



Cambridge City Council Licensing Committee

Date: Monday, 29 January 2018

Briefing Update: 9.30am

Meeting Time: 10.00 am

Venue: Committee Room 1 & 2, The Guildhall, Market Square, Cambridge, CB2 3QJ

Contact: democratic.services@cambridge.gov.uk, tel:01223 457013

All Members are requested to attend a Licensing & Enforcement Briefing update. This will take place in Committee Room 1, 9.30am

Agenda

- 1 Apologies
- 2 Declarations of Interest
- 3 Minutes (Pages 3 - 12)
- 4 Public Questions
- 5 Annual Review of Licensing Fees and Charges - 2018/19 (Pages 13 - 30)
- 6 Private Hire Operators Licence Hearing Procedure (Pages 31 - 42)
- 7 Licensing Authority Powers to Revoke or Suspend Personal Licences (Pages 43 - 56)
- 8 Hackney Carriage Demand Survey (Pages 57 - 248)

Licensing Committee Members: Bird (Chair), Ratcliffe (Vice-Chair), Abbott, Adey, Benstead, Gawthrope, Gehring, McPherson, T. Moore, Pippas, Sinnott and Smart

Alternates: Holt and R. Moore

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LICENSING COMMITTEE16 October 2017
10.00 am - 1.00 pm

Present: Councillors Bird (Chair), Benstead, Abbott, Adey, Gawthrope, Gehring, McPherson, R. Moore, T. Moore, Pippas and Smart

Officers

Environmental Health Manager: Yvonne O'Donnell

Team Manager (Commercial & Licensing): Karen O'Connor

Technical Officer: Luke Catchpole

Legal Advisor: Nathan Mountney

Committee Manager: James Goddard

Public Speakers:

Mr Karl Stamper - National Private Hire and Taxi Association

Mr Rashel Mohammed

Mr Nasir Uddin - General Secretary of Cambs Taxi Driver Association

FOR THE INFORMATION OF THE COUNCIL**17/71/Lic Apologies**

Apologies were received from Councillors Sinnott and Ratcliffe. Councillor R. Moore attended as the Alternate.

17/72/Lic Declarations of Interest

Name	Item	Interest
Councillor Adey	17/78/Lic	Personal: Member of the Fire and Rescue Authority
Councillor McPherson	17/78/Lic	Personal: Licensed First Responder

17/73/Lic Minutes

The minutes of the meeting held on 24 July 2017 were approved as a correct record and signed by the Chair.

17/74/Lic Public Questions

Public questions were asked under agenda items 17/76/Lic and 17/78/Lic.

17/75/Lic Re-Ordering the Agenda

Under paragraph 4.2.1 of the Council Procedure Rules, the Chair used her discretion to alter the order of the agenda items. However, for ease of the reader, these minutes will follow the order of the agenda.

17/76/Lic Hackney Carriage Table of Fares

The Committee received a report from the Team Manager (Commercial & Licensing).

The report advised that following requests from the trade, Licensing Committee resolved on Monday 24 July 2017 to formally consult on changes to the Hackney Carriage Table of Fares.

Formal consultation with the trade, and other interested parties, took place between 31 July 2017 and 3 September 2017, with a proposed implementation date for the revised Hackney Carriage Tables of Fares of 25 September 2017.

As objections were received to the proposed changes to the Hackney Carriage Table of Fares, these are brought to the Licensing Committee for further consideration and determination.

The Hackney Carriage Table of Fares, with or without modifications, must come into effect not later than two months after the first specified implementation date of 25 September 2017.

The Committee received a representation from Mr Stamper on behalf of the National Private Hire and Taxi Association.

The representation covered the following issues:

- i. The 5% surcharge for payment by credit/debit cards would probably be removed in January 2018. Requested the City Council considered the impact of this on Hackney Carriages (not private hire vehicles) before the surcharge was removed.
- ii. A lot of drivers continued to use 2013 tariffs to avoid failing tests through excess charges.
- iii. The city was currently #54 in the league table of tariffs. Charges across the board would move its position to #16.

- iv. If the 5% surcharge was removed and put across the board it would lead to drivers removing credit card facilities and only taking cash.
- v. Asked for charges across the board to be fair.
- vi. Drivers' on-going vehicle running costs were increasing.
- vii. Suggested imposing a fuel surcharge to encourage electric vehicles instead of diesel ones.

The Team Manager (Commercial & Licensing) said the original request for increase received by the trade was 1.7%. This was the proposal that was consulted upon and not 5%.

The Committee made the following comments in response to the report:

- i. Drivers' running costs were increasing but the complexity of charges was confusing for customers. The City Council's proposals should clarify the situation.
- ii. Acknowledged drivers had to make a living in a competitive environment. Advised drivers against taking cash payments in preference to card ones to avoid fees. Having cash in a cab made drivers a potential target for theft.
- iii. The cost of living was rising for the population of the whole country.
- iv. Guest houses were also expected to remove the 5% surcharge for payment by credit/debit card by January 2018.
- v. As much of the city was 20mph, traffic was deliberately slowed down which could slow taxis returning back to ranks to pick up fares. There was a need to review the impact of journey/waiting time on the journey time league table and table of fares in future.

In response to Members' questions the Team Manager (Commercial & Licensing) said the following:

- i. If Councillors approved any charges that later came into conflict with other legislation, the other legislation would supersede Council charges.
- ii. Hackney Carriages followed the Council's table of fares, but Private Hire vehicles were not obliged to (but generally did).
- iii. The Council would consider a surcharge for electric vehicles and the impact of waiting time/number of journeys travelled under the speed of 10mph in the league table of journey times in future as part of its Emissions Policy. Recommended that Councillors approved the current proposal in the meantime.

The Committee:

Resolved (unanimously) to:

- i. Consider the responses received to the consultation.
- ii. Set a date for adoption of the revised Hackney Carriage Table of Fares as Monday 13 November 2017, or a suitable alternative within the two month statutory deadline.
- iii. Remove under 'Extra Charges' the 5% surcharge for payment by credit or debit card when legislation prohibits this; anticipated to be 13 January 2018.

17/77/Lic Review of Statement of Licensing Policy

The Committee received a report from the Team Manager (Commercial & Licensing).

The report advised the Licensing Act 2003 required a licensing authority to prepare and publish a statement of its licensing policy at least every five years. The current Policy would expire on 24 October 2017, and without a revised statement of Licensing Policy, Cambridge City Council would not be able to process any applications covered by the Licensing Act 2003.

Additionally, forthcoming changes to legislation meant the Cumulative Impact Policy would soon have a statutory footing and would introduce a requirement on licensing authorities to review the evidence on which Cumulative Impact Policies are based at least every three years.

This would mean that the requirement to review the Statement of Licensing Policy will remain at five years, whilst the requirement to review the Cumulative Impact Policy would become every three years.

It was proposed to separate these two Policies as they would have differing statutory review periods; five years for the Statement of Licensing Policy and three for the Cumulative Impact Policy.

The Committee were advised that recommendation 2.1.2 included a typographical error:

Approve that the amended Statement of Licensing Policy attached to this report as Appendix F is to be adopted by full Council on 19 October 2019
2017.

The Committee made the following comments in response to the report:

- i. Supported retaining the CIA in its current form. It controlled the number of establishments that sold alcohol, plus associated anti-social behaviour.
- ii. Exceptions could be made (when deemed appropriate) allowing establishments to sell alcohol in the CIA.
- iii. Queried why the representation from Cambridgeshire Constabulary did not support a CIA for the whole of Mill Road.
- iv. Expressed concern that reducing the CIA would lead to anti-social behaviour moving from one part of Mill Road to the non-CIA area where it would be harder to tackle.
- v. Recommended consulting on the CIA as the Police were the only body who could request a CIA and they had put on public record that they questioned the area it covered. The City Council had a legal duty to now justify the CIA.

In response to Members' questions the Team Manager (Commercial & Licensing) said the following:

- i. If an application for a licence to sell alcohol in the Cumulative Impact Area (CIA) was made during the consultation period, Councillors would base their decision on the current policy. If the CIA consultation led to a change to the CIA future decisions would have to be based on this. Decisions made on speculation about the CIA consultation response would be ultra vires and undefendable.
- ii. Referred to P77 and P133 of the Officer's report. The Police supported the CIA but queried if it was proportionate to cover the length of Mill Road.

The Technical Officer said the Police and other responsible authorities could request the set up or removal of a CIA. The Police provided the main statistical evidence for one.

The Environmental Health Manager (Commercial) said the Police would be invited to attend a Licensing Committee and respond to queries after the CIA consultation period. The CIA could be reviewed at any time. If some part was removed, a review could be held in future to see if it should be re-instated.

- iii. The CIA consultation would likely occur November 2017 to January 2018, then a report would be brought back to Licensing Committee in March 2018. Consultees would include east area resident associations, schools, churches, traders and community meetings; possibly all city area committees too.

The Committee:**Resolved (by 9 votes to 0) to:**

- i. Consider the results of the public consultation exercise as summarised in Appendix D of the Officer's report.
- ii. Approve that the amended Statement of Licensing Policy (attached as Appendix F to the Officer's report) be adopted by full Council on 19 October 2017.
- iii. Agree for the proposed changes to the Cumulative Impact Policy to be the subject of a further twelve week public consultation.
- iv. Request officers to return to Licensing Committee with the outcome of the consultation.
- v. Note the forthcoming changes in relation to the review periods for the Statement of Licensing Policy and Cumulative Impact Policy, and agree in principle to separating these two documents.

Due to the change in agenda order, 17/77/Lic was taken after 17/78/Lic. Councillor McPherson was not present as he had another engagement.

17/78/Lic Review of Hackney Carriage and Private Hire Licensing Policy

The Committee received a report from the Team Manager (Commercial & Licensing).

The report advised under the powers conferred to Cambridge City Council under the Town Police Clauses Act 1847 and the Local Government (Miscellaneous Provisions) Act 1976, (as amended), Cambridge City Council has responsibility for licensing Hackney Carriage, Private Hire and Dual Licence Drivers as well as vehicle proprietors and Private Hire Operators within the City.

The Hackney Carriage and Private Hire Licensing policy (the 'policy') was produced in order to provide the Council, its officers, the trade and the public with appropriate guidelines that put the Council's licensing requirements into practice in a clear and transparent manner.

The current Hackney Carriage & Private Hire Licensing Policy (the 'policy') applies to all drivers, vehicles and operators and was last updated in October 2016.

Subsequent requests from the trade to revise the policy, led to the

Licensing Committee resolving to request officers go out to consult on the proposed changes to the policy.

The subsequent consultation has taken place, and Members were requested to review the feedback received and determine what, if any, changes should be made to the policy.

The Committee were advised that the:

- i. Petitions referred to in paragraphs 3.8 and 3.9 of the Officer's report had been removed to protect signatories personal data, but responses were summarised in Appendices E and F.
- ii. The Police had submitted feedback expressing concern that people would access/egress Hackney Carriages from the public highway.

The Committee received representations from Mr Mohammed and Mr Uddin on behalf of Cambs Taxi Driver Association.

The representations covered the following issues:

- i. Concerned about being liable if gave first aid or used a fire extinguisher without training. Suggested it was better not to have equipment for either use in taxis due to this.
- ii. Asked if the upper age limit of taxis could be expanded so they could be used for longer.
- iii. Could not afford to install CCTV or livery due to cost, and most drivers were on the minimum wage.
- iv. Side loading wheelchair users was difficult in some areas of the city. It was difficult and costly to modify cars to be wheelchair accessible.

The Team Manager (Commercial & Licensing) responded:

- i. The East of England Ambulance Service NHS Trust advised they would like first aid kits to be kept in taxis for the benefit of drivers and passengers.
- ii. Cambridgeshire Fire and Rescue Service advised they would like fire extinguishers to be kept in taxis for the benefit of drivers and passengers.
- iii. Garage emission testing and air quality impacts of vehicles were related to different chemicals.
- iv. The Highways Authority did not support side loading of wheelchair users from the public highways, and also confirmed the additional space needed by rear loading vehicles in ranks.

The Committee heard supplementary points from Mr Mohammed and Mr Nassim:

- i. A lot of people used rear loading vehicles.
- ii. Suggested that public realm CCTV could be used instead of internal vehicle CCTV.
- iii. Drivers could lose advertising revenue due to livery requirements.

The Team Manager (Commercial & Licensing) responded:

- i. The acceptable age and emission levels for licensed vehicles would be reviewed in January 2018.
- ii. Research indicated that CCTV could be installed in vehicles for £500-£700 pounds. Some local authorities required taxis to install CCTV, but some did not.

The Committee made the following comments in response to the report:

- i. Requested first aid kits and fire extinguishers be kept in licensed vehicles.
- ii. Recommended livery be implemented for Cambridge Hackney Carriages only so they could be easily identified. Users would be confident they were safe and licensed transport.
- iii. Recommended CCTV be implemented for the safety of passengers and drivers. It could be used as evidence in case of disputes/complaints.
- iv. Suggested that vehicle emissions rather than age should determine if vehicles were licensed. Suggested keeping to the current age limit requirement of 4 years.
- v. Discussed the merits of side and rear loading vehicles. Recommended the taxi trade offered both types of vehicle to suit people's access requirements.
- vi. Expressed concern about asking drivers to purchase expensive equipment and sought ways to mitigate this eg phasing in requirements.

In response to Members' questions the Team Manager (Commercial & Licensing) said the following:

- i. Referred to the list of consultees, their responses and the consultation process summary listed in the Officer's report (starting P151).
- ii. Members would have to use their discretion when weighing up the statistical importance of responses from each group of consultees.
- iii. Any taxi livery chosen should be appropriate for people with visual impairments eg colour blindness.
- iv. Vehicle operators would be responsible for purchasing CCTV and livery (if approved). Drivers would not necessarily have to if they rented vehicles and plates.

- v. CCTV images could not be switched off by vehicle owners, but sound could (if they wanted CCTV that was admissible as court evidence, this would have to be locked and only accessed by the licensing authority and police).

The Environmental Health Manager said Officers were in the process of undertaking a demand survey for Hackney Carriage vehicles. Suggested bringing a report to committee in January 2018 when more information was available regarding:

- a. Equalities Act.
- b. Demand for low emissions and electric vehicles.
- c. Identifying the type of vehicle needed in the city.

The Committee:

Members of the Licensing Committee considered the responses received in relation to the seven items subject to consultation and resolved changes be made to the Hackney Carriage & Private Hire Licensing Policy as follows:

- i. **Resolved (unanimously)** not to remove the requirement to carry a fire extinguisher.
- ii. **Resolved (unanimously)** not to remove the requirement to carry a first aid kit.
- iii. **Resolved (unanimously)** not to raise the age limit for first registration of vehicles from four years.
- iv. **Resolved (by 6 votes to 5)** not to require the carrying of a card payment device.
- v. **Resolved (by 10 votes to 0)** the addition of a livery requirement for Hackney Carriages only (not Private Hire vehicles).

Resolved (unanimously) the implementation date be set out in a report to Licensing Committee in March 2018.

- vi. **Resolved (unanimously)** to require the installation of CCTV, that it be locked and only accessed by the licensing authority and police.

Resolved (unanimously) the implementation date be set out in a report to Licensing Committee in March 2018.

Councillor Smart proposed and Councillor Abbott seconded deferring the vote on (vii) to seek information. The proposal was **lost by 6 votes to 5**.

- vii. **Resolved (by 9 votes to 0)** to allow only Hackney Carriages to be rear loading wheelchair accessible vehicles.

Resolved (unanimously) the implementation date be set as 16 October 2017 so Hackney Carriages had the option of being side or rear loading as of this date.

The meeting ended at 1.00 pm

CHAIR



Item

ANNUAL REVIEW OF LICENSING FEES AND CHARGES - 2018/19

To:

Licensing Committee

29 January 2018

Report by:

Yvonne O'Donnell, Environmental Health Manager

Tel: 01223 - 457951 E-mail: yvonne.odonnell@cambridge.gov.uk

Wards affected:

All

1. Introduction

- 1.1 Cambridge City Council, as the Licensing Authority, is responsible for processing and issuing licences for a wide range of activities.
- 1.2 The Council needs to demonstrate that the fees it charges for such licences have been set in accordance with the law and best practice, so as to recover its allowable costs in administering the various licensing regimes for which it is responsible.
- 1.3 Fees should be set so as to avoid either a surplus or a subsidy where possible and adjusted, if necessary, in succeeding years to achieve and maintain the correct balance.
- 1.4 Additionally this report provides details of the trade suggestion of introducing a taxi marshaling service on the Market Square rank, and suggests methods by which the related costs may be recovered.
- 1.5 This report sets out the revised fees and charges for licences and associated items, which it is proposed should be made with effect from 1st April 2018. The approved charges will be submitted to Full Council to note on 22nd February 2018.

2. Recommendations

2.1 Members are recommended:

- 2.1.1 To approve the level of fees and charges with effect from 1st April 2018, as set out in Appendix A of this report, and to request officers to communicate the charges to the businesses, taxi trade and public.
- 2.1.2 To consider and determine whether taxi licensing fees should be levied in order to provide a taxi marshaling service on the Market Square rank, and if so should the costs be levied from:
 - (i) Hackney Carriage, Private Hire and Dual Licence drivers: at an estimated £40-50 per year
 - (ii) Hackney Carriage and Private Hire vehicles: at an estimated £60-70 per year
 - (iii) Hackney Carriage vehicles only: at an estimated £90-100 per year

3. Background

- 3.1. The Council is required to review any charges which it makes for licences and other associated items, from time to time. Council policy provides that an annual review of these fees and charges will be undertaken.
- 3.2 The Council must seek to recover the costs associated with processing applications for licences as well as the administration and monitoring of compliance with conditions. The fees charged should be capable of withstanding legal challenge, should the need arise.
- 3.3 It is not permitted to make a surplus nor to subsidise licence holders, and so where necessary fees are adjusted in succeeding years to achieve and maintain the correct balance.
- 3.4 The cost to the Council of this work is regularly checked and real time costs are used in compiling the figures. Where it is possible to reduce costs by use of more efficient working this is reflected in the charges made.
- 3.5 The proposed charges for 2018/19, together with the fees charged for the three preceding years, are set out in Appendix A.

- 3.6 Where changes to fees are indicated, these have been made with specific reference to the costs involved in the work required, rather than on the basis of a standardised approach.
- 3.7 **Fees for Hackney Carriage and Private Hire licensing**
- 3.8 For the majority of Hackney carriage and Private Hire licensing fees, it has been possible to freeze these. With inflation, these in effect represent a marginal reduction achieved as a result of efficiencies in processes or for items that have not increased in cost to us.
- 3.9 There are proposed minor increases to the new driver and renewal Hackney Carriage Vehicle.
- 3.10 For Private Hire Operators, the proposed fees see a more moderate increase as previous calculations did not account for operator applications, or licence reviews, that may need to be determined by Licensing Sub-Committee. The fees have therefore been increased to allow such provision.
- 3.11 For consideration is also a request from the trade for the provision of taxi marshals to be present on the Market Square rank on Friday and Saturday nights throughout the year. The trade argues that the vicinity is often a flashpoint for disorder and the presence of taxi marshals helps to promote public safety and contribute to smoother dispersal from the city centre.
- 3.12 Taxi marshals (employed by Hyline Security) are currently provided on the main St Andrew's Street rank on key weekends throughout the year and also throughout weekends in December. This is funded by Cambridge Businesses Against Crime (CAMBAC) and Cambridge BID.
- 3.13 It has been possible to trial a pilot provision of a taxi marshal service on the Market Square rank on Friday and Saturday nights throughout December 2017, using existing taxi licence fee resources.
- 3.14 The Commercial & Licensing Team is currently liaising with the trade on feedback of the service provided thus far and plan to provide a verbal update at the time of the meeting, once feedback has been received.
- 3.15 Should it be appropriate to support the taxi marshal provision to the Market Square rank every Friday and Saturday night going forward, the estimated annual cost of providing three taxi marshals is £30,000.

- 3.16 In order to identify how such marshalling may be funded, three options were proposed to the trade to consider how the cost is split between licence holders:
1. Hackney Carriage, Private Hire and Dual Licence drivers: £40-50
 2. Hackney Carriage and Private Hire vehicles: £60-70
 3. Hackney Carriage vehicles only: £90-100
- 3.17 The figures above reflect the estimated cost per year that will be added to the licence fees proposed in Appendix A should the provision of the taxi marshalling service on the Market Square rank proceed.
- 3.18 The proposed fees went out to a 28 day consultation as per the provisions of the Local Government (Miscellaneous Provisions) Act 1976. All licence holders were sent a copy of the letter and proposed fee as attached in Appendix B, which included details of the proposed Market Square taxi marshalling service.
- 3.19 A total of three responses were received; the content of these and the reply sent back are attached as Appendix C.
- 3.20 One respondent asked whether the fees could include the costs for taximeters to be upgraded free of charge. In the reply sent back the individual was advised that the Council considered the calibration of taximeters a private matter for vehicle proprietors to action.
- 3.21 Another respondent objected to the fee increases in light of the decisions made by Licensing Committee in October 2017 to require all licensed vehicles to install CCTV and, Hackney Carriage Vehicles only, to be subject to a livery requirement. In the response the individual was advised that the most significant fee increases affected operators and that it was trade representatives who suggested CCTV and livery vehicle licence conditions to be brought in.
- 3.22 With respect to the fees for a taxi marshaling service at Market Square one respondent, who is the proprietor of a Private Hire Vehicle, suggested it would be unfair to levy the marshaling fees on the private hire trade as they do not use the ranks. The comment went on to mention that drivers of Private Hire Vehicles licensed by South Cambridgeshire District Council would also not be liable to pay such a charge.

3.23 Fees for licences and permits issued under the Licensing Act 2003

3.24 Fees for licences issued under the Licensing Act 2003 are currently fixed by central government and are included for information only. We are not permitted to deviate from these figures.

3.25 Fees for licences and permits issued under the Gambling Act 2005

3.26 Fees for permits issued under the Gambling Act 2005 are currently fixed by central government and are included for information only; we are not permitted to deviate from these figures. In contrast licences issued under the Act are subject to maximum levels as laid down by the Department of Culture, Media and Sport. Having reviewed these fees there are no proposed changes.

3.27 Fees for animal businesses, skin piercing registrations and sex establishment licensing

3.28 Fees for animal businesses, skin piercing practices and sex establishments have increased by 2.0%, in line with the rate of inflation. No change in the processing or monitoring of these licences and registrations is planned for next year.

3.29 Fees for market and street trading licences

3.30 City Centre Management officers have reviewed the markets and street trading licence fees and have advised there are no required changes to the fees for market and street trading pitch licences for 2018/19.

4. Implications

(a) Financial Implications

Page: 5

The charges are set to recover the Council's allowable costs.

(b) Staffing Implications

Nil.

(c) Equality and Poverty Implications

Nil.

(Text).

(d) Environmental Implications

Nil.

(e) Procurement Implications

Nil.

(f) Community Safety Implications

Nil.

5. Consultation and communication considerations

- 5.1 Under the Local Government (Miscellaneous Provisions) Act 1976, the Council is required to consult on any changes to the fees and charges in respect of Hackney Carriage and Private Hire licensing.
- 5.2 A 28 day public consultation took place from 20th November 2017 to 17th December 2017. All licence holders received a copy of the letter attached as Appendix B. The consultation was also advertised by a public notice in Cambridge News as well as a post on the Cambridge City Council Taxi Licensing Facebook page.
- 5.3 Three responses were received as detailed in Appendix C. Each of these responses received a reply from the Licensing, Policy & Admin team Leader in consultation with the Environmental Health Manager and Commercial & Licensing Team Manager.

6. Background papers

Background papers used in the preparation of this report:

- (A) Calculation Spreadsheets

7. Appendices

- (A) Table of Proposed Fees and Charges 2018-19
- (B) Fee Setting Letter to Licence Holders
- (C) Consultation responses – fees for hackney carriage and private hire licensing 2018/19

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact: Vickie Jameson, Licensing, Policy & Admin Team Leader, tel: 01223 - 457863, email: victoria.jameson@cambridge.gov.uk

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Environmental Health Service - Review of Fees & Charges 2018-19

Charge Type and Description	Charges 2015/16	Charges 2016/17	Charges 2017/18	Charges 2018/19	% Increase
Animal Businesses (New and Renewal)					
Pet Shop Licence	£315.00	£ 323.00	£ 331.00	£ 337.00	2.0%
Animal Boarding Establishment	£315.00	£ 323.00	£ 331.00	£ 337.00	2.0%
Dog Breeding Establishment	£315.00	£ 323.00	£ 331.00	£ 337.00	2.0%
Riding Establishment	£315.00	£ 323.00	£ 331.00	£ 337.00	2.0%
Zoo	£530.00	£ 543.00	£ 557.00	£ 568.00	2.0%
Dangerous Wild Animals	£315.00	£ 323.00	£ 331.00	£ 337.00	2.0%
Home Boarding	£80.00	£ 82.00	£ 84.00	£ 85.00	2.0%
Skin Piercing					
Skin Piercing – Premises	£132.00	£ 135.00	£ 138.00	£ 140.00	2.0%
Skin Piercing - Practitioners	£50.00	£ 52.00	£ 53.00	£ 54.00	2.0%
Sex Establishments					
Sexual Entertainment Venues (new & variation)	£2,754.00	£ 2,823.00	£ 2,894.00	£ 2,951.00	2.0%
Sexual Entertainment Venues (renewal)	£816.00	£ 836.00	£ 857.00	£ 874.00	2.0%
Sexual Entertainment Venues (transfer)	£816.00	£ 836.00	£ 857.00	£ 874.00	2.0%
Sex Shop / Sex Cinema (new & variation)	£2,550.00	£ 2,614.00	£ 2,679.00	£ 2,732.00	2.0%
Sex Shop / Sex Cinema (renewal)	£816.00	£ 836.00	£ 857.00	£ 874.00	2.0%
Sex Shop / Sex Cinema (transfer)	£816.00	£ 836.00	£ 857.00	£ 874.00	2.0%
Taxi Licences					
Drivers					
Disclosure & Barring Service Check (DBS) *	£44.00	£ 44.00	£ 44.00	£ 44.00	0.0%
Knowledge Test	£40.00	£ 40.00	£ 65.00	£ 65.00	0.0%
New Licence Fee	£175.00	£ 190.00	£ 230.00	£ 240.00	4.3%
Annual Renewal Fee	£75.00	£ 80.00	£ 80.00	£ 80.00	0.0%
3 Yearly Renewal Fee	£150.00	£ 150.00	£ 220.00	£ 220.00	0.0%
Replacement Badges	£15.00	£ 15.00	£ 20.00	£ 20.00	0.0%
DVLA Data Check *	£8.00	£ 8.00	£ 8.00	£ 8.00	0.0%
Change of Details	N/A	£ 10.00	£ 15.00	£ 15.00	0.0%
Replacement Licence	N/A	£ 10.00	£ 10.00	£ 10.00	0.0%
Vehicles					
Hackney Carriage Licence (new)	£225.00	£ 225.00	£ 270.00	£ 270.00	0.0%
Private Hire Licence (New)	£210.00	£ 225.00	£ 270.00	£ 270.00	0.0%
Private Hire Licence Renewal	£200.00	£ 210.00	£ 220.00	£ 220.00	0.0%
Hackney Carriage Licence Renewal	£210.00	£ 220.00	£ 230.00	£ 235.00	2.2%
Plate Deposit	£50.00	£ 50.00	£ 50.00	£ 50.00	0.0%
Replacement Plate	£25.00	£ 25.00	£ 25.00	£ 25.00	0.0%
Change of Ownership	£50.00	£ 55.00	£ 70.00	£ 70.00	0.0%
Crest - self adhesive	£6.00	£ 6.00	£ 6.00	£ 6.00	0.0%
Crest - magnetic	£8.00	£ 8.00	£ 8.00	£ 8.00	0.0%
Replacement Licence	N/A	£ 10.00	£ 10.00	£ 10.00	0.0%
Change of Details	N/A	£ 10.00	£ 15.00	£ 15.00	0.0%
Operators Licence					
Private Hire Operators Licence (New)	£140.00	£ 150.00	£ 200.00	£ 280.00	40.0%
Private Hire Operators Licence (Renewal - 1 Year)	N/A	£ 150.00	£ 170.00	£ 210.00	23.5%
Private Hire Operators Licence (renewal - 5 Year)	N/A	£ 640.00	£ 800.00	£ 860.00	7.5%
Replacement Licence	N/A	£ 10.00	£ 10.00	£ 10.00	0.0%
Change of Details	N/A	£ 10.00	£ 15.00	£ 15.00	0.0%
Training					
Fee for Customer Awareness: Safeguarding, Equality & Protection Training	N/A	N/A	£50.00	£50.00	0%
BIIAB Level 1 Award in Responsible Alcohol Retailing	£65.00	£65.00	£65.00	£65.00	0%
BIIAB Level 2 Award for Personal Licence Holders	£90.00	£90.00	£100.00	£100.00	0%
Licensing Act 2003					
Personal Licence	£37	£37	£37	£37	0%
New Premises Licence (or full variation)	Various	Various	Various	Various	0%
Annual Fee	Various	Various	Various	Various	0%
Minor Variation	£89	£89	£89	£89	0%
Temporary Event Notice	£21	£21	£21	£21	0%
Change of Designated Premises Supervisor	£23	£23	£23	£23	0%
Gambling Act 2005					
Bingo Club (New)	£2,625	£2,625	£2,625	£2,625	0%
Bingo Club (Annual Fee)	£900	£900	£900	£900	0%
Small Society Lottery (New)	£40	£40	£40	£40	0%
Small Society Lottery (Annual)	£20	£20	£20	£20	0%
Betting Premises (New)	£2,250	£2,250	£2,250	£2,250	0%
Betting Premises (Annual Fee)	£540	£540	£540	£540	0%
Family Entertainment Centre (Annual Fee)	£500	£500	£500	£500	0%
Adult Gaming Centre (New)	£1,500	£1,500	£1,500	£1,500	0%
Adult Gaming Centre (Annual Fee)	£900	£900	£900	£900	0%

Environmental Health Service - Review of Fees & Charges 2018-19

Charge Type and Description	Charges 2015/16	Charges 2016/17	Charges 2017/18		Charges 2018/19	% Increase
Street Trading						
12 month food licence pitch	£ 2,886.00	£ 2,886.00	£ 2,886.00		£ 2,886.00	0%
12 month retail licence pitch	£ 2,727.00	£ 2,727.00	£ 2,727.00		£ 2,727.00	0%
8 month food licence pitch	£ 2,165.00	£ 2,165.00	£ 2,165.00		£ 2,165.00	0%
8 month retail licence pitch	£ 2,045.00	£ 2,045.00	£ 2,045.00		£ 2,045.00	0%
4 month food licence pitch	£ 722.00	£ 722.00	£ 722.00		£ 722.00	0%
4 month retail licence pitch	£ 682.00	£ 682.00	£ 682.00		£ 682.00	0%

Enquiries to:

Contact: Customer Service Centre

T: 01223 457888**E:** taxi@cambridge.gov.uk**Environmental
Services**www.cambridge.gov.uk

Monday 20th November 2017

Dear Licence Holder,

Taxi Licensing Fees - Consultation

I am writing to notify you that as a holder of a licence issued by Cambridge City Council that the Council has undertaken an annual review of its fees and charges, which is a mandatory requirement for all licences for which it is the responsible issuing authority.

During the fees review process the Council has ensured that the basis for which the charges are made are reasonable, accurate and soundly based in law. The Council is required to ensure that the administration costs associated with the issuing of licences neither make a surplus nor subsidises the individuals or organisations requiring a licence.

Under the Local Government (Miscellaneous Provisions) Act 1976, the Council is required to consult on any changes to the fees and charges in respect of Hackney Carriage and Private Hire Licensing.

A Public Consultation Period of 28 days will take place from Monday 20th November 2017 to Sunday 17th December 2017.

If you have any comments which you would like to be taken into account in the setting of the fees and charges for 2018-19 then please send these to me by e-mail at taxi@cambridge.gov.uk, or write to me at the address given at the bottom of this letter by Sunday 17th December 2017.

The Licensing Committee will be asked to consider a report concerning the level of charges in each case, at a meeting on Monday 29th January 2018. I have enclosed a list of the charges that the Committee will be asked to consider approving and implementing alongside the current charges.

Please be advised that we are also seeking your views on how the costs incurred from providing the taxi marshalling service at the Market Square rank should be split between licence holders. Please see page 2 of the enclosed document for further details.

The fees adopted by the Council will be applicable to all licences issued with a commencement date of 1st April 2018 onwards.

If you have any queries, please contact the Commercial & Licensing Team.

Yours faithfully,

A black rectangular box redacting the signature of Yvonne O'Donnell.

Yvonne O'Donnell
Environmental Health Manager

Enc. Current and proposed fees for Hackney Carriage and Private Hire licensing 2018/19

■

Fees for Hackney Carriage and Private Hire licensing – 2018/19

Type of licence	Current fee	Proposed fee
Drivers		
Disclosure & Barring Service Check (DBS)	£44	£44
Knowledge Test	£65	£65
Licence fee (new)	£230	£240
Annual renewal fee	£80	£80
3 yearly renewal fee	£220	£220
Replacement badge	£20	£20
Replacement licence	£10	£10
Change of Details	£15	£15
DVLA Data Check	£8	£8
Vehicles		
Change of ownership	£70	£70
Hackney Carriage Vehicle licence (new)	£270	£270
Private Hire Vehicle licence (new)	£270	£270
Hackney Carriage Vehicle licence renewal	£230	£235
Private Hire Vehicle licence renewal	£220	£220
Private Hire Vehicle Plate Deposit	£50	£50
Door crests (magnetic)	£8	£8
Door crests (adhesive)	£6	£6
Replacement plate	£25	£25
Replacement licence	£10	£10
Change of Details	£15	£15
Training		
Fee for Customer Awareness: Safeguarding, Equality & Protection Training	£50	£50
Operators		
Private Hire Operator's licence (new)	£200	£280
Private Hire Operator's licence (renewal – 1 yearly)	£170	£210
Private Hire Operator's licence (renewal – 5 yearly)	£800	£860
Replacement Licence	£10	£10
Change of Details	£15	£15

PLEASE TURN OVER


Taxi Marshalling Service

The estimated annual cost of providing three taxi marshals at the Market Square rank every Friday and Saturday night is £30,000.

We have proposed three options for you to consider how the cost is split between licence holders. We do, however, welcome other suggestions on how the costs could be split. The figures below reflect the estimated cost per year that will be added to the licence fees shown overleaf should the provision of the taxi marshalling service go ahead.

- | | |
|---|---------|
| 1. Hackney Carriage, Private Hire and Dual Licence drivers: | £40-50 |
| 2. Hackney Carriage and Private Hire vehicles: | £60-70 |
| 3. Hackney Carriage vehicles only: | £90-100 |

APPENDIX C – CONSULTATION RESPONSES – FEES FOR HACKNEY CARRIAGE AND PRIVATE HIRE LICENSING 2018/19

Response Number	Date Received	Comment	Date Responded	Response
1	20/11/2017	<p>Dear Yvonne</p> <p>In reference to the above, the only comment I have is to suggest that the Council ought to provide a service to upgrade our meters free of charge.</p> <p>In this day and age, I think both the Public and the Council would expect licensed taxis to have meters. After all, the fare charts supplied by the Council free of charge implies this. I think it is quite wrong therefore, that all taxis should have to pay Panther a some of £10 for this privilege. It takes less than a minute to upgrade the meters and therefore Panther are making a not inconsiderable sum for very little effort.</p> <p>I very much hope you will take this into account when you set the charges for 2018-19.</p> <p>Yours sincerely</p> 	05/12/2017	<p>Thank you for your response to the consultation on Hackney Carriage and Private Hire Fees for 2018/19.</p> <p>Whilst Cambridge City Council is responsible for setting the Hackney Carriage Table of Fares, it is the trade that submit requests for fare increases or changes.</p> <p>The table of fares represents the maximum amount that can be charged for journeys in Hackney Carriage Vehicles beginning and ending within Cambridge City. Although display of the current fare card is legal requirement, vehicle proprietors are under no obligation to re-calibrate their meter if they do not so wish. Although I imagine most would have the taximeter re-calibrated, in order to benefit from an increase to the fare, it remains voluntary.</p> <p>I would also like to point out that although the Council provides the fare cards free of charge to vehicle proprietors, the cost to produce the fare cards comes out of the taxi licensing budget.</p> <p>The Council is aware that during the latest fare change there were less service providers available to re-calibrate taximeters. With that being said I understand Panther only offer the service for certain brands of meters e.g. Digitax and Cygnus, and those with other makes of taximeter have had to seek alternative arrangements. There was, for example, a gentleman working at Cambridge Railway Station recently re-calibrating Viking meters.</p> <p>In light of the above the Council views the re-calibrating of taximeters as a private matter and is therefore not minded at this time to provide a free service for re-calibrating taximeters. Please be advised, however, that I shall be adding your comments to the committee report due to go before members of the Licensing Committee on Monday 29th January 2018. If you would like to speak at the meeting, in relation to the proposed fee structure, then please let me know and I will make the necessary arrangements.</p>

APPENDIX C – CONSULTATION RESPONSES – FEES FOR HACKNEY CARRIAGE AND PRIVATE HIRE LICENSING 2018/19

2	21/11/2017	<p>Dear Yvonne O'Donnel,thank you for latest Consultation letter which as a Hackney Carriage licence holder I read with interest and noted that most of your proposed increases affect myself and other hackney licence holders as against private hire.</p> <p>Is this because we are a captive market for the city council as against private hire who can always licence with South Cambs ?</p> <p>Given the increase you have given the entire trade I'm amazed that the council sees fit to increase any charges across the whole trade especially when you are penalising Hackney Carriage licence holders by forcing them into A livery and cctv requirement none of us want As I have not spoken with anyone who wants the above it would seem that the city council do not listen to the taxi trade and the consultations you send out are just paying lip service to the requirements of the 1976 act and will vote through amendments that favour yourselves.</p> <p>Pherhaps you could advise me of what recourse myself and our licence holders have in these matters legally or other.</p> <p>Yours faithfully <div style="background-color: black; width: 100px; height: 1.2em; margin-top: 5px;"></div> </p>	05/12/2017	<p>Thank you for your response to the consultation on Hackney Carriage and Private Hire Fees for 2018/19.</p> <p>The cost to Cambridge City Council of this work is regularly checked and real time costs have replaced estimates in compiling the figures. Where it is possible to reduce costs by use of more efficient working this is reflected in the charges made.</p> <p>Each element of the licensing process has been reviewed and considered in order to calculate the fees in an open and fair way.</p> <p>As you are aware, the Council is required to review the charges which it makes for licences and other associated items, from time to time. The Council must seek to recover the costs associated with processing applications for licences and the administration and monitoring of compliance with conditions. However, it is not permitted to make a surplus nor to subsidise licence holders. The fees charged should be capable of withstanding legal challenge, should the need arise.</p> <p>The Council is therefore able to demonstrate that the fees it charges for licences have been set in accordance with the law and best practice, so as to recover its allowable costs in administering the various licensing regimes for which it is responsible.</p> <p>In relation to your specific comments. I would first like to highlight that it is Private Hire Operators that have had their fees increased the most out of all the proposed changes.</p> <p>Secondly, the changes to the policy with respect to livery and CCTV conditions were ones suggested by the trade and not the Council. When members of the Licensing Committee reviewed all the responses received to the consultation in October 2017 they were satisfied that the above initiatives, when fully implemented, would contribute to the policy objective of public protection.</p> <p>As you may be aware, following the Rotherham Child Sexual Exploitation Scandal that implicated a number of taxi drivers,</p>
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APPENDIX C – CONSULTATION RESPONSES – FEES FOR HACKNEY CARRIAGE AND PRIVATE HIRE LICENSING 2018/19

			<p>the chair of the enquiry recommended that CCTV be installed in all taxis across the country. Several licensing authorities have brought in such a condition such as Warrington, Southampton and Brighton & Hove. South Cambridgeshire District Council is currently consulting on bringing in a similar CCTV condition.</p> <p>Following the committee decision the Council received a letter of objection from the trade. The Council has now responded to this letter detailing that due process to consult on the matter was followed and that if further recourse was desired then an application for judicial review would need to be submitted to challenge the policy decisions.</p> <p>The Environmental Health Manager is now seeking to meet with trade representatives within the next couple of weeks to start formulating implementation plans to submit to the March meeting of Licensing Committee. The Council is keen to work and engage with the trade in order to produce implementation plans that are practical, appropriate and take into account any financial burden that would be incurred by the trade.</p> <p>I hope you find the above information useful. I shall be adding your comments to the committee report due to go before members of the Licensing Committee on Monday 29th January 2018. If you would like to speak at the meeting, in relation to the proposed fee structure, then please let me know and I will make the necessary arrangements.</p>
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APPENDIX C – CONSULTATION RESPONSES – FEES FOR HACKNEY CARRIAGE AND PRIVATE HIRE LICENSING 2018/19

3	24/11/2017	<p>[REDACTED]</p> <p>Dear Yvonne O'Donnell</p> <p>Re - Charges for Taxi Marshalling</p> <p>As a private hire driver I do not use the ranks and have never worked at night. I feel it would be very unfair to charge us as we don't use the ranks and drivers such as those on South Cambs and others would not pay a charge. This is a service for Hackney Carriage Vehicles only!</p> <p>2) Door Signs</p> <p>I have noticed recently quite a number of private hire vehicles dropping and picking up at the main station without door signs! I believe some are Uber drivers but not all.</p> <p>Could the council do something about this.</p> <p>Yours Faithfully</p> <p>[REDACTED]</p>	05/12/2017	<p>Thank you for your response to the consultation on Hackney Carriage and Private Hire Fees for 2018/19.</p> <p>I shall be adding your comments to the committee report due to go before members of the Licensing Committee on Monday 29th January 2018.</p> <p>In relation to your comments concerning door signs I can advise you of the following.</p> <p>Not all licensing authorities require the Private Hire Vehicles they licence to display door signs, this includes those licensed by South Cambridgeshire District Council and Transport for London. The Council is, however, providing a greater enforcement presence at Cambridge Rail Station and we do regularly submit checks concerning unmarked vehicles to Private Hire Operators to ascertain whether they are appropriately licensed.</p> <p>I hope you find the above information useful. If you have any further questions then please do not hesitate to contact me at this office.</p>
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Item

PRIVATE HIRE OPERATORS LICENCE HEARING PROCEDURE

To:

Licensing Committee

Report by:

Karen O'Connor, Team Manager (Commercial & Licensing)

Tel: 01223 - 457083

E-mail: karen.oconnor@cambridge.gov.uk

Wards affected:

All

1. Introduction

- 1.1 The purpose of this report is for members to consider and approve the procedure for determining Private Hire Operator's Licences where it is appropriate to be considered by Licensing Sub-Committee.
- 1.2 Private Hire Operator's may be presented to Licensing Sub-Committee under a number of different circumstances. This includes all applications that are classed as a 'first renewal', any new or subsequent applications at the officer's request, or where information has been received which brings into question the fitness and propriety of that Operator.
- 1.3 This report proposes the process that Cambridge City Council will take when determining such Private Hire Operators' Licences.

2. Recommendations

- 2.1 Members are recommended to:
 - 2.1.1 Note and approve the procedure for the process of determining Private Hire Operator's Licences, as set out in Appendix A.

3. Background

- 3.1 Cambridge City Council has a duty to ensure that a safe and secure 'taxi' service is available to the public.
- 3.2 As part of this overarching duty, Private Hire Operator licence's are issued under section 55 of Local Government (Miscellaneous Provisions) Act 1976.
- 3.3 Section 62 of Local Government (Miscellaneous Provisions) Act 1976 goes on to allow a local authority to suspend, revoke or refuse to renew an operator's licence under certain circumstances, including a material change and where the operator is rendered unfit.
- 3.4 This report outlines the circumstances under which a Private Hire Operators Licence may be determined by Licensing Sub-Committee, and the process to be followed when such a Hearing takes place.
- 3.5 **Circumstances under which a Private Hire Operator's Licence is Determined by Licensing Sub-Committee.**
- 3.6 The various circumstances under which a Private Hire Operators Licence are to be determined by Licensing Sub-Committee are detailed in Appendix B and outlined in paragraphs 3.7 to 3.11 below.
- 3.7 Any application classed as a 'first renewal' application will be referred to Licensing Sub-Committee who will review the matter to determine whether the applicant is a fit and proper person(s) to hold an operator's licence.
- 3.8 A first renewal application is for any operator wishing to renew the licence at the expiry of first year of holding the licence. An Operator will need to demonstrate that they have been operating a private hire business for the full duration of the licence (one year). This is defined in the Hackney Carriage and Private Hire Handbook (Appendix P, Page 153).
- 3.9 Any new application for a Private Hire Operator's licence that reveals relevant convictions or raises doubts as to the fit and proper status of the applicant due to the information provided in the application form and subsequent inspection will be referred to Licensing Sub-Committee.
- 3.10 Any subsequent renewal after the first renewal application that is received will require the application form and an inspection to take place. If in the course of the renewal application or the inspection issues are discovered that lead officers to question the fit and proper status of

the licence holder, then the matter will be presented to Licensing Sub-Committee to decide whether the renewal should be granted or not.

- 3.11 At any time during which a Private Hire Operator is licensed by Cambridge City Council and information comes to light that gives reasons to doubt their fit and proper status, the Operator may be presented to Licensing Sub-Committee for members to decide whether the licence should be revoked or suspended. This information could be the result of an inspection carried out by officers, complaints received regarding the operator, or new information that comes to light.
- 3.12 **Procedure to be followed at a Private Hire Operators' Licence Hearing**
- 3.13 The procedure to be followed at any such Private Hire Operator Licence Hearing is detailed in Appendix A.
- 3.14 Private Hire Operator Licence Hearings will be open to the public to attend, although members of the public attending will not normally be permitted to speak, nor pose public questions.
- 3.15 Present at the hearing will be members of the Licensing Sub-Committee, the Licensing Officer, and a Legal Officer who will be the Sub-Committee's legal advisor. A Committee Manager and the applicant may also be present.
- 3.16 When dealing with new applications that require a decision from Sub-Committee, members will have four options open to them:
- Issue the Operator's licence for the standard 1 year period.
 - Issue the Operator's licence for a limited duration up to 1 year.
 - Issue the Operator's licence with additional conditions if deemed necessary.
 - Refuse to issue the Operator's licence.
- 3.17 When dealing with first renewal applications and subsequent renewal applications that require a decision from Sub-Committee, members will have 4 options open to them:
- Renew the Operator's licence for the standard 1 year or 5 year period.
 - Renew the Operator's licence for a limited duration up to 5 years.
 - Renew the Operator's licence with additional conditions if deemed necessary.
 - Refuse the renewal.

- 3.18 When dealing with an Operator that is already licensed and has been brought before the Sub-Committee due to information coming to light that gives reasons to doubt their fit and proper status, members will have 5 options open to them:
- Take no further action
 - Send a written warning letter.
 - Add additional conditions to the licence if deemed necessary.
 - Suspend the licence
 - Revoke the licence.
- 3.19 All decisions made must be made with regard to whether the applicant or operator is deemed fit and proper, and all licensed and potential Private Hire Operators are required to show that they are fit and proper persons to hold such a licence.
- 3.20 In making any of the above decisions, Members must give consideration to section 62 of the Local Government (Miscellaneous Provisions Act) 1976 (see Appendix C) and Members are required to give their reasons for any decision made.

4. Implications

(a) Financial Implications

There are no financial implications.

(b) Staffing Implications

There are no staffing implications.

(c) Equality and Poverty Implications

There are no Equality and Poverty implications.

(d) Environmental Implications

There are no environmental implications.

(e) Procurement Implications

There are no procurement implications.

(f) Community Safety Implications

There are no community safety implications.

5. Consultation and communication considerations

There has been no requirement to consult on this process.

6. Background papers

Background papers used in the preparation of this report:

- (a) Local Government (Miscellaneous Provisions) Act 1976
- (b) Hackney Carriage and Private Hire Licensing Policy
- (c) Hackney Carriage and Private Hire Taxi Handbook

7. Appendices

Appendix A – Private Hire Operators Licence – Sub-Committee Hearing Procedure

Appendix B – Circumstances under which a Private Hire Operators Licence will be presented to Licensing Sub-Committee

Appendix C - Section 62 Local Government (Miscellaneous Provisions) Act 1976

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Luke Catchpole, Technical Officer, tel: 01223 - 457818, email: luke.catchpole@cambridge.gov.uk

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Appendix A

Private Hire Operators Licence - Sub-Committee Hearing Procedure

1. Licensing Sub-Committee Hearings to consider a Private Hire Operators Licence will be open to the public to attend.
2. Members of the public attending will not normally be permitted to speak, nor pose public questions.
3. Present at the hearing will be members of the Licensing Sub-Committee, the Licensing Officer, and a Legal Officer who will be the Sub-Committee's legal advisor. A Committee Manager and the applicant may also be present.
4. At the start of the hearing the Chair of the Sub-Committee will open the meeting, introduce the members of the committee and officers present and explain the procedure to be followed.
5. The Officer will outline the report and present any information considered relevant in relation to the case.
6. Members may ask any relevant questions of the Officer.
7. The Chair will invite the applicant or her/his representative to ask any questions of the Officer.
8. The Chair will invite the applicant or a representative to put the applicant's case to the committee. The Chair will have the discretion to determine whether the Sub-Committee will hear from additional speakers (for example where a directly relevant customer complaint has been received).
9. Members may ask any relevant questions of the applicant and/or her/his witnesses.
10. The Officer may ask any relevant questions to clarify the information that has been given.
11. When all the information has been offered, the Chair will invite all parties to summarise their points if they wish.
12. The Chair will ask all parties if they are satisfied that they have had the opportunity to say everything that they wish to say.
13. The Chair will invite the Legal Advisor to the Sub-Committee to give any legal advice that the Adviser considers to be appropriate.
14. If the Sub-Committee wish to consider their decision in private, everyone, except the members of the Sub-Committee, will be asked to leave the room; alternatively the Sub-Committee will withdraw to

another room. The Sub-Committee may invite the Legal Advisor to join them. Any legal advice given to the Sub-Committee when they are withdrawn will be reported back to the hearing before the Chair resumes it.

15. The Sub-Committee may reconvene the meeting in order to seek clarification of the facts.
16. For new applications, the decisions open to members are as follows:
 - Issue the Operator's licence for the standard 1 year period.
 - Issue the Operator's licence for a limited duration up to 1 year.
 - Issue the Operator's licence with additional conditions if deemed necessary.
 - Refuse to issue the Operator's licence.
17. For first renewal applications and subsequent renewal applications, the decisions open to Members are as follows:
 - Renew the Operator's licence for the standard 1 year or 5 year period.
 - Renew the Operator's licence for a limited duration up to 5 years.
 - Renew the Operator's licence with additional conditions if deemed necessary.
 - Refuse the renewal.
18. For an Operator that is having a current licence reviewed, the decisions open to Members are as follows:
 - Take no further action.
 - Send a written warning letter.
 - Add additional conditions to the licence if deemed necessary.
 - Suspend the licence (for a period not exceeding 6 months).
 - Revoke the licence.
19. Any decision must be made in accordance with section 62 of the Local Government (Miscellaneous Provisions Act) 1976 and the Local Authority must be satisfied that the applicant or existing licence holder is a "fit and proper person to hold an operator's licence".
20. When the decision has been made the Chair will announce this to the applicant.
21. Members must give their reasons for any decision made.
22. Following the hearing the Council will write to the applicant with formal notification of the decision of the Licensing Sub-Committee and informing the applicant of any right of appeal to the Magistrates Court and the time within which the appeals must be submitted.

Appendix B - Circumstances under which a Private Hire Operators Licence will be presented to Licensing Sub-Committee

There are four different scenarios that could be presented to Licensing Sub-Committee in regard to Private Hire Operators. These are:

1. New applications

During the process of applying for a new Private Hire Operator Licence information may be gained by officers which raises doubts regarding the fit and proper status of the applicant. For example, this may be from the DBS checks, application form itself, officer inspection, etc. Where such doubts are raised, the renewal application will be referred to the Licensing Sub-Committee for consideration and determination.

2. First Renewal applications

First renewal is defined in the Hackney Carriage and Private Hire Handbook (Appendix P, Page 153) and is applicable for any Operator wishing to renew their licence at the expiry of the first year of holding such a licence. The Operators will need to demonstrate that they have been operating a private hire business for the full duration of the licence (one year). In all such cases, the first renewal application will be referred to the Licensing Sub-Committee for consideration and determination.

3. Subsequent renewal applications

Any subsequent renewal may reveal information which raises doubts to officers regarding the fit and proper status of the applicant. For example, this may be from the DBS checks, application form itself, officer inspection, etc. Where such doubts are raised, the renewal application will be referred to the Licensing Sub-Committee for consideration and determination.

4. An already licenced operator where the fit and proper status has been brought into question.

At any time during which a Private Hire Operator is licensed by Cambridge City Council information may come to light that raises doubts to officers regarding the fit and proper status of the applicant. For example, this may be after receiving customer complaint or notification of actions taken by another Licensing Authority. Where such doubts are raised, the renewal application will be referred to the Licensing Sub-Committee for consideration and determination.

Under the circumstances outlined in 1, 3 and 4 above, officers will decide whether a case needs to be referred to Licensing Sub-Committee. In the case of first renewal applications (item 2), these will routinely be referred to Sub-Committee.

Once a decision has been made to refer the application or Operator to Sub-Committee, the Officer will produce the Hearing report and include relevant information as necessary.

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Appendix C

Section 62 Local Government (Miscellaneous Provisions) Act 1976

62 Suspension and revocation of operators' licences.

(1) Notwithstanding anything in this Part of this Act a district council may suspend or revoke, or (on application therefor under section 55 of this Act) refuse to renew an operator's licence on any of the following grounds:—

- (a) any offence under, or non-compliance with, the provisions of this Part of this Act;
- (b) any conduct on the part of the operator which appears to the district council to render him unfit to hold an operator's licence;
- (c) any material change since the licence was granted in any of the circumstances of the operator on the basis of which the licence was granted;
- [F136**(ca) that the operator has since the grant of the licence been convicted of an immigration offence or required to pay an immigration penalty;**]**or
- (d) any other reasonable cause.

[F137(1A) Subsection (1)(ca) does not apply if—

- (a) in a case where the operator has been convicted of an immigration offence, the conviction is a spent conviction within the meaning of the Rehabilitation of Offenders Act 1974, or
- (b) in a case where the operator has been required to pay an immigration penalty—
 - (i) more than three years have elapsed since the date on which the penalty was imposed, and
 - (ii) the amount of the penalty has been paid in full.]**

(2) Where a district council suspend, revoke or refuse to renew any licence under this section they shall give to the operator notice of the grounds on which the licence has been suspended or revoked or on which they have refused to renew such licence within fourteen days of such suspension, revocation or refusal.

(3) Any operator aggrieved by a decision of a district council under this section may appeal to a magistrates' court.

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Item

LICENSING AUTHORITY POWERS TO REVOKE OR SUSPEND PERSONAL LICENCES

To:

Licensing Committee

Report by:

Karen O'Connor, Team Manager (Commercial & Licensing)

Tel: 01223 - 457083

E-mail: karen.oconnor@cambridge.gov.uk

Wards affected:

All

1. Executive Summary

- 1.1 The purpose of this report is to advise members of changes to the Licensing Act 2003 which came into force on 6th April 2017 and to introduce new procedures relating to these changes.
- 1.2 Section 138 of the Policing and Crime Act 2017 amended the Licensing Act 2003 and gave licensing authorities the power to revoke or suspend personal licenses with effect from 6th April 2017. This is a discretionary power; licensing authorities are not obliged to give consideration to all personal licence holders subject to convictions for relevant offences, foreign offences or civil penalties for immigration matters.
- 1.3 Should licensing authorities choose to use this power, the process which must be undertaken by the licensing authority to suspend or revoke a personal licence is set out at section 132A of the Licensing Act 2003. The decision to revoke or suspend a personal licence must be made by the Licensing Committee or Sub-Committee, but the action

required before making a final decision may be made by a licensing officer.

- 1.4 This report proposes the process that Cambridge City Council will take when deciding whether to revoke or suspend a personal licence.

2. Recommendations

- 2.1 Members are recommended to:

- 2.1.1 Note the content of the report and consider the legislative changes.

- 2.1.2 Approve the general procedure in regards to revoking or suspending a Personal Licence as set out in Appendix A.

- 2.1.3 Approve the Sub-Committee Hearing procedure in regards to revoking or suspending a Personal Licence as set out in Appendix B.

3. Background

- 3.1. Prior to April 2017, only the magistrates' court had the power to revoke or suspend a personal licence where the licence holder had been convicted of a relevant offence.

- 3.2 However, Section 138 of the Policing and Crime Act 2017 amended the Licensing Act 2003, by introducing Section 132A (see Appendix C).

- 3.3 This new section, gave licensing authorities the power to revoke or suspend personal licenses with effect from 6th April 2017.

- 3.4 The implication is that if a licensing authority has granted the personal licence and becomes aware that the licence holder has been convicted of a relevant offence or foreign offence or has been required to pay an immigration penalty on or after 6th April 2017, the authority has the discretionary power to revoke the licence or suspend it for a period of up to six months.

- 3.5 The process that must be followed by the licensing authority to suspend or revoke a personal licence is detailed within Section 132A of the Licensing Act 2003 (see Appendix C).

- 3.6 Section 138 of the Policing and Crime Act 2017 additionally confirmed that the decision to revoke or suspend a personal licence (following a relevant conviction or immigration penalty) may not be delegated to an officer.

- 3.7 Having considered the legislative changes and requirements, this report therefore outlines a general process for considering the revocation or

suspension of personal licences; contained within Appendix A, and the proposed Sub-Committee Hearing procedures; contained in Appendix B.

3.8 In summary the general proposed process includes:

3.8.1 Officer becomes aware of relevant conviction or immigration fine

3.8.2 Officer determines revocation or suspension of personal licence may be appropriate and serves Notice (see Appendix D)

3.8.3 Personal licence holder has 28 days to respond

3.8.4 Relevant information gathered and a report presented at a Licensing Sub-Committee Hearing

3.8.5 Sub-Committee considers case and determines if:

- No further action
- To issue a warning letter
- To suspend the personal licence for a period not exceeding 6 months
- To revoke personal licence

3.8.6 If Sub-Committee determines to take no action, send a warning letter or suspend, then officer notifies chief of police and/or Home Office (as appropriate).

3.8.7 Any comments, or lack of comments, received from chief of police or Home Office within 14 days must be considered by Sub-Committee and a final decision made. Where those comments request revocation a second Sub-Committee hearing will occur. Where other comments, or no comments, are received Sub-Committee will determine if the original decision stands or if a second hearing will take place

3.8.8 Where the chief of police or Home Office have made comments and Licensing Sub-Committee determines an action other than revocation, then they have a right to appeal to the magistrates' court.

3.8.9 In all cases, having made their decision Sub-Committee must record the outcome of that decision and the reasons for the decision reached.

3.8.10 After the full process and once a final decision has been made, in all cases officers will write to both the personal licence holder and the chief of police / Home Office (as appropriate) confirming the final decision reached by Licensing Sub-Committee and confirming their right to appeal to magistrates' court within 21 days.

4. Implications

(a) Financial Implications

There are no financial implications.

(b) Staffing Implications

There are no staffing implications.

(c) Equality and Poverty Implications

There are no Equality and Poverty implications.

(d) Environmental Implications

There are no environmental implications.

(e) Procurement Implications

There are no procurement implications.

(f) Community Safety Implications

There are no community safety implications.

5. Consultation and communication considerations

There has been no requirement to consult on this process.

6. Background papers

Background papers used in the preparation of this report:

- (a) Licensing Act 2003
- (b) Guidance published under section 182 of the Licensing Act 2003
- (c) Policing and Crime Act 2017

7. Appendices

Appendix A – General Procedure for revoking or suspended a personal licence.

Appendix B – Sub-Committee Hearing Procedure for Revoking or Suspending a Personal Licence

Appendix C - Section 132A of the Licensing Act 2003

Appendix D – Copy of Notice to be sent to Personal Licence holder

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Luke Catchpole, Technical Officer, tel: 01223 - 457818, email: luke.catchpole@cambridge.gov.uk

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APPENDIX A

General Procedure for Revoking or Suspending a Personal Licence

1. Officers become aware of a conviction of a “relevant offence” or immigration penalty.
Note: The personal licence holder should inform the local authority and also the magistrates’ court should also be informing the local authority.
2. After officer determines that it is a relevant offence, and a decision will be made by the officer whether it may appropriate for the licence to be revoked or suspended.
3. If the officer believes it may be appropriate to revoke or suspend the licence, a notice must be given to the licence holder confirming the intention.
4. Officer also collects any addition information that may be relevant to the case
5. The licence holder has 28 days to provide any relevant information as explained in the notice.
6. Representation made by the licence holder will be taken into account along with any other information received from the officer’s investigation. This could involve any evidence and statements provided by the police or Home Office in regards to the circumstances surrounding the convictions.
7. Report will be produced for Sub-Committee detailing the convictions received and relevant offence, information supplied by licence holder and any further information gathered during course of investigation.
8. A Sub-Committee hearing will be held where the report will be presented and the licence holder invited to attend to provide a submission and answer any questions from members.
9. Members will have the option of 4 decisions that can be made:
 - To take no action
 - To issue a warning letter
 - To suspend the personal licence for a period not exceeding 6 months
 - To revoke the personal licence
10. If the decision made is to take no action, send a warning letter or suspend the personal licence, the officer must then notify the chief of police and/or Home Office of the decision and give them 14 days to make any comments.

11. If Police and/or Home Office respond and ask for the revocation of personal licence, a second hearing will be held for members to consider the original information, the new representations from police or Home Office and give a final decision. Following consideration of the new information, the same four options apply:
 - To take no action
 - To issue a warning letter
 - To suspend the personal licence for a period not exceeding 6 months
 - To revoke the personal licence
12. If no response is received from Police or Home Office, or the response indicates it is for information only, then Sub-Committee will need to confirm if the original decision stands. This may be done via email/phone or similar method rather than a second hearing. Alternatively they may decide to convene a second hearing as item 11 above
13. Once a final decision has been made, a decision letter will be sent to licence holder, police and/or Home Officer detailing the decision made and reasons for it. All parties will have 21 days to appeal to magistrates.

Appendix B
Sub-Committee Hearing Procedure for Revoking or
Suspending a Personal Licence

1. Licensing Sub-Committee Hearings to consider a Personal Licence under the Licensing Act 2003 will not be open to the public to attend.
2. Present at the hearing will be members of the Licensing Sub-Committee, the Licensing Officer, and a Legal Officer who will be the Sub-Committee's legal advisor. A Committee Manager and the applicant may also be present.
3. At the start of the hearing the Chair of the Sub-Committee will open the meeting, introduce the members of the committee and officers present and explain the procedure to be followed.
4. The Officer will outline the report and present any information considered relevant in relation to the case.
5. Members may ask any relevant questions of the Officer.
6. The Chair will invite the personal licence holder or her/his representative to ask any questions of the Officer.
7. The Chair will invite the personal licence holder or a representative to put the applicant's case to the committee. The Chair will have the discretion to determine whether the Sub-Committee will hear from additional speakers (for example a character witness for the personal licence holder).
8. Members may ask any relevant questions of the personal licence holder and/or her/his witnesses.
9. The Officer may ask any relevant questions to clarify the information that has been given.
10. If the police or Home Office (as appropriate) are a party at the hearing, they will present their case.
11. Members may ask any relevant questions of the police / Home Office representative.
12. The Officer may ask any relevant questions to clarify the information that has been given.
13. The Chair will invite any additional relevant parties (for example the police or Home Office) to put forward any additional information relevant to the Hearing.
14. When all the information has been offered, the Chair will invite all parties to summarise their points if they wish.

15. The Chair will ask all parties if they are satisfied that they have had the opportunity to say everything that they wish to say.
16. The Chair will invite the Legal Advisor to the Sub-Committee to give any legal advice that the Adviser considers to be appropriate.
17. If the Sub-Committee wish to consider their decision in private, everyone, except the members of the Sub-Committee, will be asked to leave the room; alternatively the Sub-Committee will withdraw to another room. The Sub-Committee may invite the Legal Advisor to join them. Any legal advice given to the Sub-Committee when they are withdrawn will be reported back to the hearing before the Chair resumes it.
18. The Sub-Committee may reconvene the meeting in order to seek clarification of the facts.
19. In reaching its decision, the Sub-Committee will disregard any information given by a party, or any person who has been permitted to appear at the hearing, which is not relevant to
 - a. The application, representations or notice (as applicable) or in the case of another person, the application, representations or notice of the party requesting their appearance, and
 - b. The promotion of the licensing objectives or, in relation to a hearing to consider a notice given by the Police, the crime prevention objective.
20. For the Hearing, the decisions open to members are as follows:
 - To take no action
 - To issue a warning letter
 - To suspend the personal licence for a period not exceeding 6 months
 - To revoke the personal licence
- 20 When the decision has been made the Chair will announce this to the applicant.
- 21 Members must give their reasons for any decision made.
- 22 Following the full hearing process (first Sub-Committee Hearing and second Sub-Committee decision/Hearing) and the final decision made, the Council will write to both the applicant and police / Home Office with formal notification of the final decision of the Licensing Sub-Committee, and also informing them both of any right of appeal to the Magistrates Court and the time within which the appeals must be submitted.

Appendix B: Section 132A of the Licensing Act 2003

132A Convictions etc of licence-holder: powers of licensing authority

(1) This section applies where a licensing authority has granted a personal licence and it becomes aware (whether by virtue of section 123(1), 131 or 132 or otherwise) that the holder of the licence (“ the licence holder ”) has been, at any time before or after the grant of the licence—

- (a) convicted of any relevant offence or foreign offence, or
- (b) required to pay an immigration penalty.

(2) But this section does not apply at any time when in the case of a licence holder who has been convicted of any relevant offence or foreign offence—

- (a) the licence holder has appealed against a conviction for, or any sentence imposed in relation to, a relevant offence or foreign offence and that appeal has not been disposed of, or
- (b) the time limit for appealing against such a conviction or sentence has not expired.

(3) The relevant licensing authority may—

- (a) suspend the licence for a period not exceeding six months, or
- (b) revoke the licence.

(4) If the relevant licensing authority is considering whether to suspend or revoke the licence, the authority must give notice to the licence holder.

(5) A notice under subsection (4) must invite the licence holder to make representations regarding—

- (a) the relevant offence, foreign offence or immigration penalty that has caused the relevant licensing authority to issue the notice,
- (b) any decision of a court under section 129 or 130 in relation to the licence, and
- (c) any other relevant information (including information regarding the licence holder's personal circumstances).

(6) The licence holder may make representations under subsection (5) to the relevant licensing authority within the period of 28 days beginning with the day the notice was issued.

- (7) Before deciding whether to suspend or revoke the licence the relevant licensing authority must take into account—
- (a) any representations made by the licence holder under this section,
 - (b) any decision of a court under section 129 or 130 of which the licensing authority is aware, and
 - (c) any other information which the authority considers relevant.
- (8) Having taken into account the matters described in subsection (7) the relevant licensing authority may make a decision whether to suspend or revoke a licence, unless subsection (9) applies.
- (9) This subsection applies where the relevant licensing authority has taken into account the matters described in subsection (7) and proposes not to revoke the licence.
- (10) Where subsection (9) applies the authority must—
- (a) give notice to the chief officer of police for its area that it proposes not to revoke the licence, and
 - (b) invite the officer to make representations regarding the issue of whether the licence should be suspended or revoked having regard to the crime prevention objective.
- (11) The chief officer of police may make representations under subsection (10)(b) to the relevant licensing authority within the period of 14 days beginning with the day the notice was received.
- (12) Where the relevant licensing authority has given notice to the chief officer of police under subsection (10)(a), the authority must take into account—
- (a) any representations from the officer, and
 - (b) the matters described in subsection (7),
- and then make a decision whether to suspend or revoke the licence.
- (13) The relevant licensing authority must give notice of any decision made under subsection (8) or (12) to the licence holder and the chief officer of police, including reasons for the decision.
- (14) A decision under this section does not have effect—
- (a) until the end of the period given for appealing against the decision, or
 - (b) if the decision is appealed against, until the appeal is disposed of.
- (15) A decision under subsection (8) or (12) may be appealed (see paragraph 17(5A) of Part 3 of Schedule 5 (appeals: personal licences)).

APPENDIX D: Notice to be sent to Personal Licence Holder

Enquiries to:

Contact Name:

Job Title:

T: 01223

E: @cambridge.gov.uk

Name

Address



Environmental
Services

Our Ref: WK/*****

Date

Dear Sir/Madam

Licensing Act 2003 – Notice to consider whether to revoke or suspend a Personal Licence.

Personal Licence – CAM *****

I write regarding information provided by HM Courts & Tribunals Service stating that on the **date of conviction** you were convicted of **list offences**.

The Licensing Act 2003, Schedule 4 sets out the relevant offences in regards to a personal licence holder. A conviction for **“state offence”** is classed as a relevant offence.

Under section 132A of the Licensing Act 2003, local authorities can revoke or suspend (maximum of 6 months) a personal licence.

In light of the above convictions for **“state offence”**, the licensing authority for Cambridge City Council is giving you notice that they are considering revoking or suspending your personal licence, CAM *****.

You have 28 days beginning from the date this notice was issued to provide representations that will be considered before a final decision is made.

Your representation can make comments in regards to the following:

- The relevant offences that caused Cambridge City Council to issue this notice, namely the **state convictions**.
- Any decision of the court under section 129 or 130 of the Licensing Act 2003 in relation to your personal licence. Section 129 allows the court to order the forfeiture of the licence or order its suspension for a period not exceeding six months. Section 130 relates to an appeal of the decision made by the court in regard to a decision made under section 129.

- Any other relevant information. This can include information regarding personal circumstances etc.

Please provide any representation by the **28 days from date notice sent**.

Once your representation is received, a meeting of the Licensing Sub-Committee will be held where a decision will be made to revoke your personal licence, suspend your personal licence, issue a written warning or take no further action. You will be informed of the date of the hearing and be invited to attend and speak if you wish to do so.

If the Sub-Committee decide to suspend, issue a written warning, or take no further action, we are required by law to inform the Chief of Police, and ask them to provide representations on your case considering the objective of the prevention of crime and disorder. Any response received from the police will be considered, and a second hearing may take place to consider the information available (e.g. if the police object to the original decision). Should such a second hearing be appropriate, then you will be informed of the date of the hearing and be invited to attend and speak if you wish to do so.

Following the hearing and decision process outlined above, you will be notified of the final decision.

If the decision of the Sub-Committee is to revoke or suspend your licence at either of these hearings you will have the right to appeal that decision. Further information will be provided to you in the event such a decision is made.

Yours sincerely

Name
Title

CC. City Licensing Officer, Cambridgeshire Constabulary, Parkside Police Station,
Parkside, Cambridge CB1 1JG



Item

LIMITING THE NUMBER OF HACKNEY CARRIAGE LICENCES

To:

Licensing Committee

Report by:

Yvonne O'Donnell, Environmental Health Manager

Tel: 01223 - 457951 Email: yvonne.odonnell@cambridge.gov.uk

Wards affected:

All

1. Introduction

- 1.1 The Council may, as part of its adopted policy on the licensing of Hackney Carriages (HCV), consider whether to apply a limit on the maximum number of HCV licences which it will issue at any time. However, this power may be exercised only if the Council is satisfied that there is no significant demand for the services of HCVs which is unmet (section 16 Transport Act 1985). The Council has no power to limit the number of Private Hire Vehicle (PHV) licences.
- 1.2 At a meeting on 24th October 2011 the Licensing Committee resolved that a demand survey should be carried out to establish whether or not the current HCV fleet met the demand for HCV services within the district, and additionally to cover accessibility issues and the provision of ranks within the district.
- 1.3 The demand survey was carried out in 2012 but members were concerned that it had not provided a sound evidence base for concluding that there was no unmet demand, due to a lack of engagement by the taxi trade.

- 1.4 At a meeting on 21st July 2014, the Licensing Committee instructed officers to seek a further survey to establish if there is evidence that there is no significant demand that is unmet and to investigate the costs of carrying out such a survey.
- 1.5 On 26th January 2015 Officers brought a report to Licensing Committee asking members to determine whether to adopt a policy of limiting the number of hackney carriage vehicles which it license in the city, and, if so to decide at what level the limit should be set.
- 1.6 Members agreed that a limit should be set at 317 with immediate effect. However, following Committee Officers identified that due to a systems error there were currently 321 Hackney Carriage vehicles licensed with the City. The Director took an urgent decision that the limit should be set at 321 and this was endorsed at Licensing Committee on 23rd March 2015.
- 1.7 At Licensing Committee on 26th January 2015 it was agreed that this policy should be reviewed after 3 years.
- 1.8 On the 20th March 2017 a report was brought to Licensing Committee recommending that Officers procure a company to carry out a further demand survey to establish if there is significant demand for the services of HCVs which is unmet.
- 1.9 Following the tendering process, LSVA was appointed to undertake the survey, which took place between June and November 2017.
- 1.10 The subsequent LVSA report (attached in Appendix A) concludes that there is no significant demand that is unmet. The findings of the report also indicate that further work is required to take forward a balanced view regarding two potentially conflicting and often externally applied pressures on the current licensed vehicle provision in Cambridge City at this time. These cover accessibility and air quality requirements and concerns.
- 1.11 The purpose of this report is to present the findings of the survey as attached in Appendix A and to ask the members of the Licensing Committee to decide whether they are satisfied that there is no significant demand for the services of HCVs within Cambridge which is unmet, and if so, whether to retain a limit on the number of HCV licences that the Council issues. If members decide to retain a limit they must then decide what that limit will be.

2. Recommendations

- 2.1 Members are asked, firstly, to determine whether they are satisfied that there is no significant demand for hackney carriages in Cambridge which is unmet.
- 2.2 If Members are not satisfied under 2.1 (and as such they determine that there is significant demand which is unmet), there is no power to impose a limit on the number of HCV licences, and therefore the current limit must be removed.
- 2.3 If Members are satisfied, under 2.1 (and as such they determine that there is no significant demand which is unmet), they may **EITHER** :
 - 2.3.1 Decide to retain a limit on the number of HCV licences which may be issued. If Members decide to retain a limit, they will need to resolve, on the basis of the evidence before them, the number of hackney carriage licences to be allowed. Members must determine if the limit is to:
 - 2.3.1.1 Keep the limit at the existing level of 321.
 - 2.3.1.2 Increase the existing limit. Members must determine what that limit will be and how new licenses will be issued (e.g. first come-first served).
 - 2.3.1.3 Reduce the existing limit. Members must determine what the new limit will be and how this will be achieved.

OR

- 2.3.2 Decide to remove the limit.

3. Background

- 3.1 Cambridge City Council licences both hackney carriages (HCV) and private hire vehicles (PHV) to operate within the city.
- 3.2 HCVs operate from ranks and can be hailed in the street and they can also accept pre-booked fares, either direct or from a licensed operator.
- 3.3 PHVs may only accept pre-booked fares from an operator. However, there is no power for the Council to limit their numbers, nor to regulate those licensed by other Councils and operating in the city.
- 3.4 The Transport Act 1985 allows the Council to limit the number of HCVs it licences, but only if it is satisfied that there is no significant demand for HCVs which is unmet.

- 3.5 There is currently a limit on the numbers of HCV licences granted by Cambridge City Council of 321.

Review of “demand surveys” conducted since 1990

- 3.6 The Council operated a policy on limitation up until 2001. Surveys conducted in 1990 and 1993 concluded that the Council should maintain a limit of 120 HCVs.
- 3.7 Further surveys were carried out in 1995 and 1997 which showed a growth in demand and, in 1995, 5 extra vehicles licences were approved. In 1997 a further 22 vehicle licences were approved bringing the total to 147. Also in 1997 Members asked for a report to remove the limitation on the number of licences issued.
- 3.8 In 1999 a further survey was carried out which concluded that a further 14 licences should be issued to meet the unmet demand.
- 3.9 In March 2000 Environment Committee considered a report which recommended approval of an additional 14 licences. Members also voted on a proposal to remove the limit on the number of hackney carriage licences to be issued by the Council in 12 months’ time (July 2001). 6 members voted in favour, 6 members voted against. Under the convention at that time, Chairs of committees with an even number of members could not exercise a casting vote and the matter was referred to City Board.
- 3.10 On the 10th July 2000 City Board referred the matter to full Council for consideration on 20th July 2000. At full Council the decision was made to de-limit the number of HCV licences issued with effect from 1st July 2001, with the continued condition that any new HCV licences issued had to be for wheelchair accessible vehicles, but not necessarily a purpose-built HCV.
- 3.11 In 2011 the taxi trade requested that a further survey should be carried out and in October 2011 Licensing Committee resolved that the purpose of the demand survey was to establish whether or not the current HCV fleet met the demand for services within the district, and additionally to cover accessibility issues and the position of ranks within the city.
- 3.12 A demand survey was conducted by CTS Traffic and Transportation Ltd in 2012. Licensing Committee on the 28th January 2013 considered the report and agreed that a full consultation and community engagement programme should be carried out to gather further evidence. Members

were concerned that the report did not provide a sound evidence base due to a lack of engagement by the trade.

- 3.13 On 21st July 2014 Licensing Committee decided to seek a further survey and a specification was drawn up by officers and tenders sought. The tender selected was by CTS, the author of the previous survey. The purpose of the survey was to update the previous survey and, specifically, to undertake a more in-depth consultation with the taxi trade.
- 3.14 The updated survey work was carried out in November 2014 and on the 26th January 2015 at Licensing Committee members took the decision to adopt a policy of limiting the number of HCVs which it will licence in the City to 317 with immediate effect and subsequently 321 under urgent decision powers due to an administrative error.
- 3.15 At Licensing Committee on 26th January 2015 it was agreed that this policy would be reviewed after 3 years.
- 3.16 On the 20th March 2017 Officers brought a report to Licensing Committee recommending that Officers procure a company to carry out a further demand survey to establish if there is significant demand for the services of HCVs which is unmet.
- 3.17 Following Committee decision to seek a further demand survey, a specification was drawn up by Officers and tenders sought. The tenderer selected was LSVA (Licensed Vehicle Surveys and Assessment) which is an amalgamation of the previous survey author, CTS, and Transportation and Vector Consultancy. The specification also required for the survey to investigate the Councils policies in relation to accessibility and air quality.
- 3.18 The survey work took place between June 2017 and November 2017 and the report of the survey is attached as Appendix A.
- 3.19 A review on whether to limit numbers of hackney carriage licences should take place every three years and be subject to local consultation. The funding for it has been incorporated into the hackney carriage vehicles renewal licensing fees from 2018/19

National Policy Position

- 3.20 In March 2010 the Department for Transport issued Best Practice Guidance to assist local authorities in England and Wales that have responsibility for the HCV and PHV trades. The relevant section of the Guidance is provided in Appendix B to this report.

- 3.21 The Guidance is intended to assist licensing authorities but it is only guidance and decisions on any matters remain a matter for the authority concerned. It is for individual licensing authorities to reach their own decisions both on overall policies and on individual licensing matters in the light of their own views of the relevant considerations.
- 3.22 Paragraph 47 of the Guidance says “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”. The Guidance suggests that the matter should be approached in terms of the interests of the travelling public – that is to say, the people who use the taxi services. The Guidance suggests that authorities consider what benefits or disadvantages arise for the travelling public as a result of imposing controls and what benefits or disadvantages arise as a result of applying no limitation on numbers.
- 3.23 Paragraph 48 of the Guidance says that in most cases where quantity restrictions are imposed, vehicle licence plates command a premium, often of tens of thousands of pounds. The Guidance comments that this indicates that there are people who want to enter the taxi market and provide a service to the public but who are being prevented from doing so by the quantity restrictions. The view expressed in the Guidance is that this seems very hard to justify.
- 3.24 At paragraph 49 the Guidance says: “If a local authority does nonetheless take the view that a quantity restriction can be justified in principle, there remains the question of the level at which it should be set, bearing in mind the need to demonstrate that there is no significant unmet demand. This issue is usually addressed by means of a survey; it will be necessary for the local licensing authority to carry out a survey sufficiently frequently to be able to respond to any challenge to the satisfaction of a court. An interval of three years is commonly regarded as the maximum reasonable period between surveys”.
- 3.25 A recommended list of questions for local authorities to address when considering quantity controls is set out at Annex A to the Department for Transport (DfT) Guidance.
- 3.26 In addition, The Law Commission has been considering and consulting on a wide range of potential reforms of the taxi trade as a whole, on behalf of the Government.

3.27 The Law Commission's final document was issued on 23rd May 2014, in which it made 84 recommendations in relation to the changes in taxi licensing law. Some of the recommendations relevant to this report include Licensing Authorities continuing to have the power to limit the number of taxi vehicles licenced in their area, subject to a statutory public interest test on how this test should apply, and the potential for mandatory disability training for all drivers. The report further recommended that any limit on the number of taxi vehicles, and an accessibility review, should be undertaken at 3 yearly intervals.

3.28 The Government is yet to formally respond to the Law Commission's recommendations.

Summary of the Findings of the 2017 Demand Survey

3.29 Please refer to the full survey at Appendix A for more detail.

3.30 In terms of the licensed vehicle fleet, most hackney carriage growth was up to 2011, after which there was a drop. There was some growth in the run up to the application of a limit on vehicle numbers, after which numbers have remained stable. The unlimited hackney carriage policy led to a strong decline in private hire vehicle numbers, with this decline continuing.

3.31 The table below outlines the total number of vehicle licence by year:

Year	HCV	PHV	Total
1994	120		
1997	125	281	406
1999	147	352	499
2001	175	325	500
2004	235	236	471
2005	257	209	466
2007	282	135	417
2009	298	199	497
2010	302	197	499
2011	303	211	514
2012	293	217	510
2013	266	179	445
2014	309	179	488
2015	324	178	502
2016	327	153	480
2017	326	147	473

- 3.32 Most drivers are now able to drive both hackney carriage and private hire vehicles. With just under 700 drivers licensed with Cambridge City and 473 vehicles, this suggests a good proportion of potential for vehicle sharing by drivers.
- 3.33 At present any new HCVs have to be wheelchair accessible, with the proportion of vehicles in the fleet that are wheelchair accessible now at 65%. Much of the current levels of wheelchair accessibility results from the need for all new hackney carriages to be wheelchair accessible, although plates 1-121 retain grandfather rights not to adhere to this requirement.

Rank Surveys

- 3.34 Since the last survey, the station rank has been redeveloped with access and egress less easy than it was. Additionally, two new Council ranks have been introduced operating at night only, but only starting in March 2017 they are still developing use.
- 3.35 There were 2 elements to the rank observation programme. The two busiest ranks at St Andrew's Street and the private rail station location were initially observed during June over a period running from Thursday 16th June 2017 through to Sunday 19th June 2017 in both locations. Wider all rank observations were undertaken on Thursday 12 October 2017 through to Sunday 15th October 2017.
- 3.36 The full October rank review covered some 260 hours across all ranks, with a supplementary mid-June set of observations at the two busiest ranks supplementing our understanding of rank demand variation.
- 3.37 Estimates of average weekly passenger demand in 2017 shows the dominance of the station rank, which provides 49% of all passengers; St Andrew's street provides 28%, with Market Square providing 12%. Comparison to 2012 flows suggests the station is now even more dominant. St Andrew's Street has also reduced in usage since 2012, whilst Market Street appears to have increased.
- 3.38 The June two-rank test found increased passenger numbers, which appears to relate to a University event that weekend. Overall consideration of the information collected suggests 2017 flows are probably fairly similar through the year to those observed in 2012, despite significant growth in the area.
- 3.39 In terms of rank usage, St Andrew's Street tends to grow in usage through the day with an overnight peak whilst the station tends to drop

in usage as train service levels reduce. Market Square rank is a key provider of night demand with the new Downing Street rank also making a clear contribution to night demand. Both Friday and Saturday nights see a rise to overnight peaks. However, it is the view of the consultant that demands in Cambridge at this time cannot be considered to be 'peaky' as there are no significant spikes observed in the information.

- 3.40 A key matter was how well the revised layout at the station served very high volumes of passengers. The same was true of the St Andrew's Street rank, with the feeder rank clearly being critical to providing sufficient vehicles there for much of the day.
- 3.41 An industry standard index of significant unmet demand (ISUD) has been developed and used since the initial Government guidance that limits could be applied. Early in the process of developing the index, it was identified that a cut-off point of 80 was the level beneath which unmet demand is not regarded as significant, and that above 80 it would be concluded there is significant unmet demand.
- 3.42 The ISUD calculations draw from various elements of the rank surveys and public consultation exercise. It provides a useful benchmark measure of the level of unmet demand that is present. Appendix C outlines the factors that are taken into account and how it is calculated.
- 3.43 The ISUD calculations in Cambridge do not take into account the activity at the private railway station rank. This is because the issue of permits to operate at the station rank is controlled by the railway company on their private land, and outside the control of the City Council. The Council has no way to ensure that, if more licences are issued the HCVs will be available at this location and hence the exclusion from the calculations in this study. However, it is important that there is an understanding about what is happening at this location as the public rarely differentiate between ranks.
- 3.44 Using all available data from both sets of data collection is a harsh but robust test of unmet demand and its significance. The result of this calculation identified the ISUD factor to be 78.3, just short of the cut-off level of 80 which suggests that the observed unmet demand is just below the level to be regarded as significant.
- 3.45 The overall conclusion from this is there is currently no unmet demand for hackney carriage in Cambridge City licensing are which could be seen as significant.

- 3.46 Using the more balanced test based on the October information alone reduces the level of the index significantly to just 1.18, or 2.4 if the station (private) data is excluded (from 78.3). These further calculations add weight to the survey conclusion that the area currently does not have unmet demand which is significant.

Public Consultations

- 3.47 276 people were interviewed in the streets of the City, with 18% near the railway station. The City sample saw 87% saying that they had used a licensed vehicle in the last 3 months. The station figures suggested 83% of licensed vehicle trips at the station were made by hackney carriage, whilst for the City sample, the proportion by hackney carriage is 46%.
- 3.48 In terms of operators being contacted, 51% named one company, with that level being 86% at the station. There were two other companies named with 21% and 19% each. This suggests a moderately competitive environment although dominated by one large and two medium operators.
- 3.49 The level of people telling us they could get a licensed vehicle of a kind that suited them was very high, with 100% of all those interviewed at the station, and 94% within the City sample, saying they always could. 69% would always take the first vehicle available at the rank, 7% would choose an electric powered saloon, 4% an electric powered WAV and 19% a saloon style vehicle.
- 3.50 There was good knowledge of the ranks and people said they used most of the ranks, although the two main ranks dominated; namely St Andrew's Street and Railway Station rank. The key location for a preferred new rank was at Addenbrooke's hospital.
- 3.51 The level of people with issues with the hackney carriage service was not significant, at 11%, suggesting a high level of satisfaction. The top issue was delay in getting a taxi. When asked about what would encourage them to use a hackney carriage more frequently, 26% identified the availability of an 'app' they could use to get an hackney carriage. The next two matters were more hackney carriages that could be phoned for and more at lower prices.
- 3.52 The level of people saying either that they needed a WAV, or knew someone who did was low at 5%.

Stakeholder consultations

- 3.53 The list of stakeholders who were contacted is listed as Appendix 9 to the survey report.
- 3.54 Supermarkets and hotels mainly used private hire services, though two hotels were aware of the station rank.
- 3.55 More pubs were aware of the St Andrew's Street. Most night clubs who responded were aware of ranks, and felt most of their customers did use vehicles from ranks. One was concerned about drivers attitudes to their customers and another felt that phoned for vehicles tended to end up delayed in arriving. Police and taxi marshal views were that there were more than enough vehicles available.

Taxi Trade Consultations

- 3.56 22% of the trade responded to the survey which is very high for this type of survey. A meeting was also held with the trade representatives.
- 3.57 Most respondents drove private hire and hackney carriage vehicles as appropriate at the time, with 87% of drivers holding a dual licence. 21% of the respondents also had South Cambridgeshire drivers' license.
- 3.58 Most drivers worked six days a week, with an average of 47 hours worked per week.
- 3.59 The top reason affecting working hours was 32% wanted to avoid heavy traffic and rush hour, 26% stated they worked at the busiest times, 22% were affected by family commitments, and 6 % they were affected by sharing the vehicle.
- 3.60 79% of respondents owned their own vehicle, with 68% working on the radio circuit; the majority working for the largest company. Drivers had a good knowledge of and provided service to most ranks. 62% stated that they get the majority of their fares from the rank, whilst 6% from hailing and 4% from an 'app'. The responses suggest a high focus in the City is on hackney carriage usage of vehicles.
- 3.61 88% responded that the limit should remain as it contributed to the reduction in pollution, congestion and over ranking.

Air Quality and Accessibility Considerations

- 3.62 The City has given significant consideration to both accessibility and air quality impacts of its hackney carriage and private hire fleet in recent years. A key thrust of the previous removal of the limit on vehicle numbers was to increase the level of WAV style vehicles in the fleet,

which has clearly been achieved. A very recent change allows rear-loading vehicles to widen the options available both to the travelling public and to the drivers in terms of operational flexibility, access standards and cost.

- 3.63 On 8th January 2018 the Licensing Authority received an email from Cambridge Hackney & Private Hire Association requesting that a number of Wheelchair Accessible Vehicles could be exchanged for saloon type vehicles that would be environmentally friendly (see Appendix D). A comment has been made in the report on page 50 in response to this request.
- 3.64 In terms of air quality, the City has benefitted from one of the eight Government funded studies, being published in March 2016. This found that 27.4 % of traffic on King Street was taxis. Key outputs were positive support for the present age limit and for the proposed ANPR control to the city centre area.
- 3.65 Part of the current Hackney Carriage and Private Hire Policy is to encourage the shift to low emission taxis. The policy will incentivise the trade to take up hybrid and electric vehicle options, and it also provides future dates by which all new, and then hackney carriage and private hire licensed vehicles will be low emission style.
- 3.66 The license vehicle industry is currently introducing a number of pure electric, range extended electric and hybrid vehicles that will enable the trade to take advantage of the options available. However, the major concern relates to trust in the new technology as well as the overall initial cost of such vehicles, without corresponding evidence of the quoted lower maintenance and operating costs.
- 3.67 The station rank requires a supplementary permit which means not all vehicles are able to service the busiest rank. The nature of demand from the two main ranks is different, with longer journeys more likely from the station and also with lower occupancy levels.
- 3.68 The evidence is that the number of vehicles focusing on one rank is relatively small, however of those doing so a higher proportion target the St Andrew's Street location rather than the station.
- 3.69 The nature of journey styles and occupancy differences between the ranks could allow for quick wins by using hybrid vehicles, already proven and trusted at the station, whilst focusing the use of pure electric

and range extended electric HCVs on the City Centre ranks which are likely to need higher emission standards.

3.70 Overall, recent developments are moving towards providing options for the City to have both an accessible and an air quality efficient fleet, although higher take up of the more efficient vehicles may not be practical in the early part of the policy implementation whilst proprietors are persuaded of the viability of the options. Rapid chargers are being installed around the city over the next two years, although early adopters will have to bear the risk, yet may gain more benefit, than those who follow. The need to review and monitor options is critical to ensuring sufficient vehicles remain available.

4. Decisions to be made by Members

- 4.1 Following review of this report and the detailed survey undertaken, members have a number of decisions to make. These are each considered below, and must be determined on the evidence as presented.
- 4.2 Firstly, members need to determine whether or not they are satisfied that there is significant unmet demand;
- 4.3 If members are satisfied that there is significant unmet demand then the current limit on numbers of HCV must be lifted as per the legislation requirements. This means that no limit can be imposed and it is removed entirely.
- 4.4 If members are instead satisfied that there is no significant unmet demand, then there are four possible options
 - To remove entirely the current limit on number of HCV licences. This would be a change in policy and an implementation date would need to be agreed.
 - To retain the limit at the level currently licensed of 321. This would be a pragmatic approach, allowing the retention of existing licences.
 - To set the limit at a level lower than the current number of licences. In order to reduce the number of licences, natural wastage would be required, as and when licences are surrendered, as the only practical way of achieving this, over an indeterminate period.

- To set the limit at a number greater than the current number of HCV licences. As Members will have determined, by this point, that there is no unmet demand that is significant then increasing the numbers may be inappropriate because it will have been accepted that there are currently enough HCVs available.

4.5 In making the above decisions, Members should give full reasons for their decisions, which are based on the evidence before them.

Potential Advantages and Disadvantages of Limit Options

4.6 Potential Benefits of retaining the current limit

- It may assist in limiting the perception that there is little road space for vehicles to wait in the central area
- It may halt the trend towards working longer hours and assist in improving passenger and driver safety
- Driver focus could be on developing the current customer base rather than fighting with each other for trade
- Potential improvement in air quality with the reduction of further HCVs travelling in the City
- Retaining the limit would be supported by the existing cohort of hackney carriage drivers of licensed vehicles

4.7 Potential Disadvantages of retaining the current limit

- Retaining limit may create a market for vehicle licences which would not, necessarily, be in the public interest.
- It may reduce the opportunity for drivers to become plate owners
- There may be a lack of competition between those operating the licensed vehicles which may lead to a fall in standards

4.8 Potential Benefits of imposing unlimited numbers

- It would provide more choice for employment and give opportunities for taxi drivers to become plate owners.
- Potential for a more effective service to the public.
- With a reduced bus service to and from the City during the evening, the policy could contribute towards a significant proportion of the community's needs and enhance the night-time economy

4.9 Potential Disadvantages of imposing unlimited numbers

- It may be necessary to take enforcement action on over ranking at the Drummer Street rank.
- The issue of safety arising from continued increase of working hours by drivers would be relevant as there will be increased competition for work.
- Potential increase in air pollution due to increase in vehicles

Cambridge City Decision-Making Process

- 4.10 The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 define whether responsibility for Council functions rests with the Executive or with the full Council. Regulation 2 and Schedule 2 state that the power to license hackney carriages and private hire vehicles shall not be exercised by the Council's Executive. This licensing function (which includes imposing a limit on numbers) is what is often referred to as a "regulatory function".
- 4.11 The Council has delegated responsibility for most of its regulatory functions to committees. The scheme of delegation in the Council's Constitution places responsibility for this function with the Licensing Committee. The Council has not reserved any aspect of this function to itself and therefore the Committee is entitled to make decisions on the matters raised in this report. In the event of a tied vote, the Chair has a casting vote.
- 4.12 If the Committee is unwilling or unable to take a final decision, it may decide to refer the matter to Civic Affairs (for decision or reference on to full Council) or direct to Council. The matter shall also be referred to Civic Affairs Committee (for decision or reference on to full Council) on the request of the committee spokesperson for a political group, or on the request of any two other members.
- 4.13 Members should give full reasons for decisions made in respect of this report.

5. Implications

(a) Financial Implications

None

(b) Staffing Implications

None

(c) Equality and Poverty Implications

An Equalities Impact Assessment has been carried out as Appendix E

(d) Environmental Implications

If a limit is retained there is a potential for some improvement in air quality with the reduction of HCVs travelling in the City

(e) Procurement Implications

None

(f) Community Safety Implications

None

6. Consultation and communication considerations

6.1 The survey consulted with members of the public, stakeholders and the trade. It also consulted with disability groups. Appendix 9 of the survey report lists the stakeholders who were consulted with and Appendix 7 of the survey report outlines the on street interview results.

7. Background Papers

Law Commission Taxi and Private Hire Services (2014)

http://www.lawcom.gov.uk/app/uploads/2015/03/lc347_taxi-and-private-hire-services.pdf

8. Appendices

- (A) LVSA Demand Survey 2017
- (B) Department of Transport Best Practice Guidance 2010
- (C) Index of Significance unmet demand calculations
- (D) Email from Cambridge Hackney & Private Hire Association
- (E) EQiA

9. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Yvonne O'Donnell, Environmental Health Manager, tel: 01223 - 457951, email: yvonne.odonnell@cambridge.gov.uk.



Cambridge City
Hackney carriage demand survey

Executive Summary

This Hackney carriage demand survey has been undertaken on behalf of Cambridge City following the guidance of the April 2010 DfT Best Practice Guidance document, and all relevant case history in regard to unmet demand. This Executive Summary provides the outline of the research undertaken. However, it should not be relied on without reference to the detailed document that follows.

This Report provides documentation of the survey undertaken by LVSA based on your Brief, our responding proposal and confirmation of instructions as received at our Inception Meeting in May 2017. On street interviews were in August, a test rank observation in June with principal observations in October, driver consultation through the Summer and key stakeholder contact throughout the course of the survey. The full report is documentation of the range of evidence collected to review the present application of a limit on the number of hackney carriage vehicles currently operating under the City licensing regulations.

The survey was undertaken in the context of the area being one of growth, strong pro-sustainable transport policies but also focussed purely on Cambridge City Council and not the surrounding hinterland authority of South Cambridgeshire whose vehicles also provide service to people particularly those travelling in the wider Cambridge area. It is also in the context of the Cambridgeshire County Council and Cambridge Greater Partnership Long Term Transport Strategy (LTTTS). Further, the current development of Air Quality zones is far forward with Cambridge being one of eight areas given funding for a comprehensive review of how licensed vehicles might help achieve reductions in vehicle emissions.

The City had a period when there was no limit on hackney carriage vehicle numbers. This had two impacts – a reduction of private hire vehicle numbers as well as a strong increase in the level of the hackney carriage fleet which was wheel chair accessible. The City-based fleet is hence dominated by hackney carriages although a lot of South Cambridgeshire and out of town vehicles now supplement the private hire offer people experience in the area, meaning the balance of hackney carriage and private hire is not perhaps as dominant as the fleet might suggest.

The wheel chair accessible vehicles focus on the hackney carriage fleet with a current level of 65% marginally less than the peak of 70% achieved, although this is still a level which suggests some grandfather rights vehicles have actually chosen to be wheel chair accessible.

Present provision for customers with disabilities was set at a high level in the recent Taxi Policy and Handbook to a level at least equalling that required by the more recent permissive enactment of Sections 165 and 167 of the Equality Act.

A full rank observation programme of some 260 hours in a typical period in October was supplemented by a supplementary observation of the two main ranks over a weekend in June. Estimates from the October surveys suggest the private station rank provides 49% of all passengers. St Andrew's Street provides 28% and Market Square 12%. The station rank is even more dominant now than in the last surveys in 2012, although overall demand appears to be reduced from the 2012 levels despite high growth in station patronage. The June test covered a University event but demonstrated the fleet could still cope with such events.

The area retains high patronage in many hours at both the station and the St Andrew's Street ranks, levels seen in only a few cities around England. Station flows tended to be similar in most time periods whereas flows at St Andrew's Street grew through the day. Most current, including the new ranks, see service and usage, although most contribute only very small amounts to the overall total. On the busiest October survey day 74% of the fleet were observed active. However, the highest proportion seen in any one time period was 44%, suggesting spare capacity during that period. Some vehicles clearly only serviced the station, whilst a larger group only serviced the other ranks.

The public told us 87% had used licensed vehicles in the area in the last three months. There were about 2.4 licensed vehicle trips per person per month with half of these using hackney carriages. The station appears to have a much higher proportion of people leaving in hackney carriages given the proximity of the rank there and the ready availability of vehicles. Hailing was also quoted at 4%, much higher than the national average of 1%.

In terms of companies, one was dominant with two other large companies also in place. At least two of these top three companies have a high level of hackney carriages operating within their fleets, a characteristic of an area where there has been a period without limited numbers of hackney carriages and where many private hire have transferred to hackney carriage operation.

There was some interest in using electric licensed vehicles from the public. Overall, most people could get the sort of licensed vehicle they needed. In total six active and two less active ranks were known well by the public, and furthermore those naming ranks generally said they actually used them.

There were very few issues with the service provided by hackney carriages, with the key matter that might increase usage being existence of an 'app' people could use followed by more hackney carriages to phone for and more at lower prices. Latent demand levels were low.

Not many said they needed an adapted vehicle, but a high proportion felt that if people needed such a vehicle, they would get a good service.

Key stakeholders tended to use private hire services, with those in the night time economy more aware of ranks. Police and marshals alike felt there were more than enough vehicles available.

A very high 22% of all drivers responded to the all-driver questionnaire. The trade meeting was also well attended and provided valuable information. The driver fleet was flexible in terms of driving hackney carriage or private hire vehicles as appropriate, and tended to work six days and an above average 47 hours per week.

An encouraging picture of drivers servicing all ranks was obtained, with hackney carriages tending to work longer hours and more periods than private hire. 79% of those responding owned their own vehicle with 68% working on telephone circuits of some kind.

89% said the limit on vehicle numbers should remain including many private hire respondents. Many reasons were given how this policy benefitted the public.

The conclusion of the industry standard test of significance of observed unmet demand was there is no present unmet demand in the Cambridge City Licensing area which is significant. The testing situation of the June event was well responded to by the trade.

The City is at the forefront of both accessibility policies and air quality area developments. Incentives for taking up both accessible and low emission vehicles are in place yet flexible enough to take on board the present developing nature of the new vehicles only now beginning to actually operate.

Overall, there are about the right number of hackney carriage vehicles in the City fleet. This balances providing good service with making a living. The nature of the City does, however, provide opportunity for large out of course events that suggest the spare capacity in the present fleet is about right to allow sufficient reaction to out of course events when needed, without leaving too high levels of over-provision at other times.

The trade appears to be well aware and well able to provide extra capacity when needed and the extra protection afforded to the hackney carriage trade by the limit on vehicle numbers is having positive public benefit at this time. The present Policy document provides a good balance between what could be conflicting requirements. However, a key for future success will be continued information provision and flexibility in application of policy as the new vehicle options grow and develop. Quick wins are possible using current trusted technology whilst rapid dissemination of results from new options will need to go alongside the incentives being offered.

Alongside the City Policy, the trade needs to continue to be flexible and innovative in responding to challenges and opportunities, particularly in regard to modern methods by which passengers wish to obtain vehicles. Against the background of current high rank usage, this is a great current but urgent opportunity. The present fleet structure in the area also provides good opportunities for both private and corporate investment in the fleet to the benefit of the future policies.

The Council can further assist development by using the new map of ranks to promote the current set of rank locations.

Contents

Executive Summary	i
Contents	v
1 General introduction and background	1
2 Local background and context.....	5
3 Patent demand measurement (rank surveys)	133
4 General public views.....	37
5 Key stakeholder consultation	43
6 Trade stakeholder views	47
7 Evaluation of unmet demand and its significance	51
8 Summary, synthesis and study conclusions	63
9 Recommendations	73

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1 General introduction and background

Cambridge City is responsible for the licensing of hackney carriage and private hire vehicles operating within the Council area and is the licensing authority for this complete area. It retains a limit on the number of hackney carriage vehicles licensed. Further historical detail of the specific local application is provided in subsequent chapters. This is the only part of licensing where such a stipulation occurs and there is no legal means by which either private hire vehicle numbers, private hire or hackney carriage driver numbers, or the number of private hire operators can be limited.

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

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

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

The upshot of all these reviews in respect of the principal subject of this survey is that local authorities retain the right to restrict the number of hackney carriage vehicle licenses. The Law Commission conclusions included retention of the power to limit hackney carriage vehicle numbers but utilizing a public interest test determined by the Secretary of State. It also suggested the three- year horizon also be used for rank reviews and accessibility reviews. However, there is no current date even for Government comment about the Law Commission review, yet alone any suggestion of when new legislation might be forthcoming.

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

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

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

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

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

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

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

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

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

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

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

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

2 Local background and context

Key dates for this Hackney carriage demand survey for Cambridge City are:

- appointed LVSA in mid-May 2017
- in accordance with our proposal of April 2017
- as confirmed during the inception meeting for the survey held in mid-May 2017
- this survey was carried out between mid-May and November 2017
- On street pedestrian survey work occurred in August 2017
- the video rank observations occurred in October 2017 (once university students were in place)
- Licensed vehicle driver opinions and operating practices were canvassed during July and August 2017 by an all-trade questionnaire and discussion with trade representatives, including some corporate responses
- Key stakeholders were consulted throughout the period of the survey
- A draft of this Final Report was reviewed by the client during December 2017
- and reported to the appropriate Council committee on 29th January 2018.

Cambridge City is one of five district councils within the county of Cambridgeshire. The authority has a current population of 125,900 using the 2017 estimates currently available from the 2011 census. This is a 3% increase since the previous study estimates. A key different factor about Cambridge is that it is surrounded tightly by the South Cambridgeshire hinterland which is a separate licensing authority. Levels of cycling are very high, as are levels of commuting given the two key rail routes to London.

In terms of background council policy, Cambridge City has transport planning principally led by the County. Their developments have included the St Ives Busway project, a key section of which runs through and south of the City centre near to the rail station. A very strong pro-bus / pro-sustainable transport policy has long been in place, supported by a strong pedestrianisation of the central core, which has no car access between 10:00 and 16:00.

The current Long-Term Transport Strategy (LTTTS) had a consultation draft in April 2014. This applied to the period from 2011 to 2031. The vision set out was an integrated transport network enabling efficient and reliable travel between key destinations. The Cambridge Greater Partnership between various parties provided significant transport infrastructure funding to support expected growth in and around the City.

The LTTS focuses on strategic transport policies and priorities up to 2036 and aspirations up to 2050. TTS sets out the background of high car ownership, but low levels of journeys to work by car. Cycling accounts for 9% of journeys to work, three times the national average, and an even higher level of 29% for the City itself. In the overall context, the rural areas of the County are seen to need demand responsive transport, taxi sharing and other schemes. As is the case with most other LTP documents, direct mention of policy towards hackney carriage and private hire services is not included.

The area has seen recent investment in the railway station façade and approach, with a lot of new buildings replacing some of the former car parking area, and revising the access and location of the main, but private rank, servicing the station. Further, more developments are due with new trains and links due over the coming years as the Thameslink scheme comes to fruition. This will provide links from Cambridge through London to many southern England destinations including Gatwick Airport and the South Coast, which may further increase levels of rail travel. At the time of beginning this project, the new Cambridge North station had just opened (21 May 2017). This site, in South Cambridgeshire area, has three trains per hour to London, and will see some of the Thameslink revised services either terminating there or passing through in due course. This could potentially divert some passengers from use of the main Cambridge station, and possibly from Cambridge licensed vehicles.

The nature of the authority means that rank provision is principally via the County Council, with the City having input, but not full control of the traffic regulation orders required.

The present Air Quality Action Plan Theme 1 is 'reduced emissions from taxis'. Measures include items as follows:

34 – Clean Air Zone

36 – Installation of taxi only rapid charge points

41 – licensing conditions to require low emission taxis

40 – fee reductions for low emission taxis

The target is a 100% electric or petrol hybrid taxi fleet within ten years.

The taxi only rapid charge points have been fully funded from a range of sources with an agreed installation timetable seeing them in place by the end of the 2017/18 financial year. Further moneys have been committed to taxi licensing fee reductions over five years to incentivise low and ultra-low emission taxi vehicle uptake.

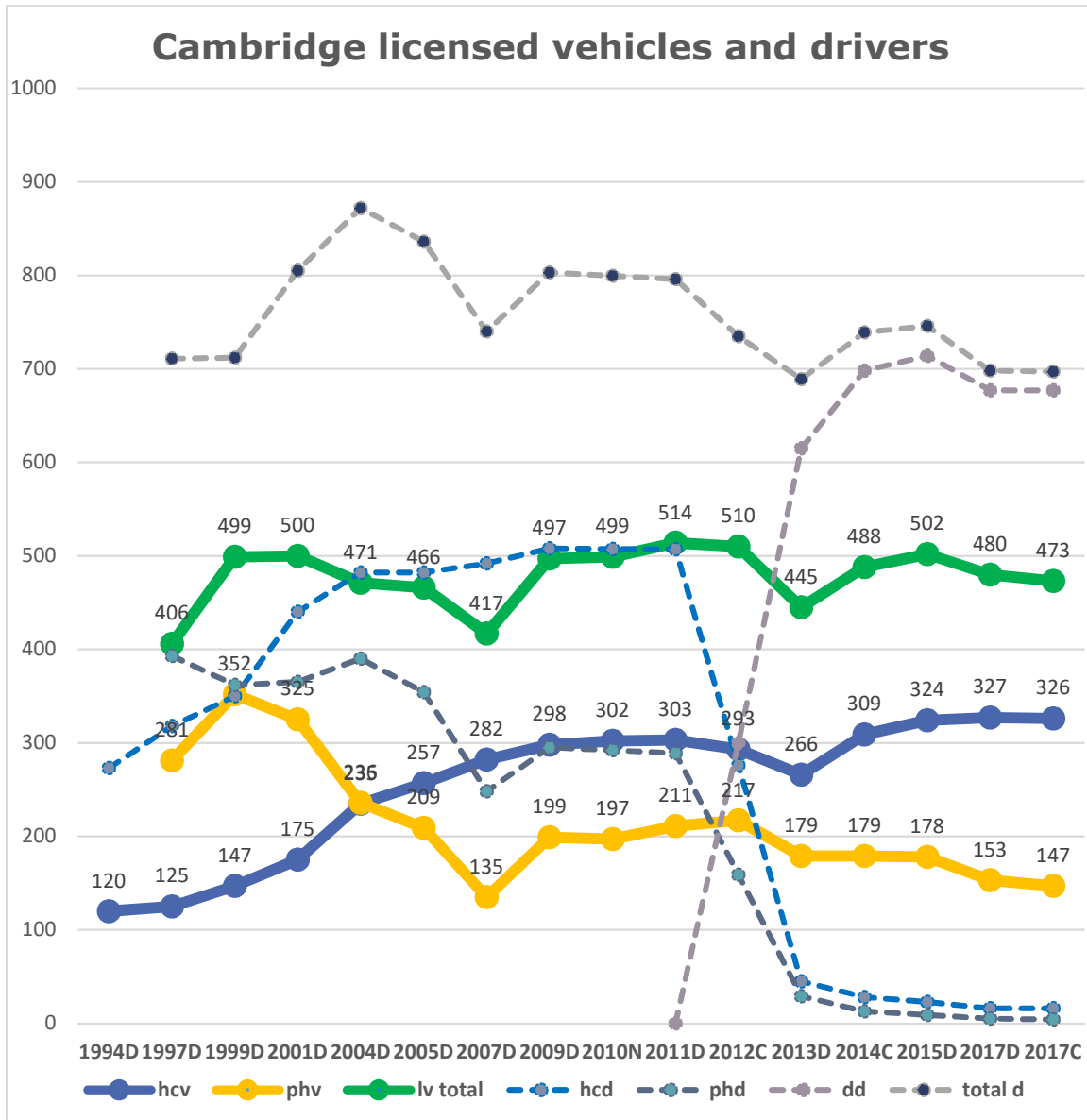
These two items aim to achieve a 20-30% reduction in emissions from taxis with a 1.5-4.5% reduction specifically in NoX emissions from this fleet. This level of benefit was estimated by the EST feasibility study published in 2016, assuming uptake by 67 hackney carriage and 50 private hire vehicles in the early part of the period considered.

All these matters were confirmed by the Licensing Committee in October 2016 alongside the adoption of the revised Taxi Licensing Policy at that time. Revisions to detail are due for agreement in the March 2018 licensing committee activities. This will include confirming fee discounts, exemptions for low emission vehicles, extended age limits and final dates for the changeovers of vehicles. The OLEV funding requires quarterly reporting of progress as well as annual reporting of uptake achievement, together with reporting in any relevant Annual Status Reports.

Further, within the revisions to the Taxi Policy and Handbook came inclusion of the requirements for drivers to follow the Equality Act provisions in regard of not discriminating against those needing wheel chair accessible vehicles. This was included in advance of the recent permissive introduction of Sections 165 and 167 of the Equality Act. In fact, the Cambridge City provision goes further as it allows the greater overall penalty of revoking their licence should that be felt appropriate, a much stronger provision than in the Act. These policies were in fact introduced a few years ago in order to better protect customers. It is felt this system works at least as well as the permissive sections of the Act put in place in April 2017 by national government. This was ground-breaking at the time, and remains best practise particularly given the recent permissive enactment.

All licensing authorities have full powers over licensing the vehicles, drivers and operators serving people within their area. Cambridge City has chosen to utilize its power to limit hackney carriage vehicle numbers, and most recently chose to re-apply these in January 2015.

By drawing together published statistics from both the Department for Transport (D) and the National Private Hire Association (N), supplemented by private information from the licensing authority records (C), recent trends in vehicle, driver and operator numbers can be observed. The detailed numbers supporting the picture below are provided in Appendix 1. Due to the comparative size, the operator figures are shown in the second picture.



Licensing Statistics from 1994 to date

The graph above demonstrates the growth of hackney carriages in the area of some 173% since the start of formal DfT records in 1994. However, most of this growth was up to 2011, after which there was a drop in numbers, but then further growth with the current DfT figure for March 2017 slightly higher than the current October 2017 Council number.

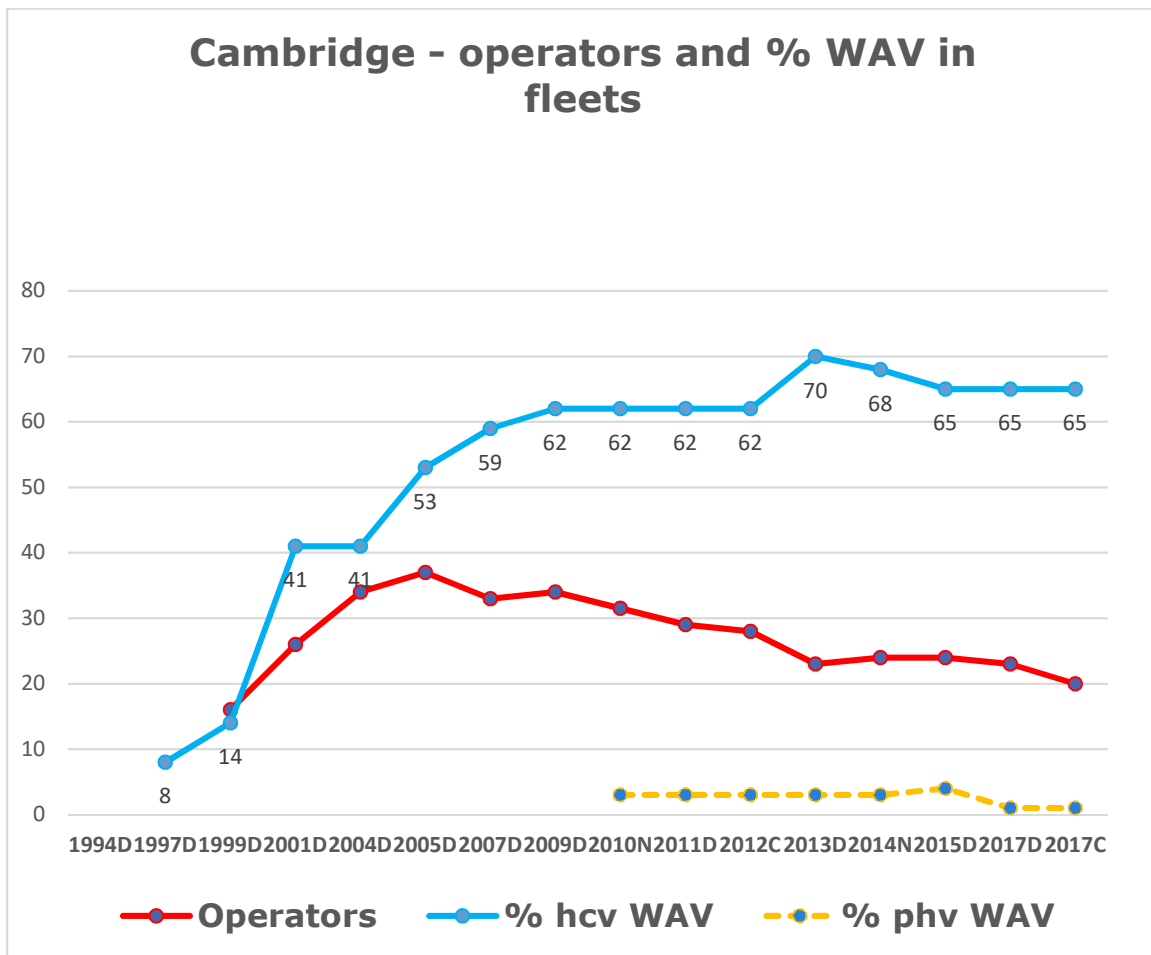
Although private hire vehicles are now 55% of the level they were in 1997, they are 44% of the peak number which was reached in 1999. A high proportion of the reduction appears to be transfers to hackney carriage during the period of no limit on numbers, although numbers were growing up to 2012, after which they have gently declined to the current level.

Whilst this apparently mirrors hackney carriage growth, the impact of some vehicles transferring to out of town operation may also have had some impact, particularly with many vehicles operating under South Cambridgeshire licensing. The graph also clearly shows that, in terms of Cambridge City licensed vehicles, hackney carriage are dominant, and outnumber private hire by more than two to one. However, as already noted a lot of vehicles have over time tended to work in the City but have South Cambridgeshire licences (partly reflecting the fact that a lot of trips from that hinterland are in any event to Cambridge, and partly reflecting different licensing conditions).

In terms of driver numbers, the transfer of vehicles to hackney carriage saw a similar transfer of drivers. However, more recently, dual driver badges have been issued and most have transferred across to these. The latest Council statistics suggest just under 700 drivers exist for 473 vehicles, suggesting a good proportion of potential for vehicle sharing by drivers. Just 20 of these drivers remain only able to drive either hackney carriage or private hire.

Information is also available from these sources to show how the level of wheel chair accessible vehicles (WAV) has varied. It must be noted that in most cases the values for the private hire side tend to be much more approximate than those on the hackney carriage side, as there is no option to mandate for private hire being wheel chair accessible. In some areas, to strengthen the ability of the public to differentiate between the two parts of the licensed vehicle trade, licensing authorities might not allow any WAV in the private hire fleet at all.





Operator numbers and levels of WAV provision in the fleet

For Cambridge City based vehicles, most wheel chair accessible are those within the hackney carriage fleet. The present level of 65% is slightly lower than that at the peak (70%) but is still a very high value for a mixed fleet, although this has predominantly been achieved by the period when all new hackney carriages had to be wheel chair accessible. There are a handful of similar vehicles in the private hire fleet, but this proportion has reduced more recently.

In terms of the latest full DfT statistical survey, undertaken for March 2017, covering all English and Welsh licensing authorities, including London, the average level of WAV hcv is 56%, with the WAV phv level at just 2%. When London and Welsh authorities are removed, the WAV hcv average proportion falls to 41%, but the WAV phv level rises to 4%. There are two authorities in England without any hackney carriages at all. A further eight have no WAV vehicles in their fleet at all, whilst two more have only WAV in their phv fleets. 57 English authorities have fully WAV hackney carriage fleets. The remaining 223 English authorities with mixed (WAV and saloon) hackney carriage fleets have an average WAV level of 23%.

Cambridge is therefore at a much higher level with its current 65% of the hcv fleet WAV style. Taken in context of mixed fleet authorities, Cambridge is 20th highest in terms of the level of WAV proportion of the hackney carriage fleet. Listed with all English authorities excluding London, including those fully WAV, Cambridge would be in 77th place overall of 291 authorities. Taken in context, if all was equal, people in Cambridge would tend to find two out of three hackney carriages were WAV style.

We understand that 121 vehicles (37%) retain grandfather rights to be saloon style, which suggests that a very small proportion of current wheel chair vehicles have such rights but have chosen to be wheel chair accessible. With no new plates being issued, this value is critical to any potential wish to move towards a fully wheel chair accessible fleet, notwithstanding other issues related to electric vehicles more recently introduced into the mix.

There is a further complication within the current Cambridge operation in that the station rank requires a supplementary permit. We have been advised that there are 167 such permit holders, or just over half of the fleet. However, of the 121 grandfather rights vehicles, most of which are saloon, all but one has station permits and tend to focus operation at the station. This means a higher proportion of WAV style vehicles will tend to be found in the city centre. Our full survey found 32% WAV in the station vehicles but 78% of the St Andrew's Street vehicles WAV; with the value for the station the same in the June test, but up to 80% at St Andrew's Street.

Cambridge City undertakes regular review of its policy to limit hackney carriage vehicle numbers in line with the BPG. The previous surveys were in 2012 and 2014, the latter which led to re-application of the limit in January 2015. Prior to this, there had been surveys in at least 1992, 1995 and 1999, with the limit removed in favour of new vehicles having to be wheel chair accessible in 2001.

Ironically the figures seem to suggest that the period between the first thoughts about reintroducing a limit and the actual final application of this led to about a 10% higher level of hackney carriages during that period – immediately before which numbers had reduced from their peak.

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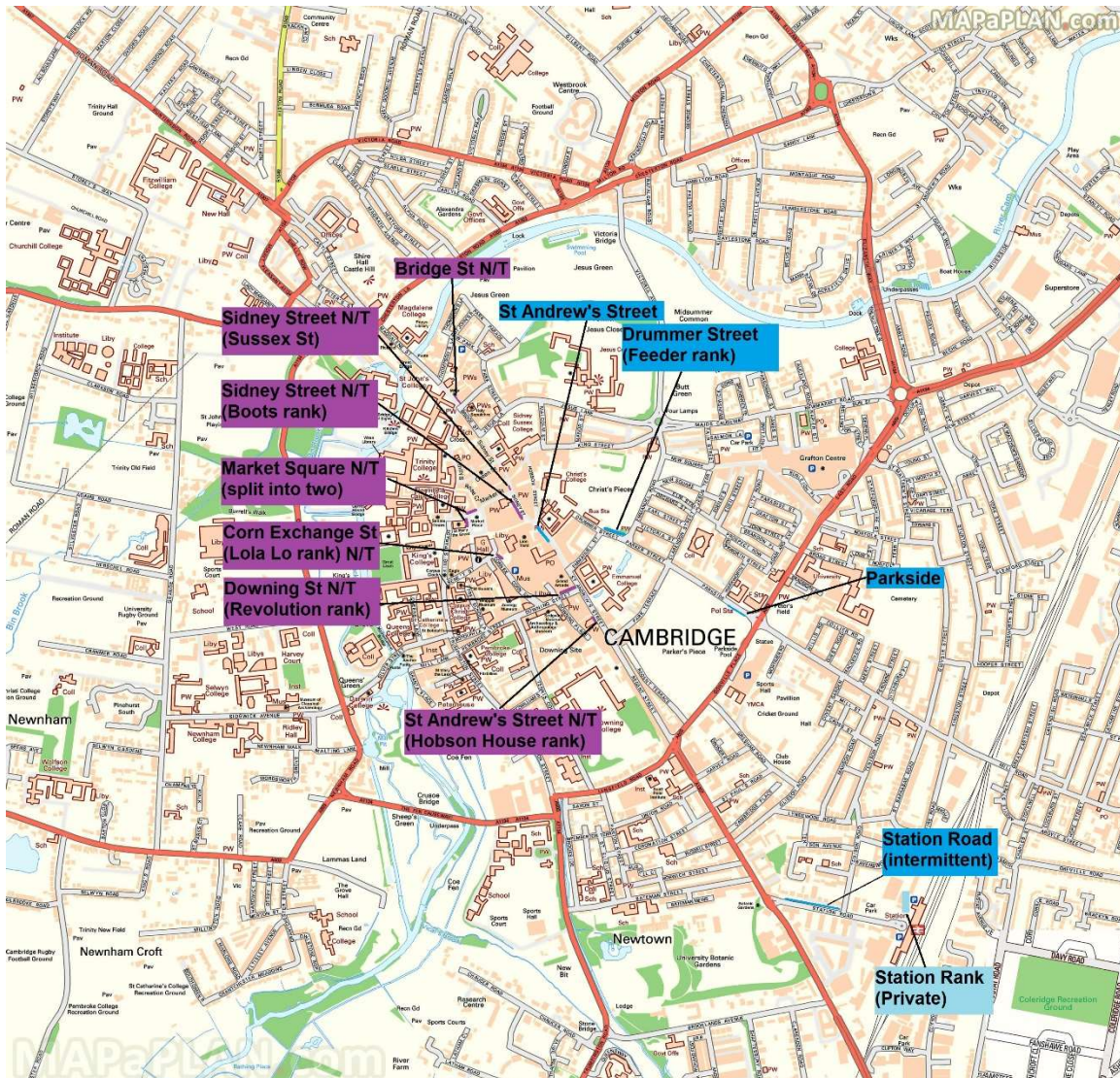


3 Patent demand measurement (rank surveys)

As already recorded in Chapter 2, control of provision of on-street ranks in Cambridge City is principally under the auspices of the County Council who has overall highway powers for the full City area.

Appendix 2 provides a list of ranks in Cambridge City at the time of this current survey. Our methodology involves a current review both in advance of submitting our proposal to undertake this Hackney carriage demand survey and at the study inception meeting, together with site visits where considered necessary. This provides a valid and appropriate sample of rank coverage which is important to feed the numeric evaluation of the level of unmet demand, and its significance (see discussion in Chapter 7). The detailed specification of the hours included in the sample is provided in Appendices 3 and 4.

A map of ranks, provided by the Council, is below:



In terms of change since the last survey, the major revision has been the station rank. The forecourt has been rebuilt and access along Station Road reduced to buses only just west of the station entrance. A purpose built two-lane rank has been built near to the former location but access and egress is now via the single lane exit from what is also a set-down area, Great Northern Road and Tenison Road back to Station Road. Informal feeder spaces are allowed in the car park area. This rank remains restricted to a sub-set of the hackney carriage fleet.

The ranks on council highway on Station Road west and east of Tenison Road both remain marked, although the eastern one has now lost its signs and the road markings are very faded. These spaces could be used by any vehicle but appear rarely used. The section at the far end should now be marked as pay and display bays, and was ever only temporary. The section nearer the station may be returned once the hotel building work is complete, although this will then be a two-part rank split by the hotel entrance. There is a possibility it may not actually return, the capacity will in any event be less than the previous 15 spaces. Its main use was whilst the station forecourt was rebuilt, when it was active for some while. In theory it would still provide a permit-free rank therefore available to all hackney carriages compared to the restricted main frontage rank.

Other ranks remain the same as they were, with the feeder system for St Andrew's Street main rank now supplemented by drivers using mobile phone messaging to move between this rank and the main location due to reduced trust in the call-on system. It has been confirmed that a temporary feeder rank provision in Emmanuel Street to supplement the Drummer Street feeder was only intended to be short term and should not be relied upon long term.

Those in the central area are night only given the full daytime pedestrian system. There are two new night ranks just at the edge of the pedestrian area, one in the bus layby outside John Lewis in Downing Street (known as the Revolution rank), and another using loading bay spaces at the northern end of the one-way Corn Exchange Street (Lola Lo rank), although this latter site may (as does one of the Market Square ranks) suffer from large bin storage in part of the space. These two ranks were introduced at the end of March 2017, although lines were in place before the signs were put in place and they became fully legal.

The trade refers to key ranks using a colour code:

- Yellow – St Andrews Street / Christ's College rank
- Red – Drummer Street feeder
- White – Parkside
- Black – station.

Variation in demand

The council were keen to understand how demand varied over time at key ranks. In our previous survey, we had been able to use a longer-term traffic count at the approach to the station rank to obtain information which was compared to the observed flows to confirm how typical our observations were. This was not possible in this survey as the new road surface and layout did not provide a sensible location for accurate counting to be undertaken.

The possibility of undertaking a similar review at the St Andrew's Street rank, or some combination with the Drummer Street location was considered. Contact was made to see if the call-on system used recorded any information at all – at Drummer Street there is a traffic count loop, and the optical system also records vehicle presence to enable the message of space to be passed back to the sign in Drummer Street. Though both regularly use information to work, neither store any information, nor could be readily modified to do so without significant time and cost.

Hence, it was not possible to obtain longer term data cost effectively at either key rank. The decision was made, however, to undertake two 48-hour observations of the two key ranks over a weekend in June 2017 which would then be compared to the information collected in October 2017 once the students had returned. Further discussion of the differences and results for this test are provided in the rank detailed discussions below.

Station Rank

This rank is directly outside the pedestrian exit from the station. It is slightly further away from the exit / entrance than it used to be, but still provides around 14 direct spaces in two lanes on a paved brick surface. There is a canopy to provide some passenger shelter from rain provided in the middle of the rank. The area also has a drop-off and pick-up area for other vehicles further away from the station, and then a single lane exit from the full area. Pick up is from the passenger side, though being a separate rank, would safely allow loading from both sides, with plenty of space for ramps. Additional vehicles at busy times can wait in the station car park to feed through to the rank.

The principal change from the previous study is that access is no longer directly to Station Road, which is bus only, and now separated off by the paved area leading directly from the station exit along Station Road towards the city centre. All vehicles accessing the rank and pick-up / set-down area must gain access via Great Northern Road, a new link off Tenison Road built between the new developments.

Access to and from Station Road towards the city centre is along Tenison Road. Buses have priority at the Tenison Road / Station Road junction meaning that vehicles leaving the station have to give way to buses from the station together with a small amount of other vehicles.

St Andrew's Street and feeder

This main council provided rank gives six to seven spaces just south of the junction with Sidney Street right at the start of the pedestrianised area of the main city centre. The rank is located on the western side of this one-way northbound road. Loading is from the passenger side, with driver side loading dangerous due to the passing traffic, including many buses. Although the pavement is wide, pedestrian volumes may cause issues when loading wheel chairs.

The rank has a feeder site with nine spaces in Drummer Street, just near the bus station. The main rank has optical detectors linked to a sign at Drummer Street which should change to confirm spaces are available, to reduce over-ranking and the obstruction to through traffic this might cause at the main location. Drummer Street loading, if used, is from the driver side. The location also has public toilets meaning it can act as a rest rank at times.

We were advised that issues with the call-on system mean that drivers using this rank tend to use a text service to confirm available spaces rather than trusting the call-on system. This also allows for vehicles arriving directly along St Andrew's Street rather than passing via Drummer Street. Some passengers do take vehicles from the feeder rank.

We were also advised by a police representative that there had been an informal arrangement allowing excess hackney carriages to wait on Emmanuel Street, and that they were not clear if this will return after road works which prevented it are completed, nor on what basis this was initially allowed. This was the only reference made to this and we have only included this comment for completeness. Highways have confirmed this arrangement was only temporary and that it will not continue. This means that any issues of over-ranking at Drummer Street feeder will need further fresh consideration if they are considered to be problematic in the near future.

Parkside

This rank is a five-space location on the southern side of this one-way road, just north of the long-distance coach stops for Cambridge. Vehicles load from the passenger side of the vehicle, with any driver side loading being dangerous due to passing traffic. There would be plenty of space for wheel chair loading although this would block the pavement at the time of use.

Sidney Street, near Sussex Street

This night time rank, formally available from 1900 to 0700 only, is on the western side of the street between Market Street and Sussex Street. The highway is brick tiled at this point so any attempt at painting markings would be futile, even if legally possible. The location is marked on two low bollards at either end of the two spaces provided. There is no other signage or any pedestrian guidance to the location, with the only real advertising being vehicles sitting there.

Sidney Street is one way northbound and only accessible between 16:00 and 10:00. Loading from either side would be possible given the slow speeds, although usage of wheel chair ramps could be difficult given the overall narrowness of both pavement and street.

Sidney Street, near Petty Cury (Boots rank)

This location is directly outside the Boots store just north of Petty Cury. It is again on the western side of the one-way northbound road although this location has a wider road and pavement than the rank above. Again, it is only marked by signs on low bollards at either end, with brick paving again making any other marking very difficult.

Market Square

This area is also within the pedestrianised area only accessible to vehicles between 16:00 and 10:00. The Square surrounds the market stalls. There are two sections of rank, both available 19:00 to 06:00 only. Both have five spaces. The western side rank is near to Great St Mary's Church and with tarmac road surface does have clear road markings. It is a clearway at other times, but loading is allowed from 16:00 to 19:00 and 06:00 to 10:00. However, the rank often tends to have one space taken up by large waste bins used for the market. Loading would be possible from either side, although the passenger side pavement is relatively narrow. This rank is marked 'taxi rank covered by CCTV'.

The section of rank on the northern edge has signs and small bollard signs but with brick tiled paving no road markings. It is in a layby although the pavement here is much wider, and again loading would be possible from either side of the vehicle given the very low traffic speeds and volumes here.

Bridge Street

This rank is located in the pedestrian zone of this Street, with access allowed for buses, taxis and vehicles needing to get to properties in Bridge Street South. This is not part of the central area pedestrianisation and does not have as stringent access arrangements. The road is one-way northbound, and the rank is on the eastern side of the road. This means that passengers need to enter from the driver's side, although passenger side loading is possible but with caution given the passage of buses. It is located in a layby which has four spaces, but signing only on small bollards.

St Andrew's Street, Baptist Church (Hobson House rank)

This rank has clear larger street sign marking but again being on brick paving, no road markings. The site can also be used for loading 07:00 to 10:00 and 16:00 to 19:00 and for disabled badge parking between 10:00 and 16:00. Passenger loading is from the passenger side with a relatively wide pavement nearby. Further, driver side loading would be unsafe given the volume of buses passing immediately adjacent to the rank.

Unlike many other ranks, the adjacent road is two way, albeit bus and taxi only southbound, so vehicles could service it from the driver side heading southbound.

Downing Street (Revolution rank, John Lewis)

This is a recently introduced rank with five spaces which takes over from the bus stop at this location between 22:00 and 06:00. The rank is well-signed but road markings only define the bus stop and not the use as a taxi rank. Pedestrian loading would be from the passenger side, although like the Baptist Church rank the road nearby is two-way. The John Lewis building overhang effectively provides shelter at this location, the only council rank to have such a facility.

Corn Exchange St (Lola Lo rank)

This new rank is a two-space location in a lay-by right at the northern end of this one way street, near to an exit from the nearby shopping centre. The passengers must enter from the drivers' side given the road layout. Passenger side loading would be possible given the slow other traffic speeds, but wheel chair loading here would be disruptive to other traffic. The rank operates from 19:00 to 07:00 only every day, and is otherwise a loading bay.

Access from this location follows the one-way route out to Wheeler Street, Bene't Street and Trumpington Street, so can be fairly lengthy possibly suggesting the likelihood of vehicles waiting here could be quite low.

Rank observations

There were two elements to the rank observation programme. The two busiest ranks at St Andrew's Street and the private rail station location were initially observed during June over a period running from Thursday 16th June at 06:00 through to 03:59 on Sunday 19th June in both locations. A wider, all-rank coverage was undertaken from 14:00 on Thursday 12th October 2017 until 06:59 in the early hours of the Sunday. The latter survey provided 260 hours of observations across the ranks in the City, including several lesser used locations. Full details of the coverage of the two surveys are contained in Appendices 3 and 4 of this report.

Rank usage overview

In order to set the observed rank usage in context, the October full survey programme results were used to estimate typical weekly usage of hackney carriages by rank in Cambridge at this time. The table below also compares these results to the June surveys for the two top ranks, and to the previous (2012) survey data results. The table below is listed in order of the rank with highest usage from the full 2017 estimates first (irrespective of if the rank is private or otherwise). Values shown are estimated weekly passengers at each location. Full details of the results by hour by rank are provided in Appendices 5 and 6 for the June and October surveys in 2017.

Rank	2017		2017, June-based		2012	
	Flow	%	Flow	%	Flow	%
Railway Station (private)	13,263	49 (63)	21,445	59 (71)	14,145	45
St Andrew's Street	7,668	28 (37)	8,908	24 (29)	12,290	38
Market Square	3,307	12			586	2
Drummer St	965	4			91	0.0
Downing St	569	2			n/a	
Sidney St, Sussex St	540	2			3,000	9
Bridge St	431	2			462	1
Parkside	244	1			302	1
St Andrew's St Church	32	0.0			Not covered	
Corn Exchange St	4	0.0			n/a	
Sidney St, Boots	0	0			1,200	4
Total	27,023		36,443		32,076	
Comparison to 2012	-16%		+14%			

The table demonstrates how dominant the railway station rank is in the overall picture. In the full rank survey, it takes some 49% of all passengers. St Andrew's Street follows second, but with just over half the level of passengers. Market Square is the next with 12%.

As expected, some passengers do take vehicles from the feeder rank in Drummer St which is near the bus station and several bus stops, amounting to some 4% of estimated 2017 typical trade from ranks.

Three other ranks, including the new Downing St rank, take around 2% of passengers, whilst the last rank with any significant usage, Parkside, near the coach stops, provides about 1% of average weekly patronage. Some use was observed both of the St Andrews Street church rank, and of Corn Exchange Street new rank, but usage of both was low. No observed usage was found for the Sidney Street rank near Boots.

Compared to 2012, the station has increased dominance although based on the October flows, but actual volumes there have reduced about 6% (but see below).

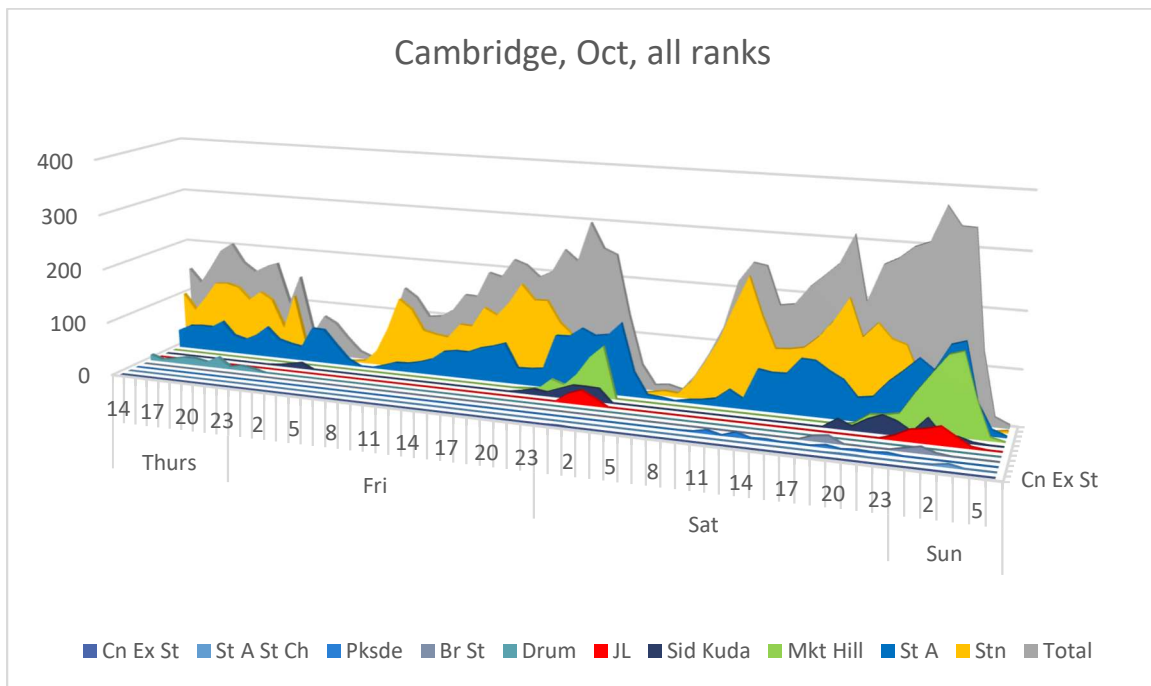
St Andrew's Street has lost about a third of its typical passenger numbers, although the Market Square ranks appear to have increased almost six times, with consequent significant increase in the proportion they take of the total. Sidney Street, Boots, appears to have lost any usage, whilst the other rank has also seen significant reduction. Bridge St and Parkside locations have remained fairly stable in volumes, although the proportion of the total for Bridge Street has actually marginally increased. The two new ranks have added about 2% to the overall flows, although net losses suggest an overall reduction of around 16% since 2012.

However, review of the June information shows increased passenger numbers based on the June flows, so much so that both top two sites have about 13% and 19% more flow for an equivalent set of hours in June compared to October. This may have related to a major University open day on the Saturday of the survey in June, which may have increased the station flows particularly on the Saturday. On this basis, we would suggest that rank flows in 2017 are probably fairly similar throughout the year to what they were in 2012, despite significant growth in the area (see synthesis section for comparison in station patronage growth and other discussions).

Having set the context, the following section provide more detail on the current usage of ranks in Cambridge, as well as discussing operation of each rank in more detail to paint a clearer picture of usage by time of day and rank.

Overview of ranks from direct observations

Graphs were produced to compare the data collected in a visual manner. The first graph shows the overall results of the October wider survey.

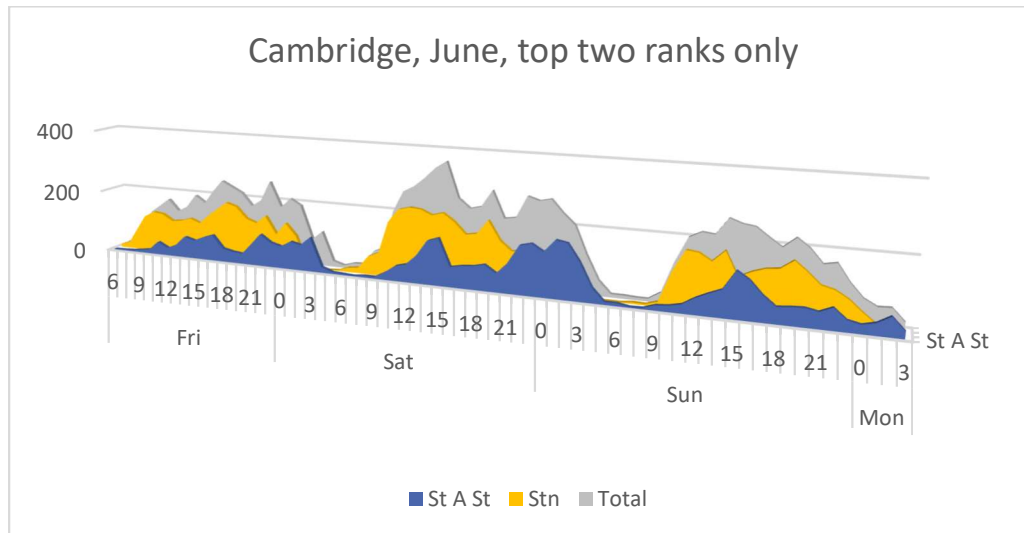


This demonstrates graphically the general dominance of the station rank followed by the St Andrew's Street rank. However, it also shows that the St Andrew's Street rank tends to grow in usage through the day, with a dip and then an overnight peak, whilst the station tends to drop off in usage as train services reduce after the evening peak. Flows are higher as the weekend progresses. In terms of night demand, Market Square provides a good proportion of the night demand, being almost equal to demand from St Andrew's Street on the Saturday. The new rank at Downing Street also makes a clear contribution to night demand on both Friday and Saturday nights.

All other ranks see some use, but of minor levels only. When taken together, Thursday demand is generally similar most of the day, but drops off overnight. The Friday and Saturday profiles see demand growing towards the overnight peak, although overall there are several peaks and the general profile of demand cannot be considered to be 'peaky' as demand has a general rise and fall rather than any significant spikes at any small number of hours.

The second graph considers the June flows at the two top ranks only. This confirms the profiles shown on the main survey but also demonstrates that Sunday is generally quieter than Saturday, but only marginally less busy than Friday considering the top two ranks. The main difference appears to be a lack of late night peak, although this may relate to cover only of the top two ranks and omission of any information for the night only ranks.

Comparison of the Saturday profiles show the increases potentially from the arrival of students into the City for the university open day. This particularly affects the station flows as a much higher number arrive during the morning period than on the October Saturday.



Detailed review of ranks

This section considers each rank by day. Again, the review is undertaken considering the busiest ranks through to the quietest, using the actual observations undertaken, including both June and October. Detailed results are included in Appendices 5 and 6.

Station Rank

This rank was observed from 06:00 on Thursday 16th June 2017 until 03:59 in the early hours of Monday 19th June 2017. It was also covered from 14:00 on Thursday 12th October 2017 to 06:59 in the early hours of Sunday 15th October 2017. In all cases, vehicle arrival times were taken as they approached the rank area, and departures as they left. This means any waiting time in other places such as the station car park, is excluded from the vehicle wait times for fares, although mentioned where appropriate.

Thursday, October

For the 17 observed hours, there were some 1,164 passengers leaving this rank in 880 vehicles, a low occupancy of just 1.3 passengers per vehicle. 14% of vehicles arriving left without passengers, mostly in the afternoon period.

7% of passengers arriving had to wait for a vehicle to arrive. The longest wait was seven minutes in the 18:00 hour, whilst others waited in most hours from 14:00 through to the 22:00 hour (apart from in the 15:00 hour).

However, over the full period observed the average passenger delay was just nine seconds.

In terms of passenger flows, they were generally between 71 and 130 in most hours, apart from the 01:00 which had just nine, and the hours between the 02:00 and the 04:00 which saw no passengers and only a few vehicles. Flows then were two and five in the 05:00 and 06:00 hour on the Friday morning. The peak flow was 130 in the 18:00 hour which did link in with the highest average passenger hourly delay, which was just 26 seconds despite 23 people having to wait for a vehicle to arrive.

Vehicles waited between two and seven minutes for passengers in most hours. However, vehicle waits towards the end of the night were longer, around 16 minutes, though maximum vehicle waits were not much longer, with the most observed being 28 minutes. This excludes any waiting time at feeder locations such as within the station car park.

Friday, June

The 24-hours observed on the Friday in June saw some 2,343 passengers leave in 1,657 vehicles, a low occupancy of 1.4 people per vehicle. 11% of arriving vehicles left the rank without passengers, interestingly mostly during the afternoon.

This set of observations saw a total of 360, or around 15% of people arriving having to wait for a vehicle to arrive at the rank. The longest observed wait was nine minutes, with waiting occurring in every hour from 12:00 onwards until the 02:00 hour, apart from no-one having to wait in the 15:00 hour. However, only four of these hours saw average passenger waits over a minute in any hour, and the overall average passenger delay for this set of observations was just over half a minute.

Passenger flows rose steeply from a start of just 10 but were 114 in the 09:00 hour, and then remained over 100 per hour until the midnight hour (apart from a slightly lower 98 in the 23:00 hour). The peak flow was 186 in the 18:00 hour. The 02:00 hour only saw one passenger, and there were none at all in the 03:00 and 04:00 hours early on the Saturday morning.

Apart from longer waits in the first three hours by vehicles for passengers, most vehicles tended to wait between one and eight minutes for a fare. This included all observable queueing time, but may have excluded vehicles that waited in the car park.

Friday, October

For the full 24 hours starting at 07:00 on this day, 1,967 passengers left the rank in 1,398 vehicles, again a low occupancy of 1.4. A similar level of 13% of vehicles left without passengers, again in the afternoon. This level of passengers was about 16% less than that observed in June.

4% of people arriving did so when there was no vehicle available for immediate hire. These were restricted to the 18:00 and 19:00 hours, with the worst wait being just four minutes. Over the full set of observations, average passenger delay was just six seconds.

Passenger numbers began at 27 and rose to a peak of 131 in the 09:00 hour, then falling to between 67 and 114 until the 16:00 hour. Flows were then between 94 and 180 in every hour up to the midnight hour. After this, flows dropped to 22, then none until four in the 05:00 and nine in the 06:00. The peak hour was the 19:00 hour.

Vehicle waits for passengers at the main rank area were generally five to 20 minutes, but were longer in the last three hours. Some of the vehicles operating early in the morning arrived and waited some while for their first fares. Again, these figures exclude any time waiting in the feeder areas.

Saturday, June

This Saturday saw some 2,860 passengers leave the rank in 1,604 vehicles, a high occupancy of 1.8 per vehicle. A higher level of 14% of arriving vehicles left without passengers. Again, many of these were late afternoon and early evening.

Similarly to the Friday in June, many hours saw people waiting, with a total of 458, or some 16% arriving when no vehicle was available for immediate hire. In these 24 hours, the longest wait was 12 minutes, but the average passenger delay over all passengers was just half a minute. Only four hours had average passenger delays a minute or more.

Flows were again low at the start, but rose rapidly to some 173 at 10:00. They were then between 205 and 223 in every hour from the 11:00 to the 15:00, then reducing but rising again to another peak of 205 in the 19:00 hour. They then fell, but remaining over 100 until dropping to 60 in the 01:00 and 34 in the 02:00 hour, after which there were no more passengers with just one in the 05:00.

During the busy period, vehicles hardly waited at all for fares, but in less busy times the observed wait for fares ranged from four to eight minutes, but higher in the quietest hours. In the early hours there were some waits by vehicles of up to 39 minutes.

Saturday, October

This day – a full 24 hours of observation – saw 2,389 passengers leave in 1,368 vehicles, a moderate occupancy of 1.7 per vehicle, higher than on the Friday or Thursday. 11% of vehicles left without passengers, mostly around the 16:00 and 17:00 hours and the end of service to the rank. The overall passenger flow was again some 16% below that of the June Saturday. On the October Saturday no passengers ever arrived when there was no vehicle already waiting for them.

Passenger flows rose from seven in the 07:00 hour (first passengers were in the 05:00 hour), and quickly rose to the peak of 230 in the 12:00 hour. Flows were 100 or more in every hour from the 10:00 until the 23:00 hour, though only one other hour (19:00) saw flows over 200. After this flows dropped to 79, 89 and three before the rank became quiet in the 03:00 hour. There were one and four passengers respectively in the 04:00 and 06:00 hours.

Vehicle waiting times for fares at the rank were between seven and 21 minutes, longer than on previous days. They were longer at the start and end of service and generally on this day vehicle maximum waits were longer.

Sunday, June

On the Sunday in June, with observations covering some 22 hours, 1,985 passengers left the rank in 1,279 vehicles, a moderate occupancy of 1.6 per vehicle. 11% of arriving vehicles left without passengers.

During this period, 227 or 11%, of passengers ended up waiting for a vehicle to arrive. People had to wait in most hours from 12:00 to 23:00 plus the 10:00 hour. The longest wait, 20 minutes, was in the 22:00 hour. However, only two hours saw average waits in the hour a minute or more, and again the average wait over all passengers was 35 seconds.

Passenger flows were very low in the first four hours, but rose to 106 in the 10:00 hour and then remained between 100 and 171 in every hour up to the 23:00 when flows dropped to 79, then 48 and then 20 before the rank became quiet in the 02:00 hour.

Vehicle waits in the busy periods were four to eight minutes, but higher in the hours up to 09:00 and in those from 23:00 onwards.

Summary

The station rank is a very busy location, with many flows of over 100 passengers per hour. Although there are people arriving when vehicles are not immediately available, the high volumes overall mean that average delay to passengers across the operation of the rank is low. The June flows appear to be around 15% higher than those in October, which increased levels of waiting, but not to significant levels.

As in previous years, there may be times that it appears there are passengers waiting for vehicles, but often this is 'geometric' delay waiting for vehicles to arrive from the feeder location in the station car park, rather than waiting for vehicles to return to the rank. We have taken care to ensure our record of waiting only covers periods when people are actually waiting for a vehicle to return to the rank, rather than for one to arrive from the feeder location. However, it is also true that the nature of the volumes of demand at the station means that what might otherwise be considered as large numbers having to wait actually are diluted by their proportion being small compared to the high volume of overall departures.

St Andrew's Street

Observations were undertaken from 06:00 on Thursday 16th June 2017 until 03:59 on Monday 19th June 2017, then again from 14:00 on Thursday 12th October 2017 through to 06:59 in the early hours of Sunday morning, 15th October 2017.

Sample observations at Drummer Street suggest that the additional waiting time there for vehicles then moving to St Andrew's Street rank is between three and ten minutes, which needs to be added to the vehicle waiting times quoted below. The longest vehicle wait recorded at Drummer Street was just under 20 minutes, which again would need to be added to the maximum times recorded below. In the sample observation on Thursday at Drummer Street, most vehicles had waited there before proceeding to St Andrew's Street.

Thursday, October

During the 17 hours observed, a total of 665 passengers used some 421 departures from this rank, a moderate occupancy of 1.6 per vehicle. A very small further 5% of vehicles left the rank without passengers.

Just nine passengers arrived to find no vehicle there for immediate hire. The longest waited just five minutes. The waits occurred in the 14:00 and 18:00 hours but neither were a minute or more. Over all passengers, the average passenger delay for this period of observations was just two seconds.

Passenger flows were between 27 and 65 in every hour apart from 04:00 which saw 37 and 05:00 in the early hours of Friday which saw just 12. There were no passengers in the 06:00 hour at all. The peak flow was 65 in the 02:00 hour, with the next highest flow at 03:00, then at 18:00, all over 60.

Vehicle waits for fares ranged from two to 27 minutes at the main section of rank – excluding any waits in the feeder which are evaluated separately below. One wait of 35 minutes was observed in the midnight hour.

Friday, June

On the Friday, during a full 24-hour period, a total of 1,168 passengers used this rank, leaving in some 703 vehicles, a moderate occupancy of 1.7 per vehicle. A further 6% of vehicles arriving at this rank left without passengers.

During the course of the observations, 40 people arrived when there was no hackney carriage available for immediate hire. However, the longest wait recorded was four minutes. When shared over all passengers during this full day, the average passenger delay was just five seconds. Of the hours with people waiting, none had average delays over a minute, and only the two off peak hours with delay counted towards any significance of the unmet demand observed.

Passenger flows were 14 or less until the 11:00 hour, after which they gently rose to a peak of 85 in the 17:00 peak commuter hour. They dropped for the next few hours before rising to 103 in the 22:00 hour and the absolute peak of 110 in the 03:00 hour, after which flows dropped, although there were still passengers around in the final 05:00 hour of this period.

Vehicle average waiting times for fares were between three and eight minutes for most of the day. Vehicles did wait longer in the first few hours when passenger numbers were lower. Maximum observed waiting times were never more than 21 minutes for most hours, although again earlier there were vehicles waiting up to 45 minutes for fares. The highest number of vehicles left empty in the 04:00 hour, and also at times when passenger flows were clearly falling (e.g. 19:00 to 21:00 hours).

Friday, October

Within the 24-hour period on Friday 13th 2017 starting at 07:00 a total of 1,244 passengers left this rank in 747 vehicles, a moderate occupancy of 1.7 per vehicle. This was about 7% more than that from the June sample. 4% of arriving vehicles left without passengers. 35 passengers arrived when no vehicle was available for immediate hire.

The longest recorded wait was nine minutes, and the average over all passengers just six seconds. Waiting occurred in the 12:00, 15:00 and 17:00 hours with worst waiting in the 15:00 hour, where the average delay in the hour was just over a minute.

Passenger flows only began in the 08:00 hour, with flows between seven and 29 in the next five hours. Flows were then between 46 and 74 from the 13:00 to the 18:00 hours after which they dropped to between 30 and 34 for the next three hours. From the 22:00 hour on they were higher, starting at 98 and rising to the peak of 133 in the 03:00 hour. There were then 45, six and four passengers in the last three hours.

Vehicle waits for fares at the rank tended to be between three and 19 minutes, dependent on flow levels. When flows were lower, a longest wait for a fare of 34 minutes was recorded. All other were lower than this.

Saturday, June

On the Saturday in June, the full 24-hours of observations saw 1,917 passengers leave the rank in some 992 vehicles, a high occupancy of 1.9 per vehicle. A lower 3% of other vehicles arrived but left without taking passengers.

Some 15% of all passengers arriving did so when there was no vehicle available for immediate hire. People had to wait in every hour from the 10:00 to the 14:00, in the 18:00, 21:00, 22:00, 23:00 and 05:00 hours. Five of these hours saw average passenger waits in that hour over a minute. The worst waiting was in the 23:00 hour. However, when taken in the context of the full operation of the rank on this day, the average overall passenger delay was 34 seconds. The longest a person had to wait that we recorded was 15 minutes.

Morning passenger flows were very low until the 13:00 hour, after which there was a peak of 148 in the 15:00 hour. Flows then fell to between 58 and 93 per hour until rising from the 22:00 hour onwards with the peak of 175 in the 01:00 hour. Flows then dropped back, although remaining over 117 in the 03:00 hour. These are some very high flows of passengers.

Vehicle waits for passengers, excluding any waiting time at the feeder rank, were very low, often no more than a few minutes, with the longest time a vehicle waited being 18 minutes, apart from one vehicle waiting nearly 36 minutes in the 05:00 hour.

Saturday, October

The full 24-hours through to the early hours of Sunday morning saw some 1,500 people leave the rank in 811 vehicles, a high occupancy of 1.8 passengers per vehicle. This flow was about 22% less than that observed in June. Just 3% of arriving vehicles left without passengers. 12 passengers arrived when there were no vehicles available for immediate hire – with the longest waiting five minutes. Overall average passenger delay was just one second. People waited in the 14:00, 16:00, 17:00 and 03:00 hours but no average delay was ever greater than a minute (in fact, none greater than eight seconds).

Passenger flows were no more than 18 in the hours up to the 12:00, apart from there being 32 people in the 11:00 hour. The next three hours saw 70-74 passengers in each hour, after which there were two hours with 100 and 99 respectively. Flows then dropped to a low of 42 in the 20:00 hour, rising again then to the peak of 157 in the 03:00 hour, after which they quickly reduced to just two in the 06:00 hour.

Vehicle waits at the rank itself ranged from four to 22 minutes, although there were some longer times recorded in the first and last hours, and one vehicle was there nearly an hour, but right at the end of the period surveyed.

Sunday, June

Flows on this day were lower, at 1,046 over the 22 hours observed. These people left in 579 vehicles, a high average occupancy of 1.8 per vehicle. A higher level of 8% of vehicles left the area empty. Again, quite a few of these were at lower flow times.

During the Sunday, 48 passengers arrived and found they had to wait for a vehicle to arrive. The longest observed passenger wait was six minutes, with all but two passengers waiting no more than five minutes. People waited in the 11:00, 12:00, 15:00, 17:00 and 21:00 hours, with only one hour having an average passenger greater (and only just) over a minute. The average passenger delay for the site was just seven seconds.

Passenger flows were between three and nine in the first three hours observed, then 16-27 for the next three hours. They then rose with the peak of 138 in the 15:00 hour. They then dropped to between 48 and 64 up to the 22:00 hour then were between 21 and 35 for the last five hours, apart from a higher 57 in the 02:00 hour.

Vehicles tended to wait longer for fares, between eight and 23 minutes, depending on flows of passengers. The longest vehicle wait was nearly 37 minutes, much longer than on other days.

Summary

This rank tends to be quieter overall than the station rank, but operates for most hours whereas the station is linked to rail operations. Though people do arrive when vehicles are not there for immediate hire, waits tend to be short and the average passenger delay is very low. There are less vehicles leaving this rank without passengers. Overall, the service provided here is excellent, and serves those wishing to travel very well.

Market Square

The pair of ranks here were observed from 20:00 on Friday 13th October 2017 through to 02:59, and again from 19:00 on the Saturday to 06:59.

Friday observations

On the Friday, a total of 253 passengers used this rank, leaving in 106 vehicles, a very high occupancy of 2.4 per vehicle. During the observations 10 people arrived when no vehicle was immediately available, but waiting at most three minutes. When shared over the full set of observations this netted out at an average passenger delay of just four seconds.

Flows occurred in all hours observed, but were just two and four in the first two hours. The next three hours saw 24, 16 and 39 people, after which the flows rose to 73 and the peak of 95 in the 02:00 hour. Vehicle wait times for fares varied from three to 17 minutes. There were some vehicles that waited up to half an hour for fares.

Saturday observations

The Saturday saw passenger flows totalling 618 leaving in 261 vehicles, a very high occupancy of 2.4 per vehicle. 8% more vehicles arrived but left without passengers. Flows started at just five in the 20:00 hour and rose to a peak of 147 in the 03:00 hour, then dropping back to six before the area became quiet.

During the observations, seven people arrived when no vehicle was immediately available for hire. However, their longest wait was just two minutes and the average passenger delay for this rank for this set of observations was just one second. Similar vehicle waits of three to 13 minutes occurred, again with a vehicle waiting up to half an hour for a fare in one hour.

Summary

This pair of ranks is well-used although clearly has particular hours when most used. It is clear vehicles are coming here to seek passengers, and that passengers know they can get hackney carriages at this location.

Drummer Street

This rank is mainly a feeder to the St Andrew's Street rank, but its location near to the bus station does mean that some passengers take vehicles waiting here. The location was observed on Thursday 12th October 2017 from 14:00 through to midnight that day. During that period, 99 passengers travelled in 76 vehicles from here, a low occupancy of 1.3 people per vehicle. As expected, a much higher number, some 80% of all arriving, left this location empty and are assumed to proceed to St Andrew's Street.

During the course of observations there was one time when a passenger arrived and found no vehicles waiting here, and had to wait two minutes for a vehicle to arrive. This was in the 19:00 hour. Passenger numbers ranged from five to 21, with the peak in the 20:00 hour. The rank was in fact used by passengers in every hour that we observed.

For those vehicles leaving empty, the average wait of between three and ten minutes has to be added to that at St Andrew's Street to give a true vehicle wait time for fares there.

Downing Street

This new rank was observed from 22:00 on the Friday until 02:59 in the early hours of Saturday, then from 22:00 on the Saturday night until 06:59 on the Sunday morning, in both cases covering the start hours for this location.

Friday observations

On the Friday, the rank was not used until the midnight hour, when 17 people used it. Flows peaked at 26 in the next hour and 14 in the last hour observed. The total of 57 people left this rank in 33 vehicles, a moderate occupancy of 1.7 per vehicle. A fifth of vehicles left the rank empty.

No passenger ever arrived when there was no vehicle available for immediate hire. Average vehicle wait times were seven to 16 minutes, although one vehicle was recorded waiting nearly 40 minutes.

Saturday observations

On the Saturday, the rank first saw usage in the 23:00 hour, with eight passengers. Flows were then between 17 and 32 in the next four hours, with just three in the final hour that there was any activity. In total, the 106 passengers left in 64 vehicles, a moderate occupancy of 1.7 per vehicle. A higher 26% left the area without passengers.

The midnight hour did see two people waiting up to four minutes for a vehicle to arrive. Vehicles tended to wait six to 13 minutes to gain fares.

Summary

This rank is well-used given its new status.

Sidney Street, Sussex Street (Kuda)

This rank was observed on all three October nights. On the Thursday, it was observed from midnight until 02:59 in the early hours of Friday. On Friday observed hours were longer, from 19:00 until 02:59, and on the Saturday they covered 19:00 until 06:59.

Thursday observations

The three observed hours in the early hours of Friday saw 19 passengers leave this location in eight vehicles, a very high average occupancy of 2.4. A further 27% of arriving vehicles left without passengers.

There were two people in the midnight hour, six in the 01:00 and 11 in the 02:00 hour. One vehicle had waited for a fare some 33 minutes whilst the others had waited between two and seven minutes.

Friday observations

On the Friday, a higher number of passengers, 111, used the rank and left in 54 vehicles. This was a relatively high occupancy of 2.1 per vehicle. 32% left the rank without taking passengers. No passenger ever arrived without a vehicle being there for them to hire immediately.

Passenger numbers were four, ten and seven in the first three hours (with none in the 19:00 hour). They then rose to 16 and were 25 or 24 in each of the next three hours. Vehicle waits were between seven and 16 minutes, apart from one vehicle that waited 47 minutes having arrived in the 19:00 hour.

Saturday observations

The Saturday observations, into the early hours of Sunday, saw a higher level of 167, with the rank operating till the 04:00 hour. These left the area in 75 vehicles, a relatively high occupancy again of 2.2 per vehicle. A similar level of 27% of vehicles left without passengers. One passenger arrived in the midnight hour and ended up with a wait of 18 minutes for a vehicle. On the vehicle side, typical waits for a fare were one to 14 minutes, with the longest vehicle wait recorded of 24 minutes.

Summary

This rank is well-used on most nights, although flows are lower than at other locations, but vehicles appear to find it worthwhile pausing here to gain customers.

Bridge Street

Observations here were undertaken from 18:00 on Saturday 14th October through to 06:59 in the early hours of Sunday morning, covering the operating hours of this location. During our observations, 41 passengers used 21 vehicles to leave this rank, a relatively high occupancy of two per vehicle. A further 9% of vehicles arriving left the area without passengers. Only the 18:00, 19:00, midnight, 01:00 and 02:00 hours saw passengers. Levels ranged from three to 12. The 18:00 hour saw three people waiting up to two minutes, but all other passengers arrived when vehicles were already there. Very low vehicle wait times, never more than three minutes, suggest the potential that these vehicles were in fact booked rather than waiting at the rank, although it may just be people take advantage of any vehicle that arrives. Overall demand, however, is very low.

Parkside

This rank was observed on Saturday 14th October 2017 from 08:00 through to midnight that night. During the course of the observations, a total of 29 passengers used the rank. They left in 19 vehicles, a moderate occupancy of 1.5 per vehicle. A further 65% of vehicles arriving left without passengers.

There were never more than eight passengers from this location during a day, with many hours with just one passenger. However, vehicle waiting times for fares tended to be low perhaps suggesting booked vehicles are operating to this location, which would fit with it being the long distance coach stop as well as a rank with very low flows. There were no vehicles in hours without passengers which supports this view.

During the course of observations, seven people arrived when no vehicles were there for immediate hire, although the longest wait for a vehicle was five minutes, and often less, supporting further the idea of people phoning in for vehicles as they approached.

St Andrew's Street, Church rank

This location was observed on Friday 13th October from 22:00 to 02:59 and again on Saturday 14th October from 19:00 until 06:59. During the first set of observations, it was not used at all, either by passengers or vehicles.

However, on the Saturday night, the rank was used by eight passengers, leaving in four vehicles, a relatively high occupancy of two per vehicle. Most of the active hours (20:00, 21:00, 02:00 and 03:00) only saw one passenger, but the final hour active for passengers, 03:00, did see five. In all cases vehicles had waited for passengers, between one and seven minutes, with some cases of vehicles leaving without taking passengers (actually 56% of those arriving). Demand is not high, but people are clearly taking advantage of vehicles waiting here.

Corn Exchange Street

This rank was observed on the Friday from 20:00 through to 02:59, during which just one person and two vehicles used it. On the Saturday, observations from 19:00 through to 05:59 saw two vehicles wait briefly but no passengers used the location. It is possible this location is still developing given that it has not been available for very long.

Sidney Street, Boots rank

This location was observed on one evening, but no activity by passengers or vehicles was identified.

Activity levels of hackney carriage fleet

Information was gathered during the main survey of the level of vehicles active on the Saturday of the October survey. Over 1,000 different vehicle observations were obtained during five separate 2-hour sample periods near to the two main active rank locations. A small number were discounted as being private hire vehicles passing by.

During the course of our sample observations, we observed 74% of the current hackney carriage fleet, a high proportion, but not excessive. The proportion of the fleet seen near either of the two main ranks was, however, much lower. The figures quoted are the proportion of the 74% seen at the two locations. At St Andrew's Street, we saw 23% of the fleet in the afternoon period, 41% early evening and 44% in the period just after midnight. For the station, proportions were more consistent with 30% in the late afternoon and 34% in the late evening.

In terms of vehicles focussing on one location, of the observations, 10% of vehicles were only observed at the station, 30% only at St Andrew's Street, and the remaining 60% were observed passing both locations. If this proportion applies to the full fleet, this suggests no more than 24 vehicles only service the station, whilst there are no more than 72 not able to service that location.



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4 General public views

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

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

These surveys tend to be undertaken during the daytime period when more people are available, and when survey staff safety can be guaranteed. Further, interviews with groups of people or with those affected by alcohol consumption may not necessarily provide accurate responses, despite the potential value in speaking with people more likely to use hackney carriages at times of higher demand and then more likely unmet demand. Where possible, extension of interviews to the early evening may capture some of this group, as well as some studies where careful choice of night samples can be undertaken.

Our basic methodology requires a sample size of at least 200 to ensure stable responses. Trained and experienced interviewers are also important as this ensures respondents are guided through the questions carefully and consistently. A minimum sample of 50 interviews is generally possible by a trained interviewer in a day meaning that sample sizes are best incremented by 50, usually if there is targeting of a specific area or group (eg of students, or a sub-centre), although conclusions from these separate samples can only be indicative taken alone.

It is normal practice to compare the resulting gender and age structure to the latest available local and national census proportions to identify if the sample has become biased in any way.

More recently, general public views have been enlisted from the use of council citizens' panels although the issue with these is that return numbers cannot be guaranteed. The other issue is that the structure of the sample responding cannot be guaranteed either, and it is also true that those on the panel have chosen to be there such that they may tend to be people willing to have stronger opinions than the general public randomly approached.

Finally, some recent surveys have placed an electronic copy of the questionnaire on their web site to allow interested persons to respond, although again there needs to be an element of care with such results as people choosing to take part may have a vested interest.

For this survey, some 276 people were interviewed in the streets of Cambridge. Some 18% were interviewed near to the railway station, with the remainder in the shopping streets of the City Centre. Detailed results are included in Appendix 7.

They were asked if they had used a licensed vehicle in the Cambridge City area in the last three months. In total, 74% said they had. However, the city centre value was much higher at 87%, with just 14% of those interviewed near the station saying they had used a licensed vehicle. This may be affected by it being difficult to intercept passengers actually using hackney carriages or other licensed vehicles at the station due to how close the rank and pick-up point are to the exit, and the need to maintain safe exit from the station when undertaking interviews.

All were asked how often they used a licensed vehicle in the Cambridge area. 75% provided frequencies. When weighted by the level of frequency, the city centre sample made 2.8 licensed vehicle trips per person per month. The station value was much lower at 0.6, with the overall value for the survey being 2.4 trips per month. When people were asked in regard to frequency of hackney carriage trips, these values reduced to 1.3 for the city centre, 0.5 for the station and 1.2 overall. Interestingly, this suggests that some 83% of station trips made are most likely by hackney carriage. The value for the city centre sample suggests 46% using hackney carriages.

People told us how they normally obtained a licensed vehicle in the Cambridge City area. Consistently, 37% of respondents said from a rank. This is in the same order of magnitude as the above proportion based on levels of usage. This is also a very high proportion compared to many other locations we have recently surveyed. A further 4% said they hailed. Overall 47% used a telephone, 6% a direct free phone, 2% booked on line, 1% used a mobile and just a further 1% used an app. However, when asked, 71% of those using an app said it was a general computer search rather than a specific 'app'.

Just nine different companies were named by those saying who they used when they booked licensed vehicles by phone. 54% of respondents named at least one company. There were 15% of those responding who provided three company names, and a further 19% provided two names.

From the total number of responses, the top company gained 51% of all mentions. Their proportion at the station was 86% of all mentions for those interviewed there. The next two largest companies obtained 21% and 19% overall each. There were two companies with 3%, and the app-based named obtained 2%.

There were three other companies named, which were either out of area or unknown operators, but the latter two only obtained one mention each, and the out of town operator just 1% of all mentions. Overall, this suggests a moderately competitive environment, but dominated by two medium and one very large operator.

All those at the station responding said they could always get a licensed vehicle of a kind that suited them; whilst for the city centre sample this value was 94%, very high. The remaining respondents mainly were unable to get wheel chair accessible vehicles, or suitable vehicles (not specified) when they phoned. Just 1% of all respondents to this question said they could not get wheel chair accessible vehicles they needed at a rank, but gave no further information.

In overall terms of the type of licensed vehicle people would choose in Cambridge, 69% said their main concern was getting a vehicle and that they would choose the first available vehicle. 19% said they would choose a saloon style vehicle. 7% would choose an electric powered saloon, 4% an electric powered wheel chair accessible vehicle and just 1% a wheel chair accessible vehicle of any power type.

In terms of ranks people were aware of, some 22 different names were provided. These represented six active ranks and two less active ranks. There were also minor mentions (mainly by one person) of locations which could not be identified. Taking the two given names for St Andrew's Street, 43% of the total responses related to that rank, followed by 27% for the railway station rank. 16% were aware of Drummer Street. Market Square, Sidney Street, Bridge Street, John Lewis and Parkside were all mentioned, but only by very small numbers, mainly with just one mention.

73% of those responding said that they used the ranks which they had mentioned, a very high level of actual stated usage.

Whilst there were some 56 separate mentions of where people would like to see ranks, these referred to just 13 locations, and were made by 38 different respondents. 58% of those giving ranks named just one place. The top place people wanted a rank, with 27% of the overall responses, was at Addenbrooke's Hospital.

When added together, 29% said a rank in the Market area or Market Square – which is interesting as an active rank is there, but at night only, given that the area is otherwise not available to vehicles. 20% asked for a rank in Sidney Street (where again there are two night time ranks, at least one of which we found to be active). Several active locations were mentioned by small numbers, including asking for ranks at the station, St Andrews's Street and Corn Exchange. This suggests a potential need for better signing of ranks, and clarity about when they are available.

11% of those interviewed told us the problems they had with the hackney carriage service. Of this 11%, 10% said they had two problems and one person said they had three. The top issue was delay getting a taxi (49%) followed by 17% saying driver issues and 14% cleanliness. There were two people who said there were not enough dog-friendly vehicles, two complaining about circuitous routes being used and one who for whom their hackney carriage had not turned up (but this suggests it may have been a booking in any event). Overall, this level of overall problems is not significant.

As is usual, a higher number of people told us about matters that might encourage them to use taxis, or use them more often. Some 31% of respondents gave us at least one factor that might cause them to use hackney carriages, or use them more. Of these, 42% provided two factors. The top factor given was 26% of mentions for an 'app' they could use to get a hackney carriage in the area. Closely second were more hackney carriages that could be accessed by phone, equal with those saying if they were cheaper. Better vehicles obtained 16% of mentions, better drivers 7% and more rank based hackney carriages just 6%. 2% said they would use them more were they easier to get by phone, and 2% said they would use them more were the vehicles electric (these two items came under the 'other' respondent provided category, as did those saying 'cheaper').

A very high 95% of those interviewed said they did not have, nor knew anyone who did have, any disability that meant they needed an adapted vehicle when travelling by licensed vehicle. The remaining 5% said they needed a wheel chair accessible vehicle. 86% of these did not mind if the vehicle was rear or side loading, whilst one person (the remaining 14%) said they preferred rear loading.

There were no respondents saying they preferred a side loading vehicle, although this level of response was not really significant.

Of those responding, 57% said they did not know if people with disabilities in Cambridge got a good service from hackney carriages and their drivers or not. Taking the remaining response, 68% said they thought people did get a good service. 28% felt they did not, with 4% responding 'other' but not saying what they meant by that response.

For this survey, people told us if they had ever given up waiting at ranks for a hackney carriage. One response was not a hackney carriage rank location and was removed from the results. The other results were split between those saying they had given up at the station and those who had given up at other locations. One person told us two locations where they had given up waiting for a hackney carriage. The resulting observable latent demand value was 1.05 for council ranks only, 1.02 for the station rank alone, and 1.07 for tests covering all observed ranks including the station. These calculations assume that all those not giving any answer had never given up waiting.

Overall 62% had regular access to a car, with the value lower at the station (45%). We interviewed about 6% more males than in the census value for the area, and the 31-55 age group was overrepresented by 14% at the expense of the other two groups, with 11% less of the lower age bracket and 3% less of the older bracket. This should not have unduly affected our responses. Further, the internal checks noted above suggest that the information received is consistent through our interviews with people.



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5 Key stakeholder consultation

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

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

Comments received have been aggregated below to provide an overall appreciation of the situation at the time of this survey. In some cases there are very specific comments from one stakeholder but we have tried to maintain their confidentiality as far as is possible. The comments provided in the remainder of this Chapter are the views of those consulted, and not that of the authors of this report.

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

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

Where the statistical analyses in Chapter 2 demonstrate low levels of wheelchair accessible vehicle (WAV) provision, an increased emphasis will be given to the issue in terms of the focus of stakeholders but also in specific efforts to contact disabled users and their representatives.

Supermarkets

Three supermarkets told us their customers did use licensed vehicles. Two said staff would phone for vehicles if asked, whereas the third had a free phone provided to an operator, but staff would also phone if people asked them to. None were aware of ranks, and none had ever received complaints about the service provided.

However, much of this is effectively private hire style without ranks being there. One other supermarket said they were not able to provide comment at all.

Hotels

Two hotels could not be contacted, but all four of those who responded said their customers did use licensed vehicles. Two said staff would phone for vehicles when asked and two said people usually made their own arrangements, or that staff would phone were they asked. Two were aware of the station rank, and the other two when asked about ranks replied with the name of the major company in the area. None had received any complaints about the service provided.

Public houses

Six pubs told us their customers used licensed vehicles. Two said staff would make a phone call if patrons asked. One said most customers made their own arrangements. The remaining three said customers often made their own arrangements, but that if asked pub staff would phone for a vehicle when asked. Four were aware of the St Andrews Street rank with one aware of a booking office. None had received any complaints about the service provided. However, one location said they had issues with illegal parking late at night, which they felt was by vehicles from outside the area, or by private hire vehicles claiming they were waiting for bookings. Three other locations had either closed or proved impossible to contact, whilst four refused to provide any information.

Night clubs

Four night clubs had patrons who did use licensed vehicles. Three said people made their own arrangements if they needed licensed vehicles. One said people would go over to the Sidney Street rank adjacent to them. One other location was aware of Sidney Street, whilst two were aware of the St Andrew's Street rank. Two had not received any complaints. However, one felt drivers often had inappropriate behaviour towards customers, and another said there were often delays in people being picked up. Three other clubs either refused to take part or did not respond in the time available.

Restaurants

One restaurant advised us that their customers did use licensed vehicles, which people usually phoned for themselves, or obtained from the Market Square rank. They were not aware of any issues with usage of the service. Three others had no comment or were not contactable.

Hospitals

No comment was made by the hospitals in the area.

Police

The principal issue which the police had was over-ranking of the Drummer Street location which they told us happens on a near-daily basis. One representative said there had been an arrangement for excess hackney carriages to wait on Emmanuel Road, which had been removed when road works took place, although it is not clear what basis this provision was ever made on.

Disability

No comment was provided by any disability representatives.

Rail and other transport operators

Neither the rail station operator or other local transport operators had any comment.

Appendix 8 provides nationally available information regarding passenger throughput at the station. This shows that Cambridge is now the 36th largest used station on the English, Welsh and Scottish rail network, with some 11.4m trips per year entries and exits for the last available year, ending March 2017. Growth since the last survey is around 25%.

Other Council contacts

The City Council equality officer was not aware of any issues, either positive or negative, with usage of the licensed vehicle service, but also sought comment from another officer, and the Equality and Diversity network the Council has. They thought there had been supplementary spaces provided on Emmanuel Road nearby which were removed leading to the over-ranking at Drummer Street worsening.

Input was received from those providing marshals to busy ranks – with a general feeling reported that Cambridge has ample taxis available. Attention is needed to infrastructure and the facilities around ranking and enforcement. They felt that hackney carriages were most likely to work with the relevant authorities and would also advise such authorities when they felt others were not being compliant. The main concern was how South Cambridgeshire vehicle numbers were being taken into account as they suggested such vehicles caused more issues that were less easy to solve.

Listing of all key stakeholders contacted is provided in Appendix 9.

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6 Trade stakeholder views

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

The most direct and least costly route is to obtain comment from trade representatives. This can be undertaken by email, phone call or face to face meeting by the consultant undertaking the study. In some cases to ensure validity of the work being undertaken it may be best for the consultation to occur after the main work has been undertaken. This avoids anyone being able to claim that the survey work was influenced by any change in behavior.

Most current studies tend to issue a letter and questionnaire to all hackney carriage and private hire owners, drivers and operators. This is best issued by the council on behalf of the independent consultant. Usual return is now using an on-line form of the questionnaire, with the option of postal return still being provided, albeit in some cases without use of a freepost return. Returns can be encouraged by email or direct contact via representatives. Some authorities cover private hire by issuing the letter and questionnaire to operators seeking they pass them on when drivers book on or off, or via vehicle data head communications.

In all cases, we believe it is essential we document the method used clearly and measure response levels. For this survey, a copy of the letter and questionnaire were passed to the Council who issued them to 675 dual licence drivers, 15 hackney carriage only drivers and five private hire only drivers in mid-July 2017. A six-week response time was given, closing on 1 September 2017. A total of 151 responses were received. This is a very high 22% response rate, excellent for this kind of survey.

A meeting was held with all drivers towards the beginning of the study to encourage them to respond to the questionnaire and to allow them to ask further questions or provide further inputs. The invitation was sent to all those usually attending the trade meetings with the Council. A further invitation for comment was sent to a wider group including most private hire operators to encourage the best possible response from all involved in the trade.

Those present at the meeting were grateful for the encouragement and explanation of the importance of the driver survey. Two representatives offered to have copies of the letter for issue in case any did not arrive by post, or to reiterate their importance. They also shared copies of the link to the on-line survey both physically and by email.

A representative at the meeting also asked that rear loading WAV be added into the considerations regarding how well people with disabilities had their needs met, although we understand this request has been taken on board in the mean time.

One driver provided a direct written response apart from the formal questionnaire. Their main comment was need for further feeder spaces for St Andrews Street rank. They also told us they tried to use the new rank in Downing Street as well as the established rank along St Andrew's Street near the Baptist Church but were prevented from doing so due to other vehicles being there, and no action being taken to prevent their illegal use of the spaces. They were also opposed to the supplementary station permit situation telling us this meant those plates having a high black-market value.

The information received was checked to identify any duplicate entries, of which there did not appear to be any, although there were two duplicated badge numbers, which were assumed to be an error and the returns counted as legitimate on inspection.

All told us the kinds of vehicle they drove. 90% said they drove both hackney carriage and private hire, with 9% saying just hackney carriage and the balance of 1% just private hire.

Of those responding, 87% said they had Cambridge City dual licences, 9% had just a hackney carriage license and 1% had both a Cambridge City dual and a hackney carriage only license. One person said they had a South Cambridgeshire driver license whilst two others (1%) said they had both Cambridge City dual and a South Cambridgeshire drivers' license. However, when asked directly if they had a South Cambridgeshire drivers' license, 21% said they did, more than the numbers in the previous question.

On average, respondents had 12 years' service in the Cambridge city licensed vehicle trade, although quoted years ranged from one to 45.

The most frequently worked number of days was six (31%) but very closely followed by five days (30%) and seven days (26%). The only other significant number of days worked was four (10%) with 2% saying two days and 1% saying three. In terms of hours, the average was 47, higher than in many other areas and therefore above average.

A moderate number told us the issues that affected their choice of shift, some giving more than one reason. From all the responses, the most frequent response, with 32%, was avoiding heavy traffic and rush hours. 26% said they worked at busy times of demand, with 22% saying they worked around family commitments.

7% simply said they worked when they preferred to but did not say further why. 6% said their hours were impacted by sharing the vehicle they drove. 3% said 'other', 2% said they worked when they had commitments and 1% said they worked sociable hours only. Just 2% of responses were that they avoided awkward customers.

79% said they owned their own vehicle whilst 16% said someone else also drove their vehicle.

68% said they worked on radio circuits, with 91% of these on one company circuit. The remaining 9% worked cross three other companies.

In terms of ranks served, 12 locations were named, with further colloquial names used. There were three other names used for St Andrews Street, two for Drummer Street. 2% of responses said 'all but the station', 8% simply said 'all' and 13% said 'town centre'. This suggests a good knowledge and service of most ranks in the area by drivers, not always the case, and certainly an encouraging picture.

Most said their most frequent way of getting fares was from ranks, with 62% of responses saying this. 23% said phone bookings, with 6% saying hailing. 4% said from an 'app' whilst 4% said from contracts with private companies, with a further 1% saying from school contracts. This suggests the area does have a high focus on hackney carriage style usage of licensed vehicles, rather than the more usual dominance by phone bookings.

88% of those responding said they thought the limit on vehicle numbers should remain.

A fair number responded matters that benefitted the public from having a limit on vehicle numbers. Of all the responses, 48% were that it reduced pollution and congestion. 19% said it reduced over-ranking, 13% said it reduced the public safety issues of having tired drivers, whilst 11% said they believed it meant cars were always available at ranks. 9% felt it had a positive impact on the ability to keep vehicles clean, safe and well-maintained.

The question regarding trade group allegiance was not answered by sufficient respondents to give any meaningful answers.

The quoted periods worked were reviewed. Most focussed on the 1300/2000 shift period, with between four and six per cent of the periods worked being in this period, compared to one to four per cent for the overnight session, and two to four per cent for the morning period.

From this analysis, the day with most vehicles operating was Saturday, followed by Thursday and Friday. Sunday saw the least drivers saying they worked.

A trade representative made the point that there tended to be a focus of WAV style vehicles servicing the city centre, with most saloons tending to service the station rank, given they have permits for that location. This is backed up by our observations, where we saw 78-80% of vehicles near St Andrew's Street were WAV compared to the 65% in the overall fleet. The representative was concerned about passengers who found using WAV difficult and believed they were more common than those needing the service of WAV.

7 Evaluation of unmet demand and its significance

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

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

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

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

For clarification, unmet demand almost certainly exists in each and every areas where hackney carriages operate. What is important from the point of view of policies limiting vehicle numbers is if the overall level of unmet demand identified can be counted as significant. The rule of thumb, accepted as an industry standard, is that a value below 80 means there is unmet demand, but it is not significant. A value of 80 or more means the index has identified unmet demand, and that it is significant to the degree that consideration should be given to at least increasing the current level of the limit, if not revising the policy per se. However, none of this is statutory or fixed and despite the apparent preciseness of the index and the cut-off level, final judgement remains with the committee who are required to be certain there is no unmet demand which is significant when they retain a limit policy.

ISUD draws from several different parts of the study data. Each separate component of the index is designed to capture a part of the operation of the demand for hackney carriages and reflect this numerically. Whilst the principal inputs are from the rank surveys, the measure of latent demand comes from the public on-street surveys, and any final decision about if identified unmet demand is significant, or in fact about the value of continuing the current policy of restricting vehicle numbers, must be taken fully in the context of a careful balance of all the evidence gathered during the survey process.

The present ISUD calculation has two components which both could be zero. In the case that either are zero, the overall index result is zero, which means they clearly demonstrate there is no unmet demand which is significant, even if other values are high. This does not deny unmet demand, just makes it clear that the level cannot be counted as significant under the ISUD definition of significance of unmet demand.

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

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

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

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

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

Periods when schools are not active can lead to more hackney carriage vehicles being available whilst they are not required for school contract work. Such periods can also reduce hackney carriage demand with people away on holiday from the area. Generally, use of hackney carriages is higher in December in the run-up to Christmas, but much lower in January, February and the parts of July and August when more people are likely to be on holiday. The factor tends to range from 0.8 for December to 1.2 for January / February.

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

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

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

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

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

The latent demand factor taken from the on-street interviews for the full survey is 1.07. When focussed only on those giving up at the station, the value for the station itself is 1.02. For council ranks only, therefore excluding the station, the value is then reduced to 1.05. This latter value is the one which should be used to test council only rank performance.

For this survey, inspection of the overall profile of demand suggests that there are a number of peaks at different times, such that demand for the area cannot be considered to be peaky at this time. This has the effect of meaning the overall index of significance of unmet demand remains at the calculated level rather than being reduced by the influence of issues related to having to meet a key peak in demand.

Data was collected in both June and October at the two main ranks. However, the station rank is a private rank, and were unmet demand here to be found to be contributing to the significance of the overall unmet demand, this could not be counted towards the need for extra plates as the Council cannot influence the extra requirements which reduce supply at that location.

We undertook a test using the industry standard ISUD calculation making use of all available information from all ranks surveyed. This is a harsh test, not taking account of the focus of the June surveys on the two key ranks, nor excluding the station impact. For this data set, the overall average passenger delay was 0.267 minutes. 29.6% of observed off peak hours saw delay of any size and 9.3% of all passengers travelled in hours when there was a minute average delay or more in that specific hour.

The result of this calculation identified the ISUD factor to be 78.3. This is a high level of unmet demand, but is short of the cut-off level of 80 at which point industry standard guidance would suggest that the observed unmet demand was significant. Hence the overall conclusion from this is that there is currently no unmet demand for hackney carriages in the Cambridge City licensing area which is significant. This implies the current limit policy can be retained without any need to issue any further licences.

We would also point out that the results of the October survey alone, for all ranks including the station provided an ISUD factor of 1.18; excluding the station increased this value to 2.4 since the service provided to the station tends to be much better than that provided to the other ranks when considered via the ISUD index. The structure of our October survey was designed to be more robust and a better overall test of the level of significance of unmet demand.

The June survey, which we believe to have been on a very busy weekend influenced by one specific event related to the University, would have suggested there was unmet demand which was significant. However, this survey only covered the two busiest ranks and was undertaken as a specific additional test, and could not be realistically seen as a true average reflection of overall performance. Were a true ISUD calculation to be undertaken using that data, there would be a need to add in various balancing factors which would tend to reduce the index calculated below the cut-off level. We believe it shows that there are times when current demand can put severe pressure on provision of hackney carriage service, but that when taken in context, this cannot be taken to imply need for more vehicle provision. It does however give the possibility that some people might feel there are not enough hackney carriages at times.

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8 Accessibility and Air Quality Review

The main demand survey was supplemented by the need to review, consider and take forward a balanced view regarding two potentially conflicting and often externally applied pressures on the current licensed vehicle provision in Cambridge City at this time. These cover accessibility and air quality requirements and concerns.

On the accessibility side, the Law Commission review concluded that councils should have a statutory duty to undertake reviews of accessibility of the licensed vehicle fleet on the same frequency that demand surveys were undertaken. The background to this is various research and canvassing which led to the Equality Act – although much of this Acts' impact on private hire and hackney carriage has never been fully put in place, and much of which has been put in place has been carried out 'permissively' rather than in a strict enforceable manner.

The aim to have a licensed vehicle fleet which is as accessible as possible to all that need its services is undisputed. However, various bodies have also long grappled with the various competing demand this implies. At one point, the Government planned that all hackney carriage vehicles would be fully wheel chair accessible. However, concerns about what 'fully wheel chair accessible' actually meant compared to what vehicles could practically deliver meant this direction was abandoned. Plans to consult on what this might constitute in general terms were also never taken forward.

Where there have been moves forward, particularly with implementing Sections 165 and 167, the option of a mandatory application was also not taken forward, instead with legislation put in place 'permitting' local authorities to implement lists that apply the Act to those on the list. Whilst this has the benefit of allowing local decisions about local need, it also implies every licensing authority might make subtly different decisions about the specific way forward, leading to potential public misunderstanding and confusion, particularly if they travelled in more than one licensing area, or worst, travelled in one area that received impact from several licensing areas (as is potentially the case for Cambridge City).

Air quality issues have similar conundrum implications for licensed vehicles. Legal action has meant the Government has very short lead times on getting change in this arena. Rightly or wrongly, the licensed vehicle fleet, and particularly the hackney carriage element of this, have been seen as good opportunities to improve air quality in key central areas where they often focus their operations. However, hackney carriage fleets have over decades focussed on use of diesel based vehicles to achieve operational and financial benefits, which are now ironically seen as the worst offenders.

A key issue here is that the short, often potentially imposed, lead times are contrary to an industry mainly provided by private investment – often focussing on high investment in vehicles over long periods. This is even more so the case if an authority requires wheel chair accessible vehicles which tend to have higher initial costs, and often higher ongoing running costs, than saloon style vehicles which are rarely much other than private cars used as licensed vehicles.

The ULEV taxi scheme feasibility study

This study, funded by national Government alongside several other areas, was for Cambridge City, published in March 2016. It followed on from the centre of Cambridge becoming an Air Quality Management Area in 2004, and a study of 2012 that found 27.4% of traffic on King Street was 'taxis' (not defined if this is just hackney carriage or both hackney carriage and private hire). This is not surprising as this is the only 24-hour route out from the main St Andrew's Street all-day rank. The 2012 study also found Euro 2 – 4 diesel taxis were two and a half times as polluting as the typical diesel car at that time.

The ULEV study provided practical review of the potential options, seeing that the present hackney carriage age limit was a positive assistance to the speed of impact of any ULEV targets, and also noting that the proposed revised access system to the City Centre, using ANPR rather than bollards, was also a positive tool that would help focus ULEV hackney carriages on that area. However, the issue of the grandfather rights for saloon vehicles was seen as a potential negative.

In the period between June and August 2016, the bones of the "Encouraging the shift to low emission taxis" strategy was drawn together. This was discussed at the licensing meeting on 17 October 2016, and points agreed subject to receiving funding from the Government. Full details of the proposals were included in the current Hackney Carriage and Private Hire Policy, adopted that day.

The City declared an Air Quality Management Area in 2004, with an Air Quality Action Plan first adopted in 2005 and a more comprehensive version also adopted in 2010. A new version is in preparation to cover 2015-2025 and includes plans to transform the taxi fleet into a low emission fleet leading to a significant reduction in emissions and a significant improvement in air quality.

Present minimum age limits and Euro standards of engines will be maintained along with new policy incentives to encourage uptake of hybrid and electric vehicles in the fleet (Policy para 29.8, reiterated below)

New vehicle licences will not be granted in respect of vehicles unless less than four years old and is Euro 5 or higher.

Vehicle licences will not be renewed unless the vehicle is less than nine years old and meets the Euro 4 standard or higher.

These policies imply that by 2017/18 all internal combustion fleet will have Euro 5 or Euro 6 engines. Better maintenance will be encouraged through education and promotion.

Other incentives and policies in place are:

- ULEV to have up to five years free from vehicle fees
- Reduced fee for any petrol/electric hybrids
- Consider up to 15 year age limit for fully electric and 10 for petrol/electric hybrids
- Consider just a yearly inspection for first five years for ULEV
- Consider Electric Only taxi rank
- Market the Government grant scheme for such vehicles
- Provide rapid taxi only charging infrastructure
- Set date for all new vehicles to be low emission or ultra low emission – presently suggested as 1/4/2021
- Set date for all vehicles to be low or ultra-low – suggested 1/4/2026
- Use city centre ANPR access system to restrict access to that area to ULEV or hybrid vehicles only

This policy has a review date at latest of October 2021 but is under constant review to allow flexibility given the ULEV vehicle market is currently a very much developing one.

To set the context, our current understanding of available vehicles is as follows:

- Fully wheel chair accessible electric vehicle with petrol range extender just introduced December 2017 in London (Tx5)
- Fully electric fully wheel chair accessible vehicle with 175 mile range battery due for release in Spring 2018 (Dynamo)
- Fully tested, fully wheel chair accessible electric vehicle (no detail about range extension or current range), currently on hold due to court decision (Metrocab).
- Fleet of fully electric Nissan Leaf vehicles presently operating in Dundee though only relatively small vehicles more suitable to private hire (but believed to be operating as hackney carriage in Dundee as part of the mix).

- Active and trusted Toyota Prius hybrid vehicles presently part of the current Cambridge hackney carriage and private hire fleets.

Whilst a great amount of further information is still needed to flesh out the details, critically including actual accessibility standards and operational / cost information, the above at least provides a more positive opportunity viewpoint than was in place when the Policy was first set.

Our understanding is that the new Tx5 includes a turntable to allow wheel chairs to be loaded and for the passenger to face forwards or backwards in a fully secured position, with one or two passengers also possible. This overcomes current significant concerns about the present Tx vehicles where some disabled people cannot enter comfortably, and often choose to be carried sideways-on in order to avoid not being able to travel. The larger alternative wheel chair vehicles based on converted van-style bodies overcome this, but at present none of these are expected to be able to become diesel free although this may change over time.

A major concern is the initial cost of the fully wheel chair accessible vehicles even when offset by Government grant. However, the designers of at least two of the vehicles are known to be seeking to work with the trade to demonstrate significant operating cost savings that reduce the whole life costs – although it may be at least 18 months before clear data becomes available given one vehicle has only just been introduced and another will not begin trials for another few months yet. Ironically, the one vehicle that had such trial data is the one which is not presently moving forward.

We understand that a further rear-loading WAV style vehicle is also under development although this may still be some while from production, whilst a key matter of real world information on range and performance of new vehicles is presently lacking. Some of this is due to vehicles not being around long enough yet, whilst some available data is being held back as commercial in confidence, which is understandable but unfortunate. Finally, the Government will be producing a guide to the uptake and understanding of low emission vehicles, due out late Spring 2018.

From our review of overall demand for hackney carriages, there is a clear split between the two main ranks, only one of which is truly City-centre based, although the station does also have additional current access criteria imposed as it is on private land. Dependant on air quality controls around the station, this may be a positive step allowing ULEV vehicles to focus on the city rank and non-ULEV to focus on the station as the policy and technology develop.

There is a further concern that the present wheel chair accessible fleet contains a range of different, but fully accessible vehicles. These allow different persons to find vehicles suiting their needs, although there is also the view that well-trained drivers can make most vehicles meet peoples' needs given driver care. At present there are around 11 different wheel chair accessible vehicle styles, with rear-loading vehicles also now allowed. The future at present may only contain three such vehicles but this may change, hence the need for keeping the policies under review. Review may also be necessary as further information comes forward on real performance both of new, developing and current vehicles.

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9 Summary, synthesis and study conclusions

This Hackney carriage demand survey on behalf of Cambridge City has been undertaken following the guidance of the BPG and other recent case history regarding unmet demand and its significance. This chapter first summarises each chapter in turn, and then draws together a synthesis, firstly in terms of demand and if and how any unmet demand is significant in terms of Section 16 of the 1985 Transport Act, and secondly in terms of how currently developing Cambridge policies might be taken forward.

Background and context

This survey was undertaken by LVSA based on the Council Brief and our proposal of April 2017 as confirmed and developed at our May 2017 inception meeting. On street interviews were in August, rank observations principally in October but with supplementary tests at the two main ranks undertaken in June, drivers were consulted in July / August, with key stakeholders contacted throughout the survey period, including obtaining current national views on air quality licensed vehicle plans.

Cambridge City has a growing population and is also influenced strongly by the surrounding neighbouring South Cambridgeshire hinterland. Both cycling and rail commuting make the transport background of the City relatively unique. The picture is further influenced strongly by pro-sustainable transport policies supported by a long term pedestrianisation of the central core, and a developing busway rapid transit. In due course this may be supported by possible light rail developments. Shortly the full service from the Thameslink and other rail developments will come on stream, further increasing levels of rail patronage for the City. This presently increases licensed vehicle use significantly since the station is a moderate distance from the central core and many other key destinations.

The City remains part of the wider Cambridgeshire County, whose Long Term Transport Strategy seeks to develop the integrated transport network with strategic transport policy to 2036 and aspirations to 2050. This is now being taken forward by the Cambridge Greater Partnership. As is usual, these higher level documents make very little mention of licensed vehicle services apart from use for demand responsive transport in rural areas. The County are the main provider of rank infrastructure in terms of regulation orders although there is significant involvement by the City in determining overall need and passing this to the County for implementation.

The City is also one of the first eight leading authorities in terms of Air Quality Action Plans and seeking reduced emission from licensed vehicles. This is set in the context of reviews finding a 20-30% reduction in emissions from licensed vehicles was possible (results of the EST feasibility study), with the key exit route from the main rank having high levels of contribution of emissions from such vehicles. Plans to incentivise low and ultra-low emission licensed vehicle uptake are advanced.

In terms of the licensed vehicle fleet, most hackney carriage growth was up to 2011, after which there was a drop. There was some growth in the run up to the application of a limit on vehicle numbers, after which numbers have remained stable. The unlimited hackney carriage policy led to a strong decline in private hire vehicle numbers (although some such vehicles also moved to South Cambridgeshire), with present numbers 44% of the peak level, and continuing to decline (probably now with transfer to other out of town licences).

The apparent fleet mix sees Cambridge City having a hackney carriage dominated fleet, although this is tempered by many private hire being out of town based.

Most drivers are now able to drive either hackney carriage or private hire vehicles, though a few single use driver badges remain on both sides. Current driver levels suggest potential for high levels of vehicle sharing by drivers.

Most wheel chair accessible licensed vehicles are within the hackney carriage fleet, with present levels being slightly lower than the peak of 70% reached briefly in 2013. The present level is 65%, whilst the level in the private hire fleet is small but reducing. Much of the current level of WAV results from the need for all new hackney carriages to be wheel chair accessible, though further growth would be hard with the present grandfather rights provide to the first 121 vehicles (37% of the fleet), though this proportion suggests a few are choosing to be WAV style.

Provision for those using hackney carriages with disabilities was updated in the Taxi Policy and Handbook a few years ago well in advance of the much more recent application of Sections 165 and 167 of the Equality Act by the Government in permissive legislation enacted in April 2017.

Regular review of the limit policy and level of vehicles occurs, although there was a gap in surveys during the period of no limit.

Rank observations

Since the last survey, the station rank has been redeveloped with access and egress less easy than it was. Two new Council ranks have been introduced operating at night only, but only starting in March 2017 they are still developing use. The full October rank review covered some 260 hours across all ranks, with a supplementary mid-June set of observations at the two busiest ranks supplementing our understanding of rank demand variation.

Estimates of average weekly passenger demand for 2017 show the dominance of the station rank, which provides 49% of all passengers. St Andrew's Street provides 28% with Market Square 12%. All but one other rank saw some passengers, although the busiest only took 4% of passengers (Drummer Street), with two ranks only seeing very light usage. Comparison to 2012 flows suggest the station is now even more dominant than it was then, although actual flows there are down 6%. St Andrew's Street has also reduced in usage since 2012, whilst Market Street appears to have increased.

The June two-rank test found increased passenger numbers, which appear related to a University event that weekend. Overall consideration of the information collected suggests 2017 flows are probably fairly similar through the year to those observed in 2012, despite significant growth in the area.

In terms of rank usage, St Andrew's Street tends to grow in usage through the day with an overnight peak whilst the station tends to drop in usage as train service levels reduce. Saturday flows are higher than Friday. Market Square is a key provider of night demand with the new Downing Street rank also making a clear contribution to night demand. Thursday demand is similar throughout the day but lower at night, whilst both Friday and Saturday both rise to overnight peaks. However, our view is that demand in Cambridge at this time cannot be considered to be 'peaky' as there are no significant spikes observed in our information.

The June information confirms a similar profile, but also shows Sunday less busy, but only marginally less than Friday at the top two ranks. Review of the Saturday flows demonstrated the impact of the University Open Day, although it is important to have tested the impact of such an event on service levels.

Detailed review of each rank by day showed some interesting operational characteristics. A key matter was how well even the revised layout at the station served very high volumes of passengers. The same was true of the St Andrew's Street rank, with the feeder rank clearly critical to providing sufficient vehicles there for much of the day.

Sample fleet activity levels on the Saturday of the main survey identified 74% of the hackney carriage fleet active. St Andrew's Street saw rising levels of vehicles servicing it as time moved on (from 23% to 44%). The station tended to see more similar levels of vehicles in each time period, with a range of 30-34%. Just 10% of vehicles were only seen at the Station rank with a higher level of 30% only servicing St Andrew's Street. Applied to the full fleet this would suggest 72 vehicles only service St Andrew's Street but only 24 only servicing the station.

On street public views

276 people were interviewed in the streets of the City, with 18% near the railway station. The city sample saw 87% saying they had used a licensed vehicle in the last three months. When using frequency levels, 2.4 trips per month were made by licensed vehicle against 1.2 for hackney carriages. The station figures suggested 83% of licensed vehicle trips at the station were made by hackney carriage, an encouraging level. For the city sample, the proportion by hackney carriage is 46%. This compares to the quoted level of normal usage from ranks of 37%, quite high. The 4% level of hailing was also relatively high compared to national values that tend to be more like 1%.

In terms of companies phoned, 51% named one company, with that level being 86% at the station. There were two other companies with 21% and 19% each. This suggests a moderately competitive environment albeit dominated by one large and two medium sized operators, but still with space for smaller companies. At least two of these three companies include hackney carriages within their fleet, typical for an area where there has been a period of no limit on vehicle numbers in the recent past.

The level of people telling us they could get licensed vehicles of a kind that suited them was very high. However, 69% would always take the first vehicle available at a rank. 7% said they would choose an electric powered saloon, 4% an electric powered WAV, and 19% a saloon style vehicle.

People were aware of six active and two less active ranks. St Andrew's Street was the most common rank named, followed by the station and Drummer Street. A high level of 73% of those mentioning ranks told us they used the ones they had named. The key location a new rank was preferred was at Addenbrooke's Hospital. However, a similar volume wanted a rank at Market Square, interesting as that location exists and is active, albeit only at night. Responses to this question suggested better signing of ranks, and particularly the time they were available to the public was necessary.

Just 11% of respondents told us issues they had with the hackney carriage service, not significant. Top issue, however, was delay getting a taxi. 26% of those responding to matters that might encourage them to use hackney carriages or use them more was availability of an 'app' they could use to get hackney carriages. The next two matters, not far behind in frequency, were more hackney carriages that could be phoned for, and more at lower prices.

The level of people saying either that they needed a WAV, or knew someone who did, was low. Most of those needing an adapted vehicle said it would be a full WAV style vehicle. Just one person preferred a rear loading vehicle with none saying they must have a side loading WAV.

57% did not know if those with disabilities in the area got a good service from hackney carriages or not. However, of the remainder 68% felt people did, with 28% saying they felt they did not.

The quoted latent demand value ranged from 1.02 for the station rank alone to 1.05 for Council ranks only and 1.07 for all ranks. These are very low figures.

The sample showed some bias to males and the middle age group, but this should not have unduly affected the results.

Key stakeholder views

Supermarkets and hotels mainly used private hire services, though two hotels were aware of the station rank. More pubs were aware of the St Andrew's Street rank. One complained about issues arising from what they felt were non-Cambridge based private hires late at night blocking their access. Most night clubs who responded were aware of ranks, and felt most of their customers did use vehicles from the ranks. One was concerned about driver attitudes to their customers and another felt phoned for vehicles tended to end up delayed in arriving. Police and marshal views were that there were more than enough vehicles available.

Trade views

A very high 22% of all dual drivers sent letters responded to our invitation – excellent for this kind of survey. A meeting was also held with trade representatives which provided useful input.

Most respondents drove both private hire and hackney carriage vehicles as appropriate at the time. 21% of respondents said they had a South Cambridgeshire drivers' licence as well as the Cambridge City one. Average length of experience was 12 years, but with a range from a year up to 45 years.

Most frequently people worked six days, closely followed by five and seven days. The average of 47 hours worked is above average.

Top reason affecting working hours was 32% avoiding heavy traffic and rush hours, with 26% saying they worked at the busiest times and 22% saying family commitments affected when they worked. Just 6% were affected by someone else sharing the vehicle they drove.

79% of respondents owned their own vehicle, with 68% working on radio circuits, the bulk working for the largest company. Drivers had a good knowledge and provided service to most ranks, an encouraging picture. Most said their most frequent way of getting fares was from ranks, with 62% saying this. 6% said hailing and 4% an 'app'. The responses suggest a high focus in this area on hackney carriage usage of vehicles.

There was a strong 88% response that the limit on vehicle numbers should remain. Of those responding, 48% said the limit helped reduce pollution and congestion whilst 19% felt it reduced over-ranking issues. 13% felt it kept the issue of tired drivers reduced, 11% felt it meant vehicles were always at ranks whilst 9% said it helped keep vehicles safe, clean, safe and well-maintained.

Most worked the 1300/2000 shift with the lowest values for the overnight session. The day with most vehicles operating was Saturday, then Thursday and Friday, with the least working on Sundays.

Formal evaluation of significance of unmet demand

Using all available data from both sets of data collection is a harsh but robust test of unmet demand and its significance. The result of this is a factor just short of the cut-off which would define unmet demand as being significant. This suggests that there is no unmet demand at this time which is significant in the area.

Using the more balanced test based on the October information alone reduces the level of the index significantly, from 78.3 to just 1.18, or 2.4 if the station (private) data is excluded.

All of these calculations add to the conclusion that the area currently does not have unmet demand which is significant. Even the existence of an out of course event affecting the June data did not reduce service levels – the trade responded and more than adequately met demand.

Air quality and accessibility considerations

The City has given significant consideration to both accessibility and air quality impacts of its hackney carriage and private hire fleet in recent years. A key thrust of the removal of the limit on vehicle numbers was to increase the level of WAV style vehicles in the fleet, which has clearly been achieved. A very recent change allows rear-loading vehicles to widen the options available both to the travelling public and to drivers in terms of operational flexibility, access standards and cost.

In terms of air quality, the City benefitted from one of the eight studies published in March 2016. This found 27.4% of traffic on the key King Street was 'taxis'. Key outputs were positive support for the present vehicle age limit and for the proposed ANPR control to the city centre area. 2016 saw the City draw together its 'Encouraging the shift to low emission taxis' strategy. This was built into the current Hackney Carriage and Private Hire policy adopted in October 2016. The City will incentivise the trade to take up hybrid and electric vehicle options. It also provides for future setting of dates by which all new, and then all hackney carriage and private hire vehicles will be low or ultra-low emission style.

The licensed vehicle industry is currently seeing introduction of a number of pure electric, range extended electric and hybrid vehicles that will enable the trade in Cambridge to take advantage of the options available. However, the major concerns relate to trust in the new technology as well as the overall initial cost of such vehicles, without corresponding evidence of the quoted lower maintenance and operating costs.

At the present time, the station rank requires a supplementary permit which means not all vehicles are able to service the busiest rank. The nature of demand from the two main ranks is also very different, with longer journeys more likely from the station albeit with lower occupancies. However, our evidence is that the number of vehicles focussing on one rank only tends to be relatively small, with a higher proportion of those focussing targeting the St Andrew's Street location rather than the station. This could have benefit that may allow quick wins using hybrid vehicles, already proven and trusted at the station, whilst focussing pure electric and range extended electric on the City centre ranks which are likely to need higher emission standards.

Overall, recent developments seem to be moving towards providing options for the City to have both an accessible and an air quality efficient fleet, although higher take-up of the more effective vehicles may not be practical in the early part of the development whilst drivers are persuaded of the viability of the options. It is very likely that more rapid change will occur around two to three years from now although early adopters will have to bear more risk, yet may gain more benefit than those that follow. The need to review and monitor options is critical to ensuring sufficient vehicles remain available.

Synthesis

At present, our overall view is that there about the right number of hackney carriage vehicles to service current demand and also allow a reasonable living to be made by those in the trade. There are times when the fleet is under pressure at out of course events, but this is normal for any transport provision and seems relatively balanced at present. Whilst there is evidence of spare capacity in the current fleet, we would not feel comfortable suggesting any less vehicles are generally needed.

The trade appears to know when to provide further capacity, and seems to have the spare capacity to react when necessary, and the current limit ensures there is no over-reaction in provision of too much excess capacity which can have impact on economics of operation.

The current operation is complicated by the present grandfather saloon rights policy as well as the requirement for a permit for the busiest rank, with these two added restrictions working together to tip provision of saloon style vehicles in the city centre to around one in five vehicles compared to the one in three in the fleet. A trade representative has suggested this causes issue with passengers finding WAV style vehicles difficult to enter. However, those we spoke with in the streets mainly said they could find the right kind of vehicle readily, with no more than one in five saying they chose a saloon at a rank when they had a choice.

In terms of accessibility and air quality, the current Policy document provides a good balance between what can be conflicting requirements. It also allows sufficient flexibility and encouragement to allow the trade to feel able to move forward although it is clear review of options and achievement are very important. The option of known hybrid vehicles forming an early part of change whilst the higher access but less proven style vehicles following when available seems a fair balance of quick wins and solid future gain. It will be very important to ensure that economics allow retention of the current fleet level given the results from our survey, and the impact of events.

The present operation seems balanced, with willingness of the trade to develop and make use of new opportunities. The council can assist development with improved rank marketing, such as evidenced by the map which has been produced, which needs to be made widely available. This could be part of a leaflet explaining the range of vehicles available in the hackney carriage fleet, as well as explaining in summary style the present protection provides to those travelling with disabilities by provision of the local Taxi Policy and Handbook.

It is also clear there needs to be a clear way that passengers having issue with vehicle styles can quickly feed back to the Council their concerns and views. With new vehicle types being added with the new electric / range extended petrol vehicles, this could be an opportunity to hold road shows where people can understand the facilities and explain any issues to both trade and council staff and councillors.

There will be need for the Council to obtain and disseminate information as it is made available in regard to the operation and evidence about new vehicle types, perhaps offering and assisting with trials of each of the different vehicle types in conjunction with manufacturers if this provide possible. Demonstrations of all new vehicle types when possible are essential. The required reporting of progress will also be an opportunity for sharing of progress both with the trade and with the public. It is also valuable that the on-street interviews showed the public did have interest in supporting electric vehicle introduction.

The trade needs to consider taking advantage of present and developing options including app based booking – particularly focussing on versions carefully built to meet current legislative requirement. The involvement of companies in the hackney carriage trade in this area may prove very beneficial to this development, as well as to the options by which sustainable vehicles might be added by a mix of personal and corporate investment.

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10 Recommendations

On the basis of the evidence gathered in this Hackney carriage demand survey for Cambridge City, our key conclusion is that there is no evidence of any unmet demand for the services of hackney carriages either patent or latent which is significant at this point in time in the Cambridge City licensing area. The committee is therefore able to retain the current policy limiting vehicle numbers, and also retain the limit at its current level. This decision could be defended if necessary.

Opportunity should be taken by the council to promote rank locations in the City using the map now available, including operating hours. This could be part of a leaflet promoting the range of vehicles available as well as on web-based locations.

Sharing of information about how the new Policy is developing, and continual review and revision if necessary is also very important. This will need provision of sufficient council staff and committee time to ensure progress is enhanced and not hindered.

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Appendix 1 – Detail of fleet size

	hcv	Phv	lv total	Hcd	phd	dd	total drivers		Operators	% hcv WAV	% phv WAV
1994D	120			273				1994D			
1997D	125	281	406	318	393		711	1997D		8	
1999D	147	352	499	350	362		712	1999D	16	14	
2001D	175	325	500	440	365		805	2001D	26	41	
2004D	235	236	471	482	390		872	2004D	34	41	
2005D	257	209	466	482	354		836	2005D	37	53	
2007D	282	135	417	492	248		740	2007D	33	59	
2009D	298	199	497	508	295		803	2009D	34	62	
2010N	302	197	499	<u>508</u>	<u>292</u>	-	<u>800</u>	2010N	<u>32</u>	62	3
2011D	303	211	514	507	289	0	796	2011D	29	62	<u>3</u>
2012C	293	217	510	<u>276</u>	<u>159</u>	<u>300</u>	735	2012C	28	62	<u>3</u>
2013D	266	179	445	45	29	615	689	2013D	23	70	<u>3</u>
2014C	309	179	488	28	13	698	739	2014N	24	<u>68</u>	<u>3</u>
2015D	324	178	502	23	9	714	746	2015D	24	65	4
2017D	327	153	480	16	5	677	698	2017D	23	65	1
2017C	326	147	473	16	4	677	697	2017C	20	<u>65</u>	<u>1</u>



Appendix 2 – Present rank details

Rank / operating hours	Spaces	Comments
24-hour ranks		
St Andrew's Street (near Hobson Street / Christ's College)	6 to 7	Main town centre rank – controlled by byelaw rather than Traffic Regulation Order (TRO)
Drummer Street	9	Rank near to bus station – has TRO – in 2013 became linked feeder to St Andrew's Street using CCTV system.
Parkside	5	Covers longer distance bus and coach stops – has TRO
Station Road	2 parts – 4 spaces and 7 spaces	Rank on public highway near railway station – rarely used – one part now very faded, other part still in place in May 2017. Section nearest city centre replaced by pay and display parking, section nearest station under review, if remains will be reduced in size (was quoted at 15 vehicles rather than the 7 above)
Night ranks		
Bridge Street	4	1900-0600. Only marked by small bollards signs with no road marking practicable.
Sidney Street near Sussex Street	2	1900 to 0700 only – marked only by low bollards – near Superdrug. Has TRO. In 2017 now well-used. Marked for two taxis. Road surface is brick blocks so hard to mark even if was possible legally.
Sidney Street near Petty Cury	6	1900 to 0600 only – marked only by low bollards – near Boots. Has TRO.
Market Square	2 areas 5+5	Both 1900-0600. First area also marked as 'rank covered by CCTV', however one of bays full of large bins for market stalls. Marked clearly on signs and road. On Western side near St Mary's Church. Second part on tiled road surface marked by small bollards and street sign only – on northern side outside

		Cookshop, TRO for both allows loading 0600-1000 and 1600-1900. 1000-1600 is within pedestrianised area. Was formerly 24 hour but always affected by pedestrianised hours.
St Andrew's Street near Baptist Church / Hobson House	4	1900-0700. Signs only at each end, road is tiled so hard to mark, also loading 0700-1000 and 1600-1900, disabled parking 1000-1600 so no legal road marking possible.
Downing St	5	New rank in bus layby outside John Lewis. Sign and road markings for buses, sign only for taxis, 2200 to 0600, covering full length of bus stop. Formally and legally in place March 2017.
Corn Exchange St	2	New rank in loading bay, near to exit from Grand Arcade shopping centre, but bay includes large bins from shops. Put in place in March 2017
Informal rank locations		
Jesus Lane	n/a	Potential location where private hire arrange pick-ups, from trade comment
Cambridge station (private rank)		
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. Rank now revised with new station frontage and access arrangements. Near set-down area and all vehicles leave via single lane exit and relatively tortuous route out round new development. Feeders informally within car parking area.
Other locations		
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
St Andrew's Street near Park Terrace	6	1900 to 0700. Has TRO but physically removed by revised road layout and kerbing. Discussions current with police and highway authority to re-sign and rebrand to help address issues with illegal plying for hire near Regal. No change as yet. No longer listed formally.

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Appendix 3 – June survey programme

See separate document

Appendix 4 – October survey programme

See separate document

Appendix 5 – Detailed June rank survey results

See separate document

Appendix 6 – Detailed October rank survey results

See separate document

Appendix 7 – On Street interview results

See separate document

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Appendix 8 – National rail information for Cambridge station

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	3,909,257	n/a
2002 / 2003	5,475,112	+8% per year
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%
2011 / 2012	8,823,236	+7%
2012 / 2013	9,168,938	+4%
2013 / 2014	9,824,859	+7%
2014 / 2015	10,420,178	+6%
2015 / 2016	10,954,212	+5%
2016 / 2017	11,424,902 (36 th largest)	+4%
1997/98 to 2016/17		+192%
2012/3 to 2016/17		+25%

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Appendix 9- List of Stakeholders consulted

Key consultees	Response
Supermarkets	
Asda, Coldhams Lane	R
Marks and Spencer, Coldhams Lane	Y
Waitrose, Fitzroy Street	Y
Sainsbury's, Brooks Road	Y
Hotels	
University Arms Hotel	(N)
The Castle Bed and Breakfast	(N)
Royal Cambridge Hotel	Y
Fenners Hotel	Y
Centennial Hotel	Y
Bridge Guest House	Y
Restaurants / Cafes	
Baroosh	(N)
La Raza	(N)
The Cow	(N)
Ta Bouche	Y
Public Houses	
Nusha	(N)
The Fountain	(N)
Baron of Beef	R
Regal Wetherspoons	Y
The Eagle	Y
Castle Inn	R
All Bar One	R
Mitre	Y
The Cambridge Brew House	Y
The Mill	Y
The Portland Arms	Y
The Old Spring	N
Night Clubs	
Lola Lo	Y
Ballare	R
The Place	Y
Fez	Y
Revolution	Y
Kambar	N
Salsa Club	(N)

Other key stakeholder groups	
Cambridge Hospital	N
Police	Y
Highways	Y
Cambridge Business Against Crime (CAMBAC)	Y

Demand survey

Cambridge

Rank location		St Andrew's Street	Station, Private	Hours
Operating Hours		24 hr	24hr	
Friday	05:00			0
Friday	06:00	1	1	2
Friday	07:00	2	2	2
Friday	08:00	3	3	2
Friday	09:00	4	4	2
Friday	10:00	5	5	2
Friday	11:00	6	6	2
Friday	12:00	7	7	2
Friday	13:00	8	8	2
Friday	14:00	9	9	2
Friday	15:00	10	10	2
Friday	16:00	11	11	2
Friday	17:00	12	12	2
Friday	18:00	13	13	2
Friday	19:00	14	14	2
Friday	20:00	15	15	2
Friday	21:00	16	16	2
Friday	22:00	17	17	2
Friday	23:00	18	18	2
Friday	00:00	19	19	2
Saturday	01:00	20	20	2
Saturday	02:00	21	21	2
Saturday	03:00	22	22	2
Saturday	04:00	23	23	2
Saturday	05:00	24	24	2
Saturday	06:00	25	25	2
Saturday	07:00	26	26	2
Saturday	08:00	27	27	2
Saturday	09:00	28	28	2
Saturday	10:00	29	29	2
Saturday	11:00	30	30	2
Saturday	12:00	31	31	2
Saturday	13:00	32	32	2
Saturday	14:00	33	33	2
Saturday	15:00	34	34	2
Saturday	16:00	35	35	2
Saturday	17:00	36	36	2
Saturday	18:00	37	37	2
Saturday	19:00	38	38	2
Saturday	20:00	39	39	2
Saturday	21:00	40	40	2
Saturday	22:00	41	41	2
Saturday	23:00	42	42	2
Saturday	00:00	43	43	2
Sunday	01:00	44	44	2
Sunday	02:00	45	45	2
Sunday	03:00	46	46	2
Sunday	04:00	47	47	2
Sunday	05:00	48	48	2
Sunday	06:00	49	49	2
Sunday	07:00	50	50	2
Sunday	08:00	51	51	2
Sunday	09:00	52	52	2
Sunday	10:00	53	53	2
Sunday	11:00	54	54	2
Sunday	12:00	55	55	2
Sunday	13:00	56	56	2
Sunday	14:00	57	57	2
Sunday	15:00	58	58	2
Sunday	16:00	59	59	2
Sunday	17:00	60	60	2
Sunday	18:00	61	61	2
Sunday	19:00	62	62	2
Sunday	20:00	63	63	2
Sunday	21:00	64	64	2
Sunday	22:00	65	65	2
Sunday	23:00	66	66	2
Monday	01:00	67	67	2
Monday	02:00	68	68	2
Monday	03:00	69	69	2
Monday	04:00			0
Period for sample				138
Week day		16		
Week night		0		
Weekend day		32		
Weekend night		62		
Inter periods		28		138
Total hours at site		69 50%	69 50%	138

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Rank location		St Andrew's Street	Drummer St	Station Road, council	Parkside	Bridge St	Market Hill (watch both parts together)	St Andrew's St, Church	Sidney St, Boots	Sidney St, Kuda	Downing St, John Lewis	Corn Exchange St	Station, Private	Hours
			Feeder											
Operating Hours		24 hr	24hr	24hr	24hr	19 to 06	19 to 06	19 to 07	19 to 07	19 to 07	22 to 06	19 to 07		
Comment											Intro 17	Intro 17		
Thursday	14:00	1	1										1	3
Thursday	15:00	2	2										2	3
Thursday	16:00	3	3										3	3
Thursday	17:00	4	4										4	3
Thursday	18:00	5	5										5	3
Thursday	19:00	6	6										6	3
Thursday	20:00	7	7						1	1			7	5
Thursday	21:00	8	8						2	2			8	5
Thursday	22:00	9	9						3	3			9	5
Thursday	23:00	10	10						4	4			10	5
Thursday	00:00	11							5	5			11	4
Friday	01:00	12							6	6			12	4
Friday	02:00	13							7	7			13	4
Friday	03:00	14											14	2
Friday	04:00	15											15	2
Friday	05:00	16											16	2
Friday	06:00	17											17	2
Friday	07:00	18		1									18	3
Friday	08:00	19		2									19	3
Friday	09:00	20		3									20	3
Friday	10:00	21		4									21	3
Friday	11:00	22		5									22	3
Friday	12:00	23		6									23	3
Friday	13:00	24		7									24	3
Friday	14:00	25		8									25	3
Friday	15:00	26		9									26	3
Friday	16:00	27											27	2
Friday	17:00	28											28	2
Friday	18:00	29											29	2
Friday	19:00	30								8			30	3
Friday	20:00	31					1	1	8	9		1	31	7
Friday	21:00	32					2	2	9	10		2	32	7
Friday	22:00	33					3	3	10	11	1	3	33	8
Friday	23:00	34					4	4	11	12	2	4	34	8
Friday	00:00	35					5	5	12	13	3	5	35	8
Saturday	01:00	36					6	6	13	14	4	6	36	8
Saturday	02:00	37					7	7	14	15	5	7	37	8
Saturday	03:00	38											38	2
Saturday	04:00	39											39	2
Saturday	05:00	40											40	2
Saturday	06:00	41											41	2
Saturday	07:00	42											42	2
Saturday	08:00	43			1								43	3
Saturday	09:00	44			2								44	3
Saturday	10:00	45			3								45	3
Saturday	11:00	46			4								46	3
Saturday	12:00	47			5								47	3
Saturday	13:00	48			6								48	3
Saturday	14:00	49			7								49	3
Saturday	15:00	50			8								50	3
Saturday	16:00	51			9								51	3
Saturday	17:00	52			10								52	3
Saturday	18:00	53			11	1							53	4
Saturday	19:00	54			12	2	8	8	15	16		8	54	9
Saturday	20:00	55			13	3	9	9	16	17		9	55	9
Saturday	21:00	56			14	4	10	10	17	18		10	56	9
Saturday	22:00	57			15	5	11	11	18	19	6	11	57	10
Saturday	23:00	58			16	6	12	12	19	20	7	12	58	10
Saturday	00:00	59				7	13	13	20	21	8	13	59	9
Sunday	01:00	60				8	14	14	21	22	9	14	60	9
Sunday	02:00	61				9	15	15	22	23	10	15	61	9
Sunday	03:00	62				10	16	16	23	24	11	16	62	9
Sunday	04:00	63				11	17	17	24	25	12	17	63	9
Sunday	05:00	64				12	18	18	25	26	13	18	64	9
Sunday	06:00	65				13	19	19	26	27			65	7
Sunday	07:00													0
Sunday	08:00													0
Sunday	09:00													0
Period for sample			hours included above											300
Week day		34												
Week night		42												
Weekend day		24												
Weekend night		63	96											
Inter periods		13	12		16									300
Total hours at site		65 22%	10 3%	9 3%	16 5%	13 4%	19 6%	19 6%	26 9%	27 9%	13 4%	18 6%	65 22%	300

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Appendix 5 - Detailed June rank survey results

Location	Date	Hour	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number of people waiting 11 mins or more	Maximum passenger wait time
St A St	16/6/17	6	2	2	1	2	50%	4	00:24:27	00:26:05	00:43:04						
St A St	16/6/17	7	3	3	1	2	40%	5	00:26:13	00:33:58	00:43:30						
St A St	16/6/17	8	5	5	1	0	0%	5	00:10:27	00:10:27	00:18:39						
St A St	16/6/17	9	9	9	1	3	25%	12	00:18:26	00:16:33	00:22:56						
St A St	16/6/17	10	14	11	1.3	2	15%	13	00:17:26	00:16:21	00:26:10						
St A St	16/6/17	11	42	31	1.4	2	6%	33	00:07:16	00:07:19	00:19:39						
St A St	16/6/17	12	25	22	1.1	2	8%	24	00:09:12	00:08:52	00:15:45						
St A St	16/6/17	13	39	31	1.3	1	3%	32	00:07:47	00:07:34	00:18:10						
St A St	16/6/17	14	69	42	1.6	0	0%	42	00:03:49	00:03:49	00:10:45	00:00:20	00:02:55	8			00:04
St A St	16/6/17	15	60	36	1.7	1	3%	37	00:03:33	00:03:31	00:09:20	00:00:11	00:01:29	8			00:01
St A St	16/6/17	16	74	46	1.6	0	0%	46	00:03:39	00:03:39	00:07:34						
St A St	16/6/17	17	85	48	1.8	0	0%	48	00:04:36	00:04:36	00:11:20						
St A St	16/6/17	18	44	25	1.8	1	4%	26	00:09:29	00:09:41	00:21:33						
St A St	16/6/17	19	37	19	1.9	4	17%	23	00:11:26	00:11:33	00:27:53	00:00:06	00:01:17	3			00:01
St A St	16/6/17	20	33	21	1.6	4	16%	25	00:08:46	00:08:46	00:18:52						
St A St	16/6/17	21	67	32	2.1	1	3%	33	00:08:52	00:09:08	00:15:37	00:00:01	00:01:53	1			00:01
St A St	16/6/17	22	103	56	1.8	3	5%	59	00:05:12	00:05:17	00:10:34						
St A St	16/6/17	23	80	47	1.7	1	2%	48	00:06:48	00:06:45	00:15:31	00:00:02	00:01:02	3			00:01
St A St	17/6/17	0	71	45	1.6	0	0%	45	00:08:14	00:08:00	00:19:05						
St A St	17/6/17	1	90	49	1.8	3	6%	52	00:03:40	00:03:36	00:11:15	00:00:32	00:03:50	13			00:04
St A St	17/6/17	2	82	49	1.7	2	4%	51	00:08:11	00:08:17	00:14:38	00:00:02	00:01:39	2			00:01
St A St	17/6/17	3	110	59	1.9	1	2%	60	00:07:22	00:07:06	00:15:18						
St A St	17/6/17	4	18	9	2	11	55%	20	00:17:49	00:14:13	00:18:18						
St A St	17/6/17	5	6	6	1	1	14%	7	00:07:42	00:08:45	00:30:01	00:00:30	00:01:30	2			00:01
St A St	16/6/17		1168	703	1.7	47	6%	750				00:00:05		40	0	0	00:04

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Location	Date	Hour	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins or more	Number waiting 11 mins or more	Maximum passenger wait time
St A St	17/6/17	6	4	4	1	2	33%	6	00:16:14	00:09:55	00:16:12						
St A St	17/6/17	7	2	2	1	4	67%	6	00:13:15	00:19:47	00:29:17						
St A St	17/6/17	8	6	5	1.2	3	38%	8	00:15:33	00:16:24	00:23:11						
St A St	17/6/17	9	6	6	1	0	0%	6	00:11:13	00:11:13	00:29:01						
St A St	17/6/17	10	24	19	1.3	0	0%	19	00:06:12	00:06:12	00:13:44	00:00:08	00:01:38	2			00:01
St A St	17/6/17	11	48	29	1.7	1	3%	30	00:04:13	00:04:18	00:15:40	00:02:11	00:06:03	15	5	1	00:11
St A St	17/6/17	12	57	38	1.5	1	3%	39	00:01:44	00:01:42	00:05:55	00:01:05	00:02:30	21	1		00:09
St A St	17/6/17	13	88	42	2.1	0	0%	42	00:00:51	00:00:51	00:02:53	00:02:16	00:03:32	54	1	4	00:12
St A St	17/6/17	14	136	61	2.2	1	2%	62	00:01:13	00:01:13	00:04:41	00:00:31	00:03:06	22			00:05
St A St	17/6/17	15	148	69	2.1	0	0%	69	00:01:35	00:01:35	00:05:56						
St A St	17/6/17	16	63	35	1.8	1	3%	36	00:06:08	00:06:15	00:11:23						
St A St	17/6/17	17	70	43	1.6	0	0%	43	00:05:14	00:05:14	00:11:29						
St A St	17/6/17	18	73	39	1.9	0	0%	39	00:04:37	00:04:37	00:15:00	00:00:10	00:01:53	7			00:04
St A St	17/6/17	19	81	34	2.4	3	8%	37	00:06:38	00:06:37	00:12:06						
St A St	17/6/17	20	58	28	2.1	0	0%	28	00:08:01	00:08:01	00:16:24						
St A St	17/6/17	21	93	40	2.3	1	2%	41	00:01:53	00:01:48	00:10:14	00:01:05	00:03:19	29	3		00:08
St A St	17/6/17	22	149	75	2	0	0%	75	00:02:10	00:02:10	00:06:56	00:00:12	00:02:33	12			00:04
St A St	17/6/17	23	158	83	1.9	0	0%	83	00:00:50	00:00:50	00:02:39	00:02:32	00:04:20	76	25	1	00:12
St A St	18/6/17	0	137	69	2	1	1%	70	00:01:47	00:01:48	00:07:32						
St A St	18/6/17	1	175	84	2.1	1	1%	85	00:01:41	00:01:41	00:05:31						
St A St	18/6/17	2	169	91	1.9	1	1%	92	00:01:55	00:01:56	00:04:22						
St A St	18/6/17	3	117	65	1.8	5	7%	70	00:05:44	00:05:36	00:15:42						
St A St	18/6/17	4	46	24	1.9	7	23%	31	00:08:19	00:08:31	00:18:58						
St A St	18/6/17	5	9	7	1.3	2	22%	9	00:11:05	00:14:11	00:35:30	00:01:45	00:15:53			1	00:15
St A St	17/6/17		1917	992	1.9	34	3%	1026				00:00:34		238	35	7	00:15

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St A St	18/6/17	6	9	7	1.3	3	30%	10	00:13:19	00:14:27	00:49:31					
St A St	18/6/17	7	3	3	1	3	50%	6	00:18:33	00:21:06	00:27:14					
St A St	18/6/17	8	4	4	1	6	60%	10	00:24:10	00:23:40	00:31:02					
St A St	18/6/17	9	16	8	2	5	38%	13	00:14:15	00:18:23	00:25:26					
St A St	18/6/17	10	19	12	1.6	0	0%	12	00:16:19	00:15:52	00:28:50					
St A St	18/6/17	11	27	21	1.3	3	12%	24	00:09:10	00:08:57	00:15:36	00:01:06	00:03:07	10	2	00:06
St A St	18/6/17	12	49	30	1.6	0	0%	30	00:06:19	00:06:19	00:19:28	00:00:36	00:04:11	6		00:04
St A St	18/6/17	13	66	36	1.8	2	5%	38	00:05:52	00:05:55	00:12:12					
St A St	18/6/17	14	81	41	2	1	2%	42	00:05:44	00:05:45	00:11:50					
St A St	18/6/17	15	138	68	2	0	0%	68	00:02:03	00:02:03	00:04:58	00:00:13	00:02:00	16		00:03
St A St	18/6/17	16	115	55	2.1	0	0%	55	00:04:19	00:04:19	00:11:00					
St A St	18/6/17	17	77	42	1.8	0	0%	42	00:05:14	00:05:14	00:20:40	00:00:11	00:02:03	7		00:02
St A St	18/6/17	18	49	29	1.7	0	0%	29	00:09:29	00:09:29	00:23:47					
St A St	18/6/17	19	53	26	2	1	4%	27	00:12:13	00:12:09	00:20:56					
St A St	18/6/17	20	55	29	1.9	1	3%	30	00:08:20	00:08:22	00:18:00					
St A St	18/6/17	21	48	30	1.6	2	6%	32	00:03:45	00:03:32	00:07:46	00:00:21	00:02:26	7		00:05
St A St	18/6/17	22	64	34	1.9	3	8%	37	00:08:43	00:08:40	00:20:10					
St A St	18/6/17	23	34	25	1.4	3	11%	28	00:17:37	00:16:39	00:34:06					
St A St	19/6/17	0	26	18	1.4	4	18%	22	00:21:05	00:20:22	00:36:31					
St A St	19/6/17	1	35	20	1.8	4	17%	24	00:12:56	00:13:32	00:19:48					
St A St	19/6/17	2	57	27	2.1	3	10%	30	00:08:21	00:08:14	00:14:27					
St A St	19/6/17	3	21	14	1.5	3	18%	17	00:17:31	00:18:11	00:32:19					
St A St	18/6/17	70	1046	579	1.8	47	8%	626				00:00:07		46	2 0	00:06

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Location	Date	Hour	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins or more	Maximum passenger wait time
Station	16/6/17	6	10	7	1.4	4	36%	11	00:20:55	00:25:39	00:47:44					
Station	16/6/17	7	21	16	1.3	6	27%	22	00:21:21	00:20:23	00:31:00					
Station	16/6/17	8	68	57	1.2	6	10%	63	00:10:06	00:10:17	00:18:45					
Station	16/6/17	9	114	83	1.4	9	10%	92	00:07:03	00:07:09	00:18:32					
Station	16/6/17	10	132	88	1.5	12	12%	100	00:08:11	00:08:18	00:15:11					
Station	16/6/17	11	128	88	1.5	7	7%	95	00:07:33	00:07:56	00:22:16					
Station	16/6/17	12	108	75	1.4	12	14%	87	00:06:33	00:06:41	00:16:35		00:01:19	1		00:01
Station	16/6/17	13	112	80	1.4	23	22%	103	00:04:43	00:04:40	00:12:38	00:00:03	00:03:36	2		00:03
Station	16/6/17	14	122	90	1.4	21	19%	111	00:05:23	00:05:23	00:15:55	00:00:02	00:01:17	4		00:01
Station	16/6/17	15	109	81	1.3	15	16%	96	00:08:04	00:08:04	00:23:02					
Station	16/6/17	16	137	101	1.4	25	20%	126	00:02:27	00:02:29	00:07:15	00:00:31	00:03:01	23	1	00:07
Station	16/6/17	17	162	112	1.4	18	14%	130	00:03:22	00:03:19	00:12:54	00:00:07	00:01:24	14		00:02
Station	16/6/17	18	186	135	1.4	9	6%	144	00:01:08	00:01:08	00:05:14	00:02:03	00:04:17	76	15	00:09
Station	16/6/17	19	176	129	1.4	5	4%	134	00:01:09	00:01:09	00:06:02	00:01:08	00:02:33	78		00:05
Station	16/6/17	20	140	104	1.3	4	4%	108	00:04:49	00:04:55	00:18:35	00:00:13	00:01:40	19		00:03
Station	16/6/17	21	128	92	1.4	2	2%	94	00:02:45	00:02:44	00:11:07	00:00:23	00:02:05	22	2	00:06
Station	16/6/17	22	154	105	1.5	4	4%	109	00:02:21	00:02:13	00:08:07	00:00:22	00:03:13	16	2	00:07
Station	16/6/17	23	98	70	1.4	7	9%	77	00:07:46	00:07:41	00:20:00	00:00:08	00:02:42	5		00:02
Station	17/6/17	0	137	86	1.6	0	0%	86	00:03:29	00:03:20	00:20:32	00:01:23	00:04:12	32	13	00:07
Station	17/6/17	1	98	55	1.8	2	4%	57	00:03:55	00:03:58	00:13:13	00:01:23	00:04:07	25	8	00:07
Station	17/6/17	2	1	1	1	2	67%	3	00:00:52	00:02:03	00:02:03					
Station	17/6/17	3		0		1	100%	1	00:01:39							
Station	17/6/17	4		0		2	100%	2	00:08:37							
Station	17/6/17	5	2	2	1	7	78%	9	00:05:50	00:02:37	00:02:48	00:04:21	00:08:42		2	00:08
Station	16/6/17		2343	1657	1.4	203	11%	1860				00:00:31		317	43 0	00:09

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Station	17/6/17	6	14	7	2	6	46%	13	00:10:57	00:13:14	00:26:05						
Station	17/6/17	7	18	11	1.6	6	35%	17	00:12:28	00:13:09	00:32:48						
Station	17/6/17	8	58	46	1.3	13	22%	59	00:05:53	00:06:01	00:13:35						
Station	17/6/17	9	73	58	1.3	15	21%	73	00:05:16	00:05:21	00:15:27		00:01:05	1			00:01
Station	17/6/17	10	173	101	1.7	8	7%	109	00:01:13	00:01:10	00:06:17	00:01:22	00:03:30	63	4		00:07
Station	17/6/17	11	214	115	1.9	9	7%	124	00:00:52	00:00:52	00:02:24	00:00:39	00:02:27	58			00:05
Station	17/6/17	12	223	93	2.4	17	15%	110	00:00:58	00:00:56	00:03:42	00:01:02	00:02:41	88			00:05
Station	17/6/17	13	220	103	2.1	16	13%	119	00:01:00	00:00:53	00:02:40	00:00:54	00:03:14	56	5		00:06
Station	17/6/17	14	205	94	2.2	10	10%	104	00:00:55	00:00:54	00:02:38	00:01:49	00:03:39	86	17		00:09
Station	17/6/17	15	215	115	1.9	25	18%	140	00:02:37	00:02:39	00:07:07	00:00:22	00:02:36	31			00:05
Station	17/6/17	16	191	118	1.6	33	22%	151	00:04:35	00:04:22	00:13:32	00:00:01	00:01:11	4			00:01
Station	17/6/17	17	156	90	1.7	27	23%	117	00:07:27	00:07:47	00:18:07	00:00:11	00:01:41	17			00:02
Station	17/6/17	18	162	98	1.7	8	8%	106	00:08:10	00:07:53	00:24:33						
Station	17/6/17	19	205	117	1.8	17	13%	134	00:05:56	00:05:55	00:13:47	00:00:03	00:02:33	5			00:02
Station	17/6/17	20	147	90	1.6	20	18%	110	00:10:30	00:10:12	00:20:16						
Station	17/6/17	21	118	80	1.5	8	9%	88	00:09:35	00:09:42	00:17:39						
Station	17/6/17	22	128	86	1.5	3	3%	89	00:06:13	00:06:11	00:16:48	00:00:17	00:03:03	12			00:05
Station	17/6/17	23	108	60	1.8	4	6%	64	00:07:37	00:07:46	00:13:58	00:00:01	00:01:11	2			00:01
Station	18/6/17	0	137	70	2	4	5%	74	00:06:59	00:06:55	00:38:56						
Station	18/6/17	1	60	36	1.7	2	5%	38	00:12:18	00:12:17	00:30:28	00:01:05	00:07:01	5	2	2	00:12
Station	18/6/17	2	34	15	2.3	4	21%	19	00:55:08	00:24:39	02:34:08						
Station	18/6/17	3		0		2	100%	2									
Station	18/6/17	4															
Station	18/6/17	5	1	1	1	4	80%	5	01:45:28	01:52:44	02:07:39						
Station	17/6/17		2860	1604	1.8	261	14%	1865				00:00:30		428	28	2	00:12

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Station	18/6/17	6	1	1	1	2	67%	3	01:40:35								
Station	18/6/17	7	5	4	1.2	2	33%	6	00:50:54	00:49:41	00:58:54						
Station	18/6/17	8	4	3	1.3	9	75%	12	00:42:34	00:50:39	01:13:25						
Station	18/6/17	9	15	14	1.1	9	39%	23	00:26:44	00:28:24	00:40:07						
Station	18/6/17	10	106	67	1.6	22	25%	89	00:05:20	00:05:02	00:16:50	00:03:34	00:08:40	13	18	14	00:16
Station	18/6/17	11	171	91	1.9	13	12%	104	00:06:37	00:06:49	00:19:30						
Station	18/6/17	12	167	84	2	3	3%	87	00:04:14	00:04:06	00:10:12	00:00:01	00:01:45	3			00:02
Station	18/6/17	13	146	82	1.8	9	10%	91	00:04:17	00:04:23	00:11:57	00:00:41	00:04:11	19	8	1	00:11
Station	18/6/17	14	180	97	1.9	11	10%	108	00:06:25	00:06:24	00:13:46	00:00:10	00:03:45	7			00:04
Station	18/6/17	15	110	72	1.5	11	13%	83	00:08:36	00:08:26	00:22:49	00:00:12	00:02:45	8			00:04
Station	18/6/17	16	128	90	1.4	18	17%	108	00:07:57	00:08:11	00:22:45	00:00:06	00:02:20	6			00:03
Station	18/6/17	17	140	93	1.5	10	10%	103	00:07:17	00:07:21	00:23:14	00:00:16	00:02:24	16			00:04
Station	18/6/17	18	144	110	1.3	5	4%	115	00:04:17	00:04:14	00:18:58	00:00:09	00:01:40	14			00:02
Station	18/6/17	19	170	120	1.4	8	6%	128	00:04:28	00:04:21	00:13:12	00:00:15	00:01:59	23			00:03
Station	18/6/17	20	142	99	1.4	6	6%	105	00:06:18	00:06:09	00:14:33	00:00:08	00:01:43	10			00:03
Station	18/6/17	21	109	77	1.4	8	9%	85	00:04:25	00:04:36	00:11:53	00:00:25	00:03:34	9	4		00:07
Station	18/6/17	22	100	73	1.4	1	1%	74	00:04:44	00:04:37	00:11:45	00:03:30	00:08:18	17	18	11	00:20
Station	18/6/17	23	79	54	1.5	1	2%	55	00:17:52	00:17:40	00:39:22	00:00:11	00:01:49	8			00:02
Station	19/6/17	0	48	34	1.4	4	11%	38	00:17:26	00:17:44	00:53:33						
Station	19/6/17	1	20	14	1.4	5	26%	19	00:26:54	00:24:07	00:24:07						
Station	19/6/17	2		0		1	100%	1									
Station	19/6/17	3															
Station	18/6/17	70	1985	1279	1.6	158	11%	1437				00:00:35		153	48	26	00:20

Appendix 5 - Detailed June rank survey results

Maximum passenger wait time										
Number waiting 11 mins or more										
Number of people waiting 6-10 mins										
Number of people waiting 1-5 mins										
Average Passenger Waiting Time, those waiting only										
Average Passenger Waiting Time in Hour										
00:00:27										
Maximum Vehicle Waiting Time (for a fare)										
Average Vehicle Waiting Time (for a fare)										
Average Vehicle Waiting Time										
Total Vehicle Departures										
% of vehicles leaving empty										
Empty Vehicle Departures										
Average vehicle occupancy										
Loaded Vehicle Departures										
Total Passenger Departures										
Hour	Date	Location	140	11319	6814	1.7	750	10%	7564	
	All	All								

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Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
St Andrew's St	12/10/17	14	31	34	27	1.3	0	0%	27	00:02:06	00:02:06	00:06:44	00:00:33	00:02:43	7			00:05
St Andrew's St	12/10/17	15	33	45	32	1.4	0	0%	32	00:08:01	00:08:01	00:19:06						
St Andrew's St	12/10/17	16	31	47	29	1.6	0	0%	29	00:09:11	00:09:11	00:23:22						
St Andrew's St	12/10/17	17	28	47	31	1.5	0	0%	31	00:08:48	00:08:48	00:20:53						
St Andrew's St	12/10/17	18	40	60	43	1.4	0	0%	43	00:04:14	00:04:14	00:13:35	00:00:03	00:01:34	2			00:01
St Andrew's St	12/10/17	19	27	35	24	1.5	1	4%	25	00:10:41	00:10:40	00:20:02						
St Andrew's St	12/10/17	20	32	29	23	1.3	4	15%	27	00:10:04	00:10:22	00:15:40						
St Andrew's St	12/10/17	21	23	40	25	1.6	1	4%	26	00:09:15	00:09:14	00:16:59						
St Andrew's St	12/10/17	22	46	58	41	1.4	0	0%	41	00:07:14	00:06:54	00:27:58						
St Andrew's St	12/10/17	23	25	36	23	1.6	2	8%	25	00:18:30	00:18:39	00:26:51						
St Andrew's St	13/10/17	0	21	30	19	1.6	1	5%	20	00:27:44	00:27:19	00:34:26						
St Andrew's St	13/10/17	1	17	26	17	1.5	3	15%	20	00:19:52	00:19:10	00:30:03						
St Andrew's St	13/10/17	2	33	65	30	2.2	2	6%	32	00:14:00	00:14:07	00:25:18						
St Andrew's St	13/10/17	3	32	64	32	2	1	3%	33	00:15:33	00:15:53	00:28:55						
St Andrew's St	13/10/17	4	20	37	20	1.9	4	17%	24	00:17:50	00:18:54	00:33:23						
St Andrew's St	13/10/17	5	4	12	5	2.4	2	29%	7	00:19:12	00:10:00	00:13:07						
St Andrew's St	13/10/17	6	3		0		2	100%	2	00:30:54								
St Andrew's St	12/10/17		446	665	421	1.6	23	5%	444				00:00:02		9	0	0	00:05

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number of people waiting 11 mins or more	Maximum passenger wait time
St Andrew's St	13/10/17	7	4		0		5	100%	5	00:18:09	00:31:45	00:31:45						
St Andrew's St	13/10/17	8	9	7	5	1.4	4	44%	9	00:12:11	00:09:50	00:15:03						
St Andrew's St	13/10/17	9	16	15	11	1.4	3	21%	14	00:15:27	00:16:52	00:32:11						
St Andrew's St	13/10/17	10	13	16	15	1.1	0	0%	15	00:16:54	00:17:37	00:31:45						
St Andrew's St	13/10/17	11	21	21	16	1.3	2	11%	18	00:16:33	00:17:18	00:33:56						
St Andrew's St	13/10/17	12	25	29	23	1.3	0	0%	23	00:07:10	00:07:10	00:15:41	00:00:48	00:03:22	7			00:03
St Andrew's St	13/10/17	13	35	46	38	1.2	0	0%	38	00:04:25	00:04:25	00:13:07						
St Andrew's St	13/10/17	14	37	50	36	1.4	0	0%	36	00:06:47	00:06:47	00:13:07						
St Andrew's St	13/10/17	15	31	50	35	1.4	0	0%	35	00:03:10	00:03:10	00:11:24	00:01:10	00:03:40	14	2		00:09
St Andrew's St	13/10/17	16	48	60	43	1.4	0	0%	43	00:04:50	00:04:50	00:20:08						
St Andrew's St	13/10/17	17	45	66	49	1.3	0	0%	49	00:04:04	00:04:04	00:11:54	00:00:28	00:02:41	12			00:05
St Andrew's St	13/10/17	18	49	74	46	1.6	0	0%	46	00:04:15	00:04:15	00:12:35						
St Andrew's St	13/10/17	19	19	30	18	1.7	0	0%	18	00:14:12	00:13:43	00:27:04						
St Andrew's St	13/10/17	20	20	31	18	1.7	2	10%	20	00:11:17	00:11:21	00:16:21						
St Andrew's St	13/10/17	21	27	34	23	1.5	0	0%	23	00:11:18	00:11:18	00:22:27						
St Andrew's St	13/10/17	22	47	98	47	2.1	1	2%	48	00:09:11	00:09:17	00:18:09						
St Andrew's St	13/10/17	23	57	99	59	1.7	0	0%	59	00:10:19	00:10:25	00:17:42						
St Andrew's St	14/10/17	0	70	116	64	1.8	1	2%	65	00:08:57	00:08:57	00:13:28						
St Andrew's St	14/10/17	1	54	105	56	1.9	0	0%	56	00:10:34	00:10:34	00:16:05						
St Andrew's St	14/10/17	2	51	109	50	2.2	0	0%	50	00:12:49	00:12:49	00:25:16						
St Andrew's St	14/10/17	3	62	133	68	2	0	0%	68	00:06:00	00:06:00	00:19:02						
St Andrew's St	14/10/17	4	24	45	19	2.4	6	24%	25	00:11:25	00:11:58	00:27:35						
St Andrew's St	14/10/17	5	8	6	5	1.2	3	38%	8	00:17:59	00:13:48	00:21:27						
St Andrew's St	14/10/17	6	3	4	3	1.3	2	40%	5	00:29:54	00:19:58	00:19:58						
St Andrew's St	13/10/17		775	1244	747	1.7	29	4%	776				00:00:06		33	2	0	00:09

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number of people waiting 11 mins or more	Maximum passenger wait time
St Andrew's St	14/10/17	7	3		0		2	100%	2	00:28:52	00:40:38	00:55:09						
St Andrew's St	14/10/17	8	5	5	5	1	1	17%	6	00:17:47	00:15:39	00:28:51						
St Andrew's St	14/10/17	9	10	8	8	1	1	11%	9	00:18:41	00:20:27	00:36:41						
St Andrew's St	14/10/17	10	14	13	10	1.3	4	29%	14	00:19:10	00:13:32	00:32:08						
St Andrew's St	14/10/17	11	29	32	25	1.3	1	4%	26	00:08:11	00:08:04	00:20:03						
St Andrew's St	14/10/17	12	19	18	16	1.1	0	0%	16	00:22:35	00:21:21	00:44:03						
St Andrew's St	14/10/17	13	43	74	45	1.6	1	2%	46	00:07:10	00:07:10	00:14:09						
St Andrew's St	14/10/17	14	41	70	42	1.7	0	0%	42	00:05:46	00:05:46	00:14:23	00:00:08	00:02:22	4			00:02
St Andrew's St	14/10/17	15	46	71	42	1.7	0	0%	42	00:07:37	00:07:37	00:19:58						
St Andrew's St	14/10/17	16	49	100	53	1.9	0	0%	53	00:04:33	00:04:33	00:14:20	00:00:01	00:02:24	1			00:02
St Andrew's St	14/10/17	17	50	99	50	2	0	0%	50	00:06:41	00:06:41	00:21:24	00:00:08	00:02:49	5			00:05
St Andrew's St	14/10/17	18	46	83	44	1.9	0	0%	44	00:06:56	00:06:56	00:21:19						
St Andrew's St	14/10/17	19	32	70	31	2.3	1	3%	32	00:11:35	00:11:49	00:18:17						
St Andrew's St	14/10/17	20	25	42	24	1.8	1	4%	25	00:15:47	00:15:30	00:29:31						
St Andrew's St	14/10/17	21	20	46	22	2.1	1	4%	23	00:15:47	00:15:47	00:25:12						
St Andrew's St	14/10/17	22	40	75	36	2.1	1	3%	37	00:09:11	00:09:13	00:16:35						
St Andrew's St	14/10/17	23	52	97	50	1.9	2	4%	52	00:06:48	00:06:46	00:13:46						
St Andrew's St	15/10/17	0	62	121	58	2.1	0	0%	58	00:09:33	00:09:33	00:17:17						
St Andrew's St	15/10/17	1	63	103	63	1.6	0	0%	63	00:08:26	00:08:26	00:16:39						
St Andrew's St	15/10/17	2	75	149	77	1.9	0	0%	77	00:06:18	00:06:18	00:11:17						
St Andrew's St	15/10/17	3	80	157	79	2	1	1%	80	00:04:49	00:04:49	00:16:09		00:01:04	2			00:01
St Andrew's St	15/10/17	4	21	54	24	2.2	3	11%	27	00:12:52	00:13:23	00:28:21						
St Andrew's St	15/10/17	5	6	11	6	1.8	1	14%	7	00:19:08	00:22:38	00:57:54						
St Andrew's St	15/10/17	6		2	1	2	0	0%	1									
St Andrew's St	14/10/17		831	1500	811	1.8	21	3%	832				00:00:01		12	0	0	00:05

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Drummer St	12/10/17	14	33	11	10	1.1	23	70%	33	00:06:00	00:10:13	00:15:04					
Drummer St	12/10/17	15	37	4	4	1	28	88%	32	00:08:12	00:08:35	00:14:08					
Drummer St	12/10/17	16	38	8	8	1	29	78%	37	00:08:47	00:12:26	00:19:00					
Drummer St	12/10/17	17	32	13	10	1.3	27	73%	37	00:09:09	00:10:59	00:17:20					
Drummer St	12/10/17	18	45	13	10	1.3	36	78%	46	00:03:12	00:04:10	00:05:48					
Drummer St	12/10/17	19	33	9	7	1.3	20	74%	27	00:09:34	00:11:16	00:17:50	00:00:13	00:02:02	1		00:02
Drummer St	12/10/17	20	47	21	12	1.8	34	74%	46	00:06:08	00:07:54	00:12:34					
Drummer St	12/10/17	21	36	5	4	1.2	32	89%	36	00:10:32	00:12:35	00:16:08					
Drummer St	12/10/17	22	50	9	6	1.5	48	89%	54	00:06:22	00:08:20	00:15:21					
Drummer St	12/10/17	23	23	6	5	1.2	21	81%	26	00:06:29	00:05:20	00:09:13					
Drummer St	12/10/17		374	99	76	1.3	298	80%	374				00:00:01	1	0	0	00:02

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Maximum passenger wait time Number waiting 11 mins or more
Parkside	14/10/17	8	3		0		2	100%	2	00:04:44							
Parkside	14/10/17	9	4		0		4	100%	4	00:07:34							
Parkside	14/10/17	10	1	1	1	1	1	50%	2	00:01:20	00:01:20	00:01:20					
Parkside	14/10/17	11	4	6	3	2	1	25%	4	00:03:46	00:01:58	00:03:36	00:00:21	00:01:04	2		00:01
Parkside	14/10/17	12	2		0		2	100%	2	00:08:15							
Parkside	14/10/17	13	8	8	4	2	3	43%	7	00:02:49	00:01:10	00:02:12	00:03:05	00:04:56	5		00:05
Parkside	14/10/17	14	2	1	1	1	2	67%	3	00:01:44	00:01:32	00:01:32					
Parkside	14/10/17	15	6	2	2	1	4	67%	6	00:02:54	00:01:34	00:01:43					
Parkside	14/10/17	16	2		0		1	100%	1	00:06:10	00:01:52	00:01:52					
Parkside	14/10/17	17	5	1	1	1	4	80%	5	00:10:45							
Parkside	14/10/17	18			0		1	100%	1								
Parkside	14/10/17	19	4	4	2	2	1	33%	3	00:09:18	00:06:20	00:11:03					
Parkside	14/10/17	20	6		0		6	100%	6	00:08:42							
Parkside	14/10/17	21	3	2	2	1	2	50%	4	00:09:03	00:07:57	00:11:32					
Parkside	14/10/17	22	2	1	1	1	1	50%	2	00:21:06	00:31:29	00:31:29					
Parkside	14/10/17	23	2	3	2	1.5	0	0%	2	00:02:19	00:02:19	00:03:29					
Parkside	14/10/17		54	29	19	1.5	35	65%	54				00:00:56		7	0	00:05

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Bridge St	14/10/17	18	6	9	6	1.5	0	0%	6	00:01:18	00:01:18	00:04:16	00:00:41	00:02:04	3			00:02
Bridge St	14/10/17	19	6	12	6	2	0	0%	6	00:02:47	00:02:47	00:09:15						
Bridge St	14/10/17	20																
Bridge St	14/10/17	21																
Bridge St	14/10/17	22																
Bridge St	14/10/17	23																
Bridge St	15/10/17	0	4	6	4	1.5	0	0%	4	00:00:49	00:00:49	00:01:11						
Bridge St	15/10/17	1	3	11	2	5.5	1	33%	3	00:00:31	00:00:41	00:00:45						
Bridge St	15/10/17	2	3	3	3	1	0	0%	3	00:01:11	00:01:11	00:01:52						
Bridge St	15/10/17	3	1		0		1	100%	1	00:00:20								
Bridge St	15/10/17	4																
Bridge St	15/10/17	5																
Bridge St	15/10/17	6																
Bridge St	14/10/17		23	41	21	2	2	9%	23				00:00:09		3	0	0	00:02

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Market Hill	13/10/17	20	4	2	1	2	2	67%	3	00:03:29	00:03:21	00:03:21						
Market Hill	13/10/17	21	7	4	2	2	5	71%	7	00:12:07	00:17:09	00:23:39						
Market Hill	13/10/17	22	13	24	11	2.2	1	8%	12	00:05:35	00:05:19	00:13:19	00:00:39	00:01:38	10			00:03
Market Hill	13/10/17	23	20	16	11	1.5	7	39%	18	00:13:36	00:16:51	00:30:55						
Market Hill	14/10/17	0	18	39	17	2.3	0	0%	17	00:14:15	00:14:02	00:23:31						
Market Hill	14/10/17	1	28	73	27	2.7	1	4%	28	00:10:08	00:10:08	00:17:35						
Market Hill	14/10/17	2	32	95	37	2.6	0	0%	37	00:06:51	00:06:51	00:12:54						
Market Hill	13/10/17		122	253	106	2.4	16	13%	122				00:00:04		10	0	0	00:03

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Maximum passenger wait time Number waiting 11 mins or more
Market Hill	14/10/17	19	4		0		4	100%	4	00:04:08							
Market Hill	14/10/17	20	9	5	3	1.7	3	50%	6	00:14:12	00:12:33	00:22:50					
Market Hill	14/10/17	21	13	23	9	2.6	3	25%	12	00:10:48	00:11:33	00:19:53					
Market Hill	14/10/17	22	14	25	12	2.1	1	8%	13	00:10:13	00:09:16	00:19:51					
Market Hill	14/10/17	23	14	30	12	2.5	3	20%	15	00:09:54	00:10:37	00:17:09					
Market Hill	15/10/17	0	36	70	37	1.9	2	5%	39	00:05:04	00:04:32	00:15:53					
Market Hill	15/10/17	1	44	105	38	2.8	3	7%	41	00:06:21	00:06:45	00:15:14					
Market Hill	15/10/17	2	64	139	63	2.2	0	0%	63	00:03:50	00:03:50	00:10:11	00:00:03	00:01:44	5		00:02
Market Hill	15/10/17	3	62	147	60	2.5	1	2%	61	00:04:21	00:04:19	00:09:42		00:01:07	2		00:01
Market Hill	15/10/17	4	23	68	24	2.8	1	4%	25	00:14:46	00:13:12	00:29:24					
Market Hill	15/10/17	5	1	6	3	2	2	40%	5	00:02:18	00:02:18	00:02:18					
Market Hill	15/10/17	6															
Market Hill	14/10/17		284	618	261	2.4	23	8%	284				00:00:01		7	0	0

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	Maximum passenger wait time				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
			Number waiting 1.1 mins or more				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
			Number of people waiting 6-10 mins				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
			Number of people waiting 1-5 mins				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
			mins				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
			mins				Average Passenger Waiting Time, those waiting only				Maximum Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time (for a fare)				Average Vehicle Waiting Time			
St A St Church	13/10/17	22																				
St A St Church	13/10/17	23																				
St A St Church	14/10/17	0																				
St A St Church	14/10/17	1																				
St A St Church	14/10/17	2																				
St A St Church	13/10/17		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
St A St Church	14/10/17	19																
St A St Church	14/10/17	20	1	1	1	1	0	0%	1	00:07:36	00:07:36	00:07:36						
St A St Church	14/10/17	21	2	1	1	1	1	50%	2	00:03:56	00:03:09	00:03:09						
St A St Church	14/10/17	22																
St A St Church	14/10/17	23																
St A St Church	15/10/17	0																
St A St Church	15/10/17	1																
St A St Church	15/10/17	2	2	1	1	1	1	50%	2	00:04:45	00:05:23	00:05:23						
St A St Church	15/10/17	3	3	5	1	5	2	67%	3	00:02:54	00:01:23	00:01:23						
St A St Church	15/10/17	4																
St A St Church	15/10/17	5	1		0		1	100%	1	00:00:55								
St A St Church	15/10/17	6																
St A St Church	14/10/17		9	8	4	2	5	56%	9				00:00:00		0	0	0	00:00

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	Morning							Evening						
			No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Maximum passenger wait time
Sidney St, Kuda	13/10/17	0	3	2	2	1	1	33%	3	00:01:50	00:02:46	00:04:19		0	0	00:00
Sidney St, Kuda	13/10/17	1	4	6	2	3	0	0%	2	00:20:31	00:32:31	00:35:35		0	0	00:00
Sidney St, Kuda	13/10/17	2	4	11	4	2.8	2	33%	6	00:06:54	00:06:54	00:19:55		0	0	00:00
Sidney St, Kuda	13/10/17		11	19	8	2.4	3	27%	11				00:00:00	0	0	00:00
Location	Date	Hour	Morning							Evening						
			No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Maximum passenger wait time
Sidney St, Kuda	13/10/17	19	5		0		4	100%	4	00:12:36	00:47:39	00:47:39				
Sidney St, Kuda	13/10/17	20	5	4	3	1.3	1	25%	4	00:19:01	00:15:57	00:21:27				
Sidney St, Kuda	13/10/17	21	11	10	5	2	4	44%	9	00:10:31	00:12:00	00:22:04				
Sidney St, Kuda	13/10/17	22	9	7	4	1.8	7	64%	11	00:11:27	00:07:27	00:12:47				
Sidney St, Kuda	13/10/17	23	12	16	8	2	5	38%	13	00:07:30	00:08:55	00:19:04				
Sidney St, Kuda	14/10/17	0	13	25	12	2.1	1	8%	13	00:08:55	00:09:29	00:21:45				
Sidney St, Kuda	14/10/17	1	14	25	11	2.3	2	15%	13	00:09:45	00:09:40	00:15:18				
Sidney St, Kuda	14/10/17	2	10	24	11	2.2	1	8%	12	00:12:12	00:12:01	00:22:29				
Sidney St, Kuda	13/10/17		79	111	54	2.1	25	32%	79				00:00:00	0	0	00:00

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 1.1 mins or more	Maximum passenger wait time
Sidney St, Kuda	14/10/17	19	7	17	4	4.2	3	43%	7	00:03:53	00:03:57	00:07:07						
Sidney St, Kuda	14/10/17	20	8	7	5	1.4	1	17%	6	00:11:56	00:13:58	00:24:15						
Sidney St, Kuda	14/10/17	21	14	22	10	2.2	3	23%	13	00:07:59	00:07:49	00:12:45						
Sidney St, Kuda	14/10/17	22	13	32	14	2.3	2	12%	16	00:05:40	00:05:18	00:10:16						
Sidney St, Kuda	14/10/17	23	15	24	11	2.2	2	15%	13	00:06:15	00:05:48	00:22:43						
Sidney St, Kuda	15/10/17	0	8	9	5	1.8	4	44%	9	00:10:46	00:09:31	00:17:29	00:02:18	00:18:25		1	00:18	
Sidney St, Kuda	15/10/17	1	19	36	15	2.4	3	17%	18	00:06:44	00:06:36	00:19:32						
Sidney St, Kuda	15/10/17	2	10	9	5	1.8	6	55%	11	00:04:06	00:05:45	00:11:25						
Sidney St, Kuda	15/10/17	3	5	9	5	1.8	1	17%	6	00:02:56	00:03:06	00:08:58						
Sidney St, Kuda	15/10/17	4	3	2	1	2	2	67%	3	00:00:53	00:01:21	00:01:21						
Sidney St, Kuda	15/10/17	5																
Sidney St, Kuda	15/10/17	6																
Sidney St, Kuda	14/10/17		102	167	75	2.2	27	27%	102				00:00:07		0	0	1	00:18

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
John Lewis	13/10/17	22																
John Lewis	13/10/17	23	4		0		2	100%	2	00:06:56	00:07:40	00:10:52						
John Lewis	14/10/17	0	15	17	10	1.7	3	23%	13	00:09:12	00:09:29	00:20:25						
John Lewis	14/10/17	1	15	26	16	1.6	2	11%	18	00:10:08	00:09:40	00:23:29						
John Lewis	14/10/17	2	7	14	7	2	1	12%	8	00:15:16	00:16:12	00:38:57						
John Lewis	13/10/17		41	57	33	1.7	8	20%	41				00:00:00		0	0	0	00:00

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
John Lewis	14/10/17	22	3		0		3	100%	3	00:02:11								
John Lewis	14/10/17	23	7	8	3	2.7	3	50%	6	00:05:59	00:06:53	00:17:24						
John Lewis	15/10/17	0	21	21	19	1.1	1	5%	20	00:06:12	00:05:58	00:22:01	00:00:14	00:02:35	2			00:04
John Lewis	15/10/17	1	22	25	17	1.5	2	11%	19	00:11:50	00:11:43	00:26:28						
John Lewis	15/10/17	2	16	32	15	2.1	3	17%	18	00:12:00	00:12:53	00:28:14						
John Lewis	15/10/17	3	17	17	9	1.9	10	53%	19	00:06:21	00:07:02	00:18:05						
John Lewis	15/10/17	4	1	3	1	3	1	50%	2	00:00:14								
John Lewis	15/10/17	5																
John Lewis	15/10/17	6																
John Lewis	14/10/17		87	106	64	1.7	23	26%	87				00:00:03		2	0	0	00:04

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Corn Exch St	13/10/17	20																
Corn Exch St	13/10/17	21																
Corn Exch St	13/10/17	22																
Corn Exch St	13/10/17	23																
Corn Exch St	14/10/17	0	1		0	1	100%	1	1	00:00:52								
Corn Exch St	14/10/17	1	1	1	1	1	0	0%	1	00:01:19	00:01:19	00:01:19						
Corn Exch St	14/10/17	2																
Corn Exch St	13/10/17		2	1	1	1	1	50%	2				00:00:00		0	0	0	00:00

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Corn Exch St	14/10/17	19	1						2	00:04:42						
Corn Exch St	14/10/17	20	1		0		2	100%	2	00:02:39						
Corn Exch St	14/10/17	21														
Corn Exch St	14/10/17	22														
Corn Exch St	14/10/17	23														
Corn Exch St	15/10/17	0														
Corn Exch St	15/10/17	1														
Corn Exch St	15/10/17	2														
Corn Exch St	15/10/17	3														
Corn Exch St	15/10/17	4														
Corn Exch St	15/10/17	5														
Corn Exch St	14/10/17		2	0	0	nan	2	100%	2			00:00:00	0	0	0	00:00

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Maximum passenger wait time
Station (private)	12/10/17	14	101	101	70	1.4	19	21%	89	00:03:14	00:03:13	00:13:28	00:00:01	00:02:52	1		00:02
Station (private)	12/10/17	15	85	71	62	1.1	22	26%	84	00:05:25	00:05:49	00:09:25					
Station (private)	12/10/17	16	93	98	75	1.3	19	20%	94	00:03:43	00:03:55	00:12:00	00:00:27	00:02:46	16		00:04
Station (private)	12/10/17	17	101	128	83	1.5	16	16%	99	00:04:26	00:04:38	00:11:31	00:00:15	00:01:36	21		00:02
Station (private)	12/10/17	18	101	130	91	1.4	11	11%	102	00:02:14	00:02:14	00:09:37	00:00:26	00:02:31	20	3	00:07
Station (private)	12/10/17	19	101	124	99	1.3	5	5%	104	00:04:27	00:04:23	00:15:44		00:01:28	1		00:01
Station (private)	12/10/17	20	98	102	84	1.2	8	9%	92	00:06:28	00:06:33	00:20:42	00:00:03	00:01:10	5		00:01
Station (private)	12/10/17	21	97	119	95	1.3	4	4%	99	00:06:37	00:06:45	00:22:19	00:00:07	00:01:40	9		00:02
Station (private)	12/10/17	22	96	105	89	1.2	9	9%	98	00:07:13	00:07:05	00:21:30	00:00:07	00:01:30	9		00:02
Station (private)	12/10/17	23	54	53	46	1.2	5	10%	51	00:15:45	00:16:14	00:28:27					
Station (private)	13/10/17	0	64	117	73	1.6	1	1%	74	00:07:27	00:07:27	00:19:31					
Station (private)	13/10/17	1	11	9	8	1.1	8	50%	16	00:08:39	00:16:07	00:18:42					
Station (private)	13/10/17	2	1		0		1	100%	1	00:14:04							
Station (private)	13/10/17	3															
Station (private)	13/10/17	4	4		0		3	100%	3	00:15:49							
Station (private)	13/10/17	5	7	2	2	1	5	71%	7	00:07:15	00:06:34	00:12:53	00:01:22	00:02:45	1	0	00:02
Station (private)	13/10/17	6	17	5	3	1.7	11	79%	14	00:05:28	00:06:20	00:13:26					
Station (private)	12/10/17		1031	1164	880	1.3	147	14%	1027				00:00:09		83	3	00:07

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time
Station (private)	13/10/17	7	39	27	23	1.2	9	28%	32	00:08:31	00:08:46	00:18:52	00:00:07	00:01:35	2			00:01
Station (private)	13/10/17	8	44	73	50	1.5	3	6%	53	00:05:34	00:05:55	00:16:15	00:00:14	00:01:43	11			00:03
Station (private)	13/10/17	9	126	131	104	1.3	6	5%	110	00:03:42	00:03:38	00:16:19	00:00:26	00:02:35	22			00:03
Station (private)	13/10/17	10	88	114	82	1.4	7	8%	89	00:10:11	00:10:19	00:20:28						
Station (private)	13/10/17	11	57	75	56	1.3	3	5%	59	00:31:49	00:27:27	01:39:17						
Station (private)	13/10/17	12		70	50													
Station (private)	13/10/17	13	60	67	48	1.4	10	17%	58	00:12:51	00:12:58	00:21:52						
Station (private)	13/10/17	14	105	94	66	1.4	18	21%	84	00:18:45	00:19:04	00:25:25						
Station (private)	13/10/17	15	84	93	63	1.5	26	29%	89	00:19:52	00:19:38	00:29:22						
Station (private)	13/10/17	16	100	130	90	1.4	28	24%	118	00:11:50	00:12:09	00:22:37						
Station (private)	13/10/17	17	107	118	91	1.3	11	11%	102	00:12:23	00:12:59	00:22:04						
Station (private)	13/10/17	18	117	144	105	1.4	11	9%	116	00:08:59	00:09:18	00:18:41	00:00:25	00:02:42	23			00:04
Station (private)	13/10/17	19	139	180	122	1.5	10	8%	132	00:09:40	00:09:40	00:18:35	00:00:13	00:01:59	21			00:03
Station (private)	13/10/17	20	125	153	111	1.4	10	8%	121	00:12:06	00:12:14	00:22:49						
Station (private)	13/10/17	21	109	154	101	1.5	8	7%	109	00:14:15	00:14:06	00:32:05						
Station (private)	13/10/17	22	94	115	80	1.4	18	18%	98	00:19:10	00:19:52	00:31:19						
Station (private)	13/10/17	23	71	94	63	1.5	7	10%	70	00:21:04	00:21:00	00:32:39						
Station (private)	14/10/17	0	55	100	63	1.6	2	3%	65	00:34:45	00:25:50	00:45:49						
Station (private)	14/10/17	1	14	22	19	1.2	1	5%	20									
Station (private)	14/10/17	2	1	0	0		2	100%	2									
Station (private)	14/10/17	3		0	0													
Station (private)	14/10/17	4	3	0	0		2	100%	2	01:37:08	02:05:06	02:07:50						
Station (private)	14/10/17	5	9	4	3	1.3	7	70%	10	01:01:55	01:12:50	01:35:35						
Station (private)	14/10/17	6	11	9	8	1.1	3	27%	11	01:08:28	01:06:43	01:31:07						
Station (private)	13/10/17		1558	1967	1398	1.4	202	13%	1550				00:00:06		79	0	0	00:04

Appendix 6 - Detailed October rank survey results

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour	Average Passenger Waiting Time, those waiting only	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number of people waiting 11 mins or more	Maximum passenger wait time
Station (private)	14/10/17	7	20	7	6	1.2	7	54%	13	00:43:10	00:43:55	01:07:58						
Station (private)	14/10/17	8	33	32	26	1.2	6	19%	32	00:30:09	00:30:02	00:43:58						
Station (private)	14/10/17	9	64	71	52	1.4	13	20%	65	00:19:59	00:19:59	00:34:08						
Station (private)	14/10/17	10	77	115	63	1.8	10	14%	73	00:15:31	00:15:38	00:24:56						
Station (private)	14/10/17	11	94	176	90	2	8	8%	98	00:13:27	00:13:33	00:23:35						
Station (private)	14/10/17	12	112	230	115	2	4	3%	119	00:07:45	00:07:48	00:13:27						
Station (private)	14/10/17	13	103	162	86	1.9	5	5%	91	00:11:44	00:11:53	00:22:40						
Station (private)	14/10/17	14	78	106	74	1.4	9	11%	83	00:18:51	00:18:59	00:29:16						
Station (private)	14/10/17	15	74	108	59	1.8	7	11%	66	00:20:37	00:20:23	00:29:02						
Station (private)	14/10/17	16	84	113	64	1.8	23	26%	87	00:17:10	00:17:44	00:25:20						
Station (private)	14/10/17	17	73	135	70	1.9	14	17%	84	00:14:59	00:15:27	00:28:28						
Station (private)	14/10/17	18	105	166	88	1.9	6	6%	94	00:11:09	00:11:10	00:19:30						
Station (private)	14/10/17	19	119	207	109	1.9	5	4%	114	00:12:29	00:12:34	00:23:51						
Station (private)	14/10/17	20	91	141	85	1.7	7	8%	92	00:14:52	00:14:50	00:25:45						
Station (private)	14/10/17	21	93	168	95	1.8	5	5%	100	00:14:23	00:14:44	00:25:33						
Station (private)	14/10/17	22	107	142	93	1.5	13	12%	106	00:11:19	00:11:26	00:19:42						
Station (private)	14/10/17	23	87	134	82	1.6	7	8%	89	00:13:53	00:14:11	00:28:41						
Station (private)	15/10/17	0	59	79	53	1.5	5	9%	58	00:24:09	00:23:59	01:01:36						
Station (private)	15/10/17	1	44	89	53	1.7	4	7%	57	00:25:06	00:20:54							
Station (private)	15/10/17	2	1	3	2	1.5	2	50%	4									
Station (private)	15/10/17	3		0	0		2	100%	2									
Station (private)	15/10/17	4		1	1	1	0	0%	1									
Station (private)	15/10/17	5		0	0													
Station (private)	15/10/17	6		4	2	2	0	0%	2									
Station (private)	14/10/17		1518	2389	1368	1.7	162	11%	1530				00:00:00		0	0	0	00:00

Appendix 6 - Detailed October rank survey results

Maximum passenger wait time											
Number waiting 11 mins or more											
Number of people waiting 6-10 mins											
Number of people waiting 1-5 mins											
Average Passenger Waiting Time, those waiting only											
Average Passenger Waiting Time in Hour											
00:00:04											
Maximum Vehicle Waiting Time (for a fare)											
Average Vehicle Waiting Time (for a fare)											
Average Vehicle Waiting Time											
Total Vehicle Departures											
7349											
% of vehicles leaving empty											
14%											
Empty Vehicle Departures											
1052											
Average vehicle occupancy											
1.6											
Loaded Vehicle Departures											
6347											
Total Passenger Departures											
10438											
No of Vehicle Arrivals											
7349											
Hour											
260											
Date											
All											
Location											
All											

Appendix 7 - On Street interview results

Q1: Have you used a taxi in this area in the last 3 months?	CITY CENTRE		STATION		TOTAL	
Yes	196	87%	7	14%	203	74%
No	30	13%	43	86%	73	26%
Total	226	100%	50	100%	276	100%

Q2: How often do you use a taxi within this area?	CITY CENTRE		STATION		TOTAL	
Almost daily	14	7%	1	1%	15	7%
Once a week	49	25%	1	1%	50	24%
A few times a month	54	27%	2	1%	56	27%
Once a month	27	14%	1	1%	28	13%
Less than once a month	53	27%	6	3%	59	28%
Total	197	100%	11	7%	208	100%

Almost daily	20
Once a week	4
A few times a month	2
Once a month	1
Less than once a month	0.5

Resulting estimate of trips per person per month	2.8	0.6	2.4
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Appendix 7 - On Street interview results

Q3a. How do you normally book a taxi within this area?	CITY CENTRE		STATION		TOTAL	
At a Taxi rank	93	37%	4	40%	97	37%
Hail in the street	11	4%	0	0%	11	4%
Telephone a company	121	49%	2	20%	123	47%
Use a Freephone	14	6%	1	10%	15	6%
Make a booking online on computer	5	2%	1	10%	6	2%
Use my mobile or smart phone	2	1%	0	0%	2	1%
Use an app	3	1%	0	0%	3	1%
Other	0	0%	2	20%	2	1%
Total	249	100%	10	100%	259	100%

Q3b. If you stated that you normally book a taxi using an APP, please tell us which one?	CITY CENTRE		STATION		TOTAL	
GOOGLE	1	33%	4	100%	5	71%
UBER	2	67%	0	0%	2	29%
Total	3	100%	4	100%	7	100%

Q4. If you book a taxi by phone, please tell us the three companies you phone most?	CITY CENTRE		STATION		TOTAL	
PANTHER	106	49%	6	86%	112	50%
CAMCAB	45	21%	1	14%	46	21%
A1	36	17%	0	0%	36	16%
CAMTAX	7	3%	0	0%	7	3%
CAMBRIDGE CITY TAXI	6	3%	0	0%	6	3%
CABCO	5	2%	0	0%	5	2%
UBER	4	2%	0	0%	4	2%
SOUTH CAMBRIDGE TAXIS	3	1%	0	0%	3	1%
755 755	1	0%	0	0%	1	0%
EASYCAR	1	0%	0	0%	1	0%
PRIDE CABS	1	0%	0	0%	1	0%
Total	215	100%	7	100%	222	100%

Appendix 7 - On Street interview results

Q5a: Have you had any issues or problems with getting the type of taxi you need in Cambridge?	CITY CENTRE		STATION		TOTAL	
NO, I CAN ALWAYS GET THE VEHICLE I NEED	181	94%	7	100%	188	94%
YES, I CANT GET A WAV WHEN I PHONE UP	5	3%	0	0%	5	3%
YES, I CANT GET A WAV AT A RANK	2	1%	0	0%	2	1%
YES, I NEED A SPECIFIC VEHICLE	5	3%	0	0%	5	3%
Total	193	100%	7	100%	200	100%

Q5b: If you stated that you need a specific vehicle, please tell us which type?	CITY CENTRE		STATION		TOTAL	
None confirmed what type of vehicle they needed	0	0%	0	0%	0	0%
	0	0%	0	0%	0	0%
Total	0	0%	0	0%	0	0%

Q6. What type of vehicle would you prefer to use as either a private hire or hackney carriage in Cambridge?	CITY CENTRE		STATION		TOTAL	
ALWAYS THE FIRST VEHICLE AVAILABLE	120	68%	4	100%	124	69%
A WHEEL CHAIR ACCESSIBLE STYLE VEHICLE	2	1%	0	0%	2	1%
A SALOON VEHICLE	35	20%	0	0%	35	19%
AN ELECTRIC POWERED WAV	7	4%	0	0%	7	4%
AN ELECTRIC POWERED SALOON	12	7%	0	0%	12	7%
Total	176	100%	4	100%	180	100%

Appendix 7 - On Street interview results

Q7a. What ranks you are aware of in the Cambridge area, and do you use them?	CITY CENTRE		STATION		TOTAL	
ST ANDREWS STREET	78	38%	0	0%	78	36%
CHRISTS COLLEGE	14	7%	1	13%	15	7%
UNIVERSITY	7	3%	0	0%	7	3%
CITY CENTRE	3	1%	2	25%	5	2%
TRAIN STATION	53	26%	5	63%	58	27%
DRUMMER STREET	26	13%	0	0%	26	12%
BUS STATION	8	4%	0	0%	8	4%
CORN EXCHANGE	2	1%	0	0%	2	1%
SIDNEY STREET	3	1%	0	0%	3	1%
BRIDGE STREET	1	0%	0	0%	1	0%
JESUS LANE	1	0%	0	0%	1	0%
MAGDALENE BRIDGE	1	0%	0	0%	1	0%
MAGDALENE STREET	1	0%	0	0%	1	0%
JOHN LEWIS	1	0%	0	0%	1	0%
NEW MARKET ROAD	1	0%	0	0%	1	0%
PARKERS PIECE	1	0%	0	0%	1	0%
PARKSIDE	1	0%	0	0%	1	0%
MARKET PLACE	1	0%	0	0%	1	0%
MARKET SQUARE	1	0%	0	0%	1	0%
ARBURY	1	0%	0	0%	1	0%
CHERRYHILL ROAD	1	0%	0	0%	1	0%
ADDENBROOKS HOSPITAL	1	0%	0	0%	1	0%
Total	207	100%	8	100%	215	100%

Q7b. If you are aware of a rank in the Cambridge area, please tell us if you use it?	CITY CENTRE		STATION		TOTAL	
Use	146	73.7%	6	66.7%	152	73%
Don't Use	52	26.3%	3	33.3%	55	27%
Total	198	100.0%	9	100.0%	207	100%

Appendix 7 - On Street interview results

Q8: How often do you use a hackney carriage within this area?	CITY CENTRE		STATION		TOTAL	
Almost daily	7	5%	1	9%	8	4%
Once a week	18	12%	1	9%	19	9%
A few times a month	26	17%	1	9%	27	13%
Once a month	17	11%	0	0%	17	8%
Less than once a month	45	30%	2	18%	47	23%
I cant remember when I last used an hc	38	25%	5	45%	43	21%
I cant remember seeing a hc in cambridge	0	0%	1	9%	1	0%
Total	151	100%	11	100%	162	78%

Almost daily	20
Once a week	4
A few times a month	2
Once a month	1
Less than once a month	0.5

Resulting estimate of trips per person per month by hcv	1.3	0.5	1.2
Proportion hcv trips compared to total licensed vehicle trips per month	48%	84%	49%
Compared to rank proportion level quoted	37%	40%	37%

Appendix 7 - On Street interview results

Q9a. 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?	CITY CENTRE		STATION		TOTAL	
ADDENBROOKS HOSPITAL	15	27%	0	0%	15	27%
GRAFTON CENTRE	3	5%	0	0%	3	5%
GRAND PARADE	1	2%	0	0%	1	2%
MAGDALENE BRIDGE	2	4%	0	0%	2	4%
MARKET	5	9%	0	0%	5	9%
MARKET SQUARE	11	20%	0	0%	11	20%
PARKSIDE	1	2%	0	0%	1	2%
QUAYSIDE	1	2%	0	0%	1	2%
SIDNEY STREET	11	20%	0	0%	11	20%
TRAIN STATION	2	4%	0	0%	2	4%
UNIVERSITY AREA	1	2%	0	0%	1	2%
FITZ WILLIAMS	1	2%	0	0%	1	2%
ST ANDREWS STREET	1	2%	0	0%	1	2%
CORN EXCHANGE	1	2%	0	0%	1	2%
Total	56	100%	0	0%	56	100%

Q9b. Number of people giving answers above	CITY CENTRE		STATION		TOTAL	
THREE RANKS	2	5.3%	0	0.0%	2	5%
TWO RANKS	14	36.8%	0	0.0%	14	37%
ONE RANK	22	57.9%	0	0.0%	22	58%
Total	38	100.0%	0	0.0%	38	100%

Q10a. Have you had any problems with the hackney carriage service? (Indicate as many as apply)	CITY CENTRE		STATION		TOTAL	
Design of vehicles	0	0%	0	0%	0	0%
Driver Issues	6	18%	0	0%	6	17%
Position of ranks	1	3%	0	0%	1	3%
Delay in getting a taxi	16	47%	1	100%	17	49%
cleanliness	5	15%	0	0%	5	14%
other problems	6	18%	0	0%	6	17%
Total	34	100%	1	100%	35	100%

Appendix 7 - On Street interview results

Q10b. If you have had problems with the taxi service please tell us the problem?	CITY CENTRE		STATION		TOTAL	
TOO FEW DOG FRIENDLY TAXIS	2	40%	0	0%	2	40%
CIRCUITOUS ROUTE	2	40%	0	0%	2	40%
TAXI NOT TURNING UP	1	20%	0	0%	1	20%
Total	5	100%	0	0%	5	100%

Q11a. What would encourage you to use Taxis, or use them more often in the Cambridge area? (please indicate top two reasons only)	CITY CENTRE		STATION		TOTAL	
Better vehicles	20	22%	0	0%	20	22%
More hackney carriages I could phone for	24	26%	1	50%	25	27%
Better Drivers	9	10%	0	0%	9	10%
More hackney carriages I could hail or get at a rank	7	8%	0	0%	7	8%
An APP I could use to get an HC	31	34%	1	50%	32	34%
Other	0	0%	0	0%	0	0%
Total	91	100%	2	100%	93	100%

Q11b. If you indicated 'Other' for Q11a. Please specify?	CITY CENTRE		STATION		TOTAL	
CHEAPER FARES	22	84%	3	100%	25	86%
EASIER TO PHONE	2	8%	0	0%	2	7%
ELECTRIC VEHICLES	2	8%	0	0%	2	7%
Total	26	100%	3	100%	29	100%

Appendix 7 - On Street interview results

Q12a. Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle when you travel by taxi? (If 'YES', please state what sort of vehicle is needed)	CITY CENTRE		STATION		TOTAL	
No	141	95%	6	100%	147	95%
YES: I need a wheelchair accessible vehicle (WAV)	7	5%	0	0%	7	5%
YES: I need an adapted vehicle, not WAV	0	0%	0	0%	0	0%
Total	148	100%	6	100%	154	100%

Q12b. If you indicated 'YES' for Q12a. Please tell us what type of WAV you require?	CITY CENTRE		STATION		TOTAL	
SIDE LOADING WAV	0	0%	0	0%	0	0%
REAR LOADING WAV	1	4%	0	0%	1	14%
SIDE OR REAR LOADING WAV	6	23%	0	0%	6	86%
Total	7	27%	0	0%	7	100%

Q13. Do people with disabilities in Cambridge get a good service from HC and their drivers?	CITY CENTRE		STATION		TOTAL	
Yes	51	30%	1	13%	52	30%
No	20	12%	1	13%	21	12%
other	3	2%	0	0%	3	2%
Don't Know	94	56%	6	75%	100	57%
Total	168	100%	8	100%	176	100%

Appendix 7 - On Street interview results

Q14a. Have you ever given up waiting for a Hackney Carriage in Cambridge?	CITY CENTRE		STATION		TOTAL	
No	137	88%	6	86%	143	88%
Yes	19	12%	1	14%	20	12%
Total	156	100%	7	100%	163	100%

Q14b. If you indicated 'Yes' to Q13a, please tell us where?	CITY CENTRE		STATION		TOTAL	
ALL RANKS	2	10%	0	0%	2	10%
BUS STATION	1	5%	0	0%	1	5%
DRUMMER STREET	2	10%	1	100%	3	14%
PARKERS PIECE	1	5%	0	0%	1	5%
ST ANDREWS CHURCH	1	5%	0	0%	1	5%
ST ANDREWS STREET	6	30%	0	0%	6	29%
TRAIN STATION	6	30%	0	0%	6	29%
ADDENBROOKS HOSPITAL	1	5%	0	0%	1	5%
Total	20	100%	1	100%	21	100%

Appendix 7 - On Street interview results

Q15. Do you have regular access to a car?	CITY CENTRE		STATION		TOTAL	
Yes	124	66%	22	45%	146	62%
No	63	34%	27	55%	90	38%
Total	187	100%	49	100%	236	100%

Q16. Do you live in the area?	CITY CENTRE		STATION		TOTAL	
Yes	154	81%	19	38%	173	72%
No	37	19%	31	62%	68	28%
Total	191	100%	50	100%	241	100%

Q17. What is your gender?	CITY CENTRE		STATION		TOTAL		Census	
Male	115	57%	31	62%	146	58%	52%	6%
Female	88	43%	19	38%	107	42%	48%	-6%
Total	203	100%	50	100%	253	100%		

Q18. Which age bracket do you fall into?	CITY CENTRE		STATION		TOTAL		Census	
Under 30	52	25%	11	22%	63	25%	36%	-11%
31 - 55	100	49%	32	64%	132	52%	38%	14%
Over 55	52	25%	7	14%	59	23%	26%	-3%
Total	204	100%	50	100%	254	100%		

**TAXI AND PRIVATE HIRE VEHICLE LICENSING:
BEST PRACTICE GUIDANCE**

March 2010

TAXI AND PRIVATE HIRE VEHICLE LICENSING: BEST PRACTICE GUIDANCE

<u>Table of contents</u>	<u>Para Nos</u>
Introduction	1-5
The role of taxis and PHVs	6-7
The role of licensing: policy justification	8-10
Scope of the guidance	11
Consultation at the local level	12
Accessibility	13-25
Vehicles	26-44
Quantity restrictions of taxi licences	45-51
Taxi fares	52-54
Drivers	55-76
PHV operators	77-81
Repeal of the PHV contract exemption	82-83
Enforcement	84-88
Taxi Zones	89-91
Flexible transport services	92-95
Local transport plans	96-97

Annex A - Useful questions when assessing quantity controls

Annex B - Sample notice between taxi/PHV driver and passenger

Annex C – Assessing applicants for a taxi or PHV driver licence in accordance with C1 standard

INTRODUCTION

1. The Department first issued Best Practice Guidance in October 2006 to assist those local authorities in England and Wales that have responsibility for the regulation of the taxi and private hire vehicle (PHV) trades.
2. It is clear that many licensing authorities considered their licensing policies in the context of the Guidance. That is most encouraging.
3. However, in order to keep our Guidance relevant and up to date, we embarked on a revision. We took account of feedback from the initial version and we consulted stakeholders in producing this revised version.
4. The key premise remains the same - it is for individual licensing authorities to reach their own decisions both on overall policies and on individual licensing matters, in the light of their own views of the relevant considerations. This Guidance is intended to assist licensing authorities but it is only guidance and decisions on any matters remain a matter for the authority concerned.
5. We have not introduced changes simply for the sake of it. Accordingly, the bulk of the Guidance is unchanged. What we have done is focus on issues involving a new policy (for example trailing the introduction of the Safeguarding Vulnerable Groups legislation); or where we consider that the advice could be elaborated (eg enforcement); or where progress has been made since October 2006 (eg the stretched limousine guidance note has now been published).

THE ROLE OF TAXIS AND PHVs

6. Taxis (more formally known as hackney carriages) and PHVs (or minicabs as some of them are known) play an important part in local transport. In 2008, the average person made 11 trips in taxis or private hire vehicles. Taxis and PHVs are used by all social groups; low-income young women (amongst whom car ownership is low) are one of the largest groups of users.
7. Taxis and PHVs are also increasingly used in innovative ways - for example as taxi-buses - to provide innovative local transport services (see paras 92-95)

THE ROLE OF LICENSING: POLICY JUSTIFICATION

8. The aim of local authority licensing of the taxi and PHV trades is to protect the public. Local licensing authorities will also be aware that the public should have reasonable access to taxi and PHV services, because of the part they play in local transport provision. Licensing requirements which are unduly stringent will tend unreasonably to restrict the supply of taxi and PHV services, by putting up the cost of operation or otherwise restricting entry to the trade. Local licensing authorities should recognise that too restrictive an approach can work against the public interest – and can, indeed, have safety implications.

9. For example, it is clearly important that somebody using a taxi or PHV to go home alone late at night should be confident that the driver does not have a criminal record for assault and that the vehicle is safe. But on the other hand, if the supply of taxis or PHVs has been unduly constrained by onerous licensing conditions, then that person's safety might be put at risk by having to wait on late-night streets for a taxi or PHV to arrive; he or she might even be tempted to enter an unlicensed vehicle with an unlicensed driver illegally plying for hire.

10. Local licensing authorities will, therefore, want to be sure that each of their various licensing requirements is in proportion to the risk it aims to address; or, to put it another way, whether the cost of a requirement in terms of its effect on the availability of transport to the public is at least matched by the benefit to the public, for example through increased safety. This is not to propose that a detailed, quantitative, cost-benefit assessment should be made in each case; but it is to urge local licensing authorities to look carefully at the costs – financial or otherwise – imposed by each of their licensing policies. It is suggested they should ask themselves whether those costs are really commensurate with the benefits a policy is meant to achieve.

SCOPE OF THE GUIDANCE

11. This guidance deliberately does not seek to cover the whole range of possible licensing requirements. Instead it seeks to concentrate only on those issues that have caused difficulty in the past or that seem of particular significance. Nor for the most part does the guidance seek to set out the law on taxi and PHV licensing, which for England and Wales contains many complexities. Local licensing authorities will appreciate that it is for them to seek their own legal advice.

CONSULTATION AT THE LOCAL LEVEL

12. It is good practice for local authorities to consult about any significant proposed changes in licensing rules. Such consultation should include not only the taxi and PHV trades but also groups likely to be the trades' customers. Examples are groups representing disabled people, or Chambers of Commerce, organisations with a wider transport interest (eg the Campaign for Better Transport and other transport providers), womens' groups or local traders.

ACCESSIBILITY

13. The Minister of State for Transport has now announced the way forward on accessibility for taxis and PHVs. His statement can be viewed on the Department's website at: <http://www.dft.gov.uk/press/speechesstatements/statements/accesstotaxis>. The Department will be taking forward demonstration schemes in three local authority areas to research the needs of people with disabilities in order to produce guidance about the most appropriate provision. In the meantime, the Department recognises that some local licensing authorities will want to make progress on enhancing accessible taxi provision and the guidance outlined below constitutes the Department's advice on how this might be achieved in advance of the comprehensive and dedicated guidance which will arise from the demonstration schemes.

14. Different accessibility considerations apply between taxis and PHVs. Taxis can be hired on the spot, in the street or at a rank, by the customer dealing directly with a driver. PHVs can only be booked through an operator. It is important that a disabled person should be able to hire a taxi on the spot with the minimum delay or inconvenience, and having accessible taxis available helps to make that possible. For PHVs, it may be more appropriate for a local authority to license any type of saloon car, noting that some PHV operators offer accessible vehicles in their fleet. The Department has produced a leaflet on the ergonomic requirements for accessible taxis that is available from:
<http://www.dft.gov.uk/transportforyou/access/taxis/pubs/research>

15. The Department is aware that, in some cases, taxi drivers are reluctant to pick up disabled people. This may be because drivers are unsure about how to deal with disabled people, they believe it will take longer for disabled people to get in and out of the taxi and so they may lose other fares, or they are unsure about insurance arrangements if anything goes wrong. It should be remembered that this is no excuse for refusing to pick up disabled people and that the taxi industry has a duty to provide a service to disabled people in the same way as it provides a service to any other passenger. Licensing authorities should do what they can to work with operators, drivers and trade bodies in their area to improve drivers' awareness of the needs of disabled people, encourage them to overcome any reluctance or bad practice, and to improve their abilities and confidence. Local licensing authorities should also encourage their drivers to undertake disability awareness training, perhaps as part of the course mentioned in the training section of this guidance that is available through Go-Skills.

16. In relation to enforcement, licensing authorities will know that section 36 of the Disability Discrimination Act 1995 (DDA) was partially commenced by enactment of the Local Transport Act 2008. The duties contained in this section of the DDA apply only to those vehicles deemed accessible by the local authority being used on "taxibus" services. This applies to both hackney carriages and private hire vehicles.

17. Section 36 imposes certain duties on drivers of "taxibuses" to provide assistance to people in wheelchairs, to carry them in safety and not to charge extra for doing so. Failure to abide by these duties could lead to prosecution through a Magistrates' court and a maximum fine of £1,000.

18. Local authorities can take action against non-taxibus drivers who do not abide by their duties under section 36 of the DDA (see below). This could involve for example using licence conditions to implement training requirements or, ultimately, powers to suspend or revoke licences. Some local authorities use points systems and will take certain enforcement actions should drivers accumulate a certain number of points

19. There are plans to modify section 36 of the DDA. The Local Transport Act 2008 applied the duties to assist disabled passengers to drivers of taxis and PHVs whilst being used to provide local services. The Equality Bill which is currently on its passage through Parliament would extend the duties to drivers of taxis and PHVs whilst operating conventional services using wheelchair accessible vehicles. Licensing authorities will be informed if the change is enacted and Regulations will have to be made to deal with exemptions from the duties for drivers who are unable, on medical grounds to fulfil the duties.

Duties to carry assistance dogs

20. Since 31 March 2001, licensed taxi drivers in England and Wales have been under a duty (under section 37 of the DDA) to carry guide, hearing and other prescribed assistance dogs in their taxis without additional charge. Drivers who have a medical condition that is aggravated by exposure to dogs may apply to their licensing authority for an exemption from the duty on medical grounds. Any other driver who fails to comply with the duty could be prosecuted through a Magistrates' court and is liable to a fine of up to £1,000. Similar duties covering PHV operators and drivers have been in force since 31 March 2004.

21. Enforcement of this duty is the responsibility of local licensing authorities. It is therefore for authorities to decide whether breaches should be pursued through the courts or considered as part of the licensing enforcement regime, having regard to guidance issued by the Department.

<http://www.dft.gov.uk/transportforyou/access/taxis/pubs/taxis/carriageofassistancedogsinta6154?page=2>

Duties under the Part 3 of the DDA

22. The Disability Discrimination Act 2005 amended the DDA 1995 and lifted the exemption in Part 3 of that Act for operators of transport vehicles. Regulations applying Part 3 to vehicles used to provide public transport services, including taxis and PHVs, hire services and breakdown services came into force on 4 December 2006. Taxi drivers now have a duty to ensure disabled people are not discriminated against or treated less favourably. In order to meet these new duties, licensing authorities are required to review any practices, policies and procedures that make it impossible or unreasonably difficult for a disabled person to use their services.

23. The Disability Rights Commission, before it was incorporated into the Equality and Human Rights Commission, produced a Code of Practice to explain the Part 3 duties for the transport industry; this is available at http://www.equalityhumanrights.com/uploaded_files/code_of_practice_provision_and_use_of_transport_vehicles_dda.pdf. There is an expectation that Part 3 duties also now demand new skills and training; this is available through GoSkills, the sector skills council for road passenger transport. Go-Skills has also produced a DVD about assisting disabled passengers. Further details are provided in the training section of this guidance.

24. Local Authorities may wish to consider how to use available courses to reinforce the duties drivers are required to discharge under section 3 of DDA, and also to promote customer service standards for example through GoSkills.

25. In addition recognition has been made of a requirement of basic skills prior to undertaking any formal training. On-line tools are available to assess this requirement prior to undertaking formal training.

VEHICLES

Specification Of Vehicle Types That May Be Licensed

26. The legislation gives local authorities a wide range of discretion over the types of vehicle that they can license as taxis or PHVs. Some authorities specify conditions that in practice can only be met by purpose-built vehicles but the majority license a range of vehicles.

27. Normally, the best practice is for local licensing authorities to adopt the principle of specifying as many different types of vehicle as possible. Indeed, local authorities might usefully set down a range of general criteria, leaving it open to the taxi and PHV trades to put forward vehicles of their own choice which can be shown to meet those criteria. In that way there can be flexibility for new vehicle types to be readily taken into account.

28. It is suggested that local licensing authorities should give very careful consideration to a policy which automatically rules out particular types of vehicle or prescribes only one type or a small number of types of vehicle. For example, the Department believes authorities should be particularly cautious about specifying only purpose-built taxis, with the strict constraint on supply that that implies. But of course the purpose-built vehicles are amongst those which a local authority could be expected to license. Similarly, it may be too restrictive to automatically rule out considering Multi-Purpose Vehicles, or to license them for fewer passengers than their seating capacity (provided of course that the capacity of the vehicle is not more than eight passengers).

29. The owners and drivers of vehicles may want to make appropriate adaptations to their vehicles to help improve the personal security of the drivers. Licensing authorities should look favourably on such adaptations, but, as mentioned in paragraph 35 below, they may wish to ensure that modifications are present when the vehicle is tested and not made after the testing stage.

Tinted windows

30. The minimum light transmission for glass in front of, and to the side of, the driver is 70%. Vehicles may be manufactured with glass that is darker than this fitted to windows rearward of the driver, especially in estate and people carrier style vehicles. When licensing vehicles, authorities should be mindful of this as well as the large costs and inconvenience associated with changing glass that conforms to both Type Approval and Construction and Use Regulations.

Imported vehicles: type approval (see also “stretched limousines”, paras 40-44 below)

31. It may be that from time to time a local authority will be asked to license as a taxi or PHV a vehicle that has been imported independently (that is, by somebody other than the manufacturer). Such a vehicle might meet the local authority's criteria for licensing, but the local authority may nonetheless be uncertain about the wider rules for foreign vehicles being used in the UK. Such vehicles will be subject to the 'type approval' rules. For

passenger cars up to 10 years old at the time of first GB registration, this means meeting the technical standards of either:

- a European Whole Vehicle Type approval;
- a British National Type approval; or
- a Individual Vehicle Approval.

Most registration certificates issued since late 1998 should indicate the approval status of the vehicle. The technical standards applied (and the safety and environmental risks covered) under each of the above are proportionate to the number of vehicles entering service. Further information about these requirements and the procedures for licensing and registering imported vehicles can be seen at

www.businesslink.gov.uk/vehicleapprovalschemes

Vehicle Testing

32. There is considerable variation between local licensing authorities on vehicle testing, including the related question of age limits. The following can be regarded as best practice:

- **Frequency Of Tests.** The legal requirement is that all taxis should be subject to an MOT test or its equivalent once a year. For PHVs the requirement is for an annual test after the vehicle is three years old. An annual test for licensed vehicles of whatever age (that is, including vehicles that are less than three years old) seems appropriate in most cases, unless local conditions suggest that more frequent tests are necessary. However, more frequent tests may be appropriate for older vehicles (see 'age limits' below). Local licensing authorities may wish to note that a review carried out by the National Society for Cleaner Air in 2005 found that taxis were more likely than other vehicles to fail an emissions test. This finding, perhaps suggests that emissions testing should be carried out on ad hoc basis and more frequently than the full vehicle test.
- **Criteria For Tests.** Similarly, for mechanical matters it seems appropriate to apply the same criteria as those for the MOT test to taxis and PHVs*. The MOT test on vehicles first used after 31 March 1987 includes checking of all seat belts. However, taxis and PHVs provide a service to the public, so it is also appropriate to set criteria for the internal condition of the vehicle, though these should not be unreasonably onerous.

*A manual outlining the method of testing and reasons for failure of all MOT tested items can be obtained from the Stationary Office see
<http://www.tsoshop.co.uk/bookstore.asp?FO=1159966&Action=Book&From=SearchResults&ProductID=0115525726>

- **Age Limits.** It is perfectly possible for an older vehicle to be in good condition. So the setting of an age limit beyond which a local authority will not license vehicles may be arbitrary and inappropriate. But a greater frequency of testing may be appropriate for older vehicles - for example, twice-yearly tests for vehicles more than five years old.

- **Number Of Testing Stations.** There is sometimes criticism that local authorities provide only one testing centre for their area (which may be geographically extensive). So it is good practice for local authorities to consider having more than one testing station. There could be an advantage in contracting out the testing work, and to different garages. In that way the licensing authority can benefit from competition in costs. (The Vehicle Operators and Standards Agency – VOSA – may be able to assist where there are local difficulties in provision of testing stations.)

33. The Technical Officer Group of the Public Authority Transport Network has produced Best Practice Guidance which focuses on national inspection standards for taxis and PHVs. Local licensing authorities might find it helpful to refer to the testing standards set out in this guidance in carrying out their licensing responsibilities. The PATN can be accessed via the Freight Transport Association.

Personal security

34. The personal security of taxi and PHV drivers and staff needs to be considered. The Crime and Disorder Act 1998 requires local authorities and others to consider crime and disorder reduction while exercising all of their duties. Crime and Disorder Reduction Partnerships are also required to invite public transport providers and operators to participate in the partnerships. Research has shown that anti-social behaviour and crime affects taxi and PHV drivers and control centre staff. It is therefore important that the personal security of these people is considered.

35. The owners and drivers of vehicles will often want to install security measures to protect the driver. Local licensing authorities may not want to insist on such measures, on the grounds that they are best left to the judgement of the owners and drivers themselves. But it is good practice for licensing authorities to look sympathetically on - or actively to encourage - their installation. They could include a screen between driver and passengers, or CCTV. Care however should be taken that security measures within the vehicle do not impede a disabled passenger's ability to communicate with the driver. In addition, licensing authorities may wish to ensure that such modifications are present when the vehicle is tested and not made after the testing stage.

36. There is extensive information on the use of CCTV, including as part of measures to reduce crime, on the Home Office website (e.g. <http://scienceandresearch.homeoffice.gov.uk/hosdb/cctv-imaging-technology/CCTV-and-imaging-publications>) and on the Information Commission's Office website (www.ico.gov.uk). CCTV can be both a deterrent to would-be trouble makers and be a source of evidence in the case of disputes between drivers and passengers and other incidents. There is a variety of funding sources being used for the implementation of security measures for example, from community safety partnerships, local authorities and drivers themselves.

37. Other security measures include guidance, talks by the local police and conflict avoidance training. The Department has recently issued guidance for taxi and PHV drivers to help them improve their personal security. These can be accessed on the Department's website at: <http://www.dft.gov.uk/pgr/crime/taxiphv/>.

In order to emphasise the reciprocal aspect of the taxi/PHV service, licensing authorities might consider drawing up signs or notices which set out not only what passengers can expect from drivers, but also what drivers can expect from passengers who use their service. Annex B contains two samples which are included for illustrative purposes but local authorities are encouraged to formulate their own, in the light of local conditions and circumstances. Licensing authorities may want to encourage the taxi and PHV trades to build good links with the local police force, including participation in any Crime and Disorder Reduction Partnerships.

Vehicle Identification

38. Members of the public can often confuse PHVs with taxis, failing to realise that PHVs are not available for immediate hire and that a PHV driver cannot be hailed. So it is important to distinguish between the two types of vehicle. Possible approaches might be:

- a licence condition that prohibits PHVs from displaying any identification at all apart from the local authority licence plate or disc. The licence plate is a helpful indicator of licensed status and, as such, it helps identification if licence plates are displayed on the front as well as the rear of vehicles. However, requiring some additional clearer form of identification can be seen as best practice. This is for two reasons: firstly, to ensure a more positive statement that the vehicle cannot be hired immediately through the driver; and secondly because it is quite reasonable, and in the interests of the travelling public, for a PHV operator to be able to state on the vehicle the contact details for hiring;
- a licence condition which requires a sign on the vehicle in a specified form. This will often be a sign of a specified size and shape which identifies the operator (with a telephone number for bookings) and the local licensing authority, and which also has some words such as 'pre-booked only'. This approach seems the best practice; it identifies the vehicle as private hire and helps to avoid confusion with a taxi, but also gives useful information to the public wishing to make a booking. It is good practice for vehicle identification for PHVs to include the contact details of the operator.
- Another approach, possibly in conjunction with the previous option, is a requirement for a roof-mounted, permanently illuminated sign with words such as 'pre-booked only'. But it can be argued that any roof-mounted sign, however unambiguous its words, is liable to create confusion with a taxi. So roof-mounted signs on PHVs are not seen as best practice.

Environmental Considerations

39. Local licensing authorities, in discussion with those responsible for environmental health issues, will wish to consider how far their vehicle licensing policies can and should support any local environmental policies that the local authority may have adopted. This will be of particular importance in designated Air Quality Management Areas (AQMAs), Local authorities may, for example, wish to consider setting vehicle emissions standards for taxis and PHVs. However, local authorities would need to carefully and thoroughly

assess the impact of introducing such a policy; for example, the effect on the supply of taxis and PHVs in the area would be an important consideration in deciding the standards, if any, to be set. They should also bear in mind the need to ensure that the benefits of any policies outweigh the costs (in whatever form).

Stretched Limousines

40. Local licensing authorities are sometimes asked to license stretched limousines as PHVs. It is suggested that local authorities should approach such requests on the basis that these vehicles – where they have fewer than nine passenger seats - have a legitimate role to play in the private hire trade, meeting a public demand. Indeed, the Department's view is that it is not a legitimate course of action for licensing authorities to adopt policies that exclude limousines as a matter of principle and that any authorities which do adopt such practices are leaving themselves open to legal challenge. A policy of excluding limousines creates an unacceptable risk to the travelling public, as it would inevitably lead to higher levels of unlawful operation. Public safety considerations are best supported by policies that allow respectable, safe operators to obtain licences on the same basis as other private hire vehicle operators. The Department has now issued guidance on the licensing arrangements for stretched limousines. This can be accessed on the Department's web-site at <http://www.dft.gov.uk/pgr/regional/taxis/stretchlimousines.pdf>.

41. The limousine guidance makes it clear that most operations are likely to fall within the PHV licensing category and not into the small bus category. VOSA will be advising limousine owners that if they intend to provide a private hire service then they should go to the local authority for PHV licences. The Department would expect licensing authorities to assess applications on their merits; and, as necessary, to be proactive in ascertaining whether any limousine operators might already be providing an unlicensed service within their district.

42. Imported stretched limousines were historically checked for compliance with regulations under the Single Vehicle Approval (SVA) inspection regime before they were registered. This is now the Individual Vehicle Approval (IVA) scheme. The IVA test verifies that the converted vehicle is built to certain safety and environmental standards. A licensing authority might wish to confirm that an imported vehicle was indeed tested by VOSA for IVA before being registered and licensed (taxed) by DVLA. This can be done either by checking the V5C (Registration Certificate) of the vehicle, which may refer to IVA under the "Special Note" section; or by writing to VOSA, Ellipse, Padley Road, Swansea, SA1 8AN, including details of the vehicle's make and model, registration number and VIN number.

43. Stretched limousines which clearly have more than 8 passenger seats should not of course be licensed as PHVs because they are outside the licensing regime for PHVs. However, under some circumstances the SVA regime accepted vehicles with space for more than 8 passengers, particularly where the precise number of passenger seats was hard to determine. In these circumstances, if the vehicle had obtained an SVA certificate, the authority should consider the case on its merits in deciding whether to license the vehicle under the strict condition that the vehicle will not be used to carry more than 8 passengers, bearing in mind that refusal may encourage illegal private hire operation.

44. Many councils are concerned that the size of limousines prevents them being tested in conventional MoT garages. If there is not a suitable MoT testing station in the area then it would be possible to test the vehicle at the local VOSA test stations. The local enforcement office may be able to advise (contact details on <http://www.vosa.gov.uk>).

QUANTITY RESTRICTIONS OF TAXI LICENCES OUTSIDE LONDON

45. The present legal provision on quantity restrictions for taxis outside London is set out in section 16 of the Transport Act 1985. This provides that the grant of a taxi licence may be refused, for the purpose of limiting the number of licensed taxis 'if, but only if, the [local licensing authority] is satisfied that there is no significant demand for the services of hackney carriages (within the area to which the licence would apply) which is unmet'.

46. Local licensing authorities will be aware that, in the event of a challenge to a decision to refuse a licence, the local authority concerned would have to establish that it had, reasonably, been satisfied that there was no significant unmet demand.

47. Most local 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. The Department further urges that the issue to be addressed first in each reconsideration is whether the restrictions should continue at all. It is suggested that the matter should be approached in terms of the interests of the travelling public - that is to say, the people who use taxi services. What benefits or disadvantages arise for them as a result of the continuation of controls; and what benefits or disadvantages would result for the public if the controls were removed? Is there evidence that removal of the controls would result in a deterioration in the amount or quality of taxi service provision?

48. In most cases where quantity restrictions are imposed, vehicle licence plates command a premium, often of tens of thousands of pounds. This indicates that there are people who want to enter the taxi market and provide a service to the public, but who are being prevented from doing so by the quantity restrictions. This seems very hard to justify.

49. If a local authority does nonetheless take the view that a quantity restriction can be justified in principle, there remains the question of the level at which it should be set, bearing in mind the need to demonstrate that there is no significant unmet demand. This issue is usually addressed by means of a survey; it will be necessary for the local licensing authority to carry out a survey sufficiently frequently to be able to respond to any challenge to the satisfaction of a court. An interval of three years is commonly regarded as the maximum reasonable period between surveys.

50. As to the conduct of the survey, the Department's letter of 16 June 2004 set out a range of considerations. But key points are:

- **the length of time that would-be customers have to wait at ranks.** However, this alone is an inadequate indicator of demand; also taken into account should be...

- **waiting times for street hailings and for telephone bookings.** But waiting times at ranks or elsewhere do not in themselves satisfactorily resolve the question of unmet demand. It is also desirable to address...
- **latent demand,** for example people who have responded to long waiting times by not even trying to travel by taxi. This can be assessed by surveys of people who do not use taxis, perhaps using stated preference survey techniques.
- **peaked demand.** It is sometimes argued that delays associated only with peaks in demand (such as morning and evening rush hours, or pub closing times) are not 'significant' for the purpose of the Transport Act 1985. The Department does not share that view. Since the peaks in demand are by definition the most popular times for consumers to use taxis, it can be strongly argued that unmet demand at these times should not be ignored. Local authorities might wish to consider when the peaks occur and who is being disadvantaged through restrictions on provision of taxi services.
- **consultation.** As well as statistical surveys, assessment of quantity restrictions should include consultation with all those concerned, including user groups (which should include groups representing people with disabilities, and people such as students or women), the police, hoteliers, operators of pubs and clubs and visitor attractions, and providers of other transport modes (such as train operators, who want taxis available to take passengers to and from stations);
- **publication.** All the evidence gathered in a survey should be published, together with an explanation of what conclusions have been drawn from it and why. If quantity restrictions are to be continued, their benefits to consumers and the reason for the particular level at which the number is set should be set out.
- **financing of surveys.** It is not good practice for surveys to be paid for by the local taxi trade (except through general revenues from licence fees). To do so can call in question the impartiality and objectivity of the survey process.

51. Quite apart from the requirement of the 1985 Act, the Department's letter of 16 June 2004 asked all local licensing authorities that operate quantity restrictions to review their policy and justify it publicly by 31 March 2005 and at least every three years thereafter. The Department also expects the justification for any policy of quantity restrictions to be included in the Local Transport Plan process. A recommended list of questions for local authorities to address when considering quantity controls was attached to the Department's letter. (The questions are listed in Annex A to this Guidance.)

TAXI FARES

52. Local licensing authorities have the power to set taxi fares for journeys within their area, and most do so. (There is no power to set PHV fares.) Fare scales should be designed with a view to practicality. The Department sees it as good practice to review the fare scales at regular intervals, including any graduation of the fare scale by time of day or day of the week. Authorities may wish to consider adopting a simple formula for

deciding on fare revisions as this will increase understanding and improve the transparency of the process. The Department also suggests that in reviewing fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed. There may well be a case for higher fares at times of higher demand.

53. Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver. It is not good practice to encourage such negotiations at ranks, or for on-street hailings; there would be risks of confusion and security problems. But local licensing authorities can usefully make it clear that published fares are a maximum, especially in the context of telephone bookings, where the customer benefits from competition. There is more likely to be a choice of taxi operators for telephone bookings, and there is scope for differentiation of services to the customer's advantage (for example, lower fares off-peak or for pensioners).

54. There is a case for allowing any taxi operators who wish to do so to make it clear – perhaps by advertising on the vehicle – that they charge less than the maximum fare; publicity such as ‘5% below the metered fare’ might be an example.

DRIVERS

Duration Of Licences

55. It is obviously important for safety reasons that drivers should be licensed. But it is not necessarily good practice to require licences to be renewed annually. That can impose an undue burden on drivers and licensing authorities alike. Three years is the legal maximum period and is in general the best approach. One argument against 3-year licences has been that a criminal offence may be committed, and not notified, during the duration of the licence. But this can of course also be the case during the duration of a shorter licence. In relation to this, authorities will wish to note that the Home Office in April 2006 issued revised guidance for police forces on the Notifiable Occupations Scheme. Paragraphs 62-65 below provide further information about this scheme.

56. However, an annual licence may be preferred by some drivers. That may be because they have plans to move to a different job or a different area, or because they cannot easily pay the fee for a three-year licence, if it is larger than the fee for an annual one. So it can be good practice to offer drivers the choice of an annual licence or a three-year licence.

Acceptance of driving licences from other EU member states

57. Sections 51 and 59 of the Local Government (Miscellaneous Provisions) Act 1976 as enacted stated that an applicant for a taxi or private hire vehicle (PHV) driver's licence must have held a full ordinary GB driving licence for at least 12 months in order to be granted a taxi or PHV driver's licence. This requirement has subsequently been amended since the 1976 Act was passed. The Driving Licences (Community Driving Licence) Regulations 1996 (SI 1996 No 1974) amended sections 51 and 59 of the 1976 Act to allow full driving licences issued by EEA states to count towards the qualification

requirements for the grant of taxi and PHV driver's licences. Since that time, a number of central and eastern European states have joined the EU and the EEA and the Department takes the view that drivers from the Accession States are eligible to acquire a taxi or PHV driver's licence under the 1976 Act if they have held an ordinary driving licence for 12 months which was issued by an acceding State (see section 99A(i) of the Road Traffic Act 1988). To complete the picture, the Deregulation (Taxis and Private Hire Vehicles) Order 1998 (SI 1998 No 1946) gave equal recognition to Northern Ireland driving licences for the purposes of taxi and PHV driver licensing under the 1976 Act (see section 109(i) of the Road Traffic Act 1988, as amended).

Criminal Record Checks

58. A criminal record check is an important safety measure particularly for those working closely with children and the vulnerable. Taxi and PHV drivers can be subject to a Standard Disclosure (and for those working in "Regulated Activity" to an Enhanced Disclosure) through the Criminal Records Bureau. Both levels of Disclosure include details of spent and unspent convictions, cautions reprimands and final warnings. An Enhanced Disclosure may also include any other information held in police records that is considered relevant by the police, for example, details of minor offences, non-conviction information on the Police National Computer such as Fixed Penalty Notices and, in some cases, allegations. An Enhanced Disclosure is for those working in Regulated Activity¹ and the Government has produced guidance in relation to this and the new "Vetting and Barring Scheme" which is available at www.isa.gov.org.uk/default.aspx?page=402. [The Department will issue further advice as the new SVG scheme develops.]

59. In considering an individual's criminal record, local licensing authorities will want to consider each case on its merits, but they should take a particularly cautious view of any offences involving violence, and especially sexual attack. In order to achieve consistency, and thus avoid the risk of successful legal challenge, local authorities will doubtless want to have a clear policy for the consideration of criminal records, for example the number of years they will require to have elapsed since the commission of particular kinds of offences before they will grant a licence.

60. Local licensing authorities will also want to have a policy on background checks for applicants from elsewhere in the EU and other overseas countries. One approach is to require a certificate of good conduct authenticated by the relevant embassy. The Criminal Records Bureau website (www.crb.gov.uk) gives information about obtaining certificates of good conduct, or similar documents, from a number of countries.

61. It would seem best practice for Criminal Records Bureau disclosures to be sought when a licence is first applied for and then every three years, even if a licence is renewed annually, provided drivers are obliged to report all new convictions and cautions to the licensing authority.

¹ "Regulated Activity" is defined in The Safeguarding Vulnerable Groups Act 2006 (Miscellaneous Provisions) Regulations 2009

Notifiable Occupations Scheme

62. Under this Scheme, when an individual comes to the notice of the police and identifies their occupation as a taxi or PHV driver, the police are requested to notify the appropriate local licensing authority of convictions and any other relevant information that indicates that a person poses a risk to public safety. Most notifications will be made once an individual is convicted however, if there is a sufficient risk, the police will notify the authority immediately.

63. In the absence of a national licensing body for taxi and PHV drivers, notifications are made to the local licensing authority identified on the licence or following interview. However, it is expected that all licensing authorities work together should they ascertain that an individual is operating under a different authority or with a fraudulent licence.

64. The police may occasionally notify licensing authorities of offences committed abroad by an individual however it may not be possible to provide full information.

65. The Notifiable Occupations Scheme is described in Home Office Circular 6/2006 which is available at <http://www.basingstoke.gov.uk/CommitteeDocs/Committees/Licensing/20070710/3%20yr%20licences-update%20on%20hants%20constab%20procedures%20re%20Home%20office%20circ%206;2006-%20Appendix%202.pdf>. Further information can also be obtained from the Criminal Records Team, Joint Public Protection Information Unit, Fifth Floor, Fry Building, 2 Marsham Street, London SW1P 4DF; e-mail Samuel.Wray@homeoffice.gsi.gov.uk.

Immigration checks

66. The Department considers it appropriate for licensing authorities to check on an applicant's right to work before granting a taxi or PHV driver's licence. It is important to note that a Criminal Records Bureau check is not a Right to Work check and any enquires about the immigration status of an individual should be addressed to the Border and Immigration Agency. Further information can be found at www.bia.homeoffice.gov.uk/employingmigrants. More generally, the Border and Immigration Agency's Employers' Helpline (0845 010 6677) can be used by licensing staff to obtain general guidance on immigration documentation, although this Helpline is not able to advise on individual cases. The authority can obtain case specific immigration status information, including whether a licensing applicant is permitted to work or details of work restrictions, from the Evidence and Enquiry Unit, Floor 12, Lunar House, Wellesley Road, Croydon CR9 2BY. Further details on the procedures involved can be obtained by contacting the Unit (020 8196 3011).

Medical fitness

67. It is clearly good practice for medical checks to be made on each driver before the initial grant of a licence and thereafter for each renewal. There is general recognition that it is appropriate for taxi/PHV drivers to have more stringent medical standards than those applicable to normal car drivers because:

- they carry members of the general public who have expectations of a safe journey;
- they are on the road for longer hours than most car drivers; and
- they may have to assist disabled passengers and handle luggage.

68. It is common for licensing authorities to apply the “Group 2” medical standards – applied by DVLA to the licensing of lorry and bus drivers – to taxi and PHV drivers. This seems best practice. The Group 2 standards preclude the licensing of drivers with insulin treated diabetes. However, exceptional arrangements do exist for drivers with insulin treated diabetes, who can meet a series of medical criteria, to obtain a licence to drive category C1 vehicles (ie 3500-7500 kgs lorries); the position is summarised at Annex C to the Guidance. It is suggested that the best practice is to apply the C1 standards to taxi and PHV drivers with insulin treated diabetes.

Age Limits

69. It does not seem necessary to set a maximum age limit for drivers provided that regular medical checks are made. Nor do minimum age limits, beyond the statutory periods for holding a full driver licence, seem appropriate. Applicants should be assessed on their merits.

Driving Proficiency

70. Many local authorities rely on the standard car driving licence as evidence of driving proficiency. Others require some further driving test to be taken. Local authorities will want to consider carefully whether this produces benefits which are commensurate with the costs involved for would-be drivers, the costs being in terms of both money and broader obstacles to entry to the trade. However, they will note that the Driving Standards Agency provides a driving assessment specifically designed for taxis.

Language proficiency

71. Authorities may also wish to consider whether an applicant would have any problems in communicating with customers because of language difficulties.

Other training

72. Whilst the Department has no plans to make training courses or qualifications mandatory, there may well be advantage in encouraging drivers to obtain one of the nationally-recognised vocational qualifications for the taxi and PHV trades. These will cover customer care, including how best to meet the needs of people with disabilities. More information about these qualifications can be obtained from *GoSkills*, the Sector Skills Council for Passenger Transport. *GoSkills* is working on a project funded by the Department to raise standards in the industry and *GoSkills* whilst not a direct training provider, can guide and support licensing authorities through its regional network of Regional Managers.

73. Some licensing authorities have already established training initiatives and others are being developed; it is seen as important to do this in consultation with the local taxi and PHV trades. Training can cover customer care, including how best to meet the needs of people with disabilities and other sections of the community, and also topics such as the relevant legislation, road safety, the use of maps and GPS, the handling of emergencies, and how to defuse difficult situations and manage conflict. Training may also be considered for applicants to enable them to reach an appropriate standard of comprehension, literacy and numeracy. Authorities may wish to note that nationally recognised qualifications and training programmes sometimes have advantages over purely local arrangements (for example, in that the qualification will be more widely recognised).

Contact details are:

GoSkills, Concorde House, Trinity Park, Solihull, Birmingham, B37 7UQ.

Tel: 0121-635-5520

Fax: 0121-635-5521

Website: www.goskills.org

e-mail: info@goskills.org

74. It is also relevant to consider driver training in the context of the 2012 Olympic and Paralympic Games which will take place at a number of venues across the country. One of the key aims of the Games is to “change the experience disabled people have when using public transport during the Games and to leave a legacy of more accessible transport”. The Games provide a unique opportunity for taxi/PHV drivers to demonstrate their disability awareness training, and to ensure all passengers experience the highest quality of service.

Topographical Knowledge

75. Taxi drivers need a good working knowledge of the area for which they are licensed, because taxis can be hired immediately, directly with the driver, at ranks or on the street. So most licensing authorities require would-be taxi-drivers to pass a test of local topographical knowledge as a pre-requisite to the first grant of a licence (though the stringency of the test should reflect the complexity or otherwise of the local geography, in accordance with the principle of ensuring that barriers to entry are not unnecessarily high).

76. However, PHVs are not legally available for immediate hiring in the same way as taxis. To hire a PHV the would-be passenger has to go through an operator, so the driver will have an opportunity to check the details of a route before starting a journey. So it may be unnecessarily burdensome to require a would-be PHV driver to pass the same ‘knowledge’ test as a taxi driver, though it may be thought appropriate to test candidates’ ability to read a map and their knowledge of key places such as main roads and railway stations. The Department is aware of circumstances where, as a result of the repeal of the PHV contract exemption, some people who drive children on school contracts are being deterred from continuing to do so on account of overly burdensome topographical

tests. Local authorities should bear this in mind when assessing applicants' suitability for PHV licences.

PHV OPERATORS

77. The objective in licensing PHV operators is, again, the safety of the public, who will be using operators' premises and vehicles and drivers arranged through them.

Criminal Record Checks

78. PHV operators (as opposed to PHV drivers) are not exceptions to the Rehabilitation of Offenders Act 1974, so Standard or Enhanced disclosures cannot be required as a condition of grant of an operator's licence. But a Basic Disclosure, which will provide details of unspent convictions only, could be seen as appropriate, after such a system has been introduced by the Criminal Records Bureau. No firm date for introduction has yet been set; however, a feasibility study has been completed; the Criminal Records Bureau is undertaking further work in this regard. Overseas applicants may be required to provide a certificate of good conduct from the relevant embassy if they have not been long in this country. Local licensing authorities may want to require a reference, covering for example the applicant's financial record, as well as the checks outlined above.

Record Keeping

79. It is good practice to require operators to keep records of each booking, including the name of the passenger, the destination, the name of the driver, the number of the vehicle and any fare quoted at the time of booking. This information will enable the passenger to be traced if this becomes necessary and should improve driver security and facilitate enforcement. It is suggested that 6 months is generally appropriate as the length of time that records should be kept.

Insurance

80. It is appropriate for a licensing authority to check that appropriate public liability insurance has been taken out for premises that are open to the public.

Licence Duration

81. A requirement for annual licence renewal does not seem necessary or appropriate for PHV operators, whose involvement with the public is less direct than a driver (who will be alone with passengers). Indeed, a licence period of five years may well be appropriate in the average case. Although the authority may wish to offer operators the option of a licence for a shorter period if requested.

Repeal of the PHV contract exemption

82. Section 53 of the Road Safety Act 2006 repealed the exemption from PHV licensing for vehicles which were used on contracts lasting not less than seven days. The change came into effect in January 2008. A similar change was introduced in respect of London in March 2008. As a result of this change, local licensing authorities are considering a range of vehicles and services in the context of PHV licensing which they had not previously licensed because of the contract exemption.

83. The Department produced a guidance note in November 2007 to assist local licensing authorities, and other stakeholders, in deciding which vehicles should be licensed in the PHV regime and which vehicles fell outside the PHV definition. The note stressed that it was a matter for local licensing authorities to make decisions in the first instance and that, ultimately, the courts were responsible for interpreting the law. However, the guidance was published as a way of assisting people who needed to consider these issues. A copy of the guidance note can be found on the Department's web-site at: <http://www.dft.gov.uk/pgr/regional/taxis/rsa06privatehirevehicles> As a result of a recent report on the impact of the repeal of the PHV contract exemption, the Department will be revising its guidance note to offer a more definite view about which vehicles should be licensed as PHVs. The report is also on the Department's web-site at: <http://www.dft.gov.uk/pgr/regional/taxis/phvcontractexemption/>.

ENFORCEMENT

84. Well-directed enforcement activity by the local licensing authority benefits not only the public but also the responsible people in the taxi and PHV trades. Indeed, it could be argued that the safety of the public depends upon licensing authorities having an effective enforcement mechanism in place. This includes actively seeking out those operators who are evading the licensing system, not just licensing those who come forward seeking the appropriate licences. The resources devoted by licensing authorities to enforcement will vary according to local circumstances, including for example any difficulties with touting by unlicensed drivers and vehicles (a problem in some urban areas). Local authorities will also wish to liaise closely with the police. Multi-agency enforcement exercises (involving, for example, the Benefits Agency) have proved beneficial in some areas.

85. Local licensing authorities often use enforcement staff to check a range of licensed activities (such as market traders) as well as the taxi and PHV trades, to make the best use of staff time. But it is desirable to ensure that taxi and PHV enforcement effort is at least partly directed to the late-night period, when problems such as touting tend most often to arise. In formulating policies to deal with taxi touts, local licensing authorities might wish to be aware that the Sentencing Guidelines Council have, for the first time, included guidance about taxi touting in their latest Guidelines for Magistrates. The Guidelines, which came into effect in August 2008, can be accessed through the SGC's web-site - www.sentencing-guidelines.gov.uk.

86. Some local licensing authorities employ taxi marshals in busy city centres where there are lots of hirings, again perhaps late at night, to help taxi drivers picking up, and would-be passengers queuing for taxis.

87. As part of enforcement, local licensing authorities will often make spot checks, which can lead to their suspending or revoking licences. They will wish to consider carefully which power should best be used for this purpose. They will note, among other things, that section 60 of the Local Government (Miscellaneous Provisions) Act 1976 provides a right of appeal for the licence-holder, whereas section 68, which is also sometimes used, does not; this can complicate any challenge by the licence-holder.

88. Section 52 of the Road Safety Act 2006 amended the Local Government (Miscellaneous Provisions) Act 1976 such that local authorities can now suspend or revoke a taxi or PHV driver's licence with immediate effect on safety grounds. It should be stressed that this power can only be used where safety is the principal reason for suspending or revoking and where the risk justifies such an approach. It is expected that in the majority of cases drivers will continue to work pending appeal and that this power will be used in one-off cases. But the key point is that the law says that the power must be used in cases which can be justified in terms of safety. The Department is not proposing to issue any specific guidance on this issue, preferring to leave it to the discretion of licensing authorities as to when the power should be used.

TAXI ZONES

89. The areas of some local licensing authorities are divided into two or more zones for taxi licensing purposes. Drivers may be licensed to ply for hire in one zone only. Zones may exist for historical reasons, perhaps because of local authority boundary changes.

90. The Department recommends the abolition of zones. That is chiefly for the benefit of the travelling public. Zoning tends to diminish the supply of taxis and the scope for customer choice - for example, if fifty taxis were licensed overall by a local authority, but with only twenty five of them entitled to ply for hire in each of two zones. It can be confusing and frustrating for people wishing to hire a taxi to find that a vehicle licensed by the relevant local authority is nonetheless unable to pick them up (unless pre-booked) because they are in the wrong part of the local authority area. Abolition of zones can also reduce costs for the local authority, for example through simpler administration and enforcement. It can also promote fuel efficiency, because taxis can pick up a passenger anywhere in the local authority area, rather than having to return empty to their licensed zone after dropping a passenger in another zone.

91. It should be noted that the Government has now made a Legislative Reform Order which removed the need for the Secretary of State to approve amalgamation resolutions made by local licensing authorities. The Legislative Reform (Local Authority Consent Requirements)(England and Wales) Order 2008 came into force in October 2008. Although these resolutions no longer require the approval of the Secretary of State, the statutory procedure for making them – in paragraph 25 of schedule 14 to the Local Government Act 1972- remains the same.

FLEXIBLE TRANSPORT SERVICES

92. It is possible for taxis and PHVs to provide flexible transport services in a number of different ways. Such services can play a valuable role in meeting a range of transport

needs, especially in rural areas – though potentially in many other places as well. In recent years there has been a significant increase in the provision of flexible services, due partly to the availability of Rural Bus Subsidy Grant and Rural Bus Challenge Support from the Department.

93. The Department encourages local licensing authorities, as a matter of best practice, to play their part in promoting flexible services, so as to increase the availability of transport to the travelling public. This can be done partly by drawing the possibilities to the attention of taxi and PHV trade. It also should be borne in mind that vehicles with a higher seating capacity than the vehicles typically licensed as taxis (for example those with 6, 7 or 8 passenger seats) may be used for flexible services and should be considered for licensing in this context.

94. The main legal provisions under which flexible services can be operated are:

- **Shared taxis and PHVs – advance bookings (section 11, Transport Act 1985):** licensed taxis and PHVs can provide a service at separate fares for up to eight passengers sharing the vehicle. The operator takes the initiative to match up passengers who book in advance and agree to share the vehicle at separate fares (lower than for a single hiring). An example could be passengers being picked up at home to go to a shopping centre, or returning from the shops to their homes. The operator benefits through increased passenger loadings and total revenues.
- **Shared taxis – immediate hirings (section 10, Transport Act 1985):** such a scheme is at the initiative of the local licensing authority, which can set up schemes whereby licensed taxis (not PHVs) can be hired at separate fares by up to eight people from ranks or other places that have been designated by the authority. (The authority is required to set up such a scheme if holders of 10% or more of the taxi licences in the area ask for one.) The passengers pay only part of the metered fare, for example in going home after a trip to the local town, and without pre-booking, but the driver receives more than the metered fare.
- **Taxibuses (section 12, Transport Act 1985):** owners of licensed taxis can apply to the Traffic Commissioner for a 'restricted public service vehicle (PSV) operator licence'. The taxi owner can then use the vehicle to run a bus service for up to eight passengers. The route must be registered with the Traffic Commissioner and must have at least one stopping place in the area of the local authority that licensed the taxi, though it can go beyond it. The bus service will be eligible for Bus Service Operators Grant (subject to certain conditions) and taxibuses can be used for local authority subsidised bus services. The travelling public have another transport opportunity opened for them, and taxi owners have another business opportunity. The Local Transport Act 2008 contains a provision which allows the owners of PHVs to acquire a special PSV operator licence and register a route with the traffic commissioner. A dedicated leaflet has been sent to licensing authorities to distribute to PHV owners in their area alerting them to this new provision.

95. The Department is very keen to encourage the use of these types of services. More details can be found in the Department's publication 'Flexible Transport Services' which can be accessed at:

<http://www.dft.gov.uk/pgr/regional/buses/bol/flexibletransportservices>

LOCAL TRANSPORT PLANS

96. The Transport Act 2000 as amended by the Transport Act 2008, requires local transport authorities in England outside London to produce and maintain a Local Transport Plan (LTP), having regard to any guidance issued by the Secretary of State. The latest guidance published in July 2009 will cover the next round of LTPs from 2011. LTPs set out the authority's local transport strategies and policies for transport in their area, and an implementation programme. 82 LTPs covering all of England outside London have been produced and cover the period up to 2011. From 2011 local authorities will have greater freedom to prepare their LTPs to align with wider local objectives.

97. All modes of transport including taxi and PHV services have a valuable part to play in overall transport provision, and so local licensing authorities have an input to delivering the LTPs. The key policy themes for such services could be availability and accessibility. LTPs can cover:

- quantity controls, if any, and plans for their review;
- licensing conditions, with a view to safety but also to good supply of taxi and PHV services;
- fares;
- on-street availability, especially through provision of taxi ranks;
- vehicle accessibility for people with disabilities;
- encouragement of flexible services.

TAXI AND PRIVATE HIRE VEHICLE LICENSING: BEST PRACTICE GUIDANCE

Useful questions when assessing quantity controls of taxi licences

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

Questions relating to the policy of controlling numbers

- Have you recently reviewed the need for your policy of quantity controls?
- What form did the review of your policy of quantity controls take?
- Who was involved in the review?
- What decision was reached about retaining or removing quantity controls?
- Are you satisfied that your policy justifies restricting entry to the trade?
- Are you satisfied that quantity controls do not:
 - reduce the availability of taxis;
 - increase waiting times for consumers;
 - reduce choice and safety for consumers?
- What special circumstances justify retention of quantity controls?
- How does your policy benefit consumers, particularly in remote rural areas?
- How does your policy benefit the trade?
- If you have a local accessibility policy, how does this fit with restricting taxi licences?

Questions relating to setting the number of taxi licences

- When last did you assess unmet demand?
- How is your taxi limit assessed?
- Have you considered latent demand, ie potential consumers who would use taxis if more were available, but currently do not?
- Are you satisfied that your limit is set at the correct level?
- How does the need for adequate taxi ranks affect your policy of quantity controls?

Questions relating to consultation and other public transport service provision

- When consulting, have you included etc
 - 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?
- Do you receive representations about taxi availability?
- What is the level of service currently available to consumers (including other public transport modes)?

TAXI AND PRIVATE HIRE VEHICLE LICENSING: BEST PRACTICE GUIDANCE

Notice for taxi passengers - what you can expect from the taxi trade and what the taxi trade can expect from you

The driver will:

- ***Drive with due care and courtesy towards the passenger and other road users.***
- ***Use the meter within the licensed area, unless the passenger has agreed to hire by time.***
- ***If using the meter, not start the meter until the passenger is seated in the vehicle.***
- ***If travelling outside the licensed area, agree the fare in advance. If no fare has been negotiated in advance for a journey going beyond the licensing area then the driver must adhere to the meter.***
- ***Take the most time-efficient route, bearing in mind likely traffic problems and known diversions, and explain any diversion from the most direct route.***

The passenger will:

- ***Treat the vehicle and driver with respect and obey any notices (e.g. in relation to eating in the vehicle).***
- ***Ensure they have enough money to pay the fare before travelling. If wishing to pay by credit card or to stop on route to use a cash machine, check with the driver before setting off.***
- ***Be aware of the fare on the meter and make the driver aware if it is approaching the limit of their financial resources.***
- ***Be aware that the driver is likely to be restricted by traffic regulations in relation to where s/he can stop the vehicle.***

Notice for PHV passengers - what you can expect from the PHV trade and what the PHV trade can expect from you

The driver will:

- ***Ensure that the passenger has pre-booked and agrees the fare before setting off.***
- ***Drive with due care and courtesy towards the passenger and other road users.***
- ***Take the most time-efficient route, bearing in mind likely traffic problems and known diversions, and explain any diversion from the most direct route.***

The passenger will:

- ***Treat the vehicle and driver with respect and obey any notices (eg. in relation to eating in the vehicle).***
- ***Ensure they have enough money to pay the fare before travelling. If wishing to pay by credit card or to stop on route to use a cash machine, check with the driver before setting off.***
- ***Be aware that the driver is likely to be restricted by traffic regulations in relation to where s/he can stop the vehicle.***

TAXI AND PRIVATE HIRE VEHICLE LICENSING: BEST PRACTICE GUIDANCE**Assessing applicants for a taxi or PHV driver licence in accordance with C1 standard**

Exceptional circumstances under which DVLA will consider granting licences for vehicles over 3.5 tonnes or with more than 8 passenger seats.

Insulin treated diabetes is a legal bar to driving these vehicles. The exceptional arrangements that were introduced in September 1998 were only in respect of drivers who were employed to drive small lorries between 3.5 tonnes and 7.5 tonnes (category C1). The arrangements mean that those with good diabetic control and who have no significant complications can be treated as "exceptional cases" and may have their application for a licence for category C1 considered. The criteria are

- To have been taking insulin for at least 4 weeks;
- Not to have suffered an episode of hypoglycaemia requiring the assistance of another person whilst driving in the last 12 months;
- To attend an examination by a hospital consultant specialising in the treatment of diabetes at intervals of not more than 12 months and to provide a report from such a consultant in support of the application which confirms a history of responsible diabetic control with a minimal risk of incapacity due to hypoglycaemia;
- To provide evidence of at least twice daily blood glucose monitoring at times when C1 vehicles are being driven (those that have not held C1 entitlement in the preceding 12 months may provide evidence of blood glucose monitoring while driving other vehicles);
- To have no other condition which would render the driver a danger when driving C1 vehicles; and
- To sign an undertaking to comply with the directions of the doctor(s) treating the diabetes and to report immediately to DVLA any significant change in condition.

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The Index of Significant Unmet Demand (ISUD) was developed in the early 1990's and is based on the following formula. The SF element was introduced in 2003 and the LDF element was introduced in 2006 to reflect the increased emphasis on latent demand in DfT Guidance.

$$\text{ISUD} = \text{APD} \times \text{PF} \times \text{GID} \times \text{SSP} \times \text{SF} \times \text{LDF}$$

Where:

APD = Average Passenger Delay calculated across the entire week in minutes.

PF = Peaking Factor. If passenger demand is highly peaked at night the factor takes the value of 0.5. If it is not peaked the value is 1. Following case law this provides dispensation for the effects of peaked demand on the ability of the Trade to meet that demand. To identify high peaking we are generally looking for demand at night (at weekends) to be substantially higher than demand at other times.

GID = General Incidence of Delay. This is measured as the proportion of passengers who travel in hours where the delay exceeds one minute.

SSP = Steady State Performance. The corollary of providing dispensation during the peaks in demand is that it is necessary to focus on performance during "normal" hours. This is measured by the proportion of hours during weekday daytimes when the market exhibits excess demand conditions (i.e. passenger queues form at ranks).

SF = Seasonality Factor. Due to the nature of these surveys it is not possible to collect information throughout an entire year to assess the effects of seasonality. Experience has suggested that hackney demand does exhibit a degree of seasonality and this is allowed for by the inclusion of a seasonality factor. The factor is set at a level to ensure that a marginal decision either way obtained in an "untypical" month will be reversed. This factor takes a value of 1 for surveys conducted in September to November and March to June, i.e. "typical" months. It takes a value of 1.2 for surveys conducted in January and February and the longer school holidays, where low demand the absence of contract work will bias the results in favour of the hackney trade, and a value of 0.8 for surveys conducted in December during the pre Christmas rush of activity. Generally, surveys in these atypical months, and in school holidays, should be avoided.

LDF = Latent Demand Factor. This is derived from the public attitude survey results and provides a measure of the proportion of the public who have given up trying to obtain a hackney carriage at either a rank or by flag down during the previous three months. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a tactical response to the latest DfT guidance.

The product of these six measures provides an index value. The index is exponential and values above the 80 mark have been found to indicate significant unmet demand.

This benchmark was defined by applying the factor to the 25 or so studies that had been conducted at the point it was developed. These earlier studies had used the same principles but in a less structured manner. The highest ISUD value for a study where a conclusion of no significant unmet demand had been found was 72. The threshold was therefore set at 80.

From: Sheikh M Rashel <[REDACTED]>
Sent: 08 January 2018 16:41
To: Karen O'Connor; Yvonne O'Donnell
Cc: [REDACTED]

Subject: Re: saloon taxis

Dear Karen O'Conno,

Under the Demand Survey I wish to propose for the more saloon taxis.

The requirement here in Cambridge for Wheelchair Accessible Vehicle (WAV) is 35% and we sit on 63%. In my understanding that's one of highest number (in proportion) of WAVs in the country.

You may know out of 121 saloons, all except for 1 is a station permit holder; including 47 WAVs, totalling 167 who have access station for court rank. Total number of Hackney Carriage is 321.

Nearly all of those authorised taxis largely work of the station rank, for the reasons its an economically viable option and ranking is usually convenient; unlike town centre ranks where taxis often risk over ranking and volume of work is considerably less during daytime. Therefore, a noticeable shortage of saloon taxis in town centre.

A large proportion of daytime taxi users are elderly who find WAVs difficult to enter or exit, and prefer a saloon car for that reason. For some elderly, WAV is not an option and as trade members we are helpless. Our only option is to book a saloon taxi or for the passenger to wait, sometimes up to 20 or 30 mins in all weather conditions.

Disability can take many forms and most people of disability are not on wheelchair, our fleet must consist of a variety of vehicles that represents the demographics of all users.

I have only been approached 7 times in nearly ten years by a disabled person requiring wheelchair access on the Rank. In my experience most disabled people usually phone for a taxi from where they are and do not proceed to a rank. However, elderly and people of other disabilities approach me at least once a week and I am having to pass work on.

May I respectfully urge licensing officers to make your own observation in town and station rank.

As volunteer trade representative for 5 years, I have always supported the need of public. If 87 WAVs are granted to switch over to saloon, they could be eco friendly, perhaps hybrid and meet Councils forthcoming low emission requirement, therefore the wider public will benefit.

Thank you for your time and consideration.

Kind regards,

Rashel Mohammed

Chairman

Cambridge Hackney & Private Hire Association



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 Suzanne Goff, Strategy Officer on 01223 457174 or email suzanne.goff@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:

Limiting the number of Hackney Carriage Vehicles (HCV)

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

Cambridge City Council Licenses both Hackney Carriages (HCV) and private hire vehicles (PHV) to operate in the City. HCVs operate from ranks and can be hailed in the street and they can also accept pre-booked fares, either direct or from a licensed operator. PHVs may only accept pre-booked fares from an operator. However, there is no power for the Council to limit their numbers, nor to regulate those licensed by other Councils and operating in the city. The Transport Act 1985 allows the Council to limit the number of HCVs it licenses, but only if it is satisfied that there is no significant demand for HCVs which is unmet.

In 1997 Members asked for a report to remove the limitation on the number of licences issued. At full Council on 20th July 2000 the decision was made to de-limit the number of HCV licences issued with effect from 1st July 2001, with the continued condition that any new HCV licences issued had to be for wheel chair accessible vehicles, but not necessarily a purpose-built HCV.

In 2011 the taxi trade requested that a further survey should be carried out, and a demand survey was carried out in 2012 to determine if there were enough HCV, the survey also covered disabled accessibility issues. Stake holders included police County Council other departments at the City Council, businesses, taxi trade, taxi users, public and disability groups. During the 2012 survey there was lack of engagement by the trade so further research was conducted in 2014.

At Licensing Committee on 26th January 2015 Members agreed that a limit should be set at 321 and this policy should be reviewed after 3 years.

On the 20th March 2017 a report was brought to Licensing Committee recommending that Officers procure a company to carry out a further demand survey to establish if there is significant demand for the services of HCVs which is unmet.

Following the tendering process, LSVA was appointed to undertake the survey, and review accessibility and air quality. This took place between June and November 2017. This committee report is recommending whether to limit the number of hackney carriage vehicles.

From the initial assessment of this EQiA further evidence is required around ethnicity, age, gender and transgender. Historically this data has not been collected, and we will be working to collect the evidence to develop this EQiA with the various equality groups.

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):
Disabled Groups

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:

Service: Environmental Services

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):

Legal , Corporate Strategy, Disability Groups

Taxi trade representatives

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 – in particular, please consider any safeguarding issues for children and vulnerable adults)

See Section 2 further evidence is required to determine potential impact

(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)

This report highlighted the need to have a number of different styles of vehicles on the fleet. Currently there are 65% of Wheelchair accessible Hackney Carriage on the fleet, and 35% Saloon vehicles. The disability groups were consulted but no response was received. The trade would like to see more saloons . Wheelchair accessible vehicles are heavy polluters so from an air quality this needs to improve. We are working with industry to gain an understanding as to when electric wheelchair vehicles will be available

(c) Gender

See Section 2 further evidence is required to determine potential impact

(d) Pregnancy and maternity

Not applicable

(e) Transgender (including gender re-assignment)

See Section 2 further evidence is required to determine potential impact

(f) Marriage and Civil Partnership

Not applicable

(g) Race or Ethnicity

See Section 2 further evidence is required to determine potential impact

(h) Religion or Belief

Not applicable

(i) Sexual Orientation

Not applicable

(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):

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

This is an initial EQiA, and further evidence is required to develop this EQiA further

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 Suzanne Goff, Strategy Officer, who will arrange for it to be published on the City Council's website.
Email suzanne.goff@cambridge.gov.uk

10. Sign off

Name and job title of assessment lead officer:

Yvonne O'Donnell

Environmental Health Manager

Names and job titles of other assessment team members and people consulted:

Date of completion: 15.01.2017

Date of next review of the assessment:

Action Plan

Equality Impact Assessment title:

Limiting the number of Hackney

Carriage Vehicles

Date of completion: 15.01.2017

Equality Group	Age
Details of possible disadvantage or negative impact	See section 2 and 7
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Disability
Details of possible disadvantage or negative impact	See Section 2
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Gender
Details of possible disadvantage or negative impact	See section 2 and 7
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

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

Equality Group	Transgender
Details of possible disadvantage or negative impact	See section 2 and 7
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

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

Equality Group	Race or Ethnicity
Details of possible disadvantage or negative impact	See section 2 and 7
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

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

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

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