



# **Chesterfield Borough– Hackney Carriage Unmet Demand Survey**

## **Final Report**

**January 2023**

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## EXECUTIVE SUMMARY

### *Key points*

This study has been conducted by LVSA on behalf of Chesterfield Borough Council.

Hackney Carriages are regulated by local authorities. The Department for Transport has developed guidance documentation entitled TAXI AND PRIVATE HIRE VEHICLE LICENSING: BEST PRACTICE GUIDANCE. The guidance addresses a wide range of licensing considerations and issues and provides recommendations on good practice. Within the licensing aspects considered, is the choice of whether to implement and maintain a restriction in the quantity of Hackney Carriages licences.

Within the guidance, the Department for Transport recommend that if a Licensing Authority should seek to retain a quantity restriction, then a survey should be carried out to establish if there is any unmet demand for Hackney Carriages.

If the result of an unmet demand survey should demonstrate that there is evidence of significant unmet demand, the recommended actions for a licensing authority may be to either raise the limit on Hackney Carriage numbers to an appropriate level, or to remove the limit all together.

If the result of an unmet demand survey should demonstrate that there is no evidence of unmet demand, then a third choice of action becomes available to the licensing authority, which is to keep the cap in place at the same level.

A licensing authority may choose at any time, to raise or remove a limit on Hackney Carriage numbers, but in order to retain or impose a limit; good practice guidance suggests that an unmet demand survey is required and that the result shows that there is no evidence of unmet demand.

This study is intended to fulfil the requirements of Section 16 of the 1985 Transport Act and to address the questions raised in the Department for Transport (DfT) 2010 Best Practice Guidance.

Surveys were undertaken at taxi ranks in Chesterfield Borough, for three days, from a Thursday morning to the early hours of the following Sunday morning, 72 hours later. The volume of passengers and hackney carriages was recorded, together with Hackney Carriage waiting times and wait times for any queuing passengers.

The busiest rank was Chesterfield Railway Station. Approximately 50% of all observed hires occurred at the Railway Station rank.

When we compare the 2022 results with the 2019 survey, the number of hires observed from Thursday morning to Sunday morning decreased by 28%.

Incidences of passenger waiting were observed, involving 52 passengers (out of 1,950 passengers observed over the three days). Incidences of passenger queuing were at a range of times on Thursday, Friday and Saturday.

Occasions when passengers had to wait for a Hackney Carriage to arrive at a rank were generally isolated events rather than lengthy continuous periods of queuing.

Volumes at the ranks are summarised in the following tables.

Thursday - Friday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>35</b>	<b>263</b>	<b>298</b>	<b>373</b>	<b>1.4</b>	<b>29</b>
Corporation Street	2	2	4	3	1.5	5
Saltergate	1	0	1	0	0.0	15
Stephenson Place	1	0	1	0	0.0	15
Knifesmith Gate	4	66	70	77	1.2	19
Chesterfield Railway Station	16	183	199	272	1.5	35
Holywell Street	6	11	17	19	1.7	14
Old Ship Lane	3	1	4	2	2.0	5
West Bars	2	0	2	0	0.0	5
Cavendish Street	0	0	0	0	0.0	0

**Table 1 - Summary of Rank Observation Results – Thursday to Friday totals**

Friday - Saturday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>37</b>	<b>347</b>	<b>384</b>	<b>589</b>	<b>1.7</b>	<b>32</b>
Corporation Street	0	2	2	5	2.5	0
Saltergate	1	1	2	1	1.0	0
Stephenson Place	1	0	1	0	0.0	25
Knifesmith Gate	5	55	60	73	1.3	17
Chesterfield Railway Station	19	176	195	291	1.7	46
Holywell Street	8	112	120	216	1.9	20
Old Ship Lane	1	1	2	3	3.0	3
West Bars	2	0	2	0	0.0	23
Cavendish Street	0	0	0	0	0.0	0

**Table 2 - Summary of Rank Observation Results –Friday to Saturday totals**

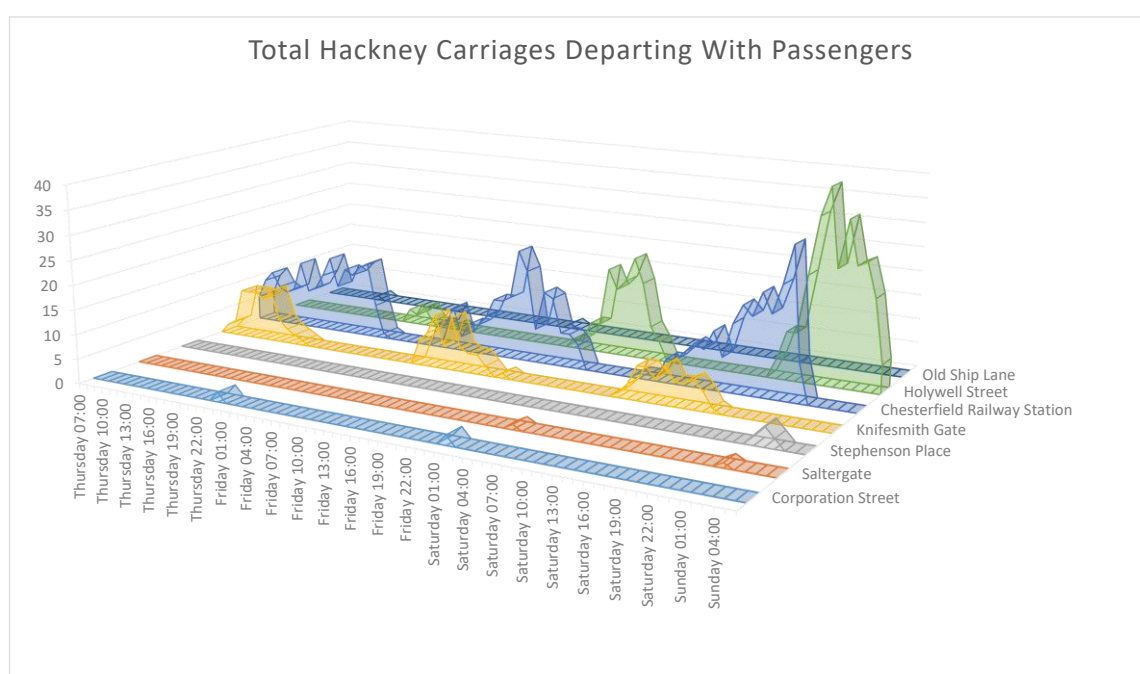
Saturday - Sunday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>90</b>	<b>519</b>	<b>609</b>	<b>988</b>	<b>1.9</b>	<b>18</b>
Corporation Street	0	0	0	0	0.0	0
Saltergate	2	1	3	1	1.0	3
Stephenson Place	3	8	11	14	1.8	5
Knifesmith Gate	6	52	58	65	1.3	19
Chesterfield Railway Station	21	204	225	372	1.8	30
Holywell Street	56	254	310	536	2.1	10
Old Ship Lane	1	0	1	0	0.0	10
West Bars	1	0	1	0	0.0	5
Cavendish Street	0	0	0	0	0.0	0

**Table 3 - Summary of Rank Observation Results –Saturday to Sunday totals**

All 3 days					
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage
<b>Total for all locations</b>	<b>162</b>	<b>1129</b>	<b>1291</b>	<b>1950</b>	<b>1.7</b>
Corporation Street	2	4	6	8	2.0
Saltergate	4	2	6	2	1.0
Stephenson Place	5	8	13	14	1.8
Knifesmith Gate	15	173	188	215	1.2
Chesterfield Railway Station	56	563	619	935	1.7
Holywell Street	70	377	447	771	2.0
Old Ship Lane	5	2	7	5	2.5
West Bars	5	0	5	0	0.0
Cavendish Street	0	0	0	0	0.0

**Table 4 - Aggregate Rank Observation Results Thursday to Sunday totals**

A comparative profile of hire activity across all rank locations is presented below.



Approximately 13% of Hackney Carriages left the ranks empty. It may be the case that many of these empty departures may have been responding to telephone bookings. Hackney Carriages which leave the rank empty have the effect of reducing the average waiting time observed.

Public consultation was undertaken through an online questionnaire. Stakeholder consultation was undertaken with minority group representatives, local businesses, hotels, licenced premises, the police and transport providers.

The consultation feedback indicated that:

- Consultation feedback from stakeholders, the public and the trade suggests that there are few issues with the availability of Hackney Carriages and the levels of service provided.
- The principal feedback from the trade was comments regarding the number of out of area licenced vehicles working in the area.
- Some hackney carriage drivers obtain a substantial proportion of hires through pre-booked hires, in addition to hires from ranks.

### ***Observations***

The proportion of the fleet which operated from the ranks during the survey period, was relatively low. Much of the fleet works away from the ranks and undertakes pre-booked hires for much of the time. The level of demand from ranks is not sufficient to sustain all Hackney Carriages in the fleet on purely rank based hires. Consequently there is an effective surplus of Hackney Carriages in the fleet, when we consider what is necessary to service rank based demand alone.

### ***Unmet need assessment***

Data from the taxi rank surveys was used, together with any indication from the public consultation surveys of frustration with non-availability of Hackney Carriages, to calculate an Index of Significant Unmet Demand (ISUD). The ISUD index value calculated from the survey results was 0.3. A value of less than 80 is normally taken as an indicator that there is no significant unmet demand. Whilst the ISUD value is a strong indicator, it should not be taken in isolation as the only valid evidence. Further evidence from stakeholder and public consultation indicated that there were normally sufficient Hackney Carriages available to satisfy demand.

### ***Future requirements***

There is currently an adequate supply of Hackney Carriages. No additional licences would be necessary to cater for foreseeable growth in general demand over the next three years. The low proportion of Hackney Carriage fleet observed working from the ranks suggests that there is capacity within the fleet to deal with any moderate rise in demand.

### ***Conclusions and recommendations***

The primary purpose of this study was to determine whether there is evidence of significant unmet demand. The evidence gathered suggests that there is **no significant unmet demand**.

It is recommended that there is no need to increase the number of Hackney Carriage licences at the present time, to meet the needs of the travelling general public.

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# 1 STUDY OBJECTIVES

## 1.1 General

This study has been conducted by LVSA on behalf of Chesterfield Borough Council.

The study is intended to fulfil the requirements of Section 16 of the 1985 Transport Act and to address the questions raised in the Department for Transport (DfT) 2010 Best Practice Guidance.

The objectives of the study may be broadly defined as:

- A survey of activity at taxi ranks
- Consultation with the trade
- Consultation with major stakeholders
- Comparison of licenced vehicle fleet size and composition, with other local authorities
- Assessment of unmet demand
- Conclusions

After introduction of the 1985 Transport Act, Leeds University Institute for Transport Studies developed a tool by which unmet demand could be evaluated and a determination made if this was significant or not. The tool was taken forward and developed as more studies were undertaken. Over time this 'index of significance of unmet demand' (ISUD) became accepted as an industry standard tool to be used for this purpose. Some revisions have been made following the few but specific court cases where various parties have challenged the policy of retaining a limit.

Some of the application has differed between Scottish and English authority's. This is mainly due to some court cases in Scotland taking interpretation of the duty of the licensing authority further than is usual in England and Wales, requiring current knowledge of the status of unmet demand at all times, rather than just at the snapshot taken every three years. However, the three-year survey horizon has become generally accepted given the advice of the BPG and most locations that review regularly do within that timescale.

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

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

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

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

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

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

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

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

In general, industry standards suggest (but specifically do not mandate in any way) that the determination of conclusions about significance of unmet demand should take into account the practicability of improving the standard of service through the increase of supply of vehicles.

It is also felt important to have consistent treatment of authorities as well as for the same authority over time, although apart from the general guidance of the BPG there is no clear stipulations as to what this means in reality, and certainly no mandatory nor significant court guidance in this regard.

During September 2018 the All-Party Parliamentary Group on taxis produced its long-awaited Final Report. There was a generally accepted call for revision to taxi licensing legislation and practice, including encouragement for local authorities to move towards some of the practical suggestions made within the Report. The Government has broadly supported the recommendations of this Task and Finish Group.

Despite some opposition from members of the group, the right to retain limits on hackney carriage vehicle numbers was supported, with many also supporting

adding a tool which would allow private hire numbers to be limited where appropriate, given reasonable explanation of the expected public interest gains. This latter option is now being taken forward in Scotland, with two studies published and the Scottish Government preparing guidance, although the Government response did not support this option.

As already stated, other groups have provided comments giving their views about licensing matters but the upshot remains no change in legislation from that already stated above.

In conclusion, the present legislation in England and Wales sees public fare-paying passenger carrying vehicles firstly split by passenger capacity. All vehicles able to carry nine or more passengers are dealt with under national public service vehicle licensing. Local licensing authorities only have jurisdiction over vehicles carrying eight or less passengers. Further, the jurisdiction focusses on the vehicles, drivers and operators but rarely extends to the physical infrastructure these use (principally ranks).

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

Drivers can either be split between ability to drive either hackney carriage or private hire, or be 'dual', allowed to drive either kind of vehicle. Whilst a private hire driver can only take bookings via an operator, with the 'triple-lock' applying that the vehicle, driver and operator must all be with the same authority, a hackney carriage driver can accept bookings on-street or by phone without the same stipulation required for private hire.

Recent legislation needing clarification has some operators believing they can use vehicles from any authority as long as they are legally licensed as private hire. At first, under the 'Stockton' case, this was hackney carriages operating as private hire in other areas (cross-border hiring). More recently, under the Deregulation Act, private hire companies are able to subcontract bookings to other companies in other areas if they are unable to fulfil their booking, but the interpretation of this has become quite wide.

The 'triple lock' licensing rule has also become accepted. A vehicle, driver and operator must all be under the same licensing authority to provide full protection to the passenger. However, it is also accepted that a customer can call any private hire company anywhere to provide their transport although many would not realise that if there was an issue it would be hard for a local authority to follow this up unless the triple lock was in place by the vehicle used and was for the area the customer contacted licensing.

Further, introduction of recent methods of obtaining vehicles, principally using 'apps' on mobile phones have also led to confusion as to how 'apps' usage sits with present legislation.

All these matters can impact on hackney carriage services, their usage, and therefore on unmet demand and its significance.

## 2 BACKGROUND

### 2.1 Definitions

This report refers to Taxis, Hackney Carriages and Private Hire Vehicles. Both Hackney Carriages and Private Hire Vehicles are licenced to operate within the Chesterfield Borough area.

Hackney Carriages may be hired in three ways. These are on street hailing, hire at a taxi rank and by booking by telephone, internet booking or taxi office booking.

Private Hire Vehicles may only be hired through advance booking. This is generally done by telephone or via internet booking, or at a Private Hire Vehicle operator's office.

In this report, the term 'Licenced Vehicles' is also used to encompass both Private Hire and Hackney Carriage vehicles.

The term taxi or taxis can variously refer to either Hackney Carriages on their own or Hackney Carriages and Private Hire Vehicles collectively. In order to limit ambiguity, this report generally uses the word taxi, to refer to Hackney Carriages.

Chesterfield Borough is the licensing authority for Hackney Carriage and Private Hire operators, drivers and vehicles within their area. They are able to specify the standards they require (over and above the legal minima) for operators, drivers and vehicles, they can regulate Hackney Carriage fares and specify the number of Hackney licences they issue.

### 2.2 DfT guidance on Unmet Demand surveys

In 2006 the Department for Transport (DfT) issued Good Practice Guidance to licensing authorities on the Hackney Carriage and Private Hire Vehicle (PHV) industry. This guidance was updated in 2010. It includes advice on the measurement of unmet demand.

Significant Unmet Demand (SUD) has two components:

- Observed or 'patent' demand – that which is directly observable
  - Latent or 'suppressed' demand – that which is released by additional supply.
- Where a limit has been imposed, the DfT recommend that surveys be repeated every three years to confirm that unmet demand had not arisen.

If the result of an unmet demand survey should demonstrate that there is evidence of significant unmet demand, the recommended actions for a licensing authority may be to either raise the limit on Hackney Carriage numbers to an appropriate level, or to remove the limit all together.

If the result of an unmet demand survey should demonstrate that there is no evidence of unmet demand, then a third choice of action becomes available to the licensing authority, which is to keep the cap in place at the same level.

A licensing authority may choose at any time, to raise or remove a limit on Hackney Carriage numbers, but in order to retain or impose a limit, good practice guidance suggests that an unmet demand survey is required and that the result shows that there is no evidence of unmet demand.

The DfT guidance considers the level of service to passengers foremost. The guidance suggests that quantity restrictions should only be introduced or retained if this is of benefit to the travelling public.

### **2.3 Observed unmet demand**

Observed unmet demand is determined from direct observation of passenger waiting times at representative taxi ranks and at representative times of day. Where the supply of Hackney Carriages at a particular time and location is inadequate, intending passengers will have to wait until a Hackney Carriage arrives. Where this waiting time becomes excessive there is unmet demand and where this occurs at a number of locations or for lengthy periods it constitutes Significant Unmet Demand.

### **2.4 Latent unmet demand**

Where potential passengers are deterred from using Hackney Carriages through the assumption or knowledge that waiting times will be high, these passengers may decide not to travel or use an alternative means of transport. These passengers will not feature in the taxi rank surveys. Therefore to get an estimate of this latent demand an alternative form of survey is required. This generally consists of online surveys of the public and face to face interviews with pedestrians to enquire about their experience in hiring and using taxis. Such a survey can also provide other information on taxi use.

### **2.5 Other Surveys**

The DfT guidance also recommends that stakeholders such as taxi providers and representatives of groups which rely heavily on taxis are contacted for their opinions on the number of taxis and the possible impact of licence quantity controls.

### **2.6 Breakdown of the Hackney Carriage trade**

Markets and hire methods typically targeted by Hackneys, in the UK, include:

- Public, private and unofficial ranks;
- Flag down/on-street;
- Telephone / radio bookings
- Contract work for statutory authorities such as for education authorities or social services;
- Commercial contract work;
- One off/occasional private hire for individuals or organisations;
- Evening leisure;
- Daytime shopping/social/business;
- Tourism
- Various combinations of the above that 'fit together' in time

Practices vary by location. For example, in some locations, a large proportion of work is serviced by radio bookings, whereas in other areas, work is based almost solely on rank based hire.

In some areas almost all of the trade may focus on one particular aspect of the market at the same time (i.e. school contracts) causing there to be unmet demands in other parts of the market at that time.

The market for taxis – both Private Hire Vehicles and Hackneys is therefore influenced by many factors – both on the demand and the supply side. Demand for example is influenced by:

- The overall population,
- Levels of demand related to business travel and tourism,
- The extent of car ownership,
- Availability of other transport including public, community and private transport,
- Levels of mobility impairment and disability,
- Seasonality,

The extent and hours of the night time economy will affect demand. The market will also be influenced by the supply of Hackney and PHVs, in terms of the quality, affordability and quantity of provision – both perceived and actual.

## **2.7 Background to the Hackney Carriage Market in Chesterfield Borough**

At the time of the survey, Chesterfield Borough licenced 145 hackney carriages. This provides Chesterfield Borough with a hackney carriage provision of one hackney per 707 resident population. The fleet consists of a mix of saloon and estate car vehicles, smaller wheelchair accessible vehicles and larger 'taxi type' wheelchair accessible vehicles.

## **2.8 Provision of Hackney Carriage Stands**

There were 8 official or established ranks located across the Chesterfield licensing area and three informal areas, which were observed during this survey.

The official ranks were:

- Chesterfield Railway Station
- Cavendish Street
- Stephenson Place
- Saltergate
- Coach Station Car Park
- Vicar Lane, Old Ship Lane
- Knivesmith Gate
- West Bars

The informal areas also surveyed were

- Corporation Street
- Holywell Street

The area of Holywell Street observed was split into three observation zones. Holywell Street section A extended from the junction with Corporation Street, to the junction with Stephenson Place. Section B extended from the junction with Stephenson Place, to the junction with Saltergate. Section C extended from the junction with Saltergate to the junction with Durrant Road.

## 2.9 Fares ranking

Private Hire and Taxi Monthly magazine publish monthly league tables of the fares for 357 authorities. These are ranked from 1 to 345, with 1 being the most expensive.

Chesterfield was ranked 226 out of 345 authorities in the December 2022 table.

## 3 BENCHMARKING

### 3.1 Introduction

In order to compare the current level of taxi provision in Chesterfield Borough, a comparison has been prepared which benchmarked Chesterfield Borough against other licensing authorities in the East Midlands Region, as defined by the Department for Transport.

The proportion of Hackney Carriages and Private Hire Vehicles, per 1,000 population (mid 2020 values), for all authorities in the region, is presented in Table 5 and Figure 1. Authorities are grouped by those which limit the number of Hackney Carriages and those which do not. These groups are each ordered in terms of increasing proportions of total licenced vehicles per 1,000 population.

### 3.2 Fleet Composition

The statistics presented for comparison of fleet composition are derived from Department for Transport statistics collected in 2019. This was the latest set of statistics available when the report was prepared.

Population and licenced vehicle statistics for each of the comparator areas are presented in Table 5. The population statistics for each authority area was derived from mid-2018, estimates which were the latest statistics available.

It should be noted that the Department for Transport statistics indicate a total of 138 Hackney Carriages licensed in Chesterfield. The number of issued licences exceeds the limit for the number of Hackney Carriages, which is set at 110 Hackney Carriages.



**Table 5 - Licenced vehicle statistics**

Licensing Area	Mid 2020 population estimate	Hackney Carriages	Private Hire Vehicles	Total licenced vehicles	Hackney Carriages per 1,000 population	Private Hire Vehicles per 1,000 population	Total licenced vehicles per 1,000 population
Corby [Limited]	72,218	114	89	203	1.6	1.2	2.8
High Peak [Limited]	92,633	127	165	292	1.4	1.8	3.2
Lincoln [Limited]	100,049	31	290	321	0.3	2.9	3.2
Northampton [note 3] [Limited]	224,610	97	824	921	0.4	3.7	4.1
Leicester [Limited]	354,036	227	1,320	1,547	0.6	3.7	4.4
Nottingham [Limited]	337,098	233	1,387	1,620	0.7	4.1	4.8
<b>Chesterfield [Limited]</b>	<b>104,930</b>	<b>138</b>	<b>484</b>	<b>622</b>	<b>1.3</b>	<b>4.6</b>	<b>5.9</b>
Blaby [No Limit]	101,950	35	39	74	0.3	0.4	0.7
Newark and Sherwood [No Limit]	123,127	69	22	91	0.6	0.2	0.7
West Lindsey [No Limit]	96,186	55	26	81	0.6	0.3	0.8
Broxtowe [No Limit]	114,627	107	6	113	0.9	0.1	1.0
Mansfield [No Limit]	109,351	72	36	108	0.7	0.3	1.0
Bassetlaw [No Limit]	118,280	56	63	119	0.5	0.5	1.0
Melton [No Limit]	51,394	34	18	52	0.7	0.4	1.0
Harborough [No Limit]	95,537	81	16	97	0.8	0.2	1.0
Bolsover [No Limit]	81,305	6	80	86	0.1	1.0	1.1
Hinckley and Bosworth [No Limit]	113,666	88	39	127	0.8	0.3	1.1
Charnwood [No Limit]	188,416	153	64	217	0.8	0.3	1.2
East Northamptonshire [note 3] [No Limit]	94,527	37	72	109	0.4	0.8	1.2
South Derbyshire [No Limit]	109,516	0	127	127	0.0	1.2	1.2
North Kesteven [No Limit]	118,149	39	114	153	0.3	1.0	1.3
North East Derbyshire [No Limit]	102,216	4	132	136	0.0	1.3	1.3
Daventry [note 3] [No Limit]	85,950	100	15	115	1.2	0.2	1.3
Amber Valley [No Limit]	128,829	114	59	173	0.9	0.5	1.3
Erewash [No Limit]	115,332	142	35	177	1.2	0.3	1.5
North West Leicestershire [No Limit]	104,809	109	90	199	1.0	0.9	1.9
Derbyshire Dales [No Limit]	72,422	96	46	142	1.3	0.6	2.0
South Holland [No Limit]	95,857	34	156	190	0.4	1.6	2.0
South Kesteven [No Limit]	143,225	275	31	306	1.9	0.2	2.1
East Lindsey [No Limit]	142,030	133	187	320	0.9	1.3	2.3
Rushcliffe [No Limit]	121,416	17	268	285	0.1	2.2	2.3
South Northamptonshire [note 3] [No Limit]	94,490	0	225	225	0.0	2.4	2.4
Wellingborough [note 3] [No Limit]	79,707	35	161	196	0.4	2.0	2.5
Rutland [No Limit]	40,476	31	75	106	0.8	1.9	2.6
Boston [No Limit]	70,837	122	113	235	1.7	1.6	3.3
Ashfield [No Limit]	128,337	164	293	457	1.3	2.3	3.6
Derby [No Limit]	256,814	183	774	957	0.7	3.0	3.7
Gedling [No Limit]	118,239	643	102	745	5.4	0.9	6.3
Oadby and Wigston [No Limit]	57,313	440	25	465	7.7	0.4	8.1

Statistics for Fleet composition are presented in Figure 1

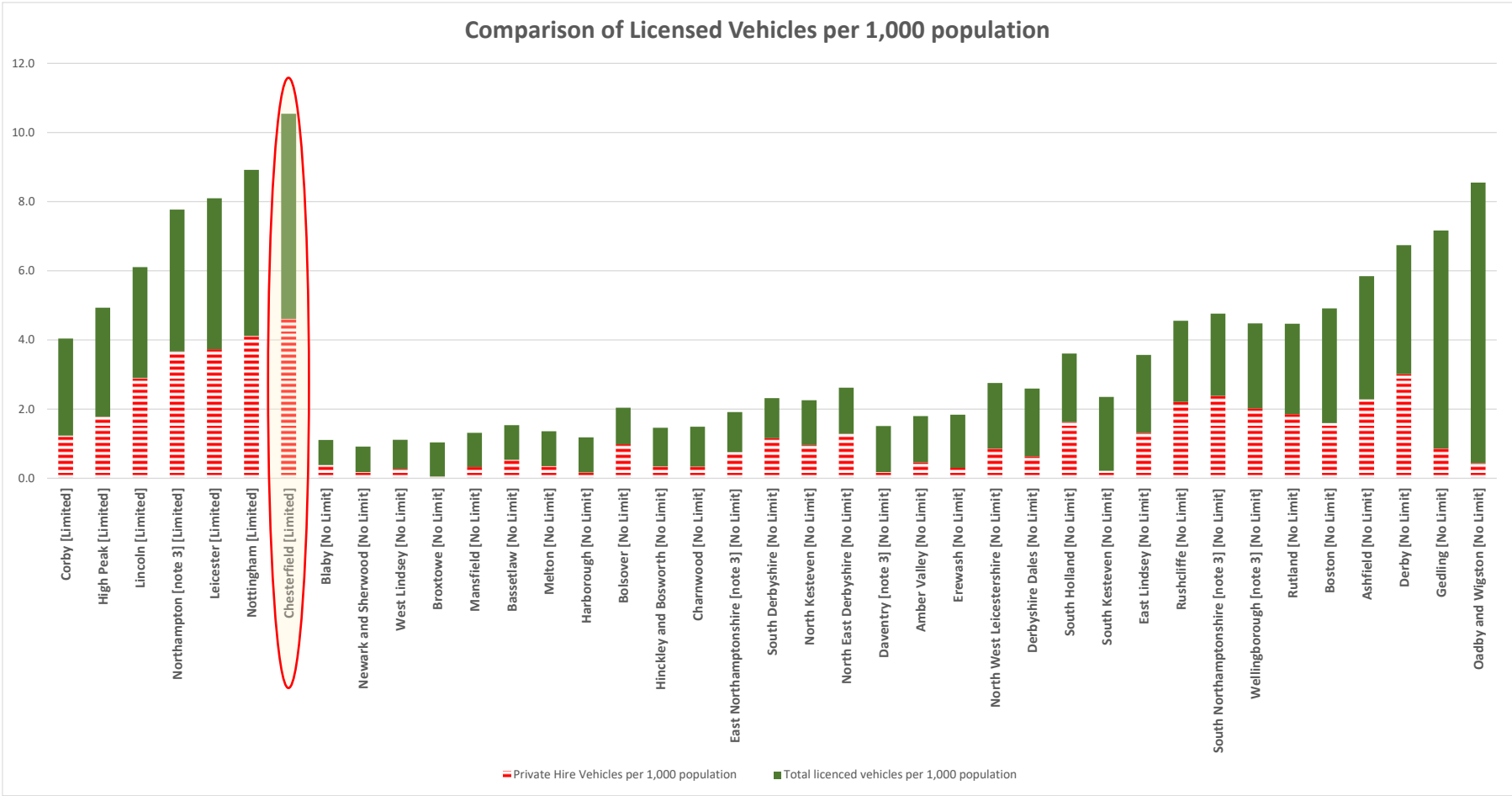


Figure 1 - Fleet composition comparison

The number of Hackney Carriages per 1,000 population in Chesterfield Borough is ranked third out of the seven authorities which limit numbers (higher ranking equates to a higher proportion of provision). Of all of the authorities in the region, (39) Chesterfield Borough is ranked 8<sup>th</sup> for the number of Hackney Carriages per 1,000 population. These proportions suggest a relatively high level of provision of Hackney Carriages per 1,000 population in the region.

With respect to private hire vehicles, Chesterfield ranks 1<sup>st</sup> out of 39 authorities in terms of private hire vehicles per 1,000 population. i.e. Chesterfield has the highest level of private hire vehicle provision.

### **3.3 Historic licenced vehicle and driver profiles**

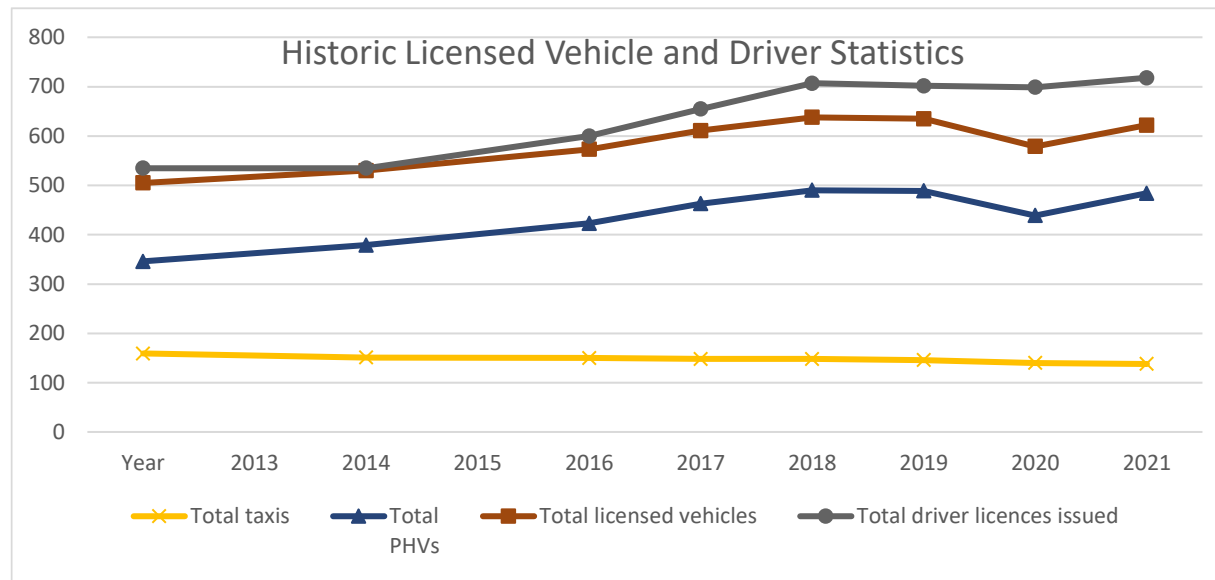
The number of hackney carriages, private hire vehicles and licensed vehicle drivers is presented in Table 6 and Figure 2.

The historic profile of wheelchair accessible licensed vehicles is presented in Figure 3.

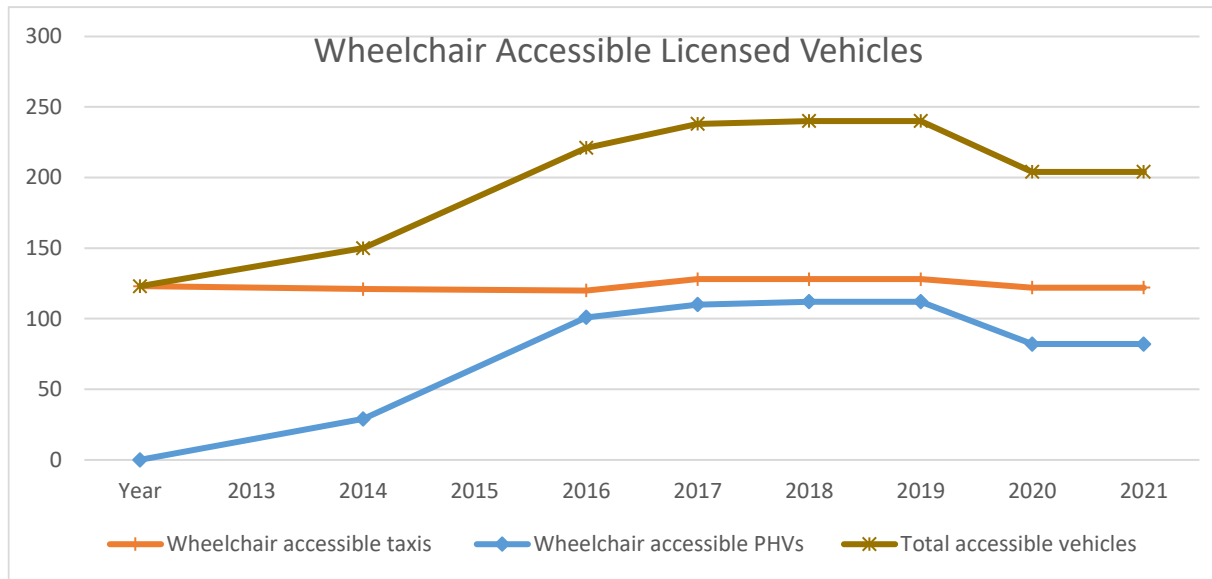


**Table 6 - Historic licensing data**

Year	Wheelchair accessible taxis	Other taxis	Total taxis	Wheelchair accessible PHVs	Other PHVs	Total PHVs	Total licensed vehicles	Total driver licences issued	Total accessible vehicles	Ratio of drivers to vehicles
2013	123	36	159	0	346	346	505	535	123	1.06
2015	121	30	151	29	350	379	530	535	150	1.01
2017	120	30	150	101	322	423	573	600	221	1.05
2018	128	20	148	110	353	463	611	655	238	1.07
2019	128	20	148	112	378	490	638	707	240	1.11
2020	128	18	146	112	377	489	635	702	240	1.11
2021	122	18	140	82	357	439	579	699	204	1.21
2022	122	16	138	82	402	484	622	718	204	1.15



**Figure 2 - Historic licensing statistics**



**Figure 3 - Historic wheelchair accessible vehicle statistics**

The historic licensing data indicated a drop in the number of private hire vehicles in 2020. This was common throughout the UK, owing to the impact of Covid-19 on the economy and on passenger demand. In many parts of the UK, the number of drivers actively working as licensed vehicle drivers dropped at the same time and many of these licensed drivers did not return to driving licensed vehicles when demand recovered. The number of licensed vehicle drivers do not necessarily reflect the number of drivers who are active in the industry.

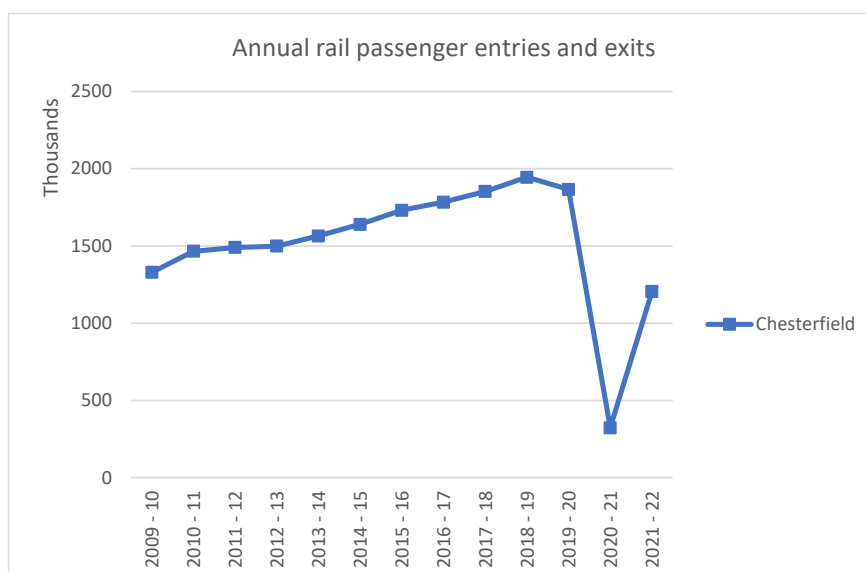
### 3.4 Rail Passenger growth

Chesterfield has a mainline railway station, with frequent services passing through. The volume of hires which Hackney Carriage drivers, waiting on the station ranks, can expect, clearly relates to the volume of passengers passing through the station. Therefore, it is useful to consider trends in rail passenger footfall at the Railway Station and consider how this may affect demand for licensed vehicles.

Historic passenger volume trends are presented in Table 7 and Figure 4.

Year	Chesterfield
2009 - 10	1,328,866
2010 - 11	1,465,990
2011 - 12	1,490,616
2012 - 13	1,498,814
2013 - 14	1,564,882
2014 - 15	1,640,288
2015 - 16	1,731,432
2016 - 17	1,783,870
2017 - 18	1,852,786
2018 - 19	1,944,524
2019 - 20	1,866,000
2020 - 21	322,942
2021 - 22	1,204,996

**Table 7 – Annual Railway Passenger Statistics**



**Figure 4 – Profile of annual rail passengers**

Passenger volumes through Chesterfield Railway Station have increased steadily year on year, in recent years, until the impact of Covid-19 dramatically reduced travel demand in 2020. Since Covid-19 related travel restrictions were lifted, the volume of rail passengers has increased. However, levels of patronage have not recovered to pre-Covid levels.

As a consequence of reduced rail passenger numbers, the demand for licensed vehicles associated with rail travel is likely to have been reduced, when compared with pre-Covid-19 levels. It is not the case that all rail passenger demand is met by Hackney Carriage, some licensed vehicle trips are undertaken using private hire vehicles.

## 4 TAXI RANK SURVEYS

### 4.1 Current taxi ranks

The observation of activity at taxi ranks incorporated a range of locations where Hackney Carriages were known to wait for fares. These included locations which are not formally marked or designated as taxi ranks and the rank at the Railway Station, which, whilst marked as a taxi rank, is on private land and not controlled by the local authority. Hackney Carriage owners who wish to use the Railway Station rank, have to pay a fee to the Railway Operator for a permit to operate on this rank.

There were 9 official or established ranks (including the Railway Station) located across the Chesterfield licensing area and three informal areas, which were observed during this survey.

The official ranks were:

- Chesterfield Railway Station
- Cavendish Street
- Stephenson Place
- Saltergate
- Coach Station Car Park
- Vicar Lane, Old Ship Lane
- Knifesmith Gate
- West Bars

The informal areas also surveyed were

- Corporation Street
- Holywell Street

The area of Holywell Street observed was split into three observation zones. Holywell Street section A extended from the junction with Corporation Street, to the junction with Stephenson Place. Section B extended from the junction with Stephenson Place, to the junction with Saltergate. Section C extended from the junction with Saltergate to the junction with Durrant Road.

### 4.2 Rank surveys

The ranks were surveyed continuously from 7.00 on Thursday 13<sup>th</sup> October 2022 to 7.00 on Sunday 16<sup>th</sup> October 2022. Cameras were used to record activity during these periods at all ranks.

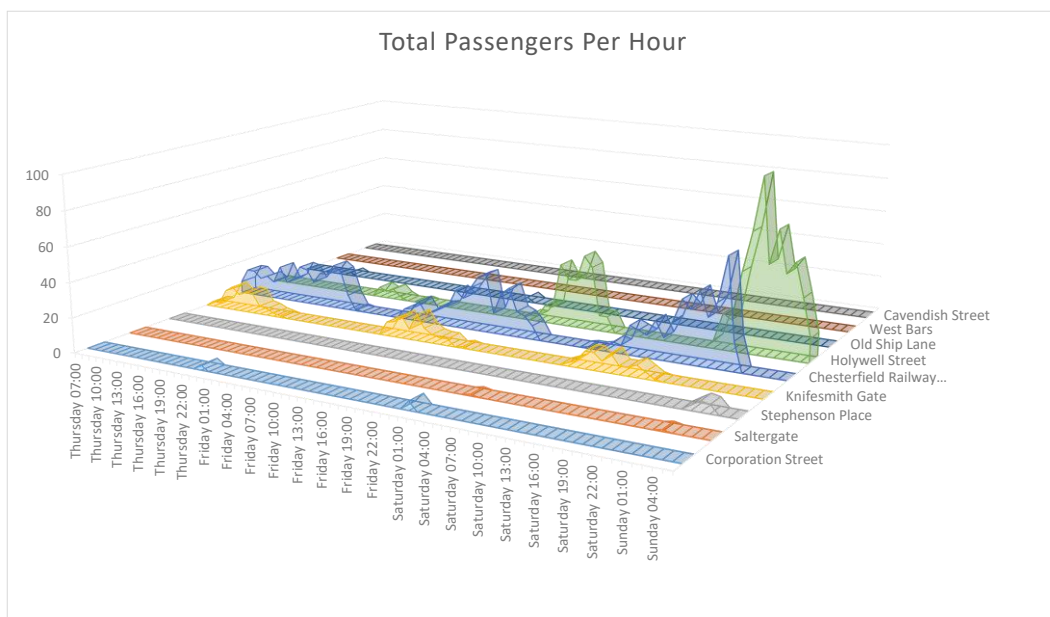
### 4.3 Rank survey results

Results are presented in this chapter as graphs of Hourly Passenger Volumes, Hourly Hackney Carriage Volumes, Average Hackney Carriage waiting time each hour and Hackney Carriage Queue Lengths in five minute increments.

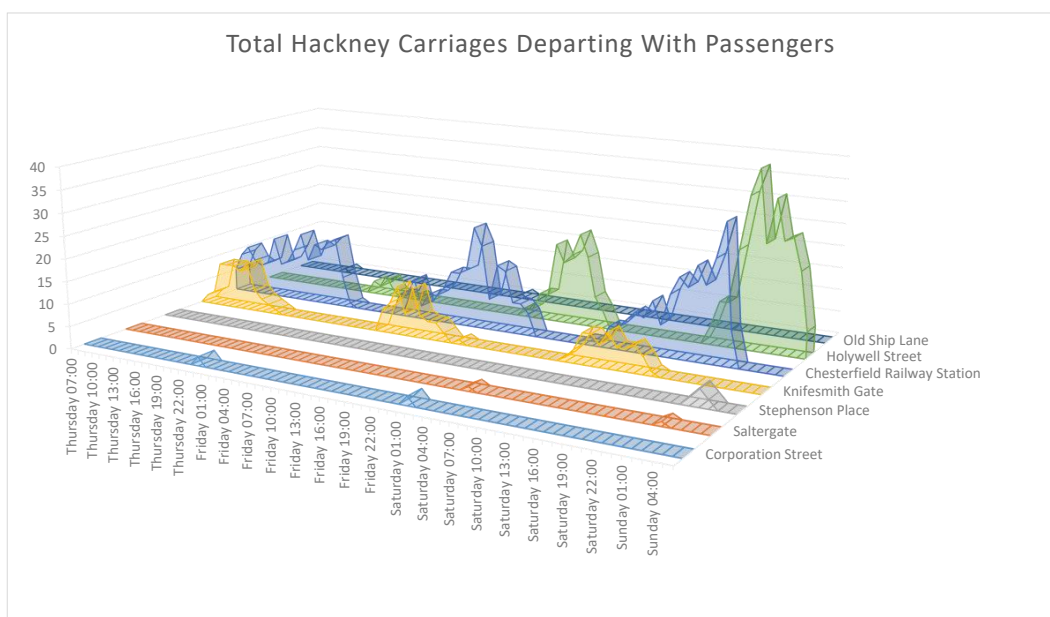


Passenger waiting times were recorded when passengers arrived at a taxi rank and there were no taxis waiting at the rank, i.e. passengers had to wait for a Hackney Carriage to arrive at the rank.

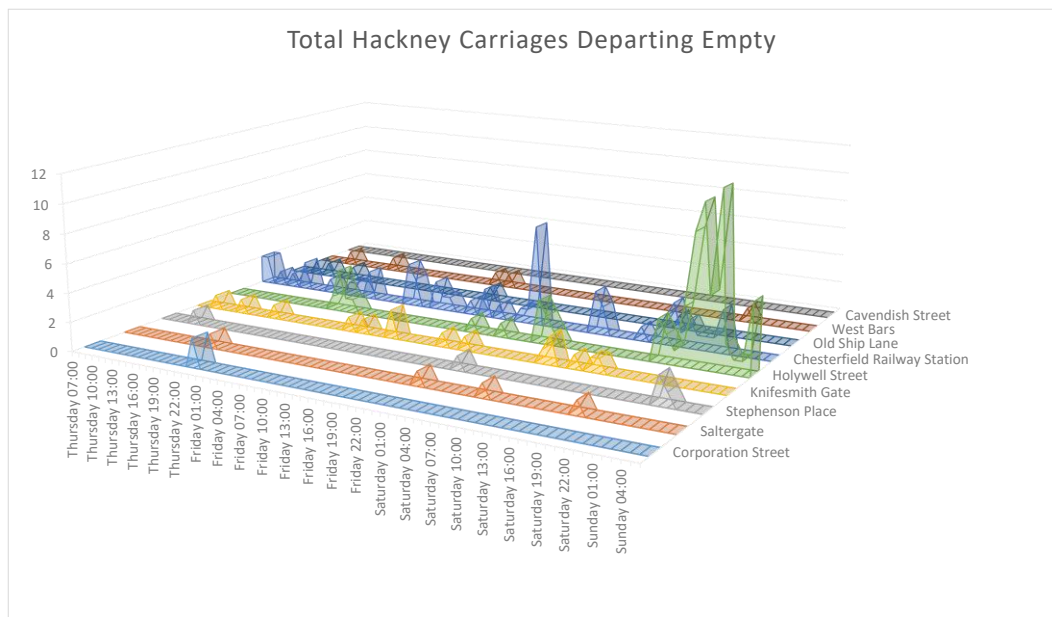
It is worth noting that the prevalent condition at the locations surveyed was that taxis queued, waiting for passengers, during the periods when the ranks were active. Therefore, for the majority of the times surveyed, passengers arrived at the taxi ranks and a Hackney Carriage was waiting and ready for immediate boarding. On these occasions, the recorded passenger wait time was zero.



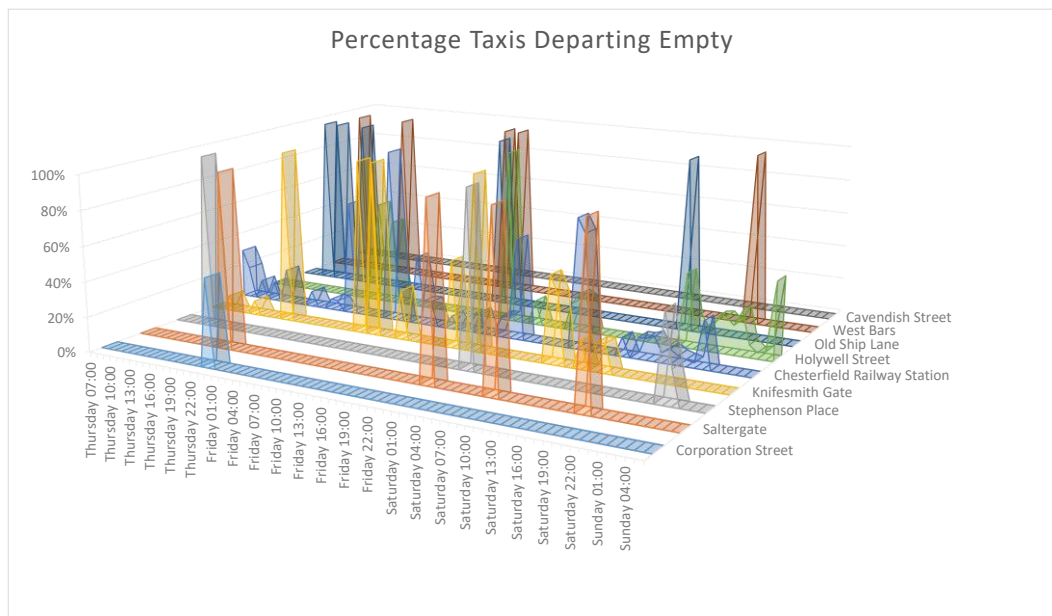
**Figure 5 – Passengers Per Hour**



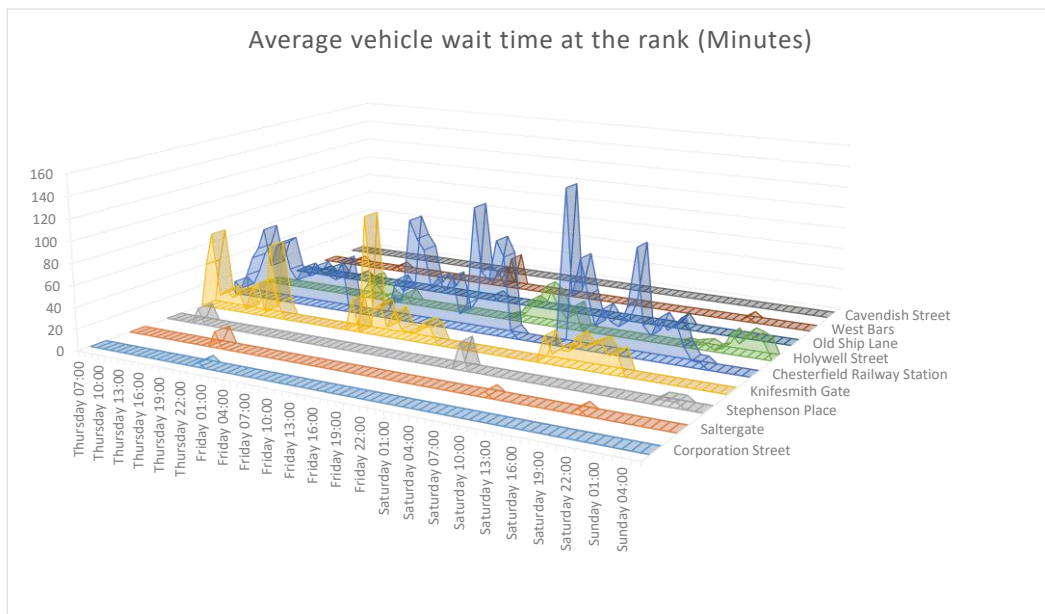
**Figure 6 – Hackney Carriages carrying passengers, Per Hour**



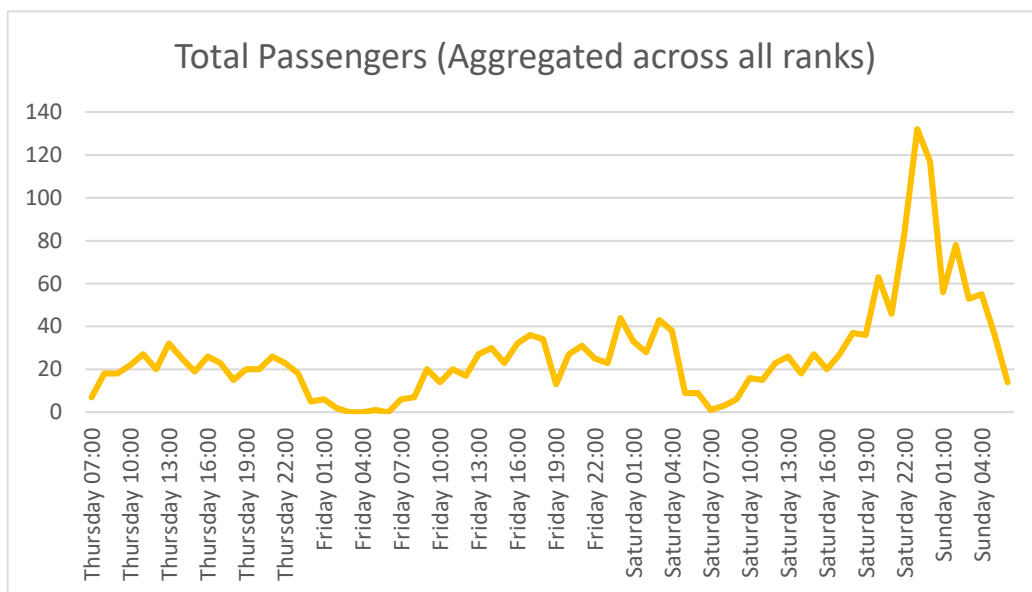
**Figure 7 – Hackney Carriages departing ranks without passengers**



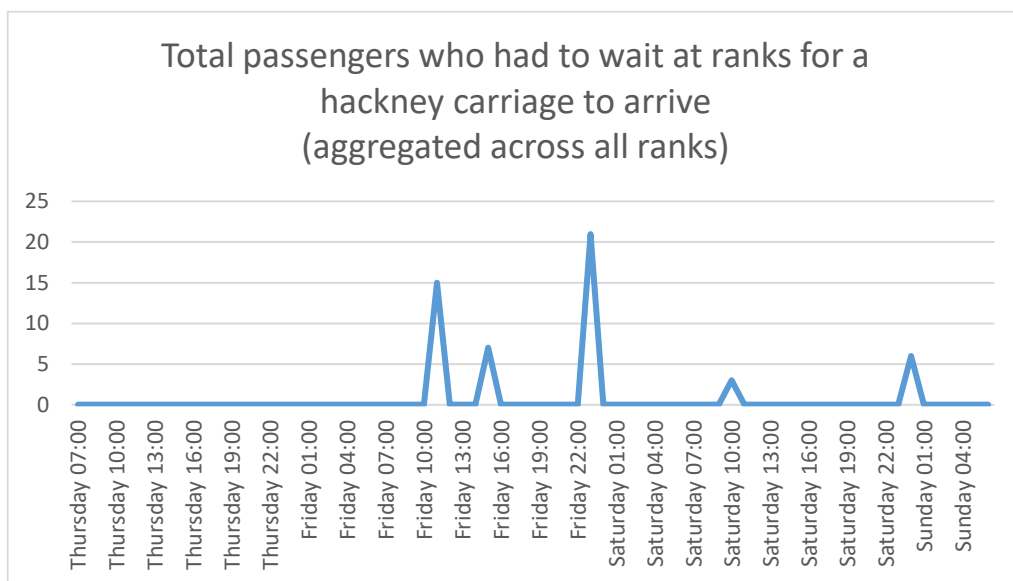
**Figure 8 – Percentage of Hackney Carriages departing ranks without passengers.**



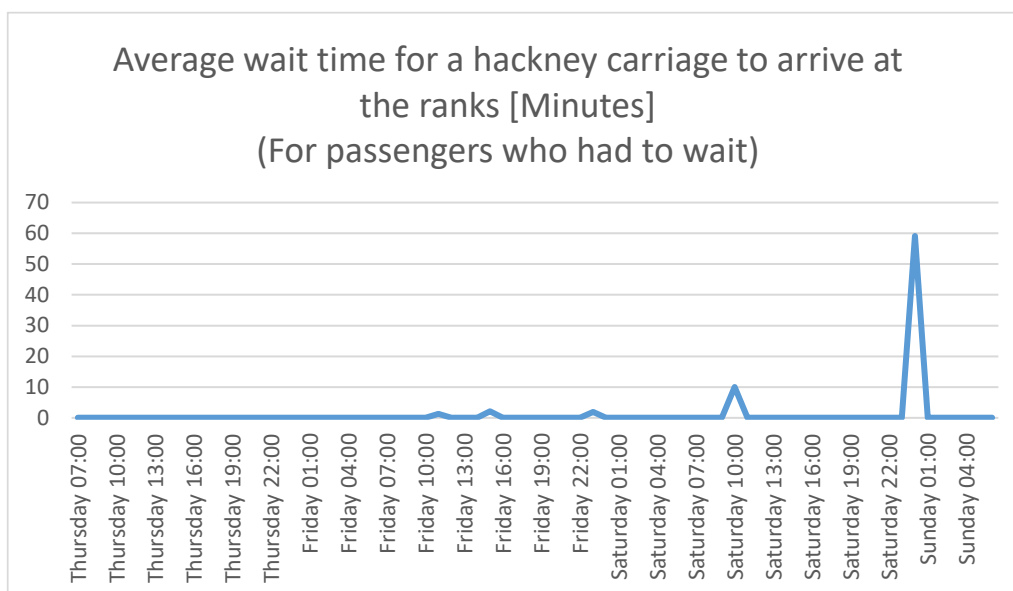
**Figure 9 – Average duration of Hackney Carriage vehicle wait times at ranks**



**Figure 10 – Passenger volume profile across all ranks**



**Figure 11 – Total passengers who have had to wait at ranks**



**Figure 12 – Average passenger waiting times**

## 4.4 Summary of results

The results of the rank surveys, in terms of passenger and vehicle statistics are presented in the following tables, for each day surveyed. The results separately report the volume of taxis which leave the rank with passengers and those taxis which leave the rank empty. The average vehicle wait time for Hackney Carriages is also presented, for each rank.

**Table 8 Thursday Rank Summary Results**

Thursday - Friday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>35</b>	<b>263</b>	<b>298</b>	<b>373</b>	<b>1.4</b>	<b>29</b>
Corporation Street	2	2	4	3	1.5	5
Saltergate	1	0	1	0	0.0	15
Stephenson Place	1	0	1	0	0.0	15
Knifesmith Gate	4	66	70	77	1.2	19
Chesterfield Railway Station	16	183	199	272	1.5	35
Holywell Street	6	11	17	19	1.7	14
Old Ship Lane	3	1	4	2	2.0	5
West Bars	2	0	2	0	0.0	5
Cavendish Street	0	0	0	0	0.0	0

**Table 9 Friday Rank Summary Results**

Friday - Saturday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>37</b>	<b>347</b>	<b>384</b>	<b>589</b>	<b>1.7</b>	<b>32</b>
Corporation Street	0	2	2	5	2.5	0
Saltergate	1	1	2	1	1.0	0
Stephenson Place	1	0	1	0	0.0	25
Knifesmith Gate	5	55	60	73	1.3	17
Chesterfield Railway Station	19	176	195	291	1.7	46
Holywell Street	8	112	120	216	1.9	20
Old Ship Lane	1	1	2	3	3.0	3
West Bars	2	0	2	0	0.0	23
Cavendish Street	0	0	0	0	0.0	0

**Table 10 Saturday Rank Summary Results**

Saturday - Sunday						
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage	Average vehicle wait time at the ranks per hackney carriage (minutes)
<b>Total for all locations</b>	<b>90</b>	<b>519</b>	<b>609</b>	<b>988</b>	<b>1.9</b>	<b>18</b>
Corporation Street	0	0	0	0	0.0	0
Saltergate	2	1	3	1	1.0	3
Stephenson Place	3	8	11	14	1.8	5
Knifesmith Gate	6	52	58	65	1.3	19
Chesterfield Railway Station	21	204	225	372	1.8	30
Holywell Street	56	254	310	536	2.1	10
Old Ship Lane	1	0	1	0	0.0	10
West Bars	1	0	1	0	0.0	5
Cavendish Street	0	0	0	0	0.0	0

**Table 11 Summary of 3 days results**

All 3 days					
Rank location	Total hackney carriages departing the ranks empty	Total hackney carriages departing the ranks with passengers	Total hackney carriages departing the ranks	Total passengers departing the ranks	Average passengers per hackney carriage
<b>Total for all locations</b>	<b>162</b>	<b>1129</b>	<b>1291</b>	<b>1950</b>	<b>1.7</b>
Corporation Street	2	4	6	8	2.0
Saltergate	4	2	6	2	1.0
Stephenson Place	5	8	13	14	1.8
Knifesmith Gate	15	173	188	215	1.2
Chesterfield Railway Station	56	563	619	935	1.7
Holywell Street	70	377	447	771	2.0
Old Ship Lane	5	2	7	5	2.5
West Bars	5	0	5	0	0.0
Cavendish Street	0	0	0	0	0.0

## 4.5 Commentary on results

When we compare the number of hires observed during the 2019 survey (1,575) with those observed during the 2022 survey, the 2022 total of 1,129 hires was 446 (28%) lower than the 2019 total number of hires.

Activity was dominated by the Railway Station rank, which accounted for 50% of all hires. Daytime rank hire activity was focussed on the Railway Station and Knifesmith Gate rank. Early evening activity was focussed on the Railway Station rank. Late night activity was dominated on Friday and Saturday nights by informal ranking on Holywell Street.

During the 2019 survey, much of the night time rank activity was shared between Stephenson Place and Holywell Street. However, during the 2022 survey, most of this activity had transferred to Holywell Street, with very little rank activity on Stephenson Place.

In addition to hackney carriages departing the ranks with passengers, there were also departures from the ranks by empty hackney carriages. It is understood from trade consultation that much of the Hackney Carriage fleet relies on pre-booked hires to augment rank based work. It is likely that many of the empty departures

were in response to pre-booked hires, either through booking circuits or by direct arrangement with the driver.

Empty departures accounted for 13% of all Hackney Carriage departures from the ranks. This was around half of the proportion of empty departures observed during the 2019 survey.

A total of 1,950 passengers were observed over the 3 days of survey. Of these passengers, 52 had to wait for a Hackney Carriage to arrive at the rank. This equates to 3% of passengers.

#### 4.6 Fleet deployment profile

Sample observations were undertaken, during each hour that each rank was active, to estimate the average time between a Hackney Carriage leaving the rank, following a hire and returning to the rear of the rank. This information, coupled with the hourly volume of hires, enables an estimate of how many Hackney Carriages were active, but not waiting at the rank. A representative estimate of the number of Hackney Carriages active but not at the rank, was calculated for each hour, for each active rank.

To illustrate this process, the following example is used. Say the average time taken to return to a rank, following a hire, is 18 minutes. At the rank, there are 5 hires per hour. Therefore, on average, a hire occurs every 12 minutes (5 per hour). In this example, at the start of the hour, the first hire occurs. After 12 minutes, the second hire occurs, at this point, the first vehicle hired has not yet returned to the rank. So, once the second hired vehicle has left the rank, two vehicles are travelling and not at the rank. After 18 minutes, the first vehicle returns to the rank, leaving one vehicle travelling and not at the rank. After 24 minutes total elapsed time, the next hire occurs and so, once again, two vehicles are travelling and not at the rank. This process continues and the number of vehicles travelling, having been hired, varies between one and two. An average number of vehicles active, away from the rank can thus be calculated as:

$$\frac{(\text{number of hires per period}) \times (\text{average return time, in minutes})}{(\text{length of period in minutes})}$$

$$= \frac{5 \times 18}{60}$$

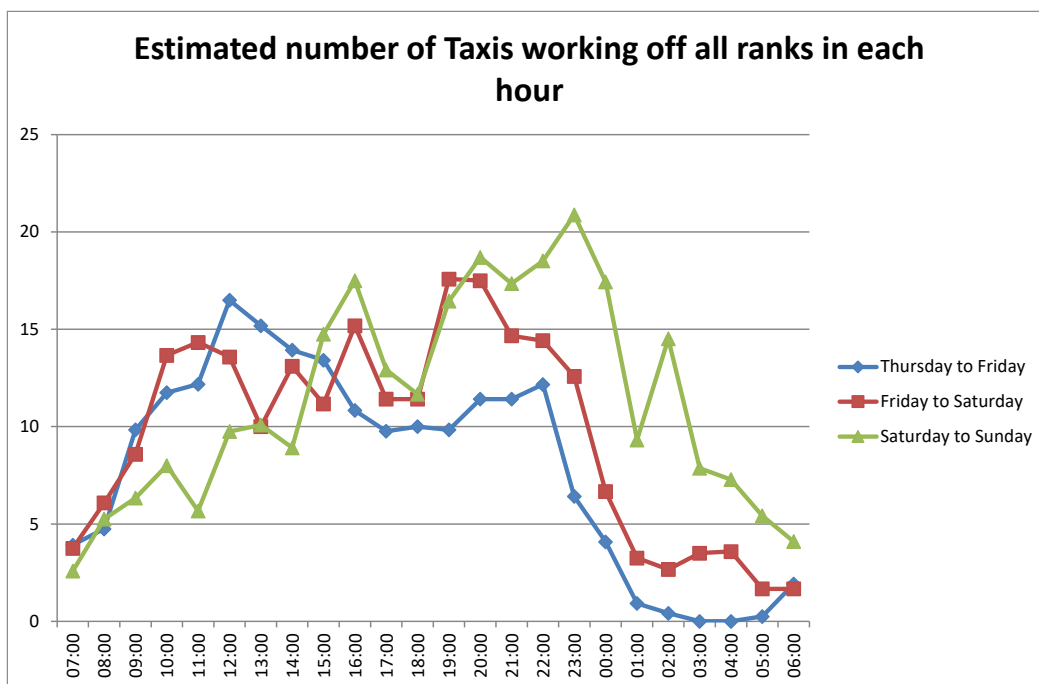
$$= 1.5 \text{ Hackney Carriages (average)}$$

This calculated number of Hackney Carriages active and away from the rank, can be added to the average number of Hackney Carriages waiting at the rank, to derive the number of Hackney Carriages working from each rank, in each hour.

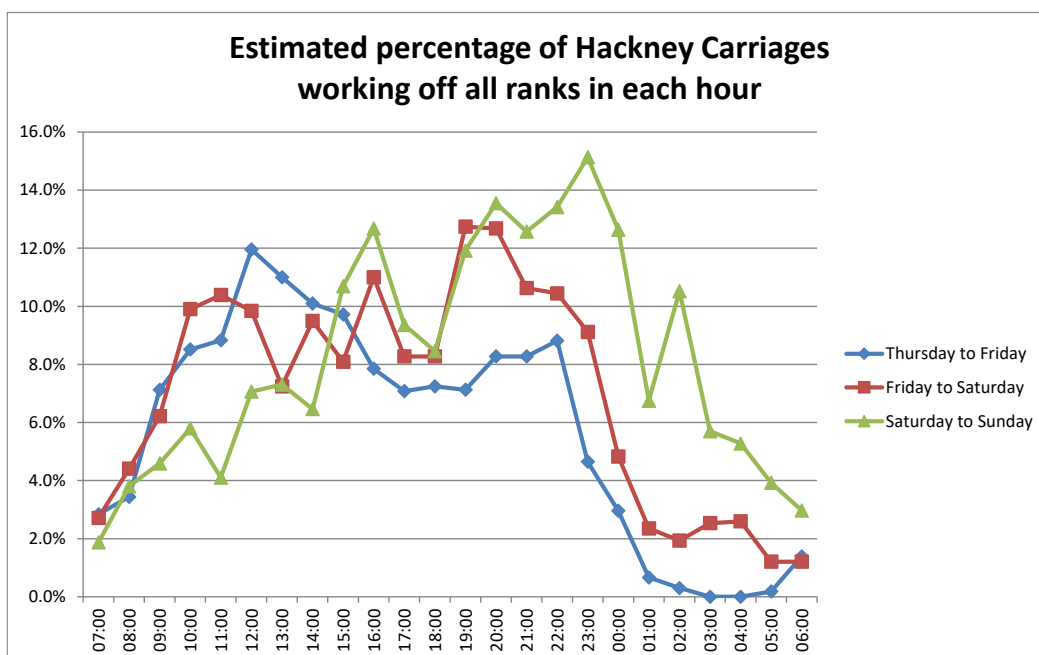
The calculated number of Hackney Carriages working from each rank, was aggregated across all ranks, for each hour observed.

The number of Hackney Carriages working in each hour is presented in Figure 13. The proportion of the fleet working in each hour is presented in Figure 14.





**Figure 13 - Estimated number of Hackney Carriages working each hour**



**Figure 14 - Estimated proportion of the Hackney Carriage fleet working each hour**

Hackney Carriage drivers tend to adopt work patterns that fit with other commitments and with variations in demand. Consequently, more drivers tend to work at busy times and fewer at quieter times. Family commitments such as taking children to and from school and other activities can also reduce the level of availability at certain times.

Hackney carriage demand intensity varies at different times of day and from day to day through the week. Commonly, Saturday night is the period of peak demand.

If we consider that there are seven working days and two shifts per day, we can consider that individual drivers may choose to work say five shifts per week out of a possible 14 shifts. Some drivers choose to work a pattern of split shift working, some work part time and some vehicles are used by more than one driver. However, for the sake of assessing the profile of use, it is useful to compare with a simplified pattern of work, of five shifts from 14. If the choice of shifts worked were evenly distributed then at any given time we would expect the proportion of the fleet operating on working shifts to be 5 shifts divided by 14 potential shifts, or 35.7% of the fleet operating at any given time, if each vehicle had a single driver and each driver worked full time, 5 shifts per week. An allowance for holidays (20 days plus public holidays) would reduce this proportion to around 28%. In practice, with demand varying at different times of day and some days busier than others, the proportion of the fleet operating would vary around the 28%. We would expect to see higher proportions of the fleet operating from the ranks at busy times.

The greatest proportion of the fleet was operating on Saturday evening, during the period of peak demand. However, the proportion of the fleet working from the ranks during this peak period was below the median level of around 28% and consequently, well below the expected increase above 28% that we might otherwise expect to see.

One potential explanation for a low proportion of the fleet operating from the ranks, is that some drivers work part time and / some vehicles are rarely in use. Another potential explanation is that only a proportion of Hackney Carriage hires are obtained from ranks and that for much of the time when these vehicles are operating, they are obtaining hires elsewhere and not visiting the ranks.

The number of hackney carriages observed working from ranks was lower in 2022 than observed during the 2019 survey. Reduced levels of demand would also lead to lower levels of attendance at taxi ranks.

Feedback from the trade suggests that many Hackney Carriages obtain hires through Private Hire Operators and through direct hires by telephone. Consequently, some of these vehicles only visit the ranks when pre-booked hire demand reduces. Others may rarely visit ranks and primarily work on pre-booked hires.

Even with the low proportion of the fleet servicing the rank, there was relatively little passenger queuing at the ranks.

#### **4.7 Passenger queuing**

Incidences of passenger waiting were observed on Knifesmith Gate on Friday morning, Friday afternoon and Saturday morning and at the Railway Station rank on Saturday night.

Passenger waiting was infrequent. During the period observed, 52 out of 1,950 passengers (2.7%) had to wait at the ranks for hackney carriages to arrive. The longest passenger waiting times occurred late on Saturday night at the Railway Station rank.

The incidence of queuing is taken into account when calculating the Index of Significant Unmet Demand (ISUD).

#### **4.8 Wheelchair users observed**

The number of wheelchair users obtaining Hackney Carriages at ranks, was recorded. This provides a useful insight into how much reliance wheel chair users place on obtaining Hackney Carriages without pre-booking the service.

One wheelchair user hire was observed at the Knifesmith Gate rank, during the rank surveys.

#### **4.9 Vehicle choice at ranks**

Incidences were observed from time to time, when a passenger hired a vehicle at the rank, which was not in the first position. Such choices were not the norm, but were common enough to be a notable characteristic of hackney carriage hire at the ranks in Chesterfield.

Some of the vehicles chosen from further back on the ranks were saloon vehicles chosen in favour of a larger wheelchair accessible vehicle.

There were also some incidences of passengers choosing a vehicle of the same type as the first position vehicle, from further back on the rank. Whilst the occurrences of such choices were relatively infrequent, if appeared, for some of these hires at least, that the passenger was well known to the driver, or vice versa, based on the conversation observed prior to boarding.

## 5 PUBLIC CONSULTATION

### 5.1 Public consultation questionnaires

An online public attitude survey was undertaken in Chesterfield Borough.

Responses are summarised in this chapter. It should be noted that the percentages in some tables do not add up to 100%. This is due to rounding of results which are presented in whole numbers.

The terms Hackney Carriage and Private Hire Vehicle are used are used in relation to these specific vehicle types.

In order to establish a level of understanding of respondents knowledge, regarding differences between how Hackney Carriages and Private Hire Vehicles may be hired, the questionnaire included questions asking respondents to indicate the ways in which a Private Hire Vehicle and a Hackney Carriage may be hired. 24% of respondents indicated methods other than pre-booking, as ways in which to hire a Private Hire Vehicle. This reflects a relatively high level of understanding of the differences between Hackney Carriages and private hire vehicles. The other methods indicated included hailing a passing vehicle, hiring a Private Hire Vehicle waiting on the street or in a car park and hiring one off a rank.

103 online questionnaires were completed. Results are presented in this chapter.

Whilst 103 respondents provided feedback to the questionnaires, not all respondents answered all questions. Therefore, the proportions in each table do relate to the total number of people who answered each question.

#### **In the last three months, have you made one or more trips by hackney carriage or private hire vehicle in Chesterfield Borough?**

Response	Proportion
Yes	74%
No	26%

Respondents were asked what type of licensed vehicle they had used.

Response	Proportion
Private Hire	55%
Hackney Carriage	32%
Don't know	13%

**How frequently do you travel by Hackney Carriage or Private Hire Vehicle in Chesterfield?**

Response	Proportion
Almost Daily	2%
Once a week	13%
A few times a month	21%
Once a month	8%
Less than once a month	33%
Never	23%

**How do you normally obtain a hackney carriage within this area?**

Response	Proportion
At a taxi rank	33%
Book by telephoning a company	52%
Book online or via a mobile app	7%
Calling a hackney carriage driver directly	8%

**For what reasons have you used hackney carriages or private hire vehicles in the Chesterfield Borough area? (please list all reasons in the last 3 months)**

Note: Some respondents provided multiple reasons. Percentages relate to reasons listed per respondent who completed this question.

Response	Proportion
Leisure	63%
Medical	9%
Shopping	14%
Work	14%

**What was the approximate time of day of your last licensed vehicle trip?**

The travel times are summarised below:

Response	Proportion
Morning	8%
Afternoon	17%
Evening	30%
Night	33%
Don't recall / not applicable	12%

**Regarding your last trip in a licensed vehicle, could you rate the following aspects of the trip with a rating of 1 to 5? (1 being poor and 5 being very good)**

Aspect	Average rating
Cleanliness of interior	3.7
Cleanliness of exterior	4.0
General condition	3.9
Driver helpfulness	4.2
Driver appearance	4.0

**Regarding your last trip in a licensed vehicle, how much was the fare paid? If unable to recall precise fare, could you provide an estimate?**

Fare paid	Proportion
Less than £10	21%
£10 to £15	45%
£15 to £20	15%
£20 to £25	7%
£25 to £40	7%
More than £40	5%

**How frequently do you travel by Hackney Carriage, as opposed to Private Hire Vehicles in Chesterfield Borough? i.e. with a taxi sign on the roof**

Frequency	Proportion
Almost daily	2%
Once a week	4%
A few times a month	7%
Once a month	7%
Less than once a month	40%
Never	40%

**Regarding the number of Hackney Carriages in Chesterfield, do you feel there are:**

Response	Proportion
Not enough	12%
About the right number	38%
Too many	21%
No opinion/Don't know	29%

**What improvements (if any) would you like to see to Hackney Carriages services in Chesterfield Borough?**

The issues improvements are listed below in decreasing order of popularity.

- Reduced cost
- Better driving standards
- More app based services
- Rural availability
- Improved customer service from drivers
- More women drivers

- Better display of driver ID
- Consistent pricing
- Better local knowledge
- More electric vehicles
- More ranks
- Improved reliability of pre-booked taxis

**Have you had any problem with the local hackney carriage service?**

26% of respondents identified one or more issues. The issues identified are listed below in decreasing order of popularity.

- Availability
- Driver issues
- Not being able to pay by card
- Cleanliness
- Position of the ranks / lack of alternative ranks
- Design of vehicle

Respondents were asked to expand on the particular circumstances or details of the problems experienced. The following comments are representative of the feedback received.

*No taxis at the station to meet late trains*

*Some drivers appear to be grumpy and don't want to be driving a taxi. Perhaps they should get another job that would make them happier.*

*Some drivers offer good service and are good drivers. Some drivers are poor drivers.*

*There is only one rank working in the day time and only one rank working at night. The location is not always convenient.*

*Rubbish left in the back of the vehicle.*

*Some drivers have poor language skills and poor local knowledge.*

***What would encourage you to use hackney carriages or use them more? often (indicate top two reasons)***

12% of respondents offered suggestions. The responses are ranked in order of popularity below:

- Cheaper
- Better located ranks
- Cleaner vehicles

***Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle? (Not necessarily a licenced vehicle)***

4% of respondents said that they knew someone who required an adapted vehicle, wheelchair accessible vehicle. A further 3 % indicated that either they or someone they knew, required a wheelchair accessible vehicle.

**If you arrived at a rank and there were saloon and wheel chair accessible vehicles there, which vehicle would you choose?**

58% of online respondents indicated that they would take the first available vehicle. 12% indicated that they would select the saloon type vehicle and 8% indicated that they would select the wheelchair type vehicle. The reasons for the choices varied.

Common reasons for choosing the saloon type vehicles were:

- They are easier for people with mobility difficulties to get in and out of.
- They are more comfortable.
- Passengers would not want to take the wheelchair accessible vehicle, in case another passenger needed it.

Reasons given for choosing a wheelchair accessible vehicle were:

- Better for carrying shopping.
- Better for carrying a pram/pushchair.

**Are there any locations where you would like to see new taxi ranks?**

9% of respondents indicated that they would like to see new taxi ranks. The following locations were proposed.

- At the market
- Supermarkets
- Hospital

**How would you rate the level of service provided by Hackney Carriages in Chesterfield Borough? Please rate from 1 to 5. (1 being very poor and 5 being very good)**

The average rating was 3.8

**Have you wanted to hire a Hackney Carriage in the last three months at a rank and given up or made alternative arrangements for travel because none were available?**

Response	Proportion
Yes	8%
No	92%

**If the answer to the previous question is yes, could you state where you tried to hire the Hackney Carriage?**

All of the valid responses indicated that they had given up waiting at the Railway Station rank.

**Have you wanted to hire a Hackney Carriage in the last three months by flagging down and given up or made alternative arrangements for travel because none were available?**

Response	Proportion
Yes	2%
No	98%



**Have you wanted to book a Hackney Carriage specifically, as opposed to a Private Hire Vehicle, by telephone or online, for immediate travel, in the last three months and had to make alternative arrangements because a Hackney Carriage was not available within a reasonable time? [Remember, this relates to Hackney Carriages not Private Hire]**

Response	Proportion
Yes	5%
No	95%

The online respondents indicated that the times quoted for availability were:

- Up to 30 minutes – 40%
- 30 minutes to 1 hour – 40%
- Over 1 hour – 20%

**What would you say is the principal factor which limits your use of Hackney Carriages**

8% of respondents provided feedback on this question. The responses are summarised in order of popularity:

- Cost
- Problems with drivers and reliability
- Rude drivers
- Lack of female drivers

**Would you welcome the provision of taxi marshals at ranks?**

11% of respondents said they would welcome the provision of taxi marshals at ranks.

**Thinking back to times prior to the spread of Covid-19 and comparing your use of licensed vehicles at that time, do you feel that your use of licensed vehicles now is different to the level of use prior to Covid-19?**

Response	Proportion
I use licensed vehicles less now, compared with prior to Covid-19	12%
No difference	84%
I use licensed vehicles more now, compared with prior to Covid-19	4%

Respondents were asked for the reasons that they feel their level of use has changed.

The reasons for reduced use of licensed vehicles were:

- Going out less often
- Working from home

The reasons for increased use were summarised as: Alternative to bus services which have been cut.

**Do you have regular access to a car?**

Response	Proportion
Yes	78%
No	22%

**Are you a student or permanent resident in Chesterfield?**

Response	Proportion
Permanent Resident	96%
Student	1%
Non-resident	3%

**What gender are you?**

Response	Proportion
Male	44%
Female	55%
Prefer not to say	1%

**Which of the following age groups do you fall into?**

Response	Online survey
16 – 30	12%
31 – 55	60%
56+	28%

## 5.2 Comments on results

The majority of the respondents indicated that they had made one or more trips in a licenced vehicle in Chesterfield Borough in the last three months.

Telephone booking was the most common means of obtaining a licenced vehicles and the most common usage for licensed vehicles was for leisure.

Respondents were asked if Hackney Carriage services could be improved and if so, what improvements were suggested. The majority of respondents had no suggestions for improvements. The few suggestions received, were all for cleaner vehicles and cheaper fares.

The majority of respondents didn't particularly have a preference of vehicle type. Those who did express a preference generally favoured a saloon type vehicle.

There were few respondents who had experience with wheelchair accessible vehicles for themselves or people they knew.

Respondents were invited to provide additional comments if they felt they had more to say than was covered by the questions asked. Few respondents provided any additional comments. Some expressed the sentiment that most of the drivers were friendly and helpful.

## 6 TRADE CONSULTATION

### 6.1 Background

In accordance with DfT guidance on the conduct of Hackney Carriage Unmet Demand surveys, information was gathered from a variety of sources. Views were canvassed regarding the taxi industry and levels of service from different perspectives. Consultation was undertaken with a range of stakeholders. These included representatives of groups or organisations which use taxis, or undertake related activities and representatives from the taxi business itself.

### 6.2 Taxi trade consultation

Members of the licensed vehicle trades were asked for feedback on any issues they wanted to raise with respect to the trade in Chesterfield Borough. A survey of drivers and owners was undertaken through an online survey

Some additional consultation was undertaken directly with licensed vehicle business representatives.

A total of twenty nine valid online survey responses were received.

The survey asked several specific questions, along with further open questions inviting drivers to provide comments on any other issues which affect the trade or which they felt were worthy of note.

Respondents were asked to indicate categories which described their involvement in the taxi market. They were asked to indicate which of the following categories applied to them.

The responses per category, were as follows:

Category	Proportion of responses
Hackney Carriage Driver	38%
Private Hire Driver	55%
Dual Hackney Carriage / Private Hire Driver	7%

Drivers were asked if they were Licensed Vehicle owners. 86% of respondents said yes.

Respondents were asked how long they had been involved in the Licenced Vehicle trade in Chesterfield Borough. Responses were

	Proportion of responses
0 to 2 years	17%
3 to 5 years	35%
6 to 10 years	24%
11 to 15 years	7%
16 to 20 years	7%
Over 20 years	10%

Drivers were asked if they normally subscribe to a radio circuit or similar booking circuit. The responses were as follows:

	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
Yes	8%	50%
No	92%	44%
Other (Unsure what you mean)	0%	6%

The majority of hackney carriage drivers indicated that they do not subscribe to a booking circuit or similar. However, by observation at the taxi ranks, many of the hackney carriages which visited the ranks had liveries for the main private hire operators with booking offices in Chesterfield. Half of the private hire drivers indicated that they were members of a booking circuit.

Respondents were asked if they had personal clients who called, texted or otherwise messaged directly to hire their services?

	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
Yes	62%	25%
No	38%	75%

Drivers were asked what type of vehicle they drove most frequently and provided the following responses:

	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
Purpose built taxi vehicle	31%	0%
Saloon car	54%	80%
Minibus / people carrier (wheel chair accessible)	15	7%
Minibus / people carrier (not wheel chair accessible)	0%	13%

Drivers were asked about the number of hours they worked in a typical week. Each driver was asked to indicate how many hours they worked during day time and night time, for each day of the week. When the total hours worked each week per driver, were analysed, the results indicated that Hackney Carriage drivers worked an average of 46.9 hours per week. Private Hire drivers worked an average of 45.9 hours per week. Dual drivers averaged 45.0 hours per week.

**During a typical week, approximately how many journeys do you pick up which require carriage of a wheelchair? (Choose the quantity which most closely applies to you)**

	Hackney Carriage Driver / Drive both vehicle types	Private Driver	Hire
None	84%		50%
1 – 5	0%		38%
6 – 10	0%		6%
11 - 20	8%		6%
More than 20	8%		0%

**Approximately how many hires on average do you pick up each WEEK from ranks?**

	Hackney Carriage Driver
None	18%
11 to 20 per week	18%
21 to 30 per week	36%
41 to 50 per week	9%
81 to 90 per week	9%

**Approximately how many hires on average do you pick up each WEEK from hailing or flagging down at the roadside? i.e. hires which are not pre-booked or from a formal or informal rank.**

	Hackney Carriage Driver
None	55%
Up to 10 per week	18%
21 to 30 per week	18%
31 to 40 per week	9%

Approximately how many hires on average do you pick up each WEEK which are pre-booked hires, by telephone, app or other pre-booking method.

	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
None	15%	7%
Up to 10 per week	23%	13%
11 to 20 per week	8%	13%
21 to 30 per week	23%	13%
31 to 40 per week	0%	27%
41 to 50 per week	8%	0%
51 to 60 per week	8%	0%
61 to 70 per week	0%	7%
71 to 80 per week	8%	0%
81 to 90 per week	0%	0%
91 to 100 per week	0%	13%
101 or more per week	8%	7%

When we consider all of the different types of hires undertaken by each respondent, we can estimate the total hires per week, per respondent, assuming a mid-range value for each type of hire. The aggregate weekly hires per respondent were as follows:

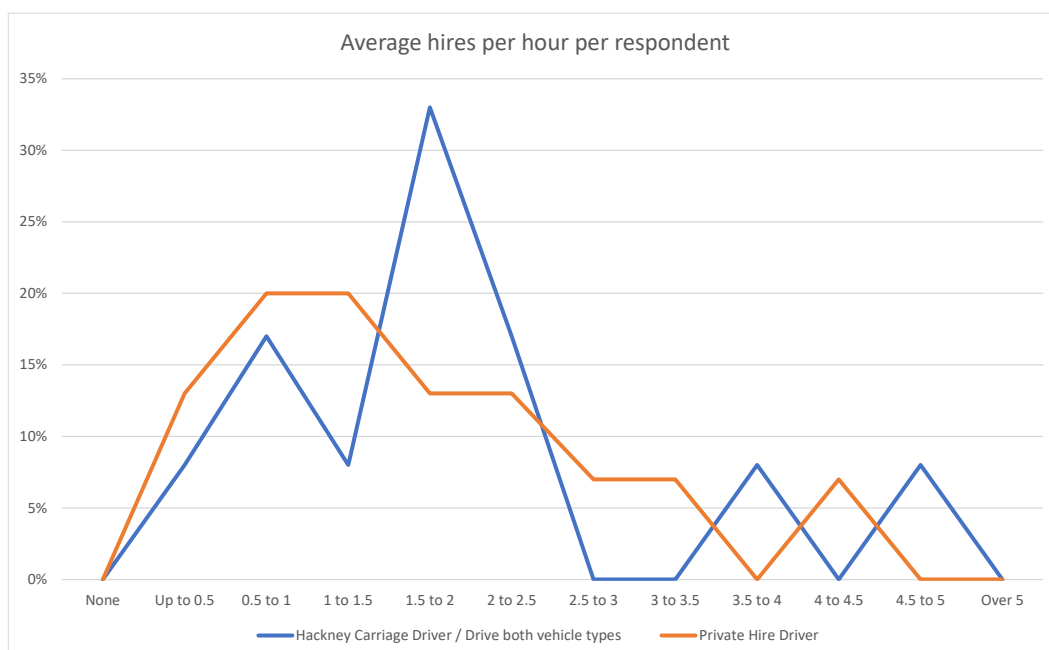
Number of hires per week (all types)	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
None	0%	0%
Up to 20 per week	0%	13%
21 to 40 per week	23%	33%
41 to 60 per week	23%	13%
61 to 80 per week	0%	13%
81 to 100 per week	23%	13%
101 to 120 per week	8%	0%
121 to 140 per week	8%	0%
141 to 160 per week	8%	13%
161 to 180 per week	0%	0%
181 to 200 per week	0%	0%
201 or more per week	8%	0%

The number of hires per week varied significantly amongst respondents. The number of hours worked each week also varied. The total hires divided by the total number of hours worked was calculated for each respondent, to derive the average hires per hour for each respondent.

Average number of hires per hour (all types)	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
None	0%	0%
Up to 0.5	8%	13%
0.5 to 1	17%	20%
1 to 1.5	8%	20%
1.5 to 2	33%	13%
2 to 2.5	17%	13%
2.5 to 3	0%	7%
3 to 3.5	0%	7%
3.5 to 4	8%	0%
4 to 4.5	0%	7%
4.5 to 5	8%	0%
Over 5	0%	0%

The average number of hires per hour is presented graphically. The most common frequency of hires, for private hire respondents was between 0.5 and 1.5 hires per hour, with a significant proportion of respondents undertaking up to 2.5 hires per hour. The most common number of hire per hour amongst hackney carriage respondents was 1.5 to 2 hires per hour.

The respondents who indicated more than 140 hires per week also tended to be the ones who had the highest number of hires per hour.



Experience of previous hackney carriage unmet demand surveys suggests that over the course of a day, an average of 3 or more hires per hour is rare.



Consequently, those respondents who indicated an average over the course of the week of more than 3 hires per hour, may have over estimated the number of hires undertaken.

When asked about whether there is sufficient rank space in Chesterfield Borough, responses were as follows:

Response	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
Yes	8%	40%
No	92%	60%

**Do you think new ranks are required?**

Response	Hackney Carriage Driver / Drive both vehicle types	Private Hire Driver
Yes	92%	67%
No	8%	33%

Suggested locations for new ranks included the following suggestions:

- Market area of the town
- Brampton Road
- Sheffield Road
- Whittington Moor
- Ravenside
- Einstein, Vibe and Winding Wheel
- Day time outside Marks & Spencer
- Royal hospital
- Hospital
- Holywell Street
- Corporation Street
- Tesco

When asked which existing ranks need more spaces, the responses included the following ranks:

- Bus station
- Every rank
- Sat night ranks need more spaces i.e. Rutland pub
- Opposite A line taxis [Stephenson Place]

**Did you drive a hackney carriage or private hire vehicle in Chesterfield Borough, prior to the spread of Covid - 19?**

Yes, I drove a hackney carriage: 31%

Yes, I drove a private hire vehicle: 52%

No:17%

Those drivers who drove prior to Covid-19, were asked about how demand for hires now compared with the level of demand prior to Covid-19.

40% of respondents felt that there was less demand during daytime and night time periods.

Around 26% of respondents felt that there is more daytime demand now and either less or similar levels of night time demand. The remaining respondents didn't offer opinions.

**How to the hours that you work as a licensed vehicle driver now compare with the hours that you worked prior to the spread of Covid -19?**

33% of respondents felt that they worked the same number of hours per week now.

36% of respondents felt that they worked more hours per week now.

19% of respondents felt that they worked fewer hours per week now.

The remaining respondents had no view on the number of hours worked.

25% of respondents had changed the times of day that they worked, compared with pre-covid times.

80% of respondents were aware that Chesterfield imposes a numerical limit on the number of hackney carriages licensed.

When the drivers were asked '**If the limit on the number of Hackney Carriages in Chesterfield were removed, what do you think the effect would be on the following features?**', the responses were as follows.

**Hackney Carriage Drivers**

	<b>Increase</b>	<b>No effect</b>	<b>Decrease</b>
A Traffic congestion	60%	40%	0%
B Fares	30%	40%	30%
C Passenger waiting times at ranks	0%	78%	22%
D Passenger waiting times at flag down	0%	80%	20%
E Passenger waiting time for telephone bookings	20%	80%	0%
F Hackney Carriage vehicle quality	10%	40%	50%
G Private hire vehicle quality	13%	88%	0%
H Effectiveness of enforcement	13%	63%	25%
I Illegal plying for hire by Private Hire vehicles	56%	44%	0%
J Illegal plying for hire by unlicensed vehicles	50%	40%	10%
K Over ranking	73%	18%	9%
L Customer satisfaction	36%	40%	24%

**Private Hire Drivers**

	<b>Increase</b>	<b>No effect</b>	<b>Decrease</b>
A Traffic congestion	36%	43%	21%
B Fares	31%	62%	8%
C Passenger waiting times at ranks	7%	29%	64%
D Passenger waiting times at flag down	14%	36%	50%
E Passenger waiting time for telephone bookings	7%	29%	64%
F Hackney Carriage vehicle quality	14%	64%	21%
G Private hire vehicle quality	29%	64%	7%
H Effectiveness of enforcement	21%	43%	36%
I Illegal plying for hire by Private Hire vehicles	14%	57%	29%
J Illegal plying for hire by unlicensed vehicles	21%	50%	29%
K Over ranking	50%	21%	29%
L Customer satisfaction	50%	29%	21%

**Drive both types of vehicles**

	<b>Increase</b>	<b>No effect</b>	<b>Decrease</b>
A Traffic congestion	0%	100%	0%
B Fares	50%	0%	50%
C Passenger waiting times at ranks	0%	0%	100%
D Passenger waiting times at flag down	0%	0%	100%
E Passenger waiting time for telephone bookings	0%	0%	100%
F Hackney Carriage vehicle quality	0%	100%	0%
G Private hire vehicle quality	0%	50%	50%
H Effectiveness of enforcement	0%	100%	0%
I Illegal plying for hire by Private Hire vehicles	0%	100%	0%
J Illegal plying for hire by unlicensed vehicles	0%	50%	50%
K Over ranking	0%	100%	0%
L Customer satisfaction	100%	0%	0%

Drivers were asked to choose all effects that would apply to them if the Council removed the numerical limit on the number of Hackney Carriages. Responses were:

	Hackney Drivers	PHV Drivers	Drive both types of vehicle
No change	0%	0%	0%
Work more hours	45%	38%	0%
Work fewer hours	9%	6%	50%
Acquire a Hackney Carriage vehicle licence	0%	19%	50%
Acquire more than one Hackney Carriage vehicle licence	9%	6%	50%
Switch from Hackney Carriages to Private Hire Vehicles	27%	0%	0%
Switch from Private Hire Vehicles to Hackney Carriages	0%	31%	50%
Leave the trade	55%	6%	0%
Not Applicable	0%	6%	0%

Respondents were asked whether they agreed or disagreed with a range of statements. The results are summarised as follows:

#### Hackney Carriage Drivers

How do you rate the following statements	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
There is not enough work to support the current number of Hackney Carriages	8%	19%	12%	42%	19%
Removing the limit on the number of Hackney Carriages Borough would benefit the public by reducing waiting times at ranks	21%	36%	0%	39%	4%
There are special circumstances that make the retention of the numerical limit essential	4%	26%	17%	43%	9%

#### Private Hire Drivers

How do you rate the following statements	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
There is not enough work to support the current number of Hackney Carriages	5%	34%	21%	39%	0%
Removing the limit on the number of Hackney Carriages Borough would benefit the public by reducing waiting times at ranks	3%	24%	17%	52%	3%
There are special circumstances that make the retention of the numerical limit essential	5%	33%	26%	35%	2%

## Drivers of both types of vehicle

How do you rate the following statements	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree
There is not enough work to support the current number of Hackney Carriages	17%	33%	17%	33%	0%
Removing the limit on the number of Hackney Carriages Borough would benefit the public by reducing waiting times at ranks	17%	33%	17%	33%	0%
There are special circumstances that make the retention of the numerical limit essential	5%	33%	26%	35%	2%

Respondents were asked the following question: **“Government policies and guidance support operation of lower emission vehicles and banning the sale of new fossil fuel vehicles 2030. Would you support the introduction (before 2030) of more stringent emission standards for hackney carriages, to allow ONLY low emission vehicles, in line with these policies?”**

Responses were as follows:

	Hackney Drivers	PHV Drivers	Drive both types of vehicle
Yes	18%	31%	50%
No	36%	38%	50%
Perhaps, depending on what standards were applied	45%	31%	0%

Respondents who did not support the introduction of more stringent standards. for lower emission hackney carriages were asked what were the principal factors which influenced their view that hackney carriages should not change. The following responses were received:

- The vehicles would not cause any issues if they are emission compliant to MOT standards
- Cost of the vehicles
- There is no assigned budget or subsidy’s to support the emission targets. Cost of living is high already, drivers have to work more hours to maintain the high fuel costs and M&R. Better emissions monitoring systems have to

be created. Chesterfield could be below the emissions target compared to other similar towns, better evidence and monitoring systems need to be collated before making conclusions of something that might not even be an issue.

- You can't ban cars on emissions

***If a policy of licensing lower emission vehicles were to be considered, what type of low emission vehicles would you favour, for licensing as hackney carriages?***

	Hackney Drivers	PHV Drivers	Drive both types of vehicle
Electric vehicles only	0%	11%	0%
Petrol hybrid or fully electric vehicles	0%	44%	0%
Petrol or diesel hybrid, or fully electric vehicles	100%	22%	0%
Plug-in hybrid or fully electric vehicles only	0%	11%	0%
ULEZ compliant vehicles	0%	11%	0%

### 6.3 Other comments and inputs.

Respondents were asked if they had any further comments or feedback to offer. Comments included the following responses:

- At the end of the day there are too many taxis and not enough taxi ranks in chesterfield
- The Sunday tariff 2 needs to be scrapped and the Xmas tariff 3 is too expensive
- Vehicles should simply fit the criteria defined by MOT standards.
- There should be no limit on the number of Hackney licences.
- It is about time all private hire vehicles are only allowed to work in the area they are licensed for
- Make taxi ranks for private hires not just hackney
- Increase the fares of hackney tariff
- I think Hackney carriages should be checked regularly to make sure they are up to standard with cleanliness as I have come across a few that aren't
- Stephenson place need a good marking for taxi rank because a lot of other parks there cars on rank
- There are no spaces to drop and collect customers at the Royal Hospital.
- There is an increase in traffic combustion [emissions] in Chesterfield due to too many ongoing road works which take too long.
- In the current time with the cost of living, it is unacceptable to have to pay for a yearly car test and then pay again every 6 months.



- Long delays at the test centre for cars to be MOT'd & retested. Better rules/systems regarding some of the constant mitigating issues that occur at the test centre?
- Where are private cars expected to park? Traffic & limited spaces create issues around town centre until clearer expectations about where private hire cars are meant to park.
- Who makes decisions about the number of cars that are allowed rail badges? Better systems in place to govern the borough's goals of commuting to & from the train station. Hardly any taxis at the train station in the mornings, but EMR are refusing to give out anymore rail badges. What SLA's are in place to measure the metrics of service delivery from EMR?
- Better opening hours at council office
- Too many black cabs, too many drivers from Sheffield taking away our customers, not enough work for local drivers let alone people coming from other areas and working on our spots
- I'd like Hackney carriage and private hire in Chesterfield be for Chesterfield Borough licensed drivers. The amount that come from out of town is getting ridiculous. They have different rules to work to and different standards, from what I see not as high a standard as the vehicles and standards expected by Chesterfield Borough Council. I understand that they come into area and can take a job to work back to their areas. These rules are disregarded continuously and vehicles are driving round Chesterfield all day, with impunity. This would be of concern to me as the extra cost of owning a Hackney carriage has to be taken into account.
- Free up Taxi Ranks by strict removal of Private Hire and private vehicles from them. Strict enforcement of Private Hire flagging. Strict enforcement of use of Uploaded Mobile Phone "Meters" and drivers refusing 'small' fares. Strict enforcement of Bus and Taxi gates, they should not be used by Private Hire vehicles.
- In short, Enforcement need to be seen on the streets, day and night , and seen to be enforcing. Parking wardens should not allow Private Hires to park on Taxi Ranks.

#### **6.4 Discussion with trade representatives and drivers at ranks.**

Discussion with drivers reinforced some of the sentiments expressed in the online survey. There was a feeling that some drivers hadn't returned to the trade, after the Covid-19 epidemic. Drivers from other areas operating in Chesterfield were seen as a particular issue.

The shortage of drivers is likely to become an increasingly problematic issue. A high proportion of the drivers remaining in the trade are older drivers. Some of the older drivers are not keen to work Friday and Saturday nights and often prefer to work part time. In a few years, many of these drivers are likely to retire from the trade and unless new drivers are licensed to replace them, capacity to meet customer demand will reduce.

The time taken for a potential driver to become licensed can be several months, including extensive waiting time for a driving test for new licensed vehicle drivers.

There has been some feedback that some drivers employ practices which may bring the trade into disrepute and don't serve the public well. These practices include insisting on fixed price fares paid upfront and no meter being used and refusals of short fares from ranks at quiet times.

Many of the hackney carriages in Chesterfield are wheelchair accessible vehicles. It is thought that some drivers of wheelchair accessible vehicles don't like carrying wheelchair bound passengers and will make excuses to avoid carrying wheelchair passengers. Excuses used include that the vehicle doesn't have ramps just now, or the wheelchair restraints are not working or missing. Occasionally vehicles may leave the rank to avoid an approaching wheelchair bound passenger.

The reduced availability of drivers has also impacted the supply of drivers to service contracts such as school transport contracts. Traditionally, school contracts were serviced predominantly by companies which used multiple drivers to service the contracts. Often the drivers who undertook school contract work, would work part time and contracts were the only type of licensed vehicle hires that they undertook.

With reduced passenger demand at ranks, more hackney carriage drivers have taken on school contracts to derive a regular form of income. This can, in turn, reduce the number of hackney carriages available at the ranks during weekdays during 'school run' times in the morning and afternoons.

## 7 STAKEHOLDER CONSULTATION

### 7.1 Background

The Department for Transport Taxi and Private Hire Vehicle Licensing: Best Practice Guidance suggests that consultation should include all those concerned with using the services provided by Hackney Carriages, including user groups (which should include groups representing people with disabilities, and people such as students or women), the police, hoteliers, operators of pubs and clubs and visitor attractions, and providers of other transport modes (such as train operators, who want taxis available to take passengers to and from stations).

### 7.2 Stakeholders

A range of interest groups and representatives were contacted to canvas views on the Hackney Carriage and Private Hire trades in Chesterfield Borough. Relatively few of the consultees had any view to provide or any issues to raise. In many respects, this is a good indication that, from the user's perspective, the services provided by the Hackney Carriages in Chesterfield Borough are working well. Indeed, many of the responses received supported this hypothesis.

The following bodies or representatives were contacted:

- Police;
- Chesterfield Borough Chamber of Commerce
- Schools and Colleges in Chesterfield Borough
- Bus and rail operators
- Age UK
- Care homes
- Hospitals
- A range of Chesterfield Borough Pubs in the City centre and suburban areas
- Night Clubs in Chesterfield Borough.
- Hotels
- Supermarkets

Feedback was sought through a combination of letters, telephone calls and, emails. The majority of consultees didn't respond. Many of those who did respond indicated that they were not aware of any particular issues and so had no comment to make.

### 7.3 Feedback received

The majority of those who provided feedback indicated that they were not aware of any particular issues with availability of the level of service provided by Hackney Carriages. Staff at the supermarkets were not aware of any issues with service.

No issues were raised by bus operators or educational establishments.

Railway Station representatives felt that it was rare that there were no hackney carriages available on the station rank to meet arriving passengers. Sometimes, people come to the railway station rank to hire taxis, from outside the railway station, i.e. not arriving rail passengers.

Some feedback was received from licenced premises. All who responded felt that there were generally sufficient licensed vehicles available to cope with demand from customers. In the town centre, there were always taxis available along Holywell Street. A lot of people ordered a hackney carriage or private hire by phone, to pick them up.

The licensed premises contacted included some located outside Chesterfield town centre. Experience from previous surveys suggests that in some suburban areas, the availability licensed vehicles can be an issue, especially late at night. However, the feedback in Chesterfield Borough found that there was generally not an issue. Licenced vehicles were generally obtained by telephone, by customers at these premises and hence, availability may relate primarily to Private Hire Vehicles. Availability of licensed vehicles is not an issue which arises and is not a subject which is commonly discussed.

Feedback was received from representatives of elderly and mobility impaired groups. The availability of wheelchair accessible transport was generally found to be adequate for day to day needs. Those who required wheelchair accessible vehicles were generally able to obtain one when they needed one.

In general, there were very few issues identified with the availability of Hackney Carriages or the level of service provided.

Feedback from hotels was generally positive, with no known issues with availability. Generally, hotel guests arranged their own transport.

No supermarkets felt that there was any issue with availability of licensed vehicles.

The Chesterfield Royal Hospital has a freephone link to a private hire operator within a telephone which also offers travel planning information for other modes of transport. Availability of licensed vehicles was not known to be an issue. People travelling from the hospital would commonly wait at the main entrance for a licensed vehicle to arrive. Most patients generally made their own travel arrangements.

## 8 RESPONSES TO DFT BEST PRACTICE GUIDANCE 2010

Annex A of the Best Practice Guidance (BPG) provides a list of useful questions to help assess the issue of quantity controls of Hackney Carriage licences. This chapter takes the form of a response to each question based on the evidence identified earlier in this report. BPG questions are shown in bold italic with responses following in normal type.

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

This report has considered benefits which the retention of quantity control can provide.

***Have you recently reviewed the need for your policy of quantity controls?***

Yes, this report forms a review of the need for the policy of quantity control of hackney carriages at this point in time in the Chesterfield Borough Council area.

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

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

- A review of the background policies of the Council
- A rank survey program to identify current demand and supply
- Public consultation with people in the Licensing Area
- Stakeholder consultation with all groups recommended by the DfT Best Practise Guidance as far as people were available.
- Trade consultation with representatives of the trade

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

This review was included direct discussion with the following respondents:

- Representatives of elderly and disabled groups,
- Hotels and licenced premises,
- Transport providers,
- Police,
- Local businesses.
- Local supermarkets
- Council representatives

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

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

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

The survey provides some justification for restricting entry and this forms part of the collection of material which is considered when deciding whether to retain a limit.

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

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

At the present time, there is a good availability of hackney carriages in the area, for the majority of time. Demand exceeds supply for relatively brief periods within the context of overall demand.

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

The present operation adequately meets the needs of the majority of travellers requiring their service in the area.

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

A significant proportion of the area can be classified as suburban or rural. However, none of these locations have taxi ranks and all tend to be served by private hire operations. Therefore, service in rural areas is generally unaffected by the policy relating to limiting hackney carriage numbers.

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

Retention of a limit would retain some added value of having a hackney carriage vehicle licence which would, in turn, encourage some investment in the trade. Retention of a limit encourages drivers to remain within the trade. Consequently, the level of knowledge, expertise and customer service is higher than it would be with less experienced drivers. Removal of the limit would be likely to result in more people entering the trade on a short term temporary basis and, as a result, displacing the more experienced drivers from the trade. As a result, the level of knowledge, professionalism and customer service may suffer.

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

We are not aware of any local accessibility policy, and current evidence suggests the demand for wheel chair accessible vehicles is effectively catered for by operators specialising in this sector of the market and servicing an established client base.

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

Unmet demand has been regularly reviewed, with this study preceded by an earlier one in 2019.

**How is your taxi limit assessed?**

In all previous studies the limit has been assessed using industry standard techniques.

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

Yes.

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

This is a matter for decision by the Council committee based on evidence following in our summary. The results of the survey suggest that the current limit is sufficient to cater for demand at most times.

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

The availability of rank space does not dictate the level of the limit applied, nor whether a limit should be retained.

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

Yes, all appropriate consultees have been taken into account.

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

No

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

At the present time, rail, bus and licenced vehicle services in the area are generally considered to be good.

## 9 DETERMINATION OF UNMET DEMAND

### 9.1 Evaluation of unmet demand and its significance

It is first important to define our specific view about what constitutes unmet demand. Our definition is when a person turns up at a taxi rank and finds there is no vehicle there available for immediate hire. This can lead to a queue of people building up, some of whom may walk off, whilst others will wait until a vehicle collects them. Later passengers may well arrive when there are vehicles there, but because of the queue will not obtain a vehicle immediately.

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

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

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

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



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

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

The other component which could be zero is the test identifying the proportion of passengers which are travelling in any hour when the average passenger wait (for all passengers) in that hour is greater than one minute. If both of these components are non-zero, then the remaining components of the index come into play. These are the peakiness factor, the seasonality factor, average passenger delay, and the latent demand factor.

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

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

Periods when schools are not active can lead to more taxi vehicles being available whilst they are not required for school contract work. Such periods can also reduce taxi demand with people away on holiday from the area. Generally, use of taxis is higher in December in the run-up to Christmas, but much lower in January, February and the parts of July and August when more people are likely to be on holiday. The factor tends to range from 0.8 for December (factoring high demand level impacts down) to 1.2 for January / February (inflating the values from low demand levels upwards).

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

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

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

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

Finally, any ISUD value must be interpreted in the light of the sample used to feed it, as well as completely in the context of all other information gathered. Generally, the guide of the index will tend not to be overturned in regard to significant unmet demand being identified, but this cannot be assumed to be the case – the index is a guide and a part of the evidence and needs to be taken fully in context. For example, if the ISUD index were high and suggested that the level of unmet demand were significant, then we would expect this to be corroborated through feedback from public consultation and stakeholder consultation.

## 9.2 Calculation of ISUD variables

**APD:** The average delay is determined by calculating the total passenger delay as aggregate passenger delay minutes, then dividing by the total number of passengers, including those who did not suffer any delay. Factors are calculated as weekly equivalents by multiplying the Thursday results by 4 plus Friday, and Saturday data. The aggregate delays in passenger minutes was 794 minutes. If we divide by the total number of passengers observed, as calculated using the method above, (3,760), the resultant average delay of 5.4 seconds equates to an APD value of 0.09 minutes. **APD = 0.09**

**PF** There was a sharp short term peak in demand on Saturday night. Therefore the profile was deemed to be highly peaked. **The PF value is 0.5.**

**SSP** Week day, daytime hours are deemed to be between 10.00 am and 6.00 pm. The data from Thursday and Friday observations was analysed to determine whether there were any occasions when passengers were delayed by more than one minute on average, at any rank. The calculated value was 1.3%., **SSP value = 1.3**

**GID** The percentage of taxi users travelling in hours where the average passenger delay exceeds one minute was assessed. Total passengers travelling in hours when the average passenger wait for all passengers exceeded one minute was 147, which equates to 4.8%. **GID = 4.8**

SF Due to the nature of these surveys it is not possible to collect information throughout an entire year to assess the effects of seasonality. Experience has suggested that taxi demand does exhibit a degree of seasonality and this is allowed for by the inclusion of a seasonality factor. The factor is set at a level to ensure that a marginal decision either way obtained in an “untypical” month will be reversed. This factor typically takes a value of 1 for surveys conducted in September to November and March to June, i.e. “typical” months. It takes a value of 1.2 for surveys conducted in January and February and the longer school holidays, where low demand the absence of contract work will bias the results in favour of the Hackney trade, and a value of 0.8 for surveys conducted in December during the pre-Christmas rush of activity. For this study, a factor of 1.0 is assumed. **SF = 1.0**

LDF Latent Demand Factor. This is derived from the public attitude interview survey results and provides a measure of the proportion of the public who have given up trying to obtain a taxi at either a rank or by flagging down. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a response to the latest DfT guidance requiring an estimate of latent demand. The latent demand factor was derived from face to face surveys and through the online surveys. The results from the face to face surveys are normally treated as the more robust indicator of latent demand. However, it is prudent to also consider the latent demand value obtained from the online survey as a sensitivity test.

The latent demand value obtained from public consultation surveys was 8%

**LDF = 1.08**

The ISUD value was calculated as follows, using the variables derived for this study.

$ISUD = APD \times PF \times SSP \times GID \times SF \times LDF$

**ISUD = 0.09 x 0.5 x 1.3 x 4.8 x 1.0 x 1.08 = 0.3**

Where the ISUD value is significantly less than 80, it is generally considered to be an indicator that there is no unmet demand for hackney carriages which is significant. The ISUD result indicates that there is **no significant unmet demand**.

### **9.3 Consideration of wider factors.**

The ISUD value of is an indicator that there is some unmet demand. However the value falls well below the level which would suggest that the level of unmet demand is significant. However, this should not be taken in isolation. Other available evidence should also be considered.

Passenger waiting was relatively infrequent and generally for relatively short periods. Persistent queueing (queues which remained in place for lengthy periods) was rare. The most notable passenger waiting was occurred at the Railway Station rank late at night.

Feedback from public consultation and from stakeholders did not indicate that there were any notable concerns regarding availability of hackney carriages.

The volume of hires observed was significantly lower than those observed during the last unmet demand survey in 2019. The number of hackney carriages licensed in 2022 was lower than the number licensed in 2019. However, the proportionate drop in hire volumes was greater than the proportionate drop in licensed hackney carriages. Therefore, it is likely that there is additional capacity within the existing fleet to cater for increased demand. This would be enhanced if more drivers were active, operating additional shifts using the existing hackney carriages.

The low calculated ISUD value and lack of significant passenger queueing suggests that there is **no significant unmet demand**. This result is corroborated by feedback from the public and stakeholders which suggests that passenger waiting is rare. There appears to be capacity in the existing fleet to cater for some increased demand during the next three years.

## 10 CONCLUSIONS

### 10.1 Unmet demand

Analysis of the taxi rank survey data and consultation data indicates that there are generally Hackney Carriages available at ranks when the travelling public need to use the services. The level of unmet demand is not significant, with respect to the ISUD index calculation and this is supported by the occasional nature of passenger waiting. No sustained periods of excessive queueing were observed.

There were generally Hackney Carriages observed waiting at the ranks during active periods.

The number of Hackney Carriages licensed has declined in recent years, which supports the view that there is an over supply for the level or rank based demand. Much of the Hackney Carriage fleet is dependent on pre-booked hires as a major component of income.

### 10.2 Additional issues identified

The principal issue identified by members of the trade was the practice of out of area licensed vehicles undertaking Private Hire work in Chesterfield. This is a common issue identified in many licensing areas which have higher levels of entry control to the licensed vehicle market, either for drivers or vehicles. An additional issue identified was that some drivers who had stopped driving during the Covid-19 travel restrictions and consequent reduced travel demand, had not returned to driving licensed vehicles.

### 10.3 Recommendations

The survey has concluded that there is **no significant unmet demand** for Hackney Carriages in Chesterfield Borough.

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

- Maintain the current limit
- Issue any number of additional licences as it sees fit,
- Remove the numerical limit.
- Make changes to licensing policies or conditions, either in isolation from or in conjunction with changes to limitation policy.