

**Manchester City Council
Report for Resolution**

Report to: Licensing and Appeals Committee – 22 February 2016

Subject: Unmet demand Survey September 2015

Report of: Head of Planning, Building Control and Licensing

Summary

A full presentation of the Unmet Demand Survey report will be provided at this meeting. This report provides the reasons and background to the Unmet Demand Survey (The Survey) and provides the key findings and outcomes of the report, which can be used for the review and development of current or future Policy.

Purpose of Report

To determine whether the current provision of hackney carriage vehicles is sufficient to service the requirements of the City and determine if any future work is required in relation to any issues highlighted by the Survey.

Recommendations

That the Committee take into account the findings of the report and agree that, at this time, there is no scope for any further growth in the provision of hackney carriage vehicles in Manchester at the present time.

The Committee consider the key issues outlined in section 3 of the report and decide if they wish to direct officers to furnish further report(s) in relation to all or some of these issues.

Wards Affected: All

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	The Council current policy of managed growth provides stability for the hackney carriage trade. The 'Unmet demand' Survey that is undertaken every three years ensures that there is adequate provision of hackney carriage services within the City.

Reaching full potential in education and employment	The policy of managed growth ensures stability for the businesses and persons employed as a result of the hackney carriage services (ie drivers, owners, lease companies, sales and repair services).
Individual and collective self esteem – mutual respect	Not applicable to the content of this report
Neighbourhoods of Choice	Not applicable to the content of this report

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Background documents

CH2M Hill (formally Halcrow) Unmet demand survey – September 2015.

1. Introduction

- 1.1 The Council currently manages the provision of hackney carriage vehicle proprietor licences by a policy of managed growth, which has given Manchester a level of provision comparable to that of a de-restricted Authority. In line with the policy and the department of Transport DfT best practise guidance the Council manages this policy by commissioning an 'Unmet demand Survey (the survey), every 3 years.
- 1.2 The purpose of the survey is to determine:
- whether there is any evidence of significant unmet demand for hackney carriage services in Manchester and;
 - if any unmet demand is found, to recommend how many licences would be required to meet this.
- 1.3 To provide a wider remit, the survey included an on-line questionnaire aimed at all private hire and hackney carriage drivers and operators, and both written and 'face to face' consultation with the following organisations and stakeholders:
- All those working in the market
 - Consumer and passenger (including disability) groups
 - The police
 - Local interest groups such as hospitals or visitor attractions and a wide range of transport stakeholders across Manchester.
- 1.4 A representative of CH2M (formally Halcrow), who conducted the survey in early/mid 2015, will be providing the Committee with a presentation of the full survey report (a copy of which is attached at **Appendix 1**) at the meeting, whilst this report provides an overview of the key findings.

2. Survey Summary and Conclusions

- 2.1 The survey concluded that at this time there is no significant unmet demand for hackney carriage vehicles in Manchester.
- 2.2 Rank observations were carried out over 367 hours during March to May 2015 with 52,954 passengers and 30,379 departures recorded.
- 2.3 A link to an on-line questionnaire was sent to all hc and ph drivers and Operators (approx 5'000). A total of 694 questionnaires (28%) were completed and returned.
- 2.4 Public perception of the trade is generally satisfactory with the service being offered but improvements could be made in relation to rank provision. A percentage of the public respondents (34.4%) felt that fares could be cheaper.

3 Key Issues from Direct (Face to Face) Consultation

3.1 The survey identified the following:

Hackney carriage trade summary responses:

- Agreed that the existing MCC policy of managed growth works well and should be maintained
- Noted private hire numbers had increased and perceived there is a lack of enforcement, especially around illegal plying for hire
- There was a perception that driver quality has decreased and the trade would like to see a written knowledge test and improvement in language skills
- Felt that taxi ranks need to be reviewed with suggested new ranks at – Northern quarter near Thomas Street, Australasia on Deansgate, Spinningfields near Mojo bar and a suggestion that all hotels should have hackney ranks.
- Questioned the value of taxi marshals and whether they require additional training
- Fares considered to be too low & don't meet the running costs of a vehicle
- Do not wish to see any changes to the advertisement policy

Private hire trade summary responses:

- No one from the private hire trade attended the meeting.

Disability Representatives summary responses:

- Felt there were enough vehicles but not sufficient ranks
- Continued issues with drivers failing to stop for wheelchair users when flagged
- Felt disability awareness training should be improved but noted that this is only valid if applied by drivers. MDPAG wishes to be more involved in driver training.
- Accessible ranks should be better publicised
- Fares too high – issues with drivers accepting taxi vouchers.
- Range of vehicles was considered to be good and suited most people

Public Attitude Pedestrian Survey (260)

- Generally happy with the vehicle and driver quality
- Price was rated as good to average and driver appearance generally good
- 86.5% (225) of people booked journey by phone with 10.4% (27) using a rank and 3.1% (8) flagging
- Majority happy with wait time although some people had given up waiting commonly at Deansgate, Piccadilly Station and the Printworks.
- In relation to hackney carriage vehicles – 34.4% (120) said service could be improved by being cheaper. The remainder said service could be improved with - better drivers, more ranks, shared taxis, better vehicles, more disabled vehicles, more marshalled ranks. Those who

stated other included improved punctuality, drivers should help more, better geographical knowledge needed, more hackney carriages

- In relation to private hire vehicles - 32% (121) felt improvements could be made of which the majority felt that better driving was needed, more vehicles, better vehicles, cheaper, more disabled vehicles. Those that stated 'other' included cleaner vehicles, cleaner drivers and answer the phone quicker.

Safety – HC

- Most felt safe both day (83%) and night (72.3%). Those that did not feel safe felt that safety could be improved with CCTV, Female Drivers and using a regular company.

Safety – PH

- Most felt safe both day (83.5%) and night (72%) Those that did not feel safe felt that safety could be improved with better local knowledge, drivers with better levels of English and better standards of driving.

Ranks

- The most common locations where respondents felt new ranks were required was :-
 - Oxford Road
 - Didsbury
 - Near the Theatres
 - New art centres
 - Printworks

4.0 Other legal implications

4.1 There are no other legal implications to consider.

5.0 Contributing to the Community Strategy

5.1 (a) Performance of the economy of the region and sub region

5.1.1 The Council's current policy of managed growth provides stability for the hackney carriage trade. The 'Unmet demand' Survey that is undertaken every three years ensures that there is adequate provision of hackney carriage services within the City.

5.2 (b) Reaching full potential in education and employment

5.2.1 The policy of managed growth ensures stability for the businesses and persons employed as a result of the hackney carriage services (ie drivers, owners, lease companies, sales and repair services).

5.3 (c) Individual and collective self-esteem – mutual respect

5.3.1 Not applicable to the content of this report

5.4 (d) Neighbourhoods of Choice

5.4.1 Not applicable to the content of this report

6. Key Policies and Considerations

(a) Equal Opportunities

(b) Risk Management

(c) Legal Considerations

7. Conclusion

7.1 The report provides the Committee with the background and reasons for the Unmet Demand Survey.

7.2 The Committee are advised that a full presentation of the Survey Report, a copy of which is provided at Appendix 1, will be given at the meeting. This overview report highlights the key finding of the survey and in particular the results of the face to face consultation street surveys which have formed part of the assessment of current demand.

7.3 The Committee are advised that there is currently no apparent 'unmet demand' in relation to hackney carriage service provision within the City and as such Members are recommended to agree that no further growth, at this time, is required.

FINAL REPORT

Manchester Hackney Carriage Unmet Demand Survey

Prepared for

**Manchester City
Council**

September 2015

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Section 1 – Introduction

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Introduction

1.1 General

This study has been conducted by CH2M on behalf of Manchester City Council (MCC). MCC requires an independent survey of demand for hackney carriages (Taxis) across Manchester. The purpose of the study is to determine:

- Whether there is any evidence of significant unmet demand for hackney carriage services in Manchester; and
- If significant unmet demand is found, recommend how many licences would be required to meet this.

In 2010 the Department for Transport (DfT) re issued Best Practice Guidance for Taxi and Private Hire licensing. The Guidance restates the DfT's position regarding quantity restrictions. The DfT stated that the assessment of significant unmet demand, as set out in Section 16 of the 1985 Act, is still necessary but not sufficient in itself and that Local authorities should also be aware that the public should have reasonable access to taxi and private hire services because of the part they play in local transport.. The Guidance advises that local authorities should consult not only with the taxi and private hire trade but with groups likely to be the 'trades customers'.

The Equality Act 2010 provides a new cross-cutting legislative framework to protect the rights of individuals and advance equality of opportunity for all; to update, simplify and strengthen the previous legislation; and to deliver a simple, modern and accessible framework of discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society.

The provisions in the Equality Act will come into force at different times to allow time for the people and organisations affected by the new laws to prepare for them. The Government is considering how the different provisions will be commenced so that the Act is implemented in an effective and proportionate way. Some provisions came into force on the 1st October 2010 however most of the provisions for taxi accessibility were not planned to come into effect until after April 2011 and have not yet done so.

Sections 165, 166 and 167 of the Equality Act 2010 are concerned with the provision of wheelchair accessible vehicles and place obligations on drivers of registered vehicles to carry out certain duties unless granted an exemption by the licensing authority on the grounds of medical or physical condition. From 1 October 2010, Section 166 will allow taxi drivers to apply to their licensing authority for an exemption from Section 165 of the Equality Act 2010. Sections 165 and 167 have not yet come into effect.

Section 161 of the Equality Act 2010 qualifies the law in relation to unmet demand, to ensure licensing authorities that have 'relatively few' wheelchair accessible taxis operating in their area, do not refuse licences to such vehicles for the purposes of controlling taxi numbers. For section 161 to have effect, the Secretary of State must make regulations specifying:

- the proportion of wheelchair accessible taxis that must operate in an area before the respective licensing authority is lawfully able to refuse to license such a vehicle on the grounds of controlling taxi numbers; and
- the dimensions of a wheelchair that a wheelchair accessible vehicle must be capable of carrying in order for it to fall within this provision.

The DfT plans to consult on the content of regulations before section 161 comes in to force and to date has not set a timetable to do so.

Background

2.1 General

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

2.2 Manchester

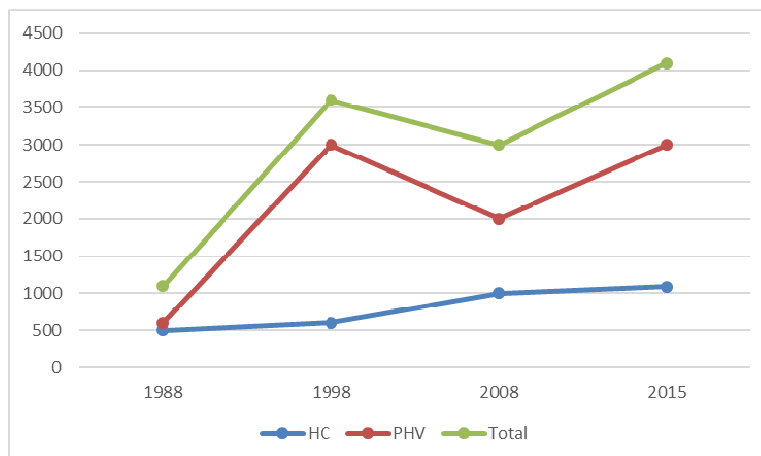
Manchester is a metropolitan district located in Lancashire in the north west of England with a resident population of 503,129 (2011 Census).

2.3 Background to the Hackney Carriage Market in Manchester

MCC currently licences 1,090 full-time taxis, of which 100% are wheelchair accessible vehicles. This provides Manchester with a hackney carriage provision of one hackney per 462 resident population. Manchester City Council (The Council) have recently reviewed their Hackney Carriage Vehicle Policy. As a result of this review the authority will only licence wheelchair accessible vehicles that meet Manchester's Conditions of Fitness. This includes all London style taxis and the Peugeot E7, Mercedes M8 and Mercedes Vito.

The private hire fleet consists of over 3,000 vehicles. In view of the size of this fleet relative to the hackney carriage fleet, it is evident that this is the dominant force in the Manchester taxi market. The graph in Figure 2.1 provides an illustration of the trend in taxis as well as private hire vehicle (Mini Cab) numbers. This indicates that taxi numbers have increased fairly consistently since 1988. The Mini Cab fleet increased until 1998 when it started to decrease before rising again in 2008.

Figure 2.1 Trends in Taxi and MiniCab Numbers (1988 - 2015)



The Council has historically controlled the number of taxis with a policy of managed growth. The DfT in its Best Practice Guidance encourages local authorities to remove their entry control policy, however the Council has consistently undertaken a policy of managed growth which has given it a level of provision comparable to a de-restricted authority.

2.4 Comparison with the Core Cities

In order to assess the current level of taxi provision in Manchester, it is necessary to benchmark Manchester against other similar authorities. In this instance Core cities have been used as a comparison comprising of Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield.

Manchester has been benchmarked against these authorities on the following characteristics;

- Population per hackney;
- Fares; and
- Ratio of private hire vehicles to hackney carriage vehicles.

Figure 2.2 demonstrates that in relation to the number of people per taxi Liverpool has the best provision. Manchester has one of the higher provisions of the authorities shown., whilst Leeds has the lowest provision of the core cities.

Figure 2.2 Population per hackney

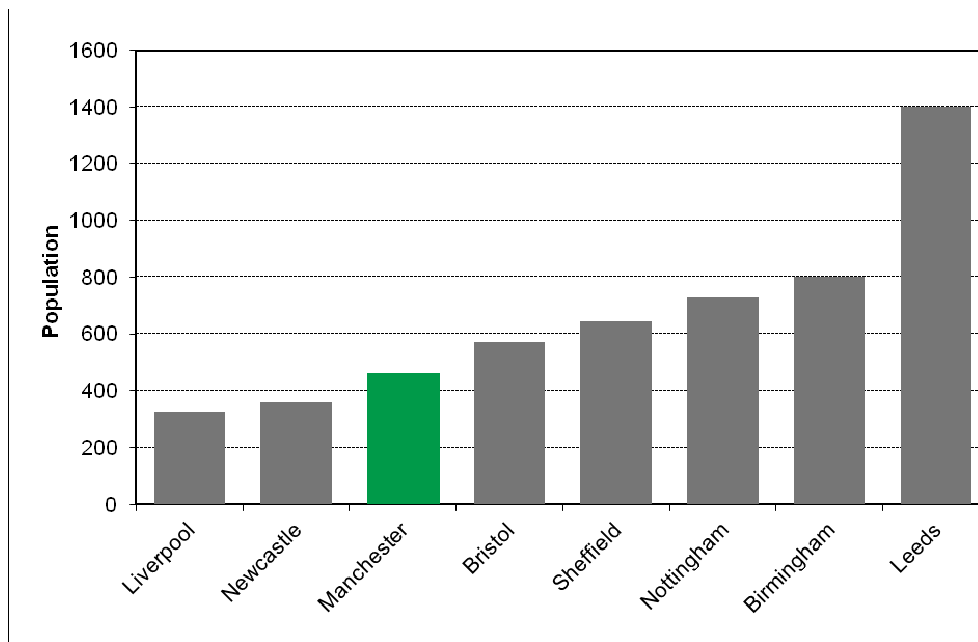


Figure 2.3 provides the total fleet size for the Core Cities. Birmingham has the largest total fleet size (5,705 vehicles) and largest mini cab fleet (1,342 vehicles) however, Liverpool has the largest taxi fleet (1,426 vehicles). Manchester has the third largest fleet overall and third largest taxi fleet.

Figure 2.3 Fleet Size

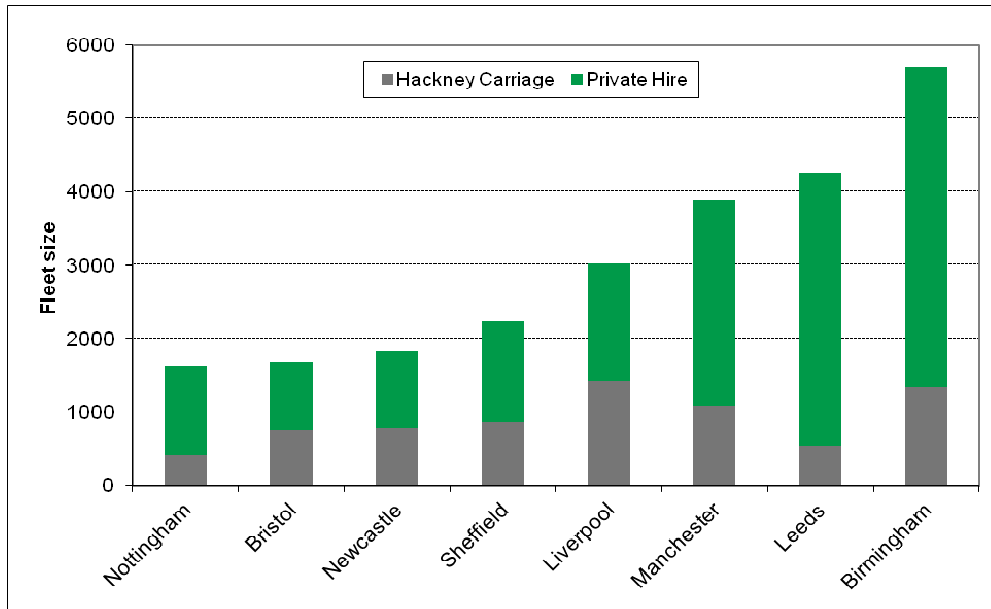
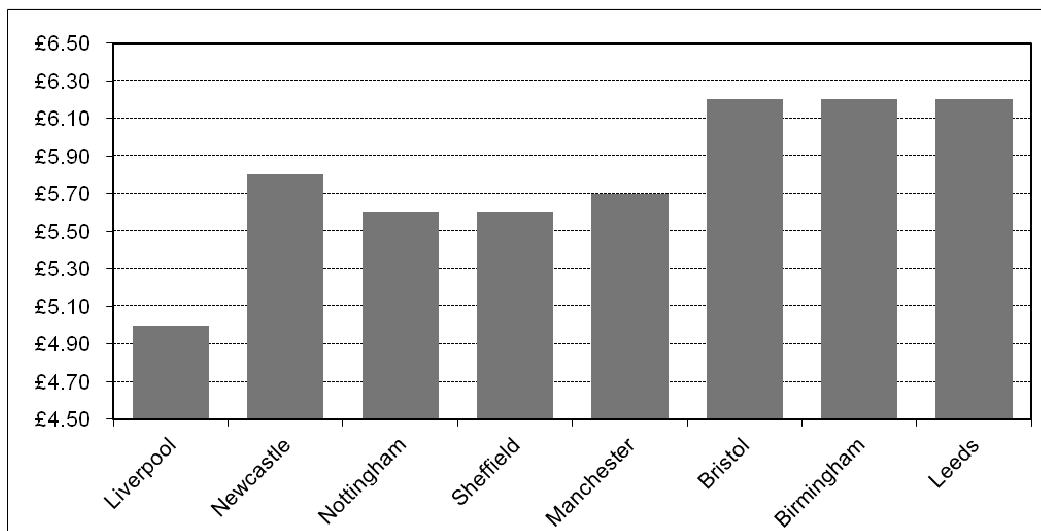


Figure 2.4 details the average fare for a two mile journey across the core cities. The average cost of a journey across the cities is £5.79, indicating that fares in Manchester are slightly below the average. Leeds, Bristol and Birmingham are the most expensive cities at £6.20 and Liverpool is the cheapest at £5.00.

Figure 2.4 Average fare



2.5 Provision of Hackney Carriage Stands

There are currently 45 official taxi ranks located throughout the Manchester licensing area; the locations and times of operation of each of the ranks are provided in Appendix 1.

2.6 Hackney Carriage Fares and Licence Premiums

Hackney carriage fares are regulated by the Local Authority. There are two tariffs across the following periods;

- Day (6am until 10pm)
- Night (10pm until 6am)

The standard charge tariff is made up of two elements; an initial fee (or ‘drop’) for entering the vehicle, and a fixed price addition for each mile or uncompleted part thereof travelled, plus fixed additions for waiting time. A standard two-mile daytime fare undertaken by one individual would therefore be £5.70. The tariffs are outlined in detail in the fare card is attached in Appendix 1.

The Private Hire and Taxi Monthly magazine publish a monthly comparison of the fares for 363 authorities over a two mile journey. Each journey is ranked with one being the most expensive. The June 2015 table shows Manchester rated 171st in the table, indicating that Manchester has slightly higher than average fares. Table 2.1 provides a comparison of where other authorities in Greater Manchester rank in terms of fares, showing that fares in Manchester are higher than those in neighbouring authorities.

Table 2.1 - Comparison of neighbouring authorities in terms of fares (Source Private Hire and Taxi Monthly, June 2015)

Local Authority	Rank
Stockport Metropolitan Borough Council	162
Manchester City Council	171
Tameside Metropolitan Borough Council	199
Oldham Metropolitan Borough Council	219
Trafford Metropolitan Borough Council	243
Salford City Council	262
Bolton Metropolitan Borough Council	266
Bury Metropolitan Borough Council	267
Wigan Metropolitan Borough Council	292
Rochdale Metropolitan Borough Council	331

Definition, Measurement and Removal of Significant Unmet Demand

3.1 Introduction

Section 3 provides a definition of significant unmet demand derived from experience of over 100 unmet demand studies since 1987. This leads to an objective measure of significant unmet demand that allows clear conclusions regarding the presence of absence of this phenomenon to be drawn. Following this, a description is provided of the SUDSIM model which is a tool developed to determine the number of additional hackney licences required to eliminate significant unmet demand, where such unmet demand is found to exist. This method has been applied to numerous local authorities and has been tested in the courts as a way of determining if there is unmet demand for hackney carriages.

3.2 Overview

Significant Unmet Demand (SUD) has two components:

- Patent demand – that which is directly observable; and
- ‘suppressed’ demand – that which is released by additional supply.

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

3.3 Defining Significant Unmet Demand

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

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

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

The Sawyer case provides an indication of the way in which an Authority may interpret the findings of survey work. In the case of Sawyer v Yarmouth City Council, 16 June 1987, Lord Justice Woolf ruled that an Authority is entitled to consider the situation from a temporal point of view as a whole. It does not have to condescend into a detailed consideration as to what may be the position in every limited part of the Authority in relation to the particular time of day. The authority is required to give effect to the language used by the Section (Section 16) and can ask itself with regard to the area as a whole whether or not it is satisfied that there is no significant unmet demand.

The term ‘suppressed’ or ‘latent’ demand has caused some confusion over the years. Following a Court of appeal in October 2002 (Maude v Castle Point Borough Council) the term is now interpreted to relate purely to that demand that is measurable. Following Maude, there are two components, which Lord Justice Keene prefers to refer to as ‘suppressed demand’:

- What can be determined inappropriately met demand. This is current observable demand that is being met by, for example, private hire cars illegally ranking up; and

- That which arises if people are forced to use some less satisfactory method of travel due to the unavailability of a hackney carriage.

If demand remained at a constant level throughout the day and week, the identification and treatment of significant unmet demand would be more straight-forward. If there were more taxis than required to meet the existing demand there would be queues of taxis on ranks throughout the day and night and passenger waiting times would be zero. Conversely, if too few taxis were available there would tend to be queues of passengers throughout the day. In such a case it would, in principle, be a simple matter to estimate the increase in supply of cabs necessary to just eliminate passenger queues.

Demand for taxis varies throughout the day and on different days. The problem, introduced by variable demand, becomes clear when driver earnings are considered. If demand is much higher late at night than it is during the day, an increase in taxi supply large enough to eliminate peak delays will have a disproportionate effect on the occupation rate of taxis at all other times. Earnings will fall and fares may have to be increased sharply to sustain the supply of taxis at or near its new level.

It is necessary, when considering whether significant unmet demand exists, to take account of the practicability of improving the standard of service through increasing supply.

3.4 Measuring Patent Significant Unmet Demand

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

- Identify the demand profile;
- Estimate the passenger and cab delays; and
- Compare estimated delays to the demand profile.

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

Table 3.1 – Existing of SUD determined by comparing demand and delay profiles

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

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

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

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

The Index of Significant Unmet Demand (ISUD) was developed in the early 1990's and is based on the following formula. The SF element was introduced in 2003 and the LDF element was introduced in 2006 to reflect the increased emphasis on latent demand in DfT Guidance.

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

Where:

APD = Average Passenger Delay calculated across the entire week in minutes.

PF = Peaking Factor. If passenger demand is highly peaked at night the factor takes the value of 0.5. If it is not peaked the value is 1. Following case law this provides dispensation for the effects of peaked demand on the ability of the Trade to meet that demand. To identify high peaking we are generally looking for demand at night (at weekends) to be substantially higher than demand at other times.

GID = General Incidence of Delay. This is measured as the proportion of passengers who travel in hours where the delay exceeds one minute.

SSP = Steady State Performance. The corollary of providing dispensation during the peaks in demand is that it is necessary to focus on performance during "normal" hours. This is measured by the proportion of hours during weekday daytimes when the market exhibits excess demand conditions (i.e. passenger queues form at ranks).

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

LDF = Latent Demand Factor. This is derived from the public attitude survey results and provides a measure of the proportion of the public who have given up trying to obtain a hackney carriage at either a rank or by flagdown during the previous three months. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a tactical response to the latest DfT guidance.

The product of these six measures provides an index value. The index is exponential and values above the 80 mark have been found to indicate significant unmet demand. This benchmark was defined by applying the

factor to the 25 or so studies that had been conducted at the point it was developed. These earlier studies had used the same principles but in a less structured manner. The highest ISUD value for a study where a conclusion of no significant unmet demand had been found was 72. The threshold was therefore set at 80. The ISUD factor has been applied to over 80 studies by Halcrow and has been adopted by others working in the field. It has proved to be a robust, intuitively appealing and reliable measure.

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

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

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

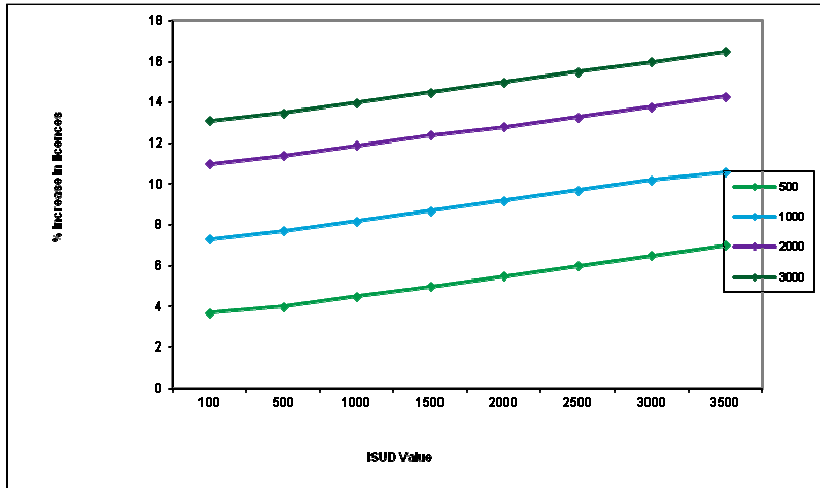
SUDSIM represents a synthesis of a queue simulation work that was previously used (1989 to 2002) to predict the alleviation of significant unmet demand and the ISUD factor described above (hence the term SUDSIM). The benefit of this approach is that it provides a direct relationship between the scale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

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

- The population of the licensing authority;
- The number of taxis already licensed by the licensing authority; and
- The size of the SUD factor.

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

Figure 3.1 – Forecast increase in hackney carriage fleet size as a function of population per taxi (PPH) and the ISUD value



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

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

Where:

$$\text{Latent Demand Factor} = (1 + \text{proportion giving up waiting for a hackney at either a rank or via flagdown}).$$

3.6 Note on Scope of Assessing Significant Unmet Demand

It is useful to note the extent to which a licensing authority is required to consider peripheral matters when establishing the existence or otherwise of significant unmet demand. This issue is informed by *R v Brighton Borough Council, ex p Bunch 1989*¹. This case set the precedent that it is only those services that are exclusive to taxis that need concern a licensing authority when considering significant unmet demand. Telephone booked trips, trips booked in advance or indeed the provision of bus type services are not exclusive to hackney carriages and have therefore been excluded from consideration.

¹ See Button JH 'Taxis – Licensing Law and Practice' 2nd edition Tottel 2006 P226-7

Evidence of Patent Unmet Demand – Rank Observation Results

4.1 Introduction

This section of the report highlights the results of the rank observation survey. The rank observation program covered a period of 407 hours during November 2014 and March to May 2015. Some 57,229 passengers and 32,337 departures were recorded. A summary of the rank observation programme is provided in Appendix 2.

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

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

The rank observations were undertaken during a period of significant roadworks and disruption across Manchester caused by the Metrolink second city crossing. As a result some ranks observed in the previous study were not able to be observed as part of this study.

4.2 The Balance of Supply and Demand

The results of the analysis are presented in Table 4.1 below. The predominant market state is one of equilibrium. Excess supply (queues of taxis) was experienced during 27% of the hours observed while excess demand (queues of passengers) was experienced 14% of the hours observed. Conditions are favourable to customers at all times of the day with most favourable time being the weekday and weekday night periods.

Table 4.1 – The balance of supply and demand in the Manchester rank-based taxi market (percentage of hours observed)

Period		Excess Demand (Max Passenger Queue ≥ 3)	Equilibrium	Excess Supply (Min Taxi Queue ≥ 3)
Weekday	Day	10	45	45
	Night	11	47	42
Weekend	Day	14	81	6
	Night	21	54	25
Sunday	Day	14	67	19
Total 2015		14	58	28
Total 2012		9	52	39
Total 2007		22	55	23

NB – Excess Demand = Maximum passenger queue ≥ 3. Excess Supply = Minimum taxi Queue ≥ 3 – values derived over 12 time periods within an hour.

As detailed in Table 4.1 conditions have become less favourable to passengers since the last study. The number of hours where excess demand was observed have increased from 9% to 14%.

4.3 Average Delays and Total Demand

The following estimates of average delays and throughput were produced for each rank in Manchester (Table 4.2).

The survey suggests some 57,229 passenger departures occur per week from ranks in Manchester involving some 32,337 taxi departures. The taxi trade is concentrated at the rank at Piccadilly Station accounting for 31% of the total passenger departures. On average cabs wait 12.75 minutes for a passenger. On average passengers wait 0.56 minutes for a taxi.

The passenger numbers observed are very similar to those observed in 2012. However passenger delay has slightly increased meaning that passengers have to wait marginally more time to obtain their vehicle in 2015 compared to 2012. Passenger departures have reduced at both Piccadilly Station and the Airport.

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

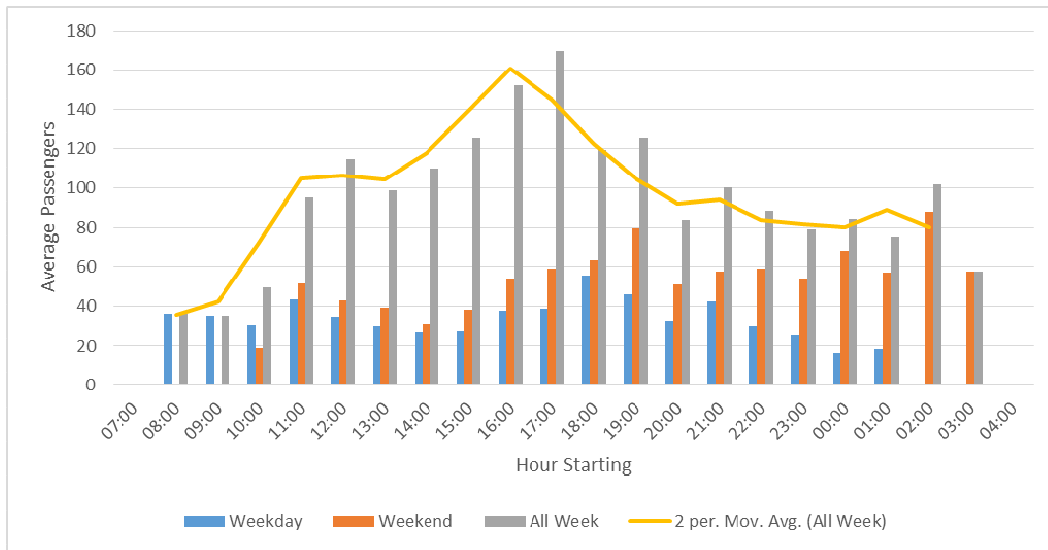
Rank	Passenger Departures	Taxi Departures	Average Passenger Delay in Minutes	Average Taxi Delay in Minutes
Albert Square	2,669	1,285	0.40	19.64
St Mary's Gate	3,743	2,203	0.00	14.21
High Street	3,698	2,060	0.06	20.41
Deansgate Renaissance	2,833	1,618	0.07	21.71
Chorlton Street	603	360	0.27	30.70
Airport Terminal 3	5,535	3,216	0.25	9.14
Airport Terminal 1	6,071	2,589	0.70	11.66
Airport Terminal 2	1,670	884	0.38	3.83
Peter Street (Bar 38)	1,281	778	0.00	18.13
Piccadilly Rail Station	16,577	10,754	1.41	8.77
Victoria Rail Station	3,303	2,010	0.11	18.32
Corporation Street	3,361	1,432	0.11	11.73
Portland Street	1,212	838	0.00	17.62
Sackville Street	318	168	0.00	9.11
Peter Street (Midland)	542	290	0.00	10.10
Peter Street (Radisson)	402	285	0.00	11.18
Garden St	3,413	1,568	0.00	12.94
Total 2015	57,229	32,337	0.56	12.75
Total 2012	56,830	36,269	0.45	14.41
Total 2007	58,781	38,936	1.41	10.22

* the cab delay figure at the airport is based on cab delay at the rank not the feeder park. Average delay at the feeder park is 71minutes

4.4 The Delay/Demand Profile

Figure 4.1 provides a graphical illustration of passenger demand for the Monday to Saturday period between the hours of 08:00 and 04:00.

Figure 4.1 Passenger Demand by Time of Day in 2015 (Monday to Saturday)



The profile of demand shows a peak in demand mid afternoon. We therefore conclude that this is a ‘highly peaked’ demand profile. This has implications for the interpretation of the results (see Chapter 9 below).

Figure 4.2 Passenger Delay by Time of Day in 2015(Monday to Saturday)

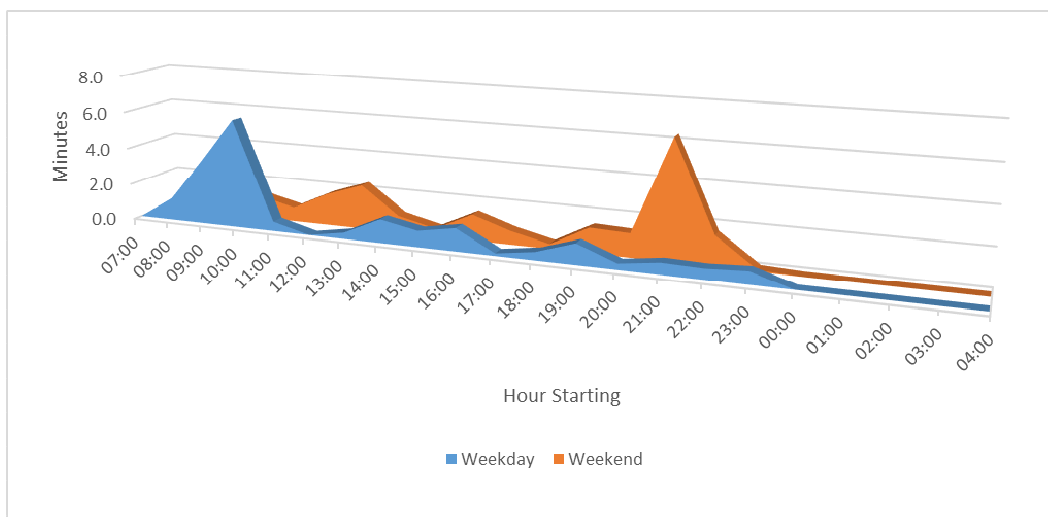


Figure 4.2 provides an illustration of passenger delay by the time of day for the weekday and weekend periods. It shows that delay peaks on weekday mornings and during the night on weekends.

4.5 The General Incidence of Passenger Delay

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

Table 4.3 – General incidence of passenger delay (percentage of passengers travelling in hours where delay exceeds one minute)

Year	Delay > 0	Delay > 1 min	Delay > 5 min
2015	9.67	4.20	1.07
2012	4.89	3.48	0.96

In 2015 4.20% of passengers are likely to experience more than a minute of delay. It is this proportion (4.2%) that is used within the ISUD as the 'Generality of Passenger Delay'. This is slightly more than 2012.

Evidence of Suppressed Demand – Public Attitude Pedestrian Survey Results

5.1 Introduction

A public attitude survey was designed with the aim of collecting information regarding opinions on the taxi market in Manchester. In particular, the survey allowed an assessment of flagdown, telephone and rank delays, the satisfaction with delays and general use information. The generic term 'taxi' was used given that typically members of the public do not distinguish between hackney carriage and private hire. If a question was specifically aimed at hackney carriage the public were provided detail of the difference.

Some 448 on-street public attitude surveys were carried out in August and September 2015. The surveys were conducted across a range of locations within the Manchester licensing area.

It should be noted that the totals in the following tables do not always add up to the same amount. This is due to one of two reasons:-

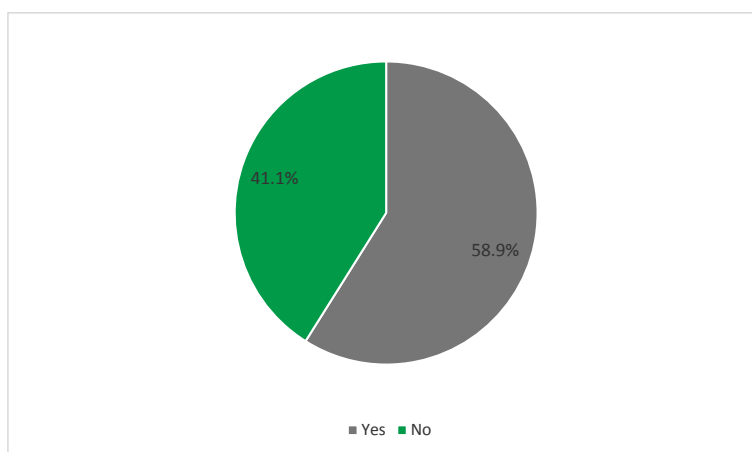
- not all respondents were required to answer all questions; and second,
- some respondents failed to answer some questions that were asked.

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

5.2 General Information

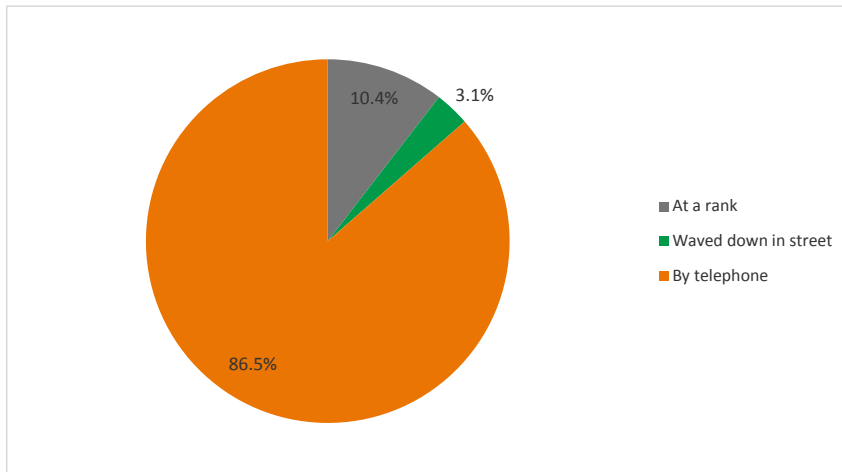
Respondents were asked whether they had made a trip by taxi in the past three months. Figure 5.1 shows that 58.9% (264) of the 448 people surveyed had made a trip by taxi in the last three months.

Figure 5.1 – Have you made a trip by taxi in the last three months?



Trip makers (260) were asked how they obtained their taxi or mini cab. Some 10.4% of trip makers (27) stated that they hired their taxi at a rank while 86.5% (225) of hirings were achieved by telephone (these vehicles could have been either mini cab or taxi). Some 3.1% (8) of trip makers obtained a taxi by on-street flagdown. Figure 5.2 reveals the pattern of hire.

Figure 5.2 – Method of hire for last trip

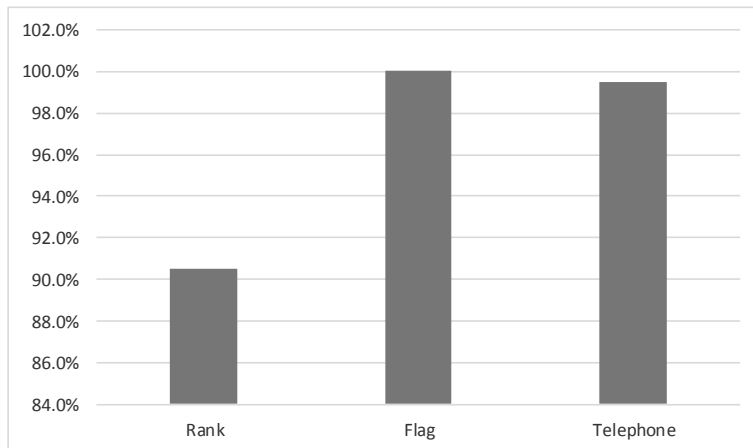


Those tripmakers obtaining their taxi from a rank were asked which rank they had used and why. The most commonly used ranks were Piccadilly and Albert Square.

Respondents were asked if they were satisfied with the time taken and the promptness of the taxis arrival. When considering all hirings the majority (98.3%) were satisfied with their last taxi journey.

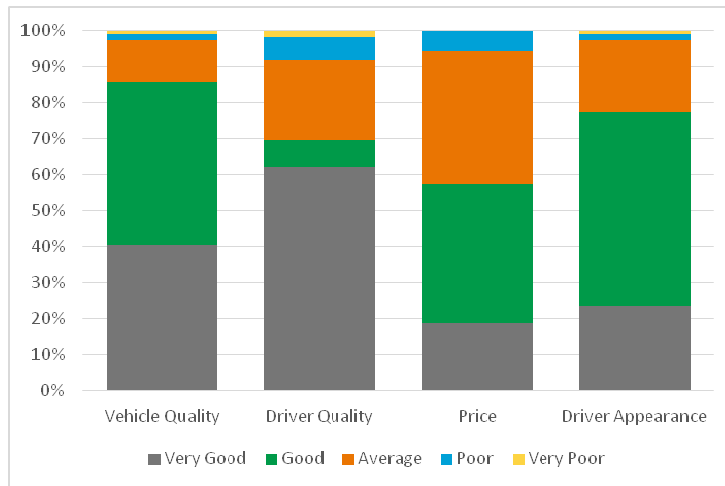
Figure 5.3 shows that for each method of obtaining a taxi, the majority were satisfied with the length of time they had to wait. Those obtaining their taxi by on street flagdown provided the highest levels of satisfaction.

Figure 5.3 – Satisfaction with delay on last trip by method of hire



Trip makers were asked to rate four elements from their last taxi journey on a scale from very poor to very good. The results in figure 5.4 show that vehicle and driver quality were in general good or very good.

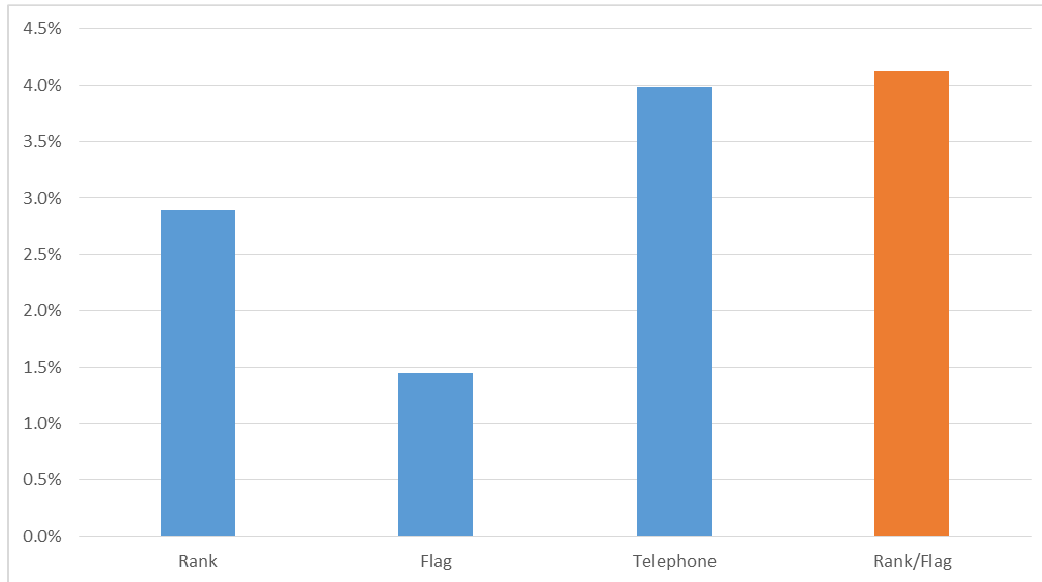
Figure 5.4 – Rating of last journey



5.3 Attempted method of hire

In order to measure demand suppression, all respondents were asked to identify whether or not they had given up waiting for a vehicle at a rank, on the street, or by telephone in Manchester in the last three months. The results are summarised in Figure 5.5.

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



As indicated in Figure 5.5, some 4.1% (18) of respondents had given up waiting for a taxi at a rank and/or by flagdown in the last three months. This has implications for the interpretation of the results (see Chapter 8 below).

Respondents who had given up trying to obtain a taxi in the last three months were asked the location where they had given up waiting for a taxi. The most common areas were Deansgate, Piccadilly station and the Printworks at night.

5.4 Service Provision

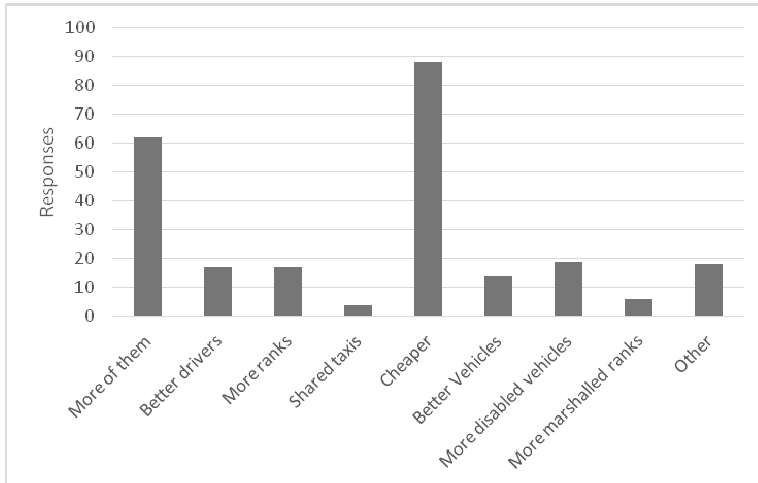
The difference between a taxi and mini cab was explained to each respondent prior to asking participants whether they feel there are enough taxis in Manchester at the current time. Some 51.8% (199) commented that there are sufficient, 11.7% (45) felt more were required and 36.5% (140) were unsure.

The survey then asked respondents whether taxi services in Manchester could be improved. Some 34.4% (120) felt that they could be improved. These respondents were then asked what could be done to improve the service. The results are shown in Figure 5.6.

The graph shows that the majority of responses felt that taxis should be cheaper. Of those who stated 'other' responses included:

- Improved punctuality;
- Drivers should help more
- Better geographical knowledge needed

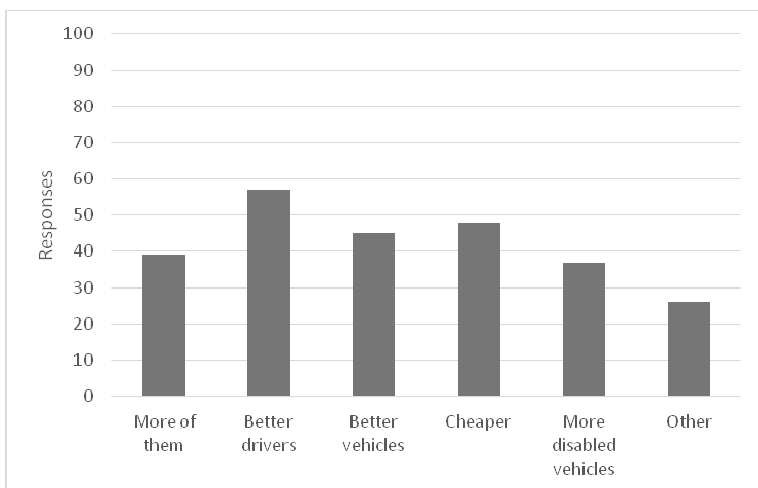
Figure 5.6 – How could hackney carriage services be improved (multiple responses)



The survey also asked respondents whether mini cab services in Manchester could be improved. Some 32% (121) felt that they could be improved. These respondents were then asked what could be done to improve the service. The results are shown in Figure 5.7. The majority of responses felt that better driving was needed. Of those who stated 'other' responses included:

- Cleaner Vehicles;
- Cleaner Drivers;
- Answer the phone quicker

Figure 5.7 – How could mini cab services be improved? (multiple responses)



5.5 Safety

Respondents were asked whether they felt safe whilst using taxis both during the day and at night. Some (83%) 289 respondents felt safe using them during the day and 245 at night (72.3%). Those respondents who stated that they do not feel safe all or some of the time were asked what could be done to improve safety of using taxis in Manchester. The most common responses included;

- CCTV in vehicles
- Female drivers
- Using a regular company

Respondents were also asked whether they feel safe whilst using mini cabs both during the day and at night. The majority of respondents felt safe using them during the day (83.5%, 329) and at night (72%, 267). Those respondents who stated that they do not feel safe all or some of the time were asked what could be done to improve safety of using taxis in Manchester. The most common responses included;

- Better local knowledge
- Drivers with better levels of English
- Better standards of driving

Respondents were asked whether they were aware that taxi marshals operated at a number of ranks across Manchester. Only 90 respondents (22%) were aware of this. However the presence of these marshals made (343) 87% of respondents feel safer.

5.6 Ranks

Respondents were asked if there were any locations in Manchester where new ranks were needed. Some 29 respondents (7.6%) said that new ranks were needed in Manchester. The most common locations suggested included:

- Oxford Road
- Didsbury
- Near the theatres;
- New art centre
- Printworks

5.7 Summary

Key points from the public attitude survey can be summarised as:

- Some 10.4% of hirings are from a rank;
- High levels of satisfaction with delay on last trip – hiring by on street flagdown providing the highest levels;
- Some 4.1% of people had given up trying to obtain a taxi at a rank or by flagdown;
- Some 34.4% of people felt that taxi services could be improved – need to be cheaper; and
- Some 7.6% of people found that new ranks were needed.

Consultation

6.1 Introduction

Guidelines issues by the DfT state that consultation should be undertaken with the following organisations and stakeholders:

- All those working in the market;
- Consumer and passenger (include disabled) groups;
- Groups which represent those passengers with special needs;
- The Police;
- Local interest groups such as hospitals or visitor attractions; and
- A wide range of transport stakeholders such as rail/bus/coach providers and transport managers.

In order to consult with relevant stakeholders across Manchester, face to face meetings and written consultation was undertaken.

6.2 Direct (Face to Face) Consultation

A number of stakeholders were invited to attend a series of face to face consultation sessions at Manchester Town Hall. This assured the DfT guidelines were fulfilled and all relevant organisations and bodies were provided with an opportunity to comment.

A summary of the responses received are provided below and within Appendix 4.

Hackney Carriage Trade

The attendees were in agreement that the existing managed growth policy works well and should be maintained. It was noted that min cab numbers had increased and attendees felt that there was a lack of enforcement. Vehicles were found to be illegally ranking outside the Casino on Oxford St, Northern Quarter and Spinningfields. The work level at the Airport was also felt to have reduced.

Vehicle quality was considered to have decreased as work levels have decreased.

Driver quality was generally considered to have decreased. It was felt that this was down to the topographical test. The trade wished to see written knowledge test introduced. It was also suggested that language skills needed to be improved.

It was felt that taxi ranks needed reviewing. Suggestions for new ranks included: Northern Quarter near Thomas Street, Australaisa on Deansgate, Spinningfields and near Mojo bar. It was suggested that all hotels should have taxi ranks.

Comment was made as to the value of the taxi marshals and how well they police the ranks. However comment was made as to how on occasion they sometimes just put anyone into the taxi regardless of how drunk they were. It was also felt that they would benefit from training on how to put people into taxis quickly.

Section 6 – Consultation

Page

The trade wanted to see improvements in enforcement of illegal plying for hire. It was suggested that there should be a financial penalty for the driver and the company when caught.

Fares were considered to be too low and don't match the running costs incurred.

The trade did not want to see the advertising policy amended.

Attendees suggested that the authority should either increase hackney fares or manage private hire better.

Mincab (Private Hire) Trade

Nobody from the private hire trade attended the meeting.

Disability Representatives

Attendees felt that there were enough vehicles but not enough ranks.

Comment was made as to how there continued to be issues with drivers driving past wheelchair users despite being flagged, or turning their lights off. They wished to see this addressed. It was felt that training should be improved – Disability Awareness and Equality training. However it was noted that training is only valid if the driver applies it. MDPAG would like to be more involved in driver training.

It was suggested that accessible ranks should be better publicised.

Fares were considered to be too high and issues with drivers accepting taxi vouchers was discussed.

The range of vehicles was considered to be good and suited most people.

6.3 Indirect (Written) Consultation

A number of stakeholders were contacted by letter and email. This assured the DfT guidelines were fulfilled and all relevant organisations and bodies were provided with an opportunity to comment.

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

- Manchester City Council;
- User/disability groups representing those passengers with special needs;
- Local interest groups including hospitals, visitor attractions, entertainment outlets and education establishments; and
- Rail bus and coach operators.

Unite the Union

Unite provided the following response:

1. Adequacy of Hackney Carriage Supply across Manchester

The current supply of Hackney carriages across Manchester on 24/7 bases is more than enough as the current economic situation is real taking its toll. The new Uber Car phenomena is making life even more trying for the working Hackney Carriage Drivers across Manchester as now we are experiencing these Uber cars are entering from across all AGMA districts as well as the Manchester Licenced Private Hire Cars.

2. Policy of Control Growth

The current control growth policy adopted by Manchester City Council is the best policy. Unite the Union was the first trade organisation to propose this policy and Unite the Union is committed to see this policy to remain in Manchester, because this gives every hackney driver an opportunity who enters this service would eventually realise his/her aspiration fulfilled to own a hackney license if they remain in the service in Manchester City.

3. Adequacy of Private Hire Vehicles Across Manchester

The current position regarding the P/H vehicles is that there are far too many P/H chasing a very limited pool of work all the time and all areas and are trying all sort of ways and means, thus it leads to many P/H drivers getting involved in illegal Plying for hire even though all P/H driver know that it is an offence to ply for hire without prior booking yet many of them are doing so.

4. Image of the Taxi Trade

a The majority of the current hackney fleet is TX purpose built taxis. There are 2 other type of hackney vehicle have entered service since 2009 namely the Mercedes Vito Taxi and since 2012 Peugeot E7 Taxi. The fleet is generally of a good quality, because there is an entry age as well as maximum age limit applicable, with this condition the older vehicle are faced out in due course.

b There is a need to improve on the current knowledge test by testing all new drivers on all aspect of hackney carriage driving i.e correct use of the equipment in the taxi to assist the passengers.

c There is an expectation by the local authority as stated in the Hackney Driver by-laws that all hackney drivers shall be of smart appearance in dress as well as in person when working as hackney driver.

d If the local authority is considering any type of additional training to drive up the standard then they should consider the B-Tec course in public transport for Taxis as this is a classroom based knowledge testing programme which has pass/fail element attached to it. The current NVQ does not do any justice for the time invested by the driver and resources by the funding authority.

5. Taxi Ranks

a The current Ranks are in right location

b There have been many discussion on this subject with the council for many years but without any progress to date. The agreed list of new ranks needed by the trade is already with Licensing unit as well as the Highways department who are currently responsible for creating new taxi Ranks.

c There are many that could benefit from improving the accessibility by means of time and the number of the taxi allowed to use them.

6. Accessibility of Vehicles

a The current Hackney fleet is 100% wheelchair and swivel seat compliant, which is even better than London.

b The hackney carriage service is available for immediate hire, so therefore it should not be any difficulty for a member of the public to book a hackney carriage anywhere any time, however there is a Taxi hire Radio circuit based the city as well.

c For an easy access for the hackney carriage in the city centre focal points is a taxi ranks outside all Major Hotels/ Hospitals and the other big Business venues and Bus and rail terminuses is a must requirement, which the local council should insist for all new developments in all areas of the city.

7 Level & Structure of Taxi Fares

The current level of the fare is considered reasonable. There has not been a fare increase in last 4 years with some alteration in last year where the trade had to accept the removal of the luggage charge and the fuel surcharge as the price of Diesel had reduced considerably. This year the fare review undertaken by the Sub Committee only increased the 2 long overdue element which did not needed meter alteration. The seemingly

higher premium on night fare is due to the weekend Marshalling service paid by the the Manchester Hackney Carriage Trade.

8. Publicity of Hackney Service

There is no publicity about this service of any type or kind other than they are everywhere in and around the city and all hours.

9. Safety Issues

This is a user group issue.

10. Transport Integration

The taxi fleet integrate very well with the rest of the public transport service in Manchester. The Hackney Carriage is a very cost effective mode of public transport service as this mode is immediately available for hire on 24/7 bases. However if you ask many of our colleagues in the trade they feel neglected that when it comes to the issues of the taxi trade there is not the same level of understanding shown, as there should be by the Local Authority, if we are perceived as part of public transport network in the city. The recent examples of the Heaton Park and the Pride Bank Holiday Festivals are good examples for these feelings.

Taxi Owners Manchester

The Association considered hackney carriage supply to be very good across all times of the day and night. It was noted that taxis tend to work the city centre and along the corridor south to Didsbury and also Manchester Airport as there is little demand in other areas of the city due to proliferation of private hire ranking.

Vehicle quality was thought to have deteriorated, due to lack of work leading to less investment by owners , Manchester Airport particularly has had a big effect, cheap parking and private hire operator illegally plying his cars for hire. It was suggested that there was room for improvement with driver's attitudes and appearance and a need for additional English language training.

No additional WC accessible vehicles were thought to be required. It was now thought to be relatively easy to book as , Mantax the main radio company now utilises GPS despatch so has improved since last survey, also various APPs are available to hire hackney carriages which are all wheelchair accessible in Manchester

Fares were considered to be too low all round, they are half the fares in London which leads to drivers having to subsidise the fare through their work hours, 6 shifts at 12 hours would be the average week but some work far in excess of these hours

The taxi marshals were considered to be there to prevent and stop trouble but their presence also slows down the process of getting passengers in the cab, so drivers are exposed at a potential trouble spot for much longer often 10X the time required to pick up from a queue.

Manchester Cars

Manchester Cars provided the following response:

The emergence of Uber has destroyed the Manchester trade. They have brought in drivers from outside boroughs who have no knowledge and lower standard of vehicles. They rank everywhere and have taken the market to its lowest point in our memory. The pickup illegally whilst waiting for work and have made the public more vulnerable. Their fare structure is frustrating and surge pricing means regular private hire firms have lost out on regular work and drivers and when Uber surge is on, customers then expect the normal firms to have vehicle available when they have lost to this corporate monster.

In our opinion, the rise of Uber is damaging the trade and it needs to be controlled. They pay no Tax in to this country and will eventually earn at least 20% of every cab journey in the country. Enslaving drivers with lures

of weekly bonuses, restricted them from even using the toilet as this may risk losing the bonus. Using drivers as employees but benefitting from classing them as self employed. Typical corporate take over.

We have introduced uniforms to increase the image of Manchester. All our drivers are smart and wear a company shirt, tie and trousers. This makes Manchester more pleasant, not only to our residents but has a huge impact on visitors to the country. Uber drivers are dressed in track suits, foreign gowns, frocks and dresses. They smoke in the vehicles and are unshaven, messy looking and in need of general repair. This is now Manchester's largest private hire firm with hundreds of these unkempt, messy looking drivers running around in old cars of all sorts of colours. The Manchester Council policy of 7 years old, silver or white has gone out of the window as regular companies and drivers like us, try to uphold these rules with our ever dwindling fleet.

Trade Survey

7.1 Introduction

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

7.2 Survey Administration

The survey was conducted through a self-completion online questionnaire. A link was emailed to all licensed hackney and private hire drivers and operators (a total of 5000) in Manchester. A total of 694 questionnaire forms were completed and returned, giving a response rate of around 14%.

It should be noted that not all totals sum to the total number of respondents per trade group as some respondents failed to answer all of the questions.

7.3 General Operational Issues

The responses have been disaggregated on a taxi and min cab trade basis. Both trades were asked how long they have been involved in the taxi trade in Manchester. Some 49.3% of the hackney carriage respondents have been involved for under 10 years, while 35.1% of the private hire respondents have been involved for over 10 years.

Respondents were asked whether they subscribed to a radio circuit. Only 16.3% of hackney respondents said they did subscribe. A much higher percentage of private hire respondent's subscribed to a radio circuit (55.4%).

Respondents were asked whether they used the taxi licencing pages on Manchester City Council's website. Nearly three quarters of hackney carriage and private hire drivers stated that they did use these pages (76.9% and 72.7% respectively).

Manchester City Council's Licensing Department send out emails to drivers. Some 95.1% of hackney carriage drivers and 92.9% of private hire drivers receive these emails. This was the favoured form of communication for both hackney carriage and private hire drivers.

Drivers were asked what they understood by the term 'safeguarding'. Some of the most popular responses were:

- Protect vulnerable people
- Protect customers
- A safe escort
- Safety of drivers in the vehicles
- Stop pirating

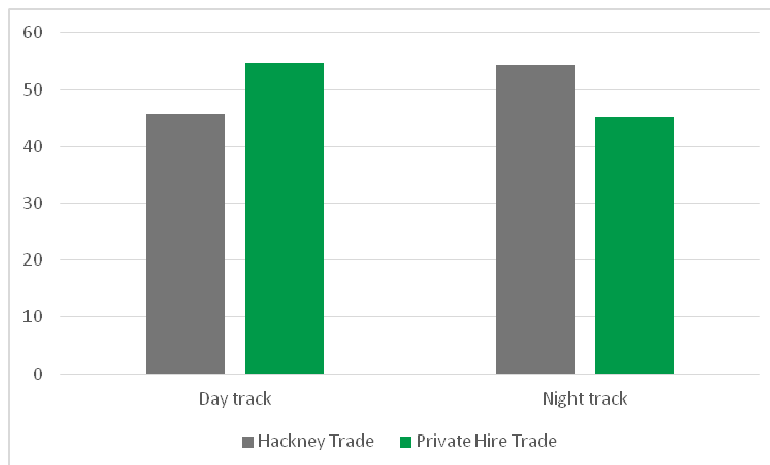
Respondents were asked how confident they were in relation to transporting individuals with mobility, visual and hearing impairments. The most common response for both trades was that drivers were confident in transporting vulnerable individuals.

Some 62.5% of hackney carriage drivers and 63.6% of private hire drivers said that they had completed driver specific training. NVQ qualifications were the most popular among both trades, with 86.1% of hackney carriage respondents and 84.8% of private hire respondents gaining this qualification. Approximately 93% of hackney drivers found this training useful. When asked how the Council can assist drivers in accessing training, the most popular response was to provide more information.

7.4 Driving

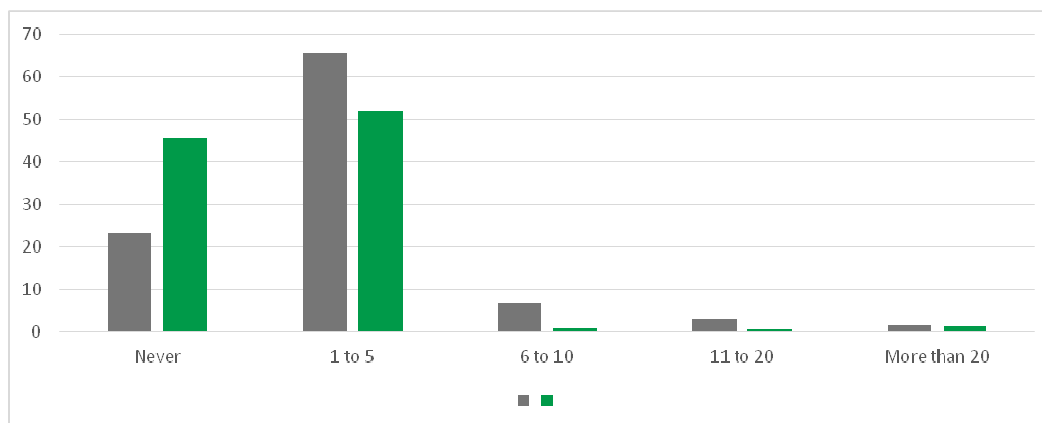
Drivers were asked what type of vehicle they drive most frequently. Some 83.0% of the taxi trade drive a purpose built cab whilst 84.4% of the min cab trade generally drive saloon vehicles. Drivers were asked which ‘track’ they drive. Figure 7.2 demonstrates that a slightly higher percentage of taxi drivers work a night track, whilst the reverse is true for drivers working a day track.

Figure 7.2 – Which track do you work?



Respondents were asked to state the number of times they carry wheelchair bound passengers on a weekly basis. Figure 7.5 shows the results. Some 23.3% of taxi respondents and 45.5% of mini cabs respondents stated that they never carry wheelchair bound passengers.

Figure 7.5 – Frequency of transport of wheelchair bound persons



Drivers were asked whether they felt that standards of dress for drivers should be introduced. Opinion was mixed with 48.5% of the taxi and 33.9% of the minicab trade in favour.

7.5 Safety and Security

Respondents were asked whether they had ever been attacked by a passenger in the last year. Some 54.4% of taxi respondents and 60.0% of min cabs respondents stated that they had been verbally attacked with 17.0% of taxi respondents and 17.9% of minicab respondents stating they had been physically attacked.

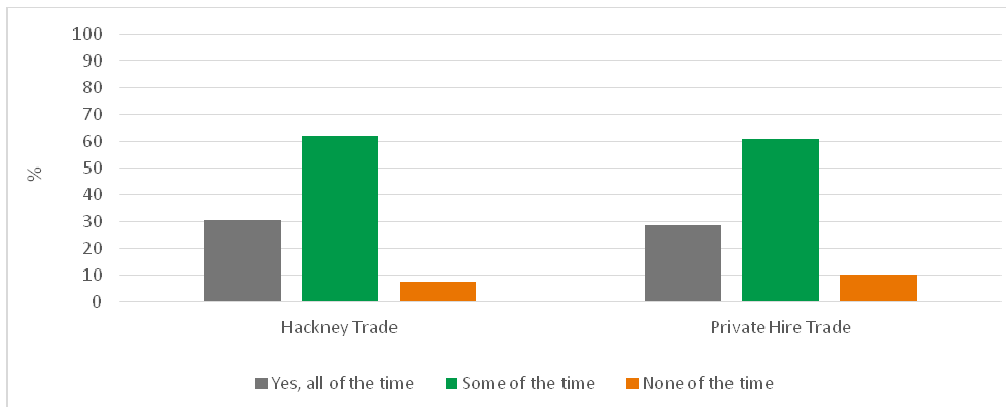
Those that were attacked were asked how frequently this has occurred in the last 12 months, the results of which are detailed below in Table 7.1. When compared to the data in 2011 the number of hackney respondents stating that they have been physically attacked has increased from 6% to 16.7%. Those stating that they had been physically attacked on less than 10 occasions had decreased.

Table 7.1 - Frequency of attacks by passengers within the last 12 months

	Taxi Trade		Mini cab Trade	
	Frequency	Percent	Frequency	Percent
Physically attacked				
Less than 5 occasions	65	72.2	23	85.2
Between 5 to 10 occasions	10	11.1	2	7.4
More than 10 occasions	15	16.7	2	7.4
Total	90	100.0	27	100.0
Verbally attacked				
Less than 5 occasions	71	41.8	22	39.3
Between 5 to 10 occasions	38	22.4	18	32.1
More than 10 occasions	61	35.9	16	28.6
Total	170	100.0	118	100.0

The respondents were asked if they felt safe whilst working as a taxi driver in Manchester. The results of which are shown in Figure 7.6. Some 30.6% of the taxi respondents felt safe all of the time as did some 28.7% of mini cab respondents.

Figure 7.6 – Do you feel safe whilst working as a taxi driver in Manchester?



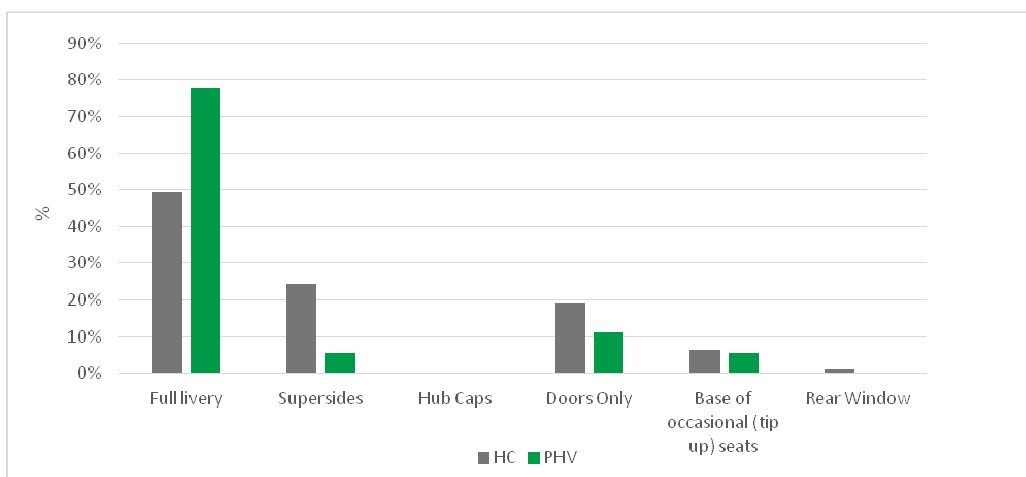
Of those that did feel unsafe working in Manchester, 64.9% of the taxi respondents and 61.4% of mini cab respondents stated that they felt unsafe whilst working at night in Manchester.

Drivers were asked whether CCTV should be introduced in to every taxi. Some 79.7% of taxi drivers and 75.0% of mini cab drivers agreed that CCTV should be introduced.

7.6 Advertising

Trade respondents were asked if they currently had any advertising on their vehicle. Two thirds of taxidrivers (66.3%) three quarters of mini cab drivers (75.9%) stated that they did not. Figure 7.2 displays the type of advertisement present on the vehicle, for respondents which stated that they did advertise.

Table 7.2 - Type of advertising on vehicles



7.7 Ranks

Members of both trades were asked whether they believe there is sufficient rank space in Manchester. Around three quarters of both the taxi (73.6%) and mini cab (75.9%) trades did not feel there is sufficient rank space in Manchester.

The trade(both taxi and private hire) were asked whether there were any areas where a new rank should be located. The most frequent suggestion was:

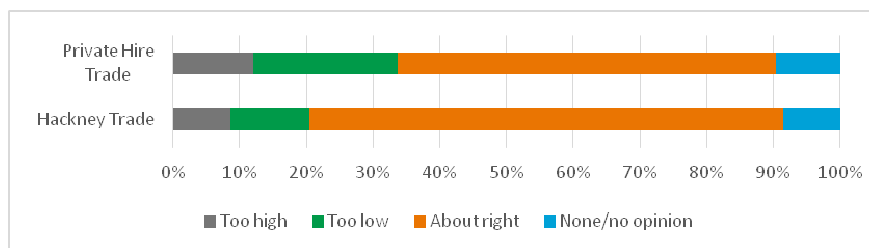
- Shudehill;
- Deansgate,;
- City Centre;
- Northern Quarter
- Oxford Road; and
- Portland Street.

In addition some 66.8% of the taxi respondents felt there were ranks that needed extending compared to only 65.0% of the private hire trade.

7.8 Fares

Members of both trades were asked for their opinions regarding the current level of taxi fares. Figure 7.7 indicates the responses. The majority of taxi respondents (71.0%) considered fares to be 'about right'. Of the mini cab respondents, some 12.0% believe they are too high with 56.6% believing they are 'about right'. Respondents were then asked how often they thought the taxi fare tariff should be increased. The results indicate the majority of the taxi (52.9%) and mini cab (55.4%) trade believe fares should be increased annually. Of those that stated other the most common suggestion was every 3 years.

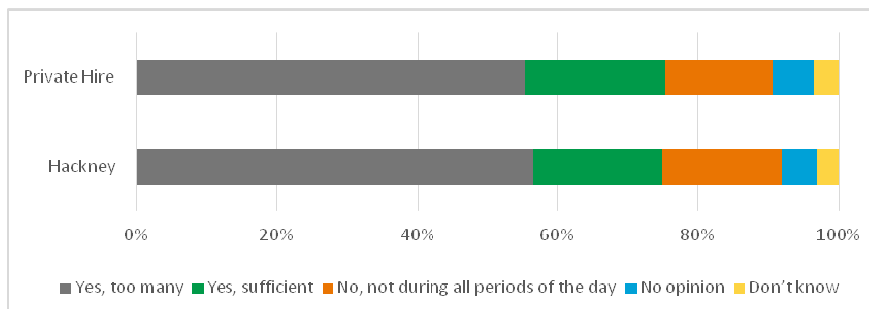
Figure 7.7 – Opinions relating to hackney carriage fares



7.9 Taxi market in Manchester

Members of both trades were asked whether they consider there to be sufficient taxis to meet the current level of demand in Manchester. The results are shown in Figure 7.8. Over half of taxi respondents believe there are too many taxis in Manchester, whereas 15.3% of mini cab respondents believe there are not sufficient taxis available at all times of day.

Figure 7.8 – Are there sufficient taxis in Manchester?

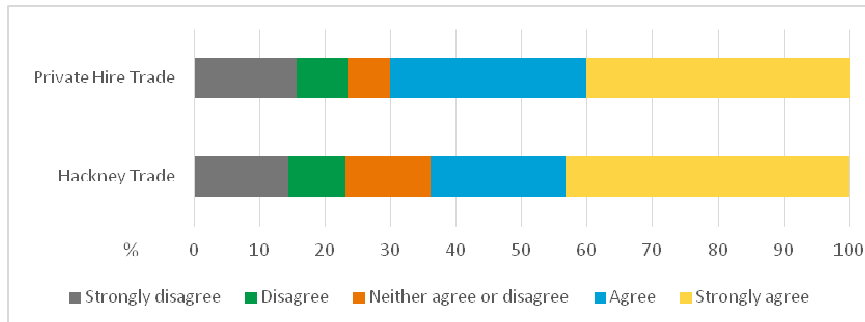


The majority of respondents from the taxi trade (71.8%) felt that the numerical limit should not be removed in Manchester. In contrast 30.5% of the mini cab respondents were of the opinion the limit should be removed. Views were sought regarding the likely impact on a series of factors if Manchester Council were to remove the limit on taxi licences. The findings are summarised below:

- Some 71.4% of the taxi trade believe congestion would increase in Manchester, whereas 26.6% of the mini cab trade felt that there would be no effect.
- Some 51.1% of the taxi and 52.1% of the min cab trade felt that removing the numerical limit would have no impact on fares.
- The majority of both the taxi and mini cab trade respondents felt that there would be no effect on the passenger waiting times at ranks, by flag down or by telephone.
- The taxi trade felt there would be a negative impact on the quality of taxi vehicles. The mini cab trade felt vehicle quality would be unaffected.
- Some 50.9% of the taxi trade felt there would be a negative impact on the effectiveness of enforcement in Manchester. Similarly, 47.4% of the mini cab trade agreed that this would be the case.
- The taxi trade felt that over ranking would increase. The mini cab respondents agreed with 70.5% believing this would increase.
- 35.8% of the taxi trade felt that customer satisfaction would reduce as a result of the limit being removed, whilst 42.9% of the mini cab trade agreed that this would be the case.

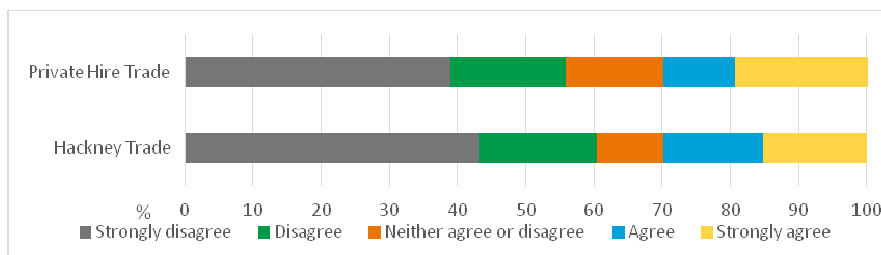
All respondents were asked their response to the statement ***“there is not enough work to support the current number of hackney carriages”***. The results in Figure 7.9 show that 43.3% of taxi respondents strongly agree or agree with the statement that there is not enough work to support the current number of taxis. In contrast 15.6% of the mini cab respondents disagreed or strongly disagreed. Some of the most common responses agreeing with the statement included; Not enough work, too many taxis (both HC and PH), overcrowded ranks and time of week dependant demand.

Figure 7.9 – Opinion on “there is not enough work”



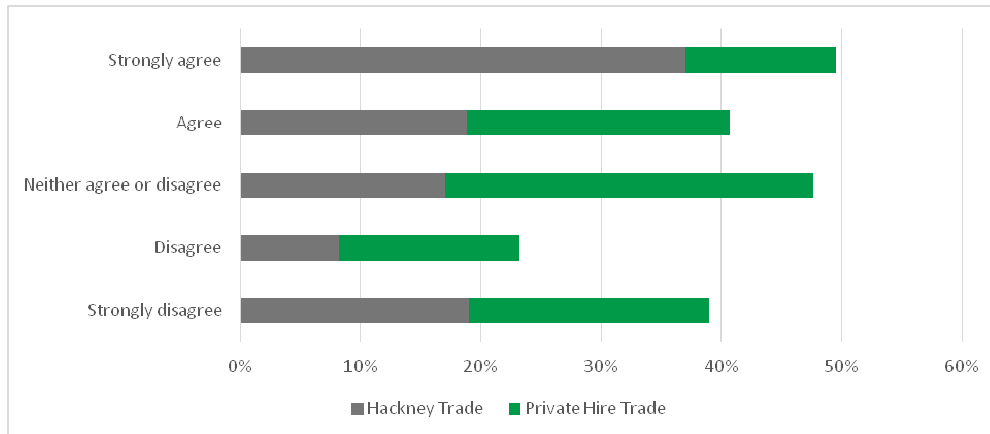
The survey then asked for opinions on the following statement; **“Removing the limit on the number of hackney carriages in Manchester would benefit the public by reducing waiting times at ranks”**. Figure 7.10 shows that 60.4% of taxi drivers strongly disagreed or disagreed that removing the limit on the number of taxis in Manchester would reduce public waiting times at ranks, compared with just 55.8% of the mini cab trade.

Figure 7.10 – Opinion of “removing the limit on the number of hackney carriages in Manchester would benefit the public by reducing waiting times at ranks”



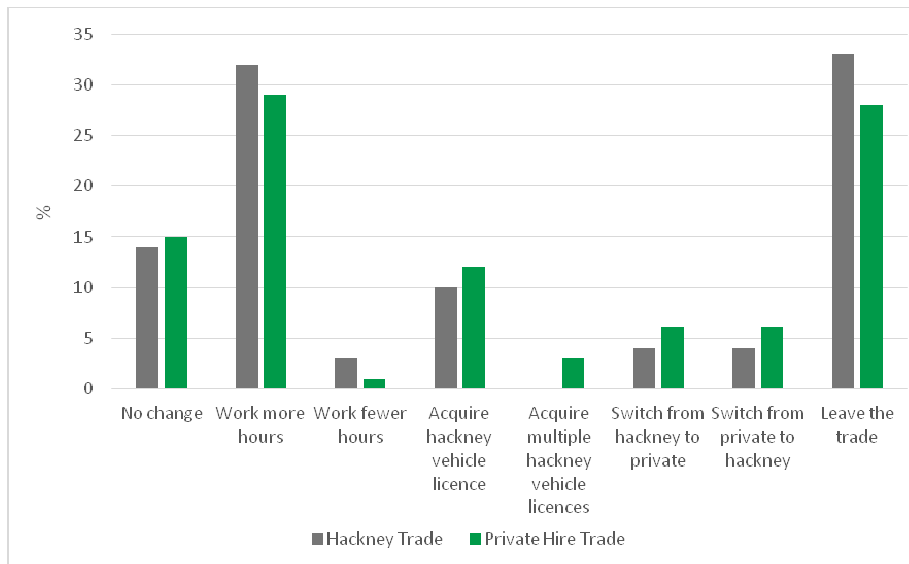
The survey then asked opinions of the following statement, **‘There are special circumstances in Manchester that made the retention of the numerical limit essential’**. Figure 7.11 shows that 55.7% of the taxi trade agree or strongly agree that there are special circumstances in Manchester that make the retention of a numerical limit essential, compared with 45.2% of mini cab respondents. Comments included, the standards would fall if the limit was removed, not enough work and it is not a big enough city to cope with removal of the limit.

Figure 7.11 – Opinion of “there are special circumstances in Manchester that make the retention of the numerical limit essential”



Finally, the trade were asked what effect they thought it would have on them if the authority removed the numerical limit on taxis. The results in Figure 7.12 indicate that 31.7% of taxi respondents cited they would work longer hours and 32.6% claim they would leave the trade. Some 6.3% of mini cab drivers said they would switch from mini cab to taxi.

Figure 7.12 – Effect if the numerical limit was removed (multiple responses)



7.10 Summary

The key results of the trade survey can be summarised as follows:

- Some 35.9% of taxi respondents and 28.6% of mini cab respondents stated that they had been verbally attacked on more than 10 occasions with 16.7% of taxi respondents and 7.4% of mini cab respondents stating they had been physically attacked on more than 10 occasions.
- When working as a taxi driver in Manchester, 30.6% of the hackney carriage respondents felt safe all of the time.
- Around three quarters of both the taxi (73.6%) and mini cab (75.9%) trade did not feel there was enough rank space in Manchester.
- Over half of taxi respondents believe there are too many taxis in Manchester, whereas 15.3% of mini cab respondents believe there are not sufficient taxis available at all times of day.

Deriving the Significant Unmet Demand Index Value

8.1 Introduction

The data provided in the previous chapters can be summarised using CH2M’s ISUD factor as described in Chapter 3.

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

Average Passenger Delay (Table 4.2)	0.59
Peak Factor (Figure 4.2)	0.5
General Incidence of Delay (Table 4.3)	4.2
Steady State Performance (Table 4.1)	10
Seasonality Factor (Section 3)	1
Latent Demand Factor (Section 5)	1.41
ISUD (0.59*0.5*4.2*10*1*1.41)	17

The cut off level for a significant unmet demand is 80. It is clear that Manchester is well below this cut off point as the ISUD is 17, indicating that there is **NO significant unmet demand**. This conclusion covers both patent and latent/suppressed demand.

8.2 Comparing the results for Manchester with those of other unmet demand studies

Comparable statistics are available from a number of local authorities that CH2M have recently conducted studies in and these are listed in Table 8.1. The table highlights a number of key results including:

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

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

- population per taxi is lower than the average overall value i.e. provision is higher;
- the proportion of passengers, who travel in hours where some delay occurs, is 9.67% which is higher than the average for the districts analysed;
- overall average passenger delay at 0.59 minutes is lower than the average value;
- overall average taxi delay at 12.75 minutes is lower than the average for the districts shown; and
- the proportion of weekday daytime hours with excess demand conditions is 10%.

Section 8 – Deriving the Significant Unmet Demand Index Value

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Table 8.1 A Comparison of Manchester with Other Authorities Studied (values in italics make up ISUD)									
District and Year of Survey	Population per Hackney	Proportion Waiting at Ranks	Proportion Waiting >= 1 Min	Proportion Waiting >= 5 Mins	Average Passenger Delay	Average Cab Delay	% Excess Demand	Demand Peaked, Yes=0.5 No=1	ISUD Indicator Value
Manchester 15	465	9.67	4.2	1.07	0.59	12.75	10	0.5	17
Manchester 12	482	4.89	3.38	0.96	0.45	14.41	9	0.5	9
Rochdale15	1,922	2.64	1.68	0.58	0.2	11.04	3	0.5	1
Sunderland 14	789	3.69	1.36	0	0.1	20.41	0	0.5	0
Dover 14	1,619	5.83	0.58	0.08	0.12	15.17	3	1	0
Torbay 14	775	9.06	5.7	3.13	0.7	15.34	8	1	35
York 14	1,082	15	9.34	1.42	1.02	6.25	4	1	42
Bradford 14	2,353	1.61	0.24	0	0.1	24.07	4	1	0
North East Lincolnshire 13	679	3.63	3.03	0.02	0.16	14.85	3	1	2
Sefton 13	1,010	2.76	0.87	0.05	0.1	11.4	3	1	0
Dundee 13	223	9.28	2.93	0.81	0.28	21.61	0	0.5	0
Edinburgh 13	362	5.67	2.73	0.17	0.32	12.07	5	1	5
Blackpool 12	556	9.06	4.86	0.53	0.38	16.25	0	1	0
Oxford 12	1,403	9.61	4.3	1.64	0.65	7.83	7	0.5	13
Falkirk 12	329	10.4	5.53	0.43	0.38	11.52	1	0.5	2
Hyndburn 12	1,302	0.38	0.38	0.38	0.12	28.84	0	1	0
Chorley 12	2,978	6	0	0	0.02	15.90	0	1	0
Broughton and Hove 12	502	5	1.44	0.01	0.18	12.32	2	0.5	0
Southampton 2012	847	8.25	6.94	2.06	1.06	16.18	10	1	78
Torridge 12	1,306	3	0	0	0.11	16.76	0	1	0
Braintree 12	1,714	3	0.63	0.05	0.09	22.57	0	1	0
Sunderland 11	813	15	11.13	0.01	0.88	14.76	0	0.5	0
Torbay 11	777	3	1.42	0.1	0.16	21.45	0	0.5	0
Wirral 11 *	1,080	4	0.41	0.16	0.12	20.19	0	0.5	0
Carlisle 11	1,145	9	5.55	0	0.39	9.92	4	0.5	5
Penwith 11	1,261	14	6.66	2.29	0.96	7.98	12	0.5	41
Restormel 11	1,408	4	3.41	0	0.26	13.54	0	0.5	0
York 11	1,118	14	5.96	0.77	0.93	8.25	9	1	59.1
Crawley 11	924	6	6.28	0.64	0.18	21.88	5	1	6
Liverpool 11	308	5	2.13	0.37	0.14	20.64	1	1	0
West Berkshire 10 *	741	5	3.84	0.92	0.37	22.78	3	0.5	4
Sefton 10	1,015	7	4.25	0.55	0.38	19.15	4	0.5	2
Pendle 10	1,257	1	0.03	0.03	0.03	33.1	0	0.5	0
Rochdale 09	1,937	3	1.18	0	0.14	12.92	5	1	1
Brighton & Hove 09	474	11	5.67	1.19	0.72	8.91	7	0.5	16.2
Leicester 09	880	10	9.53	2.58	1.52	19.02	0	1	0
Oxford 09	1,266	10	3.08	0.07	0.24	10.43	5	1	4
Blackpool 09	556	4	1	0	0.05	18.96	2	0.5	1
Hull 09	1,465	12	8.54	0.99	1.72	9.34	2	0.5	18
North Tyneside 08	971	16	1.18	0.03	0.38	10.72	8	0.5	2
Rotherham 08	5,192	0	0.09	0	0.01	27.29	0	1	0
Preston 08	677	12	5.28	0	0.61	11.13	7	1.0	21
Scarborough 08	1,111	12	5	1.06	0.49	7.74	7	0.5	0
York 08	1,146	31	11.5	6.74	3.21	5.42	31	0.5	645
Barrow 08	474	14	12.52	0	0.5	6.85	0	0.5	0
Stirling 08	1,265	25	18	0.3	0.7	10.94	2	0.5	38
Torridge 08	1,202	7	0.94	0	0.12	14.99	0	1	0
Richmondshire 08	723	5	1	0.07	0.22	34.32	1	0.5	0.4
Exeter 07/08	1,883	7	4	0.6	0.33	15.27	6	1	9
Manchester 07	394	21	6	2.28	1.59	10.24	14	1	174
Bradford 07	1,630	18	2	0.03	0.23	17.64	5	1	2
Barnsley 07	3,254	5	8	0.22	1.32	11.93	5	1	58
Blackpool 06	556	31	10	0.34	0.42	10.34	5	0.5	11

Section 8 – Deriving the Significant Unmet Demand Index Value

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District and Year of Survey	Population per Hackney	Proportion Waiting at Ranks	Proportion Waiting >= 1 Min	Proportion Waiting >= 5 Mins	Average Passenger Delay	Average Cab Delay	% Excess Demand	Demand Peaked, Yes=0.5 No=1	ISUD Indicator Value
Broadstairs 06	1,000	13	13	10	3.25	23.97	4	1	177
Margate 06	1,622	4	1	0	0.05	33.14	0	1	0
Ramsgate 06	1,026	2	2	2	0.49	19.57	13	1	13
Plymouth 06	669	7	3	1	0.52	11.58	1	1	2
Brighton 06	508	52	23	6	0.73	7.64	6	0.5	50
Thurrock 06	1,590	32	13	1	0.22	15.27	0	1	0
Trafford 06	2,039	55	38	6	1.09	13.15	5	1	249
Leicester05	880	21	11	1	0.35	19.36	3	1	12
Bournemouth 05	656	20	11	2	0.37	12.25	1	0.5	2
Bradford 03	2,171	19	6	0.77	0.25	14.89	6	1.0	9
Oldham 03	2,558	30	12	0.79	0.48	14.8	7	1.0	40
Thurrock 03	1,607	43	14	1.01	0.50	12.5	2	1.0	14
Blackpool 03	556	21	4	0.3	0.13	12.4	6	1.0	3
Wolverhampton 03	3,113	50	31	7.39	1.49	11.18	14	1.0	647
Carrick 02	1,335	28	18	7	0.61	10.53	9	1.0	99
Bournemouth 02	702	25	15	2	0.67	9.97	1	0.5	5
Brighton 02	540	60	35	12	1.11	8.31	5	0.5	97
Exeter 02	2,353	47	18	3	0.71	10.12	20	1.0	256
Wigan 02	2,279	28	10	0	1.17	11.98	6	1.0	70
Cardiff 01	656	51	29	6	0.83	8.77	14	0.5	168
Edinburgh 01	373	47	29	9	1.27	8.77	13	1.0	479
Torridge 01	1,298	25	21	0	0.51	9.32	8	0.5	43
Worcester 01*	941	40	4	1	0.46	12.3	8	0.5	7
Ellesmere Port 01	2,527	80	48	17	2.49	4.23	49	0.5	2,928
Southend 00	895	46	29	8	1.92	8.08	4	1.0	223
South Ribble 00 *	485	12	0.25	0.25	0.07	11.27	0	1.0	0
Leeds 00	1,693	83	61	33	5.03	7.92	36	1.0	11,046
Sefton 00	1,069	18	8	0.6	0.28	12.95	6	1.0	13
Leicester 00 *	956	10	7	3	1.17	20.19	1	1.0	8
Castle Point 00	2,286	28	12	3	0.74	8.6	2	0.5	9
AVERAGE	1,229	18	9	2	1	14	6		
KEY	* Derestricted Authorities								

Section 9 – Unofficial Ranking

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Unofficial Ranking

9.1 Introduction

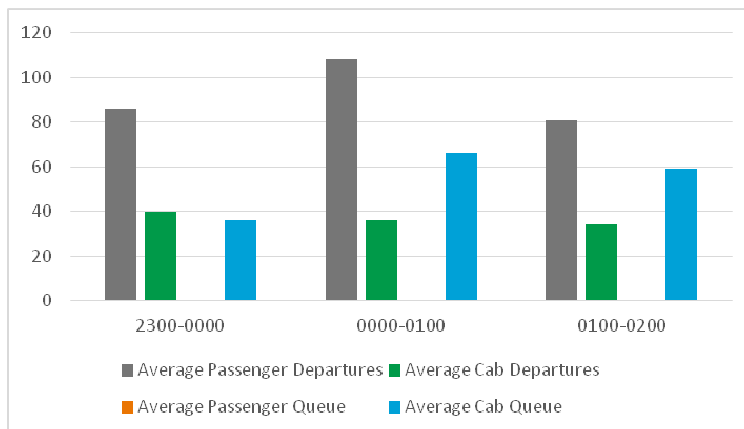
There are a number of locations in Manchester where taxis consistently illegally park, in effect creating unofficial ranks. Night time observations were undertaken at three of these reported unofficial ranks as follows to understand the demand in each location:

- Oxford Road outside Revolution Bar (2300-0200);
- Whitworth Street (2300-0300); and
- Great Bridgewater Street, outside Hilton Hotel (2300-0300).

9.2 Oxford Road

Of the locations observed, Oxford Road was the busiest both in terms of passenger and taxi departures. Demand peaked between midnight and 1am, with an extra 20 passengers using the rank during this time period. The number of taxis departing the rank was fairly consistent across the 3 hours surveyed. The consistent supply of vehicles means there were no passenger queues observed at this unofficial rank.

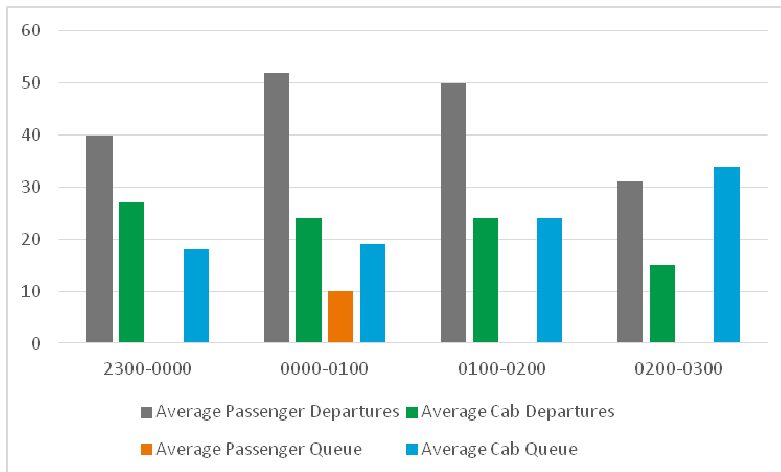
Figure 9.1 – Average 5 minute departures and queues Oxford Road



9.3 Whitworth Street (near Deansgate Locks)

The rank at Whitworth Street was the second busiest observation, with demand growing from when observations began and peaking between midnight and 1am. Demand then falls for the remainder of the observation period. There was a relatively high throughput of passengers between 11pm and 3am, with a consistent taxi queue of approximately 20 vehicles between 11pm and 2am, this growing to 34 taxis between 2am and 3am. Passenger queues were seen between midnight and 1am.

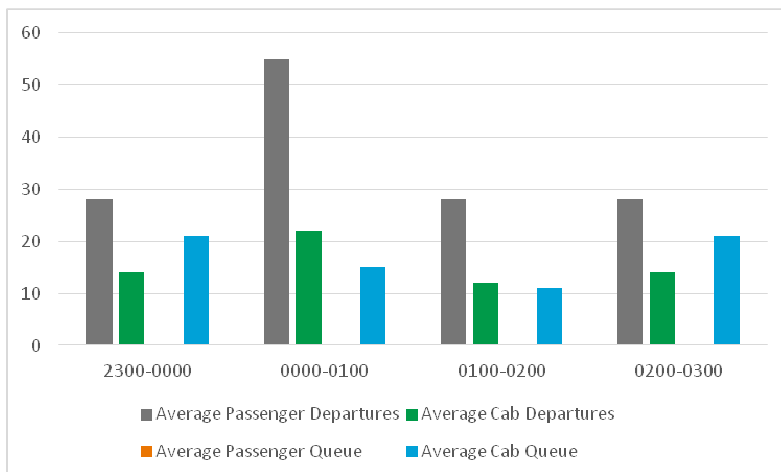
Figure 9.3 - Average 5 minute departures and queues Whitworth Street



9.4 Great Bridgewater Street

Supply at Great Bridgewater Street Passenger peaked between the hours of 11pm and midnight and 2am to 3am, both hours experiencing a cab queue of 21 vehicles. Supply drop significantly between these hours.

Figure 9.4 - Average 5 minute departures and queues Great Bridgewater Street



Summary and Conclusions

10.1 Introduction

CH2M has conducted a study of the Hackney Carriage (taxi) and private hire (mini cab) market on behalf of Manchester City Council. The present study has been conducted in pursuit of the following objectives. To determine;

- Whether or not there is a significant unmet demand for hackney carriage services within Manchester as defined in Section 16 of the Transport Act 1985; and
- how many additional taxis are required to eliminate any significant unmet demand.

This section provides a brief outline of the work undertaken and summarises the conclusions.

10.2 Significant Unmet Demand

The 2015 study has identified that there is NO evidence of significant unmet demand for taxi in Manchester. This conclusion is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's analysis.

The rank observation programme provided broadly similar results to those observed in 2012. However passenger delay has marginally increased.

The public consultation identified that the way people obtain taxi and private hire vehicles has changed – this maybe directly related to the presence of Halo and Uber in Manchester.

10.3 Public Perception

Public perception of the service was obtained through the undertaking of 448 surveys. Overall the public were generally satisfied with the service – key points included;

- Some 10.4% of hirings are from a rank;
- High levels of satisfaction with delay on last trip – hiring by on street flagdown providing the highest levels;
- Some 4.1% of people had given up trying to obtain a taxi at a rank or by flagdown;
- Some 34.4% of people felt that taxi services could be improved – need to be cheaper; and
- Some 7.6% of people found that new ranks were needed.

10.4 Recommendations

The 2015 study has identified that there is NO evidence of significant demand for hackney carriages in Manchester. This conclusion covers both patent and latent/suppressed demand and is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's analysis.

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

- Maintain the current limit of 1,090 taxi licences;
- Issue any number of additional plates as it sees fit, either in one allocation or a series of allocations; or

- Remove the numerical limit.