> <p>There were two cases of direct discrimination whereby one passenger with a guide dog and a buggy could not find a driver to take her at the station and in another case a driver refusing to take a wheelchair user and saying "Oh not another one of you lot."</p>
Was the type of vehicle suitable for you trip	16	9	Most people were able to choose their preferred vehicle between a saloon and a WAV and there were a wide range of reasons for preferences with some wheelchair users preferring a saloon and some ambulant disabled or visually impaired users preferring a WAV. However here were problems for some including not enough space for larger wheelchairs. One person in this category regularly hits her head on the smaller WAVs. Another had to take off her head rest from the wheelchair.



			Three people mentioned the difficulty of side loading which could lead to restricted access with very steep ramping.
Did the driver know the way?	23	2	It was accepted by the passenger that this may have been due to difficulty in understanding his pronunciation. <i>“Perhaps the driver was too embarrassed to ask.”</i>
Was the charge correct?	23	2	Most people judged the charge according to the meter although two people felt additional charges for luggage were unfair making the point that disabled people often needed extra equipment to travel.

#### Other comments

- Ranks need better signing with information on how far away
- Even at St Andrews rank some wheelchair users had difficulty in getting the pavement space needed to embark.
- The front loading of the charges were unfair to disabled people who were more likely to need to make very short trips.
- The ranks need better weather protection.

### **Survey of disabled taxi users**

A survey of 100 disabled taxi users who had used a taxi in the last three months was carried out spread over two weeks at the beginning of August (the questionnaire is attached at Appendix B1). Respondents were approached waiting at ranks, in the street or shopping centres, in other public places or at home. Those taking part were chosen to reflect a range of different disabilities. Clearly this method of recruitment does not result in a statistically random sample but nevertheless it gives a good spread of opinion and experience. Quotas were set to target people living or working in Cambridge but some disabled visitors were also interviewed. In the event 89% lived in Cambridge and 11% elsewhere. Just over half (54%) were female.

#### Taxis are crucial for many disabled people

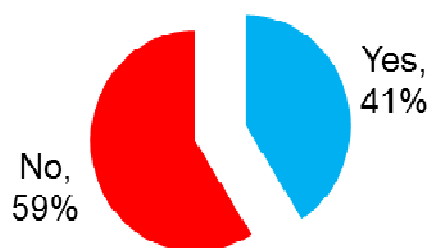
The importance of taxi use to disabled people was apparent in figures for access to a car. The majority of interviewees (59%) had no access and most of the rest who did were not themselves drivers but dependent on others (mainly family) to give them lifts. It was also notable that many used buses or got a lift one way and a taxi for the other leg of trips. However some wheelchair users did not have so many options and were completely dependent on taxis.

*"I rely on taxis to get back with shopping – I can manage on the bus going in but coming back I can't carry everything."*

*"I get a lift in with my neighbour but I always need a taxi back otherwise I have to wait around too long."*

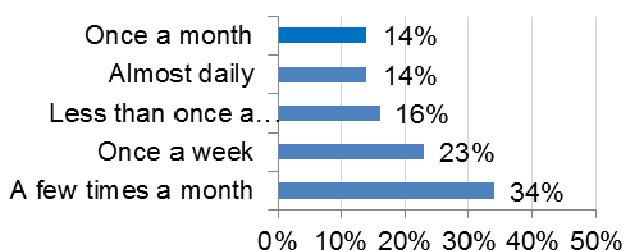
*"I have no choice but to use taxi which takes a wheelchair as I don't drive."*

### Access to a car



Taxi use varied with a third using a taxi once a week or almost daily. Others were less frequent users but all mentioned the importance of the trips they did make.

### How often do you use a Taxi in this area?



*"If I couldn't get a taxi I don't know how I could get to the chiropodist."*

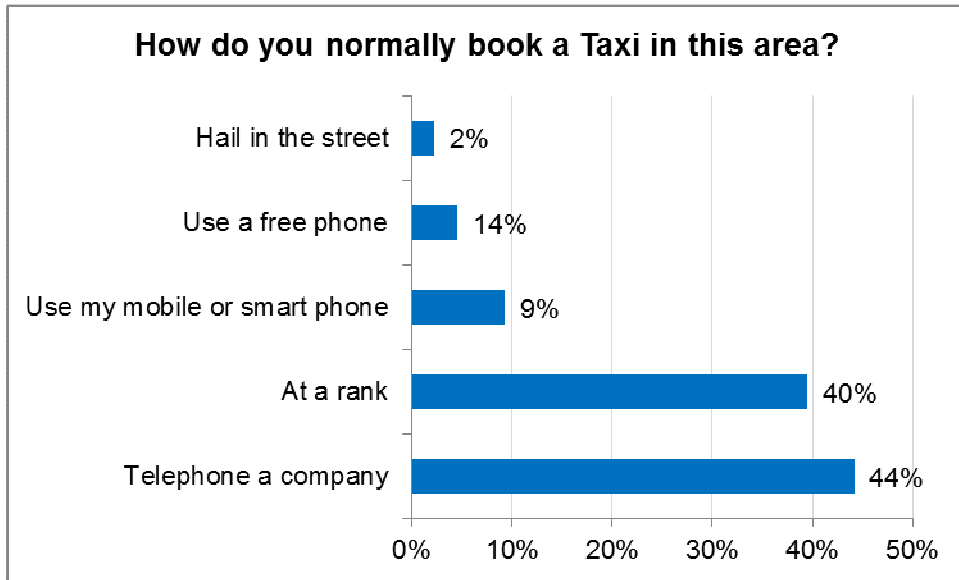
*"I need to use taxis to visit my customers."*

*"I collect my daughter from nursery school three days a week – she wouldn't be able to go otherwise."*

### Booking methods

Interviewees were also asked about how they normally booked a taxi. 40% went to a rank but this was in part due to the targeting of ranks for some of the recruitment of interviewees. Phoning from land lines was most common with a further 9% using a mobile phone. 14% used free phones from shops, clubs or other venues. Very few hailed in the street and the reasons for this included previous experience of being ignored by drivers.

*"It's no use waiting on a street corner in a wheelchair – they don't want the bother and pretend they haven't seen you. Once I reverted to hiding round the corner while my friend got me one. You should've seen the driver's face when I appeared."*

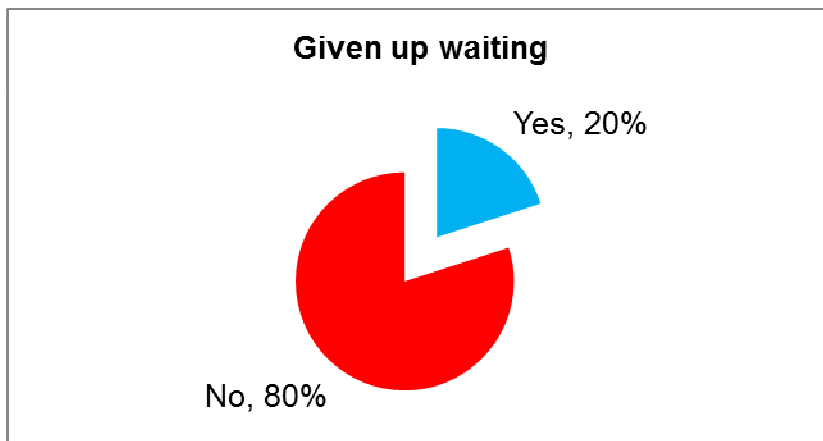


Confusion between hackney carriages and private hire

However, it was at this point in the interview that a common confusion between hackney carriages and private hire became apparent. Indeed very few people could explain the difference and so some of the taxis people had tried to hail were clearly private hire licensed vehicles which could not stop. This confusion also affected the replies to subsequent questions whereby in spite of explanations about the difference most found it impossible to differentiate.

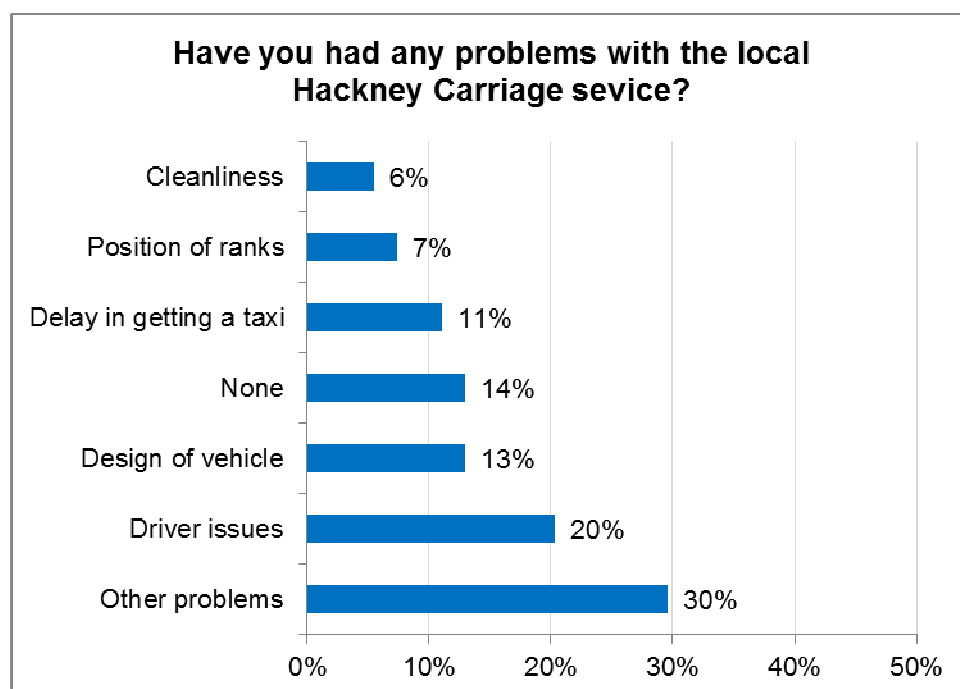
*"I've never heard of this – I assumed they were all taxis the same."*

Thus some of the answer to the question about the local hackney carriage service inevitably relate to both hackneys and private hire. For example 20% said they had given up waiting to get a taxi but probing showed that this was when attempting phone bookings and not at ranks.



## Problems

Although 14% reported 'none' most people felt there were problems.



## **Cost**

The biggest issue was the cost of taxis. There were many comments about the need for a taxicard scheme especially for people who couldn't make use of concessionary bus passes and a lot of uncertainty about whether there were any schemes.

*"It's unfair that I don't get a taxi pass when I can't use the buses. My sister gets a bus pass and she goes all over for nothing."*

*"There is some help for taxi fares but it's not enough."*

*"If I try to get a taxicard will I use my mobility allowance?"*

## **Drivers**

The next biggest problem related to driver issues including inappropriate comments and lack of assistance to perceptions of outright discrimination.

*"They started the meter before I was strapped in which I admit can take a while."*

*"He asked me personal questions about my disability. I suppose he was trying to be friendly but it was bloody rude. I felt like saying – how long have you had that fat belly?"*

*"There's one driver who pretends he can't take dogs because he's got exemption on medical grounds."*

*"He shouted at me because I didn't tip. It was very upsetting. Do you have to?"*

### **Ranks**

Only 7% felt the ranks were either in the wrong place or needed elsewhere. The most common suggestions of where they were needed were the Market Place and the hospital.

*"There used to be a rank at the market which was very handy – I wish they would bring that back."*

### **Vehicles**

Of particular interest to this research is the design of vehicles and there was a lot of discussion about this with many reasons for different preferences and indeed some people liked to use both WAVs and saloons.

*"When I'm due for treatment I have to use the wheelchair but afterwards I can use sticks so then I prefer saloon taxis."*

Not all those who preferred WAVs were wheelchair users. Some other disabled people such as those who were overweight or travelled with guide dogs preferred the flat floor and space of purpose built vehicles. Others felt that the grab handles on some purpose built vehicles were helpful. One thing that was clear is that many taxi users do not realise that some hackney carriage vehicles have swivel seats and additional steps.

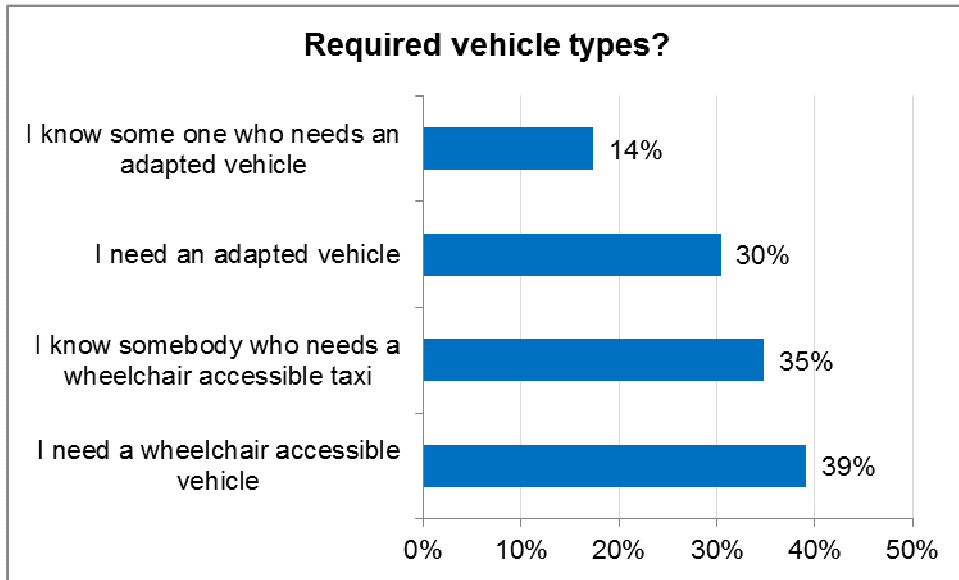
*"Well I didn't realise they had that extra step coming out – that would be a lot of help to me."*

In contrast some preferred saloons including wheelchair users.

*"I like to sit beside the driver and have my wheelchair loaded in the boot."*

*"I like some of the saloons but others have a high sill and I can't get my leg in."*

There were also complex issues around perceptions of what was meant by 'adapted vehicle' with some raising the need for features such as swivel seats in saloons, talking meters, larger boots, lower sills, security screens, more spacious vehicles both saloon and hackneys, and child seats. Thus 30% said they needed an adapted vehicle and 39% a WAV. Similarly 14% knew someone who needs an adapted vehicle and 35% someone who needs a WAV.



Another contentious issue was the need for side loading of wheelchairs with some electric wheelchair users then forced to travel sideways due to the inability to have the space needed to turn round.

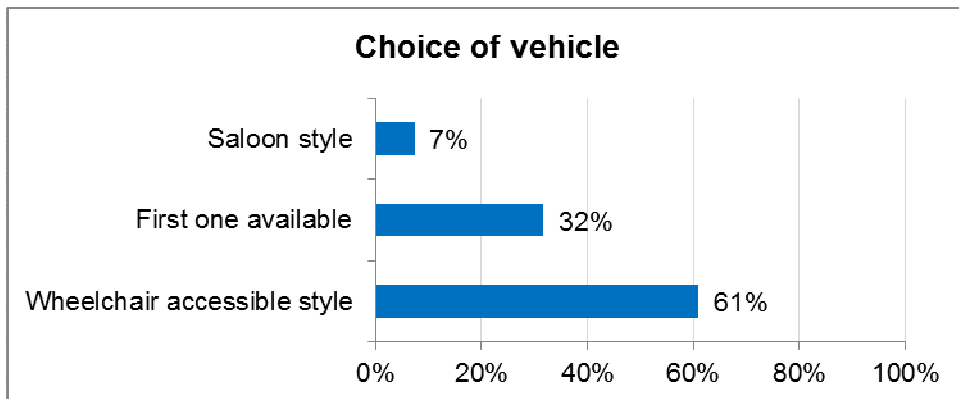
"I would prefer to go in from the rear like the car I used to drive."  
 However a more common problem was the size of wheelchairs whether or not side or rear loading.

*"I can't get my wheelchair up the ramp. It's too big for the door."*

*"We are both wheelchair users and none of the rank taxis can take us – we use a firm with a big van."*

*"I didn't realise that my wheelchair wouldn't go in the taxis when I bought it."*

The overall finding was that a third had no firm preference and would take the first vehicle available; that 7% preferred the saloon style and nearly two thirds a WAV with an estimated half of the latter having no choice but to use a WAV.



## **Conclusion**

The issue of accessibility in the hackney carriage fleet is challenging especially as many elderly and disabled people themselves do not agree on vehicle preferences or understand the difference between hackneys and private hire. Apart from wheel chair accessibility, many 'wheel chair accessible' vehicles also offer features of benefit to other disabled users such as a kneeling step, large floor space for guide dogs and highly visible grab rails for people with visual disabilities. In contrast there are some disabled people (especially those with ambulant disability) who prefer saloon cars but only when the sill height is suitable. Other features such as swivel seats would also be helpful.

In spite of these complexities, the current situation in Cambridge is generally satisfactory as regards to vehicle provision. Most disabled taxi users have found suitable providers who they often use exclusively by prebooking. In hailing from ranks there appears to be a good balance of supply between saloons and WAVs.

On the other hand there are issues which would improve the service for disabled taxi users which are summarised below:

- Daytime ranks at the market place and hospital.
- Customer care including disability awareness training for drivers.
- A clearer complaints or feedback system (using a panel of regular taxi users).
- More publicity for additional features of purpose build taxis such as the kneeling step and swivel seat.
- Consideration of introducing minimum standards for saloon hackneys such as sill heights, availability of swivel seats and minimum space.
- Better advice about where disabled people with larger space needs can find suitable vehicles to pre book. This would particularly apply to wheelchair users requiring rear access.
- More awareness of the fact that all hackneys charge the same fare (to counteract the perception that traditional 'black cabs' are more expensive).
- A better understanding of the difference between private hire and hackney carriage legislation.
- Consideration of support for disabled taxi users who cannot use concessionary fares on buses.





## **7. Licensed Vehicle Trade Consultation**

### ***Trade consultation***

A letter was issued to all Cambridge City Council licensed hackney carriage drivers inviting them to complete a questionnaire about their current operating practises and their reaction after the limit was taken off in 1998. The opportunity was given for drivers to either hand in or complete forms on Tuesday 17<sup>th</sup> July when a representative from CTS made themselves available on the two main ranks to hand out or collect / complete forms. A number of forms were completed or handed in on that day, with a total of 15 responses received either on the day or afterwards by post.

We were advised by several members of the trade that they did not wish to provide any information to this survey, partly for lack of confidence that the results would be kept confidential. There was also suggestion that several groups of drivers decided they should not return questionnaires.

### ***Private Hire Consultation***

This survey was focussed on hackney carriage drivers and vehicles and, apart from context setting, did not cover private hire operations in great detail. However, with the operation of many hackney carriages on private hire circuits, some responses received were from those focussing on or using the services of private hire companies. The lack of a private hire representative in the area also made it difficult to obtain views from this part of the licensed vehicle trade.

### ***Hackney Carriage responses***

Just 15 responses were received to the driver questionnaire. This is disappointing, and very different to some other areas we have recently undertaken work in (eg Watford). 12 were from those who drove hackney carriages, one from a private hire driver, and two from those who drove both hackney carriage and private hire vehicles. The results are therefore only indicative.

53% of drivers did not work longer on particular days than others, although the 47% who did work longer hours some days tended to work more in evenings and at weekends.

Most drivers owned their own vehicles, although 27% did rent, which is a relatively high proportion for an area where anyone can own a vehicle of either hackney carriage or private hire style if they so wish. 40% of vehicles were quoted as shared between drivers, consistent with other suggestions that double shifting is still important to the Cambridge City council hackney carriage fleet. Those using vehicles as a driver only tended to work the peak periods, weekends or evenings.

In general, the average hackney carriage driver had worked 11 years, whilst on the private hire side this was slightly higher at 14 years. Although hackney carriage drivers tended to work six days, against four for private hire vehicles, private hire drivers suggested they worked on average 70 hours compared to 56 for hackney carriage. These figures seem low and may be the result of the low level of response.

Respondents showed an even split between wheel chair and saloon style vehicles. Whilst most said passengers had no issue accessing their vehicle, some did say that people with disabilities found it hard to access some of the higher bodied wheel chair style vehicles, whilst one person made it clear they would always help someone to access their vehicle.

Some 53% of respondents with hackney carriages also worked for private hire circuits. They suggested an average of 25% of their work came from these circuits. Those working for private hire mainly worked for the largest private hire company.

For those responding to how they had changed working patterns in the years since the hackney carriage limit was removed, most were now working longer hours. An estimate of average wait time compared to earning time was 51%.

The highest number of respondents said they worked the station rank, followed by six using Parkside and five at St Andrew's Street.

Whilst the above results are generally sensible, there are some responses that appear biased by the very small response.

### ***Overall usage of hackney carriages***

The hackney carriage trade representative made their own estimate of vehicle and passenger usage at the railway station. For the 225 vehicles able to serve that location, each makes 1.5 trips in an hour. Factoring this by 12 hours, 6 days and 51 weeks provides some 1,239,300 trips per year from the station. Assuming an average occupancy of 2 persons per vehicle provides some 2,478,600 passengers taken from the station per year by hackney carriage. Using the rail statistics for the latest year available, this is around 60% of all passengers arriving at the station.

The representative said there were 10,000 jobs per day undertaken by the private hire companies. Assuming 1.5 passengers per vehicle, and factoring by 6 days and 51 weeks (to cover quieter periods), gives an estimated 4.59million passengers per year by private hire for the Cambridge area. They thought that buses carried around 18 million per year according to statistics they had been advised. Further discussion of these figures is undertaken in the conclusion section.

## 8. Responses to DfT Best Practice Guidance 2010

Annex A of the Best Practice Guidance (BPG) provides a list of useful questions to help assess the issue of quantity controls of hackney carriage licences.

This chapter takes the form of a response to each question based on the evidence identified earlier in this report. BPG questions are shown in ***bold italic*** with responses following in normal type.

***Have you considered the Government's view that quantity control should be removed unless a specific case that such controls benefit the consumer can be made?***

Yes, this report is the independent input to this consideration on behalf of Cambridge City Council.

***Questions relating to the policy of controlling numbers:  
Have you recently reviewed the need for your policy of quantity controls?***

Yes, this report forms a review of the need for the policy of quantity control of hackney carriages at this point in time in the Cambridge City Council area. Demand studies were undertaken regularly (at three yearly intervals) until removal of the limit in 1998. No other demand studies have occurred since that time.

***What form did the review of your policy of quantity controls take?***

This current review follows the DfT Best Practise Guidance April 2010 in undertaking a full review of the current situation in regard to the policy towards hackney carriage vehicle limits. It includes:

- A review of the background policies of the Council
- A rank survey program to identify current demand and supply
- Public consultation with people in the streets of Cambridge
- Stakeholder consultation with all groups recommended by the DfT Best Practise Guidance as far as people were available
- A detailed trade consultation including a drop-in consultation day to which all drivers were invited
- Consideration of the relevant section of the Equality Act

### ***Who was involved in the review?***

This review was undertaken by an independent consultant and included direct discussion with the following respondents:

- Local supermarkets
- Hotels in the area
- The local hospital
- A local Disability representative
- Greater Anglia rail operator
- Night life representatives including CAMBAC and the police
- Some councillors
- County social services and education transport providers
- A local cycle group

For the sake of clarity, the following respondents were contacted in a number of ways but had not responded by the time this Report was finalised:

- Local council highways and development control representatives

### ***What decision was reached about retaining or removing quantity controls?***

The decision regarding quantity controls is the subject of the final chapter, but is also a matter for decision by the committee appointed to make such decisions on behalf of Cambridge City Council.

### ***Are you satisfied that your policy justifies restricting entry to the trade?***

Please see the summary and conclusions section for guidance on conclusions from our review – ultimately this decision is for the local council to make.

### ***Are you satisfied that quantity controls do not:***

- ***Reduce the availability of taxis***
- ***Increase waiting times for consumers***
- ***Reduce choice and safety for consumers***

At the present time, there is no shortage of hackney carriage vehicles because there is no limit on their introduction. Any person providing a vehicle of the appropriate standard can currently still apply and obtain a vehicle licence.

***What special circumstances justify retention of quantity controls?***

This issue is ultimately for the Councillors to conclude, but there are currently significant issues with excess numbers of vehicles not having sufficient space to rank. Drivers are also working much longer hours, with potential impacts on passenger safety. The difficulty in making ends meet is putting drivers under severe emotional pressure which is leading to some arguments and strong competition even amongst the hackney carriage drivers, reducing levels of service to customers.

***How does your policy benefit consumers, particularly in remote rural areas?***

Cambridge City Council area is an urban area and rural areas do not exist within its tight boundaries.

***How does your policy benefit the trade?***

Should the Councillors be so minded, then a reinstatement of a limit on the number of hackney carriage vehicles could at the present time inject some stability in the trade and allow concentration on ensuring vehicles react to demand as a better rank provision is made, rather than focussing on trying to maintain a living with a greater number of vehicles becoming hackney carriage.

***If you have a local accessibility policy, how does this fit with restricting taxi licences?***

Local accessibility policy is currently under development, with a focus on ensuring those who have wheel chair accessible licensed vehicles are appropriately trained to use them. There are currently a high number of wheel chair accessible vehicles in the hackney carriage fleet (61%).

***Questions relating to setting the number of taxi licences:***

***When did you last assess unmet demand?***

Unmet demand was regularly assessed (every three years) until 1998 when the limit was removed and the need for such assessment also taken away.

***How is your taxi limit assessed?***

The limit has been assessed using industry standard techniques.

***Have you considered latent demand, ie potential customers who would use taxis if more were available, but currently do not?***

Yes, latent demand was considered by several methods, with the key method being through interviews with members of the public.

***Are you satisfied that your limit is set at the correct level?***

This is a matter for decision by the Council committee based on evidence following in our summary.

***How does the need for adequate taxi ranks affect your policy of quantity controls?***

The need for adequate taxi ranks which reflect the current economics and footfall of the main urban area is critical at this time. There are currently some 293 vehicles available for service. The main public rank used provides 6-7 spaces, whilst other time limited locations provide a small number of further spaces. There are other 24-hour and part time spaces which are little used by the trade.

The main space for ranking is a privately owned rank, to which not all hackney carriage vehicles have access (a limited number of supplementary permits are issued by the rail operator). The main section of rank gives 14 guaranteed spaces and a significantly larger number around the car park. This is not under the control of the Council and could be removed at any time were this felt to be important to the rail operator (although at present the operator is very pleased with, and keen on continuing this provision).

***Questions relating to consultation and other public transport service provision:***

***When consulting, have you included all those working in the market, consumer and passenger (including disabled groups), groups which represent those passengers with special needs, local interest groups, eg hospitals or visitor attractions, the police, a wide range of transport stakeholders, eg rail/bus/coach providers and traffic managers?***

See above, yes, all appropriate consultees have been taken into account.

***Do you receive representations about taxi availability?***

No

***What is the level of service currently available to consumers including other public transport modes?***

There are good rail and bus services available.

## 9. The Equality Act 2010

Whilst several sections of the Equality Act (EA) affect licensed vehicle operations, the key provision relevant to this report is the requirement under section 161 that any authority with a limit on the number of hackney carriage vehicle licences should issue licences to wheel chair accessible vehicles (WAV) until an agreed percentage of the fleet were such WAV style. The last guidance in regard to timescales for introduction of this regulation saw consultation occurring around this point in time – although nothing has yet been issued by the Department for Transport. Cambridge City Council currently has no limit and this section of the Act does not currently apply.

However, if a decision is made to re-apply a limit, the EA would then apply to a limited Cambridge City Council hackney carriage vehicle number.

The Equality Act is national legislation which cannot be amended by the council or its officers. Current thought suggests that the required proportion of WAV style vehicles expected for the Cambridge City Council area might be of the order of 35%. The Table below demonstrates that Cambridge City currently have more than sufficient wheel chair accessible vehicles to meet criteria up to and including 60% of the fleet.

Option	Total number of vehicles	Number of wheel chair accessible vehicles (WAV)	Percentage of fleet that are WAV
Current	293	113	61%
EA requirement	293	103	35%
<b>Criteria met up to 60% of fleet</b>			

### ***Potential responses to the Equality Act***

Cambridge City Council is currently compliant with the stipulation of the Equality Act Section 161 even if it reapplies a limit on hackney carriage numbers (otherwise Section 161 does not apply) as long as the proportion set does not exceed 60% of the fleet.





## **10. Summary and conclusions**

### ***Policy Background***

Cambridge City lies within the county of Cambridgeshire, who set the overall transport policy for the county and City. The latest Local Transport Plan includes plans for further pedestrianisation of the city centre including increased priority for bus services, who have seen major investment in recent years, including the Busway.

Cambridge City ceased to use its power to limit the number of hackney carriage vehicle licences in 2001, having undertaken regular studies of demand until that time. There has been no review of demand since that time.

### ***Industry Background***

Hackney carriage vehicle numbers are currently 293, an increase of some 144% since 1994. However, if the level at removal of the limit is taken, current numbers are almost exactly double that level. Private hire vehicles have fallen in number since 1997, partly due to transfer to hackney carriage, and partly arising from many vehicles now being registered in South Cambridgeshire.

Total licensed vehicles in the area have grown 26% since 1997, with the present total number of vehicles being at almost the highest ever level. Driver numbers have increased on the hackney carriage side, with an overall increase in licensed drivers of 11% since 1997.

Comparing provision of hackney carriages and private hire vehicles to other areas, Cambridge is the only authority within the comparison with over 2 hackney carriage vehicles per thousand of population. Cambridge has 60% more hackney carriage vehicles than the three nearest authorities, Fenland, Norwich and Sheffield, who have 1.5 vehicles per thousand of population.

When compared in terms of overall licensed vehicle fleet sizes, Cambridge has the third best provision, with over 4 licensed vehicles per thousand of population. Oxford and South Cambridgeshire both see higher overall vehicle provision.

In summary, those wanting both hackney carriage and private hire vehicles in Cambridge City enjoy an extremely healthy provision of both kinds of vehicle (with an emphasis on hackney carriage provision)

At present, any new hackney carriage must be wheel chair accessible and there are therefore 61% of the fleet of this style. Saloon vehicles have grandfather rights and therefore retain plate values as they can be replaced by saloon style vehicles, although any plates given up are then not replaced.

There appears to be double shifting in the hackney carriage fleet. No dual drivers exist and there are currently 1.73 drivers for every hackney carriage.

Fares appear reasonable for Cambridge, if anything slightly on the high side, being 29<sup>th</sup> equal nationally in terms of the two mile fare.

### ***Rank Survey results***

Some 187 hours of rank observations were undertaken towards the end of June 2012. Plate observations were undertaken on a further 18 hours, together with a four week continual review of the level of vehicles serving the main rank at Cambridge railway station.

The rank surveys found that 44% of passenger and 51% of vehicle movements occurred at the railway station rank. St Andrew's Street saw a further 38% of passengers and 33% of vehicles in a typical week. In absolute numbers, St Andrew's Street saw just under 12,300 passengers in the survey week, with just over 14,100 at the railway station.

Both main ranks saw over 100 passengers per hour for sustained periods throughout the day – and in some cases many more hours. At the railway station, we observed very few passenger delays attributable to any lack of hackney carriages. Delays were encountered at St Andrew's Street, although none were significant when taken in context.

Other ranks, particularly those at Parkside (all hours), Bridge Street (all hours) and Market Street (night only), saw some use, although a lot less than the two main ranks. Drummer Street saw 'passing' vehicles and was hardly ever used by passengers.

During our discussions we became aware that the mid-street Sidney Street rank sees significant night usage at times when clubs are closing, and we have added estimates for this usage into our overall estimates of patronage.

The ATC information and other discussions suggest the survey week was typical for the average Cambridge week of demand.

Our sample plate observations found nearly three quarters of the fleet active – a relatively high level. Whilst there were 93 plates seen at both ranks, 62 were only seen at St Andrew's Street, and 61 just at the station (partly reflecting the limited number of vehicles allowed to serve the station). On average vehicles returned to rank heads within 34-38 minutes of departure. This includes any waiting time at the rank.

The St Andrew's Street rank did see some passenger waiting. However, this may be related to the small size of this rank which can only at most take seven vehicles, and which is strongly policed to ensure congestion impacts are kept to a minimum on this street. Any vehicle leaving the back of the rank has to circulate to return, and may be tempted to find other demand as there is no guarantee of their being able to wait when they return. This can have the effect of restraining supply to the rank, even at times when there is high demand. If comparison is made to the station rank, where similar levels of demand occur without any delay to passengers arising from vehicles not being there that location has 14 spaces and an excellent feeder system allowing vehicles to be ready to meet any demand level. This suggests that more spaces and a good feeder system are needed at St Andrew's Street. This is discussed further in our conclusions and recommendations.

During review of the draft report, several made comment that they had personal experience of arriving at the station rank and finding they had to wait for hackney carriages to arrive. None were able to give specific dates and time this had occurred, though it is clear that there will be such times, given the high level of demand that can be provided from a single train arrival, and the high numbers of passengers who leave by hackney carriage. There are over 4 million passengers per year leaving the station – an average of 11,000 per day.

We would not deny that such occurrences must happen – and the Trade representative agrees – although many can be explained by effects of local traffic congestion at the present time. However, during our observations just one wait with no vehicle present was observed, and our traffic data suggested more vehicles were present in the weeks after our specific rank observations, suggesting that at the time of the survey, any such passenger waits were not significant. Also, our discussions with the station manager found they did not have any significant issue with any shortage of vehicles reported to them. It should also be pointed out that the number of vehicles allowed to purchase a permit at the station is currently limited to less than the total number of hackney carriage vehicles, so even if there was felt to be significant unmet demand at the station, it would be the rail company who would have to change their policy to allow more vehicles there.

### ***Public Consultation***

A 15 question survey was undertaken with a total of 410 persons in the Cambridge City Council area, with 60 near the Grafton Centre, and 50 in the Leisure Park. In terms of gender, the sample was very close to the statistical values for the area, although in age terms our sample contained less in the younger bracket, with the largest bias towards those in the middle group. We do not consider this will have overly biased our results

Cambridge City saw a relatively low level of recent use of licensed vehicles in the area– 44%. Part of this resulted from a higher number of non-local persons being interviewed (on average 24% were not from Cambridge), with this being the highest reason for not using a local licensed vehicle in the last three months. Car and cycle use were also given as reasons for not needing licensed vehicles. Taking into account stated frequencies of use, 1.9 trips per person per month were estimated, again relatively low.

Those obtaining licensed vehicles were almost equally split between rank use (49%) and phoning (of some form)(total of 46%). 4% hailed, relatively high compared to most locations who usually see less than 1% if any hailing.

For those who phoned, there was high loyalty to companies, and although the largest company was most frequently mentioned, some 11 different companies were named by respondents.

When asked specifically about hackney carriages, people tended to claim to use them less frequently than licensed vehicles overall. However, there was good knowledge of ranks and people also said they used most of the ranks, although the two main ranks dominated. This knowledge extended to those interviewed out of the city centre. The highest number of people named two ranks.

There was less interest in new ranks, although people said they would like to see both Market Street and Bridge Street available in the daytime.

There were very few people with issues with the hackney carriage service – suggesting a high level of satisfaction. This conclusion was strengthened by 28% of respondents taking time to say they had no issue.

In terms of increasing use of hackney carriages, 34% of those interviewed gave a response. Of these, 30% wanted more hackney carriages **to phone for**, 13% wanted more at ranks, and 10% wanted better vehicles. 42% stated 'other' and then asked for cheaper fares – the usual dominant response to this question.

There was very little known need for wheel chair accessible vehicles – although where there was a response, it was strongly in favour of wheel chair accessible vehicles rather than any other adapted style.

Apart from the Grafton Centre respondents, 89% would choose the first available vehicle at a rank. Those making a choice, including those at the Grafton Centre, went for a saloon style.

Insignificant numbers of people had given up waiting for hackney carriages with just three examples given in the entire sample. On average, for those responding, just 7% had ever given up waiting.

## ***Stakeholder Consultation***

Both supermarkets and hotels provided for their customers to call for licensed vehicles, and most used private hire vehicles. No issues of poor service were reported, although there did not seem to be many distinct free phones provided, compared to other places.

Night-time economy consultees generally felt there were sufficient vehicles, and many night clubs advised their customers to use the nearby ranks for travel home. Just one club felt there were insufficient vehicles available. None appeared to have agreements with private hire companies or dedicated phones. Marshals appeared to be highly valued and most appeared to want to see more of them.

The CAMBAC, police and parking representatives all made the point that there appeared to be too many vehicles available during the daytime, particularly seeking to rank on St Andrew's Street. This was felt to create congestion in that location which blocked other users of that road. It was suggested that this over-ranking was the main reason the County wished to move hackney carriages from this location.

Greater Anglia were very pleased with the service provided to their private rank at Cambridge railway station. Whilst they were keen to see a high number of vehicles in order to meet their high demand levels, they had also set a limit on the number of vehicles allowed to have the supplementary permit partly because of the lack of waiting space for more vehicles. The only improvements the rail operator would like would be some form of dress code for hackney carriage drivers.

A cyclist organisation was concerned about licensed vehicle driving standards, although they felt quite a few of those causing issue were not from the local fleet, but from the South Cambridgeshire fleet. They also felt it hard to complain in fear of retaliation.

Councillors are split on the issue if there are too many hackney carriages or not. Some felt there were times that people were unable to obtain hackney carriages, whilst others felt there were generally too many.

All were concerned about the potential loss of the St Andrew's Street rank. This is particularly felt to be an issue to those with limited mobility who would have to walk further to obtain a vehicle in the future.

There was concern about the long hours drivers were working, but councillors were unaware nothing could be done to restrict this. The main concern was the impact these long hours might have on driver alertness and safety.

An issue was also raised with reference to some disabled persons, particularly those with larger powered chairs, finding it hard to obtain a prompt service.

County social services / education transport users get very good service for simple taxi / driver requirements, but often have to obtain out of City companies to undertake contracts that require regular drivers and / or passenger assistants.

### ***Disability Research***

Additional research was undertaken including a mystery shopper exercise, a survey of 100 disabled users and specific disability focussed stakeholder interviews.

It was found that 59% of those interviewed had no access to a car, and that many of the others were dependant on being given lifts. Many used buses or a lift in one direction and a licensed vehicle for their return trip.

A third used a licensed vehicle once a week or almost daily. Even those making less frequent trips made it clear how important to them the licensed vehicle trips were.

Few chose to hail a hackney carriage, principally because they had bad experiences of being ignored.

There was a common confusion between what was a hackney carriage and a private hire vehicle amongst those interviewed. It transpired that those saying they had given up trying to get a hackney carriage were actually trying to phone for a vehicle and unable to get an appropriate vehicle.

14% of respondents had no problems with hackney carriages. However, the top issue related to cost, with many referring to others they knew who were able to obtain taxicards, particularly if they could not use buses for which they had free passes.

Others felt drivers made comments inappropriate to their disability.

Only 7% wanted ranks elsewhere – the most common being at the hospital and in Market Street.

For the disability respondees, two thirds would choose a wheel chair accessible vehicle at a rank, with around one third unable to use any other sort of vehicle. There was an issue with the size of wheel chairs, particularly powered ones, and the vehicles available to those passengers.

The research suggests that the current situation in Cambridge is generally satisfactory as regards to vehicle provision. Most disabled users have found suitable providers who they often use exclusively by pre-booking. Hailing from ranks appears to give a good balance between saloons and wheel chair accessible vehicles.

Issues that would improve the service for those with disabilities include:

- Daytime ranks near the market and at the hospital.
- Customer care including disability awareness training for drivers.
- A clearer complaints or feedback system, possibly using a panel of regular taxi users.
- More publicity for additional features of purpose built vehicles such as the kneeling step and swivel seat.
- Minimum standards for saloon hackneys including sill heights, minimum space and swivel seats.
- Better advice of where those needing larger spaces can find suitable vehicle to pre-book – particularly those needing rear access.
- More awareness of the fact that all hackneys charge the same fare to counteract the perception that traditional black cabs are more expensive.
- A better understanding of the current difference between private hire and hackney carriage legislation
- Consideration of support for disabled licensed vehicle users unable to use their concessionary fare pass because buses are inaccessible to them.
- An information booklet explaining the features of different hackney vehicles and the service in general geared to the particular needs of disabled taxi users including on advice as to which sizes and styles of wheelchair fit into different makes of WAVs.

### ***Trade Consultation***

A letter was widely issued to all drivers including a questionnaire and opportunity to provide direct feedback to a representative of CTS on a drop-in consultation day on Tuesday 17<sup>th</sup> July. Following trade agreement, the representative made themselves available at the two main ranks, plus offering a timed discussion slot at a quieter rank if required. The latter option was not taken up.

Overall just 15 questionnaires were completed – a very disappointing response. This means the results below are only indicative. There was evidence of a shared decision not to take part in the consultation, again very disappointing.

47% of drivers were found to work longer hours, mainly in evenings and at weekends. Some 27% of drivers rented vehicles, a relatively high proportion where people can get a hackney carriage vehicle of their own if they want one. 40% of vehicles were claimed to be shared, with the extra hours available usually being undertaken in evenings and weekends.

Average times in the trade were between 11 and 14 years, with 56-70 hours worked per week (hackney carriage and private hire respectively). Some drivers admitted that those with disabilities had issues using the larger vehicles, but one driver said they would help anyone who needed assistance, negating any design issues.

53% of hackney carriage drivers also worked on private hire circuits, accounting for a quarter of their work.

For those working before the limit was removed, most said they now worked longer hours. Around 51% of working hours were waiting for fares.

### ***Overall usage of licensed vehicles***

Taking the results from the rank surveys, public attitudes and trade information, an estimate can be made of the annual usage of licensed vehicles in Cambridge.

Just over 31,000 hackney carriage passenger trips are estimated from the rank survey work. The public attitude results suggest a further 4% of trips will be made by hailing of hackney carriages. This increases the number of passengers per week to just under 32,400. When factored to a full year, this suggests an estimate of nearly 1.7 million passengers travelling in hackney carriages in Cambridge. However, the trade representative felt this was an underestimate, with a suggestion that some 2.5 million passenger trips were made from the station per year, which would provide in the order of 5.7 million passenger trips per year given the proportion of trade we estimated from the railway station rank.

The trade representative suggested private hire passenger trips were in the order of 4.59 million per year, giving a combined total of between 6.3 and 10.3 million passengers per year carried by licensed vehicles in Cambridge. This compares very favourably with the estimated 18 million bus trips estimated for Cambridge reported by the trade representative (Cambridge station provides some 8.2 million two-way passengers per year).

Our research also confirms that many passenger trips are in one direction by bus and return (or otherwise) by hackney carriage or private hire – demonstrating that licensed vehicles are an essential part of public transport for the City.

### ***Equality Act***

Cambridge is well placed in regard to Section 161 even if it applies a limit on the number of hackney carriage vehicles (at present Section 161 will not apply).

### ***Best Practice Guidance***

A review of the questions posed in the BGP was undertaken and is presented in an earlier Chapter

### ***Conclusions***

Our review of hackney carriage usage and operation in the City of Cambridge finds a very active and essential service being provided for those who need hackney carriage vehicles in the City. Taking all factors into account, **we do not consider there is currently any significant demand for the services of hackney carriages which is unmet.**



Rank service is dominated by the private railway station rank (to which a supplementary charged permit is required, the number of which are limited), and the St Andrew's Street rank. Other ranks serve specific needs, although there are some important night ranks in use.

The two main ranks serve passengers very well. The principal issue with these two ranks is the small size of the St Andrew's Street rank and its lack of suitable practical feeder spaces. In the ideal world, the rank would serve passengers much more effectively if it had 10 rank spaces and a practical way that Drummer Street rank could feed this location. This would also enable a very strong line to be taken on over-ranking at this location which would remove the issue and allow the rank to remain in this important location.

It is absolutely essential that the St Andrew's Street rank is not moved from its current location, which is currently the only point that pedestrians from the city centre can readily access hackney carriages. It is very likely that any change to this current provision would reduce the number of people using hackney carriages to leave the area during the daytime, and given many of these are choosing to use this mode of transport, would either lead to an inordinate increase in private vehicles, or a loss of trade to other locations outside the city centre.

Both the station and St Andrew's Street ranks are essential parts of public transport provision in the City, and their location and access must be maintained (and improved where possible) to ensure that passengers feel able to make full use of these locations.

Private hire vehicles undertake an estimated 4.59 million passenger trips per year, with the range of hackney carriage usage between 1.7 and 5.7 million, compared to an estimate of 18 million for bus passengers.

Provision of hackney carriages compared to other authorities nearby and other similar authorities is very favourable to Cambridge, with over 2 hackney carriages per thousand of resident population. This level is 60% higher than that provided in Norwich and Sheffield, the areas with the next highest levels of hackney carriage provision. Overall licensed vehicle provision is exceeded by Oxford and South Cambridgeshire given the relatively low number of private hire vehicles registered by Cambridge City (arising from many being registered with South Cambridgeshire, hence their high level of private hire provision to population).

Interestingly, despite anyone being able to obtain a new hackney carriage vehicle license at any time, the level of double-shifting of vehicles remains high. We were advised that this arises to cover the cost of having to invest in and maintain a wheel chair accessible vehicle. This does, however, mean that most vehicles are active for longer periods than they could be with single ownership and driving. This is good practice and maximises availability as well as making good use of resources.

Drivers in the Cambridge area have a strong focus on doing their best to maximise their income. This can sometime be in the face of factors that appear to be working against them – such as the restraint on vehicles waiting in St Andrew’s Street. There was a fear of sharing information with this study which was unfortunate as it prevented us from better understanding their needs and current patterns of working. There is some evidence that the current volume of vehicles available is taking driver focus away from serving passengers to one where they are trying to maximise the number of fares obtained, which in the long run can lead to poorer passenger service and safety issues. Safety issues arise from longer working hours, less ability to focus on vehicle maintenance, and trying to get back to the ranks as soon as practicable (and obtain the best possible space in the queue).

Overall, the current hackney carriage and private hire fleets work very well for those needing licensed vehicle services in the City, and this fleet is very worthy of any support that can be given to ensure that it can continue to deliver and improve delivery of this important contribution to public transport. There is a clear willingness from those involved in transport within the County to work with appropriate representatives to ensure this occurs.

Discussion with stakeholders and public representatives suggests there might be scope for building up ranks to serve demand in the proximity of the Grafton Centre, and possibly at the hospital, although the latter might be more difficult. There is also need to consider a rank that would better serve passengers to the railway station – perhaps in Kings Parade where there is a large pedestrian footfall but currently a lot of kerb space used for other purposes. Other than this, it is clear there is little or no additional space for ranks in the City, and that it will be increasingly hard to fit any further hackney carriages onto the city streets.

## 11. Recommendations

### ***Limits on the number of hackney carriage vehicles***

With the lack of any significant unmet demand, the Council has the option of applying a limit to the number of hackney carriage vehicles. A limit set at the number of vehicles existing on the date of the committee meeting, plus satisfactory completion of any applications under way on that date would be appropriate. This would require no new applications to be allowed from the night of the meeting to avoid any sudden rush of applications which would be counter to the aims of setting a limit.

Technically we believe that application of a limit on vehicle numbers would be the best option for the following reasons:

- It would assist the resolution of the over-ranking issue at St Andrew's Street
- It would obviate the issue that there is little roadspace for more vehicles to wait in the central area
- Current revenue would not be further diluted by any new vehicles added
- It would stop the current trend towards working longer hours and would therefore bring benefits in passenger and driver safety
- Drivers would feel able to know how much they can spend on maintenance
- It would give the opportunity for the council to work with drivers to raise vehicle and driver standards and provide further training
- Driver focus would be on developing their current customer base rather than fighting with each other for trade
- There would be an immediate improvement of driver morale which would assist passenger experience and safety

The alternative option would be to retain the current unlimited vehicle number policy. Were the alternative option of retaining current policy to be taken forward, the following issues would have to be dealt with:

- The rank in St Andrew's Street would suffer further over-ranking and might most likely be lost with the bus scheme as an ability to solve the congestion issue would be much less likely
- The issue of excess vehicles trying to gain access to passengers in the city centre would be very difficult to control as the number of vehicles would be uncontrolled – any extra rank spaces might be quickly filled by new applicants
- The issue of safety arising from the continued increase of working hours by drivers would have to be considered
- The potential for loss of confidence of stakeholders affected by excess numbers of vehicles seeking to find rank space in the city would need to be addressed
- Significant time would be needed to prevent vehicles from causing congestion – which would have to come from parking or highway budgets as this is not part of the licensing remit

- A way would have to be found to ensure drivers would focus on serving passengers rather than seeking fares – a very difficult matter
- Strict maintenance checks would be needed which might result in the loss of more expensive maintenance wheel chair accessible vehicles from the fleet.

### ***Other Elements of the Action Plan***

Alongside the decision in regard to limiting vehicle numbers, or otherwise, a number of other actions would help develop the current licensed vehicle service in the Cambridge area.

The great relationship between Greater Anglia rail operator and the hackney carriage trade must be valued and maintained by all parties.

The most critical need is to review and enhance the central area rank operation. The principal aim must be to ensure that the St Andrew's Street rank can remain in its present location. This needs agreement between the county and trade to ensure that over-ranking and the resulting congestion and safety issues are understood and not tolerated.

The Trade must be significantly involved in the present consultation about the Better Bus Area development, and in negotiations with regard to the CB1 development.

If it were possible to provide three extra spaces in the section of St Andrew's Street behind the current rank, that would be practically beneficial to the rank operation. A clear way then needs to be found to link the rank to the spaces in Drummer Street so that any excess vehicles wait at that location and feed round to the main rank.

At the same time, a five space rank should be sought in the far end of King's Parade. This would need to be signed from the main pedestrian area and well-advertised. The trade would need to agree to provide vehicles to service this rank whilst people became used to the new location.

Consideration should be given to making the current Bridge Street two space rank formally available at all times.

Significant thought must be given to providing a practical rank for the Grafton Centre, and ensuring this is used by both passengers and vehicles to allow it to develop.

This Report should be made available to county and city representatives to demonstrate to them the value of the licensed vehicle service to the City and county. The need to ensure maintained or improved ranks and access must be clearly communicated to everyone involved in developing Cambridge. This is critical to the continued economic well-being of the area.

More information needs to be provided on web sites and tourist sites explaining the availability and costs of using the hackney carriage and private hire services. Current usage by those visiting the city appears low and marketing should increase this.

Better information needs to be provided to sign those in the large pedestrianized city central area to ranks by the shortest practical route, perhaps including information about if vehicles are available. This will be very important if the extra ranks can be obtained.

The current choice of vehicle types in the hackney carriage fleet for those with disabilities is very wide, and well appreciated. Opportunity should be taken to advertise this better, as well as opportunities taken for the trade to meet those with disabilities to demonstrate the available options. This could take the form of a booklet produced showing the vehicles and their advantages, or funding could be identified for roadshow type events to showcase the options available.

There is need to ensure regularisation of private hire pick-ups near the railway station, which is presently causing friction with both hackney carriage and the station operator and which could easily be resolved in the same manner that the station has an agreement with the main private hire operator. This might require action on behalf of the licensing section – or at least discussion between the rail operator and licensing section to see how this regularisation might be achieved.

Some method of recording times that people arrive at the station and find no vehicles waiting needs to be identified so that this issue can be better bottomed out and understood. This may include the Trade recording periods that traffic congestion affects their ability to serve passengers.

Investment in disability awareness training for drivers would bring significant benefits to the area, to passengers, and to drivers in terms of increase patronage of their services, as well as better job satisfaction as awkward situations would be minimised.

Consideration needs to be given by the licensing section and trade to better ways in which complaints can be received, recorded and dealt with. This must ensure the confidentiality of those complaining, and a no-blame culture on behalf of drivers. Complaints must be treated as opportunities for development and improvement rather than as difficulties, criticisms or intrusions into driver ability.

Those responsible for subsidising public transport need to give careful thought to those unable to use even the highly accessible public transport currently on offer in the Cambridge area.

There is need to identify a way by which individual drivers would feel able to share more details of their current operations so that a clear picture can be built up of the present parameters of the operation as

well as it being much easier to identify issues and resolve them. Had there been better information available about earnings and usage from the driver side, this report could have provided a much firmer estimate of the actual number of hackney carriages needed in the area, rather than just a conclusion that there are currently sufficient numbers.







## Appendix 1 – Detailed Rank Observations

### Cambridge, St Andrew's Street Rank, Friday 22<sup>nd</sup> June 2012, 1000 – 0400

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mmins)	Average passenger waiting time in an hour (m:ss)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	30	30	23	6	29	0:06:50	0:07:35	0:17:00						
11	39	49	29	4	33	0:09:09	0:10:00	0:18:00			No passenger waits			
12	53	79	52	3	55	0:05:43	0:05:53	0:11:00						
13	42	78	43	3	46	0:04:51	0:05:09	0:15:00	0:13	1:42	10	0	0	4
14	58	105	59	0	59	0:03:26	0:03:26	0:09:00	0:14	2:24	10	0	0	4
15	66	115	66	0	66	0:01:26	0:01:26	0:05:00	1:13	3:18	36	6	0	10
16	88	108	67	9	76	0:03:46	0:03:55	0:16:00	0:12	1:30	15	0	0	3
17	57	105	67	2	69	0:03:59	0:04:02	0:09:00	0:07	1:42	7	0	0	2
18	66	107	61	5	66	0:04:35	0:04:50	0:10:00	0:11	1:36	12	0	0	2
19	66	128	54	5	59	0:05:27	0:05:30	0:26:00	0:04	1:00	9	0	0	1
20	41	78	37	6	43	0:07:59	0:08:37	0:21:00			No passenger waits			
21	53	96	48	6	54	0:05:36	0:05:45	0:13:00			No passenger waits			
22	62	90	52	9	61	0:06:32	0:07:05	0:17:00	0:03	1:00	4	0	0	1
23	68	131	69	4	73	0:04:50	0:05:04	0:12:00			No passenger waits			
00	73	91	52	6	58	0:12:02	0:12:35	0:21:00			No passenger waits			
01	77	109	60	5	65	0:10:30	0:11:08	0:24:00			No passenger waits			
02	68	156	81	5	86	0:06:40	0:06:58	0:16:00			No passenger waits			
03	116	259	105	13	118	0:01:34	0:01:40	0:07:00	1:32	3:12	111	11	0	7
04	n/a	19	7	0	7	n/a	n/a	n/a			No passenger waits			
<b>TOTALS</b>	<b>1123</b>	<b>1933</b>	<b>1032</b>	<b>91</b>	<b>1123</b>		n/a		0:20	3:00	214	17	0	10

## Cambridge, St Andrew's Street Rank, Thursday 28<sup>th</sup> June 2012, 1200 – 0000

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
11	10	0	0	0	0	0:08:54	0:09:20	0:14:00			No passenger waits			
12	32	46	37	5	42	0:09:52	0:10:45	0:18:00	0:17	4:18	2	1	0	6
13	53	56	42	4	46	0:07:44	0:07:28	0:18:00	0:24	3:42	6	0	0	5
14	56	95	57	2	59	0:04:43	0:04:39	0:12:00			No passenger waits			
15	69	104	65	1	66	0:04:48	0:04:48	0:10:00			No passenger waits			
16	55	85	50	7	57	0:07:17	0:08:07	0:22:00			No passenger waits			
17	63	98	63	2	65	0:01:59	0:02:00	0:09:00	0:44	3:00	24	0	0	4
18	52	81	47	3	50	0:06:51	0:07:12	0:15:00	0:04	6:00	0	1	0	6
19	40	50	38	2	40	0:08:37	0:09:05	0:15:00			No passenger waits			
20	31	49	26	5	31	0:13:02	0:15:12	0:23:00			No passenger waits			
21	33	70	33	3	36	0:08:53	0:09:10	0:18:00			No passenger waits			
22	55	88	52	5	57	0:04:29	0:04:46	0:12:00	0:05	2:42	3	0	0	3
23	70	130	60	10	70	0:03:57	0:04:21	0:09:00	0:21	3:00	15	0	0	4
00	1	0	0	1	1	0:00:00	0	0			No passenger waits			
<b>TOTALS</b>	<b>620</b>	<b>952</b>	<b>570</b>	<b>50</b>	<b>620</b>				<b>0:10</b>	<b>3:19</b>	<b>50</b>	<b>2</b>	<b>0</b>	<b>6</b>

# Cambridge, Drummer Street Rank, Wednesday 20<sup>th</sup> June 2012, 1000 – 2000

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	1					0:02:00	0							
11	5	4	1	4	5	0:08:36	0:02:00	0:02:00			No passenger waits			
12	1	0	0	2	2	0:08:00	0	0						
13	3	0	0	1	1	0:10:40	0	0						
14	5	2	2	5	6	0:01:24	0:00:30	0:01:00	0:30	1:00	1	0	0	1
15	5	2	1	4	5	0:01:48	0:01:00	0:01:00			No passenger waits			
16	4	1	1	3	6	0:03:00	0:00:00	0:00:00	2:00	2:00	1	0	0	2
17	4	1	1	3	5	0:02:15	0:00:00	0:00:00						
18	5	0	0	5	5	0:03:00	0	0			No passenger waits			
19	1	1	1	0	0	0:01:00	0:01:00	0:01:00	2:00	2:00	1	0	0	2
TOTALS	2	0	0	2	3	0:02:00	0	0			No passenger waits			
<b>TOTALS</b>	<b>36</b>	<b>11</b>	<b>7</b>	<b>29</b>	<b>36</b>				<b>0:27</b>	<b>1:40</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>2</b>

## Cambridge, Drummer Street Rank, Saturday 23<sup>rd</sup> June 2012, 1000 – 2000

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	7	1	1	6	7	0:02:43	0	0	5:00	5:00	1	0	0	5
11	1	0	0	1	1	0:04:00	0	0			No passenger waits			
12	1	0	0	1	1	0:05:00	0	0			No passenger waits			
13	3	5	1	2	3	0:01:00	0	0	1:00	1:00	5	0	0	1
14	4	1	1	1	2	0:04:15	0:01:00	0:01:00			No passenger waits			
15	6	4	3	4	7	0:02:00	0:02:15	0:06:00	0:30	2:00	1	0	0	2
16	2	4	2	1	3	0:02:30	0:00:00	0:00:00	0:30	1:00	2	0	0	1
17	3	0	0	3	3	0:02:40	0	0			No passenger waits			
18	3	0	0	3	3	0:02:00	0	0			No passenger waits			
19	4	2	1	3	4	0:01:30	0:01:00	0:01:00	3:00	3:00	2	0	0	3
<b>TOTALS</b>	<b>34</b>	<b>17</b>	<b>9</b>	<b>25</b>	<b>34</b>				<b>1:11</b>	<b>1:49</b>	<b>11</b>	<b>0</b>	<b>0</b>	<b>5</b>

# Cambridge, Parkside Rank, Saturday 23<sup>rd</sup> June 2012, 1000 – 2000

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	3	1	1	1	2	0:08:40	0:12:00	0:12:00			No passenger waits			
11	4	1	1	4	5	0:02:30	0:00:00	0:00:00			No passenger waits			
12	9	2	2	7	9	0:06:00	0:00:30	0:01:00	2:30	5:00	1	0	0	5
13	4	3	3	1	4	0:07:00	0:09:00	0:18:00			No passenger waits			
14	5	3	2	2	4	0:02:36	0:03:40	0:10:00	2:42	2:42	2	1	0	6
15	6	4	4	3	7	0:01:50	0:01:00	0:02:00			No passenger waits			
16	6	5	4	2	6	0:01:00	0:01:00	0:02:00	1:48	4:30	1	1	0	6
17	9	9	5	4	9	0:02:00	0:02:12	0:04:00	0:27	4:00	2	0	0	4
18	8	8	5	2	7	0:03:45	0:02:48	0:06:00			No passenger waits			
19	1	0		2	2	0:03:00	0	0			No passenger waits			
<b>TOTALS</b>	<b>55</b>	<b>36</b>	<b>27</b>	<b>28</b>	<b>55</b>				<b>0:50</b>	<b>3:45</b>	<b>6</b>	<b>2</b>	<b>0</b>	<b>6</b>

# Cambridge, Market Street, Friday 22<sup>nd</sup> June 2012, 1800 – 0500

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
	3	2	1	2	3	0:01:00	0:00:00	0:00:00			No passenger waits			
	1	2	1		1	0:02:00	0:02:00	0:02:00	13:00	13:00	0	0	2	13
<b>TOTALS</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>4</b>				<b>6:30</b>	<b>13:00</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>13</b>

Note – no vehicles or passengers in other hours observed

# Cambridge, Market Street, Friday 22<sup>nd</sup> June 2012, 1800 – 0500

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
00	1	0	0	1	1	0:01:00	0	0						
01	2	0	0	2	2	0:04:30	0	0						
02	1	0	0	1	1	0:03:00	0	0						
03	3	4	1	2	3	0:06:00	0:02:00	0:02:00						
04	5	0	0	4	4	0:02:12	0	0		No passenger waits				
05	10	12	6	4	10	0:04:24	0:05:26	0:11:00						
06	18	43	12	5	17	0:08:27	0:10:09	0:21:00						
07	18	17	6	12	18	0:04:23	0:03:48	0:13:00						
08	0	2	1	1	2	0	0	0						
<b>TOTALS</b>	<b>58</b>	<b>78</b>	<b>26</b>	<b>32</b>	<b>58</b>									

Note – no vehicles or passengers in other hours observed

**Cambridge, Market Street, Saturday 23<sup>rd</sup> June 2012, 1800 – 0500**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
1801	2	2	1	1	2	0:07:30	0	0			No passenger waits			
1802	1	2	1	0	1	0:00:00	0	0						
<b>TOTALS</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>3</b>									

Note – no vehicles or passengers in other hours observed



# Cambridge, Market Street, Saturday 23<sup>rd</sup> June 2012, 1800 – 0500

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
18	2	0	0	2	2	0:00:30	0	0						
19	0	0	0	0	0	0	0	0			No passenger waits			
21	2	0	0	2	2	0:05:30	0	0						
22	0	0	0	0	0	0	0	0						
23	4	9	3	1	4	0:05:15	0:00:20	0:01:00	1:53	2:24	7	0	0	3
00	7	12	3	4	7	0:01:34	0:02:40	0:05:00	0:50	2:00	5	0	0	2
01	13	20	6	5	11	0:03:37	0:04:34	0:21:00	0:09	3:00	1	0	0	3
02	17	26	8	10	18	0:03:32	0:03:30	0:19:00						
03	8	14	5	4	9	0:03:07	0:04:00	0:13:00			No passenger waits			
<b>TOTALS</b>	<b>53</b>	<b>81</b>	<b>25</b>	<b>28</b>	<b>53</b>				<b>0:22</b>	<b>2:18</b>	<b>13</b>	<b>0</b>	<b>0</b>	<b>3</b>

Note – no vehicles or passengers in other hours observed

# Cambridge, Bridge Street, Saturday 23<sup>rd</sup> June 2012, 1000 – 0500

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	3	2	2	1	3	0:01:40	0:02:00	0:03:00						
11	2	0	0	2	2	0:07:30	0	0						
12	0	0	0	0	0	0	0	0						
13	0	0	0	0	0	0	0	0						
14	0	0	0	0	0	0	0	0			No passenger waits			
15	1	4	1	0	1	0:01:00	0:01:00	0:01:00						
16	1	4	1	0	1	0:01:00	0:01:00	0:01:00						
17	1	4	1	0	1	0:01:00	0:01:00	0:01:00						
18	3	6	2	0	2	0:03:40	0:04:00	0:07:00						
19	3	3	1	3	4	0:01:40	0:02:00	0:02:00	3:00	3:00	3	0	0	3
20	2	0	0	2	2	0:02:30	0	0						
21	7	0	0	7	7	0:03:26	0	0						
22	4	6	1	3	4	0:02:00	0:03:00	0:03:00						
23	4	4	2	2	4	0:02:45	0:04:00	0:05:00						
00	2	4	2	0	2	0:01:00	0:01:00	0:01:00			No passenger waits			
01	1	2	1	0	1	0:01:00	0:01:00	0:01:00						
02	0	0	0	0	0	0	0	0						
03	2	5	2	0	2	0:01:00	0:01:00	0:01:00						
<b>TOTALS</b>	<b>36</b>	<b>44</b>	<b>16</b>	<b>20</b>	<b>36</b>				<b>0:12</b>	<b>3:00</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>3</b>

Note – no vehicles or passengers in other hours observed

# Cambridge, Jesus Lane, Saturday 23<sup>rd</sup> June 2012, 2200 – 0300

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
2200	6	2	1	5	6	0:01:30	0:00:00	0:00:00						
2300	2	8	2	0	2	0:03:00	0:03:00	0:06:00						
0001	1	1	1	0	1	0:00:00	0:00:00	0:00:00						No passenger waits
0102	1	0	0	0	0	0:16:00	0	0						
0200	0	0	0	0	0	0	0	0						
<b>TOTALS</b>	<b>10</b>	<b>11</b>	<b>4</b>	<b>6</b>	<b>10</b>									

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## Cambridge, Railway Station, private rank, Wednesday 20<sup>th</sup> June 2012, 1200 – 0300

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
11	10	0	0	0	0	0:08:45	0:08:45	0:13:00						
12	64	94	68	4	72	0:09:40	0:09:54	0:22:00						
13	66	92	66	1	67	0:00:41	0:00:41	0:01:00						
14	89	105	72	0	72	0:04:43	0:04:43	0:18:00						
15	76	82	67	2	69	0:13:22	0:13:38	0:21:00						
16	72	85	70	4	74	0:13:17	0:13:56	0:21:00						
17	88	114	93	1	94	0:03:46	0:03:40	0:10:00						
18	109	130	109	2	111	0:03:16	0:03:16	0:13:00						
19	129	161	126	1	127	0:04:57	0:04:58	0:19:00						No passenger waits
20	130	142	108	4	112	0:09:01	0:09:13	0:17:00						
21	71	112	84	3	87	0:15:28	0:15:42	0:22:00						
22	77	99	81	1	82	0:05:55	0:05:55	0:14:00						
23	63	100	76	1	77	0:13:49	0:14:01	0:35:00						
00	59	61	48	3	51	0:06:53	0:07:01	0:33:00						
01	23	34	28	3	31	0:06:55	0:06:15	0:15:00						
02	1	0	0	1	1	0:02:00	0	0						
<b>TOTALS</b>	<b>1127</b>	<b>1411</b>	<b>1096</b>	<b>31</b>	<b>1127</b>									

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## Cambridge, Railway Station, private rank, Friday 22<sup>nd</sup> June 2012, 0800 – 0400

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	waiting time in an hour (mins)	Average passenger waiting time, those waiting	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
07	6					0:07:30	0:07:30	0:08:00						
08	63	84	68	0	68	0:01:27	0:01:27	0:07:00						
09	115	147	115	1	116	0:01:39	0:01:40	0:08:00						
10	114	146	104		104	0:02:36	0:02:36	0:09:00						
11	98	137	103		103	0:02:13	0:02:13	0:10:00						
12	89	130	94		94	0:01:07	0:01:07	0:06:00						
13	73	95	73		73	0:00:44	0:00:44	0:02:00						
14	77	98	71	2	73	0:04:47	0:04:54	0:13:00						
15	62	103	66		66	0:00:40	0:00:40	0:01:00						
16	57	83	56		56	0:00:56	0:00:56	0:03:00					No passenger waits	
17	69	99	70		70	0:00:53	0:00:53	0:02:00						
18	80	101	79		79	0:00:46	0:00:46	0:02:00						
19	184	236	174	1	175	0:01:27	0:01:27	0:08:00						
20	146	158	122		122	0:10:56	0:11:00	0:20:00						
21	98	140	109	7	116	0:10:42	0:11:16	0:22:00						
22	94	104	77	2	79	0:11:22	0:11:29	0:26:00						
23	69	123	94	6	100	0:11:44	0:12:18	0:35:00						
00	69	69	58	4	62	0:07:34	0:07:42	0:44:00						
01	47	31	54		54	0:07:08	0:07:08	0:32:00						
02	0	0	0	0	0	0	0	0						
<b>TOTALS</b>	<b>1610</b>	<b>2084</b>	<b>1587</b>	<b>23</b>	<b>1610</b>									

Note – no vehicles or passengers in other hours observed

# Cambridge, Railway Station, private rank, Saturday 23<sup>rd</sup> June 2012, 0500 – 0500

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Average vehicle waiting time for a fare (maximum)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)	
05	3	0	2	0	2	0:19:00	0:19:00	0:43:00						
06	8	0	7	0	7	0:22:08	0:22:08	0:37:00						
07	11	0	7	0	7	0:27:00	0:27:00	0:42:00						
08	31	1	36	0	36	0:12:41	0:12:41	0:27:00						
09	63	23	49	1	50	0:09:09	0:09:16	0:21:00						
10	60	85	57	2	59	0:11:34	0:11:49	0:22:00						
11	93	163	96	1	97	0:04:50	0:04:53	0:15:00						
12	104	171	107	1	108	0:02:23	0:02:23	0:07:00						
13	100	159	102	1	103	0:06:21	0:06:19	0:17:00						
14	88	137	80	1	81	0:08:38	0:08:43	0:23:00					No passenger waits	
15	71	112	75	1	76	0:07:19	0:07:23	0:15:00						
16	73	107	69	1	70	0:03:16	0:03:17	0:12:00						
17	82	117	74	0	74	0:13:59	0:13:59	0:23:00						
18	99	174	114	1	115	0:04:33	0:04:33	0:14:00						
19	113	153	92	3	95	0:08:02	0:08:03	0:18:00						
20	118	173	102	11	113	0:12:45	0:13:54	0:32:00						
21	67	114	76	3	79	0:11:36	0:11:49	0:30:00						
22	55	51	39	7	46	0:23:01	0:25:01	0:37:00						
23	84	131	94	11	105	0:06:36	0:05:43	0:23:00						
00	80	91	77	2	79	0:07:34	0:01:09	0:12:00	0:01	2:00	1	0	0	2
01	76	95	72	4	76	0:01:10	0:07:10	0:29:00						
02	6	2	2	5	7	0:06:55	0:17:00	0:17:00						No passenger waits
03	0	1	0	0	0	0:06:30	0	0						
04	2		1	1	2	0:07:30	0:10:00	0:10:00						
<b>TOTALS</b>	<b>1487</b>	<b>2060</b>	<b>1430</b>	<b>57</b>	<b>1487</b>									







## Appendix 2 Stakeholder Feedback Diary

Chapter	Stakeholder Group / Person	Date	Time	Views returned?
5	<b>Supermarkets</b>			
	Asda, Coldhams Lane	15/08	1114	Y
	Marks and Spencer, Coldhams Lane	15/08	1116	Y
	Waitrose, Fitzroy Street	15/08	1125	Y
	Sainsbury's, Brooks Road	15/08	1120	Y
5	<b>Hotels</b>			
	University Arms Hotel	15/08	1135	Y
	The Castle Bed and Breakfast	15/08	1140	Y
	Royal Cambridge Hotel	15/08	1138	Y
5	<b>Hospitals</b>			
	Cambridge Hospital	20/08		Y
5	<b>Pubwatch / night clubs</b>			
	Cambridge Businesses Against Crime (CAMBAC) Vicky Hornsby	15/08	1240	Y
	Lola Lo	24/8		Y
	Ballare	24/8		Y
	Mitre	24/8		Y
	Baroosh	24/8		Y
	Nusha	24/8		Y
	La Raza	24/8		Y
	The Fountain	24/8		Y
	The Junction	24/8		N
	The Place	24/8		N
	Fez	24/8		N
	The Cow	24/8		N
	Ta Bouche	24/8		N
	Castle PH	24/8		N
	Revolution	24/8		N
	All Bar One	24/8		N
	The Tivoli (Wetherspoons)	24/8		N
	Baron of Beef (Greene King)	24/8		N
	Regal (Wetherspoons)	24/8		N
	Kambar	24/8		CLOSED DOWN
	Salsa Club	24/8		EVENT not club
5	<b>Disability representatives</b>			
	(several, names supplied)			Y

5	<b>Police</b>			
	Peter St Clair, Cambridgeshire Constabulary Police Licensing Officer	See below for response		
	Sgt Andrea Gilbert, City Centre Sergeant	20/08	1646	Y
5	<b>Rail Operators</b>			
	Graham Ellingham	17/07	1100	Y
	<b>Other Contacts</b>			
	Grafton Centre, Michael Wiseman	28/8		Y
	Cambridge Leisure Park, Ray Mott	28/8		Y
	South Cambridgeshire Licensing Officer, Myles Bebbington	28/8	1000	Y
	Cambridge Cycling Campaign, Jim Chisholm	15/06	1200	Y
5	<b>Other Council contacts</b>			
	City Centre Management and Tourist Information Office, Emma Thornton			N
	CCTV, Martin Beaumont	28/8		Y
	CB1 Development, Sarah Dyer	28/8	1200	Y
	Councillor Jean Swanson	23/08	2000	Y
	Councillor Colin Rosenstiel	16/08	0000	Y
	Councillor Jeremy Benstead			
	Councillor Shapour Meftah			
5	<b>County Council contacts</b>			
	Brian Stinton, TRO (ranks)	3/9	1100	Y
	Paul Wotherspoon, Traffic Wardens	14/08	1355	Y
	School Contracts, John Vark	22/08	1151	Y
	City Centre pedestrianisation, Jeremy Smith			N
6	<b>Hackney carriage and private hire trade</b>			
	David Wratten, Hackney carriage representative	various		Y
	All drivers – walk round consultation and return of questionnaires	17/07		Y

## Appendix 3 Mystery Shopping Reporting Form

*(one for each trip)*

### Starting point

Home (give postcode)	
Rank (give street name)	
Other (give details)	

### End point

Home (give postcode)	
Rank (give street name)	
Other (give details)	

### Type of taxi

Hackney (e.g. legal to hire from street)	
Private hire (pre booked)	
Purpose built (e.g. wheelchair accessible, black cab type)	
Saloon car	

### Quality of trip

	Yes	No	Comments
Did you have any problems booking or finding a taxi			
Did the driver provide good customer care?			
Was the type of vehicle suitable for you trip			
Did the driver know the way?			
Was the charge correct?			

Other comments you would like to make about your trip?

--



## Appendix 4 Disability Questionnaire

### Cambridge Public Attitude Questionnaire

Surveyor.....

"Hello, we are undertaking a survey on behalf of the Council about what people think about Taxis. Have you a few moments to answer a few questions please?"

Date:.....

Survey location:.....

<b>Q1 Have you used a Taxi in the last 3 months in the Cambridge area?</b>	Yes 1	No 2
--	-------	------

<b>Q2 How often do you use a Taxi within this area?</b>	Almost daily	1
	Once a week	2
	A few times a month	3
	Once a month	4
	Less than once a month	5

<b>Q3 How do you normally book a Taxi within this area?</b>	At a Taxi rank	1
	Hail in the street	2
	Telephone a company	3
	Use a Freephone	4
	Use my mobile or smart phone	5
Other (please specify) 6		

<b>Q4 If you book a Taxi by phone, please tell us the three companies you phone most?</b>		
1		
2		
3		

The remaining questions ONLY apply to your use and views of HACKNEY CARRIAGES in Cambridge – the taxis you get from a rank or flag down, who usually charge you from the meter

<b>Q5 How often do you use a hackney carriage within the Cambridge area?</b>	Almost daily	1
	Once or twice a week	2
	A few times a month	3
	Once a month	4
	Less than once a month	5
	Never I can't remember when I last used a hackney carriage	6
	I can't remember seeing a hackney carriage in Cambridge	7
	Never	8

<b>Q6 Please tell me the ranks you are aware of in Cambridge, and for each if you use them?</b>		
1		Use
2		Use
3		Use
4		Use

<b>Q7 Is there any location in Cambridge where you would like to see a rank, and if it was there and vehicles were available, would you use it?</b>		
1		Use
2		Use
3		Use
4		Use

<b>Q 8 Have you had any problem with the local hackney carriage service?</b> (Indicate as many as apply)	Design of vehicle	1
	Driver Issues	2
	Position of ranks	3
	Delay in getting a Taxi	4
	Cleanliness	5
	Other problems	6

<b>Q9 What would encourage you to use Taxis or use them more often? (Indicate top two reasons)</b>	Better vehicles	1
	More hackney carriages I could phone for	2
	Better drivers	3
	More hackney carriages I could hail or get at a rank	4
Better located ranks(please state where)		5
Other (write in)		6

<b>Q10a Do you consider you, or anyone you know to have a disability that means an adapted vehicle is required?</b>	Yes 1	No 2
---	-------	------

<b>Q10b IF YES</b> (Indicate as many as apply)	I need a wheel chair accessible vehicle	1
	Someone I know needs a wheel chair accessible vehicle	2
	I need an adapted vehicle, but not wheel chair accessible	3
	Someone I know needs an adapted vehicle, but not wheel chair accessible	4
Other – write in		5

<b>Q11a If you arrived at a rank and there were saloon and wheel chair accessible vehicles there, which vehicle would you choose</b>	The first one available	1
	The saloon style	2
	The wheel chair accessible style	3

<b>Q11b Why you chose that specific vehicle type?</b>
---

<b>Q12a Have you ever given up waiting for a hackney carriage at a rank in Cambridge?</b>	Yes 1	No 2
---	-------	------

<b>Q12b If Yes – please write in where</b>
--

<b>Q13 Do you have regular access to a car?</b>	Yes 1	No 2
---	-------	------

<b>Q14 Do you live in the area?</b>	Yes 1	No 2
-------------------------------------	-------	------

<b>Q15 Sex</b>	Male 1	Female 2
----------------	--------	----------

<b>Q16 Age</b>	Under 30 1	31 – 55 2	Over 55 3
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Social Research Associates (2012)



# **Cambridge City Council Hackney Carriage Survey**

**Ian Millership**

**Licensing Committee  
Cambridge City Council  
Friday 11<sup>th</sup> January 2013**

## Introduction

- Team: Joe MacLaren Director  
Kris Beuret Disability Specialist  
Ian Millership Study Manager
- Appointed: May 2012
- Public Consultations: June – August 2012
- Rank Surveys June 2012
- Trade Consultations: July 2012
- Licensing Committee: 11 January 2013



## Overview

- Fleet / Industry issues
- Rank activity
- Public questionnaire / consultation
- Trade & stakeholder consultation
- Disability issues
- Recommendations
- Questions

## Fleet / Industry Issues

- 293 hackney carriage vehicles (hcv) at time of report writing
- No limit since 2001
- 217 private hire vehicles (plus many from South Cambridge)
- Hcv fleet is 57% of total licensed vehicle fleet
- 61% of hackney fleet wheelchair accessible at time of survey
- 500 hcd – 1.73 per vehicle
- 2.4 hcv per thousand population – high provision

## Rank Activity

- 187 hours observed at ranks
- 4-week ATC at station
- NB – Station rank under private agreement including limit
- 44% passenger movements from Station rank
- 38% from St Andrews Street
- Significant over-ranking at St Andrews Street
- High volumes at both ranks dealt with very well
- Some use of Parkside, Bridge St and Market St ranks
- Just 1 passenger waited for hcv at station in three days
- 12.5% of passengers had waits at St Andrews Street
- Related to need for more space feeding rank

## Public Consultation

- Covers 410 public in streets of Cambridge
- Also covered Grafton Centre and Leisure Park
- 44% had used licensed vehicle in last 3 months
- 49% rank, 46% phone, 4% hail
- Good knowledge of ranks
- Less interest in new ranks, Market St / Bridge St daytime
- High level of satisfaction with service provided
- More want hackney carriages “to phone for”

## Stakeholder Consultation

- Supermarkets and hotels mainly used private hire services
- Clubs well-served by rank arrangements
- Marshals valued
- Greater Anglia very pleased with service to private rank
- Concern about potential loss of St Andrews Street rank

## Disability Issues

- Mystery shopper exercise
- Focussed disability survey of 100 disabled users
- 59% without car access
- Many used buses one way and licensed vehicle return
- Few hailed after experiencing being ignored
- Many tried to phone and failed to get appropriate vehicle but blamed this on 'hackney carriages'
- Vehicle provision generally satisfactory
- Diversity in vehicle types in fleet
- Don't abandon current vehicle type policy
- Review features needed by disabled
- Then issue consumer advice (information booklet)

## Trade Consultation

### Trade consultation response poor

#### 15 respondents told us:

- 47% work longer hours now
- 27% rent vehicles
- 40% of vehicles shared
- In trade 11-14 years
- 56-70 hours worked per week – more on private hire side
- 53% work on private hire circuits adding 25% to work
- 51% of working hours waiting for fares

## Key Conclusions

- 1.7 million hc passengers per year (trade feel could be up to 5.7 million)
- Licensed vehicles often provide complementary service to buses (in on bus, home by licensed vehicle)
- Current licensed vehicle service critical to economy
- Unmet demand occurs but is not significant
- Two main ranks serve passengers very well
- Need more feeder spaces for St Andrews Street to reduce incidences of passenger waiting
- Potential to lose this rank must be opposed
- If numbers continue to rise, passenger focus will be lost



## Key Conclusions

- Current hc and ph fleets work well for City passengers
- Current drivers invest time and effort
- Trade needs encouragement in difficult times
- Current threats at St Andrews Street and Station are unnecessary pressure

## Associated Technical Recommendations

- Ensure St Andrew's Street rank remains
- Ensure it has sufficient feeder space
- Add rank in King's Parade
- Change Bridge Street to 24-hours
- Work with county to ensure licensed vehicle role in public transport is fully appreciated and encouraged
- Provide more information on active ranks
- Improve signing to central ranks where possible
- Guide for those needing disability access
- Driver disability awareness training
- Confidential 'improvement' line for customers



**Thank You.**

**Any Questions?**

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## CAMBRIDGE CITY COUNCIL

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REPORT OF: Head of Refuse & Environment

TO: Licensing Committee

28/1/2013

WARDS: All

### **LICENSING OF VELOTAXIS AS PRIVATE HIRE VEHICLES OR HACKNEY CARRIAGES**

---

#### **1 INTRODUCTION**

- 1.1 A request has been made by Veloform UK that the Council considers whether it would be prepared to consider, in principle, licensing motorised trishaws, known as Velotaxis, for both pre-booked tours of Cambridge and also as “hailed” taxis and, if so, to consider adopting standard conditions for such vehicles.
- 1.2 Representatives from Veloform UK have been invited to give a short presentation to Members at the meeting.

#### **2. RECOMMENDATIONS**

- 2.1 Members are requested to consider whether Velotaxis should, in principle, be licensed as Hackney Carriages in Cambridge City.
- 2.2 Members are requested to consider whether Velotaxis should, in principle, be licensed as Private Hire Vehicles in Cambridge City.
- 2.3 If Members are minded to agree to the principle of licensing in respect of either or both 2.1 or 2.2 then it is recommended that a period of consultation be undertaken regarding the conditions to be attached to licences specifically for Velotaxis, before implementation of the scheme.

#### **3. BACKGROUND**

- 3.1 Velotaxis are electrically assisted three-wheeled tricycles that are powered by a 36v, 250w electric motor, driving the front wheel and with a top speed of 25 kph. (approx 15 mph).

- 3.2 The vehicles can have a payload of up to 300 kg. Up to 3 passengers occupy a rear seat, behind the driver in a lightweight polyethylene cabin.
- 3.3 Vehicles are tested and approved by VOSA, insured as vehicles for the carriage of passengers in the UK and taxed by DVLA and they bear number plates. Drivers must be over 17 years and hold a motorcycle or car licence.
- 3.4 In order to offer pre-booked tours, the vehicle would require a licence as a Private Hire Vehicle (PHV). However, in order to offer a service in which vehicles could be hailed in the street and used for A to B journeys, a Hackney Carriage (HC) Licence would be required.
- 3.5 For the Council to licence Velotaxis as either HCs or PHVs, it must be satisfied that such vehicles are safe to carry passengers.
- 3.6 Drivers of vehicles would be required to hold a HC, PH or Dual Driver licence, as for standard types of HCs and PHVs, and this would entail all of the checks, tests and certification which that requires currently, unless Members determine that any of those elements need not be provided in the case of a driver licensed only to drive a Velotaxi.
- 3.7 The requirements for HC and PH drivers are contained in the Cambridge City Council's Taxi Guide. The relevant parts of the Guide are summarised in Appendix A.
- 3.8 If Members are minded to dispense with any of the normal requirements, in respect of Velotaxis or drivers, these should be clearly understood, agreed and determined and the reasons for doing so recorded clearly.
- 3.9 Council policy states that new HCs are required to be wheelchair accessible. This would, clearly, not be possible for a Velotaxi and Members would have to determine that this rule, in particular, would not apply to Velotaxis.
- 3.10 Pre-bookings would have to be made by a licensed Private Hire Operator and relayed to the driver by the operator. Veloform would need either to seek its own Operator Licence or to enter an agreement with an existing licensed Operator to undertake the booking process on its behalf.

#### 4. **CONSULTATIONS**

- 4.1 No consultation has been undertaken for the preparation of this report, but Members may decide that they would wish to consult interested parties before reaching a final conclusion on the issues.

#### 5. **OPTIONS**

- 5.1 Members should determine whether the City Council should, in principle, consider it appropriate to license Velotaxis:

- i) as Hackney Carriages to be hailed in the street as taxis
- ii) as Private Hire Vehicles to offer pre-booked tours of Cambridge

- 5.2 If either option i) or ii) above is considered appropriate, then Members will need to determine which, if any, conditions applied to HCs and to PHVs as standard policy may not be required for licences granted for the use of Velotaxis under either designation. Members reasons for disapplying such conditions should be clearly recorded.
- 5.3 Members should also consider whether the requirements to hold a driver licence are all appropriate for the driver of a Velotaxi.

## 6. **CONCLUSIONS**

- 6.1 In order for Velotaxis to be able to operate in Cambridge, they would require licensing, either as HCs or as PHVs, depending on the nature of the agreed operation. Drivers would need to hold the appropriate driver licence.
- 6.2 Because the construction of Velotaxi vehicles is significantly different to the vehicles currently licensed, it is clear that they could not meet some conditions applied to HCs and PHVs, as standard.
- 6.3 Members would need to determine whether any conditions could be disapplied without affecting the principles under which vehicles are licensed. Such consideration should, also, take into account whether disapplication is fair and equitable to the existing licensed trade.

## 7. **IMPLICATIONS**

### (a) **Financial Implications**

Fees for the processing of licences for Velotaxis should cover the cost of the work required, but on a non-profit basis.

### (b) **Staffing Implications**

There should be no significant staffing implications

### (c) **Equal Opportunities Implications**

If Velotaxis are to be licensed, it will be apparent that some people will not be able to use them. An EqIA has been undertaken.

### (d) **Environmental Implications**

Nil

### (e) **Consultation and communication**

To be determined by committee

## **APPENDICES**

### Appendix A

Summary of parts of Cambridge City Council's Taxi Guide

**BACKGROUND PAPERS:** The following are the background papers that were used in the preparation of this report:

Proposal document by Veloform UK  
Equality Impact Assessment

To inspect these documents contact Robert Osbourn on extension 7894

The author and contact officer for queries on the report is Robert Osbourn on extension 7894.

**Report file:** M:LICENSE/Licensing Committee mtgs/2013/Committee Report – Velotaxis for 28.1.13

Date originated: 16 January 2013

Date of last revision: 16 January 2013



## Appendix A

### Summary of requirements for Hackney Carriage and Private Hire Drivers

- a. Over 18 years;
- b. Have held a full UK, EC or EEA driving licence for 12 months
- c. Eligible to work in UK
- d. Enhanced CRB check
- e. DVLA check
- f. Medical examination to Group 2 standard
- g. Complete a satisfactory knowledge test
- h. Pass the DSA driving skills assessment

### Requirements for Hackney Carriage **and** Private Hire vehicles

- a. Less than 4 years old and either first registered on or after 1.9.09 or meets Euro standard 5 or higher
- b. Be suitable in type, size and design for the appropriate Licence applied for. Sports saloons, drop head coupes, convertibles, touring cars will NOT be licensed
- c. Have an engine the normal cubic capacity of which is not less than 1300cc
- d. Be covered by a satisfactory insurance policy
- e. Be safe and comfortable
- f. Not be less than 4ft 3ins wide in the rear part of the body, where such measurements shall be taken 6 ins below the top and 6 inches in front of the rear backrest of the vehicle with both of the rear doors closed
- g. Have a minimum legroom for passengers using the rear seats of 8.5 ins, such measurement shall be taken from the rear door pillar to the nearest point of the rear seat squab
- h. Have provided for all passengers being carried in it, immediate and direct access to doors (minimum of 2 doors in the rear) that is available without assistance from any other person that will provide satisfactory means of escape in the event of an accident or emergency. A separate means of ingress and egress must be provided for the driver
- i. Be fitted with safety glass (i.e. if glass fractures it does not fly into fragments capable of causing severe cuts), which shall be replaced as soon as broken, discoloured or cracked
- j. Have windows that permit maximum visibility into, and out of, the vehicle. They must have no more than 25% tint value
- k. Be constructed so as to provide sufficient means by which any person in the vehicle may communicate with the driver
- l. Be fitted with the appropriate number of seatbelts according to the number of persons for which the vehicle is licensed to carry
- m. Be kept watertight
- n. Be provided with a means of opening and closing not less than one window on each side
- o. Have properly cushioned or covered seats
- p. Have floors covered with a proper carpet, mat or other suitable covering

- q. Be well maintained in a clean condition and in every way fit for public service
- r. Be provided with a means of securing luggage
- s. Be fitted with at least one no-smoking sign (showing the statutory no-smoking symbol) that is displayed in a prominent position in each compartment of the vehicle constructed or adapted to accommodate persons
- t. Not be fitted with celluloid or other highly flammable material
- u. Be provided with an efficient fire extinguisher, which shall be carried in such a position as to be readily available for use
- v. Be provided with a first aid kit, which shall be carried in such a position as to be readily available for use

#### Specification for Hackney Carriages only

- a. A vehicle Licence will only be granted in respect of a Hackney Carriage if Cambridge City Council door crests are attached to both the nearside and offside front doors of the vehicle, where the door crests are a minimum of 9.5 inches in diameter if circular in size or 10 inches by 10 inches in width and height if square
- b. A Hackney Carriage Vehicle Licence will only be granted in respect of a "new vehicle" if it is a wheelchair accessible vehicle:
- c. The vehicle shall have a minimum door height and width and internal headroom equal to or larger than a London Taxi International FX4 Fairway Taxi. (These measurements are door width 680mm: door height 1270mm and inside height floor to roof 1320mm:)
- d. Any aisle / gangway in such a vehicle should measure at least as wide as the minimum seat measurements

#### Specification for Private Hire vehicles only

- a. The Council cannot license a vehicle as a Private Hire Vehicle if it is of an appearance or design that is considered likely to lead the public to think that it is a Hackney Carriage. TX1's (London type taxi cabs) or other purpose built vehicles will therefore not be licensed as Private Hire Vehicles
- b. All Private Hire Vehicles should have displayed on their door sign in 1" lettering the words: '**Private Hire Vehicle – Pre Booked Only**'

# Cambridge City Council Equality Impact Assessment



Completing an Equality Impact Assessment will help you to think about what impact your strategy, policy, plan, project, contract or major change to your service may have on people that live in, work in or visit Cambridge, as well as on City Council staff.

The template is easy to use. You do not need to have specialist equalities knowledge to complete it. It asks you to make judgements based on evidence and experience. There are guidance notes on the intranet to help you. You can also get advice from David Kidston, Strategy and Partnerships Manager on 01223 457043 or email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk) or from any member of the Joint Equalities Group.

## 1. Title of strategy, policy, plan, project, contract or major change to your service:

Licensing of Velotaxis as taxis - report to Licensing Committee

## 2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?

To clarify whether the Council is likely to consider licensing Velotaxis (3 wheeled, open compartment vehicles) as taxis

## 3. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick those that apply)

- Residents
- Visitors
- Staff

A specific client group or groups (please state):  
Users of taxis services in the city and the taxi trade

## 4. What type of strategy, policy, plan, project, contract or major change to your service is this? (Please tick)

- New
- Revised
- Existing

## 5. Responsible directorate and service

Directorate: Environment

Service: Refuse & Environment - Licensing

**6. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service?**

No

Yes (please give details):

**7. Potential impact**

Please list and explain how this strategy, policy, plan, project, contract or major change to your service could **positively** or **negatively** affect individuals from the following equalities groups.

When answering this question, please think about:

- The results of relevant consultation that you or others have completed (for example with residents, people that work in or visit Cambridge, service users, staff or partner organisations).
- Complaints information.
- Performance information.
- Information about people using your service (for example whether people from certain equalities groups use the service more or less than others).
- Inspection results.
- Comparisons with other organisations.
- The implementation of your piece of work (don't just assess what you think the impact will be after you have completed your work, but also think about what steps you might have to take to make sure that the implementation of your work does not negatively impact on people from a particular equality group).
- The relevant premises involved.
- Your communications.
- National research (local information is not always available, particularly for some equalities groups, so use national research to provide evidence for your conclusions).

**(a) Age** (any group of people of a particular age, including younger and older people)

Older people may find the service less appropriate to their needs and might be considered to be disadvantaged, as a consequence

**(b) Disability** (including people with a physical impairment, sensory impairment, learning disability, mental health problem or other condition which has an impact on their daily life)

People with disabilities, especially wheelchair users may have difficulty in accessing the service and could be disadvantaged

**(c) Gender**

NA

**(d) Pregnancy and maternity**

NA

**(e) Transgender (including gender re-assignment)**

NA

**(f) Marriage and Civil Partnership**

NA

**(g) Race or Ethnicity**

NA

**(h) Religion or Belief**

NA

**(i) Sexual Orientation**

NA

**(j) Other factor that may lead to inequality (please state):**

NA

**8. If you have any additional comments please add them here**

NA

## 9. Conclusions and Next Steps

- If you have not identified any negative impacts, please sign off this form.
- If you have identified potential negative actions, you must complete the action plan at the end of this document to set out how you propose to mitigate the impact. If you do not feel that the potential negative impact can be mitigated, you must complete question 8 to explain why that is the case.
- If there is insufficient evidence to say whether or not there is likely to be a negative impact, please complete the action plan setting out what additional information you need to gather to complete the assessment.

All completed Equality Impact Assessments must be emailed to David Kidston, Strategy and Partnerships Manager, who will arrange for it to be published on the City Council's website. Email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk)

## 10. Sign off

Name and job title of assessment lead officer: Robert Osbourn, Licensing & Enforcement Manager

Names and job titles of other assessment team members and people consulted:  
Yvonne O'Donnell, Environmental Health Manager

Date of completion: 3.1.13

Date of next review of the assessment: January 2016

## Action Plan

**Equality Impact Assessment title:**

**Date of completion: 3.1.13**

<b>Equality Group</b>	<b>Age</b>
Details of possible disadvantage or negative impact	Older people may find accessing a Velotaxi is more difficult and less comfortable than younger people
Action to be taken to address the disadvantage or negative impact	Not practicable
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Disability</b>
Details of possible disadvantage or negative impact	People with mobility problems may not be able to access a Velotaxi
Action to be taken to address the disadvantage or negative impact	Not practicable
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Gender</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Pregnancy and Maternity</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Transgender</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Marriage and Civil Partnership</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Race or Ethnicity</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	



<b>Equality Group</b>	<b>Religion or Belief</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Sexual Orientation</b>
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Other factors that may lead to inequality</b>	
Details of possible disadvantage or negative impact	NA
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

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