



**Leeds City Council**

**Hackney Carriage Demand Survey**

**Final Report**

***Halcrow***

October 2009

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**Halcrow Group Limited**

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# 1 Study Objectives and Context

## 1.1

### *General*

#### 1.1.1

This study has been conducted by Halcrow on behalf of Leeds City Council (LCC) in pursuit of the following objectives:

- to identify whether or not there exists a significant unmet demand for hackney carriage services in Leeds; and
- to recommend the increase in licences required to eliminate any significant unmet demand.

#### 1.1.2

Studies to determine the level of unmet demand have been required for over 20 years following the introduction of the Transport Act, 1985, although government guidance has periodically been issued that introduces subtle changes into the nature of the evidence required. The most recent change came in 2006 with the publication of new guidance.

#### 1.1.3

In 2006 the DfT produced 'Best Practice Guidance' for taxi licensing. The guidance also restated that the DfT considers it to be best practice not to impose quantity restrictions. However where restrictions are imposed, the Department urges that the matter is regularly reconsidered.

#### 1.1.4

The DfT guidance is just that, guidance. We are unaware of any actual (or proposed) change in legislation that would affect the legal standing of an entry control policy in the context of local hackney carriage markets. The large body of well established case law and precedent should be unaffected by this guidance. Notwithstanding this, the local authority may wish to take this guidance into consideration when determining its policy, particularly given the forthright way in which DfT chooses to express its views on entry control in Paragraph 31.

## 2 Background

### 2.1 *General*

2.1.1 This section of the report provides a general background to the taxi market in Leeds and the relevant legislation governing the market.

### 2.2 *Relevant Entry Control Regulations*

2.2.1 Under the Town Police Clauses Act 1847, a licensing authority had an unfettered discretion to limit the number of hackney carriage licences by being able to licence only such numbers as it thought fit. It was a power, which was widely used by many authorities to restrict the numbers of hackney carriages for the purpose of exercising control and supervision over them. Under the Transport Act 1985, the position in law changed and the 1847 Act, as now amended by Section 16, provides as follows:

*“That the grant of a licence may be refused for purposes of limiting the number of hackney carriages..., if but only if, the person authorised to grant a licence is satisfied that there is no significant demand for the services of hackney carriages... which is unmet”.*

2.2.2 The Act also provides for an appeals procedure whereby unsuccessful applicants for hackney carriage licences may call upon an authority to demonstrate that it is satisfied that there exists no significant unmet demand. If, in the eyes of the Court, the Authority fails to meet this requirement, the appeal against the refusal to issue a licence will be successful.

### 2.3 *City of Leeds Overview*

2.3.1 Leeds is located on the River Aire in West Yorkshire, location shown in Figure 2.1, and has a population of 715,402 people (Census 2001), estimated at 761,000 according to 2007 population estimates.

Figure 2.1: Location of Leeds



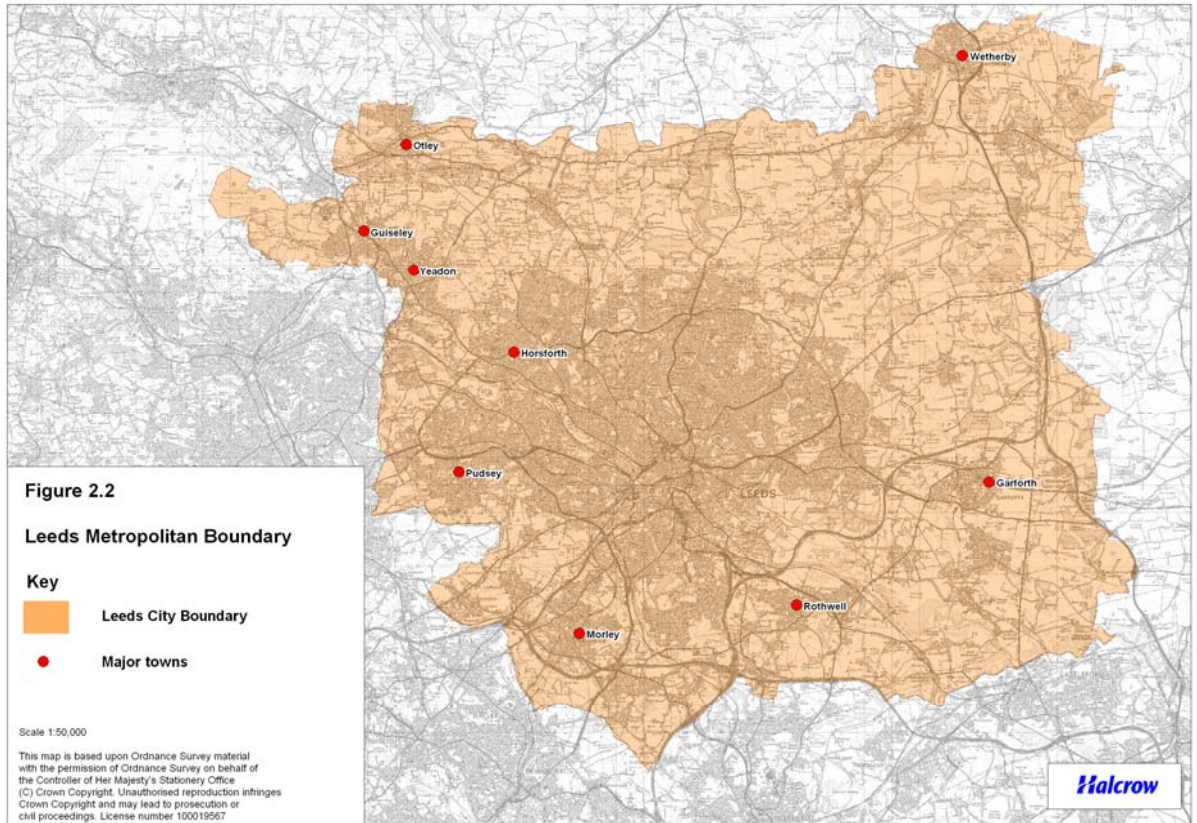
- 2.3.2 Leeds is the largest centre for business and financial services in the UK outside of London<sup>1</sup> and is one of the fastest growing cities in the UK. There are two universities within the city creating a large student population. The city has extensive shopping and leisure facilities, and is currently undergoing re-development and growth within the city centre.
- 2.3.3 National and international transport links are good, with Leeds Bradford International Airport providing an international gateway, and Leeds train station linking Leeds directly to London.
- 2.3.4 The Leeds Metropolitan Borough encompasses many towns and villages within its border which are distinct demand generators in their own right – as highlighted in Figure 2.2.

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<sup>1</sup> ONS Annual Business Inquiry 2005



Figure 2.2 Leeds Metropolitan area



2.4 *Background to the Hackney Carriage Market in Leeds*

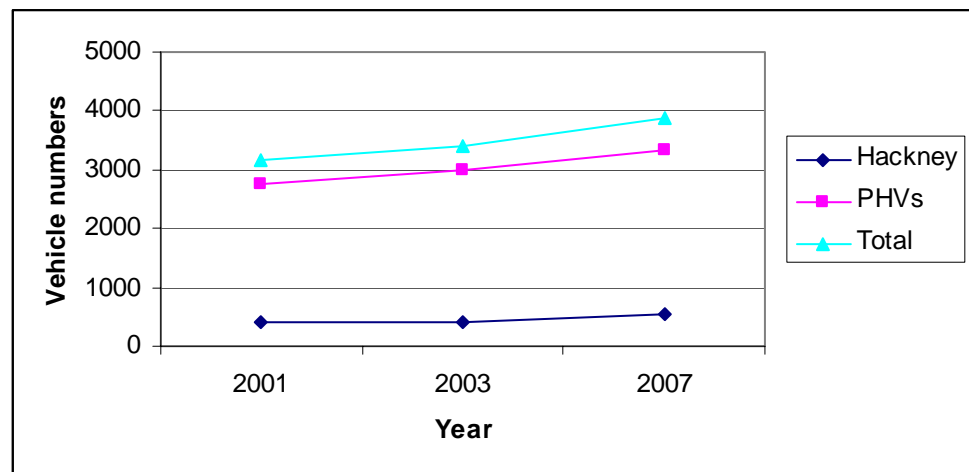
2.4.1 There are 537 licensed Hackney Carriages in the Leeds district, giving a level of hackney carriage provision of one vehicle per 1,332 resident population. The private hire fleet consists of over 4,000 vehicles. In view of the size of this fleet relative to the hackney carriage fleet, it is evident that this is the dominant force in the Leeds taxi market.

2.4.2 Leeds City Council has pursued a policy of controlled expansion to the hackney carriage market in recent years. The controlled expansion policy ran from 1998 and stipulated that hackney carriage vehicle licences would increase by 40 licences a year over a five year period. At present the numerical limit of hackney carriages is set at 537. This figure has more than doubled since 1994 when the limit was maintained at 262 hackney carriage vehicle licences. With a population of 715,402 hackney carriage provision currently stands at one vehicle per 1,332 resident population.

2.4.3

Leeds City Council commissioned Halcrow to undertake an unmet demand survey in 2001. This survey concluded that the policy of controlled expansion should continue but at an increased rate of 45 licences per year for 3 years. Figure 2.3 details this increase in licences.

Figure 2.3 Trends in Hackney Carriage and Private Hire Car Numbers (2001 - 2007)



2.5

### *Comparison with the Core Cities*

2.5.1

In order to assess the current level of taxi provision in Leeds it is necessary to benchmark Leeds against the other 'core cities'.

2.5.2

The Core Cities group is a network of England's major regional cities: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield. They form the economic and urban cores of wider surrounding territories, the city regions and are the economic drivers of their regions.

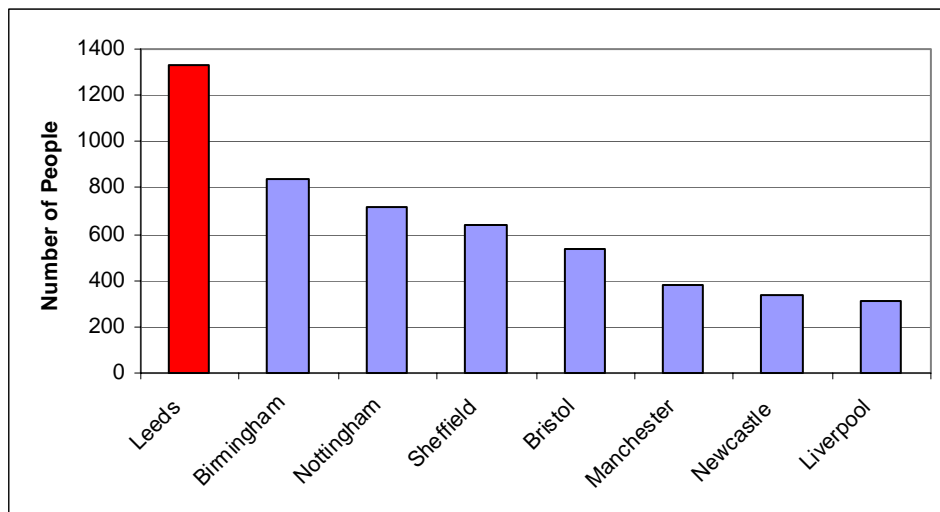
2.5.3

Leeds has been benchmarked against the other core cities in terms of its hackney carriage provision.

2.5.4

Figure 2.4 documents the population per hackney for the core cities in England. Leeds has the highest per capita provision of the core cities with 1 hackney per 1,332 head of population i.e. lower provision. The de restricted authorities of Birmingham and Bristol have a level of provision that is better than Leeds and up until January 2008 Sheffield was a de restricted authority.

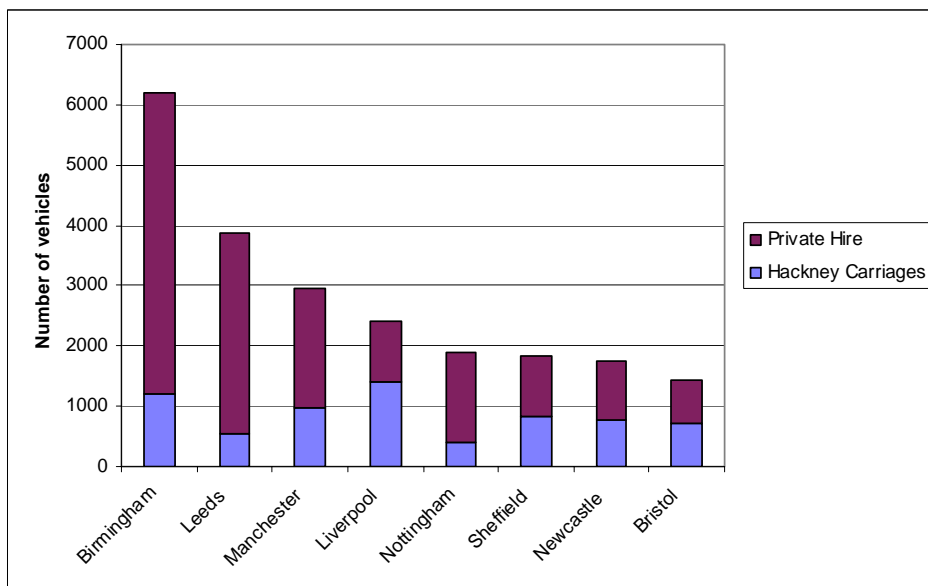
Figure 2.4 Population per hackney across the Core Cities



2.5.5

In terms of the total fleet size Figure 2.5 highlights how Leeds compares with the Core Cities. Leeds has the second highest fleet size of the core cities.

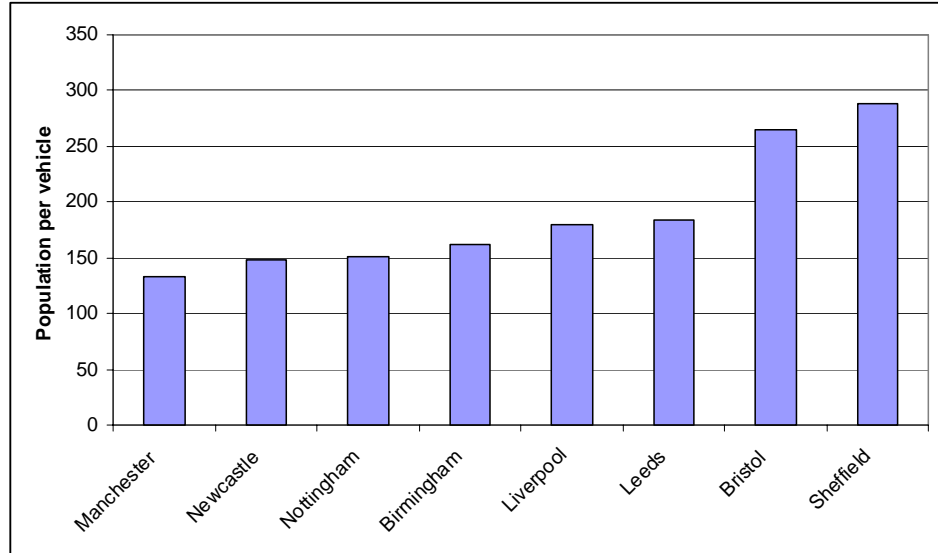
Figure 2.5 Total fleet size across the Core Cities



2.5.6

However in terms of per capita provision across the entire fleet Leeds has the third worst level of provision as documented in Figure 2.6.

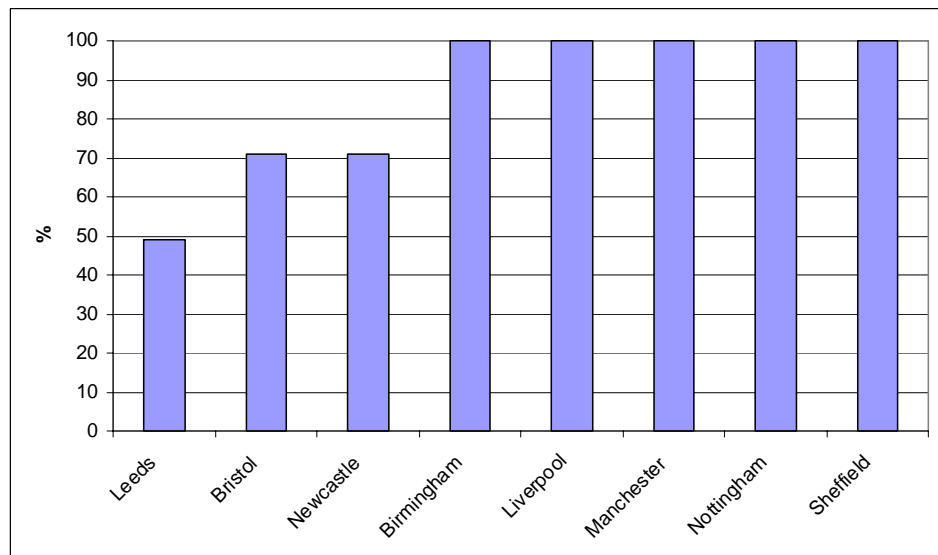
Figure 2.6 Population per fleet vehicle across the Core Cities



2.5.7

Figure 2.7 provides detail as to the proportion of wheelchair accessible vehicles within the hackney fleet across the Core Cities. Leeds has the lowest proportion of wheelchair accessible vehicles within its hackney fleet.

Figure 2.7 Proportion of the hackney fleet that is wheelchair accessible



## 2.6

### *Provision of Hackney Carriage Stands*

#### 2.6.1

There are currently 491 official ranks and 2 temporary ranks located in the Leeds licensing district providing space for 309 vehicles (248 within the city centre and 61 in the suburbs.) A list of these ranks is appended to the report. Prior to undertaking the study Halcrow undertook a reconnaissance of all the ranks in the district. This review identified a significant number of ranks that were not used by the trade or passengers and a number that were frequently abused by parked cars. Since the unmet demand study was undertaken LCC have introduced two new ranks in 2009: Lower Briggate; and Meadow Lane.

#### 2.6.2

The reconnaissance identified that the following ranks were frequently inoperational due to parked cars.

- Cookridge St (Radisson Hotel);
- York St;
- Bishopgate St;
- Crossgates Lane, Crossgates;
- Harrogate Rd, Chapel Allerton;
- New road Side, Horsforth;
- Town Street, Armley; and
- Town Street, Horsforth.

#### 2.6.3

Further information regarding the use of ranks is provided in Chapter 4. Plates 1, 2 and 3 picture three ranks in Leeds city centre:

Plate 1 Leeds Railway Station Rank



Plate 2 Vicar Lane Rank (Victoria Quarter)



### Plate 3 North Lane, Headingley



#### 2.7

#### *Hackney Carriage Fares and Licence Premiums*

##### 2.7.1

Hackney carriage fares are regulated by the Local Authority. There is one standard tariff (6am-10pm Monday to Sunday) with a series of extra charges for hiring's between 10pm-6am Monday to Sunday; hiring's on Bank Holidays; at Christmas and New Year Periods.

##### 2.7.2

The standard charge tariff is made up of two elements; an initial fee (or "drop") of £2.20 for entering the vehicle and travelling any distance up to 233yds/74 seconds. For an additional 233yds/74seconds travelled is charged at 20p until taximeter shows £5.20, Then for every 258 yds/79 seconds travelled is charged at 20p, until taximeter shows £10.70. Then finally for every 234yds/69 seconds travelled is charged at 20p. A standard two-mile daytime fare would therefore be £5.40. Table 2.2 outlines the fare structure in more detail.

Table 2.2 Leeds Hackney Carriage Fare Tariff 2009

	Price
<b>Tariff 1 Day (Between 6am and 9:59pm Monday to Friday)</b>	
Initial fee for any distance travelled up to 233 yds/74 seconds	£2.20
For each subsequent 233 yds/74 seconds (until taximeter shows £5.20)	20p
Then for every 258 yds/79 seconds (until taximeter shows £10.40)	20p
Then for every 234 yds/69 seconds	20p
<b>Tariff 2 Night (Between 10pm and 5:59am)</b>	
Initial fee for any distance travelled up to 233 yds/74 seconds	£3.00
For each subsequent 233 yds/74 seconds (until taximeter shows £6.00)	20p
Then for every 258 yds/79 seconds (until taximeter shows £10.70)	20p
Then for every 234 yds/69 seconds	20p
<b>Christmas period is between 18.00 on 24 December and 05:59 on 27 December</b>	
<b>New Year period is between 18.00 on 31 December and 05:59 on 2 January</b>	
<b>Tariff 4 Day Christmas/ New Year Period (Between 6am and 9:59pm)</b>	
Initial fee for any distance travelled up to 233 yds/74 seconds	£3.30
For each subsequent 233 yds/74 seconds (until taximeter shows £7.80)	30p
Then for every 258 yds/79 seconds (until taximeter shows £15.60)	30p
Then for every 234 yds/69 seconds	30p
<b>Tariff 5 Night Christmas/New Year Period (Between 10pm and 05:59am)</b>	
Initial fee for any distance up to 233 yds/74 seconds	£4.50
For each subsequent 233 yds/74 seconds (until taximeter shows £9.00)	30p
Then for every 258 yds/74 seconds (until taximeter shows £16.80)	30p
Then for every 234 yds/69 seconds	30p
<b>Extra Charges</b>	
For each person in excess of 3 for the whole journey irrespective of distance	50p
For non cash credit account fare payment.	additional maximum charge of 15% of the fare
Maximum charge for fouling inside or outside of the carriage	£30.00

Source: Leeds City Council

2.7.3 In the published monthly league table, Leeds is rated 22<sup>nd</sup> of the 377 authorities cited (Private Hire and Taxi Monthly, June 2009). Fares are above the average to what is



typical elsewhere across the UK. Table 2.3 provides a comparison of where other core cities rank in terms of fares.

Table 2.3 Comparison of Neighbouring Authorities in Terms of Fares (figures are ranked out of a total of 377 Authorities with 1 being the most expensive)

Local Authority	Rank
Leeds	22
Birmingham	30
Newcastle	64
Bristol	75
Sheffield	84
Manchester	125
Nottingham	212
Liverpool	253

Source: *Private Hire and Taxi Monthly, June 2009*

- 2.7.4 Where local hackney carriage markets are subject to both price and entry regulation, it has commonly been the case that a rent accrues to the ownership of the vehicle licence. This rent or “premium” is difficult to assess accurately as the re-sale of vehicle licences is not encouraged by the Authority. It was estimated by the Authority in the last unmet demand study that the resale value in 2005 was in the region of £45,000 to £50,000.
- 2.7.5 The existence of a licence premium is evidence of “excess” profit; that is, profit that would not exist if the level of supply of hackney carriages was determined by the market rather than by the Regulator. Licence premiums do not exist in Authorities where quantity controls are absent. This does not mean that we judge hackney carriage proprietors in Manchester to be making too much money. It is not within our remit to comment on what is or is not an appropriate rate of remuneration from hackney carriage operation. The term “excess” profit simply means that earnings from plying for hire are higher at present than they would be if a free entry policy was introduced.
- 2.7.6 Although a premium is a clear indicator of higher than “market” profits it is not necessarily an indicator of significant unmet demand. Where a premium exists, this may be due to low cab waiting time associated with under-supply, and hence passenger delays. Alternatively, it may be due to a fares level, which is higher than the break-even

level for a given supply. Finally, it may simply be a reflection of the absence of alternative means of gaining employment.

# 3 Definition, Measurement and Removal of Significant Unmet Demand

## 3.1 *Introduction*

3.1.1 Section 3 provides a definition of significant unmet demand derived from experience of over 100 unmet demand studies since 1987. This leads to an objective measure of significant unmet demand that allows clear conclusions regarding the presence or absence of this phenomenon to be drawn. Following this, a description is provided of the SUDSIM model which is a tool developed to determine the number of additional hackney licences required to eliminate significant unmet demand, where such unmet demand is found to exist.

## 3.2 *Overview*

Significant Unmet Demand (SUD) has two components:

- patent demand – that which is directly observable; and
- “suppressed” demand – that which is released by additional supply.

3.2.1 Patent demand is measured using rank observation data. Suppressed (or latent) demand is assessed using data from the rank observations and public attitude interview survey. Both are brought together in a single measure of unmet demand, ISUD (Index of Significant Unmet Demand).

## 3.3 *Defining Significant Unmet Demand*

3.3.1 The provision of evidence to aid licensing authorities in making decisions about hackney carriage provision requires that surveys of demand be carried out. Results based on observations of activity at hackney ranks have become the generally accepted minimum requirement.

3.3.2 The definition of significant unmet demand is informed by two Court of Appeal judgements:

- R v Great Yarmouth Borough Council ex p Sawyer (1987); and
- R v Castle Point Borough Council ex p Maude (2002).

- 3.3.3 The Sawyer case provides an indication of the way in which an Authority may interpret the findings of survey work. In the case of *Sawyer v. Yarmouth City Council*, 16 June 1987, Lord Justice Woolf ruled that an Authority is entitled to consider the situation from a temporal point of view as a whole. It does not have to condescend into a detailed consideration as to what may be the position in every limited area of the Authority in relation to the particular time of day. The area is required to give effect to the language used by the Section (Section 16) and can ask itself with regard to the area as a whole whether or not it is satisfied that there is no significant unmet demand.
- 3.3.4 The term “suppressed” or “latent” demand has caused some confusion over the years. It should be pointed out that following *Maude v Castle Point Borough Council*, heard in the Court of Appeal in October 2002, the term is now interpreted to relate purely to that demand that is measurable. Following *Maude*, there are two components to what Lord Justice Keene prefers to refer to as “suppressed demand”:
- what can be termed inappropriately met demand. This is current observable demand that is being met by, for example, private hire cars illegally ranking up; and
  - that which arises if people are forced to use some less satisfactory method of travel due to the unavailability of a hackney carriage.
- 3.3.5 If demand remained at a constant level throughout the day and week, the identification and treatment of significant unmet demand would be more straight-forward. If there were more cabs than required to meet the existing demand there would be queues of cabs on ranks throughout the day and night and passenger waiting times would be zero. Conversely, if too few cabs were available there would tend to be queues of passengers throughout the day. In such a case it would, in principle, be a simple matter to estimate the increase in supply of cabs necessary to just eliminate passenger queues.
- 3.3.6 Demand for hackney carriages varies throughout the day and on different days. The problem, introduced by variable demand, becomes clear when driver earnings are considered. If demand is much higher late at night than it is during the day, an increase in cab supply large enough to eliminate peak delays will have a disproportionate effect on the occupation rate of cabs at all other times. Earnings will fall and fares might have to be increased sharply to sustain the supply of cabs at or near its new level.
- 3.3.7 The main implication of the present discussion is that it is necessary, when considering whether significant unmet demand exists, to take account of the practicability of improving the standard of service through increasing supply.

3.4 *Measuring Patent Significant Unmet Demand*

3.4.1 Taking into account the economic, administrative and legal considerations, the identification of this important aspect of significant unmet demand should be treated as a three stage process as follows:

- identify the demand profile;
- estimate passenger and cab delays; and
- compare estimated delays to the demand profile.

3.4.2 The broad interpretation to be given to the results of this comparison are summarised in Table 3.1.

Table 3.1 Existence of Significant Unmet Demand (SUD) Determined by Comparing Demand and Delay Profiles

	Delays during peak only	Delays during peak and other times
Demand is:		
Highly Peaked	No SUD	Possibly a SUD
Not Highly Peaked	Possibly a SUD	Possibly a SUD

3.4.3 It is clear from the content of the table that the simple descriptive approach fails to provide the necessary degree of clarity to support the decision making process in cases where the unambiguous conclusion is not achievable. However, it does provide the basis of a robust assessment of the principal component of significant unmet demand. The analysis is therefore extended to provide a more formal numerical measure of significant unmet demand. This is based on the principles contained in the descriptive approach but provides greater clarity. A description follows.

3.4.4 The measure feeds directly off the results of observations of activity at the ranks. In particular it takes account of:

- case law that suggests an authority should take a broad view of the market;
- the effect of different levels of supply during different periods at the rank on service quality;
- the need for consistent treatment of different authorities, and the same authority over time.

### 3.4.5

The Index of Significant Unmet Demand (ISUD) was developed in the early 1990's and is based on the following formula. The LDF element was introduced in 2006 to reflect the increased emphasis on latent demand in DfT Guidance

$$\text{ISUD} = \text{APD} \times \text{GID} \times \text{SSP} \times \text{LDF}$$

Where:

- APD = Average Passenger Delay calculated across the entire week.
- PF = Peaking Factor. If passenger demand is highly peaked at night the factor takes the value of 0.5. If it is not peaked the value is 1. Following case law this provides dispensation for the effects of peaked demand on the ability of the Trade to meet that demand. To identify high peaking we are generally looking for demand at night (at weekends) to be substantially higher than demand at other times.
- GID = General Incidence of Delay. This is measured as the proportion of passengers who travel in hours where the delay exceeds one minute.
- SSP = Steady State Performance. The corollary of providing dispensation during the peaks in demand is that it is necessary to focus on performance during "normal" hours. This is measured by the proportion of hours during weekday daytimes when the market exhibits excess demand conditions (i.e. passenger queues form at ranks).
- LDF = Latent Demand Factor. This is derived from the public attitude survey results and provides a measure of the proportion of the public who have given up trying to obtain a hackney carriage at either a rank or by flagdown during the previous three months. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a tactical response to the latest DfT guidance.

### 3.4.6

The product of these six measures provides an index value. The index is exponential and values above the 80 mark have been found to indicate significant unmet demand. This benchmark was defined by applying the factor to the 25 or so studies that had been conducted at the point it was developed. These earlier studies had used the same principles but in a less structured manner. The highest ISUD value for a study where a conclusion of no significant unmet demand had been found was 72. The threshold was therefore set at 80. The ISUD factor has been applied to over 80 studies by Halcrow and has been adopted by others working in the field. It has proved to be a robust, intuitively appealing and reliable measure.

3.4.7 Suppressed/latent demand is explicitly included in the above analysis by the inclusion of the LDF factor and because any known illegal plying for hire by the private hire trade is included in the rank observation data. This covers both elements of suppressed/latent demand resulting from the Maude case referred to above and is intended to provide a 'belt and braces' approach. A consideration of latent demand is also included where there is a need to increase the number of hackney carriage licences following a finding of significant unmet demand. This is discussed in the next section.

### 3.5 *Determining the Number of New Licences Required to Eliminate Significant Unmet Demand*

3.5.1 To provide advice on the increase in licences required to eliminate significant unmet demand, Halcrow has developed a predictive model. SUDSIM is a product of 20 years experience of analysing hackney carriage demand. It is a mathematical model, which predicts the number of additional licences required to eliminate significant unmet demand as a function of key market characteristics.

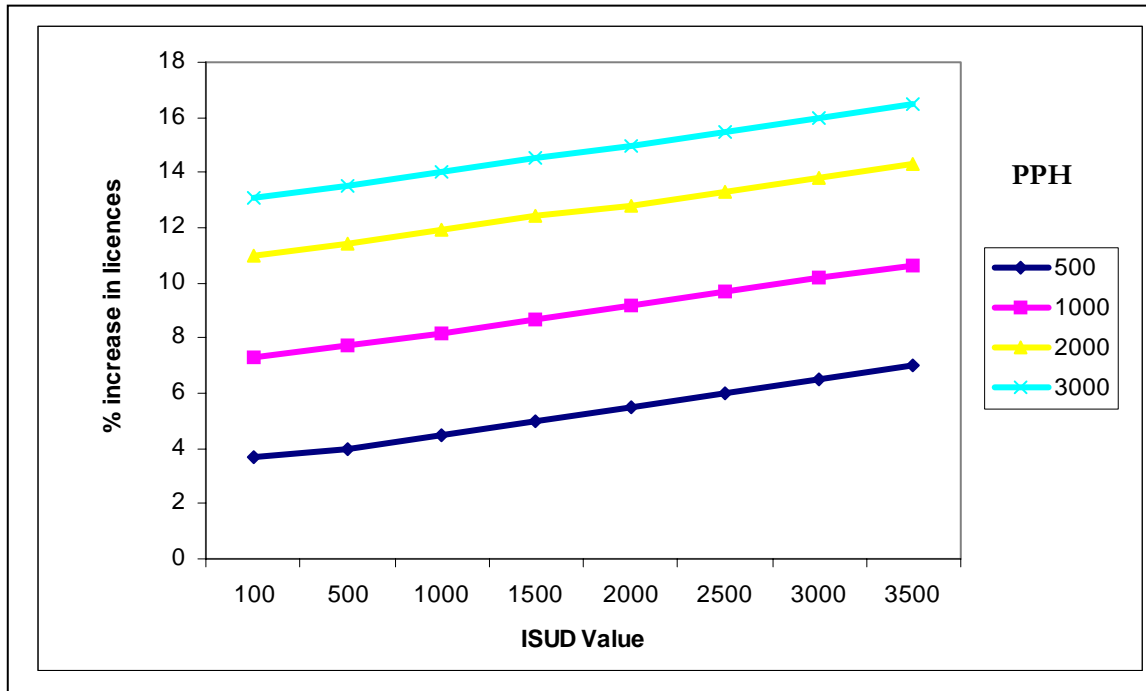
3.5.2 SUDSIM represents a synthesis of a queue simulation work that was previously used (1989 to 2002) to predict the alleviation of significant unmet demand and the ISUD factor described above (hence the term SUDSIM). The benefit of this approach is that it provides a direct relationship between the scale of the ISUD factor and the number of new hackney licences required.

3.5.3 SUDSIM was developed taking the recommendations from 14 previous studies that resulted in an increase in licences, and using these data to calibrate an econometric model. The model provides a relationship between the recommended increase in licences and three key market indicators:

- the population of the licensing Authority;
- the number of hackneys already licensed by the licensing Authority; and
- the size of the SUD factor.

3.5.4 The main implications of the model are illustrated in Figure 3.1 below. The figure shows that the percentage increase in a hackney fleet required to eliminate significant unmet demand is positively related to the population per hackney (PPH) and the value of the ISUD factor over the expected range of these two variables.

Figure 3.1 Forecast Increase in Hackney Fleet Size as a Function of Population Per Hackney (PPH) and the ISUD Value



3.5.5 Where significant unmet demand is identified, the recommended increase in licences is therefore determined by the following formula:

$$\text{New Licences} = \text{SUDSIM} \times \text{Latent Demand Factor}$$

Where:

- Latent Demand Factor = (1 + proportion giving up waiting for a hackney at either a rank or via flagdown)

3.6 *Note on Scope of Assessing Significant Unmet Demand*

3.6.1 It is useful to note the extent to which a licensing authority is required to consider peripheral matters when establishing the existence or otherwise of significant unmet demand. This issue is informed by R v Brighton Borough Council, exp p Bunch 1989<sup>2</sup>. This case set the precedent that it is only those services that are exclusive to hackney

<sup>2</sup> See Button JH 'Taxis – Licensing Law and Practice' 2<sup>nd</sup> edition Tottel 2006 P226-7



carriages that need concern a licensing authority when considering significant unmet demand. Telephone booked trips, trips booked in advance or indeed the provision of bus type services are not exclusive to hackney carriages and have therefore been excluded from consideration.

## 4 Evidence of Patent Unmet Demand – Rank Observation Results

### 4.1 *Introduction*

#### 4.1.1

This section of the report highlights the results of the rank observation survey. The rank observation programme covered a period of over 1,500 hours. Stance observations were undertaken over five periods between February 2008 and December 2008. The results from all five observations periods have been combined to produce an overall result for Leeds across a year. The results from each observation period is provided in Technical Notes 1-5 and appended to the report. During the hours observed some 29,265 passengers and 19,460 cab departures were recorded in an average week. A summary of the rank observation programme is provided in Appendix 2.

#### 4.1.2

The results presented in this Section summarise the information and draw out its implications. This is achieved by using five indicators:

- **The Balance of Supply and Demand** – this indicates the proportion of the time that the market exhibits excess demand, equilibrium and excess supply;
- **Average Delays and Total Demand** – this indicates the overall level of passengers and cab delays and provides estimates of total demand;
- **The Demand/Delay Profile** – this provides the key information required to determine the existence or otherwise of significant unmet demand;
- **The Proportions of Passengers Experiencing Given Levels of Delay** – this provides a guide to the generality of passenger delay; and
- **The Effective Supply of Vehicles** – this indicates the proportion of the fleet that was off the road during the survey.

### 4.2 *The Balance of Supply and Demand*

#### 4.2.1

The results of the analysis are presented in Table 4.1 below. The predominant market state is one of equilibrium. Excess supply (queues of cabs) was experienced during 21% of the hours observed while excess demand (queues of passengers) was experienced in 12% of hours. Excess demand is lower than it was in 2000, which suggests that fewer passengers have to queue for taxis at ranks. Conditions are most

favourable to customers during the weekday day. Conditions were least favourable to customers on weekend day and night periods.

Table 4.1 The Balance of Supply and Demand in the Leeds Rank-Based Hackney Carriage Market (Percentages – Rows Sum to 100)

Period		Excess Demand	Equilibrium	Excess Supply
Weekday	Day	5	68	27
	Night	8	74	18
Weekend	Day	14	77	9
	Night	18	60	22
Sunday	Day	10	61	29
All		12	67	21

NB – Excess Demand = Maximum Passenger Queue  $\geq 3$ . Excess Supply = Minimum Cab Queue  $\geq 3$  – values derived over 12 time periods within an hour.

### 4.3 *Average Delays and Total Demand*

4.3.1 The following estimates of average delays and throughput were produced for each of the main ranks in the licensing district and for the district as a whole. The values for each individual period of rank observations are contained in Technical Notes 3-7, Table 4.2 contains a summary of average values weighted over the five rank observation periods.

4.3.2 The survey suggests on average some 29,265 passenger departures occur per week from ranks in Leeds involving some 19,460 cab departures.

4.3.3 The taxi trade is somewhat concentrated at the Railway Station, accounting for over 40% of the total passenger departures. On average, passengers wait 0.68 minutes for a cab. This shows a reduction in passenger delay since 2000<sup>3</sup>.

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<sup>3</sup> This is the average figure for all ranks over the entire rank observation period

Table 4.2 Average Delays and Total Demand (Delays in Minutes)

Rank	Passenger Departures	Cab Departures	Average Passenger Delay	Average Cab Delay
Dyer Street	2,762	1,701	0.14	27.85
Railway Station	11,841	8,273	1.22	4.28
Leeds University	964	914	0.04	25.31
Vicar Lane	1,118	972	0.39	19.01
Dortmund Square	482	473	0.04	10.82
Headrow (Primark)	120	210	0.50	4.03
Call Lane	2,634	1,442	0.21	7.90
Oceana	2,693	1,405	0.52	8.03
Halo	847	575	0.77	7.43
Boar Lane	217	378	0.00	0.45
Grand Theatre	1,062	547	0.70	10.15
North Lane	675	330	0.14	13.15
Est Est Est	2,134	1,215	0.47	9.42
Merrion Street	991	621	0.12	16.67
Greek Street	725	405	0.01	20.92
<b>Total</b>	<b>29,265</b>	<b>19,460</b>	<b>0.68</b>	<b>10.15</b>

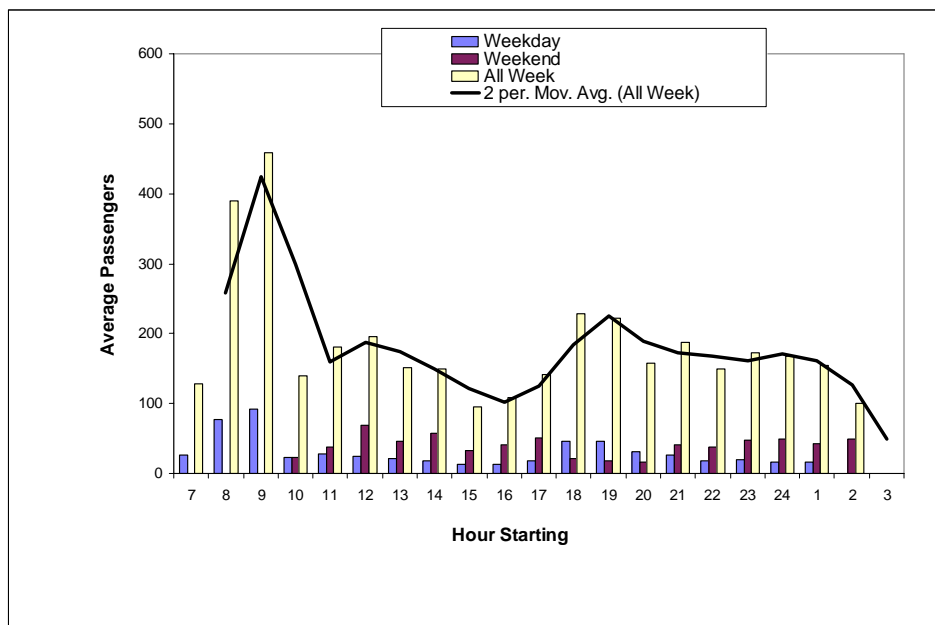
4.4

*The Delay/Demand Profile*

4.4.1

Figure 4.1 provides a graphical illustration of passenger demand for the Monday to Saturday period between the hours of 09:00 and 03:00.

Figure 4.1 Passenger Demand by Time of Day in 2008 (Monday to Saturday)



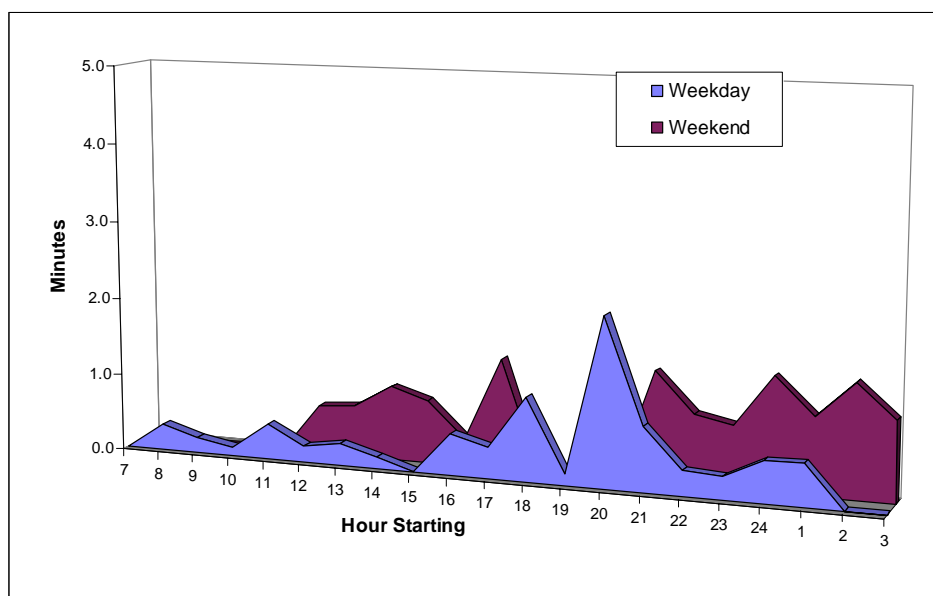
4.4.2

The level of peaking late at night relative to the daytime is high; we therefore conclude that this is a 'highly peaked' demand profile. This has implications for the interpretation of the results (see section 4.7 below).

4.4.3

Figure 4.2 provides an illustration of passenger delay by the time of day for the weekday and weekend periods. It indicates incidences of passenger delay peak at weekday nights around 2000. The level of passenger delay can peak to two minutes on weekday evenings. For all other times of day the level of passenger delay is generally less than two minutes.

Figure 4.2 Passenger Delay by Time of Day in 2008 (Monday to Saturday)



4.5

*The Generality of Passenger Delay*

4.5.1

The rank observation data can be used to provide a simple assessment of the likelihood of passengers encountering delay at ranks. The results are presented in Table 4.3 below.

Table 4.3 General Incidence of Passenger Delay (Percentages)

Year	Delay > 0	Delay > 1 minute	Delay > 5 minutes
2009	12.68	6.35	0.77

4.5.2

In 2009 the proportion likely to experience more than a minute of delay is 6.35%. It is this proportion that is used within the ISUD as the 'Generality of Passenger Delay'.

4.6

*Leeds Compared to Other Districts*

4.6.1

Comparable statistics are available from a number of similar local authorities and these are listed in Table 4.4. The table highlights a number of key results including:<sup>4</sup>

- Population per hackney carriage at the time of the study (column one);
- The proportion of rank users travelling in hours in which delays of greater than zero, greater than one minute and greater than five minutes occurred (columns two to four);
- Average passenger and cab delay calculated from the rank observations (columns five to six);
- The proportion of Monday to Thursday daytime hours in which excess demand was observed (column seven);
- The judgement on whether rank demand is highly peaked (column eleven); and
- A numerical indicator of significant unmet demand.

District and Year of Survey	Population per Hackney	Proportion Waiting at Ranks	<i>Proportion Waiting &gt;= 1 Min</i>	Proportion Waiting >= 5 Mins	<i>Average Passenger Delay</i>	Average Cab Delay	% Excess Demand	Demand Peaked, Yes=0.5 No=1	ISUD Indicator Value
<b>Leeds 08</b>	<b>1,332</b>	<b>12.68</b>	<b>6.35</b>	<b>0.77</b>	<b>0.68</b>	<b>10.15</b>	<b>5</b>	<b>0.5</b>	<b>12</b>
Edinburgh 08/09	370	12.27	7.35	2.6	1.27	12.64	11	1	129
Manchester 07	394	21	6	2.28	1.59	10.24	14	1	174
Sheffield 07*	655	7.38	3.74	0.75	0.42	11.08	0	0.5	0
Bristol 06	535	9.78	6.11	2.08	0.95	12.76	13	0	102
Brighton 06	508	52	23	6	0.73	7.64	6	0.5	50
Leicester05	880	21	11	1	0.35	19.36	3	1	12
Edinburgh 01	373	47	29	9	1.27	8.77	13	1.0	479
Cardiff 01	656	51	29	6	0.83	8.77	14	0.5	168
Worcester 01*	941	40	4	1	0.46	12.3	8	0.5	7
Leicester 00 *	956	10	7	3	1.17	20.19	1	1.0	8
Manchester 00	569	59	40	13	1.78	6.79	23	1.0	1,638
Average	681	29	14	4	1	12	9	1	232
KEY * Derestricted Authorities at time of study									

<sup>4</sup> Some caution should be applied to these comparisons as the latest Leeds and Edinburgh entries are based on annualised surveys and have much bigger samples than the others.

4.6.2

The following points (obtained from the rank observations) may be made about the results in Leeds compared to other areas studied:

- Population per hackney carriage is above the overall average value i.e. Leeds has a lower than average level of provision;
- The proportion of passengers who travel in hours where some delay occurs is 12.68%, which is much lower than the average (29%) for the districts analysed;
- Overall passenger delay at 0.68 minutes is lower than the average value;
- Overall average cab delay is 10.15 minutes which is just below the average of 12 minutes for the districts shown; and
- The proportion of weekday daytime hours with excess demand conditions are observed is 5% which is below the average of 9%.

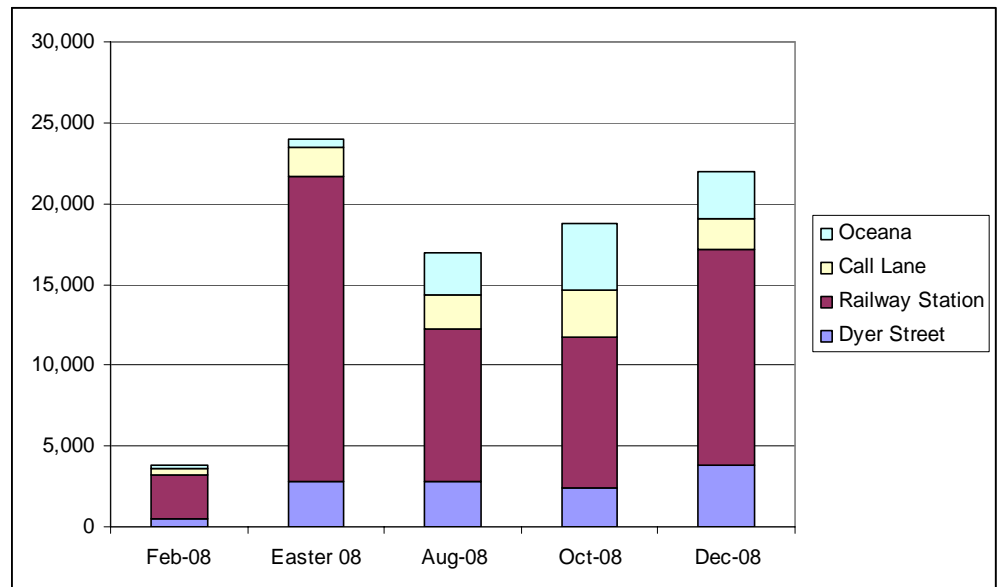
4.7

4.7.1

*Seasonality*

Analysis of the rank observations across the five periods has identified how passenger demand and delay fluctuate across the year. Figure 4.3 illustrates the fluctuations in demand through passenger departures across the five observation periods throughout the year for the four busiest ranks in Leeds. It should be noted however that the 'economic downturn' commenced towards the end of 2008 which may have a knock on effect on passenger numbers.

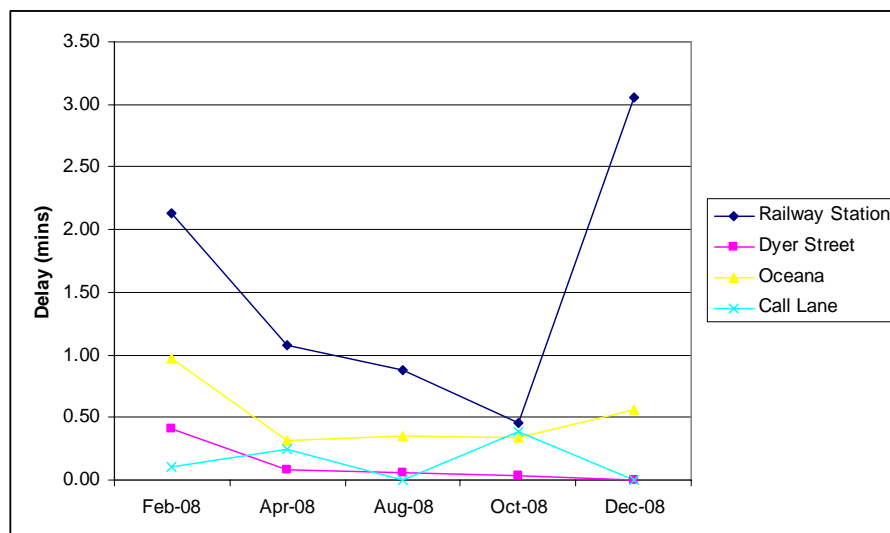
Figure 4.3 Passenger Demand across 2008





- 4.7.2 The results in Figure 4.3 show that there is a clear fluctuation in demand across the year. Passenger demand at the rail station is consistently higher than the other ranks with demand being the highest in March /April 2008.
- 4.7.3 Dyer Street follows has a fairly uniform demand across the year around 2,500 departures per week. The Christmas observation period shows closer to 4,000 departures per week.
- 4.7.4 Oceana, a popular student nightclub, shows an opposing pattern to that of the railway station with demand increasing between Easter 2008 and October 2008.
- 4.7.5 Finally Call Lane shows no definitive pattern to demand, but remains relatively stable throughout the year between 2,000 – 2,500 departures per week.
- 4.7.6 Demand in February is significantly lower for all ranks.
- 4.7.7 With regard to passenger delay, Figure 4.4 shows the fluctuation across the year.

Figure 4.4 Passenger Delay 2008



- 4.7.8 Figure 4.4 documents the seasonal fluctuations across the year in terms of passenger delay. Passenger delay decreases between February and October 2008 with a steep increase in December 2008. Passenger delay also is higher for the Oceana and Dyer St ranks at the start of the year and gradually reduces.

4.8 *The Effective Supply of Vehicles*

4.8.1 Observers were required to record the hackney carriage licence plate number of vehicles departing from ranks. In this way we are able to ascertain the proportion of the fleet that was operating during the survey.

4.8.2 The lowest percentage of hackneys was observed during the February observation period – this was also the period with lowest overall demand. Some 95.7% of cabs were observed during the Easter period. Table 4.5 illustrates the observations across each observation period.

Table 4.5 Taxi plates observed

Observation Period	Cabs Observed Day (%)	Cabs Observed Night (%)	Cabs Observed Total (%)
Period 6 (Baseline)	81.0	82.3	94.2
Period 7 (Xmas)	84.7	84.4	94.6
Period 3 (Feb)	79.0	90.1	94.2
Period 4 (Easter)	80.8	92.9	95.7
Period 5 (August)	70.0	81.8	91.0

# 5 Evidence of Suppressed Demand - Public Attitude Pedestrian Survey Results

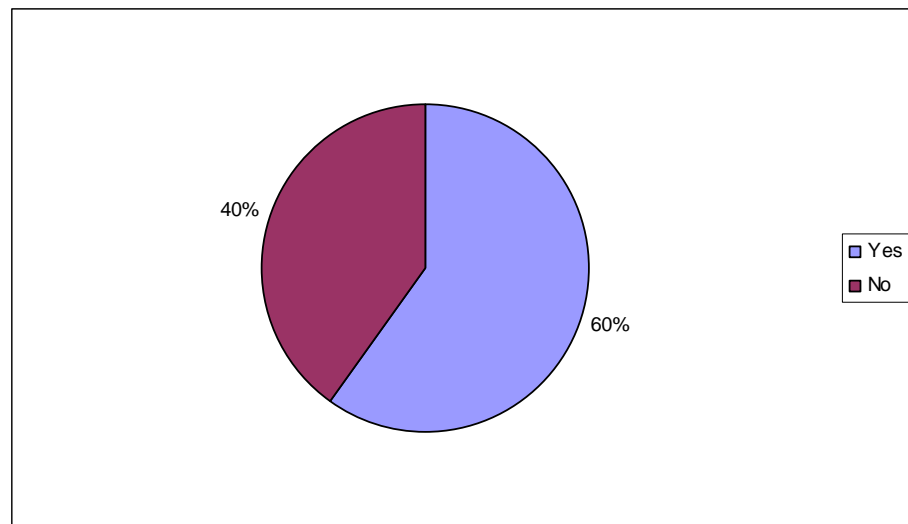
## 5.1 Introduction

5.1.1 Some 974 interviews were carried out in November 2007 and a further 937 in October and November 2008, providing a total of 1,911 surveys. A quota was followed so that the survey reflected the age and gender characteristics of the local community. This, in turn, ensured that broadly representative results were obtained.

5.1.2 A full breakdown and analysis of the results and the survey form are provided in Appendix 3.

5.1.3 The survey found over half of respondents (60.1%) had used a taxi<sup>5</sup> within this period. The results are displayed in Figure 5.1.

Figure 5.1 Made a trip by taxi in the last 3 months



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<sup>5</sup> The generic term 'taxi' was used during the survey to cover both hackney carriage and private hire vehicles.

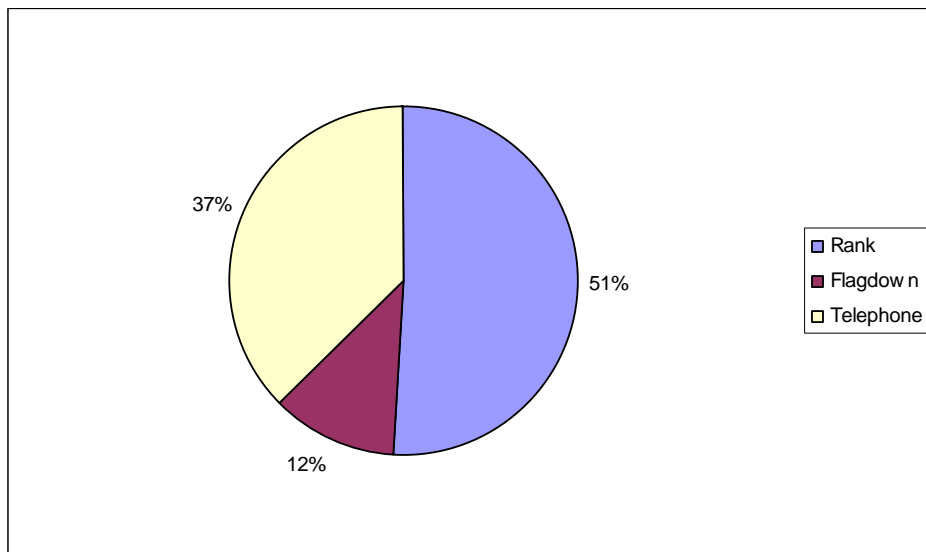
5.2

*Method of Hire on Last Trip*

5.2.1

Some 11.8% of hirings were achieved by on street flagdown. Some 37.4% of tripmakers stated that they hired their taxi by telephone (this includes hackney and private hire). Some 50.8% of tripmakers obtained a taxi at a rank. Figure 5.2 reveals the pattern of taxi hire.

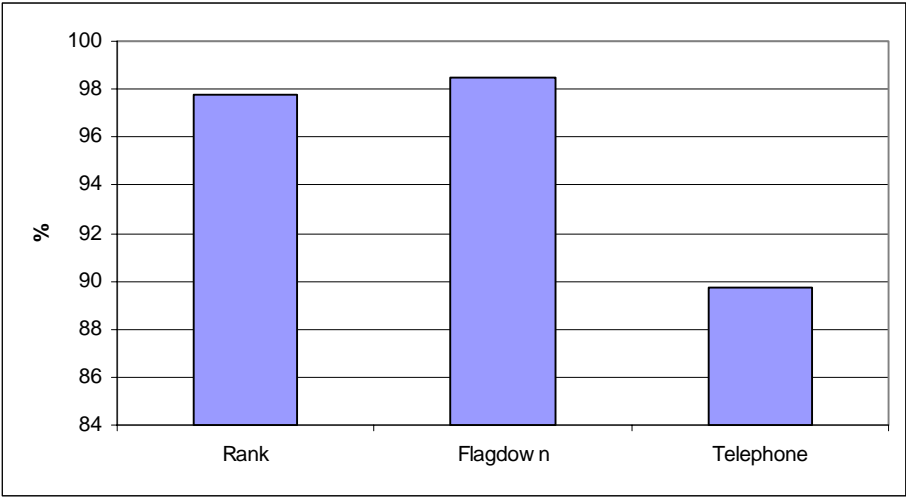
Figure 5.2 Method of Hire for Last Trip



5.2.2

Respondents were asked if they were satisfied with the time taken and the promptness of the taxi arrival. Figure 5.3 shows that for each method of obtaining a taxi, the majority were satisfied with the service. Satisfaction with obtaining a taxi by flagdown was the highest (98.5%).

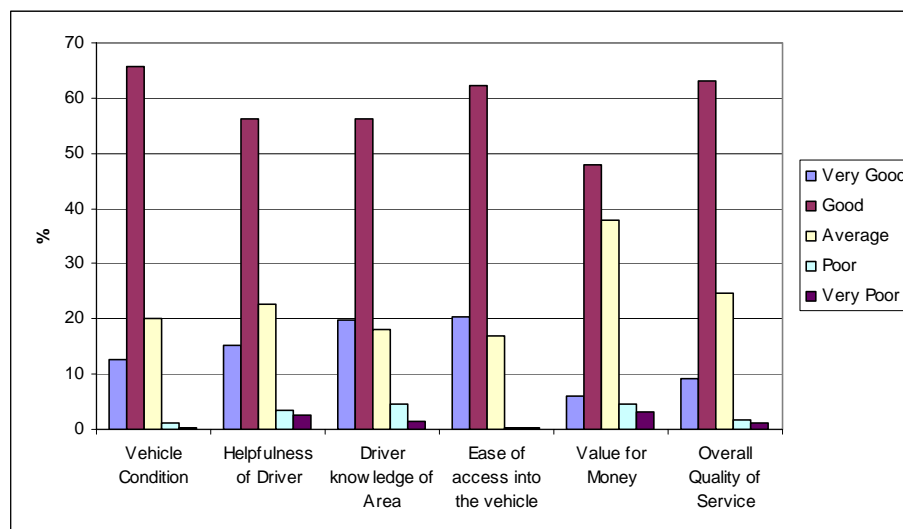
Figure 5.3 Satisfaction with Delay on Last Trip by Method of Hire



5.2.3

Tripmakers were asked to rate their last taxi journey against a number of factors. Some 72.3% of respondents rated the overall quality of their last taxi journey as good or very good. Over 78% of respondents gave vehicle condition a rating of good or very good. Value for money was not rated as highly with 54.1% rating it as good or very good. The results are documented in figure 5.4.

Figure 5.4 Rating of last journey



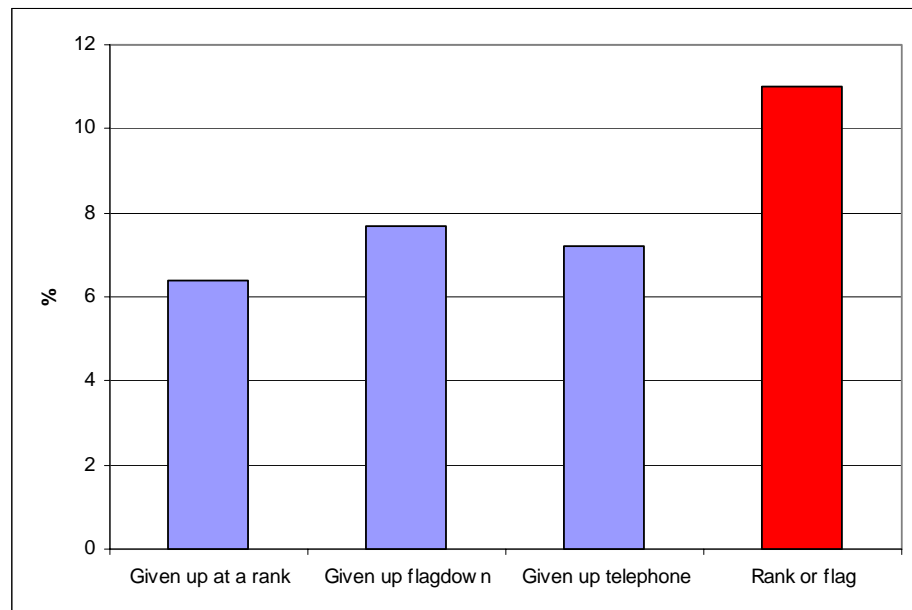
5.2.4 Those who rated any of the above aspects as poor or very poor were asked to state their reasons. These included:

- *Too expensive;*
- *Driver did not know the way;*
- *Driver did not speak very good English;*
- *Dirty Vehicle;*
- *Driver rude;*
- *Drivers don't help with bags;*
- *Overcharged.*

5.2.5 Since the survey was undertaken LCC have introduced additional training for drivers including a BTEC/NVQ qualification and numeracy and literacy tests.

5.2.6 In order to measure demand suppression, respondents were asked to identify whether or not they had given up waiting for a taxi at a rank, on the street, or by telephone in Leeds in the last three months. The results are documented in figure 5.5.

Figure 5.5 Latent demand by method of hire – Have you given up trying to make a hiring?



5.2.7 Figure 5.5 highlights that a higher proportion of respondents had given up trying to hire a taxi by flagdown than at a rank or telephone. Some 11% of respondents stated that they had given up waiting for a vehicle by flagdown or at a rank and this is the figure used to measure latent demand.

5.2.8 The areas stated by respondents as to where they had given up waiting for their vehicle included:

- Wetherby;
- Armley;
- City Centre;
- Leeds Train Station; and
- Merrion centre.

5.3 *Service Improvements*

5.3.1 Respondents were asked what the main reason was for them not using taxis in Leeds more often, the results are shown in Table 5.1 below. A large percentage of respondents (38.1%) stated that they didn't use taxis more often in Leeds because a bus was available. Some 24.1% of respondents do not use taxis more often because they have a car available and 12.9% stated that they didn't use them because they are too expensive.

Table 5.1 Reasons for not using taxi services more often

	Frequency	Percent
Too Expensive	245	12.9
Car Available	455	24.1
Walk/Cycle	139	7.3
Waiting Time/Availability	13	0.7
Bus Available	721	38.1
No Need	125	6.6
Distance to Ranks	2	0.1
Lack of disabled access vehicles	1	0.1
Prefer/Use Private Hire	113	6.0
Other	77	4.1
<b>Total</b>	<b>1891</b>	<b>100.0</b>

5.3.2 'Other' responses included:

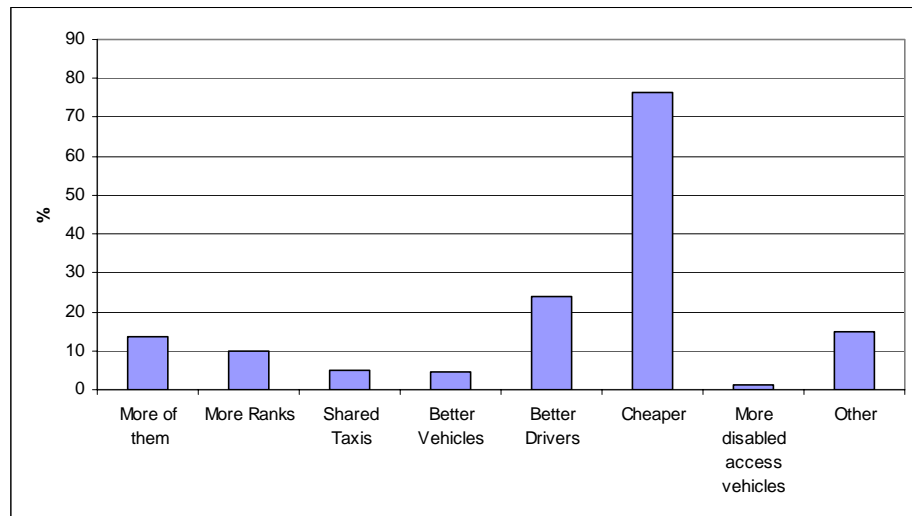
- *Not very accessible with a pram;*
- *Scared – don't feel safe;*
- *Use a motorbike;*
- *Only use on nights out;*

5.3.3 Respondents were asked if they thought the taxi service in Leeds could be improved. The responses indicate that the majority of respondents (56.3%) thought that taxi services in Leeds did not need to be improved.

5.3.4 Those who considered that taxi services needed improvement were asked how they could be improved. Figure 5.6 documents the range of potential improvements.

Figure 5.6 How could taxi services be improved (multiple responses)?





5.3.5

As detailed in Figure 5.6 some 76.3% of those stipulating that taxi services could be improved stated that they could be cheaper. Some 23.8% stated that there was a need for better drivers with 13.6% stating that there was a need for more taxis. Other responses included:

- *More reliable, better time keeping;*
- *More courteous, friendly drivers;*
- *Consistent fares;*
- *English speaking drivers;*
- *Improved area knowledge of drivers; and*
- *More female drivers.*

5.4

#### ***Safety & Security***

5.4.1

Respondents were asked whether they felt safe when using taxis in Leeds. The majority of respondents felt safe using taxis during the day (95.5%), however over one quarter of respondents (29.4%) stated that they felt unsafe using taxis at night in Leeds.

5.4.2

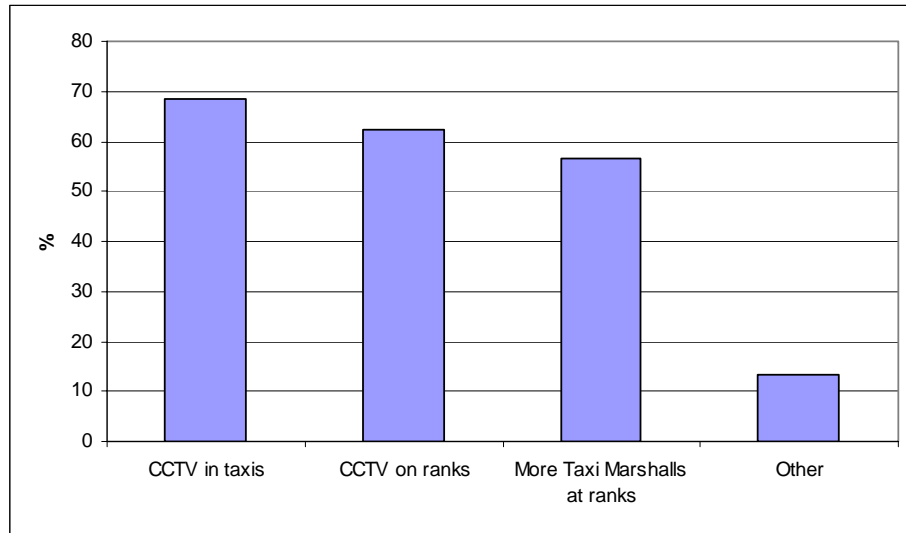
Respondents who did not feel safe during the day or at night were asked what needed to be done to improve safety and security when using taxis in Leeds. Some 68.6% of responses stated that CCTV in taxis and 62.3% stated that CCTV on ranks would improve safety when using taxis in Leeds. Some 56.7% of respondents would feel safer if there were more Taxi Marshalls at ranks. The results are shown in figure 5.7.

5.4.3

Amongst the 'other' responses included:

- More female drivers;
- Better displayed ID/licence cards

Figure 5.7 Improvements to safety and security when using taxis in Leeds (multiple responses)



5.5

**Rank Provision**

5.5.1

The survey asked if respondents were satisfied with the provision of taxi ranks in Leeds. Almost half of respondents (46.6%) were satisfied with the provision of ranks in Leeds with a further 42.5% of respondents being unsure as to whether any more ranks were needed. The remaining respondents (10.9%) felt there was a definite need for new rank provision.

5.5.2

Of those respondents who were not satisfied with the current provision of ranks in Leeds, they were asked what needed to be done about this. Table 5.2 documents the results.

5.5.3

Half of respondents felt that improving signage of existing ranks was needed in Leeds (68.4%), 40.4% stated that providing information on the location of existing ranks would improve taxi services in Leeds. Some 42.9% felt that providing new ranks would improve taxi rank provision.

Table 5.2 Improvements to taxi rank provision in Leeds (multiple responses)

	Frequency	Percent
Provide information on ranks	79	40.3

Improve signage	89	45.4
Provide new ranks	84	42.9
Other	3	1.5

5.5.4 Respondents were asked whether there were any locations that a new rank should be implemented. Some 7.4% of respondents stated that new locations were required, with 39.3% stating that none were required and 53.3% being unsure.

5.5.5 Those individuals who stated they would like to see a new rank were subsequently asked to provide a location. The most popular locations were:

- *Briggate;*
- *Hyde Park;*
- *Leeds City Market;*
- *Top end of city centre; and*
- *Wetherby*

5.5.6 Since the survey was undertaken LCC have introduced two new ranks at Lower Briggate and Meadow Lane.

### *Summary*

Key results from the Public Attitude Survey can be summarised as:

- 62.6% of respondents hired their taxi by either flagdown or at a rank;
- High levels of satisfaction with delay on last trip – telephone bookings provide the lowest level of satisfaction;
- Some 11% of respondents had given up trying to obtain a vehicle by rank or flagdown;
- Some 43.7% of respondents feel that taxi service in Leeds could be improved (need to be cheaper);
- Majority of respondents (95.5%) felt safe using taxis during the day;
- Some 29.4% of respondents felt unsafe using taxis at night; and
- Almost half of respondents were satisfied with rank provision.

## 6 Consultation

### 6.1 *Introduction*

6.1.1 Guidelines issued by the Department for Transport state that consultation should be undertaken with the following organisations and stakeholders:

- all those working in the market;
- consumer and passenger (including disabled) groups;
- groups which represent those passengers with special needs;
- the Police;
- local interest groups such as hospitals or visitor attractions; and
- a wide range of transport stakeholders such as rail/bus/coach providers and transport managers.

### 6.2 *Indirect Consultation*

6.2.1 Consultation was undertaken with a wide range of stakeholders across Leeds. Copies of all the replies are included in Appendix 4.

6.2.2 In accordance with advice issued by the DfT the following organisations were contacted:

- Leeds City Council ;
- Trade representatives;
- user/disability groups representing those passengers with special needs;
- local interest groups including hospitals, visitor attractions, entertainment outlets and education establishments; and
- rail, bus and coach operators.

### 6.3 *Comments Received*

6.3.1 The comments received are summarised below and appended in full to this report.

6.3.2 A number of Leeds City Councillors provided written responses to the consultation. Generally it was felt that there was an adequate supply of both Hackney carriages and private hire vehicles however, some respondents considered that private hire vehicles gave the impression of being poorly maintained and badly driven. Training was

considered a good idea by many of the respondents as a way to enhance driver attitudes.

- 6.3.3 Improvements suggested by the respondents included a clearer fare structure and better signage for taxi services, along with better integration with other public transport modes. Also mentioned was the idea of a number of licences being issued specifically to women taxi drivers with the aim of hopefully easing the worries of women who use taxis on their own. Another suggestion was a service specifically designed for the elderly where drivers are trained on how to assist them in and out of the car.
- 6.3.4 A final point was that drivers' knowledge of the area could be improved as it can leave customers with an unsettled feeling, and private hire vehicles should also be metered to avoid conflict over fares. It was also commented that more hackney carriages are required near the civic buildings in Leeds.
- 6.3.5 Leeds Taxi Owners Ltd felt that the hackney carriage fleet is more than adequate, and that there are too many private hire vehicles in Leeds. The image of the trade was generally regarded as good, as were the attitudes and quality of the drivers. It was felt there is a minority of drivers who would benefit from additional training, including area knowledge, the English language and customer care.
- 6.3.6 The airport was one location where it was felt that more rank space is needed, and new signage is currently being placed at ranks to make them more obvious to the public.
- 6.3.7 Regarding wheelchair accessible vehicles it was stated that there is an adequate number and these can be easily pre-booked if required. Fares were considered to be at the right level, and the integration with other types of public transport is good.
- 6.3.8 Members from the Strategic Partnership & Service Development Team (including older and disabled people) stated that they mostly use private hire vehicles as they better meet the teams needs. Generally it was felt that the private hire service is prompt and efficient, but drivers communication and social skills needed to be enhanced. The respondents would like to see services specifically geared to the needs of the elderly/infirm to include helping people from the house to the taxi and from the taxi at the end of the journey instead of just waiting in the car.
- 6.3.9 The Area Management Officer from Leeds City Council raised issues regarding taxis from the Pudsey & Swinnow forum. These included comments stating the service from Leeds Bradford Airport was considered very bad, especially in the early morning. They

felt that acquiring a wheelchair accessible vehicle is difficult, and getting a wheelchair accessible private hire vehicle is almost impossible. Overall driving standards were regarded as poor, with some driving too fast. The forum also felt that all vehicles should be metered (hackney carriages and private hire vehicles) as sometimes private hire drivers seems to 'charge what they want'.

6.3.10

Leeds Chamber of Commerce felt that saloon vehicles should not be used in Leeds as they project a poor image for first time visitors to the city, do not provide good space for luggage and do not provide the adequate passenger capacity (three compared to five people in a cab). In addition it was stated that hackney carriages often do not pick up via flagdown leading to a poor quality of service away from ranks. Driver knowledge was not considered particularly good and was considered to leave the customer with an uncertain/unsettled feeling.

6.3.11

A representative of a person with a disability felt the hackney carriage supply is inadequate and that all taxi firms are at some time unreliable, even when booking in advance. It was considered there is also a shortage of taxis between the hours of 4pm and 6pm, and the service on evenings and weekends was also regarded as particularly problematic.

6.3.12

Basic disability training was stated as being an important requirement for taxi drivers, which could be as simple as making sure the appropriate vehicle is sent for pick ups or making it compulsory that wheelchair accessible vehicles have fully working ramps at all times.<sup>6</sup>

6.3.13

Leeds Involvement Project represents the Alliance of Services and Users and Carers and other disabled and older peoples groups. The service users reported there is a shortage of wheelchair accessible taxis at peak times and they found it difficult to get taxis on the outskirts of Leeds, especially at night. Some drivers attitudes were described as problematic and it was felt that more disability training is required, particularly correct use of wheelchair ramps. Overall taxi fares were considered to be high. One suggestion for improvements was that taxi drivers could carry a sheet to cover their seat when carrying a hearing or guide dog.

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<sup>6</sup> It should be noted that LCC provide disability training and this has recently been reviewed and refreshed.

- 6.3.14 Access Committee for Leeds felt that hackney carriages play a critical role in the transport needs of a significant number of disabled people in Leeds providing the only door to door transport service 24/7. It was stated that the reliance on hackney carriages by disabled people must reflect the diversity of their needs and requirements and that during periods of high demand, individual wheelchair users who require accessible cabs may have to wait up to three hours for an appropriate cab, which also occurs for wheelchair users living in the suburbs. Regarding the private hire fleet for those who require accessible vehicles there is a limited choice of taxis.
- 6.3.15 It was stated that there is a great variance in the standards of service for disabled people. Access Committee identified the need for peer-led disability and diversity training for all drivers and re-training for drivers who failed in their duties under the Disability Equality Legislation. It was also felt that publicity about the transport needs of people with disabilities should be fully evaluated.
- 6.3.16 Ranks across the city centre were felt to be insufficient to meet need of the public. However, the diversity of vehicle types within the fleet was considered to be good.
- 6.3.17 Possible suggestions for improvements to suggestions in Leeds included allowing wheelchair accessible hackney and private hire cabs to access the whole bus lane network across Leeds and have drop off points across all pedestrianised area. A further suggestion was to introduce a Taxicard scheme similar to the London model to address inequality within Leeds.
- 6.3.18 A further disability consultee found that wheelchair accessible taxis are often difficult to access, and due to the size of the wheelchair and his height, wheelchair taxis are often too small and so has to use a minibus. They felt that the availability of taxis is a problem due to Leeds Education contracts with taxis, meaning that between 8-10am and 2-5pm it is virtually impossible to get a taxi, and even when you do book in advance, many operators will not guarantee a pick up time for wheelchair accessible vehicles. It was felt that there should be more taxis frequenting taxi ranks in the outer areas such as Wetherby as opposed to clustering in Leeds and Harrogate.
- 6.3.19 The respondent felt that the vehicle type and quality need to be more accessible to different types of wheelchair, taking into account people who are tall. Driver attitudes were considered poor and it was felt that more disability awareness training should be provided. Finally fares were considered about right and transport integration with other types of public transport worked reasonably well.

- 6.3.20 Connect in the North had previously conducted a campaign called "Taxi Get it Right" involving questionnaires sent to 80 people in Leeds. The responses identified that taxis and private hire vehicles have been late for pick ups or not turned up at all, and many respondents found it frustrating that taxi firms will not guarantee the times of a pre-booked taxi even when booked in advance.
- 6.3.21 Regarding the image of the trade there were some reports of rude/inconsiderate drivers, and that drivers should have more training on appropriate language and disability awareness. Taxi operators should also be more helpful and honest if they can't get a taxi in time. One user stated that taxi drivers often ignore him if he is waiting at a rank. He felt that this maybe because it takes more time for him to board the taxi.
- 6.3.22 Finally, in terms of taxi fares, many people in the campaign group are concerned that wheelchair users often have to rely on hackney carriages which they regard as more expensive than private hire cabs.
- 6.3.23 First bus operators felt that the hackney carriage supply is well organised and strictly controlled but it is difficult to determine if there is sufficient supply as both hackney carriage and bus service provision is severely hampered by the inadequate control of the private hire provision within the city. First believe that private hire companies consistently and repeatedly flout the legislation including blocking bus lanes and obstructing the highway in the city centre, hampering bus provision, and affecting the hackney carriage supply also. This issue has been brought to the attention of the police who are attempting to take some action.
- 6.3.24 With regards to ranks, New Station Street leading to the railway station is a major problem to bus operators, where the over supply of hackney carriages causes blockages and congestion during the peak daytime periods but then there is a shortage of taxis in the evening. It was suggested that the rail station rank should be contracted to taxi suppliers who offer 24/7 coverage and DDA compliance.<sup>7</sup>
- 6.3.25 As a bus company First buses have to adhere to a strict procedure for bus service provision. It was felt that private hire need revision and control in their provision. It is only then that a proper assessment of the sufficiency of hackney carriages or indeed bus service provision can be done.

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<sup>7</sup> Since the survey was undertaken the congestion issues have been addressed with the introduction of new ranks.



6.3.26

The John Jamison School felt there is an adequate supply of hackney carriages across all times of the day and all areas within Leeds. The image of the trade was considered to be good, although there may be some need for additional training.

## 7 Trade Survey

### 7.1 *Introduction*

7.1.1 A trade survey was designed with the aim of collecting information and views from both trades. In particular the survey allowed an assessment of operational issues and views of the hackney carriage market to supplement the rank observations, as well as covering enforcement and disability issues. The following Section summarises the results of the trade survey and full results are presented in Appendix 5.

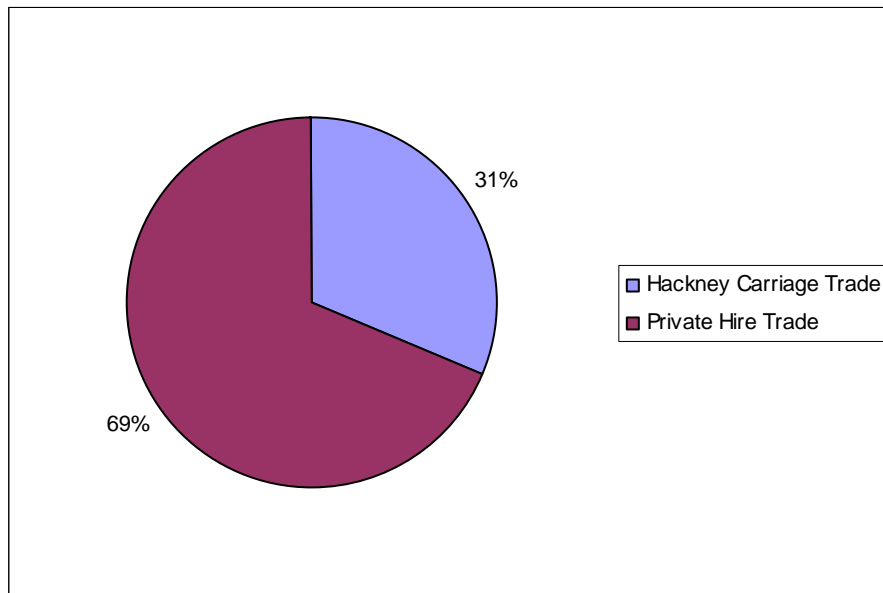
### 7.2 *Survey Administration*

7.2.1 The survey was conducted through a self completion questionnaire. These were sent to 7,000 licensed public and private hire drivers and operators in Leeds. A total of 522 questionnaire forms were completed and returned, giving a response rate of 7.5%, a low value for this type of survey and suggesting individual members of the hackney and private hire car trades are not very engaged. It should be noted that not all totals sum to the total number of respondents per trade group as some respondents failed to answer all questions.

### 7.3 *General Operational Issues*

7.3.1 The responses provided have been disaggregated on a hackney carriage and private hire trade as shown in Figure 7.1 below.

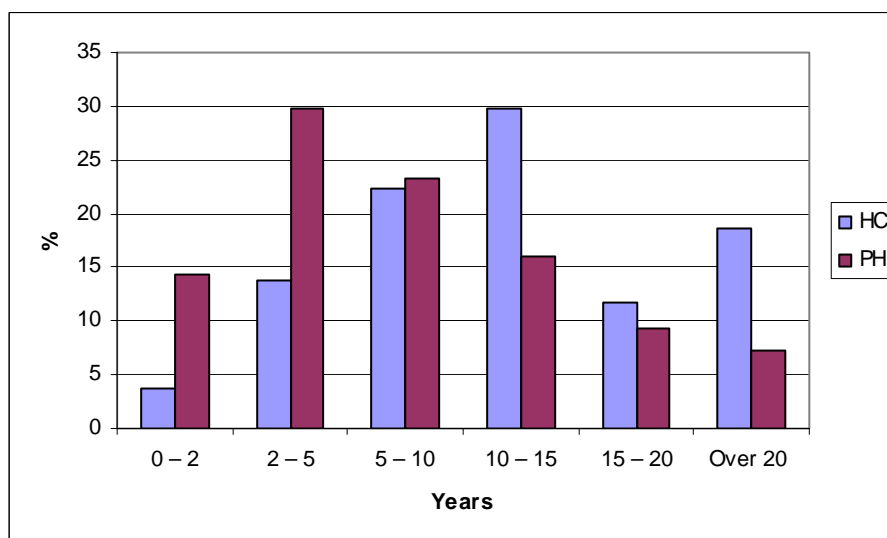
Figure 7.1 Breakdown of Responses between Trades



7.3.2

Figure 7.2 indicates that 60.2% (197) of hackney carriage respondents have been involved in the Leeds taxi trade for over 10 years compared to 32.7% (116) of the private hire trade.

Figure 7.2 Duration of the respondents involvement in the hackney carriage trade/private hire trade.



7.4

*Driving*

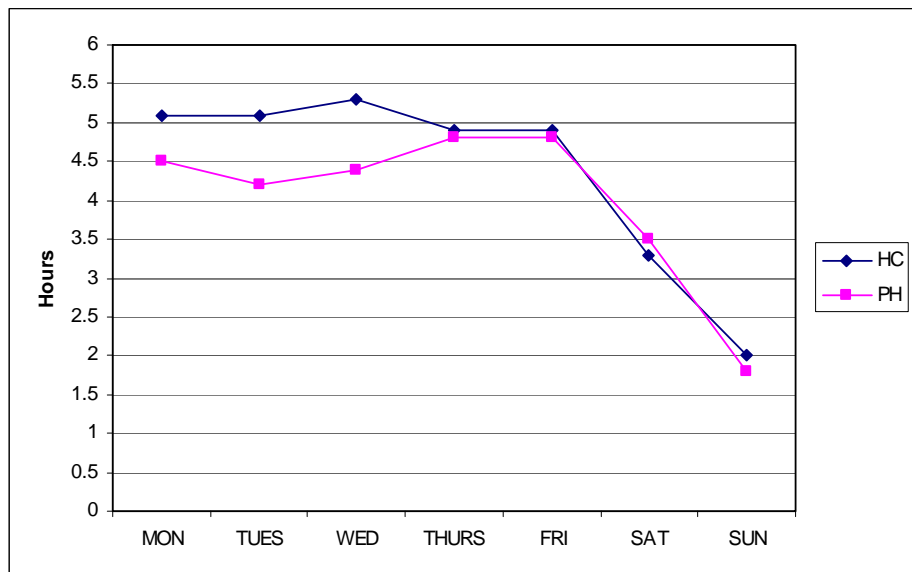
7.4.1

Respondents were asked the average number of hours they worked in a typical week. Hackney drivers tended to work on average 3.8 hours more a week than Private hire drivers. Hackney trade respondents worked on average for 41.2 hours per week compared to 37.4 hours per week for private hire drivers.

7.4.2

Respondents were asked to state how many hours they worked at different times of day during a typical week. Figure 7.3 documents the average hours worked during the daytime period (06:00-18:00) for each day of the week. On average, the hackney carriage trade tend to work slightly longer hours Monday to Thursday but both trades work similar hours on the weekend. It also shows that both trades work less hours during the day at the weekend.

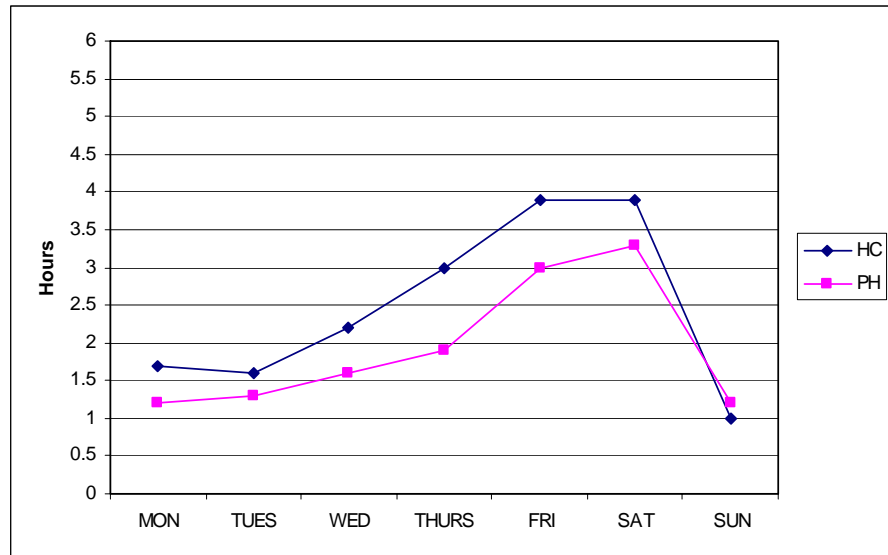
Figure 7.3 Average daytime hours worked



7.4.3

Figure 7.4 shows the average number of hours worked during the evening/night period (18:00-06:00). During the night time period the hackney carriage trade work, on average, longer hours than the private hire drivers. It also shows that both trades work for longer hours on a Friday and Saturday night compared with other nights during the week.

Figure 7.4 Average night time hours worked



7.4.4 The trade were asked whether the Licensing Act 2003 had had an effect on their typical working week. Some 52.2% (81) of hackney carriage respondents stated that it had not had an effect compared to 74.2% (250) of private hire respondents.

7.4.5 Those who replied that it had, had an effect on their typical working week were then asked in what way it had affected them. The results are shown below in Table 7.1.

Table 7.1 Effects of the 2003 Licensing Act (Multiple responses)

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Work later in the evening	38	50.0	54	60.0
Work for longer hours	54	71.1	39	43.3
Other	5	6.6	9	10.0

7.4.6 Responses were similar across both trades with 50% (38) of the hackney carriage responses and 60% (54) of the private hire trades responses stating that they had to work later in the evening.

7.4.7 Of those that stated 'other' they explained that since the Licensing Act 2003, the work is more spread out, but it is not as busy as before and work is slow.

7.4.8 Respondents were asked whether they thought that there were a sufficient number of wheelchair accessible vehicles in the hackney and private hire fleet. Tables 7.2 and 7.3 show the results. Some 94.2% (145) of hackney carriage respondents and 85.3% (197) of private hire respondents believe that there are a sufficient number of wheelchair accessible vehicles in the hackney fleet. Some 66.7% (72) of hackney carriage respondents and 69% (214) of private hire respondents believe that there are a sufficient number of wheelchair accessible vehicles in the private hire fleet.

**Table 7.2 Sufficient number of wheelchair accessible vehicles in the hackney fleet**

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Yes	145	94.2	197	85.3
No	9	5.8	34	14.7
Total	154	100.0	231	100.0

**Table 7.3 Sufficient number of wheelchair accessible vehicles in the private hire fleet**

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Yes	72	66.7	214	69.0
No	36	33.3	96	31.0
Total	108	100.0	310	100.0

7.4.9 Respondents were also asked whether they thought that Leeds City Council does sufficient to address the needs of people with a wide range of disabilities with regard to hackney and private hire. The results show that 92.8% (141) of hackney carriage respondents and 87% (281) of private hire respondents believe that Leeds City Council are addressing the needs of disabled people in relation to taxi and private hire licensing.

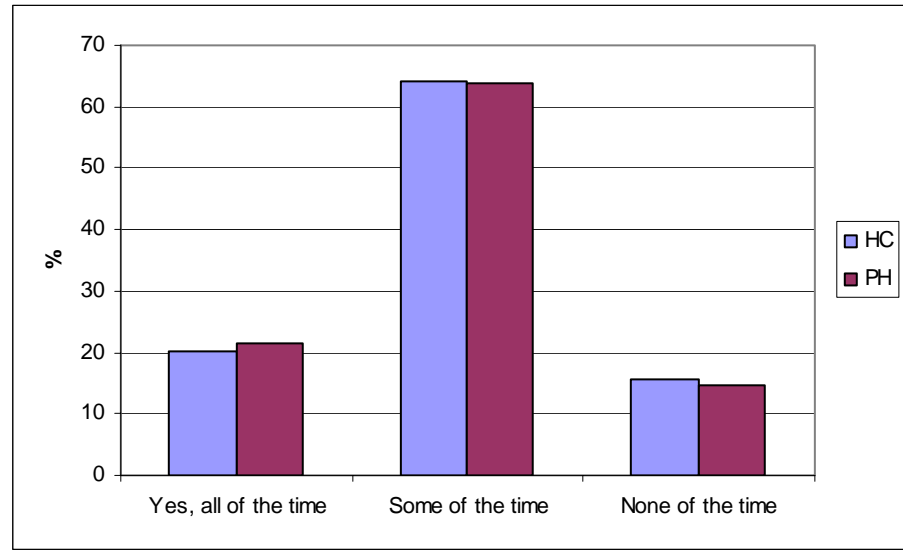
7.5

7.5.1

### Safety & Security

The respondents were asked if they felt safe whilst working as a taxi driver in Leeds, the results of which are shown below in figure 7.5. The majority of hackney carriage respondents stated that they felt safe some of the time at 64.2% (102).

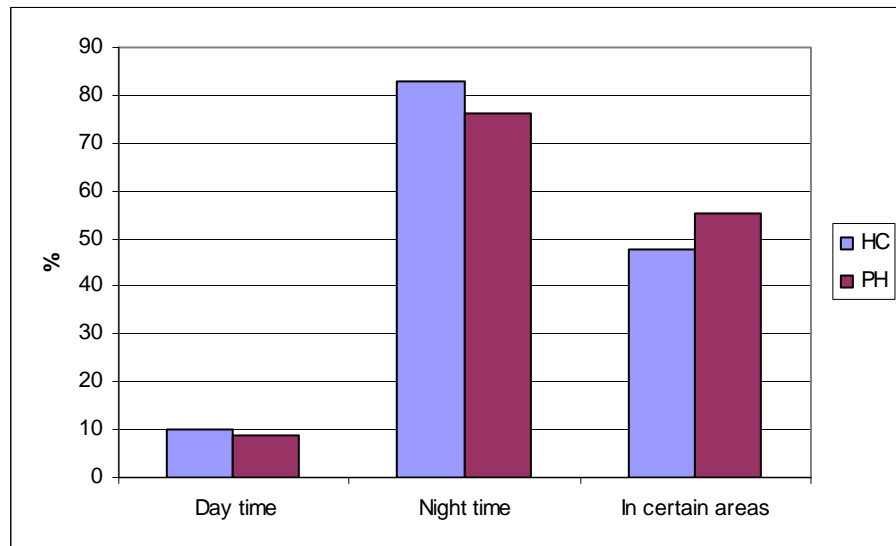
Figure 7.5 Do you feel safe whilst working as a Taxi Driver in Leeds?



7.5.2

The respondents were then asked when they felt unsafe working in Leeds. Figure 7.6 documents that over three-quarters of both hackney carriage respondents some 82.9% (116) and 76.2% (224) of private hire respondents stated that they felt unsafe whilst working at night in Leeds.

Figure 7.6 When do you feel unsafe as a taxi driver in Leeds?



7.5.3 Some 47.9% (67) of hackney carriage respondents and 55.1% (162) of private hire responses stated that they felt unsafe in certain areas of Leeds. The areas that were most commonly suggested as being unsafe were Chapeltown, Halton Moor and Seacroft.

7.6 **Ranks**

7.6.1 Members of the hackney trade were asked whether they believe there is sufficient rank space in Leeds. Some 84.7% (133) of the hackney carriage respondents stated that there was not sufficient rank space for hackneys.

7.6.2 Some 93.5% (143) of the hackney carriage respondents stated that there are areas in Leeds where there should be new hackney carriage ranks.

7.6.3 Of those that did say that new ranks were required in Leeds, some respondents specified locations where new ranks were required. The most common areas requested were:

- Leeds and Bradford International Airport;
- Boar Lane;
- Otley Road, Headingley outside the Box;
- Briggate; and
- Great George Street, outside the Electric Press.

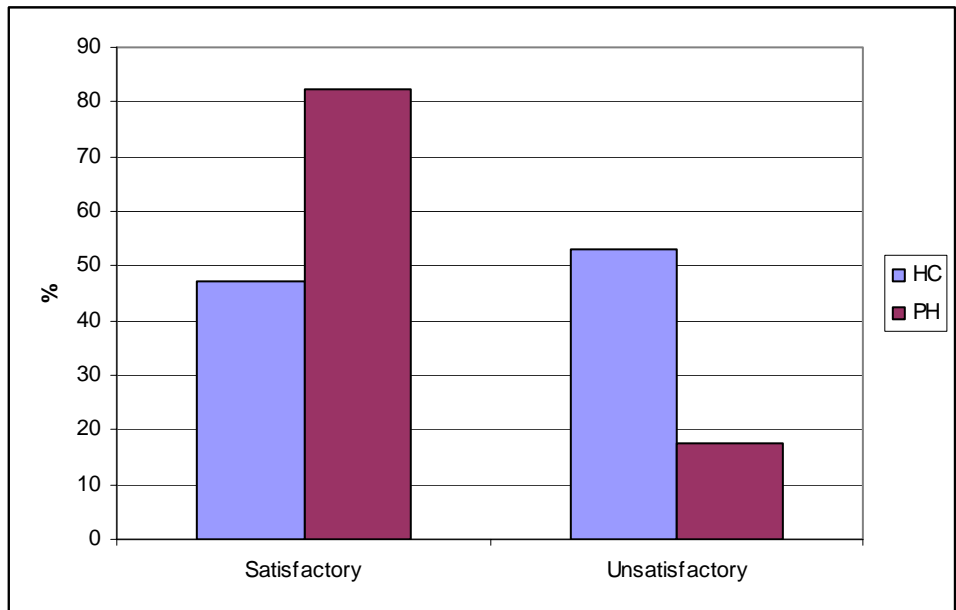


7.7  
7.7.1

**Vehicle Conditions**

At the time of undertaking the survey, Leeds City Council required all wheelchair accessible vehicles to be less than 5 years of age when first licensed, and not more than 8 years on subsequent occasions. As detailed in Figure 7.7 some 52.9% (83) of hackney respondents are unhappy with the wheelchair accessible vehicles restrictions.

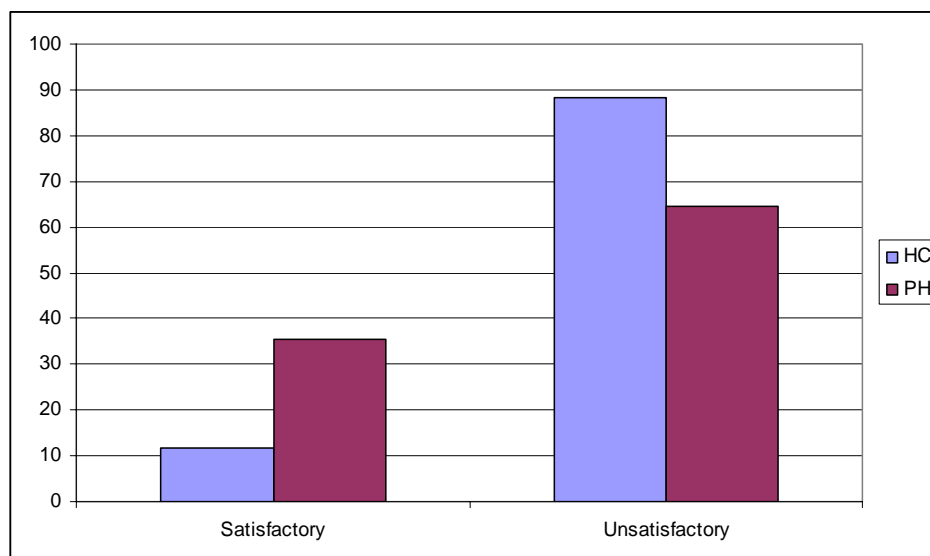
Figure 7.7 Respondents views on wheelchair accessible vehicle age restrictions



7.7.2

Leeds City Council has reduced the age criteria for all saloon vehicles to the maximum age of seven years. Respondents were asked whether or not they felt these conditions were satisfactory. Over 80% (136) of hackney carriage respondents and 60% (222) of private hire respondents found both these conditions unsatisfactory, results shown in Figure 7.8.

Figure 7.8 Respondents views on saloon vehicle age restrictions



7.8

*Driver Skills*

7.8.1

Both trades were asked if they felt that taxi drivers receive enough training before being granted a taxi drivers licence. Over half of hackney respondents (53.1%) (85) were of the opinion that training was sufficient compared the private hire trade (49%) (170).

7.8.2

Those respondents who stated that they didn't think they received sufficient training were then asked what training they would like to see offered to drivers. The results are shown in Table 7.7 below.

Table 7.7 Opinions related to training (Multiple Response)

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
English Language	60	80.0	161	94.7
Customer Care	58	77.3	133	78.2
Disability Awareness	49	74.7	93	54.7
Driving Ability Test	43	65.3	108	63.5
Other	16	21.3	44	25.9

7.8.3 Some 80% (60) of the hackney carriage trade and 94.7% (161) of the private hire trade felt that English language training is the most important. Of those that stated other training, the most common suggestions were an NVQ qualification and geographic knowledge test<sup>8</sup>.

7.8.4 Respondents were then asked whether the training should be compulsory or voluntary. Of those who answered this question, some 57.4% (81) of the hackney trade and 69.5% (210) of the private hire trade said that the training should be compulsory.

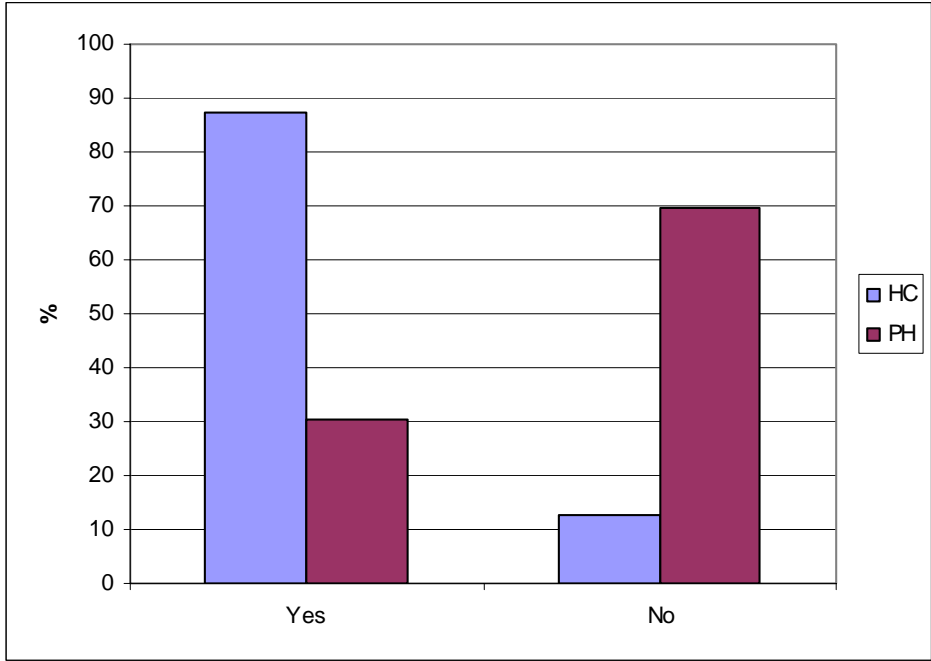
7.9 *Taxi Market in Leeds*

7.9.1 Members of both trades were asked if they were aware that Leeds City Council enforces a numerical limit of 537 on the number of hackney carriage vehicle licences in the city. The results are outlined in Figure 7.8.

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<sup>8</sup> LCC do now provide this.

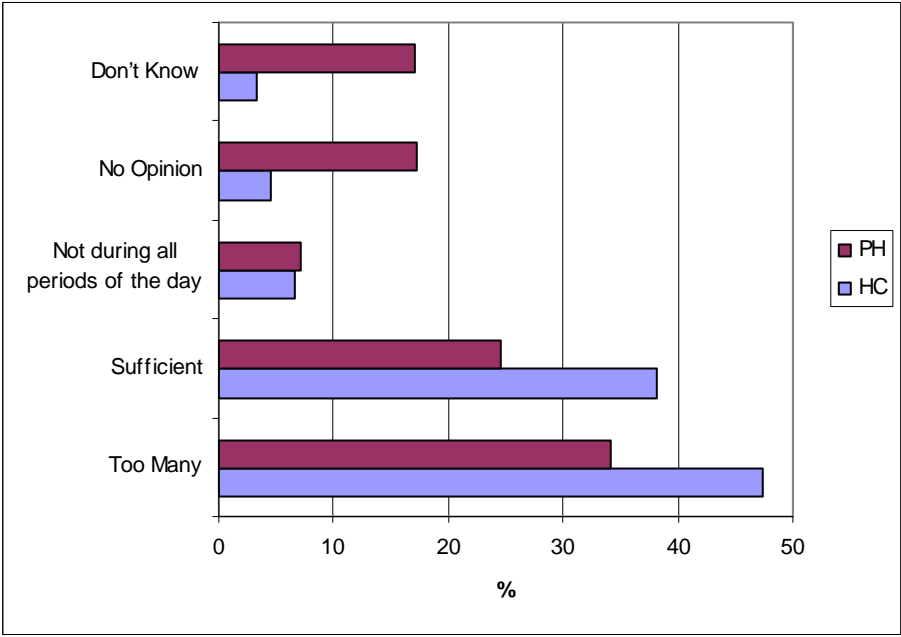
Figure 7.8 Were you aware that there is a numerical limit on the number of hackney carriage vehicle licences in Leeds?



7.9.2 The majority of the hackney carriage respondents were aware about the numerical limit, with 87.2% (136) of the hackney respondents and 30.2% (98) of the private hire respondents answering positively.

7.9.3 Members of both trades were asked whether they consider there to be sufficient hackney carriages to meet the current level of demand in Leeds. Figure 7.9 indicates that almost half of respondents from the hackney carriage trade (47.4%) (72) consider there to be too many hackney carriages to meet the demand, compared to 34.1% (110) of private hire drivers. Some 60.8% (14) of the private hire respondents stated that more hackney carriages were needed all day and night.

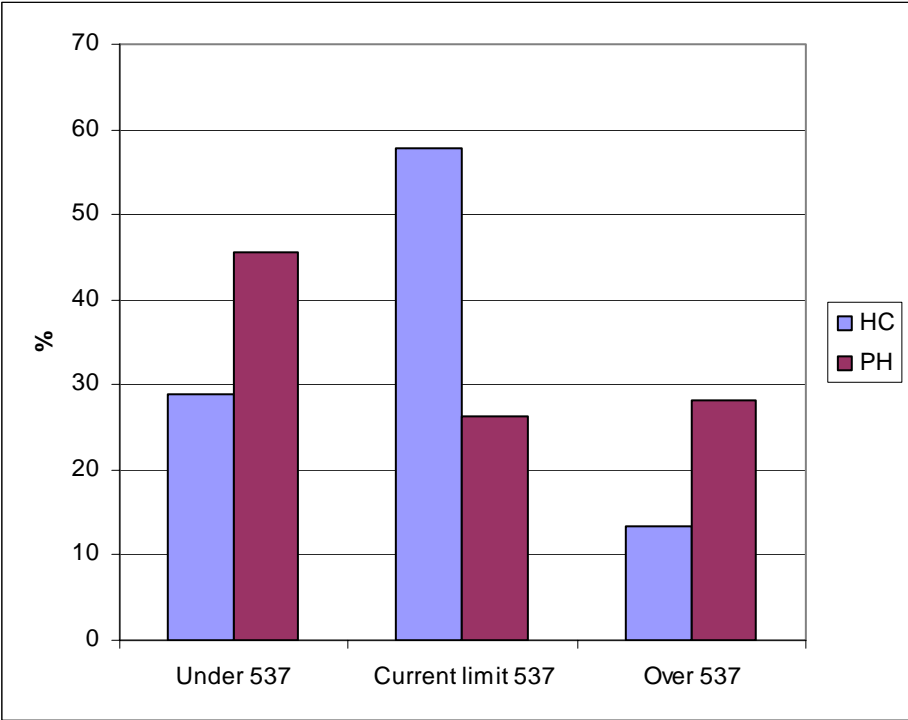
Figure 7.9 Do you consider there to be sufficient hackney carriages to meet the current level of demand in Leeds?



7.9.4

All respondents were asked to state what they thought the ideal fleet size for hackney should be. The results are detailed in figure 7.10. Of those drivers who responded, 28.9% (28) of the hackney carriage trade and 45.6% (47) of private hire respondents felt that the fleet size should be greater than the present number.

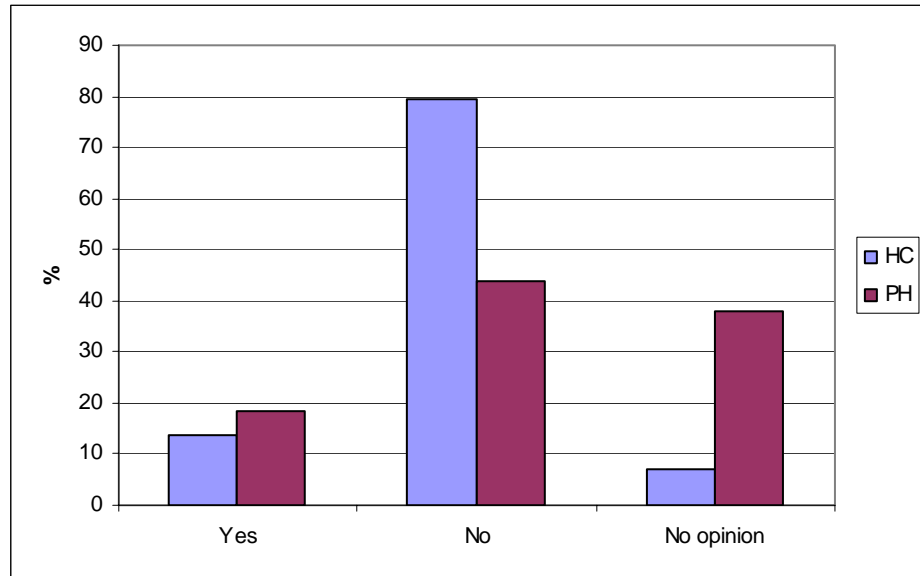
Figure 7.10 Opinion of the Hackney Carriage and Private Hire trade of the Ideal Hackney Carriage Fleet Size.



7.9.5

All respondents were asked to state if they thought that Leeds CC should remove the numerical limit on the number of hackney carriage vehicle licences. The responses are detailed in Figure 7.11.

Figure 7.11 Should Leeds CC remove the numerical limit?



7.9.6 The majority of respondents from the hackney carriage trade, some 79.3% (126), felt that the numerical limit should not be removed compared with 43.9% (144) of private hire respondents. Some 18.3% (60) of private hire respondents wished for the limit to be removed.

7.9.7 Views were sought regarding the likely impact on a series of factors if Leeds CC were to remove the existing limit on hackney carriage licences. The findings are summarised below and presented in Table 7.7.

Congestion

7.9.8 The majority of respondents from the hackney carriage trade, some 80.0% (92), felt congestion would increase, compared to 50.8% (133) from the private hire trade who felt this would be the case.

Fares

7.9.9 Some 46.1% (64) of the hackney carriage trade respondents commented that fares would remain unaffected following de-restriction, compared to 50.6% (128) of the private hire trade.

Passenger Waiting Times at Hackney ranks

7.9.10 The majority of the hackney carriage respondents felt that de-restriction would have no effect on passenger waiting times at 51.1% (71) whilst the majority of the private hire trade felt that passenger waiting times would decrease, some 45.2% (114).

#### Passenger Waiting Times when flagging Hackneys

7.9.11 The majority of the hackney carriage respondents, some 55.1% (76), felt that there would be no effect on passenger waiting times when flagging hackneys if Leeds CC removed the limit on the number of Hackney carriages as did 45.3% (111) of private hire respondents.

#### Passenger Waiting Times when pre booked by telephone

7.9.12 Some 54.0% (74) of hackney carriage respondents commented that there would be no effect on passenger waiting times if Leeds de-restricted compared to 47.5% (116) of private hire respondents.

#### Hackney Carriage Vehicle Quality

7.9.13 Some 53.0% (72) of respondents from the hackney carriage trade felt hackney vehicle quality would decrease, compared with 53.6% (134) of private hire trade respondents stating that there would be no change in the quality of private hire vehicles.

#### Private Hire Vehicle Quality

7.9.14 Some 49.3% (66) of respondents from the hackney carriage trade felt private hire vehicle quality would not change, as did 52.2% (133) of the private hire trade.

#### Effectiveness of Enforcement

7.9.15 With regard to effectiveness of enforcement, 56.6% (77) of the hackney carriage trade were of the opinion that removing existing licence restrictions would result in a decrease. 49.8% (123) of the private hire trade felt that there would be no change.

#### Illegal Plying for Hire

7.9.16 In terms of illegal plying for hire by private hire vehicles, some 30.2% (79) of the private hire trade were of the opinion that a change in licence restriction conditions would have an increase, compared with 50% (71) of hackney carriage drivers who felt that there would be an increase in illegal plying from private hires. Some 52.5% (73) of the hackney carriage trade felt there would be an increase in plying from unlicensed vehicles compared to 26.4% (67) of the private hire responses.

#### Over Ranking



7.9.17 Both the hackney carriage and private hire trade felt over ranking would increase, with a response of 71.6% (106) and 53.6% (134) respectively.

Customer Satisfaction

7.9.18 With regard to customer satisfaction, 45.1% (64) of hackney carriage drivers felt that it would be unaffected, as do 44.3% (109) of private hire respondents.

Table 7.7 What would happen should Leeds CC remove the numerical limit?

	Hackney Carriage Trade			Private Hire Trade		
	Increase	No Effect	Decrease	Increase	No Effect	Decrease
Traffic Congestion	80.0	14.7	5.3	50.8	29.4	19.8
Fares	33.8	46.1	20.1	23.3	50.6	26.1
Passenger waiting times at ranks	23.0	51.1	25.9	13.5	41.3	45.2
Passenger waiting time when flagdown	17.4	55.1	27.5	13.1	45.3	41.6
Passenger waiting time by telephone	16.1	54.0	29.9	14.8	47.5	37.7
Hackney carriage vehicle quality	15.4	31.6	53.0	23.2	53.6	23.2
Private hire vehicle quality	11.2	49.3	39.5	28.2	52.2	19.6
Effectiveness of enforcement	12.5	30.9	56.6	21.1	49.8	29.1
Illegal plying for hire – private hire	50.0	26.1	23.9	30.2	42.7	27.1
Illegal plying for hire – unlicensed	52.5	27.4	20.1	26.4	42.1	31.5
Over ranking	71.6	18.2	10.2	53.6	28.4	18.0
Customer satisfaction	24.6	45.1	30.3	35.4	44.3	20.3

7.9.19 All respondents were asked their response to “There is not enough work to support the current number of hackney carriages”. The results in Table 7.8 show that 60.8% (90) of hackney carriage respondents and 24.1% (59) of private hire respondents strongly agree with the statement that there is not enough work to support the current number of hackney carriages.

Table 7.8 Opinion of: "There is not enough work to support the current number of hackney carriages"?

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	20	13.5	31	12.7
Disagree	11	7.4	30	12.2
Neither agree nor disagree	8	5.4	66	26.9
Agree	19	12.9	59	24.1
Strongly agree	90	60.8	59	24.1
<b>Total</b>	<b>148</b>	<b>100.0</b>	<b>245</b>	<b>100.0</b>

7.9.20 All respondents were asked their response to "There is not enough work to support the current number of private hire vehicles". The results in Table 7.9 show that 57.9% (77) of hackney carriage respondents and 46.2% (139) of private hire respondents strongly agree with the statement that there is not enough work to support the current number of private hire vehicles.

Table 7.9 Opinion of: "There is not enough work to support the current number of private hire vehicles"?

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	24	18.1	30	10.0
Disagree	10	7.5	27	9.0
Neither agree nor disagree	6	4.5	29	9.6
Agree	16	12.0	76	25.2
Strongly agree	77	57.9	139	46.2
<b>Total</b>	<b>133</b>	<b>100.0</b>	<b>301</b>	<b>100.0</b>

7.9.21 The survey then asked opinions of the following statement; "Removing the limit on the number of hackney carriages in Leeds would benefit the public by reducing waiting times at ranks". The results in Table 7.10 shows that 55.7% (83) of hackney

carriage drivers strongly disagree that removing the limit on the number of hackney carriages in Leeds would benefit the public by reducing waiting times at ranks, as do 20.8% (56) of Private Hire respondents.

**Table 7.10** Opinion of: "Removing the limit on the number of hackney carriages in Leeds would benefit the public by reducing waiting times at ranks"?

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	83	55.7	56	20.8
Disagree	12	8.1	50	18.5
Neither agree nor disagree	16	10.7	63	23.3
Agree	10	6.7	65	24.1
Strongly agree	28	18.8	36	13.3
<b>Total</b>	<b>149</b>	<b>100.0</b>	<b>270</b>	<b>100.0</b>

7.9.22 The survey then asked opinions of the following statement; "There are special circumstances in Leeds that make the retention of the numerical limit essential". The results in table 7.10 show that 58.6% (82) of hackney carriage trade strongly agree that there are special circumstances in Leeds that make the retention of the numerical limit essential, as do 12.4% (31) of private hire.

**Table 7.11** Opinion of: "There are special circumstances in Leeds that make the retention of the numerical limit essential"

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	13	9.3	37	14.9
Disagree	9	6.4	27	10.8
Neither agree nor disagree	20	14.3	102	41.0
Agree	16	11.4	52	20.9
Strongly agree	82	58.6	31	12.4
<b>Total</b>	<b>140</b>	<b>100.0</b>	<b>249</b>	<b>100.0</b>

7.9.23 Finally the trade were asked what effect they thought it would have on them if the authority removed the numerical limit. The results show in table 7.12 that 64.2% (104) of hackney carriage responses cited they would work more hours if the numerical limit of hackney carriages was removed. Some 36.4% (59) of hackney responses stated that they would leave the trade if Leeds derestricted. In contrast 38.2% of private hire drivers said they would not change if the limit was removed.

7.9.24 Of those respondents who stated another effect de restriction would have, the main concern for hackney carriage drivers was financial.

Table 7.12 Effect on the trade if the numerical limit was removed (Multiple responses)

Effect of removing the limit	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
No change	20	12.3	136	38.2
Work more hours	104	64.2	116	32.6
Work fewer hours	3	1.9	21	5.9
Acquire a hackney vehicle licence	13	8.0	29	8.1
Acquire more than hackney vehicle licence	2	1.2	6	1.7
Switch from hackney to private hire	6	3.7	7	2.0
Switch from private hire to hackney	9	5.6	38	10.7
Leave the trade	59	36.4	59	16.6
Other	7	4.3	8	2.2
<b>Total</b>	<b>162</b>	<b>-</b>	<b>356</b>	<b>-</b>

### *Summary*

Key findings from the survey can be summarised as follows:

- Over half of hackney carriage respondents have been involved in the Leeds trade for over 10 years compared to 32.7% of the private hire trade;
- The majority of both trades felt that LCC are addressing the needs of disabled people;
- Of those drivers that felt unsafe whilst working in Leeds some 82.9% of hackney carriage respondents and 76.2% of private hire respondents stated that they felt unsafe whilst working at night in Leeds;
- Low levels of satisfaction with the proposed saloon vehicle age restrictions;
- Some 64.2% of hackney carriage drivers stated that they would work more hours if Leeds City Council de restricted.

## 8 Deriving the Significant Unmet Demand Index Value

### 8.1 *Introduction*

8.1.1 The data provided in the previous chapters can be summarised using Halcrow's ISUD factor described in Section 2.

### 8.2 *Leeds*

8.2.1 The component parts of the index, their source and their values are given below:

Average Passenger Delay (Table 4.2)	0.68
General Incidence of Delay (Table 4.3)	6.35
Peaking Factor	0.5
Steady State Performance (Table 4.1)	5
Latent Demand Factor (paragraph 5.5.2)	1.11
ISUD (0.68*6.35*0.5*5*1.11)	12

8.2.2 The cut off level for a significant unmet demand is 80. It is clear that Leeds is below this cut off point, indicating that there is no significant unmet demand. This conclusion covers both patent and latent/suppressed demand, although even without inclusion of the latent demand factor in the formula the result would still not show a SUD.

## 9 Ranks

### 9.1 *Introduction*

9.1.1 This chapter provides an overview as to the use of ranks across the Leeds licensing district and our recommendations for change. The current list of ranks is appended to the report

### 9.2 *Use of Ranks*

9.2.1 The rank observations identified that the trade choose not to serve a number of ranks and that they are unable to use a number of ranks due to the provision of parked cars.

9.2.2 The trade do not serve the following City Centre ranks:

- Calverley St;
- Headrow (Primark)<sup>9</sup>;

9.2.3 The rank observations highlighted that the Railway Station accounts for 40% of passenger departures on average a week. Frequent over ranking at this rank was observed during the observations.

9.2.4 The rank review and observations highlighted that a proportion of the ranks in Leeds are not used due to the presence of parked cars or simply down to the ranks not being served by vehicles. The ranks included:

- Cookridge St (Radisson Hotel);
- York St;
- Bishopgate St;
- Crossgates Lane, Crossgates;
- Harrogate Rd, Chapel Allerton;
- New road Side, Horsforth;
- Town Street, Armley; and
- Town Street, Horsforth.

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<sup>9</sup> Since the survey was undertaken there has been some use of the Primark rank leading to congestion issues on the Headrow.

### 9.3

#### *Consultation*

#### 9.3.1

Consultation with the public identified that almost half of respondents (46.6%) were satisfied with the provision of ranks in Leeds with a further 42.5% of respondents being unsure as to whether any more ranks were needed. The remaining respondents (10.9%) felt there was a definite need for new rank provision.

#### 9.3.2

Respondents were asked whether there were any locations that a new rank should be implemented. Some 7.4% of respondents stated that new locations were required, with 39.3% stating that none were required and 53.3% being unsure.

#### 9.3.3

Those individuals who stated they would like to see a new rank were subsequently asked to provide a location. The most popular locations were:

- *Briggate;*
- *Hyde Park;*
- *Leeds City Market;*
- *Top end of city centre; and*
- *Wetherby*

### 9.4

#### *Recommendations*

#### 9.4.1

Based upon this information we feel that the trade would benefit from a greater level of enforcement to ensure that parked cars are removed from ranks in Leeds. However the trade should then look to ensure that they service these ranks.

#### 9.4.2

It is also considered that ranks in Leeds should be publicised more effectively to ensure that the public know where they can obtain a hackney carriage.



## 10 Summary and Conclusions

### 10.1 *Introduction*

10.1.1 Halcrow has conducted a study of the hackney carriage market on behalf of Leeds CC. Halcrow has the benefit of over 20 year's experience of research in the taxi market, in which the first survey undertaken by Halcrow for Leeds City Council was done in 2008.

10.1.2 The present study has been conducted in pursuit of the following objectives:

- to identify whether or not there exists a significant unmet demand for hackney carriage services in Leeds; and
- to recommend the increase in licences required to eliminate any significant unmet demand.

10.1.3 This section provides a brief description of the work undertaken and summarises the conclusions and implications for regulatory policy.

### 10.2 *Significant Unmet Demand*

10.2.1 The 2008 study has identified that there is no evidence of significant unmet demand for hackney carriages in Leeds. This conclusion is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's analysis.

10.2.2 On this basis the authority has discretion in its hackney licensing policy and may either:

- continue to limit the number of vehicles at 537
- issue any number of additional plates as it sees fit, either in one allocation or a series of allocations; or
- remove the limit on the number of vehicles and allow a free entry policy.

### 10.3 *Consultation – Interested Parties*

10.3.1 The Department for Transport had requested that licensing authorities consult widely to inform their policy making in respect of continued entry control to the hackney carriage market. In addition to the consultation that has routinely been included in previous market studies (correspondence with interested parties), Halcrow has followed the prescribed approach and sought the views of all those involved in the taxi trade. We

have also widened the scope of the consultation by correspondence to include other transport operators.

10.3.2 Views were mixed with regard to the current policy of restricting the number of hackney carriages. A number of stakeholders made reference to the need to improve both driver and vehicle quality. Disabled representatives were also unhappy with the ability to pre book a wheelchair accessible vehicle.

#### 10.4 *Consultation – General Public*

10.4.1 Some 974 interviews were carried out in November 2007 and a further 937 in October and November 2008, providing a total of 1,911 surveys. The key results are as follows:

- high levels of satisfaction with delay on last trip – telephone bookings provide the lowest level of satisfaction;
- some 11% of respondents had given up trying to obtain a vehicle by rank or flagdown;
- some 56.3% of respondents feel that taxi service in Leeds could be improved (need to be cheaper);
- majority of respondents (95.5%) felt safe using taxis during the day;
- some 29.4% of respondents felt unsafe using taxis at night.

#### 10.5 *Consultation – Trade*

10.5.1 Some 522 members of the trade responded to a trade survey. The key results are as follows:

- Over half of hackney carriage drivers and around a third of private hire drivers have been involved in the Leeds trade for over 10 years;
- Of those drivers stating that they felt unsafe whilst working in Leeds some 82.9% of hackney carriage respondents and 76.2% of private hire respondents stated that they felt unsafe whilst working at night in Leeds;
- Mixed views from hackney carriage drivers regarding age vehicle restrictions on wheelchair accessible vehicles.; and
- Some 70.3% of hackney carriage drivers stated that they would work more hours if Leeds City Council de restricted.

#### 10.6 *Conclusions*

10.6.1 The 2009 study has identified that there is no evidence of significant unmet demand for hackney carriages in Leeds. This conclusion is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's

analysis. However the DfT regards it as best practice NOT to impose quantity restrictions i.e. enforce a numerical limit.

10.6.2 On this basis the authority has discretion in its hackney licensing policy and may either:

- continue to limit the number of vehicles at 537;
- issue any number of additional plates as it sees fit, either in one allocation or a series of allocations; or
- remove the limit on the number of vehicles and allow a free entry policy.

10.6.3 The report has highlighted a number of other issues regarding the provision of taxis and private hire services in Leeds. These are discussed below.

#### Ranks

10.6.4 The rank review and observations highlighted that a proportion of the ranks in Leeds are not used. This maybe due to the presence of parked cars or simply down to the ranks not being served by vehicles. The ranks included:

- Cookridge St (Radisson Hotel);
- York St;
- Bishopgate St;
- Crossgates Lane, Crossgates;
- Harrogate Rd, Chapel Allerton;
- New road Side, Horsforth;
- Town Street, Armley; and
- Town Street, Horsforth.

#### Training

10.6.5 The consultation identified that there is the potential to improve drivers' topographical knowledge of the area. Both the public and stakeholders highlighted this as an area requiring further improvement.

10.6.6 Consultation with disability groups highlighted the need for an improved level of training. It was suggested that this training in disability awareness should be undertaken by people with a disability.

