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TRAFFIC + TRANSPORTATION

THE DATA COLLECTION SPECIALISTS

**Borough of Pendle  
Survey to assess demand  
for the services of  
hackney carriages  
Final Report**

**May 2014**





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## **Executive summary**

CTS Traffic and Transportation were appointed by the Borough of Pendle to undertake a survey to assess demand for the services of hackney carriages on 25<sup>th</sup> October 2013. On the ground survey work in the form of rank surveys were undertaken in mid-December 2013. General public attitudes were obtained by consulting the local Borough citizens' panel. Licensed vehicle drivers were consulted by means of a letter and questionnaire, whilst key stakeholders were also contacted directly. A draft final report was submitted and reviewed in April 2014 to identify any factual or missing issues. This Final version of the Report was submitted to the Council in early May 2014.

At the time of writing this report, the limit on the number of hackney carriages is 71, a level in place since 2009. The limit policy has been in place since at least 1986 according to formal DfT records. The hackney carriages are supplemented by a variable number of private hire vehicles whose number stood at 221 at the time of the survey. Since 1994 hackney carriage vehicle numbers have increased by 13% whilst private hire vehicle numbers have increased by 81% (since 1997).

Within Lancashire, over half the authorities still retain a limit on the number of hackney carriage vehicles. At the time of the survey, the level of hackney carriages in Pendle compared to population is just below the national average, with both private hire and total licences vehicle fleet numbers above the national average. Compared to Lancashire averages, Pendle's provision of hackney carriages is low, although Lancashire figures for hackney carriages particularly are biased by one authority having a very high level of hackney carriage vehicles many of which serve outside that authorities' borders.

There are a large number of dual drivers although most of these drive hackney carriages. This suggests there may be double-shifting of vehicles.

In fare terms, Pendle has a current fare 15% lower than the North average and 21% lower than the national average. In the Private Hire and Taxi Monthly (PHTM) fare comparison for England, Scotland and Wales, Pendle is 352<sup>nd</sup> equal out of 364 authorities, very low overall.

120 hours of rank operation were observed. During the course of these observations no passengers were observed gaining access to hackney carriages at ranks using wheel chairs.

Market Street Colne is the busiest rank both by usage per hour when active and at an average weekly demand level. It takes over half the weekly average passengers. The Interchange Rank, Nelson takes a further third of demand. The Venue and the Duke of Lancaster ranks in Colne each take a further 6% of demand. Sagar Street sees just 2% of passengers with some use also made of Barrowford and Barnoldswick ranks. Even the busiest ranks see no more than 14-16 average passengers per hour, and no night demand exceeds 10 passengers per hour on average.

Since 2010 demand appears to have increased at ranks overall, but has concentrated further on the two main ranks. Sagar Street has seen a significant decline in usage compared to 2010.

During the survey a sample plate check identified 83% of the fleet active and a return to rank time of an hour – quite a high value. This is more usually 30-40 minutes and is symptomatic of the long waiting times at ranks and low demand. Rough estimates of the level of vehicles needed to meet demand suggests a maximum of 60 vehicles needing to be active – very similar to the 59 plates we observed active during our surveys.

One of the key elements of the industry standard ISUD index – the proportion of passengers in hours with waits over one minute – is zero which sets the whole index to zero, meaning no significant unmet demand in the licensing area.

The Pendle Citizens Panel was used to obtain public attitudes towards licensed vehicle services. A 37% response rate was obtained although it was not possible to obtain a sample tailored to the current gender/age profile of the Borough. 45% of respondents had used a licensed vehicle in the last three months. There are 1.2 person trips per licensed vehicle per month, reducing to 0.3 when considering hackney carriages. In total 82% of licensed vehicles are obtained by phone with just 14% from ranks and 1% from hailing. 44% not using licensed vehicles said this was because they had access to a car. A further 27% used car or bus. 12% did not use them as they felt they were unsafe, mainly from observation of driving standards.

23% of respondents could not remember seeing a hackney carriage in the Borough and 45% said they could not remember the last time they used one. Of those who phoned for vehicles, 92% mentioned Pendle based private hire companies, 4% local hackney carriage radio networks and 4% out of town operators. The local private hire company situation is one of the most complex we have recently observed in similar studies with the 39 operators trading under a total of 79 different names. The largest operator used saw just 10% of references made by people in the area.

People were generally aware of Market Street and Interchange ranks, as well as Sagar Street, Barnoldswick, Barrowford, Albert Road and the Duke of Lancaster. Some people perceived private hire offices as ranks. The only significant suggestion for a new rank was for one more centrally in Nelson town centre.

Whilst the level of issues with hackney carriages were generally low, the three issues mentioned were concerns about driver standards, cleanliness and safety, followed by a concern about what fare would be charged. Increased usage of hackney carriages would come from better drivers and better vehicles.

87% of people did not need nor knew anyone who needed an adapted licensed vehicle. Of those needing such a vehicle, 65% said it would need to be wheel chair accessible. 38% would take the first vehicle available at a rank, 32% a wheel chair accessible and 30% a standard vehicle, a much more even split between these choices than usual (where most people just go for the first vehicle available).

Latent demand for hackney carriages at 1% is very low. Two of these three persons who had given up waiting had done so at Sagar Street.



Most key stakeholders said their customers would use private hire vehicles which they phoned for. One night venue said the nearby rank serviced its customers very well. Police and other stakeholders all felt there were more than enough vehicles and focussed instead on the issue of over-ranking. Other groups raised concerns about poor vehicle maintenance and overcharging by drivers.

A 5% response was obtained to the trade consultation. 67% of respondents used some form of radio circuit. Average experience was 13 years for hackney carriage and 12 years for private hire. The average working week was 5 days and 33-35 hours, all values that are low for this kind of survey and compared to other places recently surveyed. The driver survey saw a lack of willingness to respond compounded by a lack of understanding of the questions asked, unusual for this nationally used questionnaire.

The key conclusion is there is **no evidence of any significant unmet demand** for the service of hackney carriages in the Borough of Pendle at this time. There is therefore no need to issue further licences and the Council can retain its current limit and defend this in Court if needed. This conclusion applies to patent and latent demand and is supported both by the industry standard ISUD index as well as public and stakeholder responses.

Other concerns are mentioned in detail in the main report but focus on over-ranking and concern about driver and vehicle standards.

Unless there is a change of legislation a further demand survey should be undertaken with surveys no less than three years from the date of the current surveys, ie no later than December 2016.

# **1. Introduction**

The Borough of Pendle is responsible for the licensing of hackney carriage and private hire vehicles operating within the council area. The date of the start of a limit on vehicle numbers is stated as 1986 by the DfT in their detailed information set for 2005.

## **Study timetable**

The Borough of Pendle appointed CTS Traffic and Transportation on 25<sup>th</sup> October 2013 to undertake this independent hackney carriage research in line with our quotation dated August 2013. Final clearance for the study was finally given on 1<sup>st</sup> December 2013.

The review was carried out between December 2013 and March 2014, with survey work undertaken in mid-December 2013. General public attitudes were obtained by consulting the local Borough citizens' panel, with inputs from that closing at the end of February 2014. Licensed vehicle drivers were consulted by a letter sent out during January 2014, with other stakeholder consultation between December and March. A draft final report was submitted and this was reviewed in early April 2014 to identify any factual or missing issues.

## **National background and definitions**

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

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

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

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

A further statement was made by the LC on 21 January 2014 outlining their major proposals expected to be included in a draft Bill for presentation to government in April 2014. These include:

- Maintain the two tier system with only licensed taxis being allowed to pick up via hails or at ranks
- Replacing plying for hire with a statutory definition of private hire bookings through licensed operators
- The retention of taxi quality controls and in areas with a plate value those plates to continue to be transferable
- New duty on drivers to stop in specified circumstances
- Mandatory disability awareness training for all drivers

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

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

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

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

## **Review aims and objectives**

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

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

Around 95 authorities currently retain a limit – although a small number have over recent years returned the limit on vehicle licences (notably including Sheffield and Birmingham, but also including Slough, Crawley, Derbyshire Dales, Wirral, Watford and Chesterfield). Some, including Chesterfield and Knowsley, have reduced their limit given evidence of demand below current plate limit levels.

The Borough of Pendle requires this review to make recommendations on what policy the Council should retain or adopt, considering the whole range of policy options open to the Council. This review report must contain reasoned, recommended policy options for the Committee to consider.

Our study has the following objectives:

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

- To ensure drivers are safe and know their job and
- Provide a quality service to the public.

Our research focusses on:

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

Target groups include:

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

## **Methodology**

In order to meet the Borough of Pendle's objectives, the following methodology was adopted:

- Review of relevant policies, standards etc: to understand the authority's aspirations for meeting travel needs and social inclusion and provide context to determining overall demand for travel and how this should be met;
- Extensive rank observations and audits of all the ranks in the Authority, including monitoring passengers' waiting time, any illegal plying for hire, use of Hackney Carriages by wheelchair users and rank audits;
- Use of the local Citizens' Panel to obtain information about their understanding of the sector, their last taxi journey, their overall levels of taxi use, about quality and barriers to use;
- Consultation: including consultation with all relevant stakeholders – the local authorities, police, trade associations, all drivers, mobility impaired, specific user groups, businesses, and other major generators of taxi trips
- Benchmarking against other authorities: to provide a useful comparison as to the quantity of taxis and Private Hire Vehicles.

## **Report structure**

This Report provides the following further chapters:

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



## **2. Background to taxi licensing in Pendle**

### **The Borough of Pendle area**

The Borough of Pendle is one of the twelve districts of Lancashire. Interim data from the 2011 census projected suggests the current 2013 population for Pendle is 90,740 (not much more than in 2010). The two main areas of population are Colne and Nelson, with the next largest settlement being Barnoldswick. There is a significant amount of rural area within the Borough borders.

Pendle lies at the eastern end of the M65, with onward links to Yorkshire via the A6068 and A56. The Borough is also at the eastern end of the rail link from Blackpool and Preston to Colne.

### **Background Council policy**

The Borough of Pendle is one of twelve districts within the county of Lancashire, which holds highway powers for the area. The highway authority has produced the third Local Transport Plan (LTP) covering the period 2011 to 2021. During this period, the highway authority is developing five highway and transport masterplans to cover the full area of Lancashire, although the Pendle element is within the East Lancashire masterplan currently under public consultation.

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

It is accepted that the key issue in Pendle relates to congestion on the main traffic corridors, making it harder to get between the different places within the Borough easily. The LTP sets seven transport priorities and seeks to support the private sector in leading economic growth.

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

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

### **Policy of restricting hackney carriage vehicle licences**

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



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

Regular unmet demand studies have been undertaken in the area with the previous study undertaken in 2010.

### Background statistics

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

	Hackney carriage vehicles	Private hire vehicles	Total licensed vehicle fleet	Driver numbers				Operators
				Hcd	Phd	Dual	Total	
		DfT state limit was introduced in 1986						
<b>1994</b>	63	unknown	n/k	123	n/k			
<b>1997</b>	66	122	188	130	224	n/a		
<b>1999</b>	70	150	220	n/a	n/a	n/a	n/a	n/a
<b>2001</b>	67	134	201	n/a	n/a	n/a	n/a	n/a
<b>2004</b>	67	134	201	n/a	n/a	n/a	n/a	n/a
<b>2005</b>	67	134	201	133	295	0	428	31
<b>2007</b>	69	134	203	133	295	0	428	36
<b>2009</b>	71	183	254	50	303	123	476	34
<b>2010</b>	71	185	256	n/a	n/a	n/a	n/a	n/a
<b>2011</b>	71	183	254	50	303	123	476	34
<b>2012</b>	71	213	284	n/a	n/a	n/a	n/a	n/a
<b>2013 (DfT)</b>	71 (7% WAV)	211	282	45	292	119	456	39
<b>2013 (Cou)</b>	71	221	292				468	39

*Note: DfT statistics used from 1994 to 2009, 2011 and 2013.  
National Private Hire Association survey for 2010 / 2012.*

With the issue of eight plates during the period 1994 to date, hackney carriage numbers in the Pendle licensing area have grown a maximum of 13%. The formal figures reflect the issue of extra plates, albeit with some delay when vehicles took a while to be added to the active fleet.

In the period 1997 to the formal 2013 DfT statistic, private hires have grown by 81%.

The overall licensed vehicle fleet growth from 1997 to 2013 (DfT) is 50%. Main growth in overall vehicle numbers occurred from 2007 to 2009 when both hackney carriage and private hire numbers grew.

Operator numbers saw some growth, from 31 to a current peak of 39. Overall driver numbers are stable, although the introduction of dual drivers has not seen wholesale transfer to these – although it appears the bulk of dual drivers have transferred from hackney carriage rather than private hire.

### **Comparative information to other authorities**

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

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

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

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

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

When compared to the county average, Pendle has low provision although the average is biased upwards by the extreme value for Rossendale (4.5 vehicles per thousand of population) caused by the licensing of high volumes of hackney carriages there which are believed to serve in many other parts of the country.

Pendle has just above average levels of private hire vehicles to population when compared to the Lancashire average, but more significantly above the national average. Pendle is fifth from the highest level of private hire vehicles in the County, with 2.3 vehicles per thousand of population compared to the County average of 2.2. Hyndburn has the highest level of private hires (4.4) followed by West Lancashire (3.5) and Preston (3.4).

Overall, in total licensed vehicles, Pendle is the sixth lowest with Chorley (1.6), Ribble Valley (2.3), Lancaster (2.4), Wyre (2.6) and South Ribble (2.8) all lower than its 3.1 vehicles per thousand of population. All of these but South Ribble retain hackney carriage vehicle limits. In absolute terms, the Pendle licensed vehicle fleet is the fourth smallest in the County.

### ***Vehicle Accessibility***

At the present time, there are 5 formally wheel chair accessible vehicles (WAV) which must remain as this style. This accounts for just 7% of the fleet. Just two other authorities in Lancashire have lower proportions of WAV – neither of whom has hackney carriage vehicle limits. Three Lancashire authorities are fully WAV, which means the county average is high at 33%, although this is still below the national average of 43% (based on all fleets apart from London).

### ***Driver ratios***

At the present time, there are 456 drivers for 282 vehicles. This driver ratio of 1.62 suggests there may be double shifting of vehicles. There are, however, significantly more pure private hire drivers even than private hire vehicles, whilst it therefore appears that most dual drivers mainly used hackney carriage vehicles. We were also made aware that many hackney carriages operate for private hire operators and rarely operate at the ranks, although they are able to ply for hire in appropriate locations.

## Fares

The table below summarises Borough of Pendle hackney carriage fares, as last set in January 2008:

Item	Tariff 1	Tariff 2	Tariff 3	Rank
<i>Time applies</i>	6 am and midnight, Monday to Sunday, Statutory holidays and Bank Holidays excl Christmas and New Year	Midnight and 6 am Monday to Sunday, Statutory holidays and Bank holidays excl Christmas and New Year	Hirings commenced on Christmas Eve from 6.00 pm and at any time on Christmas Day, Boxing Day and New Years Day	
If the distance does not exceed 1 mile for the whole distance	£3-00	£3-50	50%	
For each subsequent 1 mile or uncompleted part thereof	£1-40	£1-50	50%	
Waiting time for each period of 1 minute or uncompleted part thereof	£0-20			
Extra charges: For each domestic pet animal conveyed with passengers, excluding Guide dogs, Hearing dogs and other Assistance animals £1-00 Fouling – £50				
PHTM calculations for a 2 mile journey T1 (Mar 2014):				
Pendle	£4-40			352=
National	£5-58			
North	£5-20			
Group average	£5-11			

The current Pendle fare of £4-40 (as set in January 2008) is 15% lower than the North average fare and 21% lower than the national average (covering England, Wales and Scotland). This fare sets Pendle 352<sup>nd</sup> equal in a national comparison where the highest fare (£8) is 1<sup>st</sup> and the lowest (£2-80) 364<sup>th</sup>. Four other authorities – two of which are in Scotland – share this level of fare.

For the group compared (including Blackpool), Pendle fares are 14% below average (£5-11) with Blackpool having the highest fare at £5-80 followed by Fylde at £5-70 and Wyre at £5-60. Pendle has the lowest Lancashire fare at £4-40. This suggests the fare level to be very low.



### 3. Results from rank surveys

The Table below shows the result of our review of the ranks available in the Pendle licensing area. Since the 2010 survey, the Clayton Arms in Nelson has closed and a new rank has been established closer to the town centre further along Manchester Road, although it is still not believed to be used by hackney carriages. The Goodnight Club has also closed and there are no longer any late night venues in the area. The rank in Barnoldswick will be reduced in size, although this had not occurred by the time we undertook our survey.

During our research we did not find evidence of any other ranks within the Borough Council area and understand our rank coverage is therefore comprehensive as required by the BPG. We are not aware of any private ranks within the area, with the Nelson interchange rank being on council / highway land.

<b>Rank / operating hours</b>	<b>Spaces (approx)</b>	<b>Comments</b>
<b>Nelson</b>		
<b>24-hour ranks</b>		
Sagar Street	20	Near former bus station
Hibson Road	7	Rank for Nelson public transport interchange
Leeds Road, former Health Centre	2	Land use changed, rank no longer in use
Ellen Street	3	Unused – markings very faded
Thatch and Thistle	4	Main use at night, but mainly served by phv into car park
<b>Night only ranks</b>		
Manchester Road, Clayton Arms	3	1900-0100 – public house now shut and rank no longer in use, but still present
Goodnight Club, Stanley Street	3	2200-0200 – club closed at time of survey, rank no longer used
Manchester Road	2	1800-0100 – new rank nearer central area
<b>Colne</b>		
<b>24 hour ranks</b>		
Market Street	7	
<b>Night time ranks</b>		
Municipal Hall, Albert Road	2	Evening rank
Market Street, Duke of Lancaster	2	2000-0100 – pub was formerly Shepherd's Pub
Albert Road, opposite The Venue	5	2000-0100
<b>Barrowford</b>		
Gisburn Road	3	2100-0000 opposite White Bear ph
<b>Barnoldswick</b>		
Church Street	3	2000-0100 but to be reduced in size

Surveys were proposed during the tender stage of the project (as informed by the previous survey), and were modified at the inception meeting to take account of current expectation of times of use of ranks. 120 hours were observed compared to 160 in the previous survey, with the current survey using more robust video methods to allow reduction of the hours required.

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

Further comparison is provided later in regard to how the 2013 hours compare to those undertaken in 2010 together with discussion of how demand has developed since that time.

<b>Location</b>	<b>Day / date (all 2013)</b>	<b>Time observed</b>	<b>Total hours observed</b>
<b>Nelson ranks</b>			
Sagar St	Friday 13 <sup>th</sup> December	12:00 to 02:00	14
Hibson Rd, Interchange	Friday 13 <sup>th</sup> December	11:00 to 03:00	16
Thatch and Thistle	Saturday 14 <sup>th</sup> December	20:00 to 01:00	5
Manchester Road	Saturday 14 <sup>th</sup> December	18:00 to 02:00	8
<b>Colne ranks</b>			
Albert Road, opposite The Venue	Friday 13 <sup>th</sup> December	19:00 to 02:00	7
	Saturday 14 <sup>th</sup> December	20:00 to 01:00	5
Duke of Lancaster	Friday 13 <sup>th</sup> December	20:00 to 04:00	8
	Saturday 14 <sup>th</sup> December	20:00 to 04:00	7
Market Street	Friday 13 <sup>th</sup> December	10:00 to 06:00	20
	Saturday 14 <sup>th</sup> December	06:00 to 05:00	22
<b>Barrowford</b>			
Gisburn Road	Saturday 14 <sup>th</sup> December	21:00 to 00:00	3
<b>Barnoldswick</b>			
Church Street	Saturday 14 <sup>th</sup> December	20:00 to 01:00	5
<b>TOTAL HOURS</b>			<b>120</b>

Full details of the observed volumes of passenger and vehicle traffic are included in **Appendix 1**. The survey comprised some 120 hours of observation. Our observations took account of feeder ranks or areas where necessary to ensure true estimation of the hackney carriage waiting times at ranks for passengers. The Table below summarises the time periods observed at each locations as well as providing overall operational statistics for each location during each period of observation. A detailed description of the observations follows below.

Rank	Period (2013)	Total passengers observed	Total loaded vehicle departures	Passengers per loaded vehicle	Empty vehicle departures	% of vehicles leaving empty	No. of passengers having to wait for vehicle to arrive
Nelson ranks							
Sagar Street	Friday 13 <sup>th</sup> December 12:00 to 02:00	15	12	1.3	15	56	0
Hibson Road, Interchange	Friday 13 <sup>th</sup> December, 11:00 to 03:00	248	181	1.4	7	4	3
Thatch and Thistle	Saturday 14 <sup>th</sup> December 20:00 to 01:00	6	2	3	0	0	0
Manchester Road	Saturday 14 <sup>th</sup> December 18:00 to 02:00	No hackney carriage activity					
Colne ranks							
Albert Road, opposite The Venue	Friday 13 <sup>th</sup> December 19:00 to 02:00	35	17	2.1	23	58	0
	Saturday 14 <sup>th</sup> December 20:00 to 01:00	121	51	2.4	16	24	0
Duke of Lancaster	Friday 13 <sup>th</sup> December 20:00 to 04:00	40	27	1.5	17	39	0
	Saturday 14 <sup>th</sup> December 20:00 to 04:00	104	53	2.0	49	49	0
Market Street	Friday 13 <sup>th</sup> December 10:00 to 06:00	417	266	1.6	103	28	6
	Saturday 14 <sup>th</sup> December 06:00 to 05:00	569	338	1.7	142	30	0
Barrowford							
Gisburn Road	Saturday 14 <sup>th</sup> December 21:00 to 00:00	3	2	1.5	4	67	0
Barnoldswick							
Church Street	Saturday 14 <sup>th</sup> December 20:00 to 01:00	1	1	1.0	2	67	0



## **Overall comments on ranks**

During the course of the survey, no passengers were observed either in wheel chairs or with obvious disabilities that needed adapted vehicles.

### **Nelson Ranks**

#### **Sagar Street**

This rank is a high capacity rank located opposite the former bus station which is now in use as a car park. The rank was observed on Friday 13<sup>th</sup> December 2013 from 12:00 through to 02:00 on Saturday 14<sup>th</sup> December 2013.

During the observations on the Friday just 15 passengers were observed leaving in 12 vehicles, giving vehicle occupancy of 1.3. 15 vehicles left empty (56%), and no passengers were observed to wait for a vehicle to arrive.

The rank saw seven passengers in the 13:00 hour and six in the following hour. There were no passengers at all after 15:00 and no vehicles after 17:00 (apart from one at 19:00).

Average vehicle waiting times for fares were between eight and 16 minutes, with the longest vehicle wait for a fare recorded being 32 minutes for a vehicle arriving in the 13:00 hour. Over all vehicles, the average wait was between four and 14 minutes, suggesting this is more a waiting location than a place people come to get a hackney carriage.

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

### **Hibson Road, Interchange**

This rank is located in the public road adjacent to the bus and rail Interchange in Nelson operated by Lancashire County Council. There is a small header rank followed by a feeder, providing capacity for seven vehicles which is often supplemented by vehicles waiting along the remainder of the road, sometimes on the pavement, although there are no other premises with access on to the pavement at this point. The rank was observed on Friday 13<sup>th</sup> December 2013 from 11:00 through to 03:00 on Saturday 14<sup>th</sup> December 2013.

During the observations on the Friday 248 passengers were observed leaving in 181 vehicles, giving vehicle occupancy of 1.4. Seven vehicles left empty (just 4%). Three passengers were observed to wait for a vehicle to arrive in the 22:00 hour, although none waited longer than three minutes. Averaged over the three passengers who had to wait, their average wait was 2 minutes and 20 seconds, although over all passengers in that hour this reduced to just 46 seconds, and over the whole day to just an average of 11 seconds, negligible.

In passenger terms, 13:00 and 15:00 were the joint busiest hours with 32 passengers. After 20:00, levels of usage fell below nine passengers per hour, before this time flows were between 12 and 32 passengers per hour. There were no passengers or vehicles after midnight.

Average vehicle waiting times for fares were between five and 12 minutes, with the longest vehicle wait for a fare recorded being 27 minutes for a vehicle arriving in the 19:00 hour. After 20:00, average wait times increased to between six and 28 minutes and one vehicle had to wait 82 minutes for a fare.

At 22:15, five people arrived at the rank to find just two hackney carriages waiting. The third person waited a minute before a vehicle arrived, whilst the last two people waited three minutes and then appeared to share the vehicle having arrived separately. The next hackney carriage arrived eight minutes later. These were the only instances of people arriving when there were no vehicles available at this location.

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

### **Thatch and Thistle rank**

This rank is located on street outside the Thatch and Thistle public house, which is in a suburban part of Nelson and away from the main urban area. There is no direct access from the public house to the rank, although there is a gym and running track which does have more direct access. Further we are aware that a private hire company provides regular service to the public house, picking up from their car park. The rank was observed on Saturday 14<sup>th</sup> December 2013 from 20:00 through to 01:00 on Sunday 15<sup>th</sup> December 2013.

During the observations on the Saturday just six passengers were observed leaving in two vehicles, giving vehicle occupancy of 3. These appear to be bookings as neither vehicle waited for the passengers to arrive, and it is most likely the customers came from the gym rather than the public house. This rank is therefore effectively unused and has been removed from our calculations of patronage.

### **Manchester Road**

This rank has very recently been put in place to operate from 18:00. It seeks to provide a facility for hackney carriages to wait closer to the town centre and several pubs / clubs than the rank near to the Clayton Arms provided. The rank was observed on Saturday 14<sup>th</sup> December 2013 from 18:00 through to 02:00 on Sunday 15<sup>th</sup> December 2013.

During the observations just one private hire vehicle paused but left empty at around 18:00. The lack of usage may arise from a lack of knowledge on both public and passenger sides of its existence.

## **Colne ranks**

### **Albert Road, opposite The Venue**

This rank has five spaces and is located in a layby opposite The Venue, an entertainment venue that sees regular use. The rank was observed on Friday 13<sup>th</sup> December 2013 from 19:00 through to 02:00 on Saturday 14<sup>th</sup> December, and again on Saturday 14<sup>th</sup> December 2013 from 20:00 through to 01:00 on Sunday 15<sup>th</sup> December 2013.

#### *Friday observations*

During the observations on the Friday 35 passengers were observed leaving in 17 vehicles, giving vehicle occupancy of 2.1. 23 vehicles left empty (58%), and no passengers were observed to wait for a vehicle to arrive.

In passenger terms, midnight was the busiest hour with 15 passengers. Other passenger numbers in the hours used varied from two to seven, although all but one of the hours observed saw passengers, and vehicles used the location in every hour observed.

Average vehicle waiting times for fares were between five and 56 minutes, with the longest vehicle wait for a fare recorded being 67 minutes for a vehicle arriving in the 21:00 hour (the only hour when no passengers were observed at all).

#### *Saturday observations*

During the observations on the Saturday 121 passengers were observed leaving in 51 vehicles, giving vehicle occupancy of 2.4 – quite high. 16 vehicles left empty (24%), and no passengers were observed to wait for a vehicle to arrive.

In passenger terms, 23:00 was the busiest hour with 52 passengers. In the midnight hour there were 33 passengers. In the three hours from 20:00 to 22:00 there were between four and 19 passengers in each hour. There were passengers and vehicles in every hour observed.

Average vehicle waiting times for fares were between three and 31 minutes, with the longest vehicle wait for a fare recorded being 50 minutes for a vehicle arriving in the 20:00 hour. For the last two hours, wait times of vehicles for passengers were just three and five minutes.

#### *Summary*

This rank saw both vehicles and passengers using it in all of the hours observed on both days, although the Saturday was much busier. In all cases vehicle occupancies were relatively high. Overall, service to this rank is **excellent**

### **Duke of Lancaster rank**

This rank has two spaces directly outside the Duke of Lancaster public house (formerly the Shepherd's Pub), on the edge of Colne town centre and on a busy traffic junction. The rank was observed on Friday 13<sup>th</sup> December 2013 from 20:00 through to 04:00 on Saturday 14<sup>th</sup> December and again from 20:00 on Saturday 14<sup>th</sup> December through to 04:00 on Sunday 15<sup>th</sup> December 2013.

#### *Friday observations*

During the observations on the Friday 40 passengers were observed leaving in 27 vehicles, giving vehicle occupancy of 1.5. 17 vehicles left empty (39%), and no passengers were observed to wait for a vehicle to arrive.

In passenger terms, 23:00 and midnight were the joint busiest hours with 13 passengers in each hour. The rank was not used before 20:00 or after 01:00. Other passenger flows were between one and nine per hour.

Average vehicle waiting times for fares were between three and 12 minutes, with the longest vehicle wait for a fare recorded being 27 minutes for a vehicle arriving in the 22:00 hour. However, one arrival in the 20:00 hour did wait 96 minutes but this appeared to be an anomaly.

#### *Saturday observations*

During the observations on the Saturday 104 passengers were observed leaving in 53 vehicles, giving vehicle occupancy of 2.0. 49 vehicles left empty (49%), and no passengers were observed to wait for a vehicle to arrive.

In passenger terms, 01:00 was the busiest hour with 47 passengers. Other passenger flows varied from four to 18, with the rank becoming quiet after 02:00. Until that time, vehicles and passengers had used the rank in every observed hour.

Average vehicle waiting times for fares were between three and 27 minutes, with the longest vehicle wait for a fare recorded being 33 minutes for a vehicle arriving in the 22:00 hour.

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

### **Market Street**

This rank provides seven spaces in the centre of the town. The rank was observed on Friday 13<sup>th</sup> December 2013 from 10:00 through to 05:00 on Sunday 15<sup>th</sup> December 2013. Our description of the results has been split between 10:00 Friday through to 06:00 on the Saturday morning, and then from 06:00 on the Saturday through to 05:00 on the Sunday morning. References to the early hours in each case are therefore for the next day, and are referred to thus.

### *Friday observations*

During the observations on the Friday 417 passengers were observed leaving in 266 vehicles, giving vehicle occupancy of 1.6. 103 vehicles left empty (28%), and six passengers were observed to wait for a vehicle to arrive, none for more than five minutes.

In passenger terms, 03:00 in the early hours of Saturday morning was the busiest hour with 70 passengers. The next busiest hour was 01:00 with 66. During daytime hours, flows were between seven and 20 per hour (from 10:00 up to the 23:00 hour). The midnight hour saw 26 passengers, and there were still 14 passengers using the rank in the 04:00 hour. The rank was quiet at 05:00.

Average vehicle waiting times for fares were between seven and 31 minutes during daytime hours (to 17:00), with the longest vehicle wait for a fare recorded being 48 minutes for a vehicle arriving in the 12:00 hour. Early evening vehicle waits were extended to 31 to 88 minutes as flows reduced – with one vehicle arriving at 20:00 waiting nearly two hours for a fare. As flows increased, vehicle numbers increased but waiting times of vehicles for fares reduced to between two and 34 minutes, with the longest vehicle wait being 49 minutes for a vehicle arriving in the 02:00 hour.

At 15:31, three single passengers all arrived together at the rank. Three other vehicles had just left with passengers and only the first passenger obtained a hackney carriage. The next two vehicles arrived after three and five minutes. During this period, a group of four also arrived and had to wait a minute for the next vehicle to arrive. The average wait for these six people was two minutes and the longest wait five minutes. When averaged over all passengers in this hour, the average fell to 40 seconds. When this waiting was averaged over all passengers using the rank during the day observed, the average wait per passenger was just six seconds, very small. Whilst this is unmet demand, it is just the result of a small peak in demand and of no significance. It may relate to some vehicles being away serving school contracts.

### *Saturday observations*

During the observations on the Saturday (through to the Sunday morning) 569 passengers were observed leaving in 338 vehicles, giving vehicle occupancy of 1.7. 142 vehicles left empty (30%), and no passengers were observed to wait for a vehicle to arrive. Overall, total flows on the Saturday were 40% higher, although occupancy levels were similar.

In passenger terms, 03:00 in the early hours of Sunday was again the busiest hour with 113 passengers. The next busiest hour was again 01:00 with 89. During daytime hours, flows were between one and 23 per hour (from 06:00 up to the 22:00 hour). Flows then rose to 36 (23:00) and 71 (midnight), but after the 03:00 peak there were no passengers in the 04:00 hour. The only other hour without passengers was 08:00.

Average vehicle waiting times for fares were between three and 44 minutes during daytime hours (to 19:00), with the longest vehicle wait for a fare recorded again being 48 minutes for a vehicle arriving in the 08:00 hour. Vehicle waits between the 20:00 and 22:00 hours were much higher, but again reduced to between five and 20 minutes as flows increased in the 23:00 hour and after.

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

### **Other ranks**

#### **Gisburn Road, Barrowford**

A rank for three hackney carriages operates for just three hours opposite the White Bear public house on Gisburn Road, Barrowford. It operates from 21:00 to midnight and was observed on Saturday 14<sup>th</sup> December 2013 over those three hours.

During that period, three passengers were observed leaving in two hackney carriages, both in the 23:00 hour. Four other hackney carriages served the rank during this time and left empty (two thirds of the vehicles arriving). The vehicles that waited for fares, and the other vehicles that left empty, all waited for very short periods suggesting they might have responded to phone calls, or to known passenger departures.

Service to this rank is **good**

#### **Church Street, Barnoldswick**

This rank has three spaces and operates from 20:00 to 01:00, but was due to be reduced in size, although this had not occurred when we observed the rank on Saturday 14<sup>th</sup> December 2013 for the rank operating hours.

During the five hours observed, three vehicles served the rank and just one took a single passenger. No vehicles waited more than five minutes, again suggesting known passenger arrivals or phone calls.

Overall service to this rank is **fair** given the little demand.

### **Private hire observations**

During the course of our rank observations across the Borough, some private hire activity was noted near to or at ranks. Full details are contained in the tables in Appendix 1 and a summary is provide below:

A single vehicle was observed pausing at the new rank in Manchester Road, Pendle, but left without passengers.

Three passengers were observed leaving in one private hire at the Albert Road rank opposite The Venue in the 23:00 hour on the Saturday – during the busiest time for hackney carriage served demand. The vehicle had waited 14 minutes and may have been pre-booked.

Private hire vehicles were also observed on or near the Duke of Lancaster rank on both Friday and Saturday. However, the two vehicles on the Friday did not take any passengers and only paused for short periods whilst on the Saturday five vehicles were observed, two of which took a total of four passengers, and one of which waited 15 minutes but did not then take a fare.

Overall, this level of private hire operation near ranks is not significant and may well relate to bookings to the nearby venues.

### Comparison of overall supply and demand

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

Rank	Period	No of hours rank active	Average vehicle arrivals per hour	Average loaded departures per hour	Overall judgment of service provided
Nelson ranks					
Sagar Street	Friday 13 <sup>th</sup> December 12:00 to 02:00	3	9	4	Good
Hibson Road, Interchange	Friday 13 <sup>th</sup> December, 11:00 to 03:00	13	15	14	Very good
Thatch and Thistle	Saturday 14 <sup>th</sup> December 20:00 to 01:00	1	0	0	Unused
Manchester Road	Saturday 14 <sup>th</sup> December 18:00 to 02:00	No activity			
Colne ranks					
Albert Road, opposite The Venue	Friday 13 <sup>th</sup> December 19:00 to 02:00	5	8	3	Excellent
	Saturday 14 <sup>th</sup> December 20:00 to 01:00	5	13	10	
Duke of Lancaster	Friday 13 <sup>th</sup> December 20:00 to 04:00	6	7	5	Very good
	Saturday 14 <sup>th</sup> December 20:00 to 04:00	6	17	9	
Market Street	Friday 13 <sup>th</sup> December 10:00 to 06:00	19	19	14	Excellent
	Saturday 14 <sup>th</sup> December 06:00 to 05:00	21	23	16	
Barrowford					
Gisburn Road	Saturday 14 <sup>th</sup> December 21:00 to 00:00	1	6	2	Good
Barnoldswick					
Church Street	Saturday 14 <sup>th</sup> December 20:00 to 01:00	1	3	1	Fair

In terms of usage per hour when active, the busiest rank is Market Street Colne, on the Saturday followed by the same location on the Friday. The Interchange rank in Nelson saw similar levels of demand on the Friday. However, with just 14-16 average passengers per hour over operating hours, neither rank is particularly busy.

The data shows that Saturday nights are busier than Friday, but even on the Saturday demand is quite moderate, with the next highest locations being Albert Road (The Venue) with an average of 10 passengers per hour on the Saturday, and the Duke of Lancaster with nine per hour on the Saturday.

The remaining ranks all see very low levels of overall demand although many are used at least to a small degree. Service provided ranges from good to excellent given the low levels of demand generally on offer.

### Comparison of total demand with previous survey

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

Rank	Passengers per week, 2013 survey	2010 survey (approx. wkly est)
Market St, Colne	2,559 (52%)	1,190 (42%)
Hibson Rd Interchange, Nelson	1,637 (33%)	560 (19%)
Albert Rd, Colne, The Venue	322 (6%)	Not surveyed
Albert Rd, Colne, Municipal Hall	Not surveyed	324 (11%)
Duke of Lancaster, Colne (was Shepherd's Pub in 2010)	316 (6%)	148 (5%)
Sagar St, Nelson	98 (2%)	596 (20%)
Thatch and Thistle, Nelson	unused	Not surveyed
Gisburn Rd, Barrowford	15 (0%)	Unused
Church St, Barnoldswick	5 (0%)	97 (3%)
Manchester Rd, Nelson (new)	0 (0%)	n/a
Stanley St, Nelson	n/a	Unused
Albert Rd, Colne	n/a	Unused
<b>Total</b>	<b>4,952 (100)</b>	<b>2,915 (100)</b>

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

The total demand picture is very similar to that given by the average demand levels, with Market Street Colne taking over half the weekly average of passengers. The Interchange rank takes a further third of passenger demand. The Venue and the Duke of Lancaster ranks take a further 6% each. Sagar Street took just 2% whilst the Thatch and Thistle, Barrowford and Barnoldswick were all used but at very low levels.



Compared to the previous survey (which was undertaken by a different sampling method and data collection means), demand appears to have gone up but without further information it is hard to understand if this is a true reflection. Whilst most ranks remain in the same order of importance, Sagar Street appears to have reduced significantly since the previous survey as has Church Street Barnoldswick. Both the top two ranks appear to have increased in importance which may be a sign of the focussing of demand at the present time.

### **Level of hackney carriage vehicle activity**

Plate numbers were recorded on the Friday of the survey at sample times to identify the level of plates active. Observations were undertaken at key points just away from ranks as well as at ranks at key times. Some 215 hackney carriages were observed at different times. Of the 71 plates, 59 different ones were observed (83%) suggesting much of the fleet was active on this day.

A further review was undertaken to identify the frequency of observation – two plates were observed eight times, seven were observed seven times, four six times, six five times, eight four times, 11 three times, 10 twice and 11 just once.

For vehicles observed more than once, an estimate was obtained of average return time – discarding some longer periods when the vehicle may have been elsewhere or on a break. The average return time over 112 valid observations was 57 minutes – relatively high but also allowing for wait time at ranks.

### **Application of the ISUD index**

The industry standard index of significant unmet demand (ISUD) has been used and developed since the initial Government guidance that limits could only apply if there was no significant unmet demand for the service of hackney carriage vehicles.

The current index has two elements which can negate the need for use of the index by setting the value to zero. The first test relates to if there are any daytime hours (Monday to Friday 1000 to 1800) where people are observed to queue for hackney carriages. There are 4.5% of all relevant hours with queues giving a value of 1.045.

The other index that could be zero – proportion of passengers in hours in which waits occurred which was over 1 minute – was zero for the whole survey giving a value of 0 and setting **the ISUD index to zero**.

For completeness, the other values are as follows:

The seasonality index is 1.0 since the surveys were undertaken in November.

The area does not exhibit peaked demand, so this factor is 1.0

Average passenger delay in minutes across the whole survey is 0.012 minutes.

From the public attitude work, the latent demand factor is 1.01, assuming all who did not give an answer had not ever given up waiting.

There is therefore no unmet demand which is significant according to use of the ISUD index.

### **Potential vehicle demand**

Daytime demand is effectively split between the Interchange rank Nelson and Market Street, Colne. Some vehicles are known to service Barnoldswick albeit mainly by phone but with use of hackney carriages, and Sibson Road now appears to be mainly a waiting place for those operating on radio circuits. If the peak flows are summed for the two main ranks, the maximum daytime demand is in the order of 55 passengers. If all are assumed to be single passenger journeys, and the return trip time of 57 minutes is used, this suggests daytime demand would be met by 55 vehicles. Allowing a further five for Barnoldswick and 'spare' vehicles (10%) suggests demand might only support 60 vehicles during the daytime, absolute maximum. This also includes the issue that the long return trip time (20-30 minutes is more usual) does include time waiting for fares, which means the estimate is likely to be an over-estimate.

At night, the busiest night is Saturday. The Albert Road peak tends to be earlier than that at the Duke of Lancaster, which is in turn earlier than that at Market Street, although 01:00 sees activity at both the last two locations named. 01:00 demand on the Saturday was around 136 persons, falling to 113 at 03:00. Occupancy at this time was higher, at 1.7 persons per vehicle, and there was no demand unmet. Vehicle waiting times were also reduced. If it is assumed that the average return time reduces to 40 minutes, and a peak of around 80 departures are needed, night trade demand could be met by in the order of 53 vehicles, which again allowing for other demand and spares would again be very close to 60 vehicles being sufficient for current demand.

Whilst these calculations are basic, they equate closely to the 59 vehicles that were observed during our sample plate watch which also occurred during the survey period which found no evidence of unmet demand – in other words a fleet of 59 was able to meet observed demand with evidence of spare capacity in the long wait times observed.



## 4. Public Consultation results

A twenty-two question survey was undertaken using the Pendle Citizens Panel. Some 708 forms were posted with a further 404 emailed to those who are currently part of the panel (as at January 2014), providing a possible maximum response of 1,112. 409 were returned (37%). The Table below summarises the overall responses.

Question	Response	%
Have you used a taxi in the last three months in the Pendle area?	Yes	45%
How often do you use a taxi within this area?	Almost daily	2
	Once a week	8
	A few times a month	11
	Once a month	7
	Less than once a month	35
	Never	<b>37</b>
	<i>% not responding</i>	<i>0.0</i>
If you never use a taxi, why not?		
How do you normally get a taxi within this area?	At a taxi rank	14%
	Hail in the street	1%
	Telephone a company	<b>65%</b>
	Use a Freephone	5%
	Use my mobile or smart phone	12%
	Other	3%
If you book a taxi by phone, please tell us the three companies you phone most	<i>See discussion in text below</i>	
How often do you use a hackney carriage within the Pendle area?	Almost daily	0
	Once a week	1
	A few times a month	5
	Once a month	3
	Less than once a month	23
	I can't remember when I last used a hackney carriage	<b>45</b>
	I can't remember seeing a hackney carriage in Pendle	23
	No response at all (% of all)	47%
Please tell me the ranks you are aware of in Pendle, and for each if you use them	<i>See discussion in text below</i>	
Is there any location in Pendle where you would like to see a rank, and if it was there would you use it?	<i>See discussion in text below</i>	

What problems, if any, have you had with the local hackney carriage service?	Total problems cited	58
	Design of vehicle	2%
	Driver issues	<b>29%</b>
	Position of ranks	2%
	Delay in getting a taxi	7%
	Cleanliness	<b>28%</b>
	Other	<b>32%</b>
What would encourage you to use a hackney carriage more often?	No of responses	84
	Better vehicles	18%
	More hackney carriages I could phone for	5%
	Better drivers	18%
	More hackney carriages I could hail or get at a rank	8%
	Better located ranks (please state where)	4%
	None of the above	32%
	Other	15%
Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle?	% who responded	94%
	No	<b>87%</b>
	Yes - I need a wheelchair accessible vehicle	15%
	Yes – someone I know needs a wheelchair accessible vehicle	50%
	Yes– I need an adapted vehicle but not a wheel chair accessible	11%
	Yes – someone I knows needs an adapted vehicle but not wheel chair accessible	11%
	Other	13%
If you arrived at a rank and there were standard and wheel chair accessible vehicles, which vehicle would you choose?	A standard vehicle	30%
	A wheel chair accessible vehicle	32%
	The first one available	<b>38%</b>
If you chose a vehicle type in the question above, why did you chose that specific vehicle type?	<i>Please see discussion in text below</i>	
Have you ever given up waiting for a hackney carriage at a rank in Pendle?	No	99%
Question	Response	%
Do you have regular access to a car?	Yes	86%
Do you live in the area?	Yes	99%

Gender (value in bracket from census, 2008 est of 2013)	Male	42% (49)
	Female	58% (51)
Age (value in brackets from census, 2008 est of 2013)	Under 30 (15-29)	1% (24)
	31-55 (30-54)	19% (39)
	Over 55	80% (37)

Some 45% of those interviewed had used a licensed vehicle in the Borough of Pendle area in the last three months, a moderate level of recent usage.

Of the respondents who told us they had used a licensed vehicle recently, most said how often they used a licensed vehicle. We have assumed the remaining non-respondents do not use licensed vehicles and calculated the average level of licensed vehicle trips per month per person below. On average, there are 1.2 person trips by licensed vehicle per month based on these assumptions, a fairly low level despite the high level of recent usage.

Frequency	% of people	Assumed Trips per month	Total
Daily	2	20	40
One per week	8	4	32
A few per month	11	2	22
One per month	7	1	7
Less than one per month	35	0.5	17.5
Never	37		0
Per 100			118.5
Trips per person per month			1.2

Interviewees told us how they obtained licensed vehicles in the Borough of Pendle area. By far the highest percentage got taxis by booking them by phone (65%), with a further 12% using mobiles or smart phones and 5% using free-phones – making 82% of respondents obtaining vehicles by direct booking. 14% said they got them from ranks and 1% said their normal method was hailing (about the national average).

139 reasons were given for not using licensed vehicles. Of these, 44% said they had access to a car, with a further 27% using car and bus. The next highest reasons were 12% who said they felt licensed vehicles were unsafe – mainly from the standards of driving they had seen. 8% simply said they had no need to consider using licensed vehicles. 4% said they were too expensive, with remaining reasons (totalling 5% between them) including cycling, only using to get to a railway station, their physical home location being unsuitable for vehicle access, walking, and being disabled and therefore having their own transport provided.

The use of phones was queried further, seeking to understand the companies that people used. 54% of respondents listed the companies they contacted. 17% of respondents gave three different companies, 30% said two and the remaining 53% just named a single company or reference or comment.

There were a total of some 362 references made to different companies. In total 55 different companies were named although 16 were only named once. This can be compared to the 39 formal companies that exist in Pendle. The reason for the large number of names is that many companies trade under several names – in one case up to eight different names. Hence the formal list of 39 operators' trades under 79 different names, many of which people quote. On top of this, there are at least five hackney carriage companies who people quoted names for.

The company mentioned most saw 10% of mentions, the next 9% and the third 6%. It also suggests high private hire competition in the area. 92% of mentions were, however, of Pendle private hire companies, 4% were local hackney carriage companies and 4% were out of town operators.

A set of questions were then asked relating specifically to use of hackney carriages. The first question asked how often people used them. 45% said they could not remember when they last used a hackney carriage. A further 23% said they could not remember seeing a hackney carriage in Pendle (a concern since hackney carriages being painted red and having roof signs are fairly obvious).

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

Average usage of hackney carriages

Frequency	% of people	Assumed Trips per month	Total
Daily	0	20	0
One per week	1	4	4
A few per month	5	2	10
One per month	3	1	3
Less than one per month	23	0.5	11.5
Can't remember when last used hackney carriage	45	0	0
Can't remember seeing a hackney carriage in Pendle	23	0	0
Allowing for this being %			
Trips per person per month			0.3

Compared to the 1.2 trips per person by licensed vehicle, hackney carriages generate 0.3 trips per person, about 25% of the total, a higher level than suggested by the 13% who said they obtained a licensed vehicle from a rank or hailing.

People were asked to name all the rank locations they were aware of in the Borough of Pendle area. Just 17% of people gave responses. 4% said four locations, 12% said three, 33% said two and 51% gave a single location they were aware of. In total there were 116 references to rank locations. There were three references to ranks outside the Borough (in Burnley). Four people said private hire offices.

Of all the rank locations mentioned (correct or otherwise), the most popular was Market Street Colne, 30% of respondents knew about. The next most quoted location was the Interchange rank (27%) and then Sagar Street (14%), often referred to as the Old Bus station rank. Both Barrowford and Barnoldswick ranks were mentioned as were Albert Road and the Duke of Lancaster. There were some more vague references.

It is therefore clear that people are well aware of rank locations, but also perceived some private hire provision as 'rank' provision (ie where they can get a licensed vehicle (colloquial 'taxi') rather than a hackney carriage per se. However, the three main ranks are fairly well known.

When asked about new locations, eight people made 11 suggestions, but none were in the same place, although there was encouragement for a more central rank in Nelson town centre.

Across the 409 respondents, just 58 problems were identified. The main problem cited was driver issues (29%), followed by cleanliness (28%). 13% were concerned over safety issues and 8% with the cost, or uncertainty over cost of fares.

More people responded to what might encourage them to use hackney carriages or use them more. There were 84 responses. The top two specified responses were consistent with the problems quoted – people would use hackney carriages more if the drivers were 'better' and if the vehicles were better. 8% said they would use hackney carriages more if there were more of them.

People were asked if they or anyone they knew had a disability needing either a wheel chair accessible licensed vehicle, or a vehicle adapted in some other way. A very high 94% responded. 87% said they did not themselves need, or know anyone who did need an adapted vehicle. Of those needing adapted vehicles, the focus was on wheel chair accessible style (65%) compared to other adaptations (35%).

The split between vehicle choices at a rank was very even. 38% said they would take the first available, 32% a wheel chair accessible vehicle and 30% a standard vehicle. This is a very even split in a question where most people usually say the first vehicle available.



People were then asked if they chose a specific vehicle type at a rank why they did so. The largest number said they chose a wheel chair vehicle as they needed it – half the responses made (13 of 27). Five responses were that people chose a standard vehicle to leave the wheel chair vehicles for others. A comment was made that people using wheel chair vehicles paid more.

Of those answering if they had ever given up waiting for a hackney carriage, three people said they had (1% of those responding). Two of these said Sagar Street and the other did not say where.

86% of those responding had regular access to a car. 99% of those interviewed lived in the area (but this was a survey to the Borough citizen's panel).

Our gender sample saw under-representation of men (42% compared to 49%), and hence over-representation of women. The age sample was 1% under 30 (24% in the census for 2014), 19% for 31-55 (39%) and 80% over 55 (37%). These values were determined by the responses to the panel which could not be manipulated in any way. Most of those responding appear to be older females which may well have increased the potential for usage of licensed vehicles.

## 5. Stakeholder Consultation (including mystery shopper)

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

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

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

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

### ***Supermarkets***

Three supermarkets were contacted. One does not provide local inputs and both others had free phones that were well used by customers. Both sets of customers also used their own phones or payphones if they had a different preferred operator to call. Neither location had received any complaints nor had any issues with the service provided. In general, there did not appear to be very many supermarkets that could be contacted in the area.

### ***Hotels***

Attempt was made to contact four hotels in the area, although again the number of local hotels was found to be relatively low. One number was no longer obtainable and another hotel were not able to respond. The two giving responses would call vehicles for their customers – and both felt their customers received a good service from the companies they phoned.

## ***Restaurants***

Four restaurants were contacted. It proved difficult to find locations to phone as most local eating establishments appeared to be principally take-aways. One of the four said their customers did not use taxis. The other three did, and all found a good service was provided, and their customers did not complain about any issues. One said people phoned for their preferred company themselves, another said people used the business cards left by companies if they asked, and the final location had one company they would phone if a customer asked for a licensed vehicle.

## ***Hospital***

No response was received during the course of our consultation.

## ***Night clubs***

There are no distinct night clubs in the Borough of Pendle at this time. Attempt was made to contact five late night venues. Of those identified, two responded. One was located near the rank in Barrowford and confirmed that many taxis passed their premises well beyond the time they closed and that passengers obtained a reasonable service from this. They also had a main private hire operator who they would phone for vehicles from, who also provided a good service. They had other alternatives to call on if that company did not immediately have a vehicle available.

The other pub that responded was the Thatch and Thistle which also has a rank nearby. They always check when they lock up if anyone is waiting outside and call a private hire if people want a licensed vehicle rather than leaving them waiting at the rank. However, they have never had any complaint from potential licensed vehicle customers. They mainly use one private hire company.

## ***Police***

Lancashire Police told us they were aware of the Borough policy limiting hackney carriage vehicles and said this did not cause them any issue or concern. They told us the main location for night time trade is Colne. When the shops close, vehicles are allowed to wait additionally opposite the Union Exchange public house in agreement with the taxi association. This serves the night trade which is very localised in this part of the town centre. The Colne hackney carriage fleet is supplemented after 22:00 by vehicles from Nelson where there is little night work. The police are pleased with this as it helps get people away quickly.

The principal concern is with having too many vehicles which leads to every pavement being full of both hackney carriage and private hire vehicles waiting for business. There is both touting and plying for hire regularly observed. However, the police tend to prefer to get people out of this area as fast as possible so they would prefer more vehicles than less on balance. This may mean that people are encouraged into private hire or other vehicles that are clearly licensed rather than risk safety from crowds gathering. However, the police are willing to assist with enforcement as long as this leads to prosecutions.

### ***Disability Representatives***

During the course of our consultation, no disability representatives responded regarding their views.

### ***Parish and Town Councils***

A list of parish and town council contacts was provided by the Borough of Pendle. Some 34 contacts were approached to seek their views about the current licensed vehicle policy. Several responses were received.

One respondent said they made little use of licensed vehicles but did not understand why there was a two tier system.

Another Council put the issue to a meeting, but the meeting did not occur, so no comment was possible.

Reedley Hallows Parish Council felt there were adequate numbers both private hire and hackney carriage. They did not experience problems booking vehicles and the drivers they used did not seem exceptionally busy. They noted hackney carriages always waiting at ranks. The only concern was a feeling that vehicle conditions and driving standards are poor and that action was needed to improve both.

Colne Town Council confirmed they agreed with the current policy of limiting hackney carriage vehicle numbers and felt there were sufficient at the present time. They would also like to see a limit on the number of private hire vehicles (which is not legally possible).

The Pendle Regeneration Officer collated comments from the Nelson Town Team, Colne Town Centre Forum and the Barnoldswick Action Group. Comments were:

- Taxis often abuse shopper parking bays
- There is illegal taxi parking in Nelson
- Over-ranking taxis waiting for space on ranks often cause traffic congestion, particularly in Colne
- Taxis often drive illegally in pedestrianized areas, particularly Scotland Road, Nelson
- Further rank spaces would be supported, but only as feeders on the periphery of the central areas and not in the main centres themselves as more parking bays are needed there
- Issues with poorly maintained vehicles, particularly lights

- Poor driving
- There is evidence of over-charging at the Colne Blues Festival
- Public transport access is often blocked in Barnoldswick Station Road due to private hire vehicles double parking either side of the road, and hackney carriages use other parking spaces rather than their rank spaces
- Church Street Barnoldswick tends to see evening hackney carriages waiting in normal parking bays near to the public houses rather than the designated rank spaces

### ***Rail Operators***

There are only three stations in the Borough of Pendle. All are on the Blackpool – Preston – Colne route which sees an hourly service all day. Nelson is the busiest station, but only sees 139,094 entries and exits in a full year (for the latest year 2012-2013 available). This equates to around 200 passengers per day leaving this station. Colne sees 92,146 and Brierfield just 35,366 entries and exits. None produce large volumes of passengers likely to use licensed vehicles (the highest number would be 200 if every passenger used a licensed vehicle) and only Nelson has the rank (at the Interchange). The service is operated by Northern Rail.

## 6. Licensed Vehicle Trade Consultation

### ***Trade consultation***

A letter was issued to all licensed hackney carriage and dual drivers by the Council inviting them to complete a questionnaire about their current service to the public, and their views on the policy of limiting hackney carriage numbers. This letter was issued to 203 trade members (including those in the private hire trade via operators to cover Best Practise Guidance requirements). All responses were returned to CTS using a freepost address provided by CTS.

10 responses were received (5%). 30% were from hackney carriage drivers and 70% from private hire (although these could be dual drivers counting themselves as 'private hire'. 70% owned their own vehicle, with 30% saying someone else also drove their vehicle. 67% of the respondents said they used a radio circuit.

Those responding had, on average, been involved with the licensed vehicle trade as drivers for 13 years (hackney carriage) and 12 years (private hire). They tended to work 5 days per week for an average of 33 hours per week (hackney carriage) and 35 hours (private hire) (these values seem low). The range of days worked was between 4 and 6. The range of hours was from 30 to 40 (hackney carriage) and 25 to 45 (private hire) (again, from other surveys, these values seem low).

50% of respondents said they worked longer on some days than others although only Friday and Saturday featured prominently and several did not tell us which day(s) they worked longer.

Those operating hackney carriages told us the ranks they used. Two said they operated in Nelson, one in Colne and the other said in both Nelson and Colne. None named specific ranks.

In terms of policy, all felt that the current policy of limiting hackney carriages remained appropriate for Pendle. None abstained from this question. Many made the comment they were happy with the current situation in policy terms.

In terms of reactions to change of the policy, 90% said they would have no reaction, and just one said they would work longer hours. This response is partly related to the bulk of the response being from those operating in the private hire side.

Few comments were made. Overall, compared to other surveys, there did not seem to be an overall willingness to respond compounded by a lack of understanding of the questionnaire requirement (which is unusual).



## 7. Responses to DfT Best Practice Guidance 2010

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

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

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

Yes, this report is the independent input to this consideration on behalf of the Borough of Pendle.

***Questions relating to the policy of controlling numbers:***

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

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

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

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

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



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

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

- Local supermarkets
- Hotels in the area
- The local hospital
- The police

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

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

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

Please see the summary and conclusions section for guidance on conclusions from our review – ultimately this decision is for the local council to make.

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

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

At the present time, there is very little waiting time by customers for hackney carriages at ranks. There are more than enough vehicles available to service the low level of demand, and to meet the peak demands observed. There is plenty of choice for customers, including several hackney carriages available on telephone networks as well as from ranks and hailing.

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

This issue is ultimately for the Councillors to conclude. At the present time there is evidence that drivers are focussing on making what they can from the trade available, leading to unsafe driving practices, particularly speed, which is putting some passengers off using licensed vehicles more. Low demand means that many vehicles are seeking trade and filling up rank and other road space which is hindering other business in the area at times. There is a significant amount of private hire competition reducing hackney carriage income, which would be reduced further were more plates added that sought to service the ranks.

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

The Borough of Pendle has a significant amount of rural area. With more than sufficient hackney carriages available to service demand in the two towns and at night in Colne, private hire vehicles can focus on demand in places where they are more likely to be able to better match demand, such as in the rural areas.

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

The limited number of vehicles available means the limited trade is shared between fixed numbers of vehicles. It also implies there is added value to the business value (a plate value), which, however small, gives a further element of security to the trade who have such vehicles.

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

We are not aware of any local accessibility policy.

***Questions relating to setting the number of taxi licences:***

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

This study was preceded by an earlier one in 2010 which found no significant unmet demand and no need for any further plates to be issued.

***How is your taxi limit assessed?***

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

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

Yes, latent demand was considered by several methods, with the key method being through interviews with members of the public. The latent demand factor was 1.01, very low.

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

This is a matter for decision by the Council committee based on evidence following in our summary. However, all the evidence suggests there are sufficient vehicles to meet current demand.

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

The public appear to be happy with the current provision of ranks, and have not suggested any significant need for new ranks. There are several ranks available but unused by the trade.

***Questions relating to consultation and other public transport service provision:***

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

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

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

No

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

Pendle enjoys a very high frequency and level of both bus and rail services which provide both competition and potential for the licensed vehicle service.

## 8. The Equality Act 2010

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

The Equality Act is national legislation which cannot be amended by the council or its officers. Current thought suggests that the required proportion of WAV style vehicles expected for the Council area might be of the order of 35%. At the present time, Pendle has a formal level of 7% of vehicles which must be wheel chair accessible, which means the limit on vehicle numbers could be vulnerable were this part of the Equality Act put in place.

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

Option	Total number of vehicles	Number of wheel chair accessible vehicles (WAV)	Percentage of fleet that are WAV
Current	71	5	7%
EA requirement	71	25	35%
Meet EA by removing limit but no WAV stipulation	71 upwards	Uncertain – might reduce	Uncertain
Meet EA by removing limit but with all new vehicles having to be WAV	71 upwards	5 upwards with each new vehicles adding to number	At least 7%- an extra 1.4% for each new vehicle added
Meet EA by retaining limit at present no. of vehicles, and 20 current vehicles converting	71	25	35%
Meet EA by granting plate to any WAV, with none of present converting under limited scenario.	101 (+42%)	35	35%

At the present time, there is no significant unmet demand with 71 vehicles available. There is an issue with over-ranking (although there is also evidence of demand being taken by non-hackney vehicles as well). From this point of view, the preferable option would be to encourage 20 current vehicles to become WAV.

The worst case scenario would be if no current vehicles were willing to become formally WAV. In this case 30 further plates could be issued before the expected criteria were met. These 30 additional vehicles increase the fleet by some 42% which would almost certainly lead to significant reduction in income for the current fleet.

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

## **9. Summary and conclusions**

### ***Policy Background***

Pendle is one of the twelve Boroughs of Lancashire. Highway and transportation powers are therefore held by the County Council whilst the licensing function is undertaken at the Borough level. Transport policy is provided within the third Local Transport Plan which runs to 2021. Details of implementation for the Pendle area will be contained in the East Lancashire Masterplan currently under public consultation. Schemes will be derived and delivered using community infrastructure fund and Local Sustainable Transport Fund monies, principally to encourage better integration between modes. The only reference in these documents to licensed vehicles is encouraging operators to have staff respectful of the needs of all travellers.

Pendle currently exercises its right under Section 16 of the 1985 Transport Act to limit the number of hackney carriage vehicles it licences. There has been such a limit since at least 1986 according to DfT statistics, and the current level of 71 has been in place since 2009. No significant unmet demand was identified in the 2010 survey.

Since 1994, hackney carriage numbers have increased by 13% whilst private hire have increased by 81% since 1997. The level of hackney carriages compared to population is just below the national average, with both private hire vehicles and total fleet above the national average. Compared to Lancashire averages Pendle's provision of hackney carriage vehicles is low, although the Lancashire figures are biased by one authority having a very high level of hackney carriages many of which serve outside that authorities' borders.

There are a large number of dual drivers although it appears most drive hackney carriages. There is a high ratio of total drivers to vehicles suggesting there may be double shifting. In fare terms, the present Pendle fare is 15% lower than the North average and 21% lower than the national average leaving the Borough 352<sup>nd</sup> equal out of 364 authorities, ie very low overall.

### ***Rank Survey results***

120 hours of rank operation were observed by video methods. During the course of our observations no passengers were observed using wheel chairs at ranks.

In terms of usage per hour when active, the busiest rank is Market Street, Colne, Saturday, followed by Friday at the same location. Nelson Interchange rank also saw similar levels of demand to Market Street on the Friday. However, with just 14-16 average passengers per hour neither rank is particularly busy.

The Saturday night is busier than the Friday, but night demand at any location does not exceed 10 passengers per hour at any night location. Many other ranks are used but at very low levels. Service provided ranges from good to excellent given the low levels of demand on offer.

Looking at an average weekly demand level, Market Street Colne takes over half the weekly average passengers. The Interchange takes a further third of demand. The Venue and the Duke of Lancaster locations take a further 6% of demand each. Sagar Street took 2% whilst Barrowford and Barnoldswick ranks were used, but at very low levels. The Thatch and Thistle rank was not used as a hackney carriage rank.

Since 2010, demand appears to have increased although Sagar Street rank has declined significantly in its usage. Demand appears to have concentrated further on the two main ranks.

During the survey 83% of all plates were seen active, a high level, although the average return time to rank (including rank waiting time) was just under an hour – quite high, and also symptomatic of low overall demand.

The industry standard ISUD index has one element – the proportion of passengers in hours with waits over a minute – which in the Pendle case is zero, setting the whole index to zero, and indicating that there is no significant unmet demand for hackney carriages in the area at this time.

Rough estimates of the level of vehicles needed to meet demand suggest a maximum of 60 plates for daytime and 60 to meet the early Sunday morning peak, very similar to the 59 plates observed active during our sample observations (across all time periods).

## ***Public Consultation***

The Pendle Citizens Panel was used to obtain public attitude towards licensed vehicle services in the Borough. A 37% response rate was obtained, although it was not possible to obtain a sample specifically tailored to the current gender/age profile of the Borough as we were dependent on the Panel membership.

45% of respondents had used a licensed vehicle in the last three months in the Borough of Pendle. There are 1.2 person trips per licensed vehicle per month, reducing to 0.3 when considering just hackney carriages. 65% of users booked their vehicle directly by phone with other phone methods taking this means of getting a licensed vehicle up to 82% in total. 14% obtain licensed vehicles at a rank and 1% hail. This percentage is lower than suggested by the previous question about actual usage by a factor of around 2.

44% of those not using licensed vehicles said they did not use them because they had access to a car. A further 27% used car or bus. 12% did not use them as they felt they were unsafe, mainly from observation of driving standards.

It was concerning that 23% of respondents could not remember seeing a hackney carriage in the Borough, with 45% saying they could not remember the last time they used one.

In terms of those people phoned, 92% mentioned Pendle based private hire companies, 4% local hackney carriage radio networks and 4% out of town operators. The private hire company situation in the area is very competitive and complex, with the 39 operators registered trading under a total of 79 different names – with one company having up to eight different names most of which someone mentioned. The largest company mentioned saw 10% of the references made by people in the area.

People were generally aware of the main ranks – with Market Street and the Interchange best known. Sagar Street, Barnoldswick, Barrowford, Albert Road and the Duke of Lancaster were also known about. However, some perceived private hire offices as ranks. The only significant suggestion was for a more central rank in Nelson town centre.

Whilst the levels of problems identified was low, the three issues mentioned were concerns about driver standards (not specified in detail), cleanliness and safety. There was also uncertainty about what fare would be charged (possibly referring mainly to private hire vehicles). Those who would use hackney carriages more were consistent in wanting better drivers and better vehicles.

In terms of wheel chair accessibility, 87% did not need, or know anyone who needed an adapted licensed vehicle. Of those who did need such a vehicle, or knew someone who did, 65% said a wheel chair accessible style. When asked which vehicle they would take at a rank, 38% would take the first available, 32% a wheel chair accessible and 30% a standard vehicle, a much more even split from this question which usually saw people go for the first vehicle available. Many choosing the saloon said they would leave the wheel chair vehicle for those that needed them specifically.

Just three people had given up waiting for a hackney carriage in the Borough – two at Sagar Street. This provides a very low 1.01 factor of latent demand.

### ***Stakeholder Consultation***

Supermarkets said most customers used private hire vehicles using free phones in their stores. The two hotels contacted called vehicles from private hire companies. The same was true for restaurants, although in common with supermarkets and hotels there did not seem to be a high number of such facilities in the area. The two night venues who responded called private hire vehicles if necessary, but one said the rank nearby was well serviced when needed.



The Police were pleased with the service provided by the hackney carriages in the area. They were aware that Nelson vehicles came to Colne at night to supplement the fleet from Colne and meet demand where it occurred. The main concern from the police was over-ranking and the issues this caused in terms of congestion. The police were willing to help prosecute touts and those plying for hire as long as the case was seen through in full.

Other town, parish and other group responses confirmed there were always vehicles available with the counter concern being there were too many which did cause congestion issues and led to other parking not being available for legitimate parking. The issue of poorly maintained vehicles was also raised as well as some specific instances of overcharging.

### ***Trade Consultation***

5% response was received to the trade consultation. 30% came from those claiming to be hackney carriage drivers whilst 70% were private hire (although these could be dual drivers given the responses given). 67% of respondents used a radio circuit.

Average experience was 13 years (hackney carriage) and 12 years (private hire). An average working week was 5 days and 33 hours (hackney carriage), 35 hours (private hire), values which all seem low. All supported the current policy of restricting hackney carriage vehicle numbers. However, only one said they would work longer hours with the rest saying they would have no reaction to a change in policy.

Overall, there was a lack of willingness to respond compounded by a lack of understanding of the questions asked, which is unusual for a survey successfully undertaken around England with other areas.

### ***Equality Act***

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

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

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

With a current level of 7% wheel chair accessible vehicles, this could be an issue were any action ever taken regarding this section of the Act. At best, 20 vehicles would have to convert, at worst some 30 would need to be added to have a 35% compliant fleet – increasing the overall fleet size by 42% at a time when demand is not buoyant.

### ***Best Practice Guidance***

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

### ***Conclusion***

There is **no evidence of any significant unmet demand** for hackney carriages in the Borough of Pendle at this time. This means there is no requirement for additional licences to be issued, and the Council are able to retain their current limit and it would be defensible in court if challenged. This conclusion applies to patent and latent demand and is supported both by the industry standard ISUD index as well as public and stakeholder response.

There is, however, concern regarding over-ranking and driving / vehicle standards as the trade seek to maximise work undertaken perhaps at the expense of customer care. This is a current issue in a number of licensing areas at this time arising from increased costs and reduced demand, although it is admitted that compared to 2010 this survey seems to find local demand has actually increased over the last three years, although demand has focussed on the two main ranks much more than before.

The issue of concern over driving standards is notable in the Borough of Pendle compared to other areas as a reason why people use vehicles less than they might, and a focus on customer care is stated as a reason why people might use hackney carriages more.

Despite good differentiation between hackney carriage and private hire, there is evidence that people do not recognise hackney carriages as separate with many thinking private hire offices are ranks, and a high level feeling they had not seen a hackney carriage in the area.



## 10. Recommendations

### ***Limits on the number of hackney carriage vehicles***

With no significant unmet demand, the committee has a number of options available:

- 1 – It can confirm and retain the current policy of limiting hackney carriage vehicles numbers at the level of 71. This option can be defended in court if required.
- 2 – It can add any number of hackney carriage licences but retain the limit policy (any such licences should be for wheel chair accessible vehicles to assist compliance with potential Equality Act requirements as yet not confirmed)
- 3 – it can remove the limit policy

In technical terms we would recommend choice of Option 1.

Choice of options 2 or 3 could lead to significant worsening of current issues of over-ranking and would reduce the finance available to drivers to maintain vehicles further as there is no evidence of any potential increase in demand being likely at the present time. Nor is there any call from any party involved for more hackney carriage – or private hire vehicles being required at the present time.

There is also the option which some councils are currently taking of having a limit on vehicle numbers lower than the current level, meaning that any plates ceasing to be used would not be re-issued which might help in the current climate to share the limited demand between a lesser number of vehicles. Chesterfield has successfully had a limit beneath its number of vehicles for the last three years and has recently reconfirmed this policy. This could also help improve focus on maintenance and assist with enforcement of conditions and encourage owners and drivers to ensure they kept their vehicle licences.

In terms of increases in future demand, the committee would be at liberty to increase the limit by consultation at any time, without need for a further survey. A survey is only needed to ensure the level is correct at a point in time, and to justify that limit in the case of any challenge. This survey confirms there is no unmet demand with 71 plates, and further suggests that the demand observed was met by the order of 59 plates on the actual survey dates.

Unless there is a change of legislation, a further demand survey should be undertaken with surveys no later than three years from the date of the current surveys, ie no later than December 2016, and preferably to encourage rank surveys to occur during November 2016. If members wish to have any input to the brief for the survey, they would need to provide this input to officers no later than March 2016 to allow for adequate time to tender the survey to meet this date.

Relevant parties should consider methods by which the perception of poor vehicle and driver standards might be improved. A star rating system such as used in Oldham might be considered to encourage improvement.

There is need for marketing and advertising of the current hackney carriage and private hire service, location of ranks and the ways by which hackney carriage and private hire vehicles in the area can be identified.

In the short term, some provision for a feeder rank in Colne is needed together with action to reduce abuse of other parking by both hackney carriage and private hire vehicles across the Borough. A commensurate enforcement of abuse of ranks by other vehicles would also be required.

Action is also needed in collaboration with the Police to keep touting and plying for hire to a minimum to ensure the current legal trade maximises the business it receives.

A method should be found to improve driver communication skills and ensure they provide better service to their customers.

## **Appendix 1 – Rank Observation Details**



# **Pendle, Nelson, Sagar Street rank, Friday 13<sup>th</sup> December 2013, 12:00 – 02:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>12</b>	7	2	2	4	6	00:07:51	00:08:00	00:12:00						
<b>13</b>	8	7	6	2	8	00:11:22	00:12:00	00:32:00						
<b>14</b>	6	6	4	0	4	00:14:20	00:16:20	00:28:00						
<b>15</b>	3	0	0	6	6	00:12:20	00:00:00	00:00:00						
<b>16</b>	2	0	0	2	2	00:12:00	00:00:00	00:00:00						
<b>17</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>18</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>19</b>	1	0	0	1	1	00:04:00	00:00:00	00:00:00						
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>21</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>22</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>23</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>00</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>01</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>27</b>	<b>15</b>	<b>12</b>	<b>15</b>	<b>27</b>									

No passenger waits



**Pendle, Nelson, Hibson Road, Interchange rank, Friday 13<sup>th</sup> December 2013,  
11:00 – 03:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>10</b>	2	0	0	0	0	00:12:30	00:12:30	00:14:00						
<b>11</b>	20	24	20	0	20	00:05:18	00:05:18	00:16:00						
<b>12</b>	10	12	9	1	10	00:07:42	00:08:06	00:24:00						
<b>13</b>	20	32	20	0	20	00:05:45	00:05:45	00:13:00						
<b>14</b>	22	26	21	2	23	00:04:13	00:04:00	00:08:00						
<b>15</b>	23	32	22	0	22	00:04:49	00:04:49	00:12:00						
<b>16</b>	21	31	21	0	21	00:05:34	00:05:34	00:19:00			No passenger waits			
<b>17</b>	23	28	23	0	23	00:04:00	00:04:00	00:09:00						
<b>18</b>	15	24	15	0	15	00:10:56	00:06:42	00:16:00						
<b>19</b>	10	15	10	0	10	00:10:36	00:10:36	00:27:00						
<b>20</b>	6	6	5	1	6	00:24:30	00:24:30	01:22:00						
<b>21</b>	2	3	2	0	2	00:41:30	00:28:00	00:28:00						
<b>22</b>	8	9	7	1	8	00:06:00	00:06:00	00:16:00	00:00:46	00:02:20	3	0	0	00:03:00
<b>23</b>	6	6	6	1	7	00:11:40	00:15:45	00:29:00						
<b>00</b>	0	0	0	1	1	00:00:00	00:00:00	00:00:00			No passenger waits			
<b>01</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>02</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>188</b>	<b>248</b>	<b>181</b>	<b>7</b>	<b>188</b>				<b>00:00:11</b>	<b>00:02:20</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>00:03:00</b>

**Pendle, Nelson, Thatch and Thistle rank, Saturday 14<sup>th</sup> December 2013, 20:00 – 01:00**  
**(effectively unused, see text for detail)**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>21</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>22</b>	2	6	2	0	2	00:00:00	00:00:00	00:00:00						
<b>23</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>00</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	2	6	2	0	2									

**Pendle, Colne, Albert Road rank, opposite the Venue, Friday 13<sup>th</sup> December 2013,  
19:00 – 02:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>19</b>	1	0	0	0	0	00:27:00	00:00:00	00:00:00					
<b>20</b>	2	2	1	1	2	00:13:30	00:11:00	00:11:00					
<b>21</b>	6	0	0	4	4	00:24:10	00:56:00	01:07:00					
<b>22</b>	5	5	3	3	6	00:27:24	00:40:30	00:44:00	No passenger waits				
<b>23</b>	10	7	4	5	9	00:24:18	00:36:48	00:46:00					
<b>00</b>	9	15	6	4	10	00:05:33	00:07:24	00:22:00					
<b>01</b>	7	6	3	6	9	00:05:42	00:05:00	00:08:00					
<b>TOTALS</b>	<b>40</b>	<b>35</b>	<b>17</b>	<b>23</b>	<b>40</b>								

**Pendle, Colne, Albert Road rank, opposite the Venue, Saturday 14<sup>th</sup> December 2013,  
20:00 – 01:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>20</b>	13	13	6	3	9	00:15:23	00:16:33	00:50:00	No passenger waits					
<b>21</b>	5	4	3	2	5	00:18:12	00:31:00	00:31:00						
<b>22</b>	11	19	7	5	12	00:09:49	00:11:00	00:17:00						
<b>23</b>	28	52	24	4	28	00:04:45	00:05:02	00:13:00						
<b>00</b>	10	33	11	2	13	00:02:42	00:03:07	00:09:00						
<b>TOTALS</b>	<b>67</b>	<b>121</b>	<b>51</b>	<b>16</b>	<b>67</b>									

# Pendle, Colne, Duke of Lancaster rank, Friday 13<sup>th</sup> December 2013, 20:00 – 04:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
19	1	0	0	0	0	00:03:00	00:03:00	00:03:00					
20	5	1	1	3	4	00:33:36	01:36:00	01:36:00					
21	2	2	1	2	3	00:21:00	00:12:00	00:12:00					
22	10	9	7	2	9	00:11:42	00:10:45	00:27:00					
23	10	13	9	1	10	00:07:30	00:07:46	00:21:00					
00	10	13	7	4	11	00:06:30	00:07:12	00:18:00					No passenger waits
01	6	2	2	5	7	00:01:30	00:02:30	00:04:00					
02	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
03	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
TOTALS	44	40	27	17	44								

# Pendle, Colne, Duke of Lancaster rank, Saturday 14<sup>th</sup> December 2013, 20:00 – 04:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
19	1	0	0	0	0	00:08:00	00:08:00	00:08:00					
20	10	10	6	3	9	00:13:06	00:17:36	00:31:00					
21	7	8	3	4	7	00:18:34	00:27:15	00:32:00					
22	17	4	2	15	17	00:05:49	00:22:20	00:33:00					
23	22	18	10	14	24	00:03:49	00:08:15	00:19:00					
00	19	17	11	6	17	00:04:15	00:05:36	00:14:00					No passenger waits
01	26	47	21	7	28	00:02:20	00:02:50	00:06:00					
02	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
03	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
<b>TOTALS</b>	<b>102</b>	<b>104</b>	<b>53</b>	<b>49</b>	<b>102</b>								

# Pendle, Colne, Market Street rank, Friday 13<sup>th</sup> December 2013, 10:00 – 06:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
09	5	0	0	0	0	00:22:24	00:22:24	00:48:00						
10	15	11	11	4	15	00:24:40	00:29:27	00:42:00						
11	16	16	11	4	15	00:22:45	00:31:16	00:42:00						
12	11	7	6	5	11	00:20:49	00:31:24	00:48:00			No passenger waits			
13	15	20	14	6	20	00:06:52	00:07:00	00:16:00						
14	17	9	6	7	13	00:19:38	00:25:53	00:40:00						
15	17	19	14	3	17	00:10:35	00:11:24	00:31:00	00:00:40	00:02:00	6	0	0	00:05:00
16	14	19	15	4	19	00:09:38	00:10:48	00:17:00						
17	15	12	8	4	12	00:26:16	00:31:27	01:16:00						
18	11	5	3	5	8	00:29:27	00:43:36	01:00:00						
19	18	14	9	8	17	00:23:20	00:31:43	00:53:00						
20	12	13	8	3	11	01:05:30	01:28:45	01:49:00			No passenger waits			
21	13	5	3	8	11	00:21:50	00:52:00	01:16:00						
22	18	16	10	9	19	00:24:43	00:38:24	00:50:00						
23	20	17	12	7	19	00:28:39	00:36:09	00:45:00						
00	23	26	22	4	26	00:12:28	00:13:00	00:24:00						
01	55	66	39	5	44	00:21:08	00:22:43	00:43:00						
02	26	41	23	5	28	00:34:11	00:36:23	00:49:00						
03	31	70	38	4	42	00:16:13	00:17:17	00:28:00						
04	16	31	14	7	21	00:08:00	00:10:06	00:17:00						
05	1	0	0	1	1	00:02:00	00:00:00	00:00:00						
TOTALS	369	417	266	103	369				00:00:06	00:02:00	6	0	0	00:05:00

# Pendle, Colne, Market Street rank, Saturday 14<sup>th</sup> December 2013, 06:00 – 05:00

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour	Average passenger waiting time, those	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
06	3	1	1	0	1	00:09:20	00:01:00	00:01:00						
07	4	3	2	3	5	00:08:30	00:03:00	00:04:00						
08	9	0	0	6	6	00:21:40	00:44:20	00:48:00						
09	7	3	3	6	9	00:16:42	00:38:30	00:41:00						
10	15	9	7	6	13	00:16:56	00:26:00	00:40:00						
11	14	14	10	3	13	00:16:47	00:19:00	00:37:00						
12	13	15	7	6	13	00:18:50	00:24:20	00:36:00						
13	17	23	10	7	17	00:17:10	00:24:25	00:38:00						
14	16	9	6	9	15	00:20:41	00:28:07	00:41:00						
15	13	12	9	7	16	00:18:36	00:27:15	00:42:00						
16	24	22	17	3	20	00:15:05	00:16:15	00:29:00						
17	20	19	14	6	20	00:23:09	00:22:13	00:37:00						
18	10	8	5	6	11	00:28:30	00:34:40	00:42:00						
19	13	10	6	7	13	00:20:13	00:24:13	00:36:00						
20	15	11	7	6	13	00:35:04	00:49:06	01:10:00						
21	20	10	8	9	17	00:37:33	01:01:20	01:12:00						
22	17	10	8	9	17	00:24:14	00:45:07	01:09:00						
23	23	36	22	11	33	00:10:28	00:12:28	00:25:00						
00	45	71	38	4	42	00:04:52	00:05:02	00:13:00						
01	74	89	46	14	60	00:12:01	00:14:00	00:25:00						
02	61	81	55	5	60	00:18:21	00:19:40	00:28:00						
03	47	113	57	7	64	00:11:26	00:12:06	00:26:00						
04	0	0	0	2	2	00:00:00	00:00:00	00:00:00						
TOTALS	480	569	338	142	480									

No passenger waits



# **Pendle, Barrowford, Gisburn Road rank, Saturday 14<sup>th</sup> December 2013, 22:00 – 00:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>22</b>	2	0	0	2	2	00:02:30	00:00:00	00:00:00	No passenger waits					
<b>23</b>	4	3	2	2	4	00:01:30	00:02:30	00:03:00						
<b>TOTALS</b>	<b>6</b>	<b>3</b>	<b>2</b>	<b>4</b>	<b>6</b>									

**Pendle, Barnoldswick, Church Street rank, Saturday 14<sup>th</sup> December 2013,  
20:00 – 01:00**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>20</b>	2	0	0	2	2	00:04:30	00:00:00	00:00:00						
<b>21</b>	1	1	1	0	1	00:05:00	00:05:00	00:05:00						
<b>22</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>23</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>00</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>3</b>									

No passenger waits

**Pendle, Nelson, Manchester Road rank, Saturday 14<sup>th</sup> December 2013, 18:00 to 02:00**  
**Private hire activity**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>18</b>	1	0	0	1	1	00:00:00	00:00:00	00:00:00						
<b>19</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>21</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>22</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>23</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>00</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>01</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>									

No passenger waits

**Pendle, Colne, Albert Road rank, opposite The Venue, Saturday 14<sup>th</sup> December 2013,  
20:00 to 01:00 Private hire activity**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>21</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>22</b>	1	0	0	0	0	00:14:00	00:14:00	00:14:00						
<b>23</b>	0	3	1	0	1	00:00:00	00:00:00	00:00:00						
<b>00</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>1</b>									

No passenger waits

**Pendle, Colne, Duke of Lancaster rank, Friday 13<sup>th</sup> December 2013, 20:00 – 04:00**  
**Private hire activity**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
20	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
21	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
22	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
23	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
00	1	0	0	1	1	00:01:00	00:00:00	00:00:00					No passenger waits
01	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
02	1	0	0	1	1	00:02:00	00:00:00	00:00:00					
03	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
<b>TOTALS</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>00:00:00</b>	<b>00:00:00</b>	<b>00:00:00</b>					

**Pendle, Colne, Duke of Lancaster rank, Saturday 14<sup>th</sup> December 2013, 20:00 – 02:00**  
**Private hire activity**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (mins)	Average vehicle waiting times (for a fare, mins)	Maximum vehicle waiting time for a fare (mins)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
20	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
21	1	0	0	1	1	00:00:00	00:00:00	00:00:00					
22	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
23	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
00	4	4	2	2	4	00:00:15	00:00:00	00:00:00					
01	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
<b>TOTALS</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>3</b>	<b>5</b>								

No passenger waits



## Appendix 2 Stakeholder Feedback Diary

Chapter	Stakeholder Group / Person	Date	Views returned?
5	<b>Supermarkets</b>		
	Aldi, Colne	12/3/14	N
	Asda, Colne	12/3/14	Y
	Morrison's, Nelson	12/3/14	Y
5	<b>Hotels</b>		
	The Crown, Albert Rd, Colne	12/3/14	N
	Old Stone Trough Country Lodge	12/3/14	Y
	Commercial Hotel, Colne	12/3/14	Not avail
	The Alma Inn, Colne	12/3/14	Y
5	<b>Night venues</b>		
	Thatch and Thistle	10/3/14	Y
	White Bear	10/3/14	Y
5	<b>Hospital</b>		
			N
	<b>Restaurants</b>		
	Ivy Palace	14/3/14	Y
	Carlo's Albert Road	14/3/14	Y
	Chopsticks House	14/3/14	Y
	Zio Ristorante	14/3/14	Y
5	<b>Disability representatives</b>		
			N
5	<b>Transport Stakeholders</b>		
	Northern Rail		N
5	<b>Police</b>		
	S Pearson, Lancashire Police	2/14	Y
	<b>Other Council Representatives</b>		
	Regeneration Officer	2/14	Y
	<b>Town and Parish Councils</b>		
	Colne Town Council	14/4/14	Y
	Reedley Hallows Parish Council	13/3/14	Y
	Nelson Town Council	27/3/14	N
	29 other town and parish councils (from internet list of 11 March 2014, addresses contacted can be supplied on request)	11/3/14	N



6	<b>Hackney carriage and private hire trade</b>		
	Via letter and questionnaire	2/14	Y