TRAFFIC + TRANSPORTATION

THE DATA COLLECTION SPECIALISTS

Lancaster City Council
Unmet demand survey
Final Report

March 2014

Contents

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Executive summary

CTS Traffic and Transportation were appointed by Lancaster City Council to undertake an unmet demand survey on 12th September 2013. On the ground survey work in the form of rank surveys and public attitude surveys were undertaken in mid-November 2013. Trade stakeholders were consulted by a face to face meeting in November 2013 plus a letter to all drivers in January 2014. Other stakeholders were consulted between October 2013 and February 2014. A draft final report was submitted and this was reviewed in February 2014 to identify any factual errors or missing issues. The Final Report will be presented to committee on 27th March 2014.

At the time of writing this report, the limit on the number of hackney carriages is 109, although one plate had been revoked and will not be reinstated till after the conclusion of the committee regarding this survey. This is supplemented by 220 private hire vehicles, although nearly all the hackney carriages operate on private hire circuits, with one pure hackney carriage circuit also in operation. The level of independent hackney carriage owner / drivers has reduced since the last survey, and is now negligible. Since 1994, hackney carriage numbers have grown by 15% whilst since 1997, private hire numbers have increased by 69% although the peak growth took levels to 120% more than 1997 in 2007, with recent reduction in private hire vehicle numbers.

National 2013 DfT statistics suggest there is an overall lower provision of licensed vehicles – both hackney carriage and private hire – in Lancaster than the average for Lancashire, although it is much closer to the national average values for all vehicle types. This partly relates to the impact of one Lancashire authority who have very high levels of hackney carriages, many of which operate as private hire in other authority areas well beyond Lancashire.

The hackney carriage plate growth was all in wheel chair accessible vehicles. This gives a formal level of 14% of wheel chair accessibility for the fleet. However, a further 14 vehicles have currently chosen wheel chair accessible vehicle styles, taking the proportion of the fleet from 14% to 27%, although it is accepted that any of these vehicles could return to saloon style at any time.

The present Lancaster hackney carriage fare is above the North average but just below the national average. Lancaster is 207th equal in the national comparison with the highest fare being first and the lowest 364th.

94 hours of rank observation were undertaken, taking account of changes in Lancaster since the last survey, and allowing for the sewer works which saw the main Bus Station Lancaster rank closed during our survey. In terms of usage per hour when active, the busiest rank was near Toast, followed by the Diggles rank (now operating in daytime), Market Street Morecambe and Marina Road car park Morecambe.

Overall, between the last survey and now there has been a 30% reduction in estimated passenger demand. The drop is higher for Morecambe which suggests the impact of the closure of Lancaster bus station has not been as marked as expected as Morecambe is unaffected by the sewer works. Many Lancaster passengers have transferred to using the Diggles rank during the daytime, which is now much busier than it was in that period. The reopened Common Garden Street and new Sun Hotel ranks have seen reasonable levels of usage develop.

In terms of average weekly usage, Diggles sees 47% of usage, followed by Lancaster Station private rank (20%). Morecambe Market Street sees 15%, the Toast rank 6% and the Morecambe night rank 4% of an average week trade. These proportions are similar to the last survey.

During our observations, one person was observed using a wheel chair to access a vehicle at a rank in Morecambe. Although some people were observed waiting for hackney carriages to arrive at ranks, the level of unmet demand was not found to be significant according to the industry standard ISUD index.

200 persons, similar to the previous survey, were interviewed in the streets of Lancaster and Morecambe. Over the whole area, 1.2 person trips per month are made by licensed vehicle. This reduces to 0.5 hackney carriage trips per month. This is consistent with the two thirds of people who said they obtained licensed vehicles by phone. Compared to other locations, the level of hailing was high, and the Lancaster value had increased to similar level to Morecambe in the current survey. This may be an impact of the sewer works which have encouraged those wanting hackney carriages to find them when available rather than walk to the alternative provision.

People appear to be generally aware of where ranks are, but more so in Lancaster than in Morecambe. The exact detail of where ranks are is less good, and suggests a marketing campaign is worthwhile when the sewer works are completed in Lancaster. There was little demand for new locations.

Few issues were mentioned in regard to issues with the service, with the largest issue being with drivers and the second highest being vehicle cleanliness, although neither could be seen to be significant. More responded to factors that might encourage them to use hackney carriages or use them more. After cheaper fares, better drivers were the only main suggestion.

Just under four fifths of respondents did not themselves need nor know anyone who needed a wheel chair accessible vehicle. 85% in Lancaster and 62% in Morecambe would always take the first vehicle from a rank. The smallest proportion would choose a wheel chair accessible vehicle, with more people saying they would choose a saloon. Many would leave wheel chair vehicles so they were available for those who needed them.

Most key stakeholders said their customers would use private hire vehicles, although one restaurant said it was near a rank which their customers would use although they often phoned for vehicles later on at night. The one night club that responded had a rank nearby which was well used. The police felt there were enough vehicles to get people home and that the main issue was having too many vehicles around, particularly in the daytime.

In similar manner, one disability representative felt there were more than enough vehicles available. There were detailed issues, however, with the use of wheel chair accessible vehicles, which needed further action, particularly in regard to how people accessed vehicles physically.

The Lancaster station rank is operated for Virgin Trains by the Cabfind management company and is a private rank over which the City council has little control. At present 45 of the fleet choose to buy the supplementary permit although this number is not limited. The only issues are noise complaints from residents and a shortage of waiting space from drivers.

Overall driver response was just 1.3%, all from hackney carriage drivers. This is a similar level of response to the previous survey. All used a radio circuit, with 56% using the hackney carriage radio circuit. On average, drivers had 22 years experience in the trade. A typical working week was five days and 57 hours, although one respondent worked seven days and the range of hours quoted was 24 to 80. All agreed the limit on vehicle numbers remained the right policy for the area. 78% would leave the trade if the limit was removed.

The key conclusion is that there is no significant demand for hackney carriages in the Lancaster licensing area which is unmet, either in patent or latent demand terms. The council can therefore retain the current limit and this would be defensible in court if challenged. Further, the current 108 vehicles are capable of meeting this demand so the limit could be reset at 108 rather than 109 – unsurprising since overall demand has reduced across the area by at least 30%.

Whilst there has been an impact of the sewer works – which appears to have increased levels of hailing – demand in Lancaster appears to have held up better than that in Morecambe where overall levels of decline in usage are higher. As in most similar surveys the evidence suggests that a focus on customer service by drivers might lead to increased use of hackney carriage services. Despite the high levels of usage and availability of private hire, some people clearly choose to seek a hackney carriage by hailing or at a rank than going to the readily available offices, something that should be an encouragement to the hackney carriage trade.

There is evidence of a mismatch between the wheel chair and other vehicles able to service those with disabilities and the expectations of those needing this service. It would be prudent for the focus to be on sufficient current vehicles being formally wheel chair accessible to meet potential future requirements than adding any further plates to meet this demand. Further, liaison between those needing the vehicles and those providing the service, perhaps in the form of working meetings, would be the best way to reduce issues and increase the service provided to those needing such facilities.

Further specific recommendations are found in the recommendation section of the Report, including regarding rank provision, encouragement of the Trade Forum, and consideration of the details of the Law Commission impact when this is made known.

1. Introduction

Lancaster City Council is responsible for the licensing of hackney carriage and private hire vehicles operating within the council area. The date of the start of a limit on vehicle numbers is not formally known, but it has been in place since at least 1994 when DfT data first began to be collected.

Study timetable

Lancaster City appointed CTS Traffic and Transportation on 12th September 2013 to undertake this independent hackney carriage research in line with our quotation dated July 2013.

The review was carried out between October 2013 and January 2014, with survey work undertaken in mid-November 2013. Licensed vehicle drivers were consulted by a letter sent out during January 2014, with other stakeholder consultation during November/December and January. A draft final report was submitted and this was reviewed in mid-February 2014 to identify any factual or missing issues. The Final Report will be presented to the Licensing Committee on 27th March 2014.

National background and definitions

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

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

The LC published an interim statement in early April 2013, one of whose points was that "we no longer recommend abolishing quantity controls" (paragraph 6), although the statement is clearly noted as not being their final set of recommendations which will be published in April 2014.

This was published shortly after the Department for Transport published the government response to the LC consultation and we understand DfT will not provide any government response to the LC interim statement although it is accepted that some parties did interpret the DfT response (to the original consultation) erroneously as a response to the interim statement (which it was not). It remains clear, however, that DfT generally prefer lesser amounts of regulation, including a preference for licensing authorities not limiting hackney carriage vehicle numbers.

A further statement was made by the LC on 21 January 2014 outlining their major proposals expected to be included in a draft Bill for presentation to government in April 2014. These include:
- Maintain the two tier system with only licensed taxis being allowed to pick up via hails or at ranks
- Replacing plying for hire with a statutory definition of private hire bookings through licensed operators
- The retention of taxi quality controls and in areas with a plate value those plates to continue to be transferable
- New duty on drivers to stop in specified circumstances
- Mandatory disability awareness training for all drivers

Other proposals are included of less relevance to this current report.

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

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

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

Review aims and objectives
Lancaster City Council is seeking a review of their current policy towards hackney carriage quantity control in line with current Department for Transport (DfT) Best Practice guidance as published in April 2010. Further background information about previous policy is contained in Chapter 2 to set the context of the current situation.

The "Best Practice Guidance" paragraph 47 states: "Most licensing authorities do not impose quantity restrictions the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered…." Recent information suggests that some 75% of licensing authorities in England and Wales either have never limited numbers, or have removed their limit since the OfT published its results.

Around 95 authorities currently retain a limit – although a small number have over recent years returned the limit on vehicle licences (notably including Sheffield and Birmingham, but also including Slough, Crawley, Derbyshire Dales, Wirral, Watford and Chesterfield).

Lancaster City Council requires this review to make recommendations on what policy the Council should retain or adopt, considering the whole range of policy options open to the Council. This follows a decision by the Licensing Regulatory Committee to undertake a review by means of a survey on 6 June 2013. This review report must contain reasoned, recommended policy options for the Committee to consider.

Our study has the following objectives:

- To assess and advise on taxi provision in the Lancaster licensing area;
- To assess and advise on whether or not there is currently an appropriate balance between the numbers of private hire vehicles and Hackney Carriages in the licensing area;
- To assess and advise whether or not there is any significant unmet demand (including both on-street and latent demand) or oversupply of Hackney Carriages within the licensing area, as set out in Section 16 of the Transport Act 1985;
- To assess whether there is an over or under supply for wheelchair users and those with mobility impairment;
- To assess the current patterns of taxi use, including tourists, seasonal variations and any changes since the previous survey arising from the relaxation of pub and club trading hours and the impact of the recession;
- To suggest improvements to the service, re: sufficiency and location of ranks and wheelchair accessible vehicles;
- If there is any significant unmet demand, to identify how many new licences are required to satisfy that demand;
- To provide evidence to assist the licensing authority to ensure safe journeys at a transparent price
- To help ensure vehicles are safe, accessible and have reducing impact on the environment
- To ensure drivers are safe and know their job and

- Provide a quality service to the public.

Our research focusses on:

- customer need and expectation
- the existence and significance of unmet demand
- service quality
- safety
- vehicle types
- vehicle designs
- accessibility

Target groups include:

- customers
- potential customers
- individuals
- groups
- organisations on whom the hackney carriage service impacts
- managers with whom the hackney carriage trade interacts.

Methodology

In order to meet Lancaster City Council's objectives, the following methodology was adopted:

- Review of relevant policies, standards etc: to understand the authority's aspirations for meeting travel needs and social inclusion and provide context to determining overall demand for travel and how this should be met;

- Extensive rank observations and audits of all the ranks in the Authority, including monitoring passengers' waiting time, any illegal plying for hire, use of Hackney Carriages by wheelchair users and rank audits;

- On street interviews: a survey of 200 representative people on street to obtain information about their understanding of the sector, their last taxi journey, their overall levels of taxi use, about quality and barriers to use;

- Consultation: including consultation with all relevant stakeholders – the local authorities, police, trade associations, all drivers, mobility impaired, specific user groups, businesses, and other major generators of taxi trips

- Benchmarking against other authorities: to provide a useful comparison as to the quantity of taxis and Private Hire Vehicles.

In essence, the methodology used mirrored that used in the previous survey as the taxi expert leading the study is the same as for that survey.

Report structure
This Report provides the following further chapters:

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

2. Background to taxi licensing in Lancaster

The Lancaster City Council area

Lancaster City is one of the twelve districts of Lancashire. Interim data from the 2011 census projected suggests the current 2013 population for Lancaster is 140,279 (slightly less than in 2010). The area has four main centres of population, Lancaster, Morecambe, Heysham and Carnforth. In 2010, 71% of the population was shared between Lancaster, Morecambe and Heysham.

Lancaster lies just off the M6 route between the Midlands, North West and Scotland although Morecambe and Heysham are on a peninsula which currently leads to very high levels of congestion on the main link route from the M6 and Lancaster itself. In public transport terms, Lancaster is a key station on the West Coast Main Line, with trains from Manchester, the Midlands and London to Scotland. A cross-country route joins this line at Carnforth, providing links between Leeds and the Cumbrian coast. A further branch line services Bare Lane, Morecambe and Heysham, although services to the latter are restricted and related to ferry movements.

Background Council policy

Lancaster City Council is one of twelve districts within the county of Lancashire, which holds highway powers for the area. The highway authority has produced the third Local Transport Plan (LTP) covering the period 2011 to 2021. During this period, the highway authority is developing five highway and transport masterplans to cover the full area of Lancashire, although the Lancaster element of this has not yet been developed.

The current LTP vision seeks to see resolution and mitigation of traffic congestion and capacity issues by 2021 to allow economic growth to occur. Schemes will be developed using community infrastructure fund levy monies. Finances from the Local Sustainable Transport Fund will also be used to encourage integration between modes.

It is accepted that the key issue in Lancaster City relates to the high congestion between the M6 and the Morecambe / Heysham peninsula which traffic also has to pass around the Lancaster ring road, which runs closely around the Lancaster city centre. This can lengthen short journeys, such as those from the city centre to the railway station.

The LTP sets seven transport priorities and seeks to support the private sector in leading economic growth. Lancaster City is seen as an area of growth in terms of energy and renewables, as well as seeing professional and service sector growth in Lancaster city centre itself. On the peninsula, the development of the Heysham and Lancaster Science Park is seen as an important opportunity.

As is common with LTP documents, reference to hackney carriage and private hire are minimal, although there is a comment in para 5.35 where there is encouragement to work with taxi operators to ensure that they have staff respectful of the needs of all travellers, especially important to those vehicles tending to provide a more individual service than often can be provided by more global public transport options.

We are not aware of any other county policies relating to hackney carriage or private hire vehicles.

Policy of restricting hackney carriage vehicle licences

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

At the present time, overall government taxi policy is under review by the Law Commission (LC) (see Chapter 1, page 1 for more detail). The current status is that the LC interim statement proposes that councils are able to retain the option of limiting their number of hackney carriage vehicles, although the exact proposals will not be confirmed until April 2014, after which any change will have to be agreed by Government and then taken through any appropriate legal process. Formal Government encouragement is towards the minimisation of restrictions, including limit policies.

Regular unmet demand studies have been undertaken in the area with the previous study undertaken in 2010. Further hackney carriage plates were issued in 1996 (5), 2001 (5) and 2005 (4). All these new plate issues were required to be wheel chair accessible style. This has given rise to 15 vehicles that are formally wheel chair accessible style in the fleet.

Background statistics

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

	Hackney carriage vehicles	Private hire vehicles	Total licensed vehicle fleet	Driver numbers				Operators
				hcd	Phd	Dual	Total	
		DfT have no formal date for introduction of the limit, but was in place when statistics began to be collected in 1994						
1994	95	unknown	n/k		n/k			
1997	100	130	230					
1999	100	170	270					
2001	105	200	305					
2004	105	200	305					
2005	104	286	390	309	482	0	791	54
2007	104	286	390	309	482	0	791	54
2009	109	280	389	338	512	0	850	68
2010	109	257	366					
2011	109	280	389	220	340	89	649	59
2012	109	229	338					
2013 (DfT)	109	220	329	185	270	175	630	51
2013 (Co)	108							

Note: DfT statistics used from 1994 to 2009, 2011 and 2013.
National Private Hire Association survey for 2010 / 2012.
5 plates added 1996 and 2001, 4 plates 2005, but these took various periods to become actual vehicles, hence accounting for some of the disparity in numbers shown above.
At the present time, one plate has been revoked and will not be reinstated until after the result of this survey.

With the issue of some 14 plates during the period 1994 to date, hackney carriage numbers in the Lancaster licensing area have grown a maximum of 15%. Current growth is slightly less as the number available for service when the survey was undertaken was 108, a growth of 14% net between 1994 and the survey in October 2013. The formal figures reflect the issue of extra plates, albeit with some delay when vehicles took a while to be added to the active fleet. This is not unusual, particularly with wheel chair accessible style vehicles.

In the period 1997 to the formal 2013 DfT statistic, private hires have grown by 69%. However, numbers of these vehicles are currently lower than the peak (of 2005-2007, 286), which provides 120% growth between 1997 and the highest level of vehicle numbers. The most significant fall in private hire numbers was from 2011 to 2012.

The overall licensed vehicle fleet growth from 1997 to 2013 (DfT) is 43%. Interestingly, between 2005 and 2009 total licensed vehicle numbers remained the same but the increased hackney carriage vehicle numbers appear to be transfers from the private hire fleet. It does not appear that the same occurred with the two previous plate releases.

Operator numbers saw some growth, but are currently slightly lower than in 2005. Overall driver numbers are also currently falling, although the introduction of dual drivers has seen a reasonable take-up of such licences.

Comparative information to other authorities

The Table below compares recent licensed vehicle numbers for other authorities in Lancashire.

The table is listed with the lowest provision of hackney carriages (hcv) per thousand of population at the top of the table.

Area	**Popn (2013 000)**	**No of HCV (% WAV)**	**HCV per 1000 popn**	**No of PHV (% WAV)**	**PHV per 1000 popn**	**Total veh**	**Total veh per 1000 popn**
Chorley (L)	109	36 (19)	0.3	144 (0)	1.3	180	1.6
West Lancashire	112	51 (100)	0.5	397 (5)	3.5	448	4.0
Burnley	87	41 (100)	0.5	287 (2)	3.3	328	3.8
Hyndburn (L)	81	62 (16)	0.8	355 (1)	4.4	417	5.2
Lancaster (L)	***140***	***108 (14)***	***0.8***	***220 (0)***	***1.6***	***328***	***2.4***
Pendle (L)	91	71 (7)	0.8	211 (13)	2.3	282	3.1
Ribble Valley (L)	58	52 (8)	0.9	83 (4)	1.4	135	2.3
South Ribble	111	111 (11)	1.0	200 (13)	1.8	311	2.8
Fylde	77	99 (4)	1.3	140 (4)	1.8	239	3.1
Preston (L)	142	187 (100)	1.3	477 (0)	3.4	664	4.7
Wyre (L)	109	160 (15)	1.5	123 (23)	1.1	283	2.6
Rossendale	69	309 (2)	4.5	5 (0)	0.1	314	4.6
Average (Lancashire)	99	107 (33)	1.2	220 (5)	2.2	327	3.4
England average		***n/a(43)***	***0.9***	***n/a(4)***	***1.8***	***n/a***	***2.7***

Note: Population values are 2013 estimates from the 2011 new census in thousands. Hackney carriage vehicle (HCV) and private hire vehicle (PHV) numbers are from DfT 2013 survey WAV = wheelchair accessible vehicle L = limits retained on vehicle numbers.

Just over half of the Lancashire authorities retain a limit on the number of hackney carriage vehicles. Chorley and Hyndburn reviewed their limit in 2012 whilst Wyre last reviewed its limit in 2005. There is no evidence of Ribble Valley ever having tested its limit in our records. Despite having limits on vehicle numbers, at least Preston and Wyre both have relatively high proportions of hackney carriages per thousand population, whilst Hyndburn, Lancaster and Pendle all have just below the national average level of hackney carriage vehicles compared to population (and the same proportion). Only Chorley and two non-limited authorities have lower proportions of hackney carriages to population compared to Lancaster, although their proportions are significantly less than the value of 0.8 for Lancaster. When compared to the county average, Lancaster has low provision although the average is biased upwards by the extreme value for Rossendale (4.5 vehicles per thousand of population).

Lancaster also has just below average levels of private hire vehicles to population when compared to the national average, but more significantly below the Lancashire average. Lancaster is fifth from the lowest level of private hire vehicles in the County, with 1.6 vehicles per thousand of population compared to the County average of 2.2. Hyndburn has the highest level of private hires (4.4) followed by West Lancashire (3.5) and Preston (3.4).

Overall, in total licensed vehicles, Lancaster is the third lowest with Chorley (1.6) and Ribble Valley (2.3) both lower than its 2.4 vehicles per thousand of population. All three retain hackney carriage vehicle limits. However, in actual vehicle numbers, Lancaster has almost exactly the average number of vehicles in hackney carriage, private hire and therefore total licensed vehicle fleets. Only its position with the second highest population revises its position downwards in proportionate terms.

This suggests there is an overall lower provision of licensed vehicles in Lancaster compared to Lancashire, although provision is closer to the national average. This suggests overall demand for total licensed vehicles is lower in Lancaster for some reason than elsewhere in Lancashire and also suggests the limit on vehicle numbers is not the main reason for this as it affects the total fleet.

Vehicle Accessibility

At the present time, there are 15 formally wheel chair accessible vehicles (WAV) which must remain as this style. This accounts for 14% of the fleet. Five other authorities in Lancashire have lower proportions of WAV – two of whom have hackney carriage vehicle limits. Three Lancashire authorities are fully WAV, which means the county average is high at 33%, although this is still below the national average of 43% (based on all fleets apart from London).

Driver ratios

At the present time, there are 630 drivers for 329 vehicles. This driver ratio of 1.9 suggests there may be double shifting of vehicles, which may account for the relatively lower proportion of vehicles if they are actually being used more than in other authorities.

Fleet ownership structure

At the present time, the number of independent hackney carriages, not operating on a circuit (either hackney carriage only or allied to a private hire company) has reduced to four or five, compared to the ten in 2010. This relates to the reduction in rank work and the consequent need for hackney carriages to have another source of income. It does, however, increase the accessibility of the hackney carriage fleet to potential customers, including those vehicles with WAV capability.

It is understood that there is one hackney carriage only radio circuit with a relatively small number of vehicles, whilst most other hackney carriages are linked to one or other of the local private hire companies. At present, Dft statistics suggest the number of operators is the lowest for some while, reduced to around 51 (compared to a peak of 68 in 2009).

Fares

The table below summarises Lancaster City Council hackney carriage fares, as last set in October 2013:

Item	Tariff 1	Tariff 2	Tariff 3	Rank
Time applies	07:01 – 23:59	midnight-07:00 19:00 – midnight on 24 and 31 Dec Any Bank holiday or public holiday	Hirings commenced 00:01 25th Dec and 07:00 27th Dec 00:01 1st Jan and 07:00 2nd Jan	
If the distance does not exceed 660 yards	£2-40	£3-60	£4-80	
For each subsequent 310 yards or uncompleted part thereof	£0-30	See below	See below	
For each subsequent 220 yards or uncompleted part thereof		£0-30	£0-40	
Waiting time for each completed 40 seconds	£0-10	£0-10	£0-10	
Extra charges: For each passenger in excess of one £0-20 Fouling – not exceeding £75 Each perambulator or article outside passenger compartment £0-20				
PHTM calculations for a 2 mile journey T1 (Dec 2013):				
Lancaster	£5-40			207=
National	£5-57			
North	£5-19			
Group average	£5-10			

The current Lancaster fare of £5-40 (as set in October 2013) is 4% higher than the North average fare but 97% of the national average (covering England, Wales and Scotland). This fare sets Lancaster 207th equal in a national comparison where the highest fare (£8) is 1st and the lowest (£2-80) 364th. 26 other authorities – including one in Lancashire and one in Cumbria share this level of fare.

For the group compared (including Blackpool), Lancaster fares are 6% above average (£5-10) with Blackpool having the highest fare at £5-80 followed by Fylde at £5-70 and Wyre at £5-60. Pendle has the lowest Lancashire fare at £4-40.

Overall, this level of fare seems reasonable within the overall comparison undertaken.

3. Results from rank surveys

The Table below shows the result of our review of the ranks available in the Lancaster City licensing area. Since the 2010 survey, there have been no changes in Morecambe, although as part of our trade consultation we were advised of revisions there, which remain at an early point and unlikely to be carried out for some while. However, Lancaster city centre is currently in the throes of a sewer replacement programme which has affected the formal rank provision significantly (see below).

Other work under way in 2010 in Lancaster was completed which reinstated the Common Garden Street rank and added a night rank in Brock Street. A new rank was added near to the Sun Hotel.

In both locations the out of town, radio ranks, have not been amended and are listed below for completeness.

The sewer reconstruction at the time of the survey was at the point of deep excavations near to the bus station. This meant that the rank there was out of use. Provision for daytime hackney carriages was made by introducing a rank in Dalton Square, including an agreed phone link which was not in place at the time of our survey. Night provision allowed usage of the nearby daytime additional bus stands for hackney carriages later at night, although we were advised this was little used. Signing and leaflets were provided for the public clarifying "The taxi rank is on the move…but its only temporary". The leaflet included a map and revisions to Dalton Square were paid for by those undertaking the sewer works.

Consideration was given during the inception phase that rank observations might be delayed till after the Bus Station rank was reinstated. Reasons for continuing with the survey are given in the conclusions chapter.

During our research we did not find evidence of any other ranks within the Borough Council area and understand our rank coverage is therefore comprehensive as required by the BPG. The rank at Lancaster station is a private rank administered by Cabfind on behalf of Virgin Trains and this rank has been treated accordingly.

Rank / operating hours	**Spaces** (approx)	**Comments**
Lancaster City		
24-hour ranks		
L1 Damside Bus Station	11	Currently out of use for sewer renewals
L19 Dalton Square	11	Temporary replacement for Damside Street during sewer works
L2 Penny Street, KFC	4	Principally used at night
L3 Common Garden Street	2	Now back in use (2010 was under road works)

L4 and L9 North Road, Diggles	1	Three additional spaces added at night operating 2200 to 0600 (planned in 2010 and now in place)
Night only ranks		
L6 North Road	11	Operates 2200 to 0400. Reduction in night clubs available near this location compared to 2010, but still sees use
L7 Gage Street	3	Operates 2000 – 0600 (not amended as planned)
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 (planned in 2010 and now in place)
L20 Sun Hotel	2	New rank operating 1800 to 0600
L21 University	?	New ranks planned for introduction in 2015
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 Cabfind.
Morecambe		
24 hour ranks		
M1 – Market Street, Arndale and feeder	8+ 4	Main daytime rank directly outside shopping centre and supermarket
M3 Morecambe railway station car park	5	Purpose built area on council land
M4 Broadway	4	
M5 Marine Road East / Elm Grove	2	
M6a Marine Road West / Lancashire Street	3	See below for night extension
M7 Marine Road opposite Midland Hotel	2	
M8 Marine Road Central car park	9	Main use at night, main night rank
M9 Marine Road East opposite 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

Surveys were proposed during the tender stage of the project (as informed by the previous survey), and were modified at the inception meeting to take account of current expectation of times of use of ranks and informal rank locations, and the impact of the sewer works. The proposed level of rank observations was increased from 90 to 94 hours following these changes. This compares with 65 hours in 2010.

Between 2010 and 2013 surveys the principal differences are allowing for the effect of the sewer works. Dalton Square was covered instead of Damside Bus station. The new and re-opened ranks (Sun Hotel, Common Garden Street and Brock Street) were added to the cover, and North Road was also covered both during day and night time hours. Hours at Lancaster railway station were reduced commensurate with its retaining its nature of being a private rank, but which we needed to cover sufficiently to understand the number of hackney carriage vehicles servicing demand there. In Morecambe, a second night was covered at Marine Road Central to improve our knowledge of operations there.

Following the observations, an issue was found that the North Road (Diggles) camera had been tampered with and had lost information. This set of observations was repeated on a following weekend. No other issues were identified although we were later told that some trade members had sought to have the railway station observations stopped but we had already opened negotiations for permission with Virgin Trains in any effect and these observations were not hindered.

The Table below shows the actual hours observed, using video methods with the recordings observed by trained staff, and analysed to provide details of the usage and waiting times for both passengers and vehicles. The net number of hours observed, following the loss of data and additional collection, totalled 90 hours. Passenger waiting time was kept to that which was true unmet demand, ie when passengers were waiting but no hackney carriage vehicle was there.

Further comparison is provided later in regard to how the 2013 hours compare to those undertaken in 2010 together with discussion of how demand has developed since that time and how the sewer work effects have been taken into account.

Location	Day / date (all 2013)	Time observed	Total hours observed
Lancaster ranks			
Dalton Square	Friday 15th November	14:00 to 05:00	15
Sun Hotel	Saturday 16th November	23:00 to 03:00	4
North Road, Toast	Friday 15th November (early hours of Saturday)	00:00 to 08:00	8
North Road, Diggles	Saturday 30th November	10:00 to 04:00	18
Penny Street, KFC	Saturday 16th November	23:00 to 03:00	4
Common Garden Street / Brock Street	Friday 15th November	14:00 to 07:00	17
Morecambe ranks			
Market Street and feeder	Saturday 16th November	11:00 to 19:00	8
Marine Road Central Car Park	Friday 15th November	22:00 to 04:00	6
	Saturday 16th November	22:00 to 03:00	5
Private Rank, Lancaster Station			
County side	Friday 15th November	15:00 to midnight	9
TOTAL HOURS			**94**

Full details of the observed volumes of passenger and vehicle traffic are included in **Appendix 1**. The survey comprised some 94 hours of observation. Our observations took account of feeder ranks where necessary to ensure true estimation of the hackney carriage waiting times at ranks for passengers. The Table below summarises the time periods observed at each locations as well as providing overall operational statistics for each location during each period of observation. A detailed description of the observations follows below.

Rank	Period (2013)	Total passengers observed	Total loaded vehicle departures	Passengers per loaded vehicle	Empty vehicle departures	% of vehicles leaving empty	No. of passengers having to wait for vehicle to arrive
Lancaster ranks							
Dalton Square	Friday 15th November 14:00 to 05:00	11	7	1.6	57	89	0
Sun Hotel	Saturday 16th November 23:00 to 03:00	51	26	2.0	7	21	2
North Road, Toast	Friday 15th November (early hours of Saturday) midnight to 08:00	239	103	2.3	58	36	0
North Road, Diggles	Saturday 30th November 10:00 to 04:00	633	329	1.9	57	15	42
Penny Street, KFC	Saturday 16th November 23:00 to 03:00	31	15	2.1	10	40	1
Common Garden Street / Brock Street	Friday 15th November 14:00 to 07:00	29	15	1.9	37	71	4
Morecambe ranks							
Market Street and feeder	Saturday 16th November 11:00 to 19:00	185	112	1.7	81	42	0
Marine Road Central Car Park	Friday 15th November 22:00 to 04:00	81	46	1.8	38	45	12
	Saturday 16th November 22:00 to 03:00	122	55	2.2	26	32	35

Private Rank, Lancaster Station							
County side	Friday 15th November 15:00 to midnight	169	118	1.4	38	24	12

Overall comments on ranks
During the course of the survey, one person was observed using a wheel chair at the rank in Market Street, Morecambe. No other visibly disabled persons were observed, although drivers were observed to assist a number of passengers when necessary.

Dalton Square rank
This rank has been provided to cover for the loss of the Bus Station rank due to the sewer works. It is located opposite the council offices and the rank lies against the northern side of the Square with the head of the rank furthest away from the offices. Despite being marked on cobbles, the rank is relatively clearly marked, although the Square itself is the opposite side of a garden area from the main road. The rank was observed on Friday 15th November 2013 from 14:00 to 05:00 on Saturday 16th November.

The rank had a regular supply of vehicles, but was rarely used by passengers. During the hours observed, passengers only joined hackney carriages here in three separate hours, with the highest concentration being between 22:00 and midnight when there were a total of nine passengers in the two hours. Just 11 passengers were seen during the sixteen hours observed, an insignificant number. Occupancy was moderate at 1.6 persons per vehicle. Unsurprisingly, given the low volume of passengers, 90% of vehicles left empty. Waits by these vehicles ranged from three to 30 minutes with the longest wait for a fare being 13 minutes, although most left empty. Any passenger attending this rank always found a vehicle waiting.

Overall, service to this rank is **good** but effectively the location is unused by passengers.

Sun Hotel rank
This rank is a recent rank (introduced since the last survey) which has two spaces and formally operates from 18:00 to 06:00. It is located near the junction of New Road on Church Street, with these two roads forming a one-way route from the Ring Road back towards the bus station and return to the Ring Road. This route remains open and unaffected by the sewer works. It was observed on Saturday 16th November from 23:00 to 03:00.

During the observations on the Saturday 51 passengers were observed leaving in 26 vehicles, giving vehicle occupancy of 2 persons per vehicle – relatively high. 7 vehicles left empty (21%), and one group of two passengers were observed to wait for a vehicle to arrive – their wait was four minutes. When averaged over all passengers in this hour, the average wait was just 26 seconds.

In passenger terms, the hours beginning at midnight and 01:00 were the joint busiest with 18 passengers in each hour. The area became quiet just after 02:00.

Average vehicle waiting times for fares were between five and eight minutes, with the longest vehicle wait for a fare recorded being 23 minutes for a vehicle arriving in the 01:00 hour.

Overall, service to this rank is **very good**

North Road, Toast rank

This rank has 11 spaces and operates from 22:00 to 04:00 to service the night venues located on this part of North Road. It is understood at the present time that these venues are less active than they were in 2010. The rank was observed from midnight on Friday 15th November through to 08:00 in the early hours of Saturday 16th November 2013.

During the observations 239 passengers were observed leaving in 103 vehicles, giving vehicle occupancy of 2.3 persons per vehicle – very high. 58 vehicles left empty (36%), with no passengers ever having to wait for a vehicle to arrive. In a similar manner to 2010, many of the empty vehicles were those leaving having dropped off passengers in the hour after midnight.

In passenger terms, the hours beginning at 02:00 and 03:00 were the joint busiest with 81 passengers between 02:00 and 02:59 and 80 in the following hour. The area became completely quiet after the last vehicle left at 04:22. There appeared to be a marshal there loading people into vehicles towards the end of the observations.

Average vehicle waiting times for fares were between 11 and 13 minutes, with the longest vehicle wait for a fare recorded being 33 minutes for a vehicle arriving in the 03:00 hour.

Overall, service to this rank is **excellent**

North Road, Diggles rank

This location was a rank in 2010 which was mainly used at night. The rank now has a single 24-hour space supplemented by three night time spaces which operate from 22:00 to 06:00. With the sewer works, this section of North Road has been given more limited access, although this includes taxis. With these works, it is the closest rank to the former bus station available at all times. It was observed on Saturday 30th November 2013 (the planned observations within the main survey period were lost due to the equipment being tampered with and recordings lost).

During the observations on the Saturday 633 passengers were observed leaving in 329 vehicles, giving vehicle occupancy of 1.9 persons per vehicle – a high level. 57 vehicles left empty (15%), and 42 people ended up waiting for a vehicle to arrive – though none waited more than five minutes.

In passenger terms, the hour beginning at 01:00 was the busiest with 118 passengers. The previous hour was the next busiest with 104 passengers. Passenger flows in the 02:00 hour were 92 followed by 71 in the 03:00 hour. Daytime passenger flows were between three and eight people until the 14:00 hour, after which flows were between 11 and 23. Demand rose from 22:00 onwards.

Passengers waited for vehicles to arrive in the hours beginning 21:00, 23:00, midnight and 03:00, although when averaged over the volume of passengers in each hour no average wait was more than 31 seconds. During the midnight hour, when the largest number of people had to wait (20), the longest wait was just three minutes and the average just 22 seconds given the large volume of passengers.

Average vehicle waiting times for fares were between two and 13 minutes, with the longest vehicle wait for a fare recorded being 39 minutes for a vehicle arriving in the 20:00 hour. After 23:00 the average vehicle wait for a fare was two to six minutes. Empty vehicle departures were spread throughout the whole observation period.

Overall, service to this rank is **very good**

Penny Street, KFC rank

This location provides four spaces available at all times. However, being at the far end of Penny Street away from the main shopping area, but close to several night venues, it tends to be used only at night. This rank has been in place for many years and was observed in 2010. In 2013, it was observed from 23:00 on Saturday 16th November through to 03:00 on the Sunday morning.

During the observations 31 passengers were observed leaving in 15 vehicles, giving vehicle occupancy of 2.1 persons per vehicle – relatively high. 10 vehicles left empty (40%), and one passenger was observed to wait for a vehicle to arrive – their wait was three minutes. When averaged over all passengers in this hour, the average wait was 45 seconds.

In passenger terms, the busiest hour was that beginning at midnight with 15 passengers. The area became quiet just after 01:40 although vehicles continued to pass through the area and occasionally waited a short period.

Average vehicle waiting times for fares were between two and eight minutes, with the longest vehicle wait for a fare recorded being 14 minutes which was repeated for vehicles in the 22:00 and midnight hours.

Overall, service to this rank is **good** although the location is relatively little used.

Common Garden Street and Brock Street ranks
In 2010, the Common Garden Street rank was subject to road works and unable to be used. Since then, the road works have been completed and a night rank, operating from 01:00 to 06:00 was added with four spaces, further along the route in Brock Street. The daytime rank is close to one of the main shopping centres in Lancaster and the night rank close to several night venues. The access route is from the Ring Road and back out to the Ring Road near to Dalton Square. The location was observed from 14:00 on Friday 15th November 2013 through to 07:00 on the Saturday morning.

At the inception meeting we were advised that a small number of hackney carriages tend to use this as their normal daytime rank. After this meeting, we undertook a journey from this rank to the railway station when a vehicle was observed waiting. The journey was undertaken using a quick route and the service provided was excellent.

During the observations 29 passengers were observed leaving in 15 vehicles, giving vehicle occupancy of 1.9 persons per vehicle – a high level. 37 vehicles left empty (71%), and four passengers were observed to wait for a vehicle to arrive – none waited more than four minutes.

In passenger terms, the hours beginning at 18:00 and 21:00 were the joint busiest with 8 passengers in each hour. During other hours there were between one and four passengers, and although vehicles passed through the area there were no passengers after 22:00 and the night rank was not utilised.

Average vehicle waiting times for fares were between two and 17 minutes, with the longest vehicle wait for a fare recorded being 26 minutes for a vehicle arriving in the 19:00 hour.

Overall, service to this rank is **good**

Morecambe ranks
Market Street rank
This rank is located directly outside the main shopping centre in Morecambe and provides eight spaces fed by four feeder spaces further along the same street. It was also surveyed in 2010. It was surveyed on Saturday 16th November 2013 between 11:00 and 19:00.

During the observations 185 passengers were observed leaving in 112 vehicles, giving vehicle occupancy of 1.7 persons per vehicle. 81 vehicles left empty (42%), and no passengers ever had to wait for a vehicle to arrive.

In passenger terms, flows were remarkably consistent between 12:00 and 16:00 with 27-34 passengers in each hour. The area became quiet just after 17:40 although some vehicles still waited after this time.

Average vehicle waiting times for fares were between nine and 16 minutes, with the longest vehicle wait for a fare recorded being 41 minutes for a vehicle arriving in the 11:00 hour. As in 2010, many drivers were observed here helping passengers load their shopping into vehicles. Also, this was the only location in the survey where a person in a wheel chair was observed using a hackney carriage (at 15:00).

Overall, service to this rank is **excellent.**

Marine Road central car park rank
This location provides nine spaces within the car park, available at all times, but principally used as the main night rank in Morecambe due to its central location for most night venues. This rank was observed on Friday 15th November 2013 from 22:00 to 04:00 and on the following evening from 22:00 to 03:00.

During the observations on the Friday night / Saturday morning 81 passengers were observed leaving in 46 vehicles, giving vehicle occupancy of 1.8 persons per vehicle. 38 vehicles left empty (45%). A total of 12 passengers had to wait for a vehicle to arrive, with the longest wait being ten minutes.

In passenger terms, the busiest hour was the one beginning at midnight, when 31 passengers used the rank. Flows in the 23:00, 01:00 and 02:00 hours were between 14 and 16 whilst 22:00 saw just four passengers, and 03:00 just two. The area became quiet just after 03:20 though vehicles still passed through.

Passengers had to wait for vehicles to arrive in the 23:00 (4 people), midnight (5 people) and 02:00 hours (3 people). In the earlier hours, the maximum wait was just three minutes, but one person had to wait 10 minutes in the 02:00 hour. However, even in this hour, the average wait shared between all passengers in that hour was a minute and 17 seconds.

Average vehicle waiting times for fares were between five and 20 minutes, with the longest vehicle wait for a fare recorded being 30 minutes for a vehicle arriving in the 01:00 hour.

During the observations on the Saturday night / Sunday morning 122 passengers were observed leaving in 55 vehicles, giving vehicle occupancy of 2.2 persons per vehicle, quite high (and more than on the previous night). 26 vehicles left empty (22%). Some 35 passengers had to wait for vehicles to arrive.

In passenger terms, the area was busier than the Friday in all hours but 02:00, when Saturday flows reduced significantly. As on the Friday/Saturday, the Saturday/Sunday peak flow occurred in the hour beginning at midnight, with some 50 passengers. Other hours saw 17 to 28 passengers, but 02:00 had just six passengers. The area became quiet just after 02:40, earlier than on the Friday/Saturday although some vehicles still waited after this time.

Of the 35 passengers waiting, one waited 11 minutes (towards the end of the observations), and ten waited up to six minutes (although all of these were in the 22:00 and 23:00 hours). 24 people waited between one and five minutes with the most people waiting in the busiest, midnight hour.

Average vehicle waiting times for fares were between a half and six minutes, with the longest vehicle wait for a fare recorded being 15 minutes for a vehicle arriving in the 23:00 hour.

Overall, service to this rank is **good.**

Lancaster railway station (Private rank)

This rank is provided on the 'County' side of the station, within the bus stop area. A single space is provided near the station exit with feeder spaces in the middle of the forecourt. The rank is subject to purchase of a permit from Virgin Trains (via their agents Cabfind) and this restricts the number of vehicles choosing to pay the extra fee (although there is no formal limit on the number of permits offered). Because of the private nature of this rank, any unmet demand identified here cannot be counted against a need for further vehicles, but it is important to identify the level of usage since it draws from the pool of hackney carriages available for service to the public at other ranks. Further, passengers are not able to differentiate between council and private ranks and issues here may colour their views about the overall service provided.

This rank was observed on Friday 15th November 2013 from 14:00 until the station closed. During the observations 169 passengers were observed leaving in 118 vehicles, giving vehicle occupancy of 1.4 persons per vehicle, relatively low. 38 vehicles left empty (24%), and some 12 passengers had to wait for a vehicle to arrive, the longest wait being nine minutes (in two cases). As in 2010, some passengers called for private hire vehicles and in many cases those doing so when no vehicles were present tended to wait longer for their booked vehicle than had they waited for a hackney carriage to arrive.

In passenger terms, flows ranged from nine to 33, with this busiest hour from 20:00. After a flurry of arrivals from the last train, the area became quiet just before midnight. Passengers had to wait for vehicles to arrive in the 16:00, 17:00, 20:00 and 23:00 hours.

Average vehicle waiting times for fares were between two and 31 minutes, with the longest vehicle wait for a fare recorded being 52 minutes for a vehicle arriving in the 22:00 hour.

Overall, service to this rank is **good.**

Comparison of overall supply and demand

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

Rank	Period	No of hours rank operated	Average vehicle arrivals per hour	Average loaded departures per hour	Overall judgment of service provided
Lancaster ranks					
Dalton Square	Friday 15th November 14:00 to 05:00	12	5	1	Good (no passenger flow)
Sun Hotel	Saturday 16th November 23:00 to 03:00	4	8	7	Very Good
North Road, Toast	Friday 15th November (early hours of Sat) midnight to 04:00	5	32	21	Excellent
North Road, Diggles	Saturday 30th November 10:00 to 04:00	18	21	18	Very Good
Penny Street, KFC	Saturday 16th November 23:00 to 03:00	5	5	3	Good (little used)
Common Garden Street / Brock Street	Friday 15th November 14:00 to 07:00	14	5	1	Good (developin g)
Morecambe ranks					
Market Street and feeder	Saturday 16th November 11:00 to 19:00	7	28	16	Excellent
Marina Road Central Car Park	Friday 15th November 22:00 to 04:00	6	14	8	Good
	Saturday 16th November 22:00 to 03:00	4	20	14	
Private Rank, Lancaster Station					
County side	Friday 15th November 15:00 to midnight	10	16	12	Good

In terms of usage per hour when active, the busiest rank is the night rank near to Toast, despite the reduction in activity expected. This location also sees the highest vehicle arrival rate. The Diggles rank is next busiest, followed by the Market Street Morecambe rank and the Saturday night Marina Road car park observations.

The only other rank with over 10 loaded departures an hour is the private rank at Lancaster station. All other ranks have eight or less loaded departures per hour, and two locations averaged just one departure per hour the rank was active – very low demand. The Sun Hotel rank had the closes match between vehicle demand and supply whereas most ranks saw a much higher number of vehicles arriving than departing, with corresponding high levels of empty vehicle departures from locations.

In daytime terms, Diggles is the busiest rank in Lancaster although Common Garden Street appears to be developing although overall demand there is very low. Dalton Square has not seen any real level of usage by passengers.

Comparison of total demand with previous survey
The table below calculates a typical week from the observations undertaken in 2013 and compared to 2010. Ranks or pick-up locations are listed in descending order of passenger usage in 2013.

Rank	Passengers per week, 2010 survey	2013 survey (approx. wkly est)
North Road, Diggles	332 (3%)	3,482 (47%)
Damside Bus Station	5,161 (48.5%)	Closed
Lancaster Station (private)	2,113 (20%)	1,538 (20%)
Morecambe Market St and feeder	1,668 (16%)	1,110 (15%)
North Road, Toast	684 (7%)	478 (6%)
Morecambe Marine Road Central	512 (4%)	284 (4%)
Common Garden Street and Brock St	Not avail	209 (3%)
Sun Hotel	Not in place	204 (3%)
Dalton Square	Not in place	107 (1%)
Penny St KFC	42 (0.5%)	93 (1%)
Gage St	0 (0%)	Not observed
Total	***10,512 (100)***	***7,505 (100)***

Note – Total includes all observations at relevant points as available, both sets factored to full week from detail available.

Overall, there has been around a 30% reduction in estimated passenger demand for hackney carriages in the Lancaster City Council area between the two surveys. However, for the two Morecambe ranks, the drop has been around 36% suggesting that the effect of closure of the Lancaster bus station rank may not have been as significant as might have been expected as Morecambe has actually seen a larger drop – with many passengers in Lancaster transferring to use North Road during the daytime. In fact, the proportion of the surveyed passengers accounted for at the main central Lancaster locations has only reduced from 51.5% to 47% with the main locations gaining use being Common Garden Street and the Sun Hotel (see further below).

If the small number of passengers at Dalton Square are added to those using the Diggles location, around 48% of current overall demand occurs at these sites. This is compared to around 51.5% in 2010, not a significant change given that Common Garden Street is now in regular use, as well as the new rank at the Sun Hotel (at night) albeit that the overall level of passengers has reduced by 35% for the strict comparison of Damside bus station against North Road and Dalton Square.

In general, the share of usage of ranks has remained similar between the two surveys. North Road has effectively replaced the bus station with its 47% market share with the private station rank still taking one in five passenger journeys, Market Street Morecambe taking 15%, and Morecambe Marine Road Central around 4%.

Common Garden Street and the Sun Hotel ranks have gained small but useful levels of usage since their reintroduction / introduction.

As expected, North Road, Toast rank has reduced in absolute usage but even this location has experienced a similar 30% level of reduction meaning market share has only reduced slightly.

Interestingly, the public attitude results suggest hailing has risen from 9% to 18% between the two surveys (principally in Lancaster), which may be a result of the Damside bus station rank closure (see further discussion in later chapters) – although the level of hailing in Morecambe was towards this higher level in 2010 in any event.

In annual terms, the patronage has fallen from 596,000 passengers to just 461,000 per year from ranks and hailing. This shows that demand has fallen by 23% allowing for the increased hailing in Lancaster compared to the 30% at ranks.

Application of the ISUD index

The industry standard index of significant unmet demand (ISUD) has been used and developed since the initial Government guidance that limits could only apply if there was no significant unmet demand for the service of hackney carriage vehicles. In the case of Lancaster, the private rail station rank is excluded from the ISUD calculations as the additional fee there is a control which the Council is unable to influence and therefore any significant unmet demand that might be seen there is out of their control in terms of adding plates.

The current index has two elements which can negate the need for use of the index by setting the value to zero. The first test relates to if there are any daytime hours (Monday to Friday 1000 to 1800) where people are observed to queue for hackney carriages. There are 10% of all relevant hours with queues giving a value of 10.

The other index that could be zero – proportion of passengers in hours in which waits occurred which was over 1 minute – was 4.3% for the whole survey giving a value of 4.3.

The seasonality index is 1.0 since the surveys were undertaken in November.
The area exhibits peaked demand, with relatively little daytime demand, so this factor is 0.5.

Average passenger delay in minutes across the whole survey is 0.12 minutes.

From the public attitude work, the latent demand factor is 1.04, assuming all who did not give an answer had not ever given up waiting.

The ISUD index for the full survey is 10 * 4.3 *1 * 0.5 * 0.12 *1.04 = 2.7. This is well below the value of 80 used to suggest significance of unmet demand, so the index demonstrates the unmet demand observed is not significant in terms of the ISUD index.

4. Public Consultation results

A fourteen question survey was undertaken with 200 persons in the Lancaster City Council area (same as obtained in 2010). Surveys were undertaken within the main central areas for Lancaster and Morecambe. Responses were mainly from those available during the day time, following standard practise for these interviews. The Table below summarises the overall responses.

<table>
<tr><th rowspan="2">Question</th><th rowspan="2">Response</th><th colspan="3">%</th></tr>
<tr><th>Av</th><th>Lan</th><th>Mor</th></tr>
<tr><td>Have you used a taxi in the last three months in the Lancaster or Morecambe area?</td><td>Yes</td><td>43</td><td>47</td><td>39</td></tr>
<tr><td rowspan="6">How often do you use a taxi within this area?</td><td>Almost daily</td><td>5</td><td>2</td><td>8</td></tr>
<tr><td>Once a week</td><td>23</td><td>28</td><td>18</td></tr>
<tr><td>A few times a month</td><td>23</td><td>23</td><td>23</td></tr>
<tr><td>Once a month</td><td>14</td><td>11</td><td>18</td></tr>
<tr><td>Less than once a month</td><td>35</td><td>36</td><td>33</td></tr>
<tr><td>% not responding</td><td>57</td><td>53</td><td>61</td></tr>
<tr><td rowspan="7">How do you normally get a taxi within this area? (percentage as a total of those who responded)</td><td>At a taxi rank</td><td>16</td><td>16</td><td>15</td></tr>
<tr><td>Hail in the street</td><td>18</td><td>23</td><td>13</td></tr>
<tr><td>Telephone a taxi company</td><td>28</td><td>26</td><td>31</td></tr>
<tr><td>Use a Freephone</td><td>6</td><td>2</td><td>10</td></tr>
<tr><td>Use my mobile or smart phone</td><td>32</td><td>33</td><td>31</td></tr>
<tr><td>Other</td><td>0</td><td>0</td><td>0</td></tr>
<tr><td>% not responding</td><td>59</td><td>57</td><td>61</td></tr>
<tr><td>If you book a taxi by phone, please tell us the three companies you phone most</td><td colspan="4">Please see detail in text</td></tr>
<tr><td rowspan="8">How often do you use a hackney carriage within the Lancaster or Morecambe area? (% of those giving a response)</td><td>Almost daily</td><td>2</td><td>0</td><td>5</td></tr>
<tr><td>Once a week</td><td>11</td><td>18</td><td>0</td></tr>
<tr><td>A few times a month</td><td>21</td><td>18</td><td>25</td></tr>
<tr><td>Once a month</td><td>21</td><td>12</td><td>35</td></tr>
<tr><td>Less than once a month</td><td>45</td><td>52</td><td>35</td></tr>
<tr><td>I can’t remember when I last used a hackney carriage (% of all)</td><td>12</td><td>12</td><td>11</td></tr>
<tr><td>I can’t remember seeing a hackney carriage in Lancaster or Morecambe (% of all)</td><td>3</td><td>1</td><td>5</td></tr>
<tr><td>No response at all (% of all)</td><td>59</td><td>54</td><td>64</td></tr>
<tr><td>Please tell me the ranks you are aware of in Lancaster and Morecambe, and for each if you use them</td><td colspan="4">Please see response in text</td></tr>
</table>

Question	Response	Av	Lan	Mor
Is there any location in Lancaster or Morecambe where you would like to see a rank, and if it was there and vehicles were available, would you use it?	*Please see response in text*			
Have you had any problem with the local hackney carriage service? (indicate as many as apply)		Av	Lan	Mor
	Total problems cited		29	17
	By no of people=		23	14
	Design of vehicle	3%	0%	6%
	Driver issues	**65%**	**59%**	**70%**
	Position of ranks	0%	0%	0%
	Delay in getting a taxi	2%	3%	0%
	Cleanliness	24%	24%	24%
	Other – cost	6%	14%	0%
What would encourage you to use hackney carriages or use them more often	People responding		36	32
	No of responses		44	42
	Nothing	0%	0%	0%
	Better vehicles	9%	4%	14%
	More hackney carriages I could phone for	5%	5%	5%
	Better drivers	31%	39%	23%
	More hackney carriages I could hail or get at a rank	2%	0%	3%
	Better located ranks (please state where)	3%	2%	5%
	Cheaper fares	**50%**	**50%**	**50%**
	Other	0%	0%	0%
Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle?	% who responded	43	46	39
	No	**79**	**76**	**81**
	Yes - I need a wheelchair accessible vehicle	2	2	3
	Yes – someone I know needs a wheelchair accessible vehicle	**13**	**20**	5
	Yes– I need an adapted vehicle but not a wheel chair accessible	1	0	3
	Yes – someone I knows needs an adapted vehicle but not wheel chair accessible	5	2	**8**
	Other	0	0	0
If you arrived at a rank and there were saloon and wheel chair accessible vehicles there, which vehicle would you choose?	First available	**74**	**85**	**62**
	Saloon	23	13	33
	Wheel chair accessible	3	2	5

If you chose a vehicle type in the question above, why did you chose that specific vehicle type?	*Please see discussion in text*			
Question	Response	Av	Lan	Mor
Have you ever given up waiting for a hackney carriage at a rank in Lancaster or Morecambe?	No	78	78	77
(amended to remove non-rank responses)	No (not at a rank)	96	96	96
Do you have regular access to a car?	Yes	77	83	69
Do you live in the area?	Yes	92	90	95
Gender (value in bracket from census, 2008 est of 2013)	Male	43 (48)	46	39
Age (value in brackets from census, 2008 est of 2013)	Under 30 (15-29)	27 (28)	39	15
	31-55 (30-54)	42 (36)	42	42
	Over 55	31 (36)	19	43

Some 43% of those interviewed had used a licensed vehicle in the Lancaster City Council area in the last three months, a moderate level of recent usage. Usage was higher in Lancaster (47%) and lower in Morecambe (39%). The Lancaster value is lower than in 2010 (was 58%) although the Morecambe value is similar (was 40%).

Of the respondents who told us they had used a licensed vehicle recently, most said how often they used a licensed vehicle. We have assumed the remaining non-respondents do not use licensed vehicles and calculated the average level of licensed vehicle trips per month per person below. On average, there are 1.2 person trips by licensed vehicle per month based on these assumptions, a fairly low level. The Lancaster value is again slightly lower, at 1.1.

Average usage

Frequency	% of people	Assumed Trips per month	Total
Daily	5	20	100
One per week	23	4	92
A few per month	23	2	46
One per month	14	1	14
Less than one per month	35	0.5	17.5
			269.5
Per 100			2.7
Factor for 57% not responding			
Trips per person per month			1.2

Lancaster usage

Frequency	% of people	Assumed Trips per month	Total
Daily	2	20	40
One per week	28	4	112
A few per month	23	2	46
One per month	11	1	11
Less than one per month	36	0.5	18
			227
Per 100			2.3
Factor for % not responding			
Trips per person per month			1.1

Morecambe usage

Frequency	% of people	Assumed Trips per month	Total
Daily	8	20	160
One per week	18	4	72
A few per month	23	2	46
One per month	18	1	18
Less than one per month	33	0.5	16.5
			312.5
Per 100			3.1
Factor for % not responding			
Trips per person per month			1.2

59% of interviewees told us how they obtained licensed vehicles in the Lancaster City Council area. By far the highest percentage got taxis by booking them by mobile or smart phone (32%), with a further 28% using phones and 6% using free-phones – making two thirds of respondents obtaining vehicles by direct booking. 16% said they got them from ranks and 18% said their normal method was hailing (a very high level). Values for the two centres were very similar, except that hailing was higher in Lancaster (23%) compared to Morecambe (13%) though both levels are much higher than usual. The corresponding reduction in Lancaster was a lower usage of free phones there. Compared to 2010, Lancaster usage of ranks has fallen from 30% although hailing has increased – whilst Morecambe values are similar. This could be the effect of the bus station rank closure.

The use of phones was queried further, seeking to understand the companies that people used. 26% of respondents listed the companies they contacted in Lancaster and 30% gave companies for Morecambe. No-one named three companies, and just five named two in Lancaster, with six naming two in Morecambe. This suggests a high level of satisfaction and loyalty to an operator. Just seven companies were named in Lancaster, and five in Morecambe. In Lancaster, the highest number of mentions gave that company 62% of the total mentions. The second largest mentions were 16%.

In Morecambe, the top two companies took 72% and 14%, and interestingly these two companies were the same, but their order changed between the two centres. In Lancaster, the third largest number of mentions accounted for 10%, whilst in Morecambe this was 8%. In Lancaster the last four companies each got 3% of mentions, whilst in Morecambe the last two companies obtained 3%. Overall, this suggests dominance in the area of two companies, with territories generally well defined between the two centres and only a few smaller companies who take relatively little market share.

A set of questions were then asked relating specifically to use of hackney carriages. The first question asked how often people used them. 41% of people took time to answer this question. Lancaster had a lower non-response rate (54%) compared to Morecambe (64%). Of the total number of people interviewed, 12% in Lancaster and 11% in Morecambe could not remember when they last used a hackney carriage. 1% in Lancaster and 5% in Morecambe could not remember seeing a hackney carriage in the area (a very low level) and an encouraging sign that hackney carriages are visible across the area.

In the table below, the same calculation undertaken above for licensed vehicles overall is undertaken specifically for hackney carriages:

Average usage of hackney carriages

Frequency	% of people	Assumed Trips per month	Total
Daily	2	20	40
One per week	11	4	44
A few per month	21	2	42
One per month	21	1	21
Less than one per month	45	0.5	22.5
			169.5
			1.7
Allowing for this being 27%			
Trips per person per month			0.5

Lancaster usage of hackney carriages

Frequency	% of people	Assumed Trips per month	Total
Daily	0	20	0
One per week	18	4	72
A few per month	18	2	36
One per month	12	1	12
Less than one per month	52	0.5	26
			146
			1.5
Allowing for this being %			
Trips per person per month			0.5

Morecambe usage of hackney carriages

Frequency	% of people	Assumed Trips per month	Total
Daily	5	20	100
One per week	0	4	0
A few per month	25	2	50
One per month	35	1	35
Less than one per month	35	0.5	17.5
			202.5
			2.0
Allowing for this being %			
Trips per person per month			0.4

Compared to the 1.2 trips per person by licensed vehicle, hackney carriages generate 0.5 trips per person, about 42% of the total, consistent with the result that the main method of getting a licensed vehicle is by telephone – and similar to the level of rank and hailing usage. Interestingly, the Lancaster overall value is lower (1.1) but the hackney carriage component is higher (0.5). This again reflects the values shown in the rank and hailing usages for the two centres.

People were asked to name all the rank locations they were aware of in the Lancaster City Council area and if they used the locations they named or not. In Lancaster, 44% responded, whereas in Morecambe just 27% responded. There were 86 overall mentions in Lancaster and 52 in Morecambe.

In Lancaster, 11 people gave three locations, 20 gave two and 13 gave a single location. For Morecambe, one person cited four locations, six gave three, ten gave two and ten gave a single location.

Considering the overall locations given, many had colloquial names such as Subway and KFC, although the most frequent response for Lancaster, for 20% of mentions, was Dalton Square. Surprisingly half these said they used the location. 19% said 'Subway', 14% said Wilkinson's and 13% said Marks and Spencer. Just one Morecambe location was cited.

For Morecambe, 27% of responses were ranks in Lancaster. However, this set of responses saw the Arndale rank being the most quoted (29%, and most said they used it). The next most quoted location for the Morecambe sample was the Bus Station, Lancaster, with 12% of mentions.

Overall, these responses suggest people are aware of ranks, generally more so in Lancaster than Morecambe, but that the exact detail of where they are is not so good. The best accurately known location is the Arndale, Morecambe rank. This suggests there is a strong need for better marketing of the ranks once the sewer works are completed.

When asked about new locations, just three people made suggestions in Lancaster and six in Morecambe. Two of the locations in Lancaster already existed – Common Garden Street and the bus station, with the other person suggesting a rank at Sainsbury's was required. In Morecambe, three people said a rank at West End, one suggested at the Hospital and two other locations were suggested. This suggests overall that there is little demand for new ranks at this time. This is encouraging following the revisions to Lancaster, although more confusing for Morecambe where a review is about to begin.

Across the 200 respondents, 23 in Lancaster and 14 in Morecambe said they had problems with the hackney carriage service. In Lancaster, they mentioned a total of 29 issues, whilst in Morecambe a total of 17.

In both areas, the highest number of mentions was in respect of issues with drivers – 59% of mentions in Lancaster and 70% in Morecambe. Vehicle cleanliness was the second issue in both places with 24% of mentions in both locations. In Lancaster other items mentioned were cost (14%) and delay getting a vehicle (3%). For Morecambe the only other issue mentioned was vehicle design (6%). Overall, none of these are particularly significant.

More people responded to what might encourage them to use hackney carriages or use them more. Some 36 (18%) gave a response in Lancaster and 32 (16%) in Morecambe. In Lancaster, eight people had two items, whereas in Morecambe one person had three items and nine had two.

As is usual, cheaper fares dominated (50% of responses in both areas). Better drivers ranked next (39 and 23% respectively). None said more hackney carriages at ranks in Lancaster although one person responded with this for Morecambe. Morecambe responses also included 14% for better vehicles.

People were asked if they or anyone they knew had a disability needing either a wheel chair accessible licensed vehicle, or a vehicle adapted in some other way. Some 43% responded. On average 79% said they did not themselves need, or know anyone who did need an adapted vehicle –with a slightly higher proportion in Morecambe giving this answer. Of those needing adapted vehicles, the focus was on wheel chair accessible style (22%) compared to other adaptations (2%) in Lancaster. However, for Morecambe the split was 10% for other and 8% for WAV, the opposite way round, and much more equal.

An overwhelming 85% in Lancaster and 62% in Morecambe of those asked what their choice would be at a rank given wheel chair accessible and saloon style vehicles said they would take the first vehicle available. Just 2% and 5%, respectively, would choose the wheel chair accessible style, and 13% and 33% would choose saloon.

People were then asked if they chose a specific vehicle type at a rank why they did so. Over the whole sample, 22 in Lancaster and 19 in Morecambe gave reason for their choice. Most said they went for the first vehicle available as that gave them a quicker journey home. Saloons were chosen for comfort and for being "more like a car". In Morecambe, several people said they either didn't need the WAV or they left these vehicles for those who needed them.

Of those answering if they had ever given up waiting for a hackney carriage, there were just four people in Lancaster and four in Morecambe who had. This provides a latent demand factor of 2%, or 1.02. Others used this question to say their booked vehicle had not arrived or had arrived too late.

83% in Lancaster and 69% in Morecambe had regular access to a car. 90% in Lancaster and 95% in Morecambe lived in the area.

Our gender sample saw an under-representation of men (43% compared to 48%). Our age sample saw the right level of the younger age bracket, but less over 55's (31% observed compared to 36% in the census), and correspondingly more 31-55's (42% compared to 36%). This should not unduly bias the results.

5. Stakeholder Consultation

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

- Supermarkets
- Hotels
- Hospital
- Pubwatch / night clubs
- Disability representatives
- Police
- Rail operators
- Other council contacts
- County council contacts

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

The licensed vehicle trade consultation is the subject of the following chapter.

Supermarkets

A total of eight supermarkets were contacted, four in Lancaster, three in Morecambe and one in Carnforth. Half the supermarkets had a dedicated line to a specific company. The remainder said that customers tended to phone the company they preferred, or customer services would call a company if asked. One supermarket had a sign for one company rather than a dedicated phone. None had received any complaints and all said customers were well served. One supermarket helped customers by offering to carry shopping to the vehicle if necessary.

Hotels

Four different hotels across the area were contacted. All said they phoned for vehicles for their customers, usually one company, and all provided a good service. One hotel was near a rank but was thought the location was an informal place that taxis waited, not a formal rank (though most of their customers used taxis during daytime hours rather than at night).

Restaurants

A selection of four restaurants were contacted, two each in Lancaster and Morecambe. One was not contactable. The remaining three all said customers had not complained about taxi services. One in Lancaster advised us a lot of their customers used taxis, mainly by phoning for them. The other Lancaster restaurant said customers mainly used taxis at the weekends, and this was normally by asking staff to call them a taxi.

The Morecambe restaurant said their customers used a mix of the rank nearby and, usually later, making phone calls.

Hospital

No response was received during the course of our consultation.

Night clubs

A selection of nine night venues was contacted in the Lancaster City council licensing area. Of these, two were no longer contactable and are assumed to have ceased trading. Six others did not respond in the time available. The single night venue which responded closed at 03:00 on nights it was open and most of their customers used the North Road rank outside their premises. If necessary, the venue would phone for vehicles for its customers, and they used on particular company. In the past, they had issues with other companies who had given poor service to customers in wheel chairs, refusing to take them when the club asked for such a service.

Police

Two local police representatives were contacted. Neither felt there was any shortage of hackney carriages, even at night. Neither felt there was any need for additional licences to be issued.

Their main issue was with there being too many vehicles. In the daytime, there is over-ranking at Market Street, Morecambe and there is also some over-ranking in Lancaster town centre. Several drivers have recently successfully been prosecuted for this offence.

They were both concerned that neither public nor other general police tended to be aware of the differences between hackney carriage and private hire operations. The distinction leads to friction between the two parts of the trade which can lead to police involvement at times.

The representative who regularly polices Lancaster town centre at night had not personally witnessed any problem that indicated people were unable to get access to vehicles at night. They felt supply and demand were fairly well-balanced.

Disability representatives

One Voice is a user-led charity in the Lancaster area which supports all disabled persons and their families. Three representatives were contacted and a copy of the public attitude questionnaire circulated in case any persons had comment to make. The following comments were received during the time our report was under preparation.

An independent living centre has just opened in Lancaster.

One representative felt there were lots of vehicles available and had no issue with hackney carriages being limited in number – in fact they felt there were too many vehicles overall in the Lancaster licensing area.

They voiced a number of concerns – one was that some wheel chair accessible vehicles were in the private hire fleet and were not as accessible as they could be since this meant they could only be phoned for. Other vehicles don't have appropriate ramps and there are a range of wheel chairs some of which aren't provided for by any vehicles. A major issue is getting the right loading angle with ramps, and then with ensuring wheel chairs can be secured while travelling. They felt that most vehicles in use were on the private hire side as they had been refused hackney carriage plates but it was not clear why this had been the case. This representative mainly phoned for vehicles as they did not feel comfortable or certain they would get an appropriate vehicle at a rank.

Another person advised us many companies with wheel chair vehicles have developed their own client base, who are generally happy with the service provided, although the bulk of trips are pre-booked.

The council has had complaints with regard to service to those with disabilities, some of which are in the course of investigation. During the course of our consultation no further details could be provided.

University representatives

An attempt was made to identify any views from Lancaster University regarding services to their students, or to the campus. By the time consultation closed, no response had been received.

Rail Operators

National statistics are publicly available showing the total number of entries and exits at each rail station in the United Kingdom. These numbers are calculated using ticket barrier and ticket issue information from ticket sales. There are seven stations within the Council area – Lancaster, on the Crewe to Carlisle / Glasgow route, Bare Lane, Morecambe and Heysham Harbour on the Heysham branch (from Lancaster), and Silverdale, Wennington and Carnforth on the Leeds – Cumbrian Coast line. The two main routes are linked at Carnforth, although there is currently no service direct from Carnforth on the West Coast route. The Table below shows information for these stations from 1997/1998 to date, in order of current largest usage to least. The figures after the station name show the position in rank in terms of usage of English, Welsh and Scottish railway stations, with the smallest usage being the 2,533rd station and the highest being 1st in the list (Waterloo, London).

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Lancaster (271st)		
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	1,833,558	+3% (+74% overall)

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Morecambe (1,260th)		
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	220,280	-1% (+13% overall)

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Carnforth (1,328th)		
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% (+74% overall)
Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Bare Lane (1,473rd)		
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	141,198	+2% (+19% overall)

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Silverdale (1,953rd)		
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% (+17% overall)
Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Heysham Harbour (2,319th)		
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	7,680	-13% (-55% overall)

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
Wennington (2,396th)		
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	3,338	-10% (+44% overall)

Lancaster is by far the busiest station with over 1.8 million entries and exits in the latest year, with growth of 74% in the period from 1997/8. The period since the last survey has seen around 11% growth here. The next largest station sees 220,000 entries and exits (Morecambe) and has seen 13% growth from 1997/1998. Carnforth had 191,000 entries and exits (74% growth, possibly related to the improvements to First Transpennine services) and Bare Lane saw 141,000 (19% growth). Silverdale sees under 45,000 entries and exits (17% growth) and Wennington just over 3,000, although this station has seen 44% growth in the overall period according to the statistics. Heysham Harbour use has reduced by 50% but this is related to the ferry services provided to this port, and can vary, although overall usage at around 8,000 entries and exits is not high. Apart from Lancaster it is unlikely any other station might generate enough to sustain a rank – although one is provided at Morecambe.

A check was also made with the train taxi website. Lancaster is correctly identified as a major station with an active rank – although several signs at the station still encourage booking and many of the hackney carriages there are related to a small number of companies. The guide provides a set of three companies who could be contacted if needed. Morecambe does have a rank although it is rarely used. The three Heysham line stations all list the same three private hire companies and encourage bookings. Carnforth is correctly advertised as having no rank and has four companies offering service by phone. Wennington only offers one company or recommends use of Carnforth or Bentham stations instead. Silverdale only recommends use of Carnforth or Arnside stations, with not even any private hire company phone number provision. This generally confirms there is little scope for very much demand for either hackney carriages or private hire vehicles apart from at Lancaster. Interestingly, the private hire company phone numbers have not changed since 2010.

Overall, there is a need for a formal council review of these listings and provision of feedback to the Train taxi operators to ensure only council licensed operators are listed for the protection of the public in the area.

The Lancaster station rank is managed by Cabfind on behalf of Virgin Trains, ensuring sufficient permits are made available by regular national advertising when the previous set of permits expires. At the present time, this means that 45 of the hackney carriage fleet have permits for this location. There is no limit on this number, although the supplementary fee is an extra cost. Cabfind advise us that the only complaints they receive relate to those about noise from the rank from residents, and about a shortage of spaces from the hackney carriage drivers. Virgin Trains had no additional comments.

6. Licensed Vehicle Trade Consultation

Trade consultation

A regular trade forum is held. This is national best practise and a key part of ensuring the whole licensed vehicle trade is given the best possible opportunity to develop.

A CTS representative attended the 28th November 2013 meeting and also was provided with a tour of Morecambe ranks in advance of this meeting. It is accepted that the comments following are purely the views of the person giving them, and that we have no independent confirmation on how representative these views are. We have, however, presented the views given to us in good faith as a record of the evidence provided to us for this study. The trade person providing that tour presented an opinion that unused ranks should be cancelled altogether. In Morecambe there were four ranks which had no current purpose and they felt could be removed. A further rank which was now marked as disabled parking was also redundant, together with a sixth location where the club it served was currently closed. They suggested that the Marine Road rank could be moved to Queen Street, as the present location is fairly exposed, without any shelter and on the opposite side of the road from the main demand. It is also occasionally abused because it is within a car park and cars can be left here when space is needed as a rank.

Further, they felt that the Midland Hotel rank should be retained since there are venues nearby that see occasional hackney carriage passengers. They also considered that the present Market Street ranks are on the wrong side of the road – as are the disabled parking spaces – and felt that were these swapped, both sets of users would see increased safety. The person acknowledged that there will be temporary change here while town centre works are undertaken and the preferred temporary location would be Anderton Street.

The trade person also made comment about Lancaster rank provision. The original bus station layout was always difficult if a vehicle needed to leave before reaching the head of the queue, and they felt that the rebuild should be taken as an opportunity for redesign. They felt the KFC rank should be on the other side of the road to reduce conflict with users of KFC. Their opinion was that more spaces are needed at Diggles. A public rank is preferred by them on street at the railway station. The North Road club location needs hours extending to 07:00 as there are longer operating hours at one venue.

The Forum meeting discussed several issues of relevance to this report. One was the issue of the sewer works and the implications for business – with at least one successful claim from a driver for loss of business. The issue of prosecutions for over-ranking was also mentioned and shows this is a current and key issue.

The forum agreed with considering the feasibility of extending the rank opposite the Carleton in Marine Road, Morecambe. A formal request was made for a night time rank in Queen Street to replace the Clock Tower rank. A wider review of Morecambe ranks was requested and the Forum was advised this would occur as part of the Morecambe Area Action Plan, with further consultation included within other upcoming schemes (Square Routes, M6 Link, Car Parking strategy).

A member of the trade also asked for consultation on methods of how the number of wheel chair accessible vehicles could be increased. The forum was advised that the demand for wheel chair accessible vehicles would be considered as part of this survey as well as taking on board any comments from the LC review. The issue of use of the word 'taxi' would also be considered once the LC had reported.

A letter was issued to all licensed drivers by the Council inviting them to complete a questionnaire about their current service to the public, and their views on the policy of limiting hackney carriage numbers. This letter was issued to 652 trade members (including those in the private hire trade to cover Best Practise Guidance requirements). All responses were returned to CTS using a freepost address provided by CTS.

Some nine responses were received (1.3%). All were from hackney carriage drivers. This is a similar level of response to 2010 when eight hackney carriage and four private hire drivers responded (to a face to face session). 89% owned their own vehicle, with 11% saying someone else also drove their vehicle. All of the hackney respondents said they used a radio circuit, with 56% of these being a hackney carriage only circuit, and the remainder other private hire companies.

Those responding had, on average, been involved with the licensed vehicle trade as drivers for 22 years. They tended to work 5 days per week for an average of 57 hours per week. The range of days worked was between 2 and 7 – with just one respondent saying they worked seven days. The range of hours was from 24 to 80.

56% of respondents said they worked longer on some days than others. Friday, Saturday, and Tuesday were the three extra days worked which were quoted.

Those operating hackney carriages told us the ranks they used. Most were the Lancaster ranks, principally North Road, Diggles, but with mention of most other ranks made. There were few responses mentioning Morecambe ranks.

In terms of policy, all felt that the current policy of limiting hackney carriages remained appropriate for Lancaster. None abstained from this question.

In terms of reactions to change of the policy, 78% said their response would be to leave the trade. One said they would go bankrupt and another said they would work part time hours and find another job to supplement their income.

Many comments were made. Several felt better ranks were needed in Lancaster and that a lot of work had been lost to private hire companies, several of whom had offices they felt were better located than ranks. One was concerned the survey had been undertaken whilst the bus station rank was not in use.

7. Responses to DfT Best Practice Guidance 2010

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

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

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

Yes, this report is the independent input to this consideration on behalf of Lancaster City Council. At the present time it appears that rank service, particularly in Lancaster, might significantly reduce were the control on vehicle numbers removed.

Questions relating to the policy of controlling numbers:
Have you recently reviewed the need for your policy of quantity controls?
Yes, this report forms a current review of the need for the policy of quantity control of hackney carriages at this point in time in the Lancaster City Council area.

What form did the review of your policy of quantity controls take?
This current review follows the DfT Best Practise Guidance April 2010 in undertaking a full review of the current situation in regard to the policy towards hackney carriage vehicle limits. It includes:

- A review of the background policies of the Council
- A rank survey program to identify current demand and supply
- Public consultation with people in the streets of Lancaster
- Stakeholder consultation with all groups recommended by the DfT Best Practice Guidance as far as people were available
- consultation by email or phone with several key stakeholders
- a questionnaire posted to all licensed drivers in the area by the Council (to cover data protection issues)
- Consideration of the relevant section of the Equality Act

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

- Local supermarkets
- Hotels in the area
- Night venues
- The police

What decision was reached about retaining or removing quantity controls?

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

Are you satisfied that your policy justifies restricting entry to the trade?
Please see the summary and conclusions section for guidance on conclusions from our review – ultimately this decision is for the local council to make.

Are you satisfied that quantity controls do not:
- ***Reduce the availability of taxis***
- ***Increase waiting times for consumers***
- ***Reduce choice and safety for consumers***

There were very few cases where passengers had to wait at ranks for hackney carriage vehicles to arrive. None of the unmet demand observed led to an overall significant level of demand for hackney carriages which was not met. There is therefore little waiting time for hackney carriages and further vehicles would be unlikely to change this situation as there is no way the council can force people to work at any specific hour. There appears to be plenty of choice for consumers, with most hackney carriages also being available on phone booking circuits (one of which is exclusive to hackney carriages).

What special circumstances justify retention of quantity controls?
This issue is ultimately for the Councillors to conclude. However, it does appear that the very low current level of rank demand particularly in Lancaster if combined with issues arising from the number of booking offices and the sewer works might mean service to ranks is at a critical level. Were the quantity control removed, this might hasten the decline of this service further.

How does your policy benefit consumers, particularly in remote rural areas?
Lancaster City Council does provide ranks in suburban areas for vehicles to wait for phone calls rather than having to return to the central area. However, these ranks are not greatly used. Hackney carriages focus on the central area ranks, providing a high level of service, which allows private hire vehicles to be free to service remote rural areas where their operating style is more appropriate. There are no rural areas with sufficient demand to encourage active ranks.

How does your policy benefit the trade?
Retention of a limit on hackney carriage vehicle numbers provides some additional value to a hackney carriage plate which enables more to be invested in the vehicle and the service it provides than if the vehicle had no additional value. There are current issues with too many vehicles servicing the main rank in Lancaster and were more plates available, this issue would increase and would lead to severe traffic congestion in a critical part of the central area of Lancaster.

If you have a local accessibility policy, how does this fit with restricting taxi licences?
At present, the local accessibility policy is benefitted by 14% of the hackney carriages being wheel chair accessible. All of these have resulted from increases in the number of plates over the years when such higher numbers have been justified.

Questions relating to setting the number of taxi licences:

When did you last assess unmet demand?
This study was preceded by an earlier one in 2010. No significant unmet demand was identified at that time and no more plates were required to be issued.

How is your taxi limit assessed?
In all previous studies, and in this one, the limit has been assessed using industry standard techniques.

Have you considered latent demand, ie potential customers who would use taxis if more were available, but currently do not?
Yes, latent demand was considered by several methods, with the key method being through interviews with members of the public. The latent demand factor was 1.02, very low.

Are you satisfied that your limit is set at the correct level?
This is a matter for decision by the Council committee based on evidence following in our summary. Even with 108 vehicles on issue, there is no significant unmet demand for the services of hackney carriages in the area. The limit could therefore remain at 109, or be reduced to 108. If it was decided to re-issue the extra licence, this should be in favour of a wheel chair accessible vehicle to increase the level of provision of such vehicles.

How does the need for adequate taxi ranks affect your policy of quantity controls?
The issue of restoration of the former provision to Lancaster City centre is critical. Care needs to be taken once the sewer works are complete to encourage people to feel able to make use of hackney carriages from ranks once again, although there is no strong evidence that the sewer works per se are the overall reason for reduced hackney carriage patronage as the reduction has occurred across the area at a similar level and not just in Lancaster. It is accepted that the review of ranks in Morecambe is overdue and this needs to be taken forward, although the main daytime rank there is well-located.

Questions relating to consultation and other public transport service provision:

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

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

Do you receive representations about taxi availability?
No

What is the level of service currently available to consumers including other public transport modes?
Lancaster enjoys a very high frequency and level of both bus and rail services which provide both competition and potential for the licensed vehicle service.

8. The Equality Act 2010

Whilst several sections of the Equality Act (EA) affect licensed vehicle operations, the key provision relevant to this report is the requirement under section 161 that any authority with a limit on the number of hackney carriage vehicle licences should issue licences to wheel chair accessible vehicles (WAV) until an agreed percentage of the fleet were such WAV style. The last guidance in regard to timescales for introduction of this regulation saw consultation occurring around this point in time – although nothing has yet been issued by the Department for Transport. Lancaster City Council currently has a limit and this section of the Act would apply if ever enacted.

The Equality Act is national legislation which cannot be amended by the council or its officers. Current thought suggests that the required proportion of WAV style vehicles expected for the Council area might be of the order of 35%. At the present time, Lancaster has a formal level of 14% of vehicles which must be wheel chair accessible, which means the limit on vehicle numbers could be vulnerable were this part of the Equality Act put in place.

There are a few other unique issues at the current time for Lancaster in this regard. Firstly, the number of plates on issue is 108. Given there is no significant unmet demand, there is support that the 109th plate no longer needs to be on issue. This does not change the number of WAV that are required under the EA being a very similar number.

The second local issue is that, although there are 15 vehicles which formally must remain WAV, a further 14 of the hackney carriage fleet at the time the survey began were WAV of similar styles to those already in the fleet. Assuming all of these could be used as WAV (ie they have full equipment and not just the vehicle body), and that some way could be found that they could not readily change from being WAV, raises the proportion of vehicles from 14% to 27%, much closer to the expected required level of 35%.

The table below presents some of the options available based on these figures.

Option	Total number of vehicles	Number of wheel chair accessible vehicles (WAV)	Percentage of fleet that are WAV
Current	109	15	14%
EA requirement	109	38	35%
Actual current vehicles in fleet	108	29	27%
Meet EA by removing limit but no WAV stipulation	109 upwards	Uncertain – might reduce	Uncertain
Meet EA by removing limit but with all new vehicles having to be WAV	109 upwards	16 upwards with each new vehicles adding to number	At least 15%- an extra 0.9% for each new vehicle added
Meet EA by retaining limit at present no. of vehicles, those currently informally WAV become formal and 9 current vehicles converting	108	38	35%
Meet EA by granting plate to any WAV, with none of present converting under limited scenario.	144 (+33%)	50	35%

At the present time, there is no significant unmet demand with 108 vehicles available. Demand has reduced from 2010 and there is a major issue with over-ranking (although the re-opening of the bus station may reduce this issue). From this point of view, the preferable option would be to ensure the currently WAV (or potentially WAV) vehicles became formally part of the WAV calculation, the spare licence was not reissued and nine current vehicles became WAV.

The worst case scenario would be if none of the currently WAV or WAV potential vehicles were willing to become formally WAV and in fact changed to non-WAV style. In this case, the spare plate would need to be reissued and 35 further plates could be issued before the expected criteria was met. These 36 additional vehicles increase the fleet by some 33% which would almost certainly lead to significant reduction in income for the current fleet.

Further discussion of this issue is included in the final chapters in context of the full survey.

9. Summary and conclusions

Policy Background

Lancaster is one of the twelve districts of Lancashire. Transport and highway powers are with the County council, who set the overall context of transport within the latest Local Transport Plan. Specific area plans are being developed for parts of Lancashire, with the Lancaster transport masterplan yet to be developed. Congestion between Lancaster and Morecambe is seen as a key issue to be resolved. The only policy reference to licensed vehicles in the transport documents encourages operators to have staff respectful of the needs of all travellers.

Lancaster has restricted the number of hackney carriage vehicles under Section 16 of the 1985 Transport Act since at least 1994. During that period, regular review has seen plate numbers increased by 14, with some 15 wheel chair accessible vehicles in the fleet which must remain of this style. Presently, the number of hackney carriage vehicles available is at a reduced 108 awaiting the result of the survey. In recent years, private hire vehicle numbers have also fallen, most notably between 2011 and 2012.

At the present time, Lancaster has just below the national average level of hackney carriage vehicles compared to population. Comparison within Lancashire is less favourable mainly because one authority has very large numbers of hackney carriages (many of which do not serve their own council area). In current total licensed vehicle fleet size, Lancaster is the third lowest in Lancashire. These statistics suggest there is an overall lower provision of both hackney carriage and private hire in Lancaster compared to Lancashire and that the limit on vehicle numbers is not the main reason for this depressed provision (as it applies overall).

In terms of wheel chair accessible provision, the formal level of 14% of hackney carriages places Lancaster sixth from lowest in proportions of the hackney carriage fleet. With three authorities in Lancashire 100% WAV, the average for the County is 33%. However, there are a further 15% of the hackney carriage fleet which are WAV style from operator choice but which we understand could revert to saloon at any point. Further discussion of this is provided below.

Driver ratios are around 1.9 suggesting some double shifting may still occur within the licensed vehicle fleet. The number of hackney carriages operating totally independently has reduced to just four or five. A hackney carriage radio circuit has been established. Together with the large number of vehicles attached to private hire companies, this means the hackney carriage fleet is generally highly accessible and available from ranks, hailing and phone bookings.

Lancaster shares the same fare level with some 26 other authorities, tending to be 6% above the Lancashire average (including Blackpool), but below the national average (97%). This December 2013 comparison placed Lancaster 207th equal out of 364 national licensing authorities – fairly average.

Rank Survey results

Our survey programme was developed to ensure coverage of currently active ranks. Some 94 hours of rank surveys were undertaken (compared to 65 in 2010). Since 2010, one rank in central Lancaster has been restored to use and another two new ranks have been introduced. The main night venue in Lancaster has ceased trading. Changes have been made to account for the present closure of the main Bus Station rank due to sewer works. On the contrary, Morecambe ranks have not changed since 2010.

In terms of usage per hour by passengers when active, the busiest rank remains that on North Road near to the former Toast venue. Diggles is next busiest, followed by Market Street Morecambe and Marina Car park on Saturday nights. In overall demand terms across a typical week, 47% of passengers use the Diggles rank. 20% use Lancaster station (private rank), 15% use Market Street, Morecambe, 6% use the North Road night rank, 4% use Marine Road Central Morecambe and 3% each use Common Garden Street (reinstated) and the new Sun Hotel location. The KFC rank saw 1% of passengers as did Dalton Square.

Comparing 2010 and 2013 there has been around a 30% reduction in estimated weekly passenger demand for hackney carriages in the Lancaster City licensing area from ranks. However, the Morecambe ranks have seen a larger 36% decline (where there has been no change in rank provision). The impact of the Damside Bus Station rank closure may not be as significant as perceived – masked by an overall decline in patronage between the two surveys. A large number of Lancaster passengers have transferred to use of the Diggles (North Road) rank – although this has put pressure on this location in terms of capacity for vehicles. Common Garden Street has seen moderate usage and the Sun Hotel rank is developing well given its more recent introduction – both of which are encouraging results.

Overall, the pattern of usage of ranks has remained similar between the two surveys again suggesting an overall decline of hackney carriage usage at ranks. From these results, we consider that the survey has captured a reasonable picture of demand for hackney carriages in the area despite the loss of the main rank in Lancaster. It appears that those wishing to use hackney carriages have continued to seek them, and the higher level of service to the Diggles rank has helped meet demand.

Interestingly, the level of hailing in the public attitude surveys has risen for Lancaster to a similar level to that quoted in 2010 for Morecambe – perhaps suggesting some hackney carriage passengers are seeking vehicles more on their way from their origin towards the other ranks still in use.

One person was observed using a wheel chair at the Market Street rank, Morecambe, and as in 2010 a large number of examples were observed of drivers helping people into the vehicles at this same location.

The ISUD index suggests there is no significant demand for hackney carriages which is unmet. This implies that the current active number of hackney carriages, 108, is sufficient to meet observed demand. This is also a sensible result given the reduction in overall demand between 2010 and 2013.

Public Consultation

A similar sample of 200 persons was interviewed in the Lancaster and Morecambe central areas. In Lancaster, 47% said they had used a licensed vehicle in the last three months, reduced from 58% in 2010. The Morecambe level of recent usage was similar to 2010 (40% then, 39% now).

In terms of methods of usage, Morecambe has seen an increase in booking style use from 67% in 2010 to 72% now with rank and hail percentages both falling commensurately. In Lancaster, rank and hailing use has actually increased from 34% in 2010 to 39% in 2013 – but the main change has been a reduction in rank but a vast increase in hailing – suggesting the impact of the bus station rank closure. The consequence is that booking based usage has fallen from 67% in 2010 in Lancaster to 61% now.

Overall usage of licensed vehicles was around 1.2 trips per person per month in Morecambe and 1.1 in Lancaster. These values are similar to those in 2010. When focussed on hackney carriage usage, the values fall to 0.5 for Lancaster and 0.4 for Morecambe. These values are relatively consistent with the level of quoted hackney carriage usage from ranks and hailing.

Questions about companies used suggested a high level of satisfaction and loyalty to a small number of operators. The order of usage of companies between the top two changed between Lancaster and Morecambe suggesting one company is more dominant in each of the two centres. The Morecambe company had a higher level of citation than the Lancaster one, but both were clearly dominant over other companies. The hackney carriage radio network was not mentioned by any respondent.

Responses with regard to ranks suggest people are aware of ranks, more so in Lancaster than in Morecambe, but that the exact detail of where they are is not as good. The Arndale, Morecambe rank is most accurately known. This suggests need for marketing of ranks particularly once the sewer works are completed. On the contrary, there seemed little interest in new ranks.

Issues with the hackney carriage service were very few – with just 23 people in Lancaster and 14 in Morecambe mentioning issues. When looked at on a percentage basis of issues mentioned, the largest one in both locations was 'driver issues' followed by vehicle cleanliness. Interestingly, the proportion of driver issues has increased from 2010 when cleanliness was the larger issue. However, none of this can be significant given the low response.

The main item that would increase usage was lower fares, followed by better drivers (consistent with the issues question). This mainly suggests that better marketing of the service by drivers and by making people aware of what fares actually are might help increase patronage.

Some 79% overall did not themselves need, nor know anyone who needed, a wheel chair accessible vehicle. In Lancaster, those needing a vehicle needed a wheel chair accessible style whilst the split between wheel chair and other accessible types was more equal in Morecambe. However, in both locations most people would take the first vehicle available, mainly to ensure they obtained the quickest possible departure from the rank.

Just a very small number of people said they had given up waiting at ranks in either location – with the latent demand factor being 1.02, very low.

Our sample had high car access – 83% in Lancaster and 69% in Morecambe. 90% in Lancaster and 95% in Morecambe lived in the area, and our sample saw under-representation of men and over 55's although not to a level that would necessarily bias our sample.

Stakeholder Consultation

Supermarkets were split between those having dedicated phone lines and those where people would phone their chosen company using the store phone. Most hotels phoned for vehicles for customers and one was not aware there was a formal rank outside. Restaurants had a lot of customers who phoned for licensed vehicles, although one in Morecambe was aware that their customers used the nearby rank.

The only night venue respondent said their customers used the nearby rank, or they would phone for a vehicle if asked. Their only issue had been in the past with a private hire company reluctant to service customers in wheel chairs.

Police respondents did not feel there was any shortage of hackney carriages in fact they considered there were too many. Market Street Morecambe has daytime over-ranking although it does not cause too severe issues there, whilst more severe issues are caused by over-ranking in central Lancaster. The central Lancaster representative felt demand and supply were currently fairly well-balanced. A further concern was the need for other officers and the public to be better aware of the difference between hackney carriage and private hire, which often caused friction between the trade.

Representatives of those with disabilities mainly told us that most trips needing special assistance or wheel chair vehicles were booked by phone. None suggested there were too few vehicles overall, although they did acknowledge that not all wheel chairs could be serviced by the vehicles available in the fleet.

Only Lancaster station has an active hackney carriage rank and sufficient patronage to justify such provision. This rank is subject to a supplementary charge administered by a private company for the rail operator, and is therefore a private rank. Although there is no limit on the number of licences they would issue, the charge currently means just 42% of the hackney carriage fleet are able to service the station, and so Lancaster council could not be held responsible were there any unmet demand at this location. The only issues reported at the station relate to drivers wanting more space and residents being annoyed by noise from the rank.

Trade Consultation

The main way in which the trade relate to the Council is through the regular Trade forum. This is national best practise and a key part ensuring the whole trade is given the best possible opportunity to develop and liaise with the council. We were given opportunity to attend the latest Forum meeting and to visit Morecambe ranks with a representative.

A letter and questionnaire was issued to all those involved in the licensed vehicle trade, drivers, owners and operators, both hackney carriage and private hire. About the same number responded as in 2010 (1.3%) although in this case all were hackney carriage.

89% of respondents owned their own vehicle and all said they also operated on radio circuits, with 56% being on the hackney carriage radio circuit. Respondents had a significant level of experience – on average 22 years in the trade. They worked for five days per week and 57 hours per week on average. Responses seemed to mainly come from Lancaster rank users, although some mentioned Morecambe ranks. All said the limit on vehicle numbers should remain, and that removal of the limit would lead to them leaving the industry. Concerns were raised about needing better ranks in Lancaster, particularly compared to the location of private hire offices.

Equality Act

The Equality Act is already on the statute books. There is a requirement that any authority with a limit on its number of hackney carriages should ensure no new entrant is refused entry if they are offering a wheel chair accessible vehicle if a given proportion of vehicles has not been achieved. At the present time, the level of WAV required in a fixed fleet has not been determined, and there is still no confirmed date for the consultation required to allow this to move forward.

The recent Law Commission Review may reduce any desire by Government to spend time resolving this Act. There is no way set out in legislation that any Council can require a particular level of WAV within the private hire fleet. We do not believe there are any other statutory requirements on national or local government beyond the Equality Act which require present action.

At the present time, there is no way that any authority without a limit on hackney carriage vehicle numbers can encourage an increase in the number of WAV style hackney carriages, apart perhaps from the introduction of a mandatory order requiring all vehicles to be wheel chair accessible (which would most likely be opposed by those seeking the spirit of the EA since current thinking is a mixed fleet is generally better for those with a range of disabilities).

A range of options are open to Lancaster were this section of the Act to be put in place. All are tempered by the lack of significant unmet demand, and in fact the excess of vehicles and fall in passenger demand. At present here are further vehicles which are wheel chair accessible (or potentially so) in the hackney carriage fleet which would take the council nearer to the expected target level. Were these vehicles formally counted as wheel chair accessible, the spare plate not reissued, and nine further current vehicles changed to WAV, the expected EA requirement could be met and the limit set at 108 vehicles.

This is preferable to the worst case scenario where some 36 new plates would have to be issued to meet the expected proportion, inflating the overall fleet numbers by 33%, which would have a significant impact on current vehicles at a time of falling demand.

Best Practice Guidance

A review of the questions posed in the BPG was undertaken and is presented in an earlier Chapter. This review has been consistent with the requirements of the BPG.

Conclusion

There is no significant demand for hackney carriages in the Lancaster licensing area which is unmet. This was achieved by a fleet of 108 vehicles rather than the actual limit of 109.

This is unsurprising given that demand appears to have reduced by some 30% since 2010 in the area from ranks although there does appear to be a significant increase in hailing in Lancaster possibly linked to the bus station rank closure which suggests the demand reduction might be 23% overall.

There has clearly been an impact of the sewer works on how hackney carriages are obtained in Lancaster, although this has to be seen against a general background of decline in demand seen also in Morecambe where there have been no such changes. In fact, demand in Lancaster has probably stood up better to the general decline than demand in Morecambe.

Despite the issue of the main rank in Lancaster being closed, overall the spread of demand between the ranks in the area has remained remarkably similar, with the Diggles rank performing very well as a surrogate despite its very small capacity. Further, the Common Garden Street and The Sun ranks have seen good usage given they were only re-opened or introduced between the last survey and now.

The overall picture of hackney carriage operation in the Lancaster licensing area is towards vehicles being linked either to private hire companies or to the hackney carriage radio circuit – with only a small number of hackney carriage vehicles not allied to one or other. However, the clear increase in hailing in Lancaster suggests people do want to get a licensed vehicle when they want one rather than having to walk to an office and then wait.

As in most similar surveys, there is some evidence that a focus on customer service by drivers might lead to increase usage of hackney carriages. Retention of the limit on vehicle numbers tends to improve the attitude of drivers and potentially improves service levels. Whilst reduction of the limit by one vehicle is unlikely to significantly increase any other given income, it will prevent further dilution of reducing incomes.

In terms of wheel chair and other vehicles to serve those with disabilities, there is some evidence of a mismatch between the vehicles and services available and what people perceive or experience. Formal statistics do not help in this regard, and clear policy is needed as to how the facilities available within the entire fleet – both hackney carriage and private hire – are presented to those that might take advantage of the options on offer. Specifically, the availability of wheel chair accessible vehicles in the hackney carriage fleet needs to reflect actual availability and not just those that are formally agreed as WAV.

At the present time it would be prudent for the focus to be on sufficient current vehicles becoming WAV to meet any future Equality Act requirements rather than any potential increase in the overall vehicle numbers, which are clearly not needed at this particular time. This may mean some agreement is needed to discourage those vehicles who have currently chosen to be WAV (but who can change away when they wish) from doing so.

10. Recommendations

Limits on the number of hackney carriage vehicles

With there being no significant unmet demand for hackney carriages with 108 vehicles available, the Council can reduce its limit of hackney carriage vehicle numbers to this level and be able to defend this if challenged.

Having a reduced limit on vehicle numbers should provide some, albeit small, encouragement to hackney carriage drivers and owners, which needs to be taken advantage of in a renewed determination to provide better customer service.

Rank provision

There is clear need for a revision particularly of night time rank provision in Morecambe, and a careful re-think of rank provision between Diggles and the bus station when the sewer work ends.

If higher capacity can be provided all day at North Road, this could be of benefit. Others have suggested the previous layout at the bus station was far from optimal and a better share of capacity between these two ranks might therefore be a benefit in this regard. There is evidence that marketing of Lancaster ranks would improve potential trade.

The continued trend towards links to vehicles being available for phone booking means that there is need for encouragement of rank usage – particularly in Lancaster – if total reliance on private hire is not deemed to be the best way forward for passengers.

Were the balance to be allowed to tip further towards private hire usage(although there is evidence that not having a lot of vehicles sitting at the bus station has made vehicles more accessible via hailing), this would be reducing the choice available to passengers to obtain a turn up and go service that only ranks tend to provide. The increase in hailing in Lancaster appears to suggest that people prefer to get a vehicle when they want it, rather than having to go and wait at an office. This should be seen as encouraging to the hackney carriage trade.

The excellent Trade Forum must be encouraged, continued and developed to the benefit of the travelling public in the licensing area. It may be prudent to keep a record of achievements from this Forum and perhaps present these on the general Lancaster web site so that the general public are more aware of how both hackney carriage and private hire services in the area is the subject of positive developments.

A key way to develop the Trade Forum and its impact on potential demand in the area might be to hold a disability awareness day where those needing adapted vehicles could experience the kinds of vehicle actually available, and openly discuss issues they have had which have negatively impacted on their feeling able to use the service.

Thoughts about providing a sufficiently robust hackney carriage fleet to meet any potential needs of those with disabilities, particularly any implementation of the Equality Act, are needed within the Trade so that the potential for any threat to the current limit on vehicle numbers is reduced.

As further details of the LC conclusions and proposals are received, the Trade Forum should engage in serious debate how to take these on board in a positive and proactive manner. Key matters will particularly include how to achieve the mandatory disability awareness training.

Appendix 1 – Rank Observation Details

Lancaster, Dalton Square rank, Friday 15th November 2013, 14:00 – 05:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
13	2	0	0	0	0	00:30:30	00:00:00	00:00:00						
14	3	0	0	5	5	00:17:40	00:00:00	00:00:00						
15	4	2	1	2	3	00:03:00	00:01:00	00:01:00						
16	0	0	0	1	1	00:00:00	00:00:00	00:00:00						
17	5	0	0	4	4	00:12:12	00:00:00	00:00:00						
18	4	0	0	4	4	00:12:15	00:00:00	00:00:00						
19	6	0	0	7	7	00:05:40	00:00:00	00:00:00						
20	4	0	0	3	3	00:27:15	00:00:00	00:00:00						
21	7	0	0	6	6	00:26:17	00:00:00	00:00:00			No passenger waits			
22	14	5	3	12	15	00:09:51	00:07:40	00:13:00						
23	11	4	3	9	12	00:05:00	00:01:20	00:03:00						
00	3	0	0	2	2	00:19:40	00:00:00	00:00:00						
01	0	0	0	1	1	00:00:00	00:00:00	00:00:00						
02	1	0	0	1	1	00:01:00	00:00:00	00:00:00						
03	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
04	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
TOTALS	**64**	**11**	**7**	**57**	**64**									

Lancaster, Sun Hotel rank, Saturday 16th November 2013, 23:00 – 03:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
23	6	11	5	1	6	00:04:50	00:05:24	00:11:00			No passenger waits			
00	20	18	12	5	17	00:06:51	00:07:30	00:19:00						
01	7	18	8	1	9	00:05:25	00:05:25	00:23:00	00:00:26	00:04:00	2	0	0	00:04:00
02	0	4	1	0	1	00:00:00	00:00:00	00:00:00			No passenger waits			
TOTALS	**33**	**51**	**26**	**7**	**33**									

Lancaster, North Road (Toast) rank, Friday 15th November 2013, 00:00 – 04:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
00	40	10	6	31	37	00:04:49	00:11:33	00:22:00						
01	35	58	26	4	30	00:12:36	00:13:10	00:23:00			No passenger waits			
02	45	81	34	12	46	00:09:40	00:11:54	00:19:00						
03	32	80	29	10	39	00:12:33	00:12:15	00:33:00						
04	9	10	8	4	12	00:07:43	00:09:24	00:11:00						
TOTALS	**161**	**239**	**103**	**58**	**161**									

Lancaster, North Road (Diggles) rank, Saturday 30th November 2013, 10:00 – 04:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
10	7	3	3	3	6	00:09:51	00:10:45	00:27:00						
11	6	6	5	2	7	00:06:00	00:05:45	00:12:00						
12	4	5	2	1	3	00:11:30	00:09:20	00:19:00						
13	7	8	6	1	7	00:05:34	00:06:10	00:19:00						
14	7	14	7	0	7	00:09:51	00:10:40	00:23:00						
15	10	8	3	7	10	00:04:12	00:04:20	00:06:00			No passenger waits			
16	12	11	9	4	13	00:02:35	00:02:40	00:08:00						
17	13	10	7	3	10	00:09:09	00:11:20	00:20:00						
18	15	18	11	4	15	00:08:20	00:09:48	00:17:00						
19	15	17	9	6	15	00:13:24	00:15:43	00:35:00						
20	11	23	11	2	13	00:09:00	00:10:22	00:39:00						
21	21	21	13	5	18	00:07:42	00:08:26	00:17:00	00:00:31	00:05:00	2	0	0	00:05:00
22	23	34	18	6	24	00:12:54	00:15:26	00:25:00			No passenger waits			
23	33	70	32	4	36	00:04:12	00:04:35	00:12:00	00:00:21	00:02:10	12	0	0	00:04:00
00	57	104	53	1	54	00:03:14	00:03:16	00:15:00	00:00:22	00:01:54	20	0	0	00:03:00
01	62	118	59	2	61	00:02:59	00:02:59	00:08:00			No passenger waits			
02	44	92	45	2	47	00:06:13	00:06:20	00:14:00						
03	39	71	36	4	40	00:02:21	00:02:22	00:10:00	00:00:10	00:01:37	8	0	0	00:04:00
TOTALS	**386**	**633**	**329**	**57**	**386**									

Lancaster, Penny Street (KFC) rank, Saturday 16th November 2013, 23:00 – 03:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
22	3	0	0	0	0	00:07:40	00:07:40	00:14:00						
23	7	12	6	3	9	00:05:51	00:05:30	00:13:00			No passenger waits			
00	8	15	6	1	7	00:04:45	00:04:30	00:14:00						
01	2	4	3	1	4	00:02:00	00:02:00	00:04:00	00:00:45	00:03:00	1	0	0	00:03:00
02	5	0	0	5	5	00:03:12	00:00:00	00:00:00			No passenger waits			
TOTALS	**25**	**31**	**15**	**10**	**25**									

Lancaster, Common Garden Street / Brock Street ranks, Friday 15th November 2013, 14:00 – 07:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
13	3	0	0	0	0	00:09:00	00:02:00	00:02:00						
14	1	1	1	3	4	00:05:00	00:00:00	00:00:00			No passenger waits			
15	1	0	0	1	1	00:03:00	00:00:00	00:00:00						
16	5	4	3	2	5	00:02:12	00:02:20	00:05:00	00:02:00	00:04:00	2	0	0	00:04:00
17	2	2	1	1	2	00:09:30	00:13:00	00:13:00			No passenger waits			
18	7	8	4	3	7	00:07:25	00:05:15	00:10:00	00:01:00	00:04:00	2	0	0	00:04:00
19	9	3	1	8	9	00:17:00	00:26:00	00:26:00						
20	7	3	3	3	6	00:08:51	00:06:20	00:11:00						
21	6	8	2	5	7	00:11:20	00:11:30	00:15:00						
22	1	0	0	1	1	00:06:00	00:00:00	00:00:00						
23	5	0	0	5	5	00:03:00	00:00:00	00:00:00						
00	4	0	0	4	4	00:01:45	00:00:00	00:00:00			No passenger waits			
01	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
02	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
03	1	0	0	1	1	00:00:00	00:00:00	00:00:00						
04	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
05	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
06	1	0	0	1	1	00:50:00	00:00:00	00:00:00						
TOTALS	**52**	**29**	**15**	**37**	**52**									

Morecambe, Market Street rank and feeder, Saturday 16th November 2013, 11:00 – 19:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
11	24	13	8	13	21	00:12:07	00:15:10	00:41:00						
12	35	31	21	13	34	00:08:46	00:09:49	00:22:00						
13	41	33	23	13	36	00:11:08	00:12:05	00:23:00						
14	26	34	18	13	31	00:10:46	00:11:21	00:25:00						
15	29	33	18	10	28	00:11:35	00:13:00	00:16:00			No passenger waits			
16	25	27	15	10	25	00:11:16	00:10:52	00:22:00						
17	13	14	9	7	16	00:15:27	00:16:10	00:20:00						
18	0	0	0	2	2	00:00:00	00:00:00	00:00:00						
TOTALS	**193**	**185**	**112**	**81**	**193**									

Morecambe, Marine Road rank, Friday 15th November 2013, 22:00 – 04:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
21	4	0	0	0	0	00:19:30	00:00:00	00:00:00			No passenger waits			
22	11	4	2	13	15	00:10:00	00:14:00	00:21:00						
23	17	14	9	8	17	00:07:45	00:08:26	00:19:00	00:00:40	00:03:00	4	0	0	00:03:00
00	24	31	13	7	20	00:05:47	00:05:30	00:13:00	00:00:20	00:01:48	5	0	0	00:02:00
01	14	16	10	4	14	00:18:21	00:18:15	00:30:00			No passenger waits			
02	10	14	10	3	13	00:02:48	00:02:48	00:10:00	00:01:17	00:06:00	1	2	0	00:10:00
03	4	2	2	3	5	00:12:30	00:21:00	00:21:00			No passenger waits			
TOTALS	**84**	**81**	**46**	**38**	**84**									

Morecambe, Marine Road rank, Saturday 16th November 2013, 22:00 – 03:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
22	21	21	8	9	17	00:04:54	00:03:43	00:13:00	00:00:51	00:06:00	0	3	0	00:06:00
23	21	28	13	9	22	00:04:40	00:05:36	00:15:00	00:01:42	00:05:20	2	7	0	00:06:00
00	22	50	23	2	25	00:01:02	00:00:54	00:04:00	00:00:22	00:01:21	14	0	0	00:02:00
01	12	17	7	4	11	00:02:25	00:01:25	00:06:00	00:00:21	00:01:12	5	0	0	00:02:00
02	5	6	4	2	6	00:01:00	00:00:45	00:03:00	00:03:00	00:04:30	3	0	1	00:11:00
TOTALS	**81**	**122**	**55**	**26**	**81**									

Lancaster, Railway Station rank, (Private) Friday 15th November 2013, 14:00 – 00:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
14	5	0	0	1	1	00:02:36	00:03:00	00:03:00			No passenger waits			
15	10	9	7	6	13	00:05:18	00:07:08	00:16:00						
16	15	10	8	6	14	00:03:36	00:05:22	00:30:00	00:01:00	00:05:00	1	1	0	00:09:00
17	20	23	17	3	20	00:03:36	00:01:45	00:07:00	00:02:26	00:07:00	1	7	0	00:09:00
18	24	20	17	4	21	00:08:00	00:07:41	00:31:00			No passenger waits			
19	25	25	17	6	23	00:14:00	00:14:51	00:34:00						
20	16	33	18	2	20	00:08:56	00:09:04	00:21:00	00:00:01	00:01:00	1	0	0	00:01:00
21	23	25	13	3	16	00:19:28	00:21:36	00:41:00			No passenger waits			
22	7	14	11	2	13	00:31:34	00:41:00	00:52:00						
23	11	10	10	5	15	00:23:10	00:15:00	00:46:00	00:00:06	00:01:00	1	0	0	00:01:00
TOTALS	**156**	**169**	**118**	**38**	**156**									

Appendix 2 Stakeholder Feedback Diary

Chapter	Stakeholder Group / Person	Date	Views returned?
5	**Supermarkets**		
	Sainsbury's, Cable Street	28/01/14	
	Iceland,Perpignan Way	28/01/14	Y
	Booth's Hala Rd	28/01/14	Y
	Asda, Ovangle Rd	28/01/14	Y
	Booth's, Morecambe	28/01/14	Y
	Sainbury's, Morecambe	28/01/14	Y
	Morrison, Morecambe	28/01/14	Y
	Booth's, Carnforth	28/01/14	Y
5	**Hotels**		
	The Sun, Church St, Lancaster	29/1/14	Y
	Crow's Nest, King St, Lancaster	29/1/14	Y
	Penny St Bridge	29/1/14	Y
	Best Western Royal King Arms	29/1/14	Y
	Restaurants		
	Marco's North Road Lancaster	29/1/14	Y
	The Gatehouse	29/1/14	Y
	Wetherspoon, Morecambe	29/1/14	Y
5	**Night clubs**		
	Cuba	12/13	(N)
	Hustle	12/13	N
	Sugar House	12/13	Y
	Toast	12/13	(N)
	Revolution Bar	12/13	N
	Liquid	12/13	N
	C2 Night Club	12/13	N
5	**Hospital**		
	Lancaster	12/13	N
5	**Disability representatives**		
	One Voice (several)	12/13	Y
5	**Rail Operators**		
	Virgin Trains Station Manger	3/13	Y
	Cabfind (rank managers)	3/13	Y
5	**Police**		
	Lancashire Constabulary	27/11/13	Y

5	**University**		
	Lancaster University	12/13	N
6	**Hackney carriage and private hire trade**		
	Trade Forum meeting and tour of Morecambe ranks	28/11/13	Y

Note (N) – advertised phone number not available when called