LANCASTER
CITY COUNCIL

Promoting City, Coast & Countryside

Committee: **LICENSING REGULATORY COMMITTEE**

Date: **THURSDAY, 1 JUNE 2017**

Venue: **MORECAMBE TOWN HALL**

Time: **1.00 P.M.**

A G E N D A

1. **Apologies for Absence**

2. **Appointment of Vice-Chairman**

   To appoint a Vice-Chairman for the 2017/18 municipal year.

3. **Minutes**

   Minutes of the meeting held on 23 March 2017 (previously circulated).

4. **Items of Urgent Business authorised by the Chairman**

5. **Declarations of Interest**

   To receive declarations by Members of interests in respect of items on this Agenda.

   Members are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting.)

   Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Members should declare any disclosable pecuniary interests which they have already declared in the Register at this point in the meeting.

   In accordance with Part B, Section 2 of the Code of Conduct, Members are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

   Matters for Decision

6. **Hackney Carriage Demand Survey** (Pages 1 - 91)

   Report of the Licensing Manager

7. **Setting of Licensing Fees for Animal-related Licensing for the Financial Year 2017/18** (Pages 92 - 96)

Report of the Chief Officer (Health & Housing)

8. **Proposed Variation of Hackney Carriage Fares** (Pages 97 - 101)

Report of the Food, Safety & Licensing Manager

Exclusion of the Press and Public

9. **Exempt Items**

The Committee is recommended to pass the following recommendation in relation to the following items:

"That, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business, on the grounds that they could involve the possible disclosure of exempt information, as defined in paragraph 1 of Schedule 12A of that Act."

Members are reminded that, whilst the following items have been marked as exempt, it is for the Committee itself to decide whether or not to consider them in private or in public. In making the decision, Members should consider the relevant paragraph of Schedule 12A of the Local Government Act 1972, and also whether the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In considering their discretion, Members should also be mindful of the advice of Council officers.

10. **Existing Dual Driver's Licence - Leon Harpley** (Pages 102 - 106)

Report of the Licensing Manager

11. **Notification of Decision taken under the Urgent Business Procedure - Existing Private Hire Driver - Stephen John Knight** (Pages 107 - 117)

Report of the Democratic Services Manager

ADMINISTRATIVE ARRANGEMENTS

(i) Membership

Councillors Colin Hartley (Chairman), Alan Biddulph, Susie Charles, Mel Guilding, Tim Hamilton-Cox, Janice Hanson, Joan Jackson, Terrie Metcalfe and Robert Redfern

(ii) Substitute Membership

Councillors Sheila Denwood, Rebecca Novell, Sylvia Rogerson, Oscar Thynne and John Wild

(iii) Queries regarding this Agenda

Please contact Jane Glenton, Democratic Services - telephone (01524) 582068, or email jglenton@lancaster.gov.uk.

(iv) Changes to Membership, substitutions or apologies

Please contact Democratic Support, telephone (01524) 582170, or email democraticsupport@lancaster.gov.uk.

SUSAN PARSONAGE,
CHIEF EXECUTIVE,
TOWN HALL,
DALTON SQUARE,
LANCASTER, LA1 1PJ

Published on Tuesday, 23 May 2017.

LICENSING REGULATORY COMMITTEE

Hackney Carriage Demand Survey
1st June 2017

Report of the Licensing Manager

PURPOSE OF REPORT To enable Members to consider the findings of the survey conducted by CTS Traffic and Transportation Ltd.
This report is public

RECOMMENDATIONS

Members are asked to consider the CTS Traffic and Transportation Ltd (CTS) report, and to consider what action to take in the light of the findings of the survey.

1.0 Report

1.1 As Members will be aware, the Council currently has a policy of restricting the number of Hackney Carriage licences issued. However, in maintaining such a policy the Council has to provide evidence that there is no significant unmet demand for Hackney Carriage services within the area in order to be in a position to refuse any new applications for additional licences. For this purpose, it is considered necessary to commission an independent survey to assess the level of demand for Hackney Carriage services, and that such a survey should be conducted by an organisation specialising in this area of work.

1.2 Members may recall that in 2013 a Hackney Carriage demand survey was carried out by CTS on the Council's behalf. At that time, CTS concluded that there was no significant unmet demand for Hackney Carriages and at a meeting of the Licensing Regulatory Committee held on the 27th March 2014 members resolved to maintain the existing policy restricting the number of Hackney Carriages licensed to 108. There is a general acceptance that the findings of Hackney Carriage demand surveys are valid for no longer than three years.

1.3 In late 2016, another survey of the demand for the services of Hackney Carriages in the district was carried out by CTS. A copy of the full CTS report is attached to this report, and Mr Millership of CTS will be in attendance to present the findings and to answer any questions that Members may have. The survey was carried out on the basis that there are currently 108 hackney carriage vehicles in Lancaster.

1.4 Members will note from the attached report that on the basis of the analyses conducted, CTS has concluded that there does appears to be some unmet demand for Hackney Carriages at this time, but concludes that this may be because of the way the Hackney Carriage are operating.

1.5 The present legal provision on quantity restrictions outside London is set out in section 16 of the Transport Act 1985. This provides that the grant of a taxi (Hackney Carriage) licence may be refused, for the purpose of limiting the numbers of licensed taxi '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'.

Members should be aware that in the event of a challenge to a decision to refuse a licence, the local authority concerned would have to prove that it had, reasonably, been satisfied that there was no significant unmet demand.

1.6 In any consideration of whether to review the Council's existing policy, Members are reminded that the Council retains the discretion to maintain a restriction on the number of Licensed Hackney carriages or not. However, Members should also be aware that the Department for Transport offers advice in relation to the maintaining of quantity restrictions and that it argues against restricting numbers, pointing out that restricting numbers will lead to an increase in the value of individual plates.

1.7 Members will recall that before this survey was commissioned a report was presented to committee in relation to the lack of availability of wheelchair accessible vehicles. Members at that time resolved to ask the licensing manager to request that the survey should cover this matter and that no decision would be made in respect of availability of wheelchair accessible vehicles until the results of the survey were known.

1.8 Members are therefore requested to consider the findings of the report together with the options set out below.

2.0 Options

The main options available to the Committee are:

a) To maintain the existing policy unchanged, restricting the number of Hackney Carriage licences to 108, or

b) To consider reviewing the existing policy on the issue of Hackney Carriage licences and allow for an increase beyond the current number.

Should Members be minded to consider a proposal to review the existing policy on the issue of Hackney Carriage licences, it would be necessary to consult all current stakeholders in that process.

3.0 Conclusion

3.1 Members are requested to determine what action to take following CTS findings contained in the report and having had the opportunity to question the author after his presentation to the Committee.

3.2 CTS have stated in the report that they are satisfied that the Council could withstand an appeal in relation to the refusal of a grant of a Hackney Carriage proprietor's licence. However, in order to refuse the grant of a licence, members should be satisfied that there is no significant unmet demand.

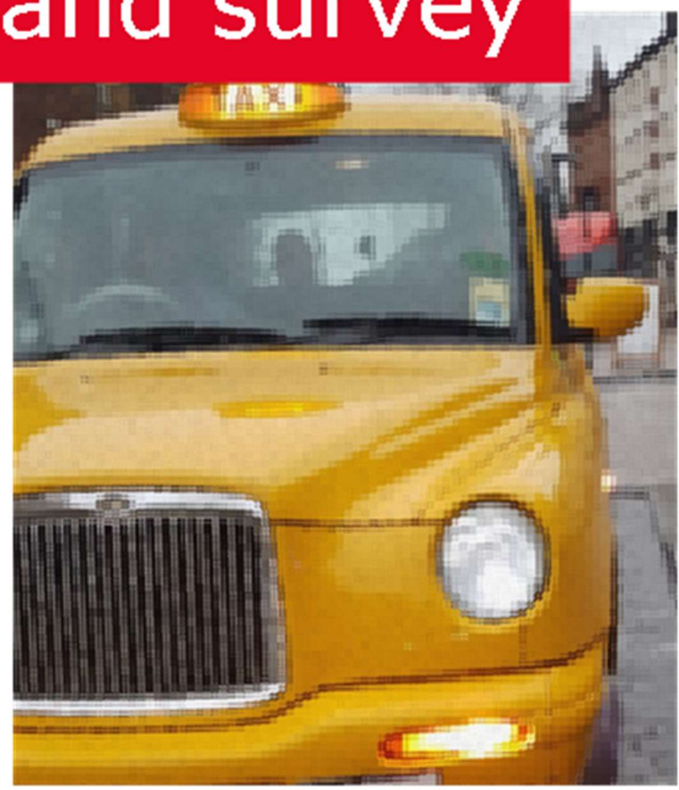
3.3 Members will note the report's conclusions in relation to the availability of Wheelchair Accessible vehicles and may wish to request the Licensing Manager to provide a separate report to the committee in response, identifying potential options to address the matter more fully.

CONCLUSION OF IMPACT ASSESSMENT **(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)** There are no such implications arising from this report.
FINANCIAL IMPLICATIONS There are no financial implications arising from the report at this stage. The 2017/18 budget is based on 108 Hackney Carriage licences and in the event that the number of licences is maintained at 108, the licence fee income will remain unchanged. Should Members be minded to review the policy on limiting the number of licences issued, the budget implications would be explored further at that stage.
LEGAL IMPLICATIONS There are no direct legal implications at this stage. If Members are minded to continue to limit the number of licences to 108, the detailed analysis conducted by CTS would be used to support refusal of any subsequent application for an additional Hackney Carriage licence.

BACKGROUND PAPERS CTS Traffic and Transportation Ltd survey report.	**Contact Officer:** David Lingard **Telephone:** 01524 **E-mail:** dlingard@lancaster.gov.uk **Ref:**

TRAFFIC + TRANSPORTATION

Unmet demand survey



Lancaster City Council
May 2017

Executive Summary

This Unmet demand survey has been undertaken on behalf of Lancaster City Council 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 a short review of the research undertaken and the body of evidence on which the Committee can determine its decision in regard to the current policy restricting hackney carriage vehicle numbers in the Lancaster licensing area.

CTS were appointed in late July 2016 and held our inception meeting in early August. The survey covered the period between then and early January 2017, with on-street interviews and rank observations in September 2016, trade input during October 2016 and key stakeholder contact throughout the survey period. This Report is being presented to committee in June 2017.

The present Lancaster licensing area licensed vehicle fleet comprises 108 hackney carriages, of which 14% are formally WAV style whilst a further 19% are informally WAV style, and 233 private hire vehicles around the time of the survey. Lancaster has limited hackney carriage vehicle numbers since at leat 1994, but has issued additional licences over the period to date, with regular review by survey of the level of vehicles and the limit policy itself. This survey is the latest in the regular series of studies, generally undertaken every three years following the Department for Transport Best Practice Guidance (DfT BPG).

Since 1994, hackney carriage vehicle numbers have been increased by 14% whilst private hire have seen growth of 79%, although there was a peak level which was higher than this in 2011. However, total driver numbers have tended to decline over this period, suggesting a tendency for reducing demand. The present hackney carriage fleet has both saloon and WAV style vehicles, but also mixes with private hire in that most large companies tend to operate both hackney carriage and private hire within their individual fleets.

At the time of this survey, rank availability in Lancaster has been the best it has been for some while, with key road works completed. However, Morecambe has seen change in its ranks since the last survey, although these also were established by the time the survey was undertaken. Unusually, there is little abuse of ranks by non licensed vehicles in this area, although much of this arises from rank design and some from high usage levels.

Our rank work identified the proportion of WAV at ranks about the same as the level within the fleet. This suggests an average of one in three vehicles at ranks being WAV style.

Overall demand is about 16% down from the last survey, with reduced levels of service to major ranks following from this. The smaller ranks tend to be serviced more by passing vehicles or by passengers making calls and agreeing to meet vehicles at the ranks. The top three active ranks in the area each share about the same levels of usage. The Lancaster rail rank has seen growth in patronage about the same level as the nationally observed growth in usage of the station. The main Morecambe rank has seen a reduction in usage whilst the two main central Lancaster ranks have both increased use by about 5%. A key night rank has effectively ceased to be used with closure of the main club nearby.

Despite night demand changes, the overall profile of demand remains focused on a Saturday night peak.

Vehicles tend to focus on either Morecambe or Lancaster and our current survey found reduced demand had led to people working shorter shifts, with more work for the telephone element of demand. About 40% of the vehicles were needed to meet the busiest day demand, leaving plenty of spare capacity available to service growth at ranks if and when it occurred.

In this on street survey of pedestrians more said they had used a vehicle in the last three months than three years ago. Licensed vehicle usage had also increased, but the proportion saying they used hackney carriages, and used them from ranks, had fallen. For Lancaster, most people used mixed hackney carriage / private hire fleets when they made phone calls whilst for Morecambe the tendency was using companies that were purely private hire.

Various indicators suggested people were satisfied with the service received – but with little that could be changed to encourage more use. Latent demand was similarly low at just 1.5%.

Key stakeholders tended to refer most to private hire. The police main issue was over-ranking rather than vehicle under-supply. A key issue was very specific complaints about poor service to those with disabilities, particularly those needing WAV style vehicles, although this mainly referred to those making telephone bookings.

A good trade response level (10%) confirmed reduced working hours, with 69% working on telephone circuits across the whole set of respondents. Ranks were generally the second most method of obtaining fares. The issue with disabilities was countered by several drivers who told us they focused on servicing this market.

85% of all respondents, including many private hire, felt that retaining the current policy of limiting vehicle numbers remained correct.

Use of the industry standard index of significance of unmet demand (ISUD) found there was unmet demand, and that it was not far above the level which would usually be counted as being significant. Most parts of the index have changed in a way that demonstrates poorer service being provided to ranks, although to counter this latent demand has reduced.

Some of the issue relates to the small size of the North Road rank and the lack of waiting space, making it hard to react to anything other than very steady demand. Further, lower demand has increased the number of hackney carriages servicing telephone demand options which has tended to reduce the level of vehicles waiting at ranks. However, this has been mis-matched by people wanting service from the key ranks. A further response has been a tendency for reduction in private hire vehicles as drivers prefer to work as hackney carriage for the flexibility it offers. This is countered by the clear conclusion that people are happy with the service provided and confident to wait if there is no vehicle as they know one will come within a reasonable time scale. The trade also appear to be more content with the way of working.

The present industry has also – relatively uniquely around the country – willingly added WAV style vehicles to the hackney carriage fleet.

The weight of evidence together suggests that there would be little value in adding extra hackney carriage plates at this point in time. However, action does need to be seen in terms of several identified issues:

- Gaps in WAV phone service reaction need to be dealt with
- Ensure a focus on providing sufficient vehicles to meet demand at the three main ranks
- Identify a way to provide extra feeder space at North Road
- Provide better signage for ranks

Further details of recommendations are included in the main report

Contents

1 General introduction and background

Lancaster City Council is responsible for the licensing of hackney carriage and private hire vehicles operating within the Council area and is the licensing authority for this complete area. It retains a limit on the number of hackney carriage vehicles licensed. This is the only element of the licensed vehicle trade that can be so restricted. There is no legal means by which either private hire vehicle numbers, private hire or hackney carriage driver numbers, or the number of private hire operators can be limited. DfT sources suggest this limit has been in place since at least 1994. Prior to this survey, previous tests of the validity of the limit and its level were undertaken in 2013 and 2010.

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

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

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

The upshot of all these reviews in respect of the principal subject of this survey is that local authorities retain the right to restrict the number of hackney carriage vehicle licences. The Law Commission conclusion included retention of the power to limit hackney carriage vehicle numbers but utilizing a public interest test determined by the Secretary of State. It also suggested the three-year horizon also be used for rank reviews and accessibility reviews.

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

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". However, BPG does not provide any guidance at all in terms of what to do if unmet demand is identified, or if authorities are considering imposing a limit where one is not currently applied.

Most of the practical application of the implications of estimates of unmet demand and its significance are in the hands of the licensing committee of the area, and the Law Commission also recognized political decisions were also valid reasons for specific course of action. This acknowledges the councillors duties to protect the public of and in their area within the wide background as well as directly within current court guidance (which is not extensive).

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), and 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).

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 in the vehicle safely elsewhere
- 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 enaction is from April 2017. This will be permissive rather than compelling and effectively adds a further option for authorities to opt in to if they so determine. There is no requirement for any authority to follow this route if they do not chose to do so. Further, even if this route is chosen, drivers can seek to opt out of application of section 165 to them (but only on medical grounds).

There remains no confirmation of any timetable for instigating either the remainder of the Equality Act or the Law Commission recommendations.

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. In this latter case if no booking is made, it sees such passengers not insured for their journey. This can further complicate the view to the public as some private hire operators also hold public service vehicle licences to allow them to operate larger vehicles, some of which may well provide disability services such as vehicles with tail lifts.

2 Local background and context

Key dates for this Unmet demand survey for Lancaster City Council are:

- appointed CTS Traffic and Transportation on 28th July 2016
- in accordance with our proposal of June 2016
- as confirmed during the inception meeting for the survey held on 9th August 2016
- this survey was carried out between 9th August 2016 and early January 2017
- On street pedestrian survey work and the video rank observations occurred in September 2016
- Licensed vehicle driver opinions and operating practices were identified from an all-driver survey using a questionnaire issued after the rank surveys and returned within October 2016
- Key stakeholders were consulted throughout the period of the survey
- A draft of this Final Report was reviewed by the client during March 2017
- and reported to the appropriate Council committee in June 2017.

Lancaster City Council area has a current population of 140,700 using the 2016 estimates currently available from the 2011 census. This is a marginal level of growth from the 140,300 in 2013. The area retains four main centres of population, Lancaster, Morecambe, Heysham and Carnforth. The first two retain the bulk of the population, although their remains around a third of the population located in Carnforth and the rural parts of the council area.

Lancaster lies just off the principal M6 route between the Midlands, North West and Scotland. It also has the only station on the West Coast main line within the authority. Access to Morecambe, Heysham and Carnforth are by secondary routes from both a highway and public transport perspective. Trans-pennine links also exist along what is now the northern boundary of the 'Northern Powerhouse'.

In terms of background council policy, Lancaster City Council is one of twelve districts within the higher tier Lancashire County authority. There are two further authorities in the former Lancashire area which are now unitary. Both of these currently limit hackney carriage vehicle numbers and review this regularly. Five other Lancashire districts also limit and review regularly, with one district which retains a limit but has not reviewed this in the recent past. At the time of writing of this report, two other of the limited authorities are also currently considering the significance of unmet demand for their area.

Highway and transport powers are all at the higher tier County authority level. The Lancashire Local Transport Plan covers the 2011 to 2026 period and is being delivered using five separate masterplans. The main reference to hackney carriage and private hire in this document is in para 5.35, encouraging working with taxi operators to ensure they have staff respectful of the needs of all travelers.

The masterplan covering the Lancaster District was approved by Cabinet in October 2016. Key aims of this plan are to relieve congestion by improving access arrangements from the full area to the M6 motorway. This is particularly important to improve access through to Morecambe. Revisions seek to provide better access to the university by encouraging Lancaster and Morecambe bound traffic to use the upgraded junction to the north (the Bay Gateway). This aims to remove the pressure on the Lancaster central gyratory – which would be a significant benefit to the local licensed vehicle operations. A Lancaster City Movement study is proposed.

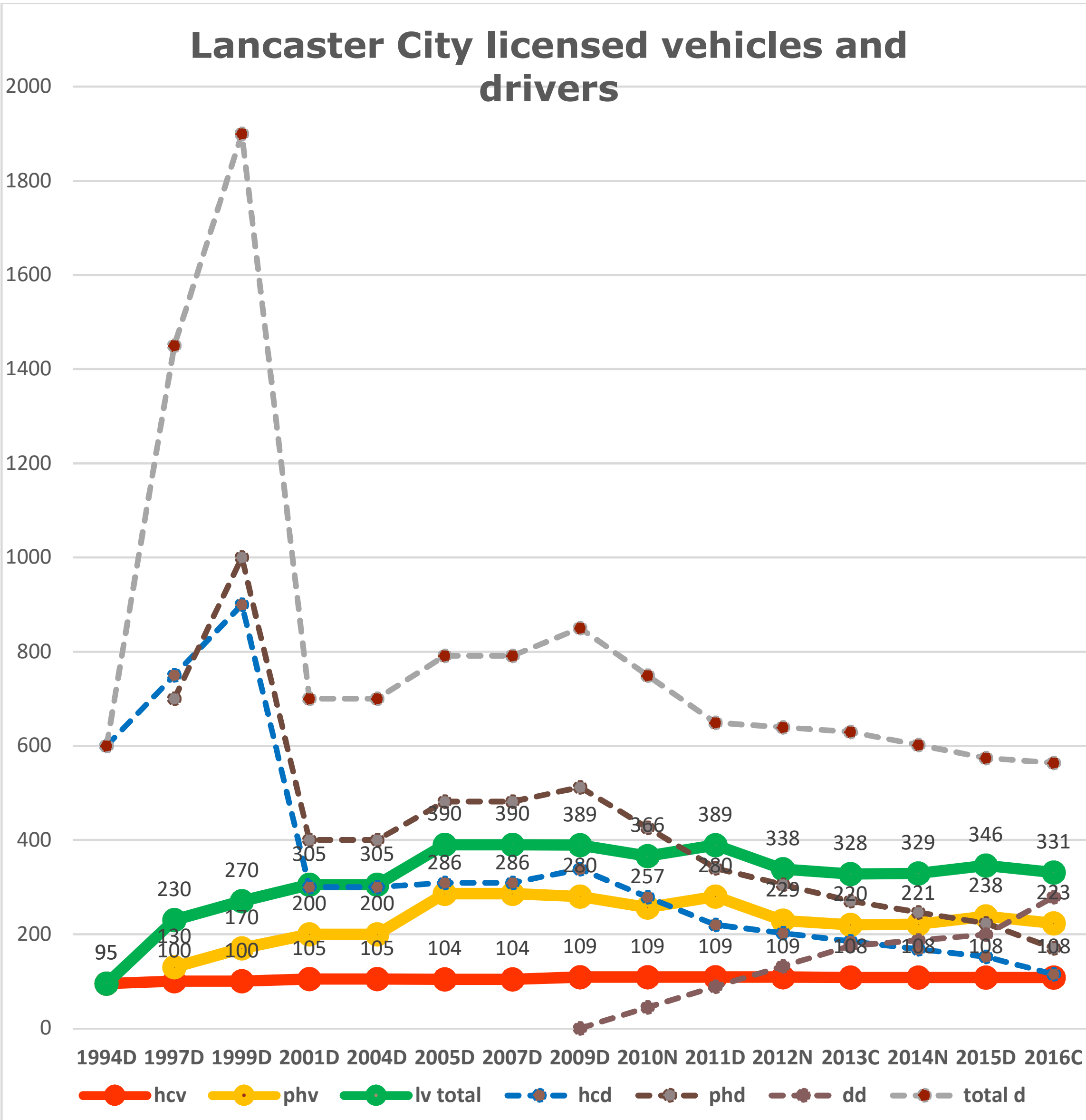
The only mention of licensed vehicles in this masterplan relates to their mention of use as part of the third hierarchy of choice (after ultra-low emission buses, and other buses). There is suggestion that licensed vehicles will be sought which are ultra-low emission if possible, and policies favouring them against other none low emission vehicles. During the course of considering this report, this area of interest has moved upwards in the national political agenda, although direct application at licensing level has not been addressed yet in any

The lower tier nature of the authority means that rank provision is provided by the highway authority, Lancashire County Council, and that a key element of thought about these in future will surround the need to improve the overall environment of both two main urban centres, principally by reducing emissions where possible.

However, all licensing authorities have full powers over licensing the vehicles, drivers and operators serving people within their area. Lancaster City Council has chosen to utilize its power to limit hackney carriage vehicle numbers, and as far as we are aware has done so since at least 1994.

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.

Plate issues occurred in 1996 (5), 2001 (5) and 2005 (4). All of these were required to be wheel chair accessible style. All these vehicles must remain wheel chair accessible whilst current saloon owners can choose to invest in other WAV if they wish, with no such requirement for the vehicles to remain WAV when those owners come to replace them.

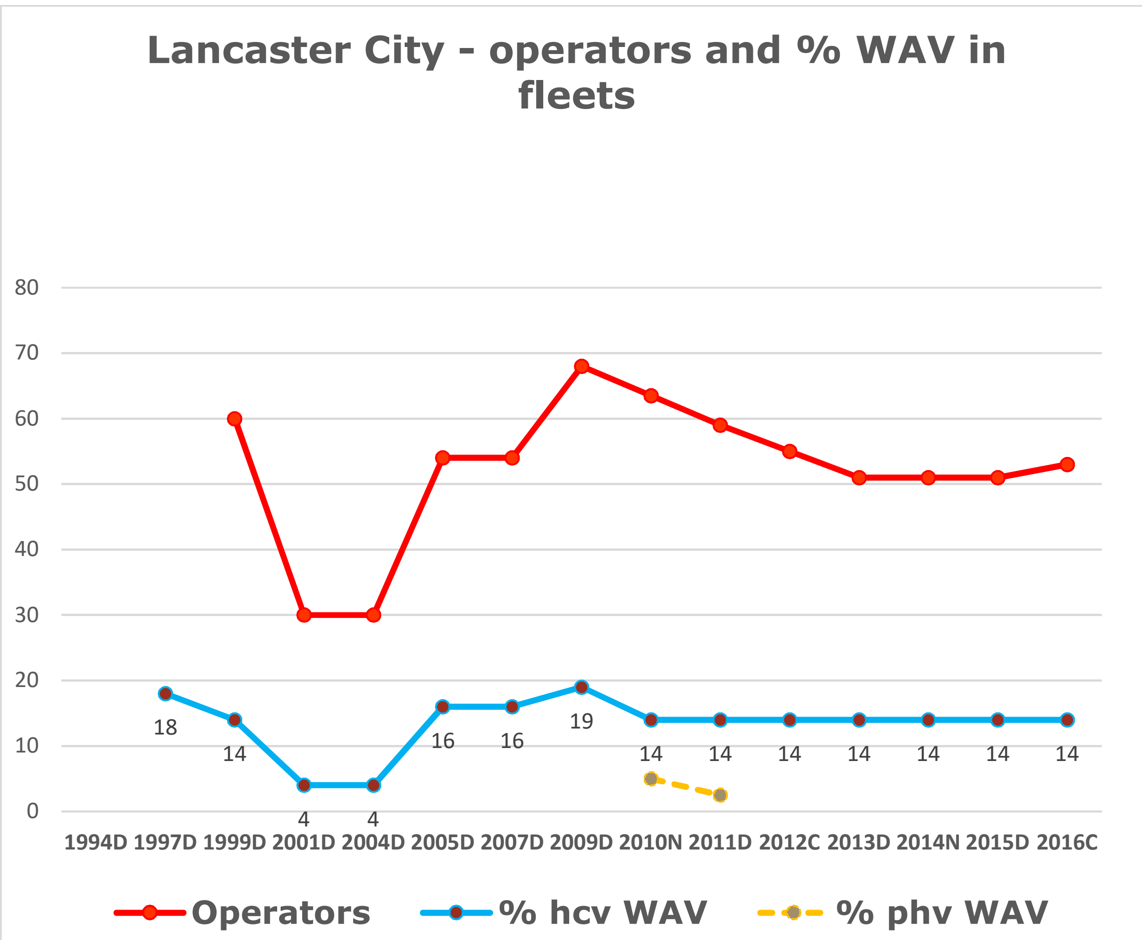


Licensing Statistics from 1994 to date

The 14% growth in hackney carriages from 1994 to date is compared to some 79% growth in private hire, although their numbers are now reduced from the peak in 2011 when growth had been more like 115%. There is no sign of any impending upturn in demand for these vehicles.

The peak in driver numbers in 1999 is not considered to be correct – and is most likely a typographic error in the formal DfT statistics. It has no known significance. There has been a decline in the number of drivers which has continued a downward trend since 2009. The change to dual drivers has not provided any overall increase in total drivers, suggesting the area has seen fairly flat or decreasing demand since at least 2012. The picture is confirmed by the reduction of one hackney carriage plate which was not operating at the time of the last survey and which was not re-issued given the lack of any unmet demand which was significant.

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

This figure gives a very similar picture to that in the vehicle and driver numbers graphic, although there has been a slight increase in operator numbers in the latest figures, against a decline to the time of the last survey, and a steady level since then. There has been no demand for wheel chair accessible vehicles in the private hire element of the trade. The level of hackney carriage WAV reflected above is based on those that must remain WAV and not the current number of WAV style vehicles (see below).

Fleet details

As noted above, there are 15 WAV within the fleet which formally must remain as this style of vehicle. The remaining fleet have the option to be any appropriate style of vehicle. Unusually for areas with parts of the fleet with mandatory requirements and a limit on vehicle numbers, Lancaster also has a number of owners who have chosen to operate WAV style vehicles. This has not, however, led to any similar decisions for private hire vehicles. However, an attempt in 2014 to encourage these to be added to a formal WAV register were not taken up. The formal view therefore is that they should not be counted as part of the WAV fleet in any formal review as they could revert to saloon at any time. However, with the enactment of Sections 165 and 167 of the Equality Act, this issue is now more pertinent.

A list of the 2016 fleet was provided and comparison made to identify any non-formal WAV vehicles which appeared to be WAV capable. Our check found that a further 20 of the hackney carriage fleet are at least capable of being WAV if not actually being so. Such vehicles may be added for their extra capacity or physical internal space rather than their wheel chair bearing ability, and in some cases some final fitments (eg ramps or restraints) may not have been included.

This level of 20 is an increase from the level of 14 similar vehicles identified in the last survey in addition to the formal 15. This takes the level of WAV from the formal 14% to an informal level of some 33%, very close to what was often considered to be the level that might be set as most appropriate a proportion of WAV vehicles in a hackney carriage fleet had further sections of the Equality Act been enacted requiring a given percentage of any limited vehicle number fleet to be WAV style. It must be reiterated however that there has been no move towards private hire vehicles becoming WAV style at all.

However, the review also found it clear that many WAV vehicles with a choice to revert to saloon had done so since the last survey, whilst others had chosen to use WAV capable vehicles replacing saloon style.

Lancaster also seeks vehicle owners to declare company allegiances. This is best practice. Our review of this data for 2016 shows that the largest operator has 49% of the hackney carriage fleet allied, and 47% of the formal WAV fleet.

The next largest operator has 17% and 20% respectively, and the third largest 7% and again 20%. Stated independent owners make up 20% of the hackney carriage fleet and just 7% (one) of the formal WAV vehicles.

This suggests the formal WAV fleet is very accessible to people wishing to make telephone bookings according to the statistics, without including the informal WAV vehicles that also exist. It also tends to suggest that people in the area will be less aware of the differentiation between hackney carriages and private hire, with many phone calls being responded to by vehicles which are hackney carriage.

In 2016, the WAV fleet does not contain any London style Tx vehicles at all, with in the order of 11 different WAV types in the total fleet. This may reflect the economics of the current industry, with a focus on affordability rather than on any particular vehicle style or functionality.

The overall most common vehicle type in the hackney carriage fleet, however, is the saloon style Skoda Octavia, of which there are some 29% of the total hackney carriage fleet. Hence although people will have a view that the Lancaster licensed vehicle fleet is one big 'taxi' fleet, it is also likely that their view of what a taxi is will be a saloon than a London style vehicle. This has implications for further parts of the report.

Lancaster City Council undertakes regular review of its policy to limit hackney carriage vehicle numbers in line with the BPG. The previous surveys were in 2013 and 2010. To encourage comparability, surveys since 2010 have always covered a middle weekend during November to minimize differences arising from temporal change.

3 Patent demand measurement (rank surveys)

As already recorded in Chapter 2, control of provision of on-street ranks in Lancaster City Council licensing area is under the control of Lancashire County Council. This means they are also set within the context of any other street legislation, and that their enforcement in terms of abuse by private vehicles is also under the control of the County and not the City. However, the City does have powers over general enforcement of the ranks, particularly their use by hackney carriages or abuse by other licensed vehicles.

Appendix 2 provides a list of ranks in Lancaster City Council at the time of this current survey. The main change since the previous survey is that the Lancaster city centre sewer works are now complete, so the main rank has returned to the bus station, with the replacement provision near the Town Hall removed. Toast night club no longer operates, although the North Road Toast rank still sees a little usage. In Morecambe, the main rank near the shopping centre has seen the road revised and the rank refurbished, and a new rank has been added near another exit from this shopping centre (Tunstall Street). Finally, the former separate area for the night rank in Morecambe has been changed in use and the rank moved on to the opposite side on the main road itself, on the landward side, facing southbound, but in a very similar position to the previous separated facility.

Our methodology involves a current review both in advance of submitting our proposal to undertake this Unmet 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 Appendix 3. Appendix 4 provides the detailed hour by hour passenger and vehicle flows and waiting times by rank.

As already stated above, our sample of ranks observed attempts to cover the same weekend and a similar pattern of observations to minimize differences arising from changes in the sample structure. However, some changes were necessary between years to account for changes in rank provision, particularly with the impact of the sewer works in 2013, and also taking account of other road revisions and new rank provision in each year, together with changes in locations providing demand to ranks.

The methodology used for our study ensures a balance of observations focusing on high quality observations for a focused sample of rank operation. This maximizes understanding of how ranks are working whilst still allowing estimation of average weekly demand, and also enables comparison between surveys to help understand how the pattern of demand is developing.

This maximizes the grasp of how demand may continue to develop in the period succeeding this snapshot, and facilitates the best possible expectation for the future to enable the committee to be well-placed in determining policy at this time which will remain fit for the future until the 2019 snapshot review.

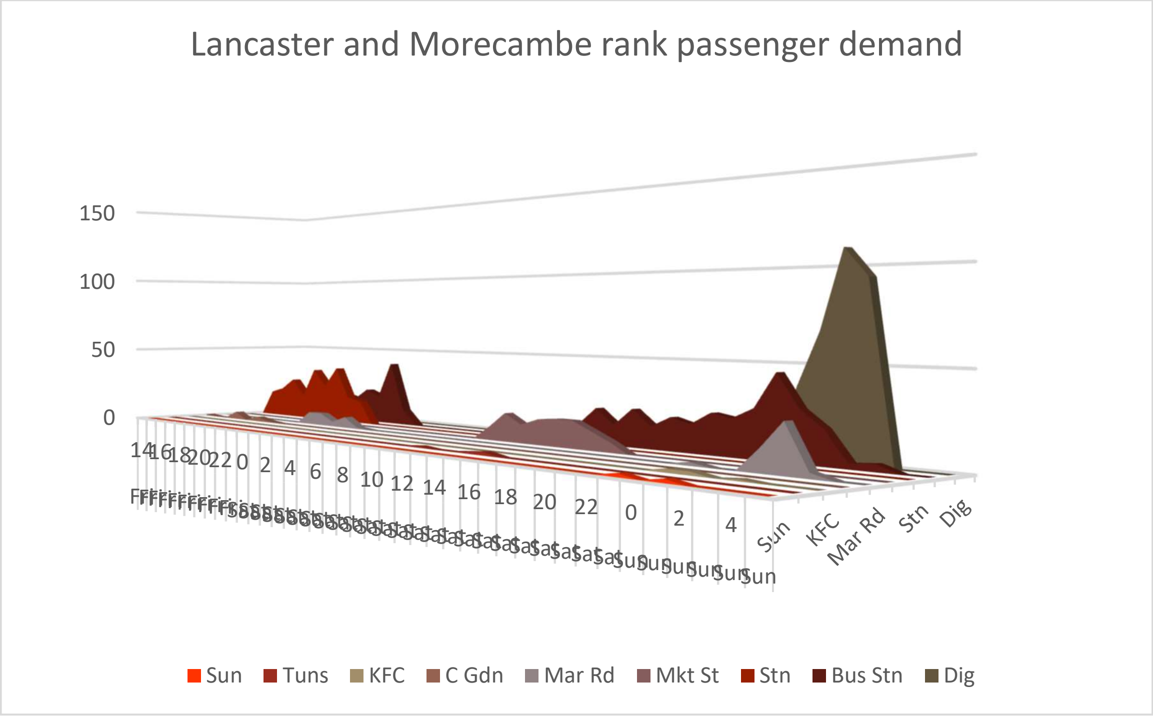
Survey Records

A total of 1,100 different vehicle movements were recorded at or near ranks during the course of our survey. Of these, 96% were hackney carriage vehicles. There were very few car abuses of the ranks observed, and just one goods vehicle blocking a rank. The majority of the 4% of movements that were not hackney carriage were private hire, mainly setting down near to ranks, although there were some 25 persons also picked up by them. However, these are relatively small flows compared to the total movement of hackney carriage passengers.

Considering the level of saloon vehicle in the vehicles observed, 66% of the hackney carriage observations were saloon style. The remaining 34% were wheel chair accessible style. This is almost the same as the actual level of wheel chair vehicles in the fleet, suggesting they are being used equally with the saloon fleet, with no bias towards wheel chair vehicles being used at ranks or otherwise.

Total passenger demand

The graph below shows the surveyed demand by rank based on the surveys undertaken.



This graph demonstrates that the main peak in demand is at night at the North Road, Diggles rank, with much generally higher demand on Saturday than Friday across the area. Marine Road and Lancaster Bus station both also show peaks, but the Market Street rank in Morecambe tends to have more steady daytime demand. For the purposes of the unmet demand significance estimate, this also suggests the demand profile is peaked. The surveyed flows were used to provide estimates of average weekly passenger and vehicle demand at all ranks. These are compared to the previous two surveys below. Results are listed with the current busiest rank in passenger terms first.

Rank	2016 survey (approx. wkly est)	2013 survey (approx. wkly est)	Passengers per week, 2010 survey
North Road, Diggles	1,848 (29%)	3,482 (47%)	332 (3%)
Damside Bus Station	1,791 (28%)	Closed	5,161 (48.5%)
(total of two above)	(3,639)	(3,482)	(5,493)
Lancaster Station (private)	1,687 (27%)	1,538 (20%)	2,113 (20%)
Market St and feeder, Morecambe	600 (9%)	1,110 (15%)	1,668 (16%)
North Road, Toast	Club gone	478 (6%)	684 (7%)
Marine Road, Morecambe	280 (4%)	284 (4%)	512 (4%)
Common Garden Street and Brock St	50 (1%)	209 (3%)	Not avail
Tunstall Street, Morecambe	29 (0.0%)	Not there	Not there
Penny St KFC	25 (0.0%)	93 (1%)	42 (0.5%)
Sun Hotel	20 (0.0%)	204 (3%)	Not in place
Dalton Square	Gone	107 (1%)	Not in place
Gage St	Not observed	Not observed	0 (0%)
Total	***6,330***	***7,505***	***10,512***
Difference from previous year	***-16%***	***-29%***	***n/a***
Difference from 2010	***-40%***	***n/a***	***n/a***

The results above show that three Lancaster ranks almost equally share passenger numbers between them, with North Road marginally used most, followed by the Bus station and then the rail station. The next most used rank is Market Street in Morecambe, but with only 9% of total estimated patronage. Marine Road, Morecambe sees around 4% with Common Garden Street 1% and three other locations with very small levels of usage.

Compared to three years ago, the ranks are in a generally similar order in terms of patronage levels. However, the loss of the night demand at Toast is clear, together with a significant reduction of usage of the Market Street rank in Morecambe, losing both total patronage and share of the market – about halving. Though Tunstall Street takes some patronage, the small level of use does not make up for the apparent loss in demand. This may be a result of the road revisions in this location. Total patronage between the top two ranks is marginally higher than three years ago. The station has seen growth of about 10% - very similar to the level of growth in usage of the station from national rail statistics.

Marine Road – despite the revisions – retains level of usage and market share. The lesser used ranks have all reduced in usage and share. The overall result is a 16% reduction in rank passengers since the last survey, and some 40% reduction since 2010 – although the level of reduction has become smaller from 29% for the comparison between 2013 and 2010.

Further discussion of this and their implications are in the synthesis section.

Detailed consideration of individual ranks

Lancaster ranks

Bus Station

The bus station rank is a purpose built location only accessible by hackney carriages providing some 11 spaces in a circular area with a single entry and exit. During the previous survey, this site was out of use due to long term sewer replacement work. The replacement rank near the Town Hall was removed although North Road remains as in both previous surveys. This rank was observed from 14:00 on Friday 18th November 2016 through to 06:00 on Sunday 20th November.

Friday observations

On the Friday, 213 passengers left the rank during our observations, in some 139 vehicles, a moderate average occupancy of 1.5 per vehicle. A further 38 vehicles, some 21% of those arriving, left without passengers.

During the course of the observations a total of 64 passengers had to wait for a vehicle to arrive. Waits were experienced in all hours apart from the 16:00, 21:00 and after 02:00 (when there were no passengers in any event). Six people had to wait 11 minutes or more, although the longest observed wait was 13 minutes. When averaged over the observations and all passengers, the typical wait was just over a minute.

Corresponding vehicle wait times for fares were generally low, generally one to ten minutes, although the 19:00 hour did have a high average wait by vehicles once they arrived – perhaps suggesting delay getting back to the rank with peak hour traffic. Vehicles were observed to wait up to 36 minutes for a fare.

Usage of the rank varied from seven in the 19:00 hour up to a peak of 41 in the midnight hour. Otherwise flows were between 10 and 22 in each hour. As already noted, the rank became quiet at the end of the 01:00 hour.

Saturday observations
On the Saturday, 313 passengers used the rank, leaving in 181 vehicles, a higher but still moderate average occupancy of 1.7 per vehicle. A higher level of 92 vehicles left without passengers, over a third of those arriving.

During this full 24 hours of observations, 42 people had to wait for a vehicle to arrive. This is an average wait per user of the rank of 24 seconds.
People waited in every hour from 12:00 to 17:00, in the 19:00 hour and then in every hour from 22:00 to 01:00. None waited longer than 10 minutes, with many only waiting up to four minutes. The worst hours for waiting by passengers were the 22:00 and 23:00 hours.

The rank saw between six and eight passengers in the hours between 09:00 and 12:00, flows then rose to between 11 and 23 from the 13:00 hour until the 21:00 hour. After this flows rose to 27, the peak of 46, then back down to 28, 19, three and finally four. There were no passengers in the 04:00 hours onwards, nor in the 06:00 and 07:00 hours at the start of the period observed.

Average vehicle waits for fares were between four and 15 minutes, with the longest wait observed being 42 minutes.

Sun Hotel
This rank has two spaces and formally operates from 18:00 to 06:00. It is located near the junction with New Road on Church Street, with access using a one-way route from the ring road. Usage was sampled on Saturday 19th November from 23:00 until 04:00 on the Sunday morning.

During our observations just four passengers left the rank in two vehicles, a relatively high occupancy of two per vehicle. Five other vehicles, 71% of those arriving, left without passengers. The rank only saw passengers in the 23:00 and 01:00 hours and none of these had to wait for vehicles to arrive. However, the vehicles servicing this rank did not tend to wait very long for customers, suggesting they could be bookings, although it was also clear that other vehicles were passing by even though this is not a major traffic route.

Overall, demand here is very low, but very good in terms of service.

North Road, Diggles

This location is a single 24-hour space supplemented by three additional night spaces operating from 22:00 to 06:00. It was observed from 23:00 on the Saturday 19th November until 03:00 on the Sunday morning.

During our observation period, some 308 passengers left the rank using some 170 hackney carriages, a high occupancy of 1.8, and typical of later night demand. Just 13 vehicles left without passengers, 7% of those arriving.

Of those passengers arriving, just ten had to wait for a vehicle to arrive. The average wait over the observations and all passengers was just two seconds. None of those waiting had more than a minute before a vehicle arrived.

The rank saw high usage in the four hours observed, rising from 38 in the 23:00 hour to a peak of 109 in the 01:00 hour and then 94 in the final hour observed, after which the area became quiet. Vehicle average waits and maximum vehicle waits were very low.

Passengers using this location get a good service, particularly given the high volume of passengers in a relatively short operation.

Penny Street, KFC

This rank provides four spaces available at all times. It remains distant to the main shopping area but tends to service several night venues. Observations covered Saturday 19th November from 23:00 until 04:00 the next morning.

During the course of our observations just five passengers used the rank, departing in three vehicles, a moderate average occupancy of 1.7. Two other vehicles waited and left without passengers, 40% of those servicing this location. No passenger ever arrived and had to wait for a vehicle to arrive, although similarly to the Sun rank, no vehicle seemed to wait very long either, again possibly suggesting bookings. The rank was mainly used in the first two hours, 23:00 and 01:00.

Overall service to this rank despite very poor patronage levels is therefore very good.

Common Garden Street / Brock Street

These ranks are made up of a daytime rank with quick egress to the ring road, within the main shopping area, and a night rank operating from 01:00 to 06:00 providing four spaces but further away from the ring road. The location was observed on Friday 18th November from 14:00 until midnight that day.

The observations at this location saw a total of ten passenger departures in six vehicles, again a moderate occupancy of 1.7. Seven further vehicles arrived and departed without passengers, some 54% of those arriving. No passenger ever arrived and had to wait for a hackney carriage to appear to serve them.

Passenger numbers in any hour were between one and five, with the busiest hour being the 17:00 one. The rank was used in the daytime and at night. Vehicles serviced the location in most hours, but not all. Vehicle wait times tended to be short, with some evidence again that people may be booking vehicles and being picked up at this rank.

Morecambe ranks

Since the last survey there have been changes to road layouts in Morecambe, affecting both main ranks. A further rank has also been added near to another exit from the main shopping centre, at trade request.

Market Street (Arndale)

This rank is now in a cul-de-sac location, but retains the same number of spaces as previously, using an eight space header and a four space feeder location. It remains very close to the principal exit from the nearby shopping centre. This rank was observed on Saturday 19th November 2016 from 10:00 until 18:00.

The Saturday saw a total of 100 people leave this rank in 65 vehicles, a moderate occupancy of 1.5 per vehicle. 49 other vehicles, 43% of those arriving, left the rank without passengers. 26 people arrived and had to wait for a vehicle before leaving. The longest wait was nine minutes. Averaged over the full number of passengers during our observation period, this was an average wait of 1 minute 14 seconds. Waits occurred in all hours from 10:00 to the 14:00 hours. The last three operating hours did not see any passengers having to wait. The worst waiting occurred in the 13:00 hour.

In terms of passenger flows, they varied from six to 17 in any hour, with the peak in the 11:00 hour. 17:00 was the quietest hour with just six passengers.

Vehicles waited between one and eleven minutes for fares, with waits by vehicles up to 20 minutes recorded, even in the hours when passengers had to wait. This suggests there are peaks in passenger arrivals and possibly a limited number of vehicles servicing this rank.

Tunstall Street (Arndale rear)

This small rank has been added since the last survey, to service another different exit from the Arndale shopping centre. It provides different opportunities for vehicle departures, in theory reducing costs to passengers heading along the sea front route away from the Centre, compared to the alternative main rank which tends to service people heading towards Lancaster. The location was observed on Saturday 19th November 2016 from 10:00 until 17:00 on that day.

During the course of the observations, four passengers used the rank, leaving in three vehicles, a low average occupancy of just 1.3. Two other vehicles, 40% of those serving the location, left without passengers. In common with the smaller ranks, no passenger ever arrived when no vehicle was there. Average vehicle wait times were between one and five minutes.
People used the rank in the 11:00, 14:00 and 15:00 hours, with vehicles available in those hours plus the 12:00 hour.

Again, service here with such low demand, is very good, but again it may be symptomatic of telephone responses rather than hackney carriages standing at the rank.

Marine Road

This location has been completely revised since the last survey. It is now located in a lay-by which is more part of the main nearby road than the former completely separated area. The rank is also now on the land side of the road, rather than being on the seaward side as before. The location was observed from 22:00 on Friday 18th November until 04:00 on the Saturday morning and again from 22:00 on Saturday 19th November until 03:00 on the Sunday morning.

Friday observations

On the Friday evening, the rank saw some 27 passengers leave in 13 vehicles, a relatively high occupancy of 2.1 per vehicle. However, a further 26 vehicles, 67% of those arriving, left without passengers. None of those arriving ever had to wait for a vehicle to arrive.

Average vehicle wait times for fares here were between three and five minutes, with vehicles and passengers at the rank in every observed hour, apart from the 03:00 hour when there were just vehicles available. The first two hours saw the most passengers, with eight in each hour.

Overall service to this location is very good.

Saturday observations
A higher number of people used this rank on the Saturday, some 43, leaving in 20 vehicles – a relatively high occupancy of 2.2 per vehicle. A lower 16, or 44% of those vehicles arriving, left without passengers. Again, no passenger ever arrived and had to wait for a vehicle to arrive.

Average vehicle waits for fares were very similar to the Friday, with the longest wait for a fare slightly less at 10 minutes. On this night, there were no passengers in the 23:00 or midnight hours, but the peak was some 26 people in the 02:00 hour.

Overall service is again very good.

Private rank – Lancaster Station
This rank remains exactly the same as in previous surveys, requiring supplementary permits from agents appointed by Virgin Trains. The location was observed on Friday 18th November 2016 from 15:00 until midnight that day.

During our observations 241 people left the rank using some 178 vehicles, a low occupancy of 1.4 per vehicle. 30 vehicles, 14% of those arriving, left without passengers. 101 passengers arrived and found no vehicle available for immediate hire. The longest wait was 17 minutes in the 21:00 hour, with two other hours seeing longest passenger waits of 15 minutes, and another hour with a maximum wait of 12 minutes. The average wait at this location during our observations was 2 minutes, 42 seconds per passenger. Shared only over those having to wait, this is nearly 6.5 minutes. Waits occurred in all but the 20:00 and 22:00 hours.

Passenger flows here varied from 15 to 42, with the peak in the 21:00 hour and with most flows around the 28/29 people level.

Vehicles waited between six and eleven minutes for fares, with vehicle waits up to 29 minutes recorded, even given the passenger queues. Again, this suggests that the issue here may be passenger arrivals being grouped by train arrivals, rather than being spread out over periods.

Overall summary

Considering the total performance across the ranks, those with more passengers tend to find relatively modest amounts of passengers having to wait for vehicles to arrive, whilst smaller ranks with very low demand appear to be serviced possibly by passing vehicles or by response to telephone calls with the rank being the meeting place. Further discussion of this occurs in the synthesis chapter.

Plate activity levels

Sample observations were undertaken on the busiest day of the rank survey work to identify the level of hackney carriages operating near the main ranks. A total of five hours were sampled covering both Morecambe and Lancaster operations. During the course of these hours, 87 hackney carriage vehicle movements were observed. Review of the data removed two invalid observations, the remaining observations meant we saw 40% of the currently available fleet.

When considering the four different periods, there were only two vehicles which operated in more than one of them. One operated in Lancaster day and night, the other Lancaster in the day and Morecambe at night. 5% of the available fleet were observed in the Morecambe day observations, 12% in the Lancaster day, 12% in the Morecambe night, and 13% in the Lancaster night samples.

This suggests relatively little evidence of much double shifting of vehicles and a clear focus by vehicles on periods they prefer to service as well as some evidence that vehicles tend to focus on either Lancaster or Morecambe. There is no evidence that vehicles came out to play-up to the survey, and 40% on the busiest day suggests quite a reasonable amount of spare capacity in the fleet which could be used if drivers felt this was worthwhile. It also suggests that many hackney carriages are focusing on telephone demand rather than service to ranks.

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, 99 people were interviewed in the streets of central Lancaster and a further 100 in central Morecambe. 51% of those responding said they had used a licensed vehicle recently in the area, with the proportion being slightly higher in Lancaster (54%) than Morecambe (48%). This is a marginal increase from three years ago (43%). Detailed results are provided in Appendix 5.

Around three quarters of those responding told us how frequently they used licensed vehicles – interestingly most not responding were from Lancaster. Using assumptions on the number of trips per month for each category, the survey estimates 1.7 trips per person per month for Lancaster, 2.9 for Morecambe and 2.3 averaged overall, for total licensed vehicles. This is also higher than previously (1.2)

A further question targeting use of hackney carriages specifically provided estimates of 0.3 for Lancaster and 0.2 for Morecambe, suggesting hackney carriage usage of 18% in Lancaster and 7% in Morecambe, and 13% on average. This is the same value given by people when asked how they normally get a licensed vehicle, although this direct question did not vary between areas. Hailing averaged at 4%, direct telephone 38%, mobile or smart phones 13%, freephones 7% and a very high level of 25% 'other' (but not specified), although this was dominated by responses from Morecambe. This confirms that private hire is dominant in both parts of the area where we undertook interviews. Comparing with three years ago, the rank usage level has reduced from 16% though hailing is also now back to the levels of 2010. These values are a drop from the estimated average monthly trips by hackney carriage per person of 0.5 three years ago.

When asked about the companies people contacted, the company which has most hackney carriages obtained the highest level of mentions (26%) although dominated by responses from Morecambe. The second highest response at 24% came from a company with the third most hackney carriages, but this response came from both areas. The third company, with 20% of mentions was mainly in Lancaster. These top three companies are all mixed hackney carriage / private hire fleets so people may well get a hackney carriage responding to their phone booking. Two other pure private hire only companies obtained 15% and 10% of mentions, though both were only mentioned by those interviewed in Morecambe. Four other companies obtained between three and one mentions each.

People were asked about ranks they knew and if they used them. There were some 196 mentions made, the highest number being by those interviewed in Morecambe. A wide range of names were given even to the main ranks, whilst a high number of different places were mentioned which do not directly relate to the well-used ranks, nor to the other ranks. There were very few locations mentioned by people from both samples.

The top location mentioned was the station, but this was by 27% of those in Morecambe and we assume means Lancaster station. The bus station obtained the next top number of mentions, and 60% of those made by the Lancaster sample. If the various names are added together, the Arndale rank in Morecambe obtains some 23% of the Morecambe mentions, though only 16% if taking the specific name.

16% of those in Morecambe said 'town hall' but it is not clear if this means the former bus station replacement in Lancaster or pick-ups from the Morecambe town hall, it is most likely the former given the high level of mentions of other Lancaster ranks by the Morecambe sample. Marine Road / Drive obtained 13% of the Morecambe responses. Church Street obtained 21% of the Lancaster responses – though it is not clear if this is The Sun rank, or more likely the private hire office at the opposite end of Church Street. Common Garden Street obtained a 2% of mentions.

Overall, this suggests knowledge of ranks by people interviewed in the streets to be very poor, although people seem to quote a wide range of different locations suggesting they may often see hackney carriages (or even private hire) waiting at various points which they think may be ranks.

Given the high level of response of places by those in Morecambe, strangely none suggested any location for new ranks. There were just nine suggestions from those interviewed in Lancaster, with the highest proportion, 44% asking for one at the hospital. Others suggested locations that already had ranks.

In terms of responses of people telling us issues they had with the local hackney carriage service, there were just seven responses in total. For Morecambe, all said driver issues, and for Lancaster two thirds said delay getting a hackney carriage and a third cleanliness. However, given the low response none of these can be counted as significant.

There were, as usual, more responses to what would encourage people to use hackney carriages more, but again the response was not significant, just 17 in total. For Morecambe the split was evenly between better vehicles and better drivers, with 'other' the only alternative mentioned. In Lancaster the dominant point, 42%, but just five people, was if there were more hackney carriages they could hail or get at ranks.

Taking these two questions together, it seems that people are generally satisfied with the service they get, but that very few would use more hackney carriages.

Over the whole sample a generally typical 88% said they did not need, nor know anyone who needed an adapted vehicle. The small number saying they needed, or knew someone who needed such a vehicle, were slightly more in favour of WAV than other adaptations, but only marginally so.

When asked what kind of vehicle they would choose at a rank, 54% in Lancaster said the first available, then 42% saloon. In Morecambe, of the small response, 75% said they would choose a WAV.

Nearly all those responding told us they had not ever given up waiting for a hackney carriage in the area. There were just three of the 199 people who said they had, and none gave specific locations though two said 'at busy times'. This provides a low latent demand factor of just 1.5% (1.015 for the ISUD index).

Very few answered the question regarding if they felt people with disabilities obtained a good service from hackney carriages in the area. 91% in Lancaster said they did not know, with even more not bothering to answer. For Morecambe, nearly all answered with 36% saying they felt people did, but the remainder saying they did not know.

A relatively high 68% of those interviewed had regular access to a car, with a higher level in Morecambe (74%). 72% lived in the area, relatively low, with the value being 80% in Morecambe and a lower 64% in Lancaster.

In terms of statistics comparable to the census, 40% of the sample were male, compared to 48% in the latest census. We obtained about the right level of the 31-55 group, but saw over-representation of the older group (51% compared to 38%) and corresponding under-representation for the under 30 group, 14% compared to 27%. This is not expected to bias the sample too much.

The overall view from the on-street interviews is people are generally satisified with the service they get from licensed vehicles, but that most consider their overall knowledge and usage fixed, and most relate to private hire rather than hackney carriage. General knowledge of ranks is poor.

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. It must be remembered, however, that our consultation is not statutory and there is no requirement for any key stakeholder, however important we consider their input to be, to make any comment at all. Our normal method is to seek to contact at least twice and to give sufficient time for response by early contact in the study timetable. A list of those contacted and the response level are provided in Appendix 6.

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
Nine supermarkets from across the whole licensing area were contacted. Of these, three did not respond during the time available. One had closed down. Five said they were aware that their customers used licensed vehicles. All six that responded said they had never had any issues reported to them about the service provided to their customers.

Two supermarkets confirmed they had dedicated free phone provision. Another said they were aware that customers either used the provided free phone or phoned directly themselves. Another said people phoned but sometimes asked staff to phone, whilst another said staff would phone (and always contacted the same company). Three had specific taxi pick up / drop off points marked for use. None were aware of any ranks customers might use. No other comments were provided.

Hotels
Five hotels were contacted. Four were the same as those used in the previous survey. The additional hotel unfortunately had a national contact number and would not provide any local contact. Three others responded. All said their customers used licensed vehicles. All three would call for vehicles when asked, although one said their customers also made their own direct calls. One was not aware of any rank customers might use. Another named the bus station rank, with the third hotel naming both the bus station and railway station. None had ever received any comment about the service provided by local licensed vehicles.

Public houses
Six pubs were contacted. Three replied all saying their customers did use licensed vehicles. One said customers contacted their preferred company themselves, another said staff would phone on customers' behalf whilst another said contact would be a mix of people calling or staff phoning on their behalf. One suggested customers might be aware of the Market Street rank in Morecambe. Others were not aware of ranks and one suggested customers might go to a local taxi office. None had any issues reported to them by customers about the service provided.

Night clubs
Attempt was made to contact seven night venues. The main location from the previous survey, Toast, was confirmed as closed. Another venue could not be found. Just one location responded, saying their customers did use licensed vehicles. They said their customers would either contact their preferred company themselves, or that they would advise people to call one specific company. They suggested this company booking office would be the only place people might treat as a rank. They had not received any mention of any issue with the service provided.

Other entertainment venues

Three other entertainment venues were contacted. The one which responded said their customers did use licensed vehicles, and that people would either call themselves, or staff would phone on their behalf. They were not aware of any ranks, or any issues reported by customers.

Restaurants

Six different restaurants were contacted. One had closed down, another was closed during the period we tried to contact them and a third felt unable to respond due to difficult circumstances. The two that did respond confirmed their customers did use licensed vehicles. One directed their customers to one local firm, whilst the other said their customers would phone their own preferred company themselves. Neither were aware of any ranks and none had received mention of any issues about the service provided to their customers.

Hospitals

Despite a number of attempts, no response was received from the hospital.

Police

A police representative responded to our request for current information. They felt the numbers of hackney carriage and private hire appeared to be about right at the present time. However, on Friday and Saturday nights there were issues with over-ranking principally at the North Road Diggles location and at Penny Street, with problems being very similar to those noted in previous surveys, with excess vehicles causing obstruction to other road and pedestrian users.

They also confirmed that the North Road former Toast rank is now only used in term time when Sugar House is in use, but to a much lesser degree than in previous years when the service was fed from usage of the much larger Toast venue.

Disability

Contact was made with several disability organisations and a small number of specific individuals who reported difficulty getting wheel chair accessible vehicles, particularly in response to phone calls to operators. There was concern about sharing experience as wheel chair vehicles available to hire were very important to their lives, and some fear of recrimination which is normal for such complaints. One person noted the number of potential journeys they would have made if they had been confident they would have been provided – totaling some 25 in one month, ranging between one and four journeys on specific days, but mainly return trips. Another respondent suggested the wheel chair vehicles mainly serviced ranks and were not switched to phone call bookings if needed, but this was hard to prove.

Further discussion of the issues raised occur within our synthesis chapter below.

Rail and other transport operators

No direct response was obtained from any of the three rail operators with stations in the council area. Although there is a rank at Morecambe station, we understand only the Lancaster station rank requires a separate permit from the operator who has a contract to the rail company who operates Lancaster.

A review of the national rail information which provides total entries and exits estimated from ticket information found that Lancaster, currently the 289th busiest station in the national English, Welsh and Scottish rail network, saw 10% growth in usage since the last survey. Morecambe showed 12% growth.

Interestingly, the largest level of growth in usage related to Bare Lane and Wennington, where there is no rank provision but where rail passenger numbers have increased by a third or more since the last survey. The level of patronage at these two locations however remains low, and well short of the 2 million in the latest figures for Lancaster.

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 letter and questionnaire was sent to the Council who posted it out to 563 hackney carriage and private hire drivers. The authority currently issues driver licences for either vehicle, or for people wishing to have a licence allowing them to drive either, with the latter number currently growing. This means that it would not be possible to just contact hackney carriage drivers if preferred, although the BPG recommends involving all in the industry in any event.

A total of 55 responses were received, some 10%, a good level of response. This is significantly higher than in either of the previous two surveys, where there were 12 or less. All replies were validated to ensure there was no duplication of responses as far as possible. 47% said they drove hackney carriages, 42% private hire and 11% said they drove both kinds of vehicle.

In terms of length of service, the entire sample provided an average of 13 years in the trade. The lowest time given was a year, with one person saying they had worked 46 years in the licensed vehicle trade. This is a very good level of experience, and also shows introduction of new blood in to the industry as well.

Most told us how many days they worked. The most frequent number was five or six, with both getting 37% of the responses. 12% said they worked seven days, with one person however saying two days, two saying three and four saying four days. The level of average hours worked was estimated at 45, a typical but slightly lower level than in some areas, and less than the 57 quoted last time. The maximum quoted of 105 hours, was however, an extreme value, but did include service to those needing the facilities of their wheel chair accessible vehicle. The next highest value was 66 hours. The lowest number of hours matched the person working two days, and was 15 hours.

Drivers told us factors affecting their pattern of working. A number of different reasons were given – the highest level being people saying they worked times they preferred to (24%), then related to family commitments (21%), then contracts or bookings (18%), avoiding heavy traffic or congestion (15%) and working when it was busy (12%). Just two people (6%) said their working hours were determined by them sharing a vehicle. None said they avoided awkward customers in their thinking about when to work.

65% owned their own vehicles. 45% said someone else also drove the vehicle they used – relatively high and suggesting double shifting is still occurring in the Lancaster licensing area. The last survey saw higher ownership levels and less other use of their vehicle. A very high 69% said they worked on a radio circuit. This applied to hackney carriage, private hire and dual drivers, although interestingly quite a few private hire said they were not on a circuit (presumably one man bands).

In terms of allegiances, 51% said they operated for one large company who has both private hire and hackney carriage vehicles. The second largest quoted operator took 31% of those naming a company, and the third 14%. There was one other clearly hackney carriage only radio, but this was only mentioned by one driver.

31 drivers told us the ranks they serviced. There were 51 different mentions, although some said ‘all’ or ‘city centre’. All but one location were actually ranks, including some lesser used locations such as Breck Road (named as being outside a club). The Morecambe night rank, the new Morecambe location, the North Road (former Toast) and the Sun Hotel ranks were not mentioned, although one person said they service the Morecambe station rank. One mentioned servicing a rank at the university. The top specific location mentioned was the Lancaster bus station rank (27%) followed by the Morecambe Arndale rank (18%). Common Garden Street was mentioned by 6%, Lancaster Station 6% and Penny Street by 4%. This suggests a good spread of ranks being used.

The principal issue with ranks in the area was felt to be private cars using some locations to park (35% of responses), followed by concern about private hire vehicles using them (15%). A further 15% of responses were simply the need for a review of overall rank locations, whilst a further 15% said stewards were needed on busy nights. 10% felt there were too few rank spaces, and 5% were directly concerned regarding over-ranking (one response).

From all the responses, 58% suggested they most frequently obtained fares from phone bookings, followed by rank pick-ups (29%) and school contracts (12%). Hailing was important for 2% - one respondent. Ranks were the most important second source of fares (42%) followed by phone (37%) and school contracts (18%). Again, one person mentioned hailing (3% of the overall response). When respondents were asked why they thought they obtained most fares by their top method, private hires rightly said they got most bookings by phone because they were private hire. For those getting most fares from ranks, some said they felt customers were happy to walk to ranks.

When asked how many people had requested to be taken in a wheel chair, nearly 60% of those responding gave an answer. Two just told us ‘lots, including people with assistance dogs’. Of the 25 providing a number, the average was just over one per week. However, there were clearly people who focused on this work, with four responses varying from two per week to four, six and eight, and another person who told us 65% of their work was carrying people in wheel chairs. Quite a few were on the private hire side, presumably with people transferring.

85% of those responding to the question about retaining the limit said they thought it remained the correct policy. 15% said no, with 16% not answering the question. All those feeling this was no longer correct were from the private hire side, although several private hire respondents said they felt the limit remained appropriate.

The top benefit quoted for retaining the limit was that it ensured clean, safe, well-maintained vehicles (33%) followed by ensuring vehicles were always available at ranks (28%). Other issues mentioned, by two people each, were reducing tired drivers, reducing pollution and congestion, and stopping fares having to rise. Just one person felt it kept over-ranking down.

Two respondents felt the real shortage was of drivers, not of vehicles.

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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.

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

The present ISUD calculation has two components which both could be zero. In the case that either are zero, the overall index result is zero, which means they clearly demonstrate there is no unmet demand which is significant, even if other values are high.

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

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

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

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

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

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

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

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

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

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

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

For the current set of observations:

- Average passenger delay is 0.48 minutes
- The proportion of daytime hours with queues is 37.5%
- The proportion of passengers travelling in hours with average waits over a minute is 14.3
- Seasonality factor is 1.0
- Peak factor is 0.5

The latent demand factor identified from the public on street interviews is 1.5% or 1.015, very low.

The resulting ISUD index is 131.5, which exceeds the cutoff of 80 defined as suggesting unmet demand as being significant, and therefore advises that our observations indicate there is unmet demand in the Lancaster licensing area in 2016 which is significant using the strict definition of the ISUD index.

The table below compares the separate values to those from the previous survey:

ISUD component	**2016**	**2013**
Average passenger delay	0.48	0.12
% daytime hours with any queue	37.5	10
% passengers in hours with queues over a minute	14.3	4.3
Seasonality	1.0	1.0
Peak factor	0.5	0.5
Latent demand factor	1.015	1.04
ISUD Index	***131.5***	***2.7***

The results show that each of the components, apart from seasonality and the peak factor which stay the same, and the latent demand measure which has reduced, have changed towards levels which combine to give a result which suggests the area has unmet demand which is significant in terms of the ISUD index.

This conclusion needs to be seen in the context of the other evidence identified as part of this study. In particular, the evidence from this section of the work has to be considered in terms how of the public interest and specifically their safety concerns can best be met given this information. Further, it is important to understand if this significant unmet demand can be reduced to a level which is not significant by issue of further plates. This is discussed in the synthesis section below. The conclusion about what actions could be taken are also made within the overall context of the full study evidence base.

8 Summary, synthesis and study conclusions

This Unmet demand survey on behalf of Lancaster City Council has been undertaken following the guidance of the BPG and other recent case history regarding unmet demand and its significance. This chapter first provides a summary of each element of our review, then undertakes a synthesis of the overall picture, and provides conclusions to the study. The end of this Chapter suggests some ways forward that our national experience suggests could be taken.

Context

This report is the latest in a series of regular reviews of demand for hackney carriages in the Lancaster City licensing area, which covers four main centres of population, of which two have no hackney carriage rank provision. The area is part of Lancashire County Council who have highway and transport powers whereas planning and licensing are at the City level. However, higher level policies currently do not significantly impinge on licensed vehicles, apart from a possible encouragement towards use of lower or zero emission vehicles where that is possible. The City generally enforces use of the ranks although the County is responsible for protection from abuse by non-licensed vehicles.

Although Lancaster has used its power to limit hackney carriage vehicle numbers since at least 1994, it has issued more vehicle licences during this period, with a key aim of providing wheel chair accessible vehicles in the fleet who must remain that style. Even with the 14% extra hackney carriages since 1994, private hire vehicle growth has been higher, at 79% since 1997, although even their numbers remain lower than the peak reached in 2011. These figures are tempered by a much steadier declining trend in the number of drivers available for the full fleet. Lancaster is trending towards having mainly drivers able to operate either hackney carriage or private hire, although the change is not yet completed. The overall view is that demand has declined with supply mirroring this since 2011.

Lancaster is different to many other areas with limited, mixed fleet hackney carriages in that there are an increasing number of saloon hackney carriages not required to be WAV who are choosing to be WAV style. This is not mirrored on the private hire side, with no tendency for any private hire to be WAV. This means that the formal estimate of WAV within the fleet is less than half the actual 'market' based value – with 33% WAV in the current hcv fleet.

Further, with information available about company allegiances, only 20% of the hackney carriage fleet remain independent, and all but one of the formal WAV vehicles are allied to companies. This implies the WAV fleet is highly accessible in phone terms to people. The operational information also implies that many people who phone for a vehicle will obtain a hackney carriage rather than a private hire, blurring the distinction in peoples' minds.

Rank observation results

Rank availability in Lancaster is much better now than it has been in either of the two previous surveys, with completion of several highway projects, and works affecting ranks before this survey was undertaken. The sewer works from the previous survey are long completed, and changes to rank locations and access in Morecambe affecting both main ranks there were also completed well in advance of our survey work. Once the sewer work changes are allowed for, and the detailed changes in Morecambe access / detailed locations, the current rank provision only differs from three years ago with the addition of one new rank in Morecambe.

Review of the records made at ranks identified little issue with abuse of ranks by non-licensed vehicles. Of the 4% of non-hackney carriage movements observed, most were private hire vehicles, and most were such vehicles setting down at or near ranks.

The proportion of WAV style vehicles observed at the ranks almost exactly matched the level within the fleet, suggesting no preference for or against use of WAV at the ranks. This suggests that anyone arriving at a rank needing a wheel chair accessible vehicle should obtain one within three vehicles, although we did not review actual provision levels by rank.

A similar level of observation was undertaken of the operation of ranks compared to the previous study, together with collection of data at a similar middle weekend in November. This provides maximum stability to the conclusions from the rank data collection.

Results from the rank surveys suggest that in 2016, most ranks with lower demand tend to get good service either from people being there and capturing passing vehicles, or by those passengers having made calls to vehicles on telephone circuits. Service to the major ranks appears to have declined whilst overall demand has again reduced. Although the reduction in demand for this survey is lower than between the previous two surveys, there is still a clear 16% reduction in demand at ranks now compared to three years ago.

Whilst the overall importance of ranks in order has remained basically the same, the trend is now that the top three ranks all now see around the same proportion of the total passengers, with Market Street Morecambe seeing a significant drop in usage and market share in this survey. Usage of the Lancaster private station rank has increased at about the same level as rail patronage whilst there is about a 5% net increase in use of the two central Lancaster ranks compared to the last survey. The other main loss has been the closure of the night club and significantly less usage of the rank allied to it. The overall trend is reducing demand for vehicles at hackney carriage ranks.

Despite the loss of the night club, the area retains a peaky profile of demand, with the graph of rank usage dominated by the Saturday night peak at North Road. Night demand in Morecambe remains remarkably similar despite the move and revision to the rank location.

Review of the activity level of vehicles at ranks suggests most are tending to work shorter shifts and focus on either Lancaster or Morecambe. On the busiest day 40% of vehicles appeared to be active at or near the ranks. This suggests many hackney carriages are principally working on phone bookings rather than at ranks given the lower demand now existing.

On street public views

A sample of 199 people were interviewed in the streets of the Lancaster City licensing area, equally split between Lancaster and Morecambe. 51% said they had use a licensed vehicle recently, a marginal increase on the 43% from the last survey. Average usage per month was also higher, 2.3 trips per month compared to 1.2 three years ago. Specific hackney carriage use is now 0.2 to 0.3 trips per person per month, compared to 0.5 three years ago. The most significant change is the balance between hackney carriage and private hire this implies. This is mirrored by the quoted reduction in rank usage from 16% three years ago to 13% now. This implies that while overall usage of licensed vehicles has increased, the share taken by hackney carriage (from ranks) has gone down.

This picture is complicated by the fact that the top three companies phoned are actually mixed fleet, with both hackney carriage and private hire. Morecambe, however, saw people naming purely private hire only companies, where mainly mixed fleet companies were named in Lancaster. Further, knowledge of ranks was generally poor although most of the main ranks were mentioned, apart from North Road. There again appeared to be evidence that many people thought that locations they hailed hackney carriages were actually ranks. The only place worth mentioning in terms of new ranks was at Lancaster Hospital.

People appeared generally satisfied with the service they get from hackney carriages, but there was little that would encourage them to use them more. The level of need for WAV was a generally typical 88% saying they did not need, nor know anyone who needed them. WAV style were marginally favoured if needed.

In terms of choice of vehicles at ranks, those in Lancaster tended to go for the first vehicle whilst those in Morecambe would choose a WAV although this level of response was not significant.

There was only a very low level of giving up waiting for hackney carriages, just 1.5% said they had. Again this is a general indication of overall satisfaction with the service received.

Key stakeholders
Nearly all key stakeholders suggested the bulk of their customers would phone for a vehicle if needed, with very little use of ranks mentioned. The police felt the current provision of private hire and hackney carriages was about right. Their main issue was over-ranking and its effect on other traffic and safety.

There was an issue identified with those with disabilities being able to get the kind of vehicle they needed, although this was mainly with respect to telephone bookings. However, this issue was very serious to our two respondents to the extent that some consideration of action is required in this regard.

Trade response
A good level of 10% of the overall licensed vehicle trade responded to our request for information. This is a higher level than the two previous surveys. A good level of experience was demonstrated by those responding.

The overall average hours worked appeared to have reduced from three years ago to levels slightly lower than other areas. Responses confirmed our indication that most worked when they preferred to. 69% said they worked on telephone circuits, with one company dominating those that were quoted. 58% said they got most fares from telephone bookings. Ranks were generally second.

Ranks quoted as being used matched the usage statistics, although even the lesser ranks which are actually used were all mentioned by drivers responding. The survey provided strong evidence of several who focused on providing service to those with disabilities. There were some private hire drivers undertaking this work which suggests they were finding passengers willing to transfer from wheel chairs to saloon vehicle seats given the lack of private hire vehicles that are WAV (although it is possible some may have been dual drivers using hackney carriage WAV).

85% including many private hire felt retaining the limit on hackney carriage vehicle numbers remained the correct policy.

Significance of unmet demand

Use of the ISUD index suggests there is unmet demand in the area, and that it is significant (albeit not far above the accepted cut-off level). Comparison of the index also suggests service to ranks has worsened since the previous survey. Average passenger delay, the proportion of people waiting in off peak hours, and the proportion using ranks in hours when there is an average queue time over a minute have all gone up.

However, latent demand has decreased – people are therefore more confident they will get a vehicle if they wait, so they are not as predisposed to walk off.

Synthesis

It appears that usage of licensed vehicles in the Lancaster licensing area has increased since the last survey. However, usage of hackney carriages from ranks has continued to decline. However, this decline has not occurred at the station, where usage has increased in line with passenger growth – rarely the case in other studies we have undertaken recently.

At the central Lancaster main pair of ranks, usage is up 5% although the share between these two ranks is now more equal than it ever has been. This has increased the pressure on the North Road location given its small size. This in itself may have given rise to some of the unmet demand given that insuffcient waiting space reduces the ability of vehicles to respond to short term increases in demand. The principal loss of demand has been shared between night demand reduction from closure of Toast together with reduction at the main Morecambe rank which may be a result of the revision of the rank there – or could be related to a switch of demand to private hire.

Overall, this means the proportion of work taken as bookings has increased significantly. With many hackney carriages available to mixed fleet companies this suggests their actual work has probably increased. However, the decline in rank usage appears to have reinforced itself by many hackney carriages tending to work more to meet telephone demand than waiting at ranks.

This seems to be confirmed by the relatively low level of hackney carriages observed active at or near ranks, giving an impression of significant spare capacity in the hackney carriage fleet. The result of this has been worsening of the service at ranks – despite which the three key ranks have actually seen increased usage. Reduced supply and increased demand has led to the worse service the index has picked up. We have been finding this incidence in other places around the country at this time.

However, an unusual element in Lancaster licensing area is that the continued decline in private hire vehicle and driver numbers seems to arise because the hackney carriage fleet is taking up more of the private hire demand by working on the phone element of their company circuits more. It appears that drivers are preferring the option of working as a hackney carriage for the added flexibility it gives them in being able to work ranks and legitimately take hailing passengers.

Overall, this has, unfortunately, meant that the ISUD index which tests service levels to ranks has worsened – it is meant to identify such change. It would be usual for such a level of significance of unmet demand to be met by issue of further hackney carriage plates to restore service levels were all things equal and typical for a hackney carriage market of supply and demand. Or by an authority determining to remove the quantity restriction perhaps in favour of some additional quality restriction. At present, any new plate added in Lancaster would need to be wheel chair accessible in any event. With pressure on air quality considerations, some authorities are now seeking improved emission standards as part of their quality control on vehicles.

However, the question has to be answered if either adding more plates or removing the limit would in fact improve service levels to the public, and overall 'benefitting public interest' or not (albeit that this test suggested by the Law Commission has never become legally required). And if people are in fact noticing the reduction in service. Public response suggests that people are generally satisfied with the service they get. The reduced level of latent demand seems to confirm this view. The trade overall seem happier with their lot given the uncertainty of rank demand compared to the higher certainty of telephone bookings. Whilst in theory more work has gone to the private hire sector in fact it is the hackney carriages that are taking this up as already noted above.

Whilst the level of WAV vehicles in the hackney carriage fleet is formally about half what would be needed if Section 161 of the Equality Act were ever applied, the real level is very close to the 35% we believe would have been specified had this ever been brought in. The market has produced this response, and we found evidence that there are those who are giving due credence to this demand. However, these extra vehicles could and often do swop back to saloon when personal situations change.

However, we also found a small but significant issue with those very dependent on WAV dissatisfied with the service they obtain. This is a key matter which needs to be definitively resolved – though it mainly relates to telephone access and provision and not to a pure hackney carriage issue apart from the fact that all the WAV are in fact on the hackney carriage side of the trade.

Though there is nothing to stop market provision of WAV in the private hire fleet, the generally accepted trade view is that a WAV is usually only economically viable if part of the hackney carriage fleet, and therefore able to obtain trade from ranks, hailing or the phone.

Conclusions

Overall demand for licensed vehicles in the Lancaster City licensing area appears to have increased. Some increase has occurred at the station rank in line with passenger growth, and at the two central ranks at about half this level. Overall rank usage however has decreased with changes in Morecambe and with night life. Hackney carriages have moved their shared of undertaking phone work to add stability and this has resulted in no further growth of private hire despite the increased overall demand – suggesting hackney carriage on telephone circuits have taken up the slack.

For whatever reason, the industry itself has chosen to put voluntary WAV style vehicles in place which is rare where any new plates have had to be WAV style over many years. That these are voluntary is clearly shown by the switch over the last three years of many back to saloons, but with more switching the opposite way, yet none being provided by the market in the private hire sector.

At the ranks, the ISUD index has rightly identified reduced service levels being a mix between growth in patronage at some ranks and reduced supply as vehicles increase their level of service to booked patronage. But reduced levels of latent demand, good levels of satisfaction with the overall service, and evidence of spare capacity in the pure hackney carriage market militate against there being any value in adding extra plates at this time. Further, the continued decline of private hire vehicle numbers suggests there can in reality be little clear extra demand which people feel can be reacted to by the market – i.e. if there was strong excess demand from passengers at ranks, someone would have reacted to this and put on more private hire vehicles to meet the need, albeit inappropriately. There is no such evidence.

However, the warning signs from this study must be heeded or such issue of extra plates could become necessary. Further, and probably of top priority, the issue of documented gaps in WAV phone service need to be addressed. Those using licensed vehicle service in Lancaster deserve the best possible service including for those with disabilities. This issue is more pertinent given the presently raised hopes from those in the disability forum who are very aware that sections 165 and 167 of the Equality Act are now in force, albeit on a permissive basis from the point of view of the licensing authority. The present voluntary use of non-statutory WAV in the fleet by the trade must also be borne in mind in any considerations.

Suggested ways forward for Lancaster

Limits on the number of hackney carriage vehicles

On the basis of the evidence gathered in this Unmet demand survey for Lancaster City Council, our key conclusion is that, on the balance of all evidence taken together, whilst there is unmet demand for the services of hackney carriages which is significant at this point in time, this is not best dealt with by issue of any further hackney carriage licenses in the Lancaster City Council licensing area. The committee is therefore able to retain the limit at its current level and defend this in court if necessary.

However, the trade does need to ensure that sufficient vehicles focus on meeting demand particularly at the three main rank locations (see further detail below). The council may need to intercede with the County to identify and extend the rank in North Road.

Further, the stability of retaining the current limit – supported by respondents from both hackney carriage and private hire sides of the trade - must be taken as an opportunity to provide further improvement in the areas outlined below. It would be prudent to review the national rail statistics internally each year as well as encouraging passengers to let the licensing section know if they begin to experience extended waiting times at ranks. Such a note could be provided – with clarification of the way to make compliments and complaints were the suggestion below of name boards able to be taken forward.

Rank provision

Rank provision in the area appears to be reasonable. The main issue which remains – particularly given the move towards higher use – is to find extra space in the evenings at the North Road location to ensure public safety and ability of the trade to meet demand there effectively.

Further consideration needs to be given of why the Market Street rank at Morecambe has seen reduction in usage (see below).

The need for better advertising of ranks, particularly giving them a name that people can refer to, needs to be addressed if possible. Some authorities (eg Torbay, Blackburn with Darwen) use name boards at ranks including advising people where alternative ranks are (at Blackburn). This would also allow the public to be reminded of how they can provide both compliments and complaints regarding the service provided. The public currently appear happy with the overall service and it would be excellent to encourage reporting of this if possible.

Trade forum and opportunities

The balance in usage between North Road and the Bus Station is excellent for passengers. However, the increased waiting time at the three key ranks identified needs to be considered by the trade and some agreement made to ensure the balance between telephone and rank responses is correct.

The trade are best aware how this might be done, e.g. through their reporting they are leaving a rank empty with passengers waiting to their network, and this should be discussed at the next available meeting. This discussion could be facilitated if necessary by an independent person. It may require closer collaboration between the companies and independents, but this is critical if public service is to remain appreciated, and if future issues of plates are to be avoided if not practically necessary.

The need for a disability awareness day is more paramount than ever given the issues identified, and Government encouragement to move to putting Sections 165 and 167 of the Equality Act in place. Those needing adapted vehicles could experience the kinds of vehicles actually available and make direct links with those providing the service to ensure that as far as possible people tend towards compliments of the service provided rather than having life-limiting experiences of the service.

Any such day would require presence from licensing, the trade and those with issues, as well as those enjoying a good service. It may be sensible to agree a clear code of conduct for servicing people needing particular vehicles so that expectations can be clearly identified and matched – or otherwise – such as if people have needs that cannot be met (e.g. arising from size or weight of chairs, or specific needs of particular conditions). Again, this is supported by the Government guidance "Access for wheelchair users to Taxis and Private Hire Vehicles" just published.

The trade must work together to ensure that the adequate level of vehicle provision that exists is always translated into adequate service provision. This would avoid the need for further plate issues were further evidence to arise of insufficient service levels for those needing WAV vehicles.

Appendix 1 – Trade statistics

Lancaster City

DfT data states limit began in at least 1994

	hcv	phv	lv total	hcd	phd	dd	total d		Operators	% hcv WAV	% phv WAV
1994D	95		95	600			600	**1994D**			
1997D	100	130	230	750	700		1450	**1997D**		18	
1999D	100	170	270	900	1000		1900	**1999D**	60	14	
2001D	105	200	305	300	400		700	**2001D**	30	4	
2004D	105	200	305	300	400		700	**2004D**	30	4	
2005D	104	286	390	309	482		791	**2005D**	54	16	
2007D	104	286	390	309	482		791	**2007D**	54	16	
2009D	109	280	389	338	512	0	850	**2009D**	68	19	
2010N	109	257	366	*279*	*426*	*45*	*750*	**2010N**	*64*	14	5
2011D	109	280	389	220	340	89	649	**2011D**	59	14	*3*
2012N	109	229	338	*203*	*305*	*132*	640	**2012C**	*55*	14	
2013C	108	220	328	185	270	175	630	**2013D**	51	14	
2014N	108	221	329	*169*	*247*	*187*	602	**2014N**	*51*	14	
2015D	108	238	346	152	223	199	574	**2015D**	51	14	
2016C	108	223	331	115	170	279	564	**2016C**	53	14	

Appendix 2 – List of ranks

Rank / operating hours	Spaces (approx)	Comments
Lancaster City		
24-hour ranks		
L1 Damside Bus Station	11	Back in use as main rank
L19 Dalton Square	11	Now removed
L2 Penny Street, KFC	4	Principally used at night
L3 Common Garden Street	2	
L4 and L9 North Road, Diggles	1	Three additional spaces at night
Night only ranks		
L6 North Road	11	Operates 2200 to 0400. Main night club now gone, limited use
L7 Gage Street	3	Operates 2000 – 0600
L10 Penny Street	n/a	New spaces near the Lounge planned in 2010 but never introduced
L11 Brock Street	4	Additional spaces operating 0100-0600
L20 Sun Hotel	2	New rank operating 1800 to 0600
L21 University	Unknown	New ranks planned for introduction but still not yet in place
Non-central rank locations (Radio)		
L12 Ash Grove	1	All to meet condition that vehicles should proceed to rank to wait
L13 Torrisholme road	1	
L14 Coulston Road	1	
L15 Hala Square	1	
L16 St Martin's Road	1	
L17 Green Lane Halton Road	1	
L18 Quernmore Road	1	

Private Rank		
L5 Lancaster railway station, County side	6	Single space near exit with further spaces within forecourt. Supplementary payment to Virgin Trains via an agency
Morecambe		
24 hour ranks		
M1 – Market Street, Arndale and feeder	8+4	Main daytime rank directly outside shopping centre and supermarket
M13 – Tunstall Street, rear of Arndale shopping centre		New during 2015
M3 Morecambe rail station car park	5	Purpose built area on council land
M4 Broadway	4	
M5 Marine Road East / Elm Grove	2	
M6a Marine Rd W / Lancashire St	3	See below for night extension
M7 Marine Road opp Midland Hotel	2	
M8 Marine Road	9	Now on southbound side of main carriageway replacing former separated area now no longer accessible by vehicles. In layby.
M9 Marine Road E opp Town Hall	4	
Night time ranks		
M6b Marine Road West / Lancashire Street	2	2000 to 0600 additional spaces
M10 Marine Road Central opposite War Memorial	5	2000 to 0600
M11 Victoria Street	2	2200 to 0400
M12 Marine Road West near entrance to Frontierland	6	2000 to 0600

Appendix 3 – Rank hours observed

See separate document

Appendix 4 – Detailed rank operation observations

See separate document

Appendix 5 – Detailed on street public attitude responses

See separate document

Appendix 6 - Rail station patronage details

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Lancaster (289th) (Virgin Trains West Coast)		
1997 / 1998	1,051,133	n/a
1998 / 1999	1,098,475	+5%
1999 / 2000	1,154,174	+5%
2000 / 2001	1,131,960	-2%
2001 / 2002	1,150,536	+2%
2002 / 2003	1,115,448	-3%
2003 / 2004	Not collected	
2004 / 2005	1,270,227	+14%
2005 / 2006	1,317,299	+4%
2006 / 2007	1,395,832	+6%
2007 /2008	1,498,353	+7%
2008 / 2009	1,559,994	+%
2009 / 2010	1,656,070	+6%
2010 / 2011	1,787,698	+8%
2011 / 2012	1,835,462	+3%
2012 / 2013	1,850,772	+1%
2013 / 2014	1,915,446	+3%
2014 / 2015	2,004,122	+5%
2015 / 2016	2,033,538	+1% (+93% overall)
Growth since last survey (2012/3 to 2015/6)		+10%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Morecambe (1,284th) Northern		
1997 / 1998	195,573	n/a
1998 / 1999	202,754	+4%
1999 / 2000	202,239	-0.3%
2000 / 2001	194,329	-4%
2001 / 2002	185,476	-5%
2002 / 2003	167,592	-10%
2003 / 2004	Not collected	
2004 / 2005	195,316	+17%
2005 / 2006	185,405	-5%
2006 / 2007	188,789	+2%
2007 /2008	205,495	+9%
2008 / 2009	204,100	+0.3%
2009 / 2010	204,858	+0.3
2010 / 2011	221,142	+8%
2011 / 2012	220,296	-0.4%
2012 / 2013	209,108	-5%
2013 / 2014	217,280	+4%
2014 / 2015	245,548	+13%
2015 / 2016	235,198	-4% (+20% overall)
Growth since last survey (2012/3 to 2015/6)		+12%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Carnforth (1,357th) Trans Pennine Express		
1997 / 1998	110,164	n/a
1998 / 1999	107,814	-2%
1999 / 2000	112,957	+5%
2000 / 2001	123,624	+9%
2001 / 2002	98,461	-20%
2002 / 2003	105,046	+7%
2003 / 2004	Not collected	
2004 / 2005	149,649	+42%
2005 / 2006	157,240	+5%
2006 / 2007	150,824	-4%
2007 /2008	174,644	+16%
2008 / 2009	176,918	+1%
2009 / 2010	179,602	+2%
2010 / 2011	196,972	+10%
2011 / 2012	191,306	-3%
2012 / 2013	196,470	+3%
2013 / 2014	206,590	+5%
2014 / 2015	204,196	-1%
2015 / 2016	206,572	+1% (88% overall)
Growth since last survey (2012/3 to 2015/6)		+5%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Bare Lane (1,404[tj]) Northern		
1997 / 1998	118,851	n/a
1998 / 1999	125,886	+6%
1999 / 2000	123,624	-2%
2000 / 2001	125,093	+1%
2001 / 2002	113,211	-10%
2002 / 2003	101,181	-11%
2003 / 2004	Not collected	
2004 / 2005	116,597	+15%
2005 / 2006	117,576	+1%
2006 / 2007	117,264	-0.3%
2007 /2008	126,706	+8%
2008 / 2009	132,652	+5%
2009 / 2010	131,752	-1%
2010 / 2011	137,856	+5%
2011 / 2012	141,200	+2%
2012 / 2013	138,054	-2%
2013 / 2014	167,726	+21%
2014 / 2015	183,830	+10%
2015 / 2016	188,120	+2% (+58% overall)
Growth since last survey (2012/3 to 2015/6)		+36%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Silverdale (1,936th) Northern		
1997 / 1998	38,146	n/a
1998 / 1999	37,451	-2%
1999 / 2000	38,927	+4%
2000 / 2001	34,301	-12%
2001 / 2002	30,676	-11%
2002 / 2003	27,441	-11%
2003 / 2004	Not collected	
2004 / 2005	34,419	+25%
2005 / 2006	33,520	-3%
2006 / 2007	36,082	+8%
2007 /2008	42,268	+17%
2008 / 2009	45,080	+7%
2009 / 2010	45,126	+0.1%
2010 / 2011	47,024	+4%
2011 / 2012	44,566	-5%
2012 / 2013	45,818	+3%
2013 / 2014	50,404	+10%
2014 / 2015	59,352	+18%
2015 / 2016	54,872	-8% (+44% overall)
Growth since last survey (2012/3 to 2015/6)		+20%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Heysham Port (2,325th) Northern		
1997 / 1998	16,869	n/a
1998 / 1999	10,070	-40%
1999 / 2000	6,924	-31%
2000 / 2001	9,387	+36%
2001 / 2002	7,682	-19%
2002 / 2003	6,788	-12%
2003 / 2004	Not collected	
2004 / 2005	5,696	-16%
2005 / 2006	5,251	-8%
2006 / 2007	6,924	+32%
2007 /2008	7,178	+4%
2008 / 2009	7,606	+6%
2009 / 2010	7,752	+2%
2010 / 2011	8,858	+14%
2011 / 2012	7,682	-13%
2012 / 2013	8,310	+8%
2013 / 2014	9,064	+9%
2014 / 2015	9,608	+6%
2015 / 2016	9,128	-5% (-46% overall)
Growth since last survey (2012/3 to 2015/6)		+10%

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Wennington (2416th) Northern		
1997 / 1998	2,321	n/a
1998 / 1999	2,461	+6%
1999 / 2000	2,073	-16%
2000 / 2001	2,306	+11%
2001 / 2002	1,811	-21%
2002 / 2003	2,005	+11%
2003 / 2004	Not collected	
2004 / 2005	2,900	+45%
2005 / 2006	2,697	-7%
2006 / 2007	2,848	+6%
2007 /2008	3,111	+9%
2008 / 2009	3,040	-2%
2009 / 2010	3,222	+6%
2010 / 2011	3,696	+15%
2011 / 2012	3,340	-10%
2012 / 2013	2,948	-12%
2013 / 2014	3,378	+15%
2014 / 2015	3,492	+3%
2015 / 2016	3,956	+13% (+70% overall)
Growth since last survey (2012/3 to 2015/6)		+34%

		Bus Station	Sun Hotel	North Road Diggles	Penny Street, KFC	Common Garden St / Brock Street	Market Street (both)	Tunstall St rear of Arndale Morecambe	Marine Road Central Car Park	Lancaster Railway Station (private)	Hours
Rank Spaces		11		1	4	2+4	8 + 4		9	6	
Friday	13:00										0
Friday	14:00	1				1					2
Friday	15:00	2				2				1	3
Friday	16:00	3				3				2	3
Friday	17:00	4				4				3	3
Friday	18:00	5				5				4	3
Friday	19:00	6				6				5	3
Friday	20:00	7				7				6	3
Friday	21:00	8				8				7	3
Friday	22:00	9				9			1	8	4
Friday	23:00	10				10			2	9	4
Friday	00:00	11							3		2
Saturday	01:00	12							4		2
Saturday	02:00	13							5		2
Saturday	03:00	14							6		2
Saturday	04:00	15									1
Saturday	05:00	16									1
Saturday	06:00	17									1
Saturday	07:00	18									1
Saturday	08:00	19									1
Saturday	09:00	20									1
Saturday	10:00	21					1	1			3
Saturday	11:00	22					2	2			3
Saturday	12:00	23					3	3			3
Saturday	13:00	24					4	4			3
Saturday	14:00	25					5	5			3
Saturday	15:00	26					6	6			3
Saturday	16:00	27					7	7			3
Saturday	17:00	28					8				2
Saturday	18:00	29									1
Saturday	19:00	30									1
Saturday	20:00	31									1
Saturday	21:00	32									1
Saturday	22:00	33							7		2
Saturday	23:00	34	1	1	1				8		5
Saturday	00:00	35	2	2	2				9		5
Sunday	01:00	36	3	3	3				10		5
Sunday	02:00	37	4	4	4				11		5
Sunday	03:00	38	5		5						3
Sunday	04:00	39									1
Sunday	05:00	40									1
Sunday	06:00										0
											99
Total hours at site		*40*	*5*	*4*	*5*	*10*	*8*	*7*	*11*	*9*	***99***

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
Lanc BS	18/11/16	14	16	15	13	1.2	3	19%	16	00:01:48	00:01:18	00:04:00	00:01:56	00:03:13	7	2		00:06
Lanc BS	18/11/16	15	9	15	8	1.9	1	11%	9	00:02:06	00:02:07	00:05:00	00:02:08	00:05:20	4		2	00:12
Lanc BS	18/11/16	16	17	16	12	1.3	2	14%	14	00:07:14	00:06:38	00:25:00						
Lanc BS	18/11/16	17	15	18	13	1.4	2	13%	15	00:06:32	00:06:50	00:16:00	00:00:17	00:05:00	1			00:05
Lanc BS	18/11/16	18	13	18	13	1.4	3	19%	16	00:03:55	00:04:21	00:19:00	00:01:40	00:05:00	4		2	00:12
Lanc BS	18/11/16	19	11	7	5	1.4	4	44%	9	00:18:43	00:23:25	00:47:00	00:03:43	00:13:00			2	00:13
Lanc BS	18/11/16	20	13	18	11	1.6	4	27%	15	00:07:46	00:07:33	00:19:00	00:00:43	00:01:26	9			00:05
Lanc BS	18/11/16	21	19	15	10	1.5	7	41%	17	00:11:00	00:10:38	00:25:00						
Lanc BS	18/11/16	22	17	22	13	1.7	1	7%	14	00:09:56	00:07:00	00:36:00	00:00:25	00:03:00	3			00:04
Lanc BS	18/11/16	23	13	18	14	1.3	4	22%	18	00:10:09	00:08:21	00:32:00	00:02:07	00:05:25	3	4		00:10
Lanc BS	19/11/16	0	23	41	21	2	2	9%	23	00:02:23	00:02:14	00:07:00	00:00:53	00:02:24	15			00:05
Lanc BS	19/11/16	1	7	10	6	1.7	0	0%	6	00:04:00	00:03:30	00:16:00	00:01:18	00:02:10	6			00:04
Lanc BS	19/11/16	2	3		0		4	100%	4	00:02:40								
Lanc BS	19/11/16	3																
Lanc BS	19/11/16	4	1		0		1	100%	1	00:00:00								
Lanc BS	19/11/16	5																

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
Lanc BS	19/11/16	6	2		0		1	100%	1	00:05:00								
Lanc BS	19/11/16	7	2		0		1	100%	1	00:35:30	01:00:00	01:00:00						
Lanc BS	19/11/16	8	4	1	1	1	4	80%	5	00:24:30	01:03:00	01:03:00						
Lanc BS	19/11/16	9	9	6	5	1.2	4	44%	9	00:12:06	00:13:00	00:25:00						
Lanc BS	19/11/16	10	13	6	5	1.2	7	58%	12	00:09:41	00:13:20	00:31:00	00:00:20	00:01:00	2			00:01
Lanc BS	19/11/16	11	13	7	6	1.2	7	54%	13	00:06:18	00:06:50	00:22:00						
Lanc BS	19/11/16	12	9	8	5	1.6	4	44%	9	00:12:46	00:13:48	00:30:00	00:01:15	00:05:00	1	1		00:06
Lanc BS	19/11/16	13	11	11	6	1.8	5	45%	11	00:09:38	00:10:10	00:30:00	00:00:22	00:04:00	1			00:04
Lanc BS	19/11/16	14	13	21	11	1.9	3	21%	14	00:04:32	00:04:00	00:13:00	00:00:06	00:01:00	2			00:01
Lanc BS	19/11/16	15	12	12	9	1.3	2	18%	11	00:04:40	00:05:00	00:17:00	00:01:50	00:07:20	1	2		00:10
Lanc BS	19/11/16	16	10	22	11	2	1	8%	12	00:07:24	00:07:20	00:18:00	00:00:41	00:05:00	2	1		00:08
Lanc BS	19/11/16	17	9	13	9	1.4	0	0%	9	00:09:40	00:09:40	00:21:00	00:02:00	00:06:30	2	2		00:10
Lanc BS	19/11/16	18	15	19	11	1.7	2	15%	13	00:12:44	00:15:32	00:32:00						
Lanc BS	19/11/16	19	22	16	11	1.5	8	42%	19	00:09:24	00:10:28	00:25:00	00:00:15	00:04:00	1			00:04
Lanc BS	19/11/16	20	21	23	14	1.6	9	39%	23	00:06:48	00:07:10	00:11:00						
Lanc BS	19/11/16	21	17	21	9	2.3	9	50%	18	00:19:56	00:17:37	00:42:00						
Lanc BS	19/11/16	22	22	27	17	1.6	4	19%	21	00:05:16	00:05:00	00:13:00	00:00:47	00:02:37	8			00:04
Lanc BS	19/11/16	23	27	46	21	2.2	7	25%	28	00:03:22	00:02:57	00:08:00	00:00:10	00:01:00	8			00:01
Lanc BS	20/11/16	0	24	28	18	1.6	7	28%	25	00:04:30	00:04:56	00:14:00	00:00:02	00:01:00	1			00:01
Lanc BS	20/11/16	1	12	19	9	2.1	3	25%	12	00:06:20	00:04:52	00:15:00	00:00:38	00:01:42	7			00:02
Lanc BS	20/11/16	2	5	3	2	1.5	4	67%	6	00:11:24	00:16:00	00:19:00						
Lanc BS	20/11/16	3	1	4	1	4	0	0%	1	00:00:00	00:00:00	00:00:00						
Lanc BS	20/11/16	4																
Lanc BS	20/11/16	5																

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
Sun Hotel	19/11/16	23	3	2	1	2	2	67%	3	00:01:40	00:04:00	00:04:00						
Sun Hotel	20/11/16	0	2		0		2	100%	2	00:01:00								
Sun Hotel	20/11/16	1	1	2	1	2	0	0%	1	00:02:00	00:02:00	00:02:00						
Sun Hotel	20/11/16	2																
Sun Hotel	20/11/16	3	1		0		1	100%	1	00:01:00								

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
Diggles	19/11/16	23	28	38	23	1.7	5	18%	28	00:01:45	00:01:57	00:05:00	00:00:03	00:01:00	2			00:01
Diggles	20/11/16	0	42	67	38	1.8	1	3%	39	00:01:45	00:01:46	00:06:00	00:00:01	00:01:00	1			00:01
Diggles	20/11/16	1	63	109	62	1.8	0	0%	62	00:02:01	00:02:01	00:07:00	00:00:04	00:01:00	7			00:01
Diggles	20/11/16	2	50	94	47	2	7	13%	54	00:03:15	00:03:23	00:08:00						

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
KFC	19/11/16	23	2	2	1	2	1	50%	2	00:02:30	00:04:00	00:04:00						
KFC	20/11/16	0	2	2	1	2	1	50%	2	00:00:30	00:01:00	00:01:00						
KFC	20/11/16	1																
KFC	20/11/16	2	1	1	1	1	0	0%	1	00:00:00	00:00:00	00:00:00						
KFC	20/11/16	3																

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
Common Gdn St	18/11/16	14	3	1	1	1	2	67%	3	00:04:20	00:09:00	00:09:00						
Common Gdn St	18/11/16	15	1							00:03:00								
Common Gdn St	18/11/16	16	1		0		2	100%	2	00:05:00								
Common Gdn St	18/11/16	17	3	5	3	1.7	0	0%	3	00:03:00	00:03:00	00:05:00						
Common Gdn St	18/11/16	18																
Common Gdn St	18/11/16	19	1	3	1	3	0	0%	1	00:01:00	00:01:00	00:01:00						
Common Gdn St	18/11/16	20	2	1	1	1	1	50%	2	00:02:00	00:00:00	00:00:00						
Common Gdn St	18/11/16	21	1		0		1	100%	1	00:01:00								
Common Gdn St	18/11/16	22																
Common Gdn St	18/11/16	23	1		0		1	100%	1	00:03:00								

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
Morecambe Mkt St	19/11/16	10	21	8	7	1.1	9	56%	16	00:08:22	00:08:18	00:15:00	00:00:08	00:01:00	1			00:01
Morecambe Mkt St	19/11/16	11	10	17	10	1.7	2	17%	12	00:08:06	00:08:06	00:20:00	00:00:11	00:01:00	3			00:01
Morecambe Mkt St	19/11/16	12	9	11	9	1.2	2	18%	11	00:01:26	00:01:17	00:03:00	00:00:55	00:02:30	4			00:05
Morecambe Mkt St	19/11/16	13	14	15	8	1.9	7	47%	15	00:04:34	00:02:17	00:07:00	00:05:56	00:07:25	2	10		00:09
Morecambe Mkt St	19/11/16	14	16	16	11	1.5	5	31%	16	00:02:22	00:01:49	00:06:00	00:01:19	00:03:30	4	2		00:06
Morecambe Mkt St	19/11/16	15	22	16	10	1.6	8	44%	18	00:09:43	00:09:54	00:17:00						
Morecambe Mkt St	19/11/16	16	14	11	6	1.8	11	65%	17	00:10:42	00:11:10	00:18:00						
Morecambe Mkt St	19/11/16	17	8	6	4	1.5	5	56%	9	00:01:52	00:00:40	00:01:00						

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
Morecambe Tun St	19/11/16	10																
Morecambe Tun St	19/11/16	11	1	1	1	1	0	0%	1	00:05:00	00:05:00	00:05:00						
Morecambe Tun St	19/11/16	12	2		0		2	100%	2	00:00:00								
Morecambe Tun St	19/11/16	13																
Morecambe Tun St	19/11/16	14	1	1	1	1	0	0%	1	00:02:00	00:02:00	00:02:00						
Morecambe Tun St	19/11/16	15	1	2	1	2	0	0%	1	00:01:00	00:01:00	00:01:00						
Morecambe Tun St	19/11/16	16																

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
Morecambe Mar Rd	18/11/16	22	9	8	3	2.7	5	62%	8	00:04:13	00:04:20	00:07:00						
Morecambe Mar Rd	18/11/16	23	6	8	3	2.7	4	57%	7	00:03:20	00:04:20	00:05:00						
Morecambe Mar Rd	19/11/16	0	10	3	2	1.5	8	80%	10	00:04:12	00:03:00	00:03:00						
Morecambe Mar Rd	19/11/16	1	6	7	4	1.8	2	33%	6	00:05:20	00:03:45	00:12:00						
Morecambe Mar Rd	19/11/16	2	6	1	1	1	5	83%	6	00:02:30	00:05:00	00:05:00						
Morecambe Mar Rd	19/11/16	3	2		0		2	100%	2	00:02:00								

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
Morecambe Mar Rd	19/11/16	22	5	2	1	2	4	80%	5	00:02:48	00:03:00	00:03:00						
Morecambe Mar Rd	19/11/16	23	5		0		4	100%	4	00:03:48								
Morecambe Mar Rd	20/11/16	0	4		0		4	100%	4	00:04:15								
Morecambe Mar Rd	20/11/16	1	9	12	6	2	3	33%	9	00:03:33	00:03:42	00:08:00						
Morecambe Mar Rd	20/11/16	2	10	26	10	2.6	1	9%	11	00:04:12	00:04:26	00:10:00						
Morecambe Mar Rd	20/11/16	3	3	3	3	1	0	0%	3	00:04:00	00:04:00	00:08:00						
Totals, excl station			**852**	**1027**	**602**		**250**		**852**									

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
Lancaster Station	18/11/16	15	17	15	12	1.2	2	14%	14	00:03:49	00:04:08	00:29:00	00:02:52	00:04:18	7	3		00:08
Lancaster Station	18/11/16	16	20	25	20	1.2	0	0%	20	00:07:03	00:07:03	00:20:00	00:02:43	00:05:40	8	1	3	00:15
Lancaster Station	18/11/16	17	27	29	21	1.4	1	5%	22	00:08:24	00:08:26	00:26:00	00:02:08	00:04:25	8	6		00:08
Lancaster Station	18/11/16	18	16	29	22	1.3	2	8%	24	00:03:41	00:03:40	00:19:00	00:02:35	00:05:00	9	5	1	00:12
Lancaster Station	18/11/16	19	35	29	23	1.3	3	12%	26	00:06:12	00:05:38	00:21:00	00:03:17	00:06:47	7	4	3	00:15
Lancaster Station	18/11/16	20	24	24	20	1.2	9	31%	29	00:08:50	00:07:52	00:16:00						
Lancaster Station	18/11/16	21	37	42	27	1.6	2	7%	29	00:08:08	00:06:39	00:26:00	00:07:06	00:10:16	8	8	13	00:17
Lancaster Station	18/11/16	22	17	28	20	1.4	8	29%	28	00:11:56	00:11:43	00:20:00						
Lancaster Station	18/11/16	23	15	20	13	1.5	3	19%	16	00:07:48	00:07:27	00:18:00	00:00:33	00:01:34	7			00:03

Q1: Have you used a taxi in this area?	LANCASTER		MORECAMBE		TOTAL	
Yes	53	54%	48	48%	101	51%
No	46	46%	52	52%	98	49%
Total	99	100%	100	100%	199	100%

Q2: How often do you use a taxi within this area?	LANCASTER		MORECAMBE		TOTAL	
Almost daily	4	8%	8	8%	12	8%
Once a week	14	27%	18	18%	32	21%
A few times a month	10	20%	13	13%	23	15%
Once a month	11	22%	7	7%	18	12%
Less than once a month	12	24%	54	54%	66	44%
Total	51	100%	100	100%	151	100%

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

Resulting estimate of trips per person per month	**1.7**	**2.9**	**2.3**

Q3: How do you normally book a taxi within this area?	LANCASTER		MORECAMBE		TOTAL	
At a Taxi rank	5	13%	12	12%	17	13%
Hail in the street	2	5%	4	4%	6	4%
Telephone a company	17	45%	34	35%	51	38%
Use a Freephone	2	5%	7	7%	9	7%
Use my mobile or smart phone	10	26%	8	8%	18	13%
Other	2	5%	32	33%	34	25%
Total	38	100%	97	100%	135	100%

Q4. If you book a taxi by phone, please tell us the three companies you phone most?	LANCASTER		MORECAMBE		TOTAL	
848848 (mixed hcv phv fleet)	2	4%	32	36%	34	26%
COASTAL (mixed hcv phv fleet)	11	24%	21	24%	32	24%
32090 (mixed hcv phv fleet)	27	60%	0	0%	27	20%
ABC	0	0%	20	23%	20	15%
STEWARTS	0	0%	13	15%	13	10%
ONE CAB	3	7%	0	0%	3	2%
A1 TAXI	1	2%	1	1%	2	2%
A TO B	1	2%	0	0%	1	1%
JOLUS	0	0%	1	1%	1	1%
Total	45	100%	88	100%	133	100%

Q5. How often do you use a hackney carriage within the Lancaster area?	LANCASTER		MORECAMBE		TOTAL	
Almost daily	1	2%	0	0%	1	1%
Once a week	1	2%	2	2%	3	2%
A few times a month	2	4%	4	4%	6	4%
Once a month	1	2%	6	7%	7	5%
Less than once a month	2	4%	3	3%	5	4%
I can't remember when I last used a hackney carriage	35	76%	72	79%	107	78%
I can't remember seeing a hackney carriage in the area	4	9%	4	4%	8	6%
Total	46	100%	91	100%	137	100%

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

Resulting estimate of trips per person per month	**0.3**	**0.2**	**0.3**

Q6. Please tell us the ranks you are aware of in the Lancaster area, and for each if you use them?	LANCASTER		MORECAMBE		TOTAL	
STATION	1	2%	39	27%	40	21%
BUS STATION	29	60%	1	1%	30	15%
ARNDALE	0	0%	24	16%	24	12%
MARKET HALL	0	0%	1	1%	1	1%
MARKET STREET	0	0%	6	4%	6	3%
MARKET	0	0%	3	2%	3	2%
TOWN HALL (Morecambe)	0	0%	23	16%	23	12%
MARINE ROAD	0	0%	17	12%	17	9%
MARINE DRIVE	0	0%	1	1%	1	1%
BROADWAY	0	0%	12	8%	12	6%
BROADWALK	0	0%	1	1%	1	1%
WAR MEMORIAL	0	0%	7	5%	7	4%
MIDLAND HOTEL	0	0%	5	3%	5	3%
CHURCH STREET (The Sun)	10	21%	0	0%	10	5%
CHEAPSIDE	1	2%	0	0%	1	1%
COMMON GARDEN	1	2%	0	0%	1	1%
FRONTIERLAND	0	0%	2	1%	2	1%
MORRISONS	0	0%	1	1%	1	1%
PEEL STREET	0	0%	1	1%	1	1%
PENNY STREET	0	0%	2	1%	2	1%
POLICE STATION	3	6%	0	0%	3	2%
TOWN CENTRE	3	6%	0	0%	3	2%
Formal ranks named Informal names of ranks						
Total	48	100%	146	100%	194	100%

Q7. Is there any location in Lancaster where you would like to see a rank, and if it was there and vehicles were available, would you use it?	LANCASTER		MORECAMBE		TOTAL	
BUS STATION	1	11%	0	0%	1	11%
CENTRAL	1	11%	0	0%	1	11%
DALTON SQUARE	1	11%	0	0%	1	11%
HOSPITAL	4	44%	0	0%	4	44%
MARKS AND SPENCERS	1	11%	0	0%	1	11%
POLICE STATION	1	11%	0	0%	1	11%
Total	9	100%	0	0%	9	100%

Q8. Have you had any problems with the hackney carriage service ?	LANCASTER		MORECAMBE		TOTAL	
Design of vehicles	0	0%	0	0%	0	0%
Driver Issues	0	0%	4	100%	4	57%
Position of ranks	0	0%	0	0%	0	0%
Delay in getting a taxi	2	67%	0	0%	2	29%
cleanliness	1	33%	0	0%	1	14%
other problems	0	0%	0	0%	0	0%
Total	3	100%	4	100%	7	100%

Q9. What would encourage you to use Taxis, or use them more often in the Lancaster area? (please indicate top two reasons only)	LANCASTER		MORECAMBE		TOTAL	
Better vehicles	1	8%	2	40%	3	18%
More hackney carriages I could phone for	1	8%	0	0%	1	6%
Better Drivers	1	8%	2	40%	3	18%
Cheaper Fares	3	25%	0	0%	3	18%
More hackney carriages I could hail or get at a rank	5	42%	0	0%	5	29%
Better located ranks	0	0%	0	0%	0	0%
Other	1	8%	1	20%	2	12%
Total	12	100%	5	100%	17	100%

Q10. Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle?	LANCASTER		MORECAMBE		TOTAL	
No	17	81%	83	89%	100	88%
Yes. I need a wheelchaior accessible vehicle (WAV)	0	0%	0	0%	0	0%
Yes. Someone I know need a (WAV)	1	5%	7	8%	8	7%
Yes. I need an adapted vehicle, but not a (WAV)	1	5%	0	0%	1	1%
Yes. Someone I know needs an adapted vehicle, but	2	10%	3	3%	5	4%
Other	0	0%	0	0%	0	0%
Total	21	100%	93	100%	114	100%

Q11. Which type of vehicle would you choose, saloon or WAV?	LANCASTER		MORECAMBE		TOTAL	
FIRST VEHICLE AVAILABLE	13	54%	2	25%	15	47%
SALOON	10	42%	0	0%	10	31%
WAV	1	4%	6	75%	7	22%
Total	24	100%	8	100%	32	100%

Q13. Have you ever given up waiting for a hackney carriage at a rank in the Lancaster area?	LANCASTER		MORECAMBE		TOTAL	
No	19	95%	94	98%	113	97%
Yes	1	5%	2	2%	3	3%
Total	20	100%	96	100%	116	100%

Q14. Do you think that disabled people travelling in this area get a good service from hackney carriages ?	LANCASTER		MORECAMBE		TOTAL	
YES	1	3%	35	36%	36	27%
NO	2	6%	0	0%	2	2%
DON'T KNOW	31	91%	63	64%	94	71%
Total	34	100%	98	100%	132	100%

Q15. Do you have regular access to a car?	LANCASTER		MORECAMBE		TOTAL	
YES	58	62%	74	74%	132	68%
NO	35	38%	26	26%	61	32%
Total	93	100%	100	100%	193	100%

Q16. Do you live in this area?	LANCASTER		MORECAMBE		TOTAL	
YES	63	64%	81	80%	144	72%
NO	35	36%	20	20%	55	28%
Total	98	100%	101	100%	199	100%

Q17. Gender?	LANCASTER		MORECAMBE		TOTAL		Census
MALE	35	34%	45	45%	80	40%	48%
FEMALE	67	66%	55	55%	122	60%	52%
Total	102	100%	100	100%	202	100%	

Q17. Age?	LANCASTER		MORECAMBE		TOTAL		Census
Under 30	14	14%	13	13%	27	14%	27%
31 - 55	38	38%	33	34%	71	36%	35%
55+	48	48%	52	53%	100	51%	38%
Total	100	100%	98	100%	198	100%	

Licensing Regulatory Committee

Setting of Licensing Fees for Animal-related Licensing for the Financial Year 2017/18
1 June 2017

Report of Chief Officer (Health & Housing)

PURPOSE OF REPORT
To seek a decision regarding the levels of fees to be set for animal licensing for 2017/18.
This report is public.

RECOMMENDATIONS

(1) That the licensing fees for animal-related licences be determined for 2017/18 on consideration of the options contained in this report.

(2) That a full cost recovery review is undertaken in a timely way during 2017/18 in order to fully inform licence fees and budget setting from 2018/19 onwards, in line with appropriate regulatory advice and the council's Fees and Charges Policy.

1.0 Introduction

1.1 This report is concerned with the setting of the level of licence fees 2017/18 for:

- Commercial animal boarding establishments
- Home boarding establishments
- Dangerous wild animals
- Riding establishments
- Pet shops
- Dog breeding establishments
- Zoos

The setting of such fees is a non-executive function, and therefore a matter for this Committee.

1.2 Licensing fees for the premises under consideration and referenced as part of this review are set according to the legislation specific to those premises:

- Commercial animal boarding and home boarding establishments - Animal Boarding Establishments Act 1963
- Dangerous wild animals – Dangerous Wild Animals Act 1976 as amended.
- Riding establishments – Riding Establishments Act 1964
- Pet shops – Pet Animals Act 1951
- Dog breeding establishments – Breeding of Dogs Act 1973
- Zoos – Zoo Licensing Act 1981

1.3 There are currently in the region of 44 animal related licenced premises. Animal-related licensing is a function administered and delivered by Environmental Health.

2.0 Proposal Details

2.1 The council's Fees & Charges Policy states that when setting charges, the general aim is to cover the cost of the service, reflecting the full cost of provision including recharges. It is not lawful, however, for the council to seek to make a profit from licence fees that are within its discretion. The Fees & Charges Policy in relation to licensing fees offers a standard of good practice, although it is not binding on Licensing Regulatory Committee.

2.2 It is also a requirement of the council's Fees & Charges Policy that fees be reviewed annually.

2.3 Although planned monitoring of the direct and indirect costs of animal licensing has been carried out, this has been affected by staffing changes in the last twelve months. There are also developments proposed in home boarding licensing which may significantly reduce officer time spent on the licensing process in future. This means that whilst review information has been gathered a further period of monitoring is necessary to enable a full and balanced view of future financial implications. It is therefore intended to continue monitoring into 2017/18 before bringing a review report to Licensing Regulatory Committee in February 2018 (or earlier if appropriate) to decide whether to fully recover licensing costs when approving revised fees in future years.

2.4 Meanwhile, it is appropriate to increase by 2% the fees to be charged during 2017/18 in order to cover inflationary rises in line with other fees and charges applied during the 2017/18 Budget process. The final amounts resulting from this increase would, as is normal, be appropriately rounded in line with the Fees & Charges Policy. The recommended fees are attached in Appendix A.

3.0 Options and Options Analysis

3.1 The options proposed are:

Option 1: Approve a 2% increase (appropriately rounded in line with the Fees & Charges Policy) with regard to animal welfare licences as set out in Appendix A.

Option 2: Approve a different level of percentage increase as decided by Committee.

Alternatively, it would be open to the Committee to consider alternative fee structures.

3.2 The Officer preferred option is option 1, i.e. a 2% increase (appropriately rounded) for animal related licences.

4.0 Conclusion

4.1 Other council fees and charges have been increased generally by 2% and approving Option 1 would be consistent with this position. The council does not at present recover the full costs of administering animal-related licensing. Process review and streamlining work scheduled during 2017/18 will inevitably incur a further up-front staffing cost before any efficiencies are subsequently realised. It is not currently anticipated that a fee increase of 2% will lead to the generation of any surplus income.

CONCLUSION OF IMPACT ASSESSMENT **(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)**

LEGAL IMPLICATIONS

Legal implications are contained within the report.

FINANCIAL IMPLICATIONS

Members are reminded that animal licensing is a statutory function legislated by the relevant Acts listed within the Report, although it is for the Local Authority to determine the appropriate charge.

The officer preferred option will generate a small additional income of £100 (rounded) compared to the 2016/17 fee tariffs as demonstrated by the following table, noting that this is based on the reduced number of chargeable licences now expected to come forward during 2017/18:

Licence Type	Licence No's	Current Fee income £	Proposed Fee Income at 2% £	Difference £
Horse Riding Establishments	4	600	600	---
Dog Breeders Licence	3	400	400	---
Pet Shop Licence	6	900	900	---
Animal Boarding (Commercial)	8	1,200	1,200	---
Animal Boarding (Home)	22	2,200	2,300	100
Zoo Licence *	1	---	---	---
Total (*excluding Zoo Licence)	**44**	**5,300**	**5,400**	**100**

***It should be noted that zoo licences are issued for a 6 year period and so there will be no charge for Williamson Park in 2017/18. This may change from 2018/19 onwards, subject to whether or not annual charges are made on a full cost recovery basis going forward, i.e. to include costs such as annual inspections, etc.**

For information, Members should be aware that the 2017/18 budget was set on the basis that there would be 60 chargeable licences in line with that expected for 2016/17 and so the budget has been set slightly higher at £7,700 rather than the £5,400 shown above. This will be kept under review as new establishments applying for a licence may still come forward during the year.

Similarly, should Members opt for a different option/percentage than being proposed, then subject to how material they are, these would need to be further appraised and fed into future financial monitoring reports to cabinet as part of the council's usual monitoring arrangements.

Finally, it is re-iterated that the proposed increase in fees does not fully recover the cost of issuing Licenses. A full review will need to be undertaken during the year, therefore, with the support of Financial Services, and a report be brought back to the Licensing Regulatory Committee at the appropriate time to enable fees to be set as per the relevant legislative guidance and the council's Fees & Charging Policy.

SECTION 151 OFFICER'S COMMENTS

The 151 Officer has been consulted and has no further comment.

MONITORING OFFICER'S COMMENTS The Monitoring Officer has been consulted and has no further comment.	
BACKGROUND PAPERS Lancaster City Council Fees & Charges Policy Animal Boarding establishments Act 1963 Dangerous Wild Animals Act 1976 as amended Riding Establishments Act 1964 Pet Animals Act 1951 Breeding of Dogs Act 1973 Zoo Licensing Act 1981	**Contact Officer:** Sue Clowes, Senior Environmental Health Officer **Telephone:** 01524 582740 **E-mail:** sclowes@lancaster.gov.uk **Ref: LRC13**

APPENDIX A

MISCELLANEOUS LICENCES
PROPOSED FEES 2017/18

Type of Licence	Current Licence Fee £	Proposed Licence Fee (2% increase, rounded appropriately) £
Horse-riding Establishment + vet fees	**144.70**	147.60
Dangerous Wild Animals + vet fees	**728.90**	743.50
Dangerous Wild Animal + vet fees renewal	**214.40**	218.70
Animal Boarding (Home)	**98.90**	100.90
Animal Boarding (Commercial)	**150.10**	153.10
Pet Shop Licence	**150.10**	153.10
Zoo Licence + vet fees	**155.50**	158.60
Dog Breeding Licence + vet fees	**144.70**	147.60

LICENSING REGULATORY COMMITTEE

Local Government (Miscellaneous Provisions) Act 1976
Proposed Variation of Hackney Carriage Fares
1 June 2017

Report of the Food, Safety & Licensing Manager

PURPOSE OF REPORT

The report is to enable Members to consider the results of the consultation with hackney carriage proprietors in relation to the proposed variation of the current level of hackney carriage fares in line with the Retail Price Index (RPI) and to determine whether to approve the new table of fares as set out in the attached Appendix 1 to this report.

This report is public.

RECOMMENDATIONS

1. The Committee is requested to consider the results of the consultation which has recently taken place with hackney carriage proprietors in relation to a fare increases as set out in the attached Appendix 2.

2. To determine whether to approve the new table of fares and to authorise the Chief Officer (Governance) to advertise the new table of fares as required by the legislation.

1.0 Introduction

1.1 The Licensing Authority is required to consider the tariffs for fare charges in respective of hackney carriages on an annual basis and to determine whether a fare adjustment is necessary. There is no nationally agreed formulae for assessing and applying an adjustment.

2.0 Lancaster Hackney Carriage Tariffs

2.1 A copy of the current fare card is attached as Appendix 1 to this report. A copy of the proposed table of fares is attached at Appendix 2 to this report.

2.2 Members will recall that, at the meeting of the Licensing Regulatory Committee in February 2014, they approved an amendment to procedure in relation to the variation of hackney carriage fares.

2.3 Members agreed that they would recommend, in March each year, a proposal taking account of the current annual retail price Index (RPI) rate and that hackney carriage proprietors would then be asked to vote on whether an increase should be applied.

2.4 Financial services have confirmed the relevant RPI rate for March 2017 is 3.1%.

2.5 The table below shows the effects of the proposed increase at tariff 1 with a comparison with neighbouring authorities.

Current and proposed Tariff over the first One Mile

Lancaster City Council Tariff

Current	£3.70
Proposed increase	**£3.82**

Neighbouring Districts

South Lakeland 2015/16 tariff	**£3.70**
South Ribble (March 2015 Tariff)	**£3.80**
Preston City Council (current)	**£3.40**

2.6 Ballot papers were sent out to 109 hackney proprietors during the last week of March 2017 with a request for a vote YES or NO to a proposed increase in line with the RPI in April 2017. Ballot boxes were placed at both Lancaster and Morecambe Town Hall and the Council depot (VMU). On the 28th April 2017 all boxes were collected. Of the 15 papers received 12 voted YES to an increase with 3 voting NO.

2.7 Members should be aware that during the ballot the Licensing service received 24 copies of an alternative tariff put forward by some of the consultees. This was not requested as part of the consultation.

2.8 The proposal put forward as an alternative tariff appears to represent a reduction to £3.50 on tariff 1 over the first mile but introduces a larger increase over longer journeys. For example a trip to Manchester Airport under the proposed RPI increase would cost a single passenger around £115 but applying the alternative tariff the cost would be around £131.

3.0 Conclusion

3.1 Members are asked to consider whether to approve the amended table of fares applying the RPI increase, to have effect from the 1 July 2017 or any other date as determined by the committee, and if so to authorise the Chief Officer (Governance) to advertise the table of fares as required by the legislation.

3.2 Whilst Members will be aware that the decision outlined in paragraphs 1.1 and 1.2 above set out an agreed mechanism for consulting on and applying a fare increase, this did not include a mechanism for considering an alternative pricing structure or fare increase. However, members may wish to request a review of the mechanism for applying annual fare increases and to compare approaches taken elsewhere at similar Authorities. This would be reported to a future committee for consideration.

CONCLUSION OF IMPACT ASSESSMENT
(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

None applicable to this report.

FINANCIAL IMPLICATIONS
Financial Services have advised on the relevant RPI rate.

LEGAL IMPLICATIONS

The legal requirement to advertise any proposed change is covered in the report.

BACKGROUND PAPERS None.	**Contact Officer:** Steve Sylvester **Telephone:** 01524 582717 **E-mail:** ssylvester@lancaster.gov.uk **Ref:** DL

CURRENT: HACKNEY CARRIAGE TABLE OF FARES

LANCASTER CITY COUNCIL

Promoting City, Coast & Countryside

Tariff 1

For hiring's commenced between 07.01 and 23.59	
If the distance does not exceed **880** yards for the whole distance:	**£2.50**
For each of the subsequent **176** yards or uncompleted part thereof:	**30p**
Waiting Time: For each period of **60** seconds or uncompleted part thereof	**10p**

Tariff 2

For hiring's commenced between midnight and 07.00 For hiring's commenced between 19.00 and midnight on the 24th December For hiring's commenced between 19.00 and midnight on the 31st December For hiring's commencing on any Bank Holiday or Public Holiday	
If the distance does not exceed **880** yards for the whole distance:	**£3.70**
For each subsequent 176 yards or uncompleted part thereof:	**30p**
Waiting time: For each period of 60 seconds or uncompleted part thereof	**20p**

Tariff 3

For hiring's commenced between 00.01 25th December and 07.00 27th December For hiring's commenced between 00.01 1st January and 07.00 2nd January	
If the distance does not exceed 880 yards for the whole distance:	**£4.90**
For each subsequent 220 yards or uncompleted part thereof:	**40p**
Waiting time: For each period of 40 seconds or uncompleted part thereof	**10p**

For each passenger in excess of one [for the purpose two children aged 11 or under to count as one passenger for the whole distance]	**20p**
For each perambulator or article of luggage carried outside the passenger compartment of the vehicle	**20p**
Soiling Charge: A charge may be requested if the passenger[s] soils the vehicle. This will not exceed **£75.00**	

The driver may at his/her discretion require the payment of an agreed amount in advance of the journey. A receipt will be given. The amount will be set against the metered fare.

A booking fee up to a maximum of £4.00 may be charged where:

(a) The Hackney carriage is booked in advance; and

(b) (i) The Customer shall be told the cost of the booking fee at the time that the booking is taken and the amount recorded in the booking log; and

(ii) The customer shall be told that the booking fee is in addition to the fare for the journey; and

(c) The hiring involves a separate journey of at least one mile, starting from the taxi rank or the operator's premises, to the pick up point.

Any complaints regarding the vehicle and/or driver should be addressed to the Licensing Section, Lancaster Town Hall, Dalton Square, Lancaster, LA1 1PJ.

Telephone [01524] 582033. Email licensing@lancaster.gov.uk

Appendix 2

PROPOSED: HACKNEY CARRIAGE TABLE OF FARES 2017

LANCASTER CITY COUNCIL

Promoting City, Coast & Countryside

Tariff 1

For hiring's commenced between 07.01 and 23.59	
If the distance does not exceed 660 yards for the whole distance:	**£2.58**
For each of the subsequent 310 yards or uncompleted part thereof:	**31p**
Waiting Time: For each period of 40 seconds or uncompleted part thereof	**10p**

Tariff 2

For hiring's commenced between midnight and 07.00 For hiring's commenced between 19.00 and midnight on the 24th December For hiring's commenced between 19.00 and midnight on the 31st December For hiring's commencing on any Bank Holiday or Public Holiday	
If the distance does not exceed 660 yards for the whole distance:	**£3.81**
For each subsequent 220 yards or uncompleted part thereof:	**31p**
Waiting time: For each period of 40 seconds or uncompleted part thereof	**10p**

Tariff 3

For hiring's commenced between 00.01 25th December and 07.00 27th December For hiring's commenced between 00.01 1st January and 07.00 2nd January	
If the distance does not exceed 880 yards for the whole distance:	**£5.05**
For each subsequent 220 yards or uncompleted part thereof:	**41p**
Waiting time: For each period of 40 seconds or uncompleted part thereof	**10p**

For each passenger in excess of one [for the purpose two children aged 11 or under to count as one passenger for the whole distance]	**21p**
For each perambulator or article of luggage carried outside the passenger compartment of the vehicle	**21p**
Soiling Charge: A charge may be requested if the passenger[s] soils the vehicle. This will not exceed **£75.00**	

The driver may at his/her discretion require the payment of an agreed amount in advance of the journey. A receipt will be given. The amount will be set against the metered fare.

A booking fee up to a maximum of £4.00 may be charged where:

(a) The Hackney carriage is booked in advance; and

(b) (i) The Customer shall be told the cost of the booking fee at the time that the booking is taken and the amount recorded in the booking log; and

(ii) The customer shall be told that the booking fee is in addition to the fare for the journey; and

(c) The hiring involves a separate journey of at least one mile, starting from the taxi rank or the operator's premises, to the pick up point.

Any complaints regarding the vehicle and/or driver should be addressed to the Licensing Section, Lancaster Town Hall, Dalton Square, Lancaster, LA1 1PJ.

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