


Torbay Hackney Carriage Unmet Demand Study

Final Report

Torbay Council

September 2011



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Document history

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1 Introduction

1.1 General

This study has been conducted by Halcrow on behalf of Torbay Council. Torbay Council wishes to undertake an unmet demand study of Hackney Carriage provision in the borough. The purpose of the survey is to:

- determine whether or not there is a significant unmet demand for Hackney Carriage services within Torbay as defined in Section 16 of the Transport Act 1985; and
- recommend how many additional taxis are required to eliminate any significant unmet demand.

In 2010 the Department for Transport (DfT) re issued Best Practice Guidance for Taxi and Private Hire licensing. The Guidance restates the DfT's position regarding quantity restrictions. Essentially, the DfT stated that the assessment of significant unmet demand, as set out in Section 16 of the 1985 Act, is still necessary but not sufficient in itself to justify continued entry control. The Guidance provides local authorities with assistance in local decision making when they are determining the licensing policies for their local area. Guidance is provided on a range of issues including: flexible taxi services, vehicle licensing, driver licensing and training.

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

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

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

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

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

The DfT plans to consult on the content of regulations before section 161 comes in to force. The actual date is presently unknown but is expected to be by the end of August 2011.

2 Background

2.1 General

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

2.2 Torbay Overview

Torbay forms part of the English Riviera on the South Devon Coast in South West England. Torbay comprises the settlements Torquay, Paignton and Brixham. The population of Torbay was 131,300 in 2003 (Office of National Statistics Mid Year Estimates).

2.3 Background to the Hackney Carriage Market in Torbay

Torbay currently licences 162 full-time hackney carriage licenses, with an additional 7 seasonal licences that operate between May to September. These operate predominantly in Torquay and Paignton. During May to September this provides Torbay with a hackney carriage provision of one hackney per 777 resident population. From November to April Torbay has a hackney carriage provision of one hackney per 810 resident population.

Torbay Council has recently started issuing dual badges and therefore no longer differentiates between hackney carriages and private hire licensed drivers. There are currently 600 licensed drivers in Torbay.

2.4 Provision of Hackney Carriage Stands

There are currently 21 official ranks¹ located across the Torbay licensing district. A list of the ranks observed is included in Chapter 5.

Plates 1,2 and 3 show three of the ranks in Torbay.

¹ A number of these ranks are under review

Plate 1 – Paignton Rail Station



Plate 2 – Union Street, Torquay



Plate 3 – Bank Lane, Brixham



2.5 Hackney Carriage Fares and Licence Premiums

Hackney carriage fares are regulated by the Local Authority. There are two tariffs – one for Monday to Saturday travel (7am – 11pm); and one for night time travel (11pm – 7am), Sunday and bank holiday travel (1am – 11pm) and Christmas Eve and New Years Eve (7pm-11pm).

The standard charge tariff is made up of two elements; and initial fee (or “drop”) for entering the vehicle, and a fixed price addition for each mile or uncompleted part thereof travelled, plus fixed additions for waiting time. A standard two-mile daytime fare undertaken by one individual would therefore be £5.65. Table 2.1 outlines the fare structure in more detail.

Table 2.1 Torbay Hackney Carriage Fare Tariff 2011

	Price
<p>Tariff 1 (For hirings between the hours of 7:00am and 11:00pm Monday to Saturday excluding those mentioned in tariff 2).</p> <p>Initial distance not exceeding 500 yards (457 meters) or part thereof For each subsequent 150 yards (137 meters) completed or part thereof Waiting time: for every period of 40 seconds or part thereof</p>	<p>£2.50 15p 15p</p>
<p>Tariff 2 (For hirings commenced between 11:00pm and 7:00am on any day, between 1:00am and 11:00pm on Sundays and Bank Holidays and 7:00pm and 11:00pm on Christmas and New Years Eve).</p> <p>Initial distance not exceeding 500 yards (457 meters) or part thereof For each subsequent 150 yards (137meters) completed or part thereof Waiting time: for every period of 40 seconds or part thereof</p>	<p>£3.00 20p 20p</p>
<p>Additional Charges</p> <p>Each additional passenger in excess of one Driver is required to proceed to the hirer's designated pick-up point Fouling of the interior or exterior of a cab No additional charges will be made for luggage, perambulators, pushchairs, wheeled trolleys or animals.</p>	<p>20p 50p £50.00</p>

Source: Torbay Council

Private Hire and Taxi Monthly magazine publish monthly league tables of the fares for 380 authorities over a two mile journey. Each journey is ranked with one being the most expensive, the August 2011 tables show Torbay rated 101st in the table – therefore Torbay has higher than average fares. Table 2.3 provides a comparison of where neighbouring and nearby authorities rank in terms of fares. It shows that fares in Torbay are lower than some of its neighbouring authorities.

Table 2.3 Comparison of Neighbouring Authorities in Terms of Fares (figures are ranked out of a total of 380 Authorities with 1 being the most expensive)

Local Authority	Rank
Exeter	43
East Devon	75
Teignbridge	87
North Devon	89
Mid Devon	95
Torbay	101
Torridge	144
South Hams	184
Plymouth	202

Source: *Private Hire and Taxi Monthly, August 2011*

2.6 Devon and Torbay Local Transport Plan 2011-2026

This section considers the taxi (hackney and private hire) market within a wider context of transport policy. Taxis provide an important service for the public and have the potential to form an important part of an integrated public transport system.

The Local Transport Plan process required local authorities to consider in a holistic manner, how transport provision for their area contributes to wider objectives such as economic growth, accessibility, the environment and safety. Taxis are an integral part of local transport provision and should be taken into account within this provision.

The Plan recognises that taxis are key to the public transport system providing an alternative to bus and rail travel in some circumstances but also providing a connection facility, particularly from rail stations. The Plan states that the main areas of development for the taxi network are to encourage information and integration with other modes through transport planning and priority on the highway network.

It is recognised that taxis are effective for certain journeys in urban areas to health services and transport services and are an important part of the school transport system, particularly in rural areas. The Plan also acknowledges that taxis play a key role in the Fare Car network, connecting people in rural areas to market towns and core bus and rail networks.

Through the Plan, the County Council are exploring ways of integrating taxis into the rural transport network alongside bus, rail and community transport.

2.7 Draft Torquay Harbour Area Action Plan (THAAP)

The THAAP provides the framework for development and regeneration in the Harbour area. It covers the period up to 2026 and seeks to improve the quality of the built environment and tackle weaknesses in a number of areas. The Plan sets out a clear vision for the future of the Harbour area, a set of supporting objectives and a range of development proposals and policies. It includes a strategy for the Plan's implementation and for monitoring its delivery.

Two of the THAAPs policies focus on improvements to taxis. Policy TH3.6 looks to improve taxi passenger waiting facilities in the Strand with higher quality information services. Policy TH3.7 looks to provide dedicated taxi running lanes in the Strand and Cary Parade.

However this draft document is under review.

3 Benchmarking

3.1 Introduction

In order to assess the current level of taxi provision in Torbay, it is necessary to benchmark Torbay against other authorities which are classified by the Audit Commission as it's statistically nearest neighbours.

The Statistically nearest neighbours are authorities which are of similar socio-economic standing to Torbay and can be used for comparison purposes. They include; Blackpool, Bournemouth, Isle of Wight, North Lincolnshire, Plymouth, Poole, Portsmouth, Southend-on-Sea, and Telford and Wrekin.

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

- Fleet composition;
- Population per hackney;
- Population per taxi;
- Entry control policy; and
- Fares

3.2 Fleet Composition

Figure 3.1 documents the fleet size for a number of licensing authorities in the UK. Plymouth has the largest fleet of private hire vehicles at 836 vehicles and the largest hackney carriage fleet at 366 vehicles. Torbay has the fourth smallest hackney carriage fleet with 169 vehicles and has the fourth largest with regard to the private hire fleet with 386 vehicles.

In terms of population per hackney, Figure 3.2 documents the results for the licensing authorities. Figure 3.2 demonstrates that Torbay has a lower than average number of people per hackney carriage, indicating a high provision. Telford and Wrekin has the largest amount of people per hackney carriage, suggesting that provision is lower than in the other comparable authorities. However if per capita provision is looked at in terms of the whole 'taxi' fleet as in Figure 3.3, it appears that the Isle of Wight has the lowest per capita provision. Torbay has the third lowest number of people per taxi with 237 people per capita provision, indicating a higher provision than the majority of its comparable authorities.

Figure 3.1 Fleet Composition

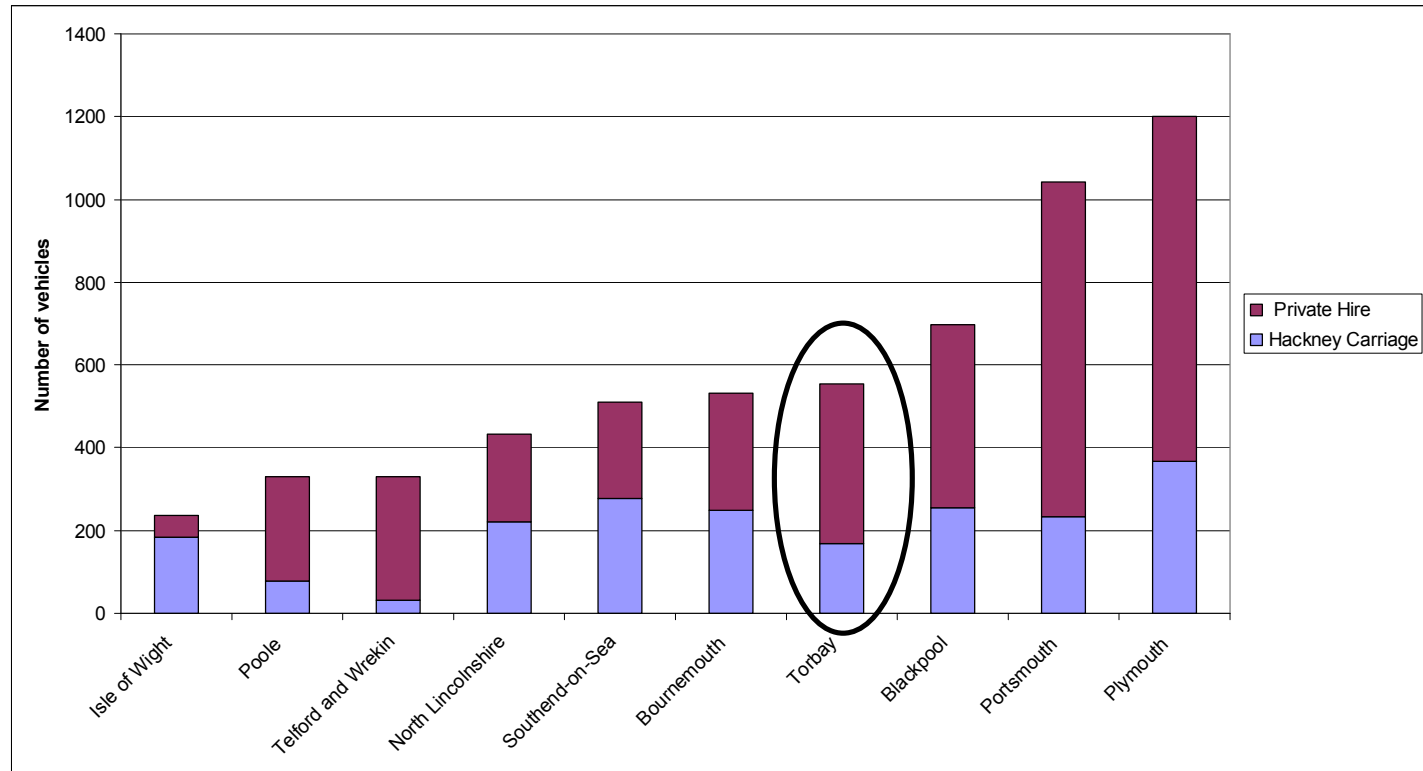


Figure 3.2 Population per hackney across the different licensing authorities

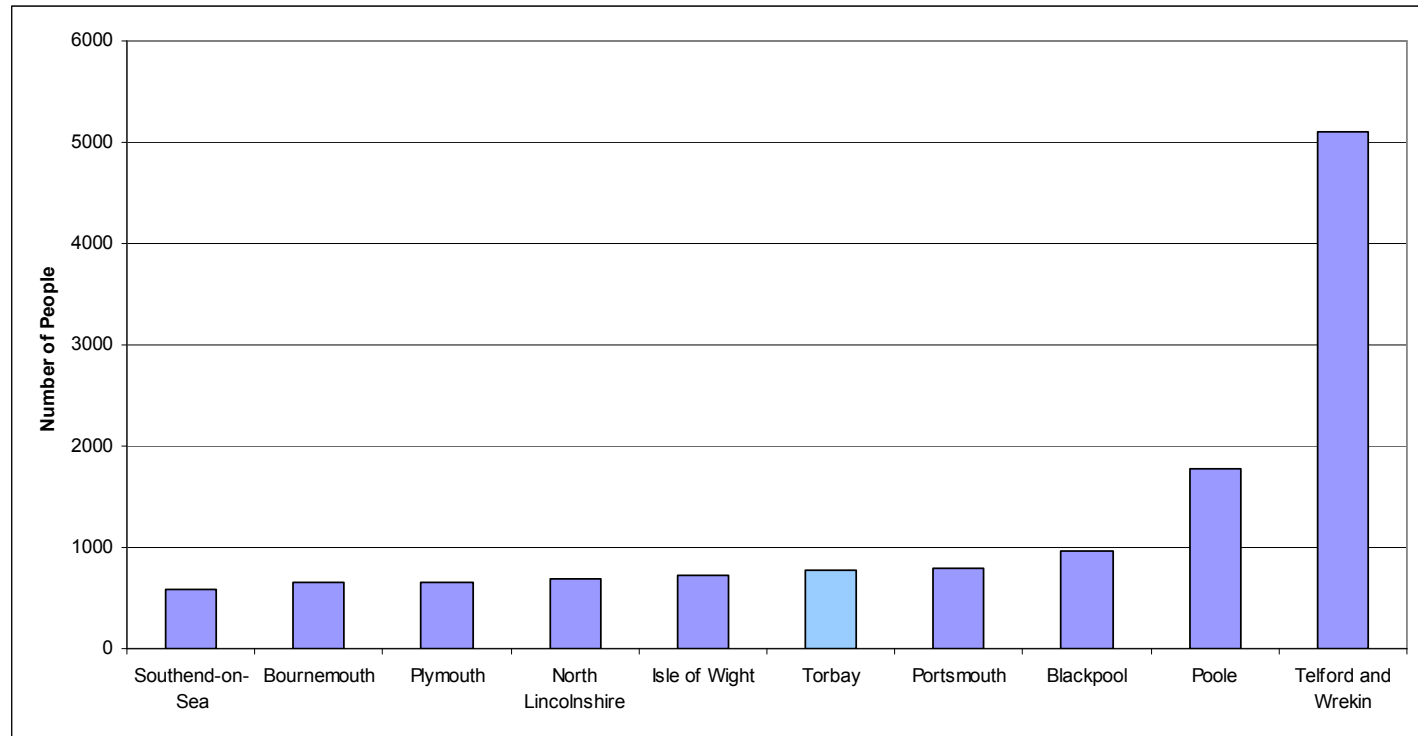
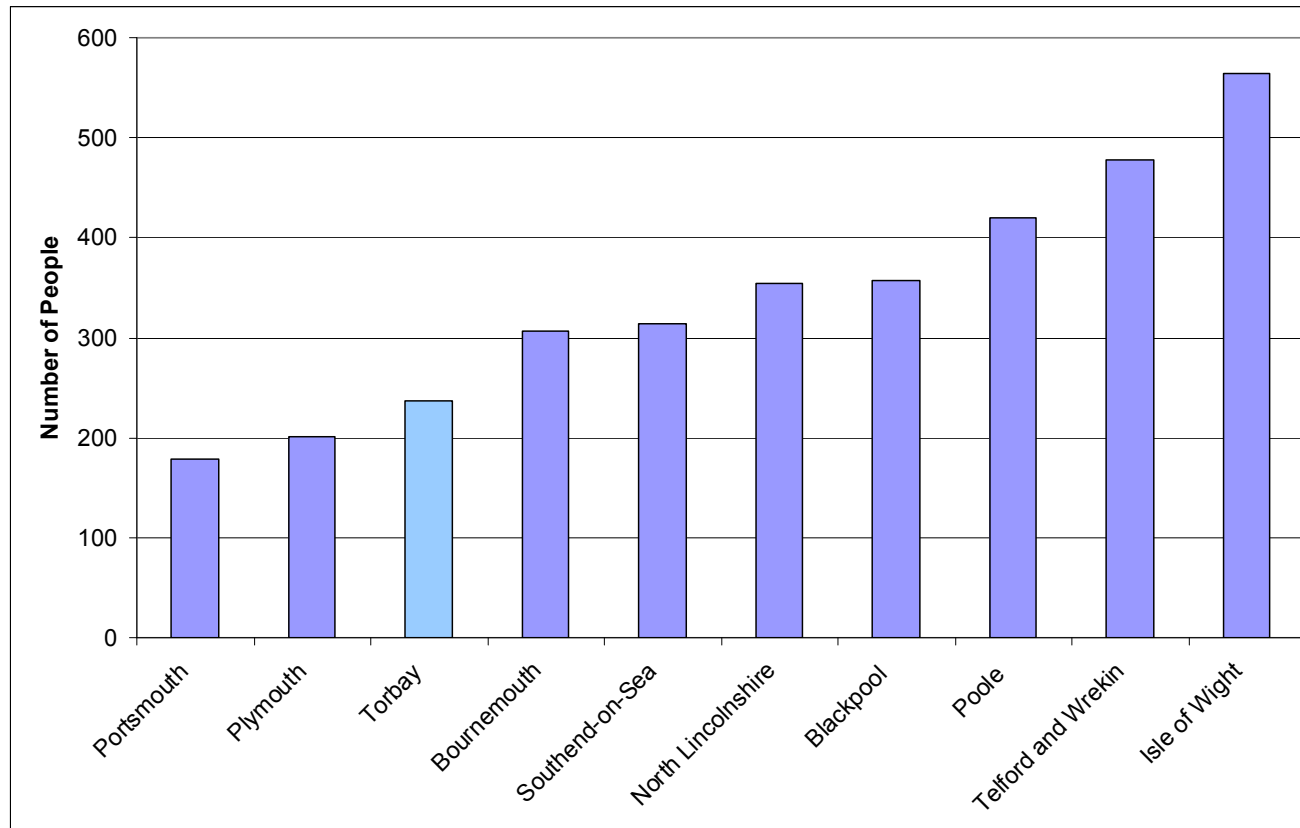


Figure 3.3 Fleet provision per capita



3.3 Entry Control

Table 3.1 documents the entry control policies for the 10 authorities. The majority of the authorities impose a numerical limit on the number of hackney carriages it licences. The Isle of Wight, Telford and Wrekin are among the only authorities that do not restrict the number of licences.

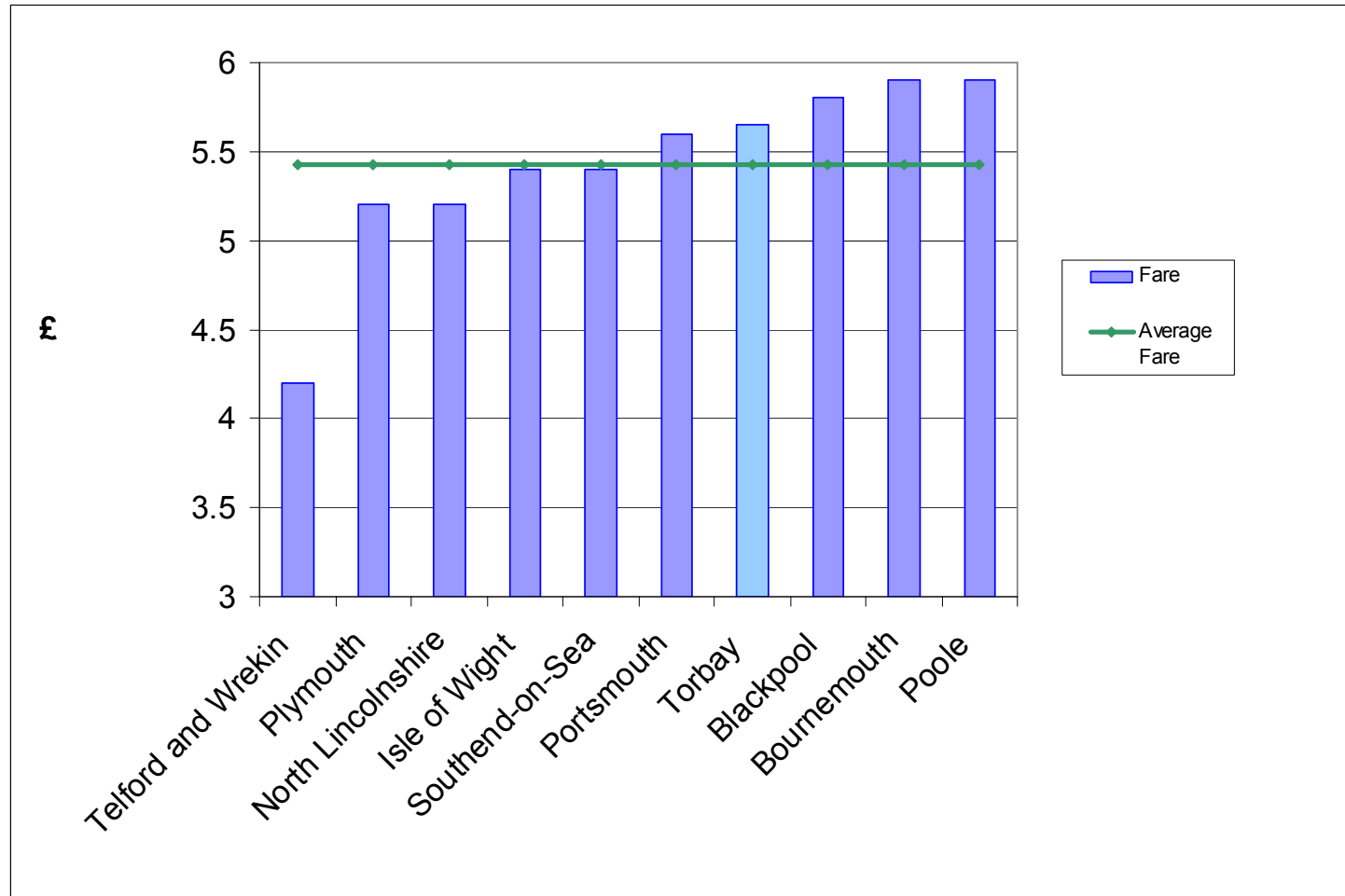
Table 3.1 Entry Control Policy for the Authorities

Authority	Control Policy
Blackpool	Restricted
Bournemouth	Restricted
Isle of Wight	Derestricted
North Lincolnshire	Restricted
Plymouth	Restricted
Poole	Restricted
Portsmouth	Restricted
Southend-on-Sea	Restricted
Telford and Wrekin	Derestricted
Torbay	Restricted

3.4 Fares

Figure 3.4 details the average fare for a two mile journey across the statistically neighbouring authorities. The average cost of a two mile journey is £5.43, thereby highlighting that fares in Torbay are slightly more expensive than the average at £5.65.

Figure 3.4 Cost of a two mile journey



4 Definition, Measurement and Removal of Significant Unmet Demand

4.1 Introduction

Section 4 provides a definition of significant unmet demand derived from experience of over 100 unmet demand studies since 1987. This leads to an objective measure of significant unmet demand that allows clear conclusions regarding the presence or absence of this phenomenon to be drawn. Following this, a description is provided of the SUDSIM model which is a tool developed to determine the number of additional hackney licences required to eliminate significant unmet demand, where such unmet demand is found to exist. This method has been applied to numerous local authorities and has been tested in the courts as a way of determining if there is unmet demand for Hackney Carriages.

4.2 Overview

Significant Unmet Demand (SUD) has two components:

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

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

4.3 Defining Significant Unmet Demand

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

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

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

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

The term “suppressed” or “latent” demand has caused some confusion over the years. It should be pointed out that following *Maude v Castle Point Borough Council*, heard in the Court of Appeal in October 2002, the term is now interpreted to relate purely to that demand that is measurable. Following *Maude*, there are two components to what Lord Justice Keene prefers to refer to as “suppressed demand”:

- what can be termed inappropriately met demand. This is current observable demand that is being met by, for example, private hire cars illegally ranking up; and
- that which arises if people are forced to use some less satisfactory method of travel due to the unavailability of a hackney carriage.

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

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

The main implication of the present discussion is that it is necessary, when considering whether significant unmet demand exists, to take account of the practicability of improving the standard of service through increasing supply.

4.4 Measuring Patent Significant Unmet Demand

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

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

The broad interpretation to be given to the results of this comparison are summarised in Table 4.1.

Table 4.1 Existence of Significant Unmet Demand (SUD) Determined by Comparing Demand and Delay Profiles

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

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

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

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

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

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

Where:

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

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

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

SSP = Steady State Performance. The corollary of providing dispensation during the peaks in demand is that it is necessary to focus on performance during "normal" hours. This is measured by the

proportion of hours during weekday daytimes when the market exhibits excess demand conditions (i.e. passenger queues form at ranks).

- SF = Seasonality factor. Due to the nature of these surveys it is not possible to collect information throughout an entire year to assess the effects of seasonality. Experience has suggested that hackney demand does exhibit a degree of seasonality and this is allowed for by the inclusion of a seasonality factor. The factor is set at a level to ensure that a marginal decision either way obtained in an “untypical” month will be reversed. This factor takes a value of 1 for surveys conducted in September to November and March to June, i.e. “typical” months. It takes a value of 1.2 for surveys conducted in January and February and the longer school holidays, where low demand the absence of contract work will bias the results in favour of the hackney trade, and a value of 0.8 for surveys conducted in December during the pre Christmas rush of activity. Generally, surveys in these atypical months, and in school holidays, should be avoided.
- LDF = Latent Demand Factor. This is derived from the public attitude survey results and provides a measure of the proportion of the public who have given up trying to obtain a hackney carriage at either a rank or by flagdown during the previous three months. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a tactical response to the latest DfT guidance.

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

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

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

To provide advice on the increase in licences required to eliminate significant unmet demand, Halcrow has developed a predictive model. SUDSIM is a product of 20 years experience of analysing hackney carriage demand. It is a mathematical model,

which predicts the number of additional licences required to eliminate significant unmet demand as a function of key market characteristics.

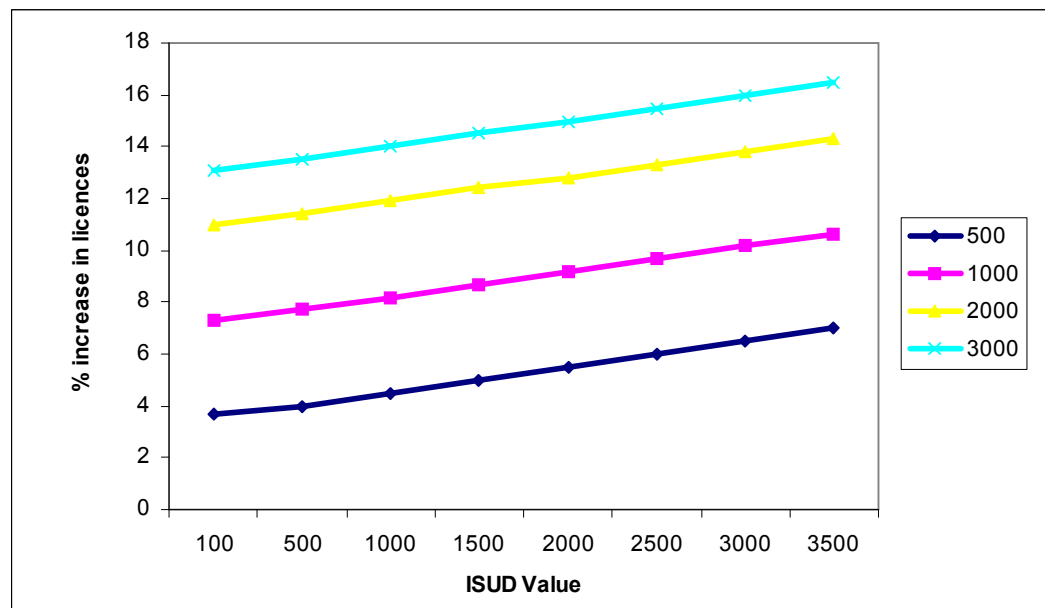
SUDSIM represents a synthesis of a queue simulation work that was previously used (1989 to 2002) to predict the alleviation of significant unmet demand and the ISUD factor described above (hence the term SUDSIM). The benefit of this approach is that it provides a direct relationship between the scale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

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

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

The main implications of the model are illustrated in Figure 4.1 below. The figure shows that the percentage increase in a hackney fleet required to eliminate significant unmet demand is positively related to the population per hackney (PPH) and the value of the ISUD factor over the expected range of these two variables.

Figure 4-1: Forecast Increase in Hackney Fleet Size as a Function of Population Per Hackney (PPH) and the ISUD Value



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

New Licences = SUDSIM x Latent Demand Factor

Where:

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

4.6 Note on Scope of Assessing Significant Unmet Demand

It is useful to note the extent to which a licensing authority is required to consider peripheral matters when establishing the existence or otherwise of significant unmet demand. This issue is informed by *R v Brighton Borough Council, ex p Bunch* 1989². This case set the precedent that it is only those services that are exclusive to hackney carriages that need concern a licensing authority when considering significant unmet demand. Telephone booked trips, trips booked in advance or indeed the provision of bus type services are not exclusive to hackney carriages and have therefore been excluded from consideration.

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

5 Evidence of Patent Unmet Demand – Rank Observation Results

5.1 Introduction

This section of the report highlights the results of the rank observation survey. The rank observation programme covered a period of 259 hours during May 2011. Some 12,527 passengers and 9,526 cab departures were recorded. A summary of the rank observation programme is provided in Appendix 1.

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

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

5.2 The Balance of Supply and Demand

The results of the analysis are presented in Table 5.1 below. The predominant market state is one of equilibrium. Excess supply (queues of cabs) was experienced during 26% of the hours observed while excess demand (queues of passengers) was experienced 5% of the hours observed. Conditions are favourable to customers at all times of day with the most favourable time being the weekday periods.

Table 5.1 The Balance of Supply and Demand in the Torbay Rank-Based Hackney Carriage Market (Percentage of hours observed)

Period		Excess Demand (Maximum Passenger Queue ≥ 3)	Equilibrium	Excess Supply (Minimum Cab Queue ≥ 3)
Weekday	Day	0	56	44
	Night	4	80	16
Weekend	Day	2	72	27
	Night	11	69	20
Sunday	Day	8	72	19
Total		5	69	26

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

5.3 Average Delays and Total Demand

The following estimates of average delays and throughput were produced for each of the main ranks in Torbay (Table 5.2).

The survey suggests some 12, 527 passenger departures occur per week from ranks in Torbay involving some 9,526 cab departures.

The taxi trade is somewhat concentrated at the ranks on Bank Lane, Brixham; Rail Station, Paignton; and Victoria Parade, Torquay accounting for half of the total. On average cabs wait 21.45 minutes for a passenger and the longest waiting time was at Paignton Rail Station where taxis waited on average 29.36 minutes for a customer.

On average passengers wait 0.16 minutes for a cab. The longest passenger delay was observed at Torwood Street, where passengers waited on average 6.52 minutes.

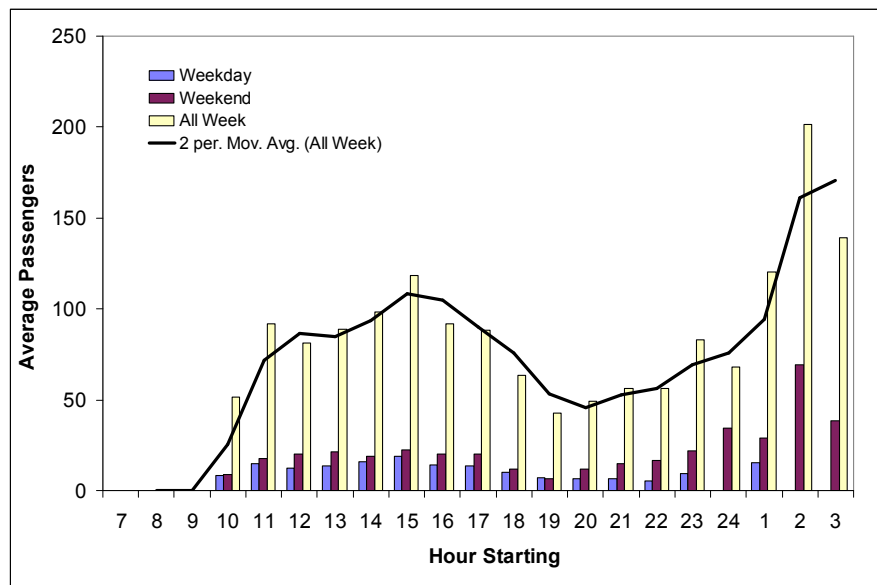
Table 5.2 Average Delays and Total Demand (Delays in Minutes i.e. 0.22 minutes is 13.2 seconds)

Rank	Passenger Departures	Cab Departures	Average Passenger Delay in minutes	Average Cab Delay in minutes
Cary Parade	436	584	0.83	21.80
Victoria Parade	2,037	1,371	0.01	15.11
Castle Circus	417	445	0.25	20.14
Torwood Street	69	83	6.52	14.73
Union Street	1,601	1,103	0.00	23.59
Post Office Roundabout	1,313	915	0.05	23.30
The Strand	1,766	1,158	0.10	24.65
Torquay Rail Station	648	762	0.41	16.96
Paignton Rail Station	2,037	1,468	0.11	29.36
Bank Lane, Brixham	2,204	1,639	0.17	17.59
Total	12,527	9,526	0.16	21.45

5.4 The Delay / Demand Profile

Figure 5.1 provides a graphical illustration of passenger demand for the Monday to Saturday period between the hours of 09:00 and 03:00.

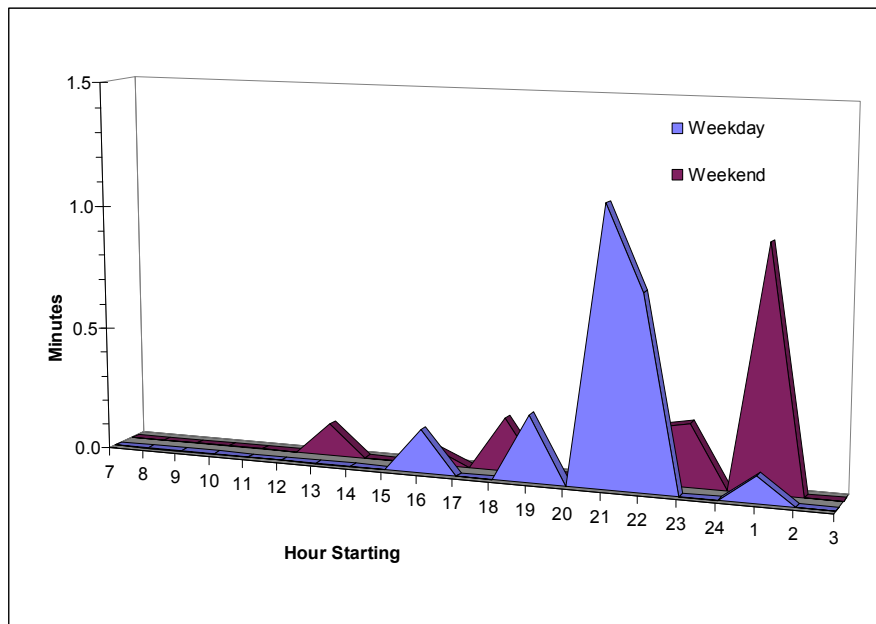
Figure 5.1 Passenger Demand by Time of Day in 2011 (Monday to Saturday)



The profile of demand shows a peak in demand late a night at 2am. We therefore conclude that this is a 'highly peaked' demand profile. This has implications for the interpretation of the results.

Figure 5.2 provides an illustration of passenger delay by the time of day for the weekday and weekend periods. It shows that there is passenger delay on a weekday night at 9pm where delay peaks to 1.11 minutes. On a weekend, delay peaks to 0.97 minutes at 1am.

Figure 5.2 Passenger Delay by Time of Day in 2011 (Monday to Saturday)



5.5 The General Incidence of Passenger Delay

The rank observation data can be used to provide a simple assessment of the likelihood of passengers encountering delay at ranks. The results are presented in table 5.3 below.

Table 5.3 General Incidence of Passenger Delay (percentage of Passengers travelling in hours where delay exceeds one minute)

Year	Delay > 0	Delay > 1 minute	Delay > 5 minutes
2011	3.48	1.42	1.10

In 2011 the proportion likely to experience more than a minute of delay is 1.42%, showing little incidences of passenger delay. It is this proportion that is used within the ISUD as the 'Generality of Passenger Delay'.

5.6 The Effective Supply of Vehicles

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

During the daytime period (0700 to 1800) some 142 (84%) of the hackney fleet were observed at least once during the period of the study. During the evening/night-time period (1800 to 0700) some 128 (75.7%) of the hackney fleet were also observed at least once during the rank observations. In total 92.9% of the trade was observed at least once.

5.7 Comparing the results for Torbay with those of other unmet demand studies

Comparable statistics are available from 56 local authorities that Halcrow have recently conducted studies in and these are listed in Table 5.4. The table highlights a number of key results including:

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

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

- population per hackney carriage is much lower than the average overall value i.e. provision is higher;
- the proportion of passengers, who travel in hours where some delay occurs, is just 3.48% which is much lower than the average for the districts analysed;
- overall average passenger delay at 0.16 minutes is lower than the average value;
- overall average cab delay at 21.45 minutes is higher than the average for the districts shown; and
- the proportion of weekday daytime hours with excess demand conditions is zero.

District and Year of Survey	Population per Hackney	Proportion Waiting at Ranks	Proportion Waiting >= 1 Min	Proportion Waiting >= 5 Mins	Average Passenger Delay	Average Cab Delay	% Excess Demand	Demand Peaked, Yes=0.5 No=1	ISUD Indicator Value
Torbay 11	777	3.48	1.42	0.1	0.16	21.45	0	0.5	0
Crawley 11	924	5.76	6.28	0.64	0.18	21.88	5	1	6
Liverpool 2011	308	5.06	2.13	0.37	0.14	20.64	1	1	0
West Berkshire 10 *	741	5.44	3.84	0.92	0.37	22.78	3	0.5	4
Sefton 10	1,015	7.36	4.25	0.55	0.38	19.15	4	0.5	2
Pendle 10	1,257	0.54	0.03	0.03	0.03	33.1	0	0.5	0
Oxford 09	1,266	9.91	3.08	0.07	0.24	10.43	5	1	4
Brighton & Hove 09	474	10.84	5.67	1.19	0.72	8.91	7	0.5	16.2
Leicester 09	880	10.1	9.53	2.58	1.52	19.02	0	1	0
Blackpool 09	556	4	1	0	0.05	18.96	2	0.5	1
Hull 09	1,465	12.15	8.54	0.99	1.72	9.34	2	0.5	18
Rochdale 09	1,937	3.1	1.18	0	0.14	12.92	5	1	1
North Tyneside 08	971	15.68	1.18	0.03	0.38	10.72	8	0.5	2
Rotherham 08	5,192	0.09	0.09	0	0.01	27.29	0	1	0
Preston 08	677	11.85	5.28	0	0.61	11.13	7	1.0	21
Scarborough 08	1,111	11.75	5	1.06	0.49	7.74	7	0.5	0
York 08	1,146	31	11.5	6.74	3.21	5.42	31	0.5	645
Barrow 08	474	13.97	12.52	0	0.5	6.85	0	0.5	0
Stirling 08	1,265	25	18	0.3	0.7	10.94	2	0.5	38
Torridge 08	1,202	7	0.94	0	0.12	14.99	0	1	0
Richmondshire 08	723	5	1	0.07	0.22	34.32	1	0.5	0.4
Exeter 07/08	1,883	7	4	0.6	0.33	15.27	6	1	9
Manchester 07	394	21	6	2.28	1.59	10.24	14	1	174
Bradford 07	1,630	18	2	0.03	0.23	17.64	5	1	2
Barnsley 07	3,254	5	8	0.22	1.32	11.93	5	1	58
Blackpool 06	556	31	10	0.34	0.42	10.34	5	0.5	11
Broadstairs 06	1,000	13	13	10	3.25	23.97	4	1	177
Margate 06	1,622	4	1	0	0.05	33.14	0	1	0
Ramsgate 06	1,026	2	2	2	0.49	19.57	13	1	13
Plymouth 06	669	7	3	1	0.52	11.58	1	1	2
Brighton 06	508	52	23	6	0.73	7.64	6	0.5	50
Thurrock 06	1,590	32	13	1	0.22	15.27	0	1	0
Trafford 06	2,039	55	38	6	1.09	13.15	5	1	249
Leicester05	880	21	11	1	0.35	19.36	3	1	12
Bournemouth 05	656	20	11	2	0.37	12.25	1	0.5	2
Bradford 03	2,171	19	6	0.77	0.25	14.89	6	1.0	9
Oldham 03	2,558	30	12	0.79	0.48	14.8	7	1.0	40
Thurrock 03	1,607	43	14	1.01	0.50	12.5	2	1.0	14
Blackpool 03	556	21	4	0.3	0.13	12.4	6	1.0	3
Wolverhampton 03	3,113	50	31	7.39	1.49	11.18	14	1.0	647
Bournemouth 02	702	25	15	2	0.67	9.97	1	0.5	5
Brighton 02	540	60	35	12	1.11	8.31	5	0.5	97
Exeter 02	2,353	47	18	3	0.71	10.12	20	1.0	256
Wigan 02	2,279	28	10	0	1.17	11.98	6	1.0	70
Cardiff 01	656	51	29	6	0.83	8.77	14	0.5	168
Edinburgh 01	373	47	29	9	1.27	8.77	13	1.0	479
Torridge 01	1,298	25	21	0	0.51	9.32	8	0.5	43
Worcester 01*	941	40	4	1	0.46	12.3	8	0.5	7
Ellesmere Port 01	2,527	80	48	17	2.49	4.23	49	0.5	2,928
Southend 00	895	46	29	8	1.92	8.08	4	1.0	223
South Ribble 00 *	485	12	0.25	0.25	0.07	11.27	0	1.0	0
Leeds 00	1,693	83	61	33	5.03	7.92	36	1.0	11,046
Sefton 00	1,069	18	8	0.6	0.28	12.95	6	1.0	13
Leicester 00 *	956	10	7	3	1.17	20.19	1	1.0	8
Castle Point 00	2,286	28	12	3	0.74	8.6	2	0.5	9
Bedford 00	2,931	25	15	10	0.86	6.86	4	1.0	52
Thurrock 00	1,406	28	14	2	0.63	10.66	6	1.0	53
Manchester 00	569	59	40	13	1.78	6.79	23	1.0	1,638
AVERAGE	1,311	23	12	3	1	14	7		
KEY	* Derestricted Authorities								

6 Evidence of Suppressed Demand - Public Attitude Pedestrian Survey Results

6.1 Introduction

A public attitude survey was designed with the aim of collecting information regarding opinions on the taxi market in Torbay. In particular, the survey allowed an assessment of flagdown, telephone and rank delays, satisfaction with delays and general use information.

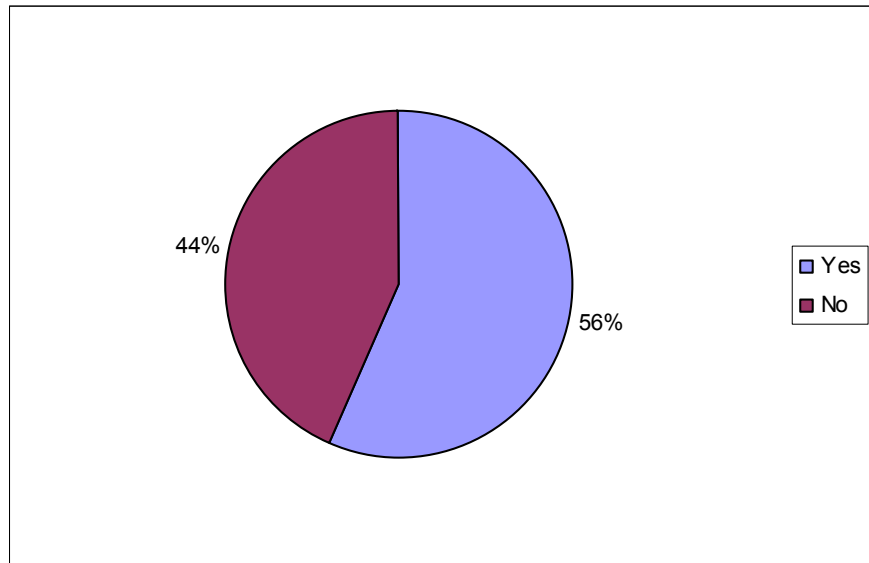
Some 953 on-street public attitude surveys were carried out in June and July 2011. The surveys were conducted across a range of locations within the Torbay licensing area, including Torquay, Paignton and Brixham. A quota was followed so that the survey reflected the age and gender characteristics of the local community. This in turn, ensured that broadly representative results were obtained. It should be noted that in the tables and figures that follow the totals do not always add up to the same amount. This is due to one of two reasons. First, not all respondents were required to answer all questions; and second, some respondents failed to answer some questions that were asked.

A full breakdown and analysis of the results are provided in Appendix 2.

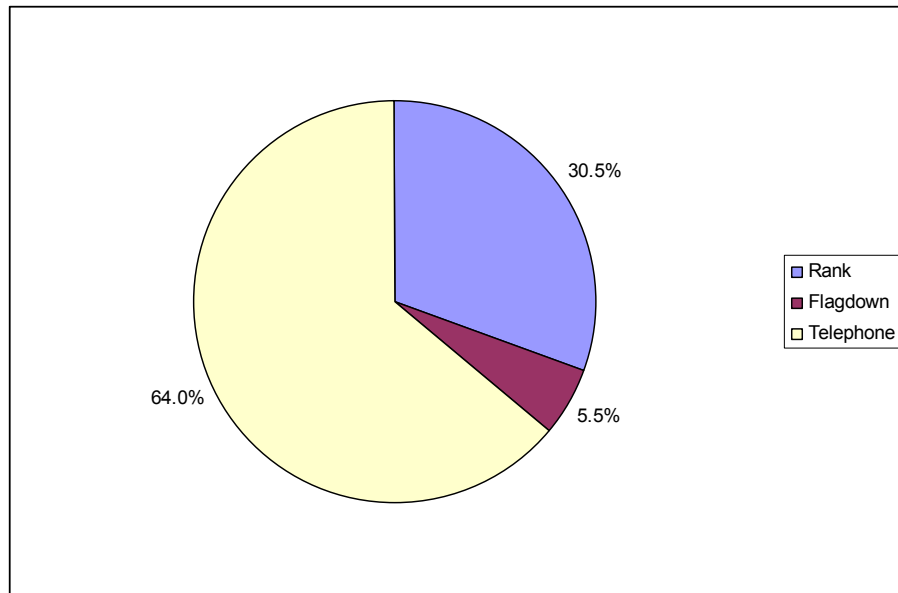
6.2 General Information

To establish whether respondents were aware of the differences between hackney carriages and private hire vehicles, they were asked whether they thought the statement “All taxis are allowed to pick up in the street or at a rank” was true or false. The survey identified that 66.4% of respondents did know the difference between hackney carriages and private hire vehicles.

Respondents were asked whether they had made a trip by taxi in the past three months. Figure 6.1 shows that 56.3% of people surveyed had made a trip by taxi in the last three months.

Figure 6.1 Have you made a trip by taxi in the last three months?

Respondents who had hired a taxi in the last three months were asked how they hired their vehicle. As detailed in Figure 6.2 some 64% of hirings were achieved by telephone.

Figure 6.2 Method of Hire

Those obtaining a vehicle were asked where they hired it from. Of those hiring their vehicle at a rank the most popular locations were:

- Torquay Harbour;
- Paignton Train Station;

- Torquay Train Station;
- Tesco/Post Office/Hogshead

Of those hiring a vehicle by on street flagdown the most popular locations were:

- Torquay harbour;
- Paignton Seafront

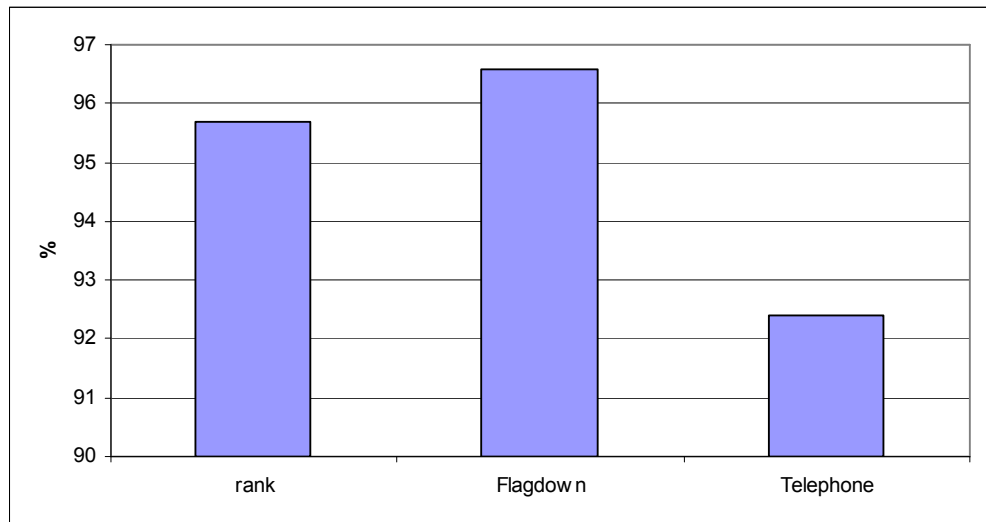
Of those hiring a vehicle by telephone the most popular locations were:

- Home;
- Brixham.

6.3 Satisfaction with last trip

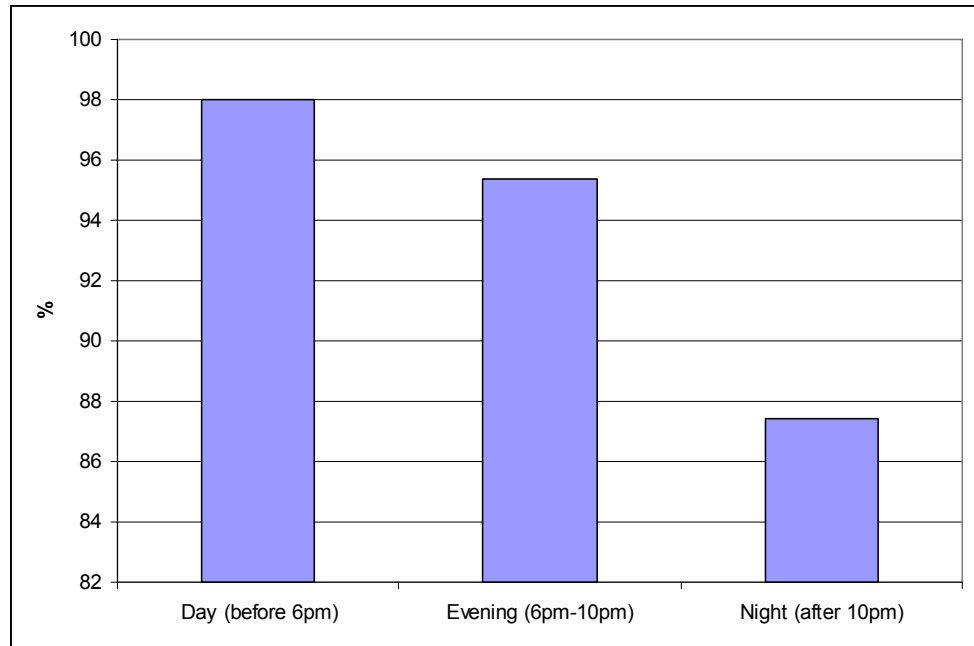
Respondents were asked if they were satisfied with the time taken and the promptness of the taxis arrival. The majority of people were satisfied with their last taxi journey (94.1%). Figure 6.3 highlights the level of satisfaction with delay according to the method of hire. Those obtaining their vehicle by on street flag down (33 respondents) achieved the highest levels of satisfaction (96.6%).

Figure 6.3 Satisfaction with delay



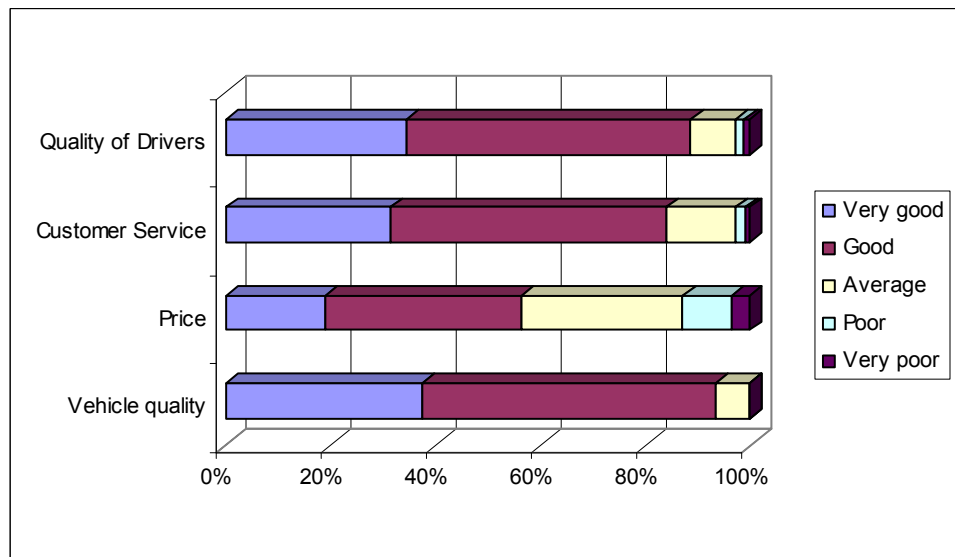
This satisfaction with delay was analysed according to the time of day the vehicle was hired. Figure 6.4 documents the results. Those obtaining their vehicle before 6pm were more satisfied with the length of delay (98%). Those obtaining their vehicle after 10pm at night were less satisfied (87.4%).

Figure 6.4 Satisfaction with delay according to time of day



Respondents were asked to rate a number of factors associated with their taxi trip. The results in Figure 6.5 show that 93.6% rated vehicle quality as good or very good. In addition, 88.7% rated driver quality as good or very good. Some 30.7% of respondents rated price as average, with a further 37.5% rating it as good.

Figure 6.5 Rating factors for most recent journey



Those rating the aspects as poor were asked to explain their reasons why. These reasons included:

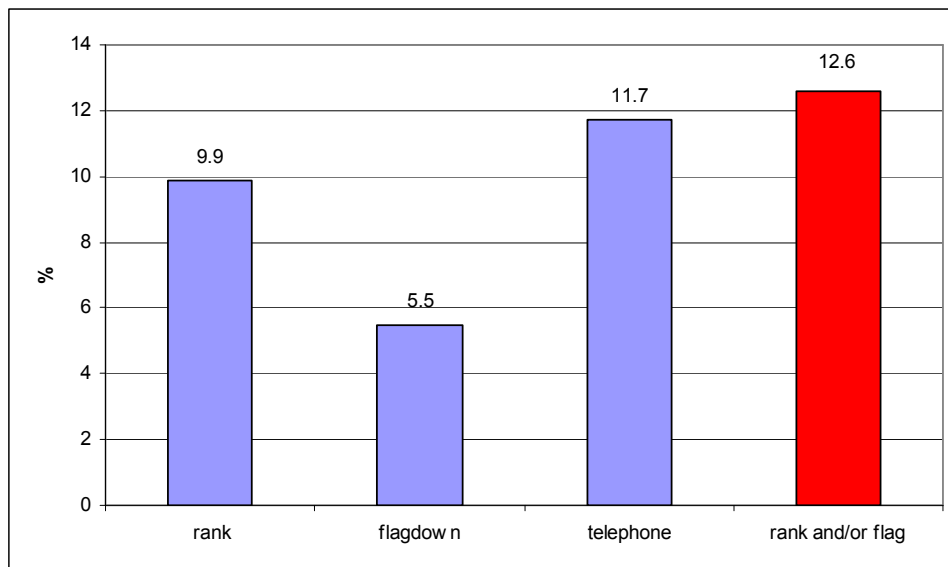
- Driver late;
- Too expensive;
- Took the long route;
- Speeding;
- Poor manners/miserable/grumpy;
- Driver couldn't speak English;
- Driver wanted money up front;

Respondents were then asked if they knew how to report issues if they were unhappy with the level of service provided when using taxis. Only 37.3% of respondents would know how to report any issues.

6.4 Attempted method of hire

To provide evidence of suppressed demand in the event of a finding of significant patent unmet demand, all respondents were asked to identify whether or not they had given up waiting for a taxi at a rank, on the street, or by telephone in Torbay in the last three months. The results are summarised in Figure 6.6.

Figure 6.6 Have you ever given up waiting for a vehicle?



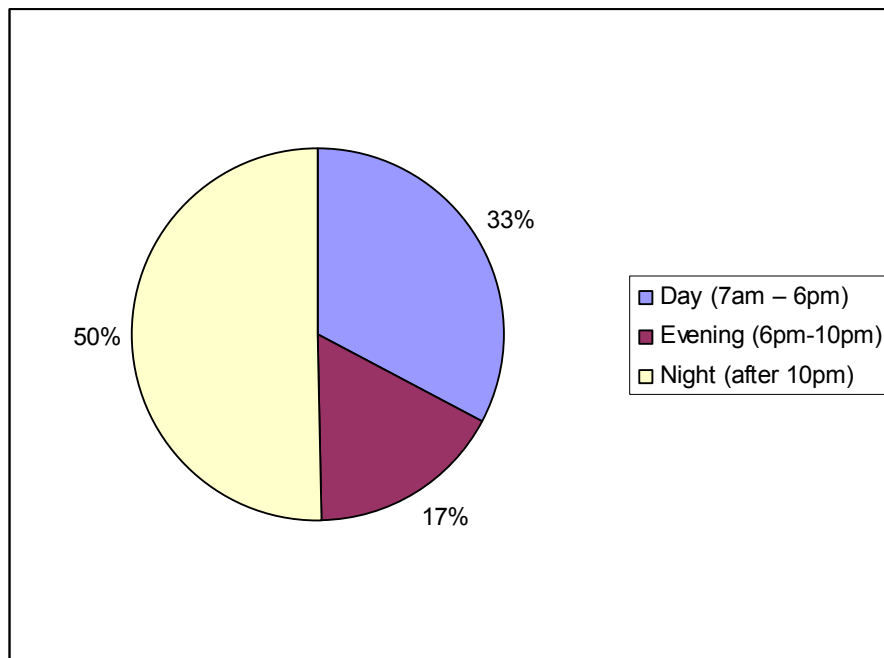
The majority of respondents replied that they had not given up waiting for a taxi in the last three months. Some 12.6% had given up waiting to obtain a taxi by rank or flagdown.

Respondents who had given up trying to obtain a taxi in the last three months at a rank, by flagdown and/or by telephone were asked the location where they had

given up waiting for a taxi. The most common areas were Torquay Harbourside, Paignton Town centre, Paignton Rail Station and Torquay town centre.

Respondents were also asked what time of day it was when they gave up waiting. The results are shown in Figure 6.7. Over half of respondents gave up waiting after 10 pm at night.

Figure 6.7 What time of day did you give up waiting for a vehicle?

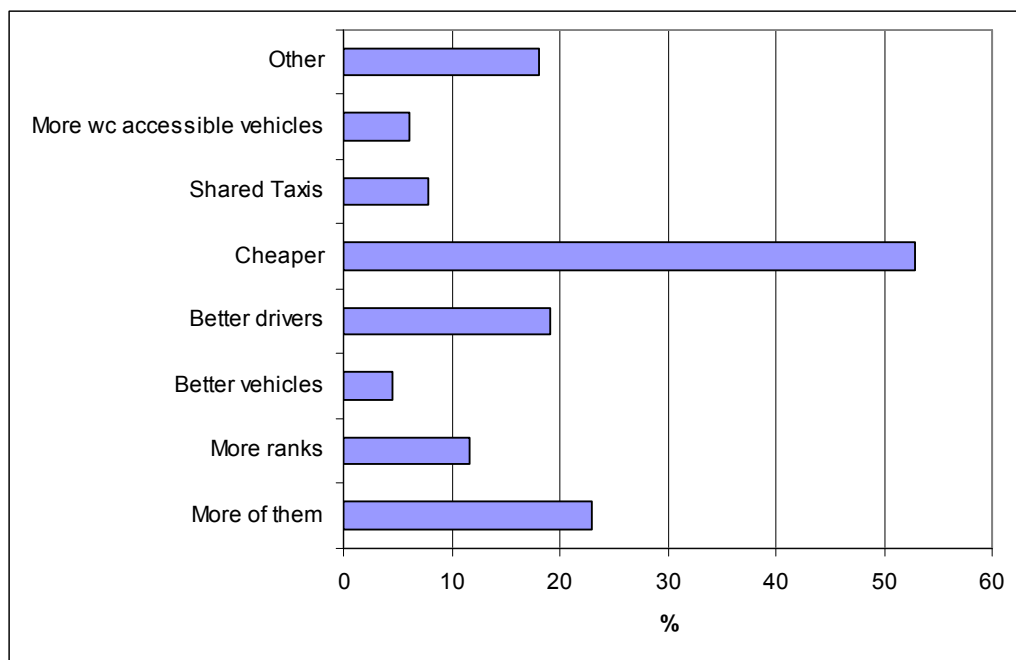


6.5 Service Provision

Respondents were asked whether they felt there to be sufficient hackney carriages in Torbay. Some 71.6% of respondents felt that there were sufficient hackney carriages.

The survey asked respondents whether taxi services in Torbay could be improved. Some 46.7% felt that they could be improved. These respondents were then asked what could be done to improve the service. The results are shown in Figure 6.8.

Figure 6.8 How could taxi services be improved? (multiple responses)



6.6 Safety

Respondents were asked whether they feel safe whilst using taxis both during the day and at night. Some 97.8% of respondents stated that they felt safe using taxis during the day compared to 90.8% at night. Those respondents who stated that they do not feel safe using taxis, either during the day or at night, were asked what could be done to improve safety and security of using taxis in Torbay. Table 6.1 documents the results.

Table 6.1 Improving safety (multiple responses)

	Frequency	Percent
CCTV in taxis	54	62.8
CCTV at ranks	43	50.0
More taxi marshals at ranks	27	31.4
Other	8	9.3

6.7 Ranks

Respondents were asked if there were any locations in Torbay where new ranks were needed. Over half respondents (54.1%) said that no new ranks were needed in Torbay. Those individuals who stated they would like to see a new rank were subsequently asked to provide a location:

- Paignton seafront
- Torquay Harbour;
- St Marychurch;
- Top of Torquay;
- Hospital;
- Babbacombe;
- Palace Avenue, Paignton.

6.8 Summary

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

- Some 56.3% of respondents in Torbay had used a hackney or private hire vehicle in the last three months
- Some 30.5% of trip makers hired their taxi at a rank, whilst 64% hired their taxi by telephone and 5.5% of trip makers obtained a taxi by on-street flagdown
- High levels of satisfaction with delay on last trip were recorded for each method of hire
- Majority of respondents had not given up waiting for a hackney or private hire vehicle in the last three months with 12.6% stating they had given up trying to obtain a vehicle by rank and/or flagdown in Torbay
- The majority of respondents felt safe using taxis during the day (97.8%) and at night (90.8%) in Torbay

7 Harbourside Consultation

7.1 Introduction

A series of consultations were held in Torquay focusing on the issues surrounding taxi provision and services at the Harbourside. A number of stakeholders were given the opportunity to attend a meeting in July 2011 to discuss these issues and concerns. Separate meetings were organised and held with the following;

- The Police;
- Torbay Highways and Parking Enforcement Department;
- Hackney Carriage Trade Representatives;
- Private Hire Operators; and
- Representatives from licensed premises in Torquay

7.2 Summary of Provision

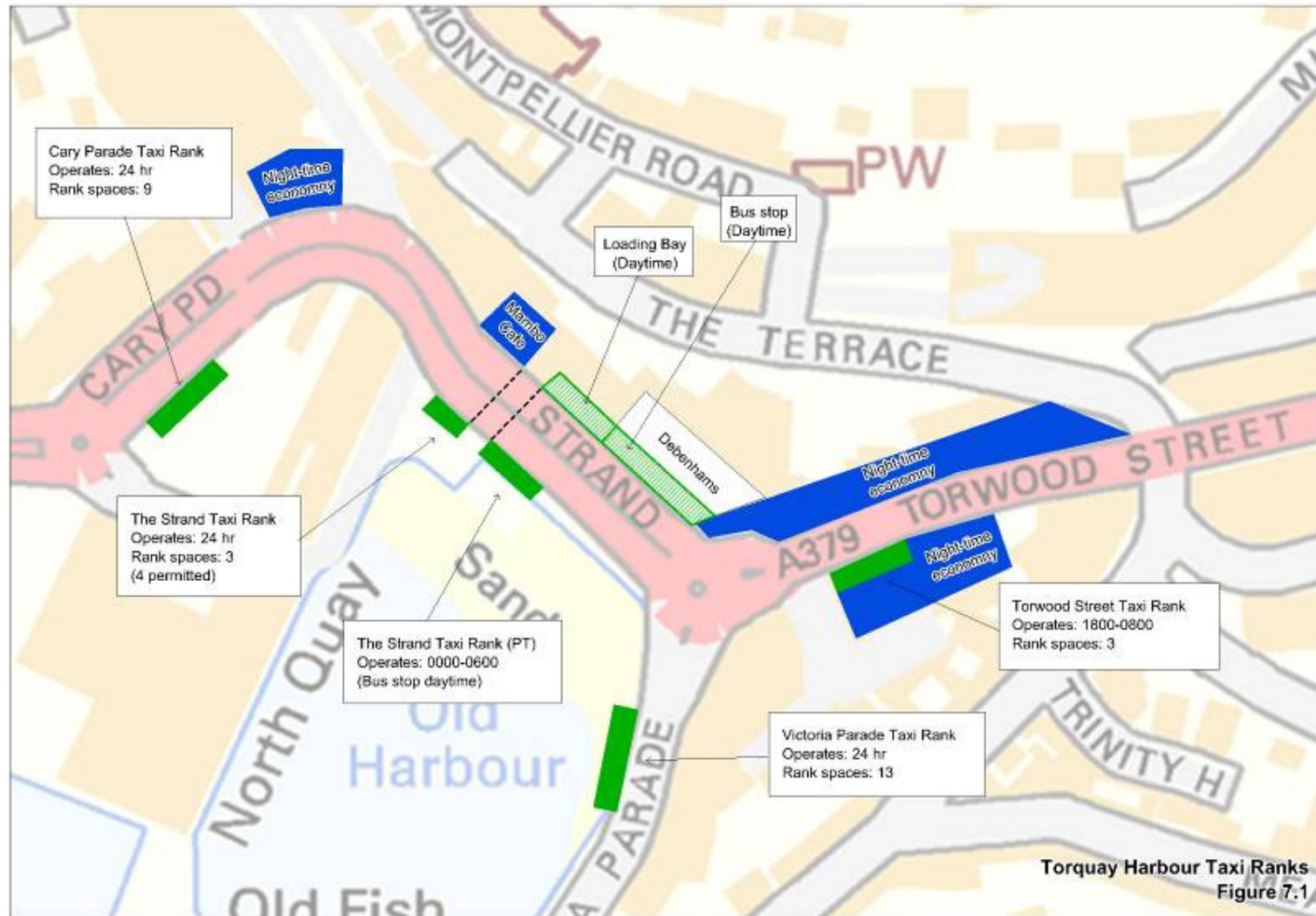
The harbourside area is the focus of the night-time economy in Torquay and there are a variety of bars, clubs and restaurants in the vicinity. Many of these bars are licensed until 3am on Friday and Saturday nights. Taxi rank provision around the harbour is detailed below in Table 7.1.

Table 7.1 Harbourside Rank provision

Rank	Spaces	Operational
Strand (short rank)	3 official (4 permitted)	Full time
Strand (long rank/bus stop)	10	NT only
Victoria Parade	13	Full Time
Torwood Street	3	NT only
Cary Parade	9	Full Time
TOTAL	38	

Several private hire operators also have offices around the harbour – notably two at the bottom of Torwood Street.

Figure 7.1 maps this provision together with other competing land uses.



In addition to the official ranks on the harbourside there are a number of other competing demands on kerb space. On the shops/bars side of the harbourside are a number of bus stops – these are used until 11pm. There are also a number of loading bays.

7.3 Consultation

Consultation was undertaken with a range of stakeholders to glean a greater understanding of the issues at the harbourside.

Police

A local Inspector from Devon and Cornwall Police accompanied the study team on a tour of the harbour. The core issue identified by the police was the volume of hackney carriages which attempt to ply for hire at the harbourside ranks on weekend evenings and the limited rank space available in the area. This frequently results in over ranking and the blocking of the Strand and the Clock Tower junction/roundabout. This results in a serious safety issue for other road users and pedestrians.

The Police previously supported the trialling of a night time rank outside Debenhams from midnight. During the trial abuse of the rank was observed with over ranking and ranking outside the operational hours which resulted in the obstruction of buses and danger to pedestrians. As a result support for the trial was withdrawn.

The Police recognise that there is a lack of rank space around the harbourside and the restricted kerb space and conflicting demands result in there being limited options for improvements. In addition space needs to be reserved for police vehicles and the Street Pastor scheme vehicles.

Peak times for taxi demand is said to be between 2 and 4 am. It was confirmed that the priority for the police is the safe and speedy removal of people leaving the areas night spots at this time in order to avoid public order issues.

The Council have responsibility for enforcement action and the Police often support the council's enforcement team though the dedicated night-time economy team have recently been disbanded. It was acknowledged that a taxi marshalling scheme would assist in managing the harbourside area on weekend evenings – however it was recognised that the Police have limited resources and other funding sources had not been identified.

Highways

Representatives from the Highways and Parking Enforcement departments within Torbay Council attended a meeting.

The rank which causes the team significant traffic management problems is the full time rank on the Strand (short rank). Over ranking results in tailbacks onto the main carriage way and obstructions on the pedestrian crossing. There are also problems with people leaving the clubs on the Debenhams side of the road and attempting to cross to the taxi rank when under the influence of alcohol. Both departments would like to see this rank moved or removed to eradicate the problems.

A new rank has been successfully trialled on Torwood Street and is now a permanent night time rank from 6pm. The rank is dual purpose with public parking permitted during the daytime. There were initial issues with members of the public parking on the rank after 6pm; however the teams have listened to feedback from the trade and public. This has resulted in the signage being improved, penalty notices issued have been reduced and the trade are using the rank. It is believed there is sufficient public parking nearby with a 450 space carpark situated behind Torwood Street to justify the removal of the 3 spaces to create the rank. The evening charges at the car park are under £2 for the whole evening and availability is not a problem.

There are plans to regenerate Victoria Parade and widen the pavement. The detailed plans are not yet available but they may result in the loss of some or all of this rank. Redevelopment plans are also due for the Pavilion area which may impact upon taxi demand and movements in the area in future. Plans have been considered to develop an alternative taxi rank on Fleet Street after midnight (when bus services cease). No decision has been made at this time and this would require work to change the current traffic orders in operation.

Successful enforcement of illegal parking, parking on ranks and taxis over ranking can be difficult. There is a lack of resources on an evening as council enforcement staff only routinely work until 9.45pm. Trained dual purpose taxi marshal/civil enforcement officers are the preferred way forward to deal with enforcement and controlling taxis and passengers around the harbour. However the representatives state no sustainable funding option has been identified to date and if the initiative were to be introduced it would need to be on an ongoing basis.

Torbay Hackney Carriage Trade

A number of representatives of the hackney carriage trade attended the meeting. They felt that there were too many buses on the harbourside and this caused traffic problems. The trade would like to be able to use the bus stops outside Debenhams as a feeder rank after midnight but state that the Police often use it to park their vehicles as well as the Street Pastor service. The trade suggested that the Street Pastor service could move to the Queens flats and that the Police could park outside Subway.

The trade also requested that signage was improved at the official Strand rank. When there are no taxis at the rank the public mill around the middle of the rank and therefore vehicles do not pull to the front of the rank to pick them up – this then causes the rank to queue back onto the main road.

Private Hire Operators

A meeting was held with Torbay Taxis one of the major Private Hire operators in Torbay. They carry around 40,000 people per week (18,000 vehicle trips). It was reported that they undertake around 400 jobs per week from Boots/Debenhams on the Strand, mainly at night time. The representatives believed the root cause of all the issues at the harbourside was that there was insufficient rank space at the harbourside for the number of Hackney Carriages. This led to problems of over ranking, obstruction of the loading bay and the road. It was felt taxis were not considered to be part of the public transport network but that they should be considered along with buses as part of the transport system.

Private hire cars only go into the harbour area if they have a booking to pick up or drop off. Sometimes the vehicle will need to wait for their passenger if they are late. The loading bay outside Boots is not sufficient to cope with the demand for pick ups on a weekend night. There is a need for further safe drop off points, and these do not need to be designated as long as there is sufficient free kerb space in safe areas to allow vehicles to stop.

Licensed Premises

A meeting was held with representatives from licensed premises' in Torquay. The representatives felt there were generally too many hackney carriages available in the day time but not enough at night. If more were to be made available they felt these should be available at night.

It was recognised that taxis are important to the economy and help bring business into licensed premises but the public perception of taxis at the end of an evening is not always positive. It is recognised antisocial behaviour may deter drivers working at night and the queuing and price of transport could put off customers travelling from Brixham and Paignton. Passengers are often dropped off by the amusements or by Mambos on the Strand. Private Hire vehicles do not tend to remain in the harbour after dropping passengers and the representatives believe they only pick up prebooked passengers.

The representatives felt that around 25% of fights at night time in Torquay are due to taxi queuing. The demand for taxis from the harbourside peaks around 3.15 am on a Friday and Saturday (when there can be queues up to 45 minutes,) with demand increasing between 2 and 4 am when there is a policy of no re admittance to clubs and bars. Most bars closed at 3am (except Bohemia) but would like the option of opening later - the representatives felt they would only vary this if all others did so too. At peak times customers can spill over into the road which is considered a safety issue. Customers visiting night time takeaways also result in congestion and people in the road near the clock tower and this presents a problem for safety and other traffic.

It was felt taxi marshals' would be a positive move but were not the only solution to problems. The BID funding could be put towards this however it was felt hotels across the area should also contribute to any scheme.

The representatives were looking at the feasibility of a night bus to Brixham and Paignton with other stakeholders to help get their customers back home after a night out due to long taxi queues.

The representatives put forward a number of further suggestions for improving the safety of their customers around the harbour:

- Close the road to through traffic between the Clock tower and Bohemia club on a Saturday night to increase safety;
- Widen the pavement outside and around the Apple and Parrott to prevent customers milling into the road;

- Remove the Torwood Road rank which creates traffic problems and relocate this outside Bohemia to prevent customers walking to the harbour and adding to the congestion for taxis there;
- Extend the Victoria Parade rank to accommodate extra taxis safely;
- Remove the no re-entry after 2am licensing condition to prevent a peaked demand for taxis;
- Use the bus stop outside the Arcades between midnight and 4am as a taxi rank or pick up point to keep customers from adding to congestion and queuing on the Strand.

Jingles Restaurant

The owner of this restaurant was unhappy about the operating hours of the Torwood Street rank. He felt that the rank should still permit car parking until approximately 11pm. He commented on a couple of incidents where customers had been ticketed for parking after 6pm. He felt that this was having a detrimental impact on his and other local businesses.

7.4 Options

There are a number of potential 'solutions' to the issues experienced at the harbourside. These are critiqued below:

Option 1 – Allow the bus stops by Debenhams to be used as a feeder rank

This option was favoured by the Hackney Trade. The bus stops have in the past been used as an 'unofficial' rank but due to abuse and complaints the rank was removed. There are also several demands on this kerb space.

Pros

- + provides additional capacity on the harbourside;
- + would be well used by hackney trade;

Cons

- would require continuous enforcement;
- would require Police and Street Pastor Service to relocate;
- potential conflict with Private Hire pick up area.

Option 2 – Maintain status quo but use marshals to enforce

This option would maintain the current status quo of the ranks at the harbourside. However in order to ensure that they operate efficiently a number of taxi marshals would be employed. This would be required on Friday and Saturday nights.

Pros

- + Would maintain significant taxi rank capacity at the harbourside;

Cons

- Significant ongoing revenue cost.

Option 3 – Fleet Street option

A further option would be to permit a night time only rank on Fleet Street. The area has a significant number of bus stops and we would propose to allow hackneys to rank after 11pm.

Pros

- + Provides additional rank capacity close to the night time economy;
- + Removes some demand from the harbourside;

Cons

- Would require enforcement to ensure hackneys do not rank outside of permitted hours.

Option 4 – Extend the Victoria Parade rank

This option would require the removal of flower beds along Victoria Parade in order to accommodate more vehicles at the rank.

Pros

- + provide more rank space at the harbourside;
- + would appeal to the hackney carriage trade;

Cons

- would require the removal of flower beds and the associated costs with this.

Option 5 – remove the Strand ranks

Highways and representatives of licensed premises stated that they would like to see the Strand ranks removed. They believe that they are a flashpoint and that other existing ranks such as Cary Parade could accommodate extra vehicles

Pros

- + traffic management and congestion issues at the harbourside would be eased;
- + improve public safety and reduce public order incidents;

Cons

- removal of a well used and well known rank;
- would require additional signposting to the Cary Parade rank;

- the trade would be against this and option would require enforcement to ensure the trade do not continue to use the Strand rank;
- the public would need re-educating as to rank relocation.

Option 6 – Provide additional rank spaces on Torwood Street.

Currently the Torwood rank has capacity for three vehicles. This option would provide additional capacity on the opposite side of the road – Babbacombe bound.

Pros

- + Provides additional rank capacity;
- + Avoids the congested harbourside area;
- + Favoured by people travelling towards Babbacombe etc.

Cons

- requires removal of on street parking;
- risk of upsetting local businesses;
- potential conflicts with two private hire offices.

Option 7 – Remove the licensing requirement that no re-entry after 2am

Consultation with the licensed trade identified an issue with the current ‘no entry’ policy in bars after 2am. It is believed that this could cause a peak in demand at taxi ranks as people are unable to access bars and clubs. If this requirement was relaxed the peaks in demand may be flattened out and as a result this would spread out the demand for taxis.

Pros

- + Would flatten out peaks in demand;

Cons

- May not be favoured by the Police;
- May increase crime and disorder.

8 Trade Survey

8.1 Introduction

A trade survey was designed with the aim of collecting information and views from both trades. In particular the survey allowed an assessment of operational issues and views of the hackney carriage market to supplement the rank observations, as well as covering enforcement and disability issues. The following Section summarises the results of the trade survey and full results are presented in Appendix 3.

8.2 Survey Administration

The survey was conducted through a self completion questionnaire. These were sent to 600 licensed hackney and private hire drivers and operators in Torbay. A total of 194 questionnaire forms were completed and returned, giving a response rate of around 32%, a higher than average value for this type of survey. Of those respondents 67% were hackney carriage respondents and 33% were from the private hire trade.

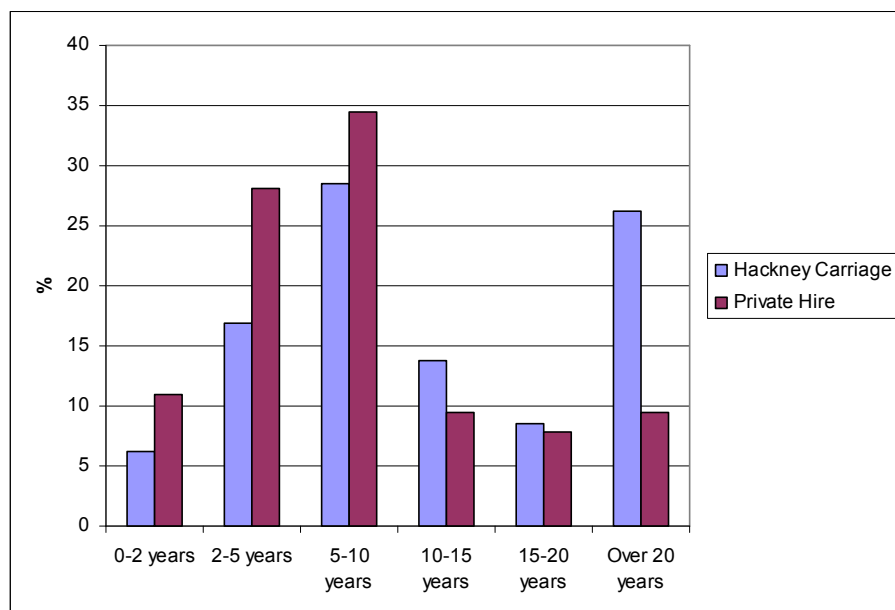
It should be noted that not all totals sum to the total number of respondents per trade group as some respondents failed to answer all of the questions.

8.3 General Operational Issues

The responses have been disaggregated on a hackney carriage and private hire trade basis.

The trade were asked how long they have been involved in the taxi trade; the results are shown in Figure 8.1.

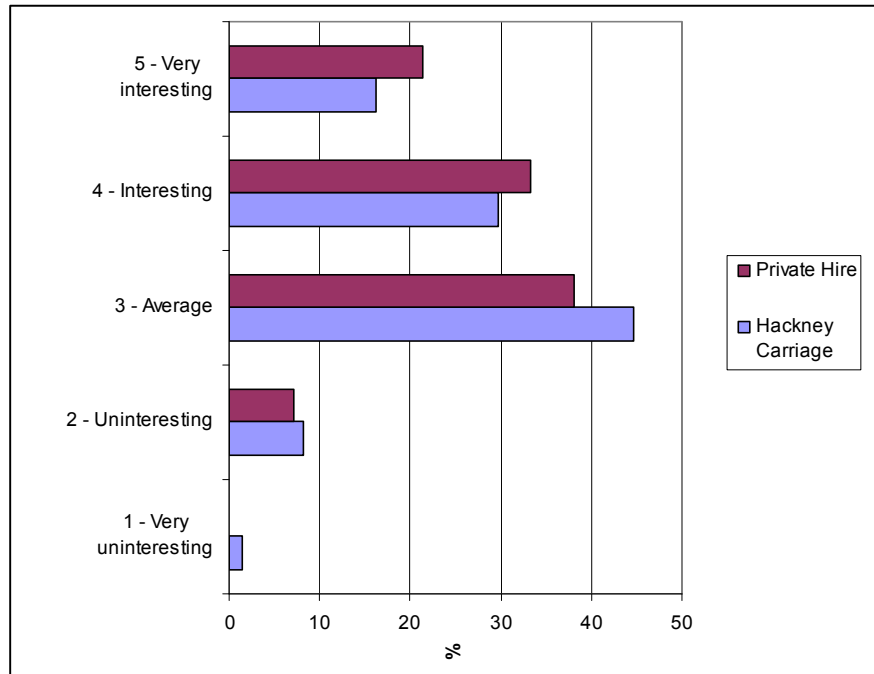
Figure 8.1 Length of involvement in taxi trade



The trade were asked if they subscribe to a radio circuit. Over half of the hackney carriage trade do not subscribe to a radio circuit, whereas some 70.5% of the private hire trade do.

Both trades were asked whether they read the Taxi Newsletter. Over half of both trades do. The 59.5% of the hackney carriage trade and 68.3% of the private hire trade that do read the newsletter were asked to rate how interesting and useful they found it on a scale of 1-5, 5 being very useful. The results are displayed in Figure 8.2.

Figure 8.2 How interesting/useful do you find the taxi newsletter?



Hackney carriage plate owners were asked how they would feel if Torbay Council were to adopt a 100% wheelchair accessible hackney carriage policy. The trade provided a number of comments, the most common included;

- 100% is not necessary, 20% is more realistic;
- A lot of people are unable to get into wheelchair accessible vehicles;
- A lot of elderly people can only get into saloon vehicles;
- There is not enough demand for 100% wheelchair accessible vehicles;
- The age limit would have to be extended as wheelchair accessible vehicles are more expensive; and
- Would not be able to afford one in the current climate.

8.4 Driving

Respondents were asked what type of vehicle they drove most frequently. Some 78.1% of the hackney carriage trade and 72.9% of the private hire trade drive a saloon car. In addition, some 12.3% of the hackney carriage and 8.5% of the private hire trade drive wheelchair accessible vehicles.

Respondents were asked the number of hours they worked in a typical week. The hackney carriage trade worked on average 44.4 hours per week, whilst the private hire trade worked on average 42.9 hours per week. Respondents were then asked to state how many hours they worked at different times of the day during a typical week. Figure 8.3 documents the average hours worked during the daytime period (06:00-18:00) for each day of the week. On average, it shows that the hackney carriage trade work more hours than the private hire trade during the day.

Figure 8.3 Average daytime hours worked

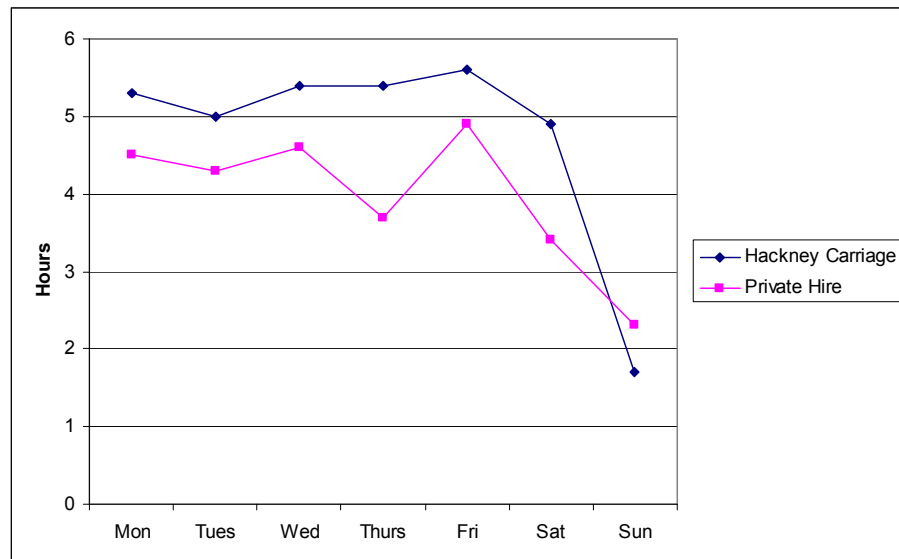
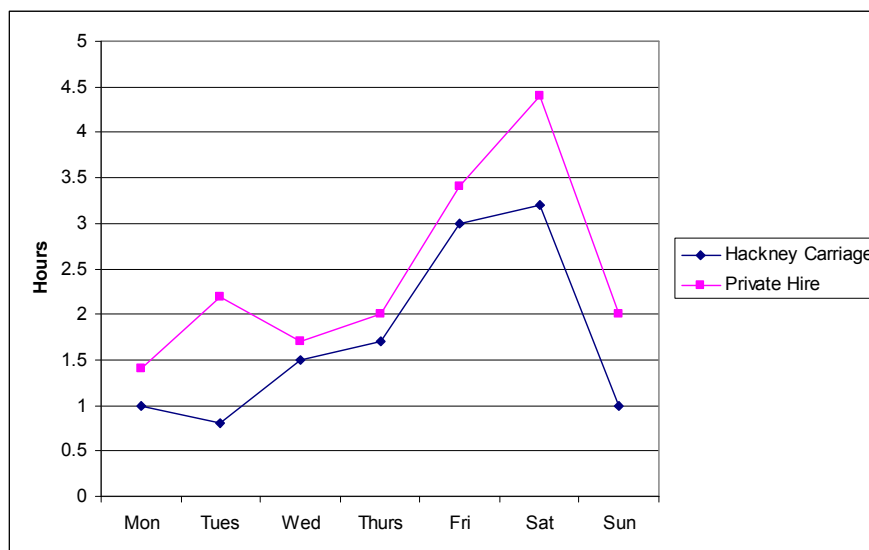


Figure 8.4 shows the average number of hours worked during the evening/night period (18:00-06:00). During the night time period both hackney carriage and private hire trades worked more hours at the weekend than during the week.

Figure 8.4 Average night time hours worked



The trade were asked whether the Licensing Act 2003 had had an effect on their typical working week. Some 51.8% of hackney carriage respondents stated that it had affected them, as did 40% of private hire respondents. Those who responded that it had had an effect on their typical working week were then asked in what way it had affected them. The results are shown in table 8.1.

Table 8.1 Effects of the 2003 Licensing Act (multiple responses)

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Work later in the evening	36	62.1	19	82.6
Work for longer hours	35	60.3	13	56.5
Other	10	17.2	3	13.0

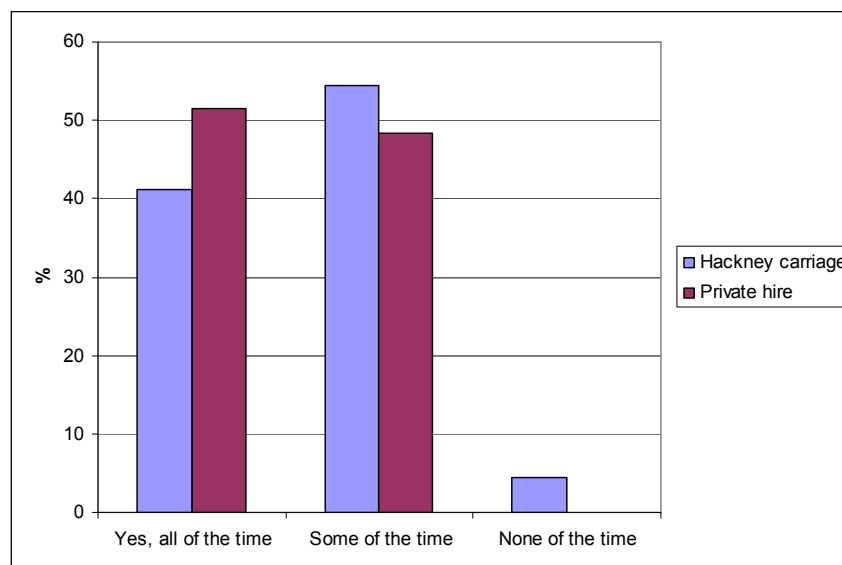
Respondents were asked to state the number of times they carry disabled passengers on a weekly basis. Table 8.2 shows the results. Some 43.3% of private hire respondents stated that they never carry wheelchair bound passengers in comparison to 55.5% of hackney carriage respondents.

Table 8.2 Frequency of Transport of Disabled Persons

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Never	61	55.5	26	43.3
1 to 5	38	34.5	27	45.0
5 to 10	6	5.5	3	5.0
10 to 20	3	2.7	1	1.7
More than 20	2	1.8	3	5.0
Total	110	100.0	60	100.0

8.5 Safety and Security

The respondents were asked if they felt safe whilst working as a taxi driver in Torbay, the results of which are shown in Figure 8.5. Some 54.4% of hackney carriage respondents stated that they felt safe some of the time, compared to 48.4% of private hire respondents. Some 41.2% of the hackney trade felt safe all of the time compared with 51.6% of the private hire trade.

Figure 8.5 Do you feel safe working as a taxi driver in Torbay?

Those respondents who felt unsafe in Torbay were then asked when they felt unsafe. Figure 8.6 shows that of those who did feel unsafe working in Torbay, 95.2% of hackney respondents and 24% of private hire respondents felt unsafe whilst working at night in Torbay. In addition, some 31.7% of hackney carriage respondents and 45.2% of the private hire respondents feel unsafe in certain areas of Torbay. The areas that were most commonly suggested as being unsafe were Watcombe, Hele Village, Ellacombe and Foxhole.

8.6 Ranks

Members of the hackney carriage trade were asked whether they believe there is sufficient rank space in Torbay. Some 85.1% of the hackney trade and 66% of the private hire trade did not feel that there was enough rank space in Torbay.

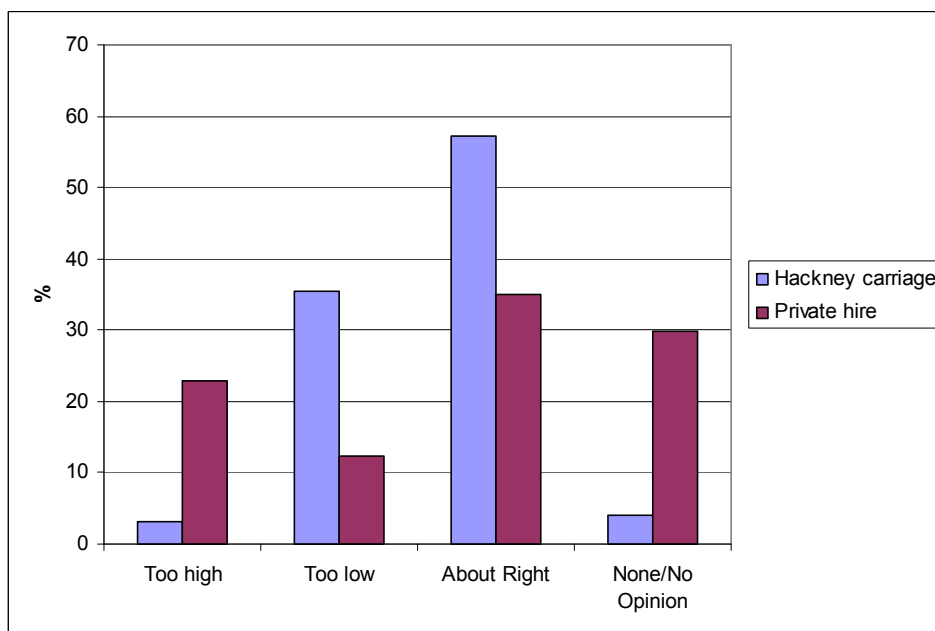
The trade were then asked whether there were any areas where a new rank should be located. Some 79.8% of hackney carriage respondents felt that there are areas in Torbay where ranks are required. In contrast, the majority of private hire respondents (74.4%) said that no new ranks are required. The most common areas suggested were Torwood Street, The Strand, Torbay Road, Union Street, Fleet Street and Lymington Road.

The survey went on to ask whether there are any ranks in Torbay that should be longer or have more spaces. Some 73.9% of hackney respondents felt this was necessary, whereas only 22.2% of private hire respondents felt this was needed. The most common suggested locations for extending ranks were The Strand, Union Street, Vaughan Parade and Victoria Parade.

8.7 Fares

Members of both trades were asked for their opinions regarding the current level of hackney carriage fares. The results are shown in Figure 8.7.

Figure 8.7 Opinions relating to hackney carriage fares



Over half of hackney carriage respondents (57.3%) considered hackney carriage fares to be 'about right'. However private hire respondents were more split with 35.1% stating they were 'about right' and 22.8% stating that they were 'too high'. Some 29.8% of private hire respondents did not have an opinion.

Respondents were then asked how often they thought the fare tariff should be increased. The results are shown in Table 8.4. Those who stated other felt the fare tariff should be reviewed;

- In line with inflation
- In line with fuel prices
- When necessary
- Every 3 years

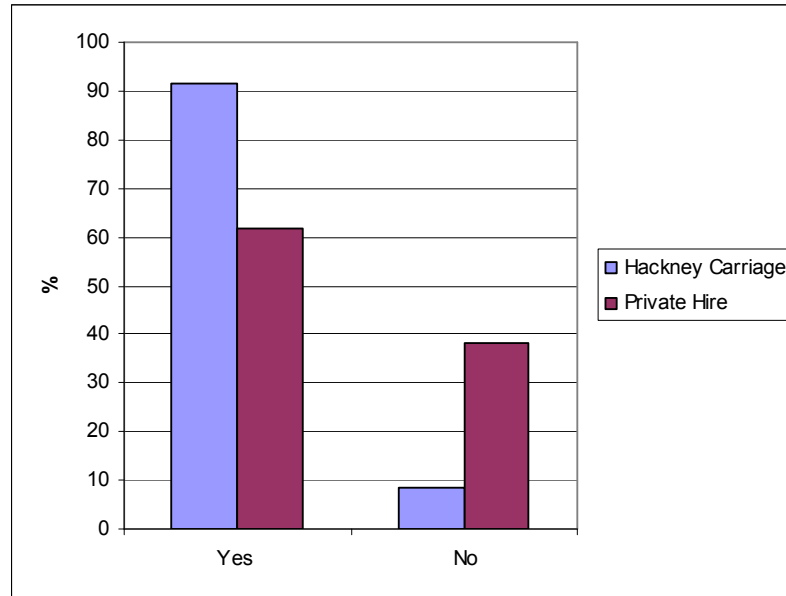
Table 8.4 Opinions relating to fare tariff increase.

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Annually	58	49.2	24	50.0
Every 2 years	38	32.2	17	35.4
Other	22	16.6	7	14.6
Total	118	100.0	48	100.0

8.8 Taxi Market in Torbay

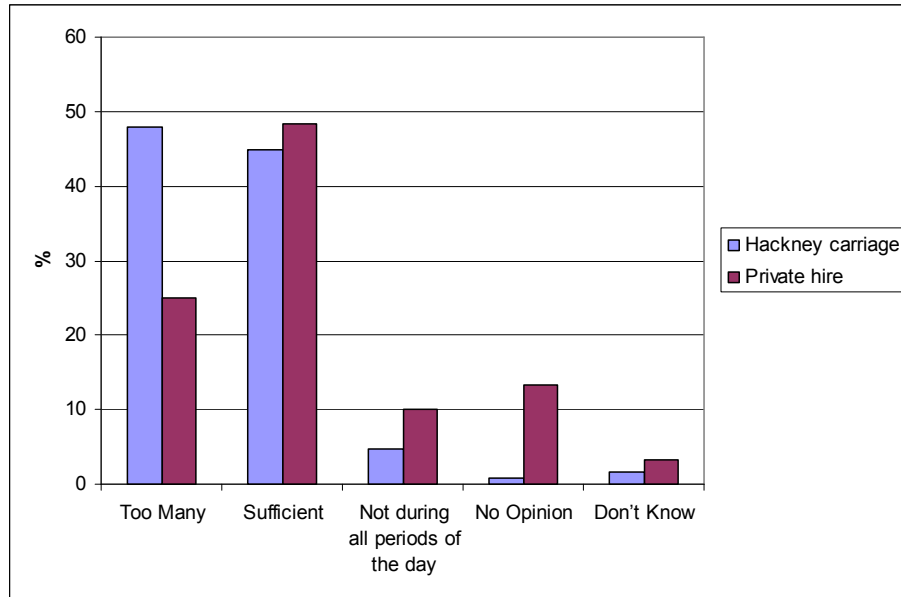
Members of both trades were asked if they were aware that Torbay Council enforces a numerical limit of 162 on the number of hackney vehicle licences with an additional seven licences operating May to September. The results are outlined in Figure 8.8.

Figure 8.8 Were you aware of the numerical limit on hackney vehicles in Torbay?



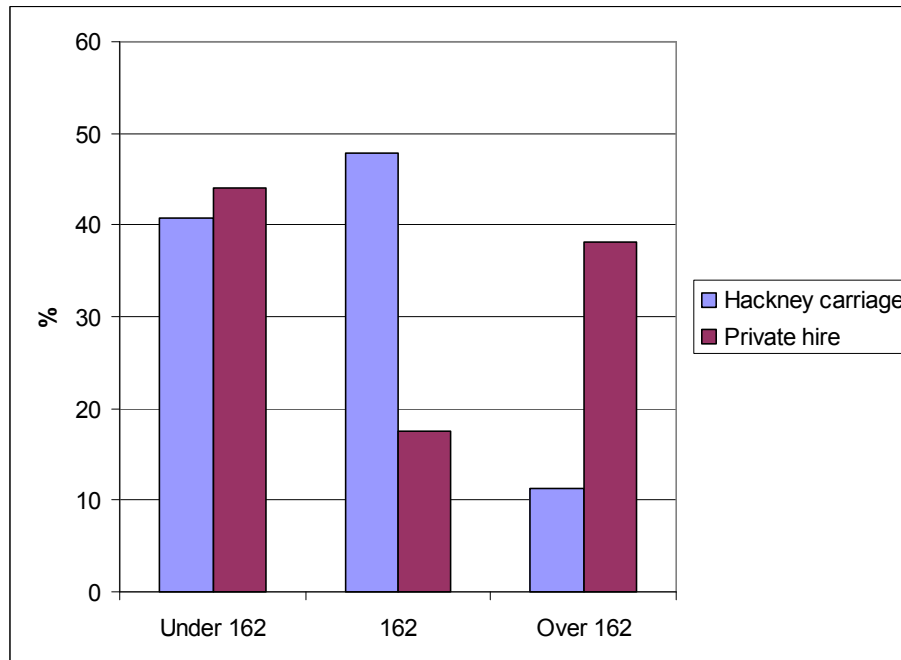
Members of both trades were asked whether they consider there to be sufficient hackney carriages to meet the current level of demand in Torbay. Figure 8.9 indicates that some 44.9% of hackney respondents and 48.3% of private hire respondents think there are sufficient hackney carriages in Torbay. A further 48% of hackney respondents felt that there were too many.

Figure 8.9 Do you consider there to be sufficient hackney carriages to meet demand?



All respondents were asked to state how many hackney carriages there should be in the fleet in Torbay. The results are shown in Figure 8.10. The average size of hackney carriage fleet considered for Torbay was 154 for the hackney carriage trade compared with 182 cited by the private hire trade.

Figure 8.10 Opinion on Ideal Hackney Carriage Fleet Size in Torbay



All respondents were asked to state if they thought that Torbay Council should remove the numerical limit on the number of hackney carriage vehicle licences. The majority of respondents from the hackney carriage trade (92.9%) and 66.1% of the private hire trade felt that the numerical limit should not be removed in Torbay.

Views were sought regarding the likely impact on a series of factors if Torbay Council were to remove the limit on hackney carriage licences. The findings are summarised below and detailed in Table 8.5.

Congestion

The majority of respondents from the hackney carriage trade (80%) and the private hire trade (56.9%) felt congestion would increase should Torbay Council remove the limit.

Fares

Some 46.6% of the hackney carriage trade and 40.6% of the private hire trade were of the opinion that removing the limit on the number of hackney carriage vehicles in Torbay would have no effect on the fare tariffs.

Passenger Waiting Times

The majority of the hackney carriage trade felt that there would be no effect on passenger waiting times at ranks, when flagging hackneys or when booking by telephone. The private hire respondents felt that there would be no effect on passenger waiting times when booking by telephone but they would decrease at ranks and when flagging hackneys.

Vehicle Quality

Some 71.7% of hackney carriage respondents and 48.3% of private hire respondents were of the opinion that removing the limit on the number of hackney carriage licences would result in a decrease in the quality of hackney carriages. Similarly some 65.8% of the hackney carriage trade felt that private hire vehicle quality would decrease if the limit was removed. Whereas the majority of the private hire trade felt that there would be no effect on private hire vehicle quality.

Effectiveness of Enforcement

Some 70.2% of the hackney carriage trade felt that following de-restriction, effectiveness of enforcement would decrease. Some 55.2% of the private hire trade felt that there would be no effect.

Illegal Plying for Hire

In terms of illegal plying for hire, some 75.8% of hackney carriage respondents and 39% of private hire respondents felt that removing the limit on the number of licences would increase illegal plying for hire by private hire vehicles. A further 40.7% of the private hire trade felt de-restriction would have no effect.

Over Ranking

The majority of both hackney carriage (91.8%) and private hire (72.9%) respondents felt over ranking would increase following de-restriction.

Customer Satisfaction

Some 60.5% of hackney carriage respondents thought customer satisfaction would decrease following de-restriction. Some 40.7% of the private hire trade were of the same opinion.

Table 8.6 Opinions relating to the Impact of De-Restriction

	Hackney Carriage Trade			Private Hire Trade		
	Increase	No Effect	Decrease	Increase	No Effect	Decrease
Traffic Congestion	80.0	18.4	1.6	56.9	39.7	3.4
Fares	22.4	46.6	31.0	15.5	46.6	37.9
Passenger waiting times at ranks	8.3	78.3	13.3	3.4	40.7	55.9
Passenger waiting time when flagdown	5.9	79.7	14.4	3.4	46.6	50.0
Passenger waiting time by telephone	16.5	73.9	9.6	10.3	55.2	34.5
Hackney carriage vehicle quality	9.2	19.2	71.7	3.4	48.3	48.3
Private hire vehicle quality	5.3	28.9	65.8	13.6	61.0	25.4
Effectiveness of enforcement	9.6	20.2	70.2	3.4	55.2	41.4
Illegal plying for hire – private hire	75.8	16.7	7.5	39.0	40.7	20.3
Illegal plying for hire – unlicensed	68.9	25.2	5.9	45.8	37.3	16.9
Over ranking	91.8	6.6	1.6	72.9	20.3	6.8
Customer satisfaction	7.6	31.9	60.5	22.0	37.3	40.7

All respondents were asked their response to “*There is not enough work to support the current number of hackney carriages*”. The results in Table 8.7 show that the majority of hackney carriage respondents (72.4%) strongly agree or agree with the statement that there is not enough work to support the current number of hackney carriages. Some 52.5% of private hire respondents were of the same opinion.

Table 8.6 Opinion of "There is not enough work to support the current number of hackney carriages"

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	13	10.6	3	5.1
Disagree	11	8.9	4	6.8
Neither agree nor disagree	10	8.1	21	35.6
Agree	30	24.4	17	28.8
Strongly agree	59	48.0	14	23.7
Total	123	100.0	59	100.0

Some of the most common responses to the statement included;

- Too many taxis not enough work;
- Taxis sitting at ranks for hours;
- Drivers having to work longer shifts to make a living;
- Holiday trade is decreasing; and
- Recession has had a negative impact on taxi work

The survey then asked opinions of the following statement; *"Removing the limit on the number of hackney carriages in Torbay would benefit the public by reducing waiting times at ranks"*. The results found in Table 8.7 shows that 74.8% of hackney carriage drivers strongly disagreed or disagreed that removing the limit on the number of hackney carriages in Torbay would reduce public waiting times at ranks, compared with 53.3% of Private Hire respondents.

Table 8.7 Opinion of "Removing the limit on the number of hackney carriages in Torbay would reduce public waiting times at ranks"?

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	64	53.8	17	28.3
Disagree	25	21.0	15	25.0
Neither agree nor disagree	8	6.7	11	18.3
Agree	10	8.4	8	13.3
Strongly agree	12	10.1	9	15.0
Total	119	100.0	60	100.0

Some of the most common responses to the statement included;

- There are no waiting times for public already;
- There are too many hackney carriages and not enough work; and
- Ranks are already full,

The survey then asked opinions of the following statement; **“There are special circumstances in Torbay that make the retention of the numerical limit essential”**. The results in Table 8.8 show that 78% of the hackney carriage trade agree or strongly agree that there are special circumstances in Torbay that make the retention of a numerical limit essential, compared with 44% of private hire respondents.

Table 8.8 Opinion of “There are special circumstances in Torbay that make the retention of the numerical limit essential”.

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
Strongly disagree	12	10.2	10	16.9
Disagree	8	6.8	3	5.1
Neither agree nor disagree	6	5.1	20	33.9
Agree	29	24.6	13	22.0
Strongly agree	63	53.4	13	22.0
Total	118	100.0	59	100.0

Some of the most common responses to the statement included;

- Too many cabs causing over ranking;
- Not enough rank spaces;
- Seasonal work, needs to be a balance between summer and winter;
- Torbay is a small district, there is not enough work.

Finally, the trade were asked what effect they thought it would have on them if the authority removed numerical limit on hackney carriages. The results show in Table 8.9 that 62% of hackney carriage responses cited they would work longer hours and 36.4% would leave the trade. Some 44.8% of private hire drivers also said they would not change if the limit was removed and 37.9% said they would work more hours.

Table 8.9 Effect on the trade if the numerical limit was removed (Multiple Responses)

	Hackney Carriage Trade		Private Hire Trade	
	Frequency	Percent	Frequency	Percent
No change	15	12.4	26	44.8
Work more hours	75	62.0	22	37.9
Work fewer hours	7	5.8	5	8.6
Acquire a hackney vehicle licence	7	5.8	7	12.1
Acquire more than one hackney vehicle licence	9	7.4	3	5.2
Switch from hackney to private hire	3	2.5	1	5.2
Switch from private to hackney	5	4.1	16	27.6
Leave the trade	44	36.4	10	17.2
Other	16	13.2	2	3.4

8.9 Summary

Key findings from the survey can be summarised as follows:

- 59.5% of hackney carriage respondents and 68.3% of private hire respondents read the taxi newsletter;
- Some 85.1% of the hackney trade and 66% of the private hire trade did not feel that there was enough rank space in Torbay.
- Over half of hackney carriage respondents (57.3%) considered hackney carriage fares to be 'about right'
- The average size of hackney carriage fleet considered for Torbay was 154 for the hackney carriage trade compared with 182 cited by the private hire trade.
- The majority of respondents from the hackney carriage trade (92.9%) and 66.1% of the private hire trade felt that the numerical limit should not be removed in Torbay.

9 Consultation

9.1 Introduction

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

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

9.2 Direct Consultation

Hackney Trade Representatives

In addition to discussing Harbourside issues with the hackney carriage trade a number of other issues were discussed. The trade were unhappy with the enforcement at the Post Office rank. The rank is officially for three vehicles but there is often seven to eight vehicles plying. To accommodate the taxis at the head of the queue move forward, however they are then being penalised by traffic wardens as opposed to penalising the drivers at the rear of the rank.

The trade were unhappy that they were not informed that the Torwood Street rank had changed from Friday/Saturday night to 7 nights a week. They also struggled sometimes to access the rank due to parked cars.

The trade also requested a rank inside the Coach Station. They felt the current rank outside of the Coach Station wasn't used.

The trade generally considered there to be a lack of rank space in Torbay – this was particularly a problem in Paignton. It was felt that rank space had halved in the last ten years. The trade wished to see a permanent rank at the Apollo in Paignton.

Torbay Taxis

In addition to discussing Harbourside issues a number of other issues were discussed. The Post Office roundabout rank was highlighted as a problem due to queuing hackney carriages blocking the junction. It was reported the three space rank is always overcapacity however this could be resolved by reallocating some of the bus stops to the hackneys as the number of stops is excessive for the volume of

services. The representative felt that additional rank provision is needed to be made in this area for hackney carriages to queue safely.

Castle Circus was also highlighted as a location where there were difficulties picking up and dropping passengers safely. It was felt that if private hires and hackney carriages could use the bus lane rather than detouring around the one way system this would save customers money, save drivers fuel and help reduce air pollution.

The representative felt there should not be any further hackney licences released as there were insufficient ranks to accommodate them.

9.3 Indirect Consultation

In addition to the face to face consultation undertaken, a number of stakeholders were contacted by letter. This in turn assured the DfT guidelines were fulfilled and all relevant organisations and bodies were provided with an opportunity to comment.

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

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

The comments received are outlined below.

Torbay Citizens Advice Bureau

A representative from the Torbay Citizens Advice Bureau responded to the letter of consultation. It was felt that there are enough hackney carriages but a severe lack of rank spaces.

The representative commented that limiting the number of taxis in Torbay is sensible as there are already more than the ranks can cope with. The ranks are in suitable places, however they need to have more spaces. Additional ranks are required at the bottom left of Fleet walk or outside Debenhams in Torquay and along Torbay Road in Paignton.

It was felt that most taxi companies have wheelchair accessible vehicles and these can be booked easily by phone. If there are too many wheelchair accessible vehicles it can cause problems for people with other disabilities and the elderly as they are unable to access these vehicles.

The fare tariff in Torbay was considered ok and it was felt that there is sufficient publicity of taxi services.

Finally, the representative commented that taxis play an important link to the railway and provide an alternative when there are gaps in bus services.

Torbay Local Involvement Network

Three representatives from Torbay LINK responded to the written consultation. It was felt that there are sufficient hackney carriages and private hire vehicles across all areas of Torbay and at all times of the day.

With regard to the council's current licensing policy, one respondent commented that the number of taxis in Torbay should be reduced as there are far too many causing congestion.

The representatives felt that the type and quality of the taxi vehicles in Torbay was good, although opinions on the quality and attitudes of the drivers was mixed with two respondents stating good and one stating poor. In addition, two respondents did not feel that there is a need for additional training whereas one respondent would like to see customer service training. It was also commented that drivers should be non-smokers and non-drinkers.

It was felt that ranks are generally in the correct locations and no additional ranks are required. However, one representative commented that limiting the number of taxis allowed to wait at each rank would make them more accessible and user friendly.

One representative stated that additional wheelchair accessible vehicles are required in Torbay.

With regard to the level and structure of fares, it was felt that they are too high, particularly for elderly persons. In addition, the representatives commented that additional publicity on taxi services is required.

Opinions regarding safety at taxi ranks were mixed, however all felt safe using both private hire and hackney carriage vehicles in Torbay. It was not felt that taxi marshals should be necessary.

Finally, the representatives commented that taxis complement other types of public transport, although they can be an expensive option.

10 Rank Review

10.1 General Operational Issues

A review of the ranks was undertaken and a selection of ranks was chosen to be observed as part of the study. The rank observations conducted during May provide an indication of the usage of ranks by both passengers and vehicles.

10.2 Rank Utilisation

Table 10.1 gives a full breakdown of the findings. 'P' indicates that passengers were recorded during the observation period at each given time period, 'T' indicates that taxis were present during the observation periods.

Table 10.1 Rank Utilisation

Rank	Operating Hours	Weekday		Weekend		Sunday
		DT	Night	Day	Night	Day
Cary Parade	24 hr	P,T	P,T	P,T	P,T	P,T
Victoria Parade	24 hr	P,T	P,T	P,T	P,T	P,T
Castle Circus	24 hr	P,T	P,T	P,T	P,T	P,T
Torwood Street	NT		P,T		P,T	
Union Street	24 hr	P,T		P,T		P,T
Post Office Roundabout	24hr	P,T	P,T	P,T	P,T	P,T
The Strand	24hr	P,T	P,T	P,T	P,T	P,T
Torquay Rail Station	24hr	P,T	P,T	P,T	P,T	P,T
Paignton Rail Station	24hr	P,T	P,T	P,T	P,T	P,T
Bank Lane, Brixham	24hr	P,T	P,T	P,T	P,T	P,T

Table 10.1 indicates that all of the ranks observed are used by both passengers and taxis. No passengers were recorded at ranks which were not being serviced by taxis.

11 Deriving the Significant Unmet Demand Index Value

11.1 Introduction

The data provided in the previous chapters can be summarised using Halcrow's ISUD factor described in Section 4.

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

Average Passenger Delay (Table 5.2)	0.16
Peak Factor (Figure 5.1)	0.5
General Incidence of Delay (Table 5.3)	1.42
Steady State Performance (Table 5.1)	0
Seasonality Factor (paragraph 4.4)	1
Latent Demand Factor (paragraph 6.3.3)	1.126
ISUD (0.16*0.5*1.42*0*1*1.126)	0

The cut off level for a significant unmet demand is 80. It is clear that Torbay is well below this cut off point as the ISUD is 0, indicating that there is **NO significant unmet demand**. This conclusion covers both patent and latent/suppressed demand.

12 Summary and Conclusions

12.1 Introduction

Halcrow has conducted a study of the hackney carriage and private hire market on behalf of Torbay Council. The present study has been conducted in pursuit of the following objectives. To determine;

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

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

12.2 Significant Unmet Demand

The 2011 study has identified that there is NO evidence of significant unmet demand for hackney carriages in Torbay. This conclusion is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's analysis.

12.3 Public Perception

Public perception of the service was obtained through the undertaking of around 1000 face to face surveys. Overall the public were generally satisfied with the service – key points included;

- Some 56.3% of respondents in Torbay had used a hackney or private hire vehicle in the last three months;
- Some 30.5% of trip makers hired their taxi at a rank, whilst 64% hired their taxi by telephone and 5.5% of trip makers obtained a taxi by on-street flagdown;
- High levels of satisfaction with delay on last trip were recorded for each method of hire;
- Majority of respondents had not given up waiting for a hackney or private hire vehicle in the last three months with 12.6% stating they had given up trying to obtain a vehicle by rank and/or flagdown in Torbay; and
- The majority of respondents felt safe using taxis during the day (97.8%) and at night (90.8%) in Torbay.

12.4 Recommendations

The 2011 study has identified that there is NO evidence of significant unmet demand for hackney carriages in Torbay. This conclusion covers both patent and

latent/suppressed demand and is based on an assessment of the implications of case law that has emerged since 2000, and the results of Halcrow's analysis.

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

- Continue to limit the number of vehicles at 162 (plus 7 summer licences);
- issue any number of additional plates as it sees fit, either in one allocation or a series of allocations; or
- remove the limit on the number of hackney carriages and allow a free entry policy.

In terms of the conflict caused at the Harbourside we would recommend that in the short term a taxi marshal scheme be trialled on Friday and Saturday nights. In addition to marshalling the public into available taxis they would be used to enforce the taxi ranks. This would ensure that there was no over ranking. Prior to the marshals being employed we would recommend that the Council, Police and Trade sign a 'memorandum of understanding' to ensure that each party understands the role and jurisdiction of the marshals.

We also understand that in the current financial climate there is little funding available to pay for the marshals. Suggested solutions to this could be:

- charge the trade for marshals;
- charge the licensed premises for marshals; and
- look to utilise funding through Business Improvement District.





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