



North Tyneside Council

# Regulation and Review Committee

27 March 2017

**Tuesday 4 April 2017** Room 0.01, Council Chamber, Quadrant, The Silverlink North, Cobalt Business Park, North Tyneside **commencing at 6.00 pm**

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1. **Apologies for Absence**

To receive apologies for absence from the meeting

2. **Appointment of Substitute Members**

To be notified of the appointment of any Substitute Members.

3. **To Receive any Declarations of Interest and Notification of any Dispensations Granted**

You are invited to declare any registerable and/or non-registerable interests in matters appearing on the agenda, and the nature of that interest.

Please complete the Declarations of Interests card available at the meeting and return it to the Democratic Services Officer before leaving the meeting.

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<p>To note the minutes of the Panel meeting held on 26 January 2017, the two Panel meetings held on 17 February 2017 and the Panel meeting held on 9 March 2017 and to confirm the minutes of the Committee meeting held on 24 January 2017.</p>	
<b>5. Review of Fees and Charges for Hackney Carriage and Private Hire Licensing Scheme</b>	17
<p>To agree to formally consult on the proposal to vary the schedule of fees and charges relating to the licensing of hackney carriage and private hire vehicles, their drivers and operators.</p>	
<b>6. Hackney Carriage Unmet Demand Review 2017</b>	22
<p>To give consideration to whether or not the Authority should continue to place a numerical limit on the number of hackney carriage proprietor's licences that it issues.</p>	
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<p>To consider proposed amendments to the North Tyneside Council Hackney Carriage and Private Hire Licensing Policy.</p>	
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<p>To provide the committee with information on a decision taken by the Head of Environment, Housing and Leisure.</p>	

**To All Members of the Regulation and Review Committee**

Councillor A Arkle	Councillor D McMeekan
Councillor D Cox	Councillor L Miller
Councillor P Earley	Councillor T Mulvenna
Councillor John Hunter (Deputy Chair)	Councillor K Osborne (Chair)
Councillor M Huscroft	Councillor J O'Shea
Councillor W Lott	Councillor A Percy
Councillor G Madden	Councillor M Reynolds
Councillor M Madden	Councillor L Spillard
Councillor P McIntyre	Councillor J Stirling

## **Regulation and Review Committee Panel**

**26 January 2017**

Present: Councillor K Osborne (Chair)  
Councillor D Earley, D McMeekan, J O'Shea and Spillard.

### **RQ37/01/17 Apologies for Absence**

No apologies for absence were received.

### **RQ38/01/17 Declarations of Interest and Dispensations**

There were no declarations of interest or dispensations reported.

### **RQ39/01/17 Exclusion Resolution**

**Resolved** that under Section 100A(4) of the Local Government Act 1972 (as amended) and having applied a public interest test in accordance with Part 2 of Schedule 12A the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 12A to the Act.

### **RQ40/01/17 Combined Hackney Carriage/Private Hire Driver's Licence Appeal**

The committee received a report by the Senior Manager, Technical and Regulatory Services which outlined the background to an appeal by Mr H against the refusal of the licensing section to grant him a combined hackney carriage/private hire driver's licence as the Authority was not satisfied that he was a fit and proper person to hold such a licence.

Mr H was not present at the meeting. The committee was shown a certificate of service which stated that a copy of the committee report and a letter inviting the appellant to attend the meeting had been hand delivered to his last known address. Officers also informed the committee that no communication had been received from Mr H either in regard to the appeal or to repeated attempts by the licensing team to speak to him regarding other matters.

The committee determined to hear the case in Mr H's absence.

A licensing officer presented the report to the committee which included information on the application which had been refused and the circumstances of the case.

Members asked questions of the licensing officer. Members noted what had been written on Mr H's appeal form.

Following a summing up from the licensing officer he left the meeting to enable consideration of the matter to be undertaken in private.

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The options available to the committee were to:

- Uphold the appeal and agree to grant the licence; or
- Dismiss the appeal and refuse to issue the licence.

The committee's main concern was the need to maintain high standards amongst licensed drivers and to ensure the protection of the travelling public. In determining its response the committee had regard to Section 51 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular Chapter 7 which made reference to convictions, cautions, conduct and medical fitness.

**Resolved** that the appeal be dismissed as the committee could not be satisfied that Mr H was a fit and proper person to hold a Combined Hackney Carriage/Private Hire Driver's Licence.

### **RQ41/01/17 Combined Hackney Carriage/Private Hire Driver's Licence Referral**

The committee considered a report by the Senior Client Manager, Technical Services which outlined the background to a referral in respect of Mr P, the holder of a combined hackney carriage/private hire driver's licence, and whether any further disciplinary action was required and his continued suitability to carry out the duties of a licensed driver.

Mr P was not present at the meeting. The committee was shown a certificate of service which stated that a copy of the committee report and a letter inviting Mr P to attend the meeting had been hand delivered to his last know address. Officers also informed the committee that no response had been received from Mr P in relation to other earlier communication.

The Licensing Officer presented the report and informed the committee the Mr P had failed to produce a medical certificate as required by the Council's Hackney Carriage and Private Hire Licensing Policy. As repeated requests over three months for the provision of a certificate had not been acted upon, Mr P's licence had been suspended on 24 November 2016 in the interests of public safety because the Authority could not be satisfied that he was a fit and proper person to hold a licence.

Details of the circumstances of and the reasons for this decision were included in the report. No submission had been put forward by Mr P.

Members asked questions of the Licensing Officer.

Following a summing up from the Licensing Officer he left the meeting room to enable consideration of the matter to be undertaken in private.

Options available to the committee were to:

- take no action;
- suspend the driver's licence;
- or revoke the driver's licence.

In determining its response the committee had regard to Section 61 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and

Private Hire Licensing Policy, in particular Chapters 3 and 7 which makes reference to the medical assessment, convictions, cautions, conduct and medical fitness.

Members expressed concern that if the driver did not surrender his licence a passenger would not know that the licence had been revoked and would think he was a properly licenced driver because the expiry date printed on the badge had not been reached. Members were assured that operators would be informed that the licence had been revoked.

**Resolved** (1) that Mr P's combined hackney carriage/private hire driver's licence be revoked with immediate effect on the grounds of public safety as the committee could not be satisfied that he met the medical fitness to drive standard.

### **RQ42/01/17 Combined Hackney Carriage/Private Hire Driver's Licence Referral**

The committee considered a report by the Senior Client Manager, Technical and Regulatory Services which outlined the background to a referral in respect of Mr W, the holder of a combined hackney carriage/private hire driver's licence, and whether any disciplinary action was required and his continued suitability to carry out the duties of a licensed driver.

It was known that Mr W would be unable to attend the meeting and an invitation to the meeting to make representations on his behalf had been sent to his partner who had indicated that she would not attend.

The Licensing Officer presented the report and informed the committee that Mr W had been convicted of an offence in November 2016 and had received a custodial sentence. Details of the circumstances of the offence and the sanctions imposed were included in the report.

No submission had been put forward by Mr W.

Members asked questions of the Licensing Officer.

Following a summing up from the Licensing Officer he left the meeting room to enable consideration of the matter to be undertaken in private.

Options available to the committee were to:

- take no action;
- suspend the driver's licence; or
- revoke the driver's licence.

In determining its response the committee had regard to Section 61 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular Chapter and 7 which makes reference to convictions, cautions, conduct and medical fitness.

**Resolved** that Mr W's combined hackney carriage/private hire driver's licence be revoked as the committee was not satisfied that he was a fit and proper person to hold such a licence.

## **Regulation and Review Committee Panel**

**17 February 2017  
10.00am**

Present: Councillor K Osborne (Chair)  
Councillor John Hunter, W Lott, G Madden and T Mulvenna

### **RQ43/02/17 Apologies for Absence**

No apologies for absence were received.

### **RQ44/02/17 Declarations of Interest and Dispensations**

There were no declarations of interest or dispensations reported.

### **RQ45/02/17 Review of North Tyneside Council Statement of Licensing Policy (Sex Establishments) – Conditions and Delegation Scheme.**

The Committee considered a report seeking approval of standard conditions to be attached to licences for sex establishments.

Although there was no statutory requirement to have a policy concerning the licensing of sex establishments, it had been long established that it was good practice for Licensing Authorities to have a policy that assisted decision making and informed the licensing trade and the public of the approach of the Licensing Authority to such licensing in its area. The first Statement of Licensing Policy for Sex Establishments in North Tyneside had been adopted on 20 January 2011.

On 13 February 2017 Cabinet had adopted a revised Statement of Licensing Policy (Sex Establishments) (minute CAB131/02/17). The Policy had been updated to include references to local plans and data. The numerical limit of nil for the specified area of Whitley Bay in relation to sexual entertainment venues had been retained. The Policy included a set of proposed standard conditions which would be attached to a licence for a sex shop, sex cinema or sex entertainment venue. The policy also included a Delegation Scheme which set out which licensing decisions would be taken by officers, a panel of the committee or the full committee. This was unchanged.

Whilst the approval of the Policy itself was a matter for Cabinet, it was for the Regulation and Review Committee to consider the approval of standard conditions that would be attached to licences. This function was one of the matters which the Regulation and Review Committee determined could be exercised by a panel of the Committee with a reduced membership. The proposed standard conditions were set out in full for the committee and it was noted that no consultation responses had been received in respect of the proposed standard conditions.

Members asked questions of the officers and made comments.

**Resolved** that the proposed standard conditions for the North Tyneside Council Statement of Licensing Policy (Sex Establishments) attached as appendix 1 be approved; and (2) that the Delegation Scheme be noted.

### **RQ 47/02/17 Exclusion Resolution**

**Resolved** that under Section 100A(4) of the Local Government Act 1972 (as amended) and having applied a public interest test in accordance with Part 2 of Schedule 12A the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 12A to the Act.

### **RQ48/02/17 Combined Hackney Carriage/Private Hire Driver's Licence Appeal**

The committee received a report by the Senior Manager, Technical and Regulatory Services which outlined the background to an appeal by Mr H against the refusal of the licensing section to grant him a combined hackney carriage/private hire driver's licence as the Authority was not satisfied that he was a fit and proper person to hold such a licence.

Mr H was present at the meeting accompanied by his representative, Mr P.

A licensing officer presented the report to the committee which included information on the application, that he had successfully passed the knowledge test; that he had met the Group 2 standard medical, and the results of Mr H's disclosure certificate which had been received from the Disclosure and Barring Service.

After the presentation Mr P asked questions of the licensing officer to seek clarification on a number of matters.

Members then asked questions of the licensing officer.

Mr P then addressed the committee in support of Mr H's application and answered questions from Members. Mr H also answered questions.

Following a summing up from the licensing officer and Mr P and Mr H, all parties left the meeting to enable consideration of the matter to be undertaken in private.

The options available to the committee were to:

- Uphold the appeal and agree to grant the licence; or
- Dismiss the appeal and refuse to issue the licence.

The committee's main concern was the need to maintain high standards amongst licensed drivers and to ensure the protection of the travelling public. In determining its response the committee had regard to Section 51 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular Chapter 7 which made reference to convictions, cautions, conduct and medical fitness.

**Resolved** that the appeal be dismissed as the committee could not be satisfied that Mr H was a fit and proper person to hold a Combined Hackney Carriage/Private Hire Driver's Licence.

### **RQ49/02/17 Combined Hackney Carriage/Private Hire Driver's Licence Appeal**

The committee received a report by the Senior Manager, Technical and Regulatory Services which outlined the background to an appeal by Mr G against the refusal of the licensing section to grant him a combined hackney carriage/private hire driver's licence as the Authority was not satisfied that he was a fit and proper person to hold such a licence.

Mr G was present at the meeting accompanied by his representative, Mr W.

A licensing officer presented the report to the committee which included information on the application, which included that Mr G had successfully passed the knowledge test and Group 2 standard medical, and the results of Mr G's disclosure certificate which had been received from the Disclosure and Barring Service.

After the presentation, Mr W asked questions of the licensing officer to seek clarification on a number of matters.

Members then asked questions of the licensing officer.

Mr W then addressed the committee in support of Mr G's application and answered questions from Members. Mr G also answered questions.

Following a summing up from the licensing officer and Mr W and Mr G, all parties left the meeting to enable consideration of the matter to be undertaken in private.

The options available to the committee were to:

- Uphold the appeal and agree to grant the licence; or
- Dismiss the appeal and refuse to issue the licence.

The committee's main concern was the need to maintain high standards amongst licensed drivers and to ensure the protection of the travelling public. In determining its response the committee had regard to Section 51 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular Chapter 7 which made reference to convictions, cautions, conduct and medical fitness.

**Resolved** that the appeal be dismissed as the committee could not be satisfied that Mr G was a fit and proper person to hold a Combined Hackney Carriage/Private Hire Driver's Licence.

### **RQ50/02/17 Combined Hackney Carriage/Private Hire Driver's Licence Referral**

Prior to any consideration of the matter, the committee was informed that Mr L had only received a copy of the papers that morning. The reasons for this were explained. Due to other items of business being dealt with by the committee there had been a couple of hours



for Mr L to read and digest the report in advance of coming before the Committee. Taking this and the reasons why delivery had not been possible into account, and with Mr L's agreement, it was agreed to proceed with the matter at the meeting.

The committee considered a report by the Senior Client Manager, Technical and Regulatory Services which outlined the background to a referral in respect of Mr L, the holder of a combined hackney carriage/private hire driver's licence. The committee was requested to determine whether any disciplinary action was required and to assess Mr L's continued suitability to carry out the duties of a licensed driver.

A Licensing Officer and Mr L and Mr P, a friend of Mr L, attended the meeting.

The Licensing Officer presented the report.

Mr L assisted by Mr P then addressed the committee.

Following a summing up from the Licensing Officer and Mr L and Mr P they all left the meeting room to enable consideration of the matter to be undertaken in private.

The options available to the committee were to:

- take no action;
- suspend the driver's licence; or
- revoke the driver's licence.

In determining its response the committee had regard to Section 61 of the Local Government (Miscellaneous Provisions) Act 1976 and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular Chapter and 7 which makes reference to convictions, cautions, conduct and medical fitness.

The committee considered that it was an established principle that a licence was a privilege and not a right and took a very serious view of the behaviour outlined in the report and seriously considered all the options available to it.

**Resolved** that Mr L be issued with a written warning and be reminded of the responsibilities which come with holding a combined hackney carriage and private hire drivers licence.

## **Regulation and Review Committee Panel**

**17 February 2017  
2.00pm**

Present: Councillor K Osborne (Chair)  
Councillor John Hunter, D McMeekan and T Mulvenna

### **RQ51/02/17 Apologies for Absence**

Apologies for absence were received from Councillor O'Shea.

### **RQ52/02/17 Declarations of Interest and Dispensations**

There were no declarations of interest or dispensations reported.

### **RQ53/02/17 Exclusion Resolution**

**Resolved** that under Section 100A(4) of the Local Government Act 1972 (as amended) and having applied a public interest test in accordance with Part 2 of Schedule 12A the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 12A to the Act.

### **RQ54/02/17 Private Hire Operator's Licence Referral**

Prior to any consideration of the matter, the committee was informed that the representative for the private hire company concerned, Mr X, had only received a copy of the papers at the meeting. Officers produced a certificate of service to say that the papers had been delivered to the offices on 9 February 2017. The committee allowed Mr X some time to read the report and with his agreement proceeded with the matter at the meeting.

The committee considered a report by the Senior Client Manager, Technical and Regulatory Services which outlined the background to a referral in respect of a company which was the holder of a private hire operator's licence, and requested the committee consider whether any disciplinary action was required and the company's continued suitability to carry out the duties of a licensed operator.

Two officers from the Licensing Team attended the meeting.

The Licensing Officer presented the report.

Mr X and Members asked questions of the Licensing Team.

Mr X then addressed the committee.

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Members asked questions of Mr X.

Following a summing up from the Licensing Officer and Mr X all parties left the meeting room to enable consideration of the matter to be undertaken in private.

The options available to the committee were to:

- take no action;
- suspend the operator's licence; or
- revoke the operator's licence.

In determining its response the committee had regard to Section 62 of the Local Government (Miscellaneous Provisions) Act 1976 which provides that the Authority may suspend or revoke a private hire operator's licence where it has any reasonable cause to do so and the Council's Hackney Carriage and Private Hire Licensing Policy, in particular chapter 4 which makes reference to Private Hire Operators and chapter 7 which makes reference to convictions, cautions, conduct and medical fitness.

The committee considered that it was an established principle that a licence was a privilege and not a right and took a very serious view of the events outlined in the report and seriously considered all the options available to it.

**Resolved** that the Operators Licence for the company should be revoked as the committee could not be satisfied that it remained fit and proper to hold the licence.

#### **RQ55/02/17 Combined Hackney Carriage/Private Hire Operator's Licence Referral**

The committee had received a report by the Senior Client Manager, Technical and Regulatory Services which outlined the background to a referral in respect of Mr D, the holder of a combined hackney carriage/private hire driver's licence, and requested the committee to determine whether any disciplinary action was required and his continued suitability to carry out the duties of a licensed driver.

Mr D had requested the matter be deferred to the March meeting of the committee as his representative was unable to attend the meeting today.

Officers raised no objection to the deferment.

**Resolved** that the consideration of Mr D's case be deferred until the next panel meeting of the committee.

## **Regulation and Review Committee Panel**

**9 March 2017**

Present: Councillor John Hunter (In the Chair)  
Councillors P Earley, M Madden, T Mulvenna and J O'Shea.

### **RQ56/03/17 Apologies for Absence**

There were no apologies for absence received.

### **RQ57/03/17 Declarations of Interest and Dispensations**

There were no declarations of interest or dispensations reported.

### **RQ58/03/17 Exclusion Resolution**

**Resolved** that under Section 100A(4) of the Local Government Act 1972 (as amended) and having applied a public interest test in accordance with Part 2 of Schedule 12A the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 1 of Part 1 of Schedule 12A to the Act.

### **RQ59/03/17 Appeal against dismissal**

The committee met to consider an appeal lodged by Ms K against her dismissal from the Authority in January 2017 because her attendance was below the required standard.

Ms K was in attendance and accompanied by a Union representative to present the case that immediate dismissal was too severe.

The Chair and HR advisor for the Formal Improvement Meeting which had dismissed Ms K from her position attended the meeting and set out the background to the case and the reasons for the decision. The information presented included the Authority's Procedure for Managing Under Performance and Attendance; a summary of the appellant's employment record with the Council; the full pack of information considered at the final Formal Improvement Meeting (FIM) in January 2017; information submitted by the appellant to this meeting; the notes from one earlier FIM which had not been included in the pack considered at the final FIM; the notes from the final FIM; and a copy of the dismissal letter.

Ms K, her union representative and Members of the Committee were then given an opportunity to ask questions of the Chair and HR advisor for the FIM and did so. During questioning it was clarified that the Acas Absence Management Guide was taken into account by officers when considering absence management cases but it was not a formal part of the Authority's agreed policies and procedures.

9 March 2017

The committee then heard representations from Ms K and her union representative why in their view the decision to dismiss with immediate effect was too severe, this included amongst other things the request to appeal the decision to the committee and Ms K's written submission to the meeting.

The Chair of the FIM, the HR advisor and members of the committee were then given an opportunity to ask questions of Ms K and her union representative and did so.

After questions from Members the committee adjourned for a 10 minute break.

Upon resumption, both parties were given the opportunity to sum up their cases and then withdrew from the meeting to allow the committee to consider the representations and make a decision.

**RESOLVED** that (1) the appeal against the decision of Chair of the Formal Improvement Meeting held in January 2017 to dismiss Ms K from her role within the Environment, Housing and Leisure Service be rejected and the original decision confirmed because the decision was fair, reasonable and followed the appropriate procedures; and (2) the Head of Human Resources and Organisational Development be recommended to consider formally adopting Acas guidance as part of the Authority's Procedure for Managing Under Performance and Attendance.

## Regulation and Review Committee

24 January 2017

Present: Councillor K Osborne (Chair)  
Councillors A Arkle, P Earley, John Hunter,  
M Huscroft, G Madden, M Madden, D McMeekan,  
L Miller, J O'Shea and L Spillard.

### **RQ31/01/17 Apologies**

Apologies for absence were submitted on behalf of Councillors W Lott and T Mulvenna.

### **RQ32/01/17 Substitute Members**

There were no substitute members appointed.

### **RQ33/01/17 Declarations of Interest**

Councillor John Hunter declared in relation to the Review of North Tyneside Council Hackney Carriage and Private Hire Licensing Policy that he had a non-registerable personal interest as his son held a combined drivers licence (minute RQ34/01/17).

Councillor L Miller declared in relation to the Review of North Tyneside Council Hackney Carriage and Private Hire Licensing Policy that he had a registerable personal interest as he was a Director of a Medical Group and a member of the local medical committee which would be consulted on with regard to the use of electronic medical records for Medical Fitness tests (minute RQ34/01/17).

Councillor John Hunter declared in relation to the Hackney Carriage Fare Review 2016 that he had a non-registerable personal interest as his son held a combined drivers licence. Councillor Hunter stated that he would not participate in the decision making on this item and would leave the meeting room (minute RQ35/01/17).

### **RQ34/01/17 Minutes**

**Resolved** that the minutes of the panel meeting held on 17 November 2016 be noted and the full committee meeting held on 29 November 2016 be confirmed and signed by the Chair.

### **PQ35/01/17 Review of North Tyneside Council Hackney Carriage and Private Hire Licensing Policy**

The North Tyneside Council Hackney Carriage and Private Hire Licensing Policy took effect on 9 April 2009 and had been regularly updated to reflect decisions taken by the Authority.

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## Regulation and Review Committee

Recent examples related to tinted windows on licensed vehicles, advertising and the limitation of hackney carriages. Due to legislative changes the policy had been reviewed again in 2016 and consultation took place with officers, the trade and Members to draft a revised policy. Once a proposed revised policy had been drafted formal consultation for a period of 12 weeks began. The consultation concluded on 31 September 2016 and included notices and information on the Council's website, council offices, libraries and information in the press via a press release; an online survey was also produced to enable responses to be made online.

29 responses were received from a mixture of residents, trade and trade associations. All responses were considered by officers and a Member Working Group. Where the group accepted recommendations the draft policy was amended to include them; all the responses received and the working groups' decision on each was included as an appendix to the report.

The Public Protection Manager circulated a table of further amendments required to the draft policy to correct typos, provide clarification and reflect changes to the names of services within the authority which had been identified since the publication of the report. Each of these amendments was considered in turn by the Committee and comments on the whole document were made by Members and answered by officers.

During discussion the following changes were made:

1. In paragraph 34 of chapter three 'Drivers' the last sentence was amended to read "If training is not completed by this date the driver will be referred to Regulation and Review Committee" to illustrate the seriousness of not completing the training on child sexual exploitation awareness.
2. In paragraph 48 of chapter seven 'Convictions, Cautions, Conduct & Medical Fitness' the words "any relevant electronic medical record held" be deleted to ensure that the appropriate level of record was being provided.

It was suggested and accepted by officers that further discussions be held with the local medical committee on what procedures could be adopted to allow medical practitioners to use electronic records whilst ensuring they were of the appropriate detail.

**Resolved** that the revised North Tyneside Council Hackney Carriage and Private Hire Licensing Policy as amended above be adopted and come into force on 1<sup>st</sup> April 2017.

### **RQ36/01/17 Hackney Carriage Fare Review 2016 (previous minute RQ29/11/16)**

At the meeting held on 29 November 2016 the Committee resolved to publish a Notice in accordance with Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 for the variation of the table of fares for Hackney Carriages to:

#### TARIFF ONE

- |  |       |
|--|-------|
| (i) For the first 178.9 yards or 44.5 seconds (or part thereof)        | £1.60 |
| (ii) For each subsequent 178.9 yards or 44.5 seconds (or part thereof) | .20   |

#### TARIFF TWO

For hirings between 10.00pm and 07.00am, and all day Sundays, Bank Holidays and on

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December 27th, 28th 29th, 30th and 31st in each year:

- |  |       |
|--|-------|
| (i) For the first 152.9 yards or 42.5 seconds (or part thereof)        | £2.40 |
| (ii) For each subsequent 152.9 yards or 42.5 seconds (or part thereof) | .20   |

#### EXTRA CHARGES

Charge for soiling carriage	£100.00
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This reduced the yardage in Tariff 1 from 187.8 yards or part thereof to 178.9 yards or part thereof and reduced the yardage for Tariff 2 from 160.5 yards or part thereof to 152.9 yards or part thereof. It also increased the 'charge for soiling the carriage' from £80 to £100.

The Notice had been published on 2 December 2016 and as objections had been received within the prescribed 14 days the matter had to be referred to the Committee for a final determination on whether to proceed with the variation.

The report submitted to the Committee included copies of the seven objections received, which were all from the trade, and objected to the increase because fuel prices were down, insurance premiums had reduced and the negative impact they believed an increase would have on their competitiveness. Reference was also made in the objections to the number of drivers represented by the North Tyneside Hackney Carriage Association (NTHCA), which had requested the increase, and the competition from Uber and private hire vehicles.

The Committee was informed that if it determined to proceed with the revised fares a date upon which the new fares would come into force needed to be fixed. A period of at least four weeks from today was requested by officers to allow for the printing of the revised fare table and other administrative processes.

The Secretary of the NTHCA, Mr Sneedon, was in attendance in the public gallery and the Chair informed the committee that she had agreed to his request to address the committee in response to the objections. Mr Sneedon explained that as Secretary of the NTHCA he always requested an increase on behalf of his members; fuel prices and insurance had increased; and that the tariff was a maximum charge, individual drivers could charge a lower fee to passengers if they wanted.

Members acknowledged and considered the objections and then discussed the options available to them and made comments. Comments made included that a hackney carriage would always be more expensive than a private hire car because of the convenience of being able to hail one in the street and that the table only showed the maximum charge permitted.

**Resolved** that the variation of the table of fares as agreed at the 29 November 2016 meeting and shown above would come into force on 27 February 2017.

(Prior to the consideration of this item Councillor John Hunter left the meeting and took no part in the decision making on this matter.)

24 January 2017



# North Tyneside Council

## Report to Regulation & Review Committee

Date: 4 April 2017

### ITEM 5

**Title:** Review of Fees and Charges for Hackney Carriage and Private Hire Licensing Scheme

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**Report from Service Area:** Environment, Housing and Leisure

**Report Authors:** Colin MacDonald  
Senior Manager, Technical & Regulatory Services  
Tel: (0191) 643 6620

Joanne Lee, Public Protection Manager  
Tel: (0191) 643 6901

**Wards affected:** All

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## PART 1

### 1.0 Purpose

The purpose of the report is to make Committee aware of the proposal to vary the schedule of fees and charges relating to the licensing of hackney carriage and private hire vehicles, their drivers and operators in order for the Authority to recover the costs of providing the licensing scheme.

### 1.1 Recommendations

To note the revised draft Schedule of Fees and Charges attached in Appendix 1 to this report and agree the proposal to formally consult on them.

### 1.2 Background Information

#### 1.2.1 The Legislation

The Local Government (Miscellaneous Provisions) Act 1976 permits local authorities to set fees for hackney carriage and private hire vehicles, drivers and operator licences. The legislation permits the local authority to recover the cost of providing the licensing scheme and such fees must be reasonable.

Section 53(2) of the 1976 Act controls the levying of fees in respect of driver's licences for both hackney carriages and private hire vehicles and section 70 controls the levying of fees for hackney carriage proprietor's licences, private hire vehicle licences and private hire operator's licences.

#### 1.2.2 Background to the Schedule of Fees and Charges

The Taxi Licensing service is self-financing via a ring-fenced trading account and the structure of the existing Schedule of Fees and Charges has been in place since 2009. The fee structure was amended in 2015 to take account of the change in legislation following the introduction of the Deregulation Act 2015. This introduced a fee structure for 3 yearly driver licences and 5 yearly operator licences.

In 2009, Officers carried out a detailed time and activity analysis exercise in order to quantify the nature of the tasks required to be undertaken by the Taxi Licensing service in order to deliver a suitable standard of service provision.

This exercise was structured around a workload analysis tool that was originally used by the Taxi Licensing service in 2004 when it commissioned management consultants to advise on business process improvements. Officers updated the tool to reflect current business processes and recent changes in legislation and this has provided the basis on which to apportion costs. This provides the basis of how costs should be recovered.

As is good practice, Officers have revisited the Schedule of Fees and Charges with a view to consider varying them in order to ensure that the fees accurately reflect the work processes relevant to each type of licence. This is to ensure that the Taxi Licensing service remains in a position to appropriately recover its costs in order to continue delivering a service that is fit for purpose.

### **1.2.3 Review 2017**

Officers have carried out a detailed time and activity analysis exercise in order to quantify the nature of the tasks required to be undertaken by the Taxi Licensing service in order to deliver a suitable standard of service provision. This work included consultation with the North Tyneside Council Hackney Carriage and Private Hire Licensing Forum who were asked to comment on the timings used in the workload analysis exercise.

The resultant revised draft Schedule of Fees and Charges (based on a forecast of recovering the costs associated with forecast total expenditure) is attached to this report as **Appendix 1**.

The fees for driver licences will increase whilst vehicle licences will reduce. The increase in driver fees reflects the increased time taken to deal with a driver application and the comprehensive checks that such an application entails.

Fees for Operator licences will decrease.

## **1.3 Decision Options**

### **1.3.1 Option 1**

Note the revised draft Schedule of Fees and Charges attached in Appendix 1 to this report and the proposal to formally consult on them.

This is the recommended option.

### **Option 2**

Request that officers undertake further work on the revised draft Schedule of Fees and Charges.

## **1.4 Appendices:**

### **1.4.1 Appendix 1 – Draft Schedule of Fees and Charges**

## **1.5 Contact Officers:**

- 1.5.1** Colin MacDonald, Senior Manager, Technical & Regulatory Services, Tel: 0191 643 6620  
Joanne Lee, Public Protection Manager, Tel: 0191 643 6901  
Alan Burnett, Principal Trading Standards & Licensing Officer, Tel: 0191 643 6621  
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## **1.6 Background Information:**

- 1.6.1** The following background papers have been used in the compilation of this report and are available for inspection at the offices of the author of the report.

1. Local Government (Miscellaneous Provisions) Act 1976
2. North Tyneside Council Hackney Carriage and Private Hire Licensing Policy
3. Workload analysis

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and Other Resources:**

The Council's Taxi Licensing service is funded by a ring-fenced trading account and the fees and charges are reviewed annually. The Head of Environment, Housing and Leisure has delegated authority to set fees and charges and the procedure for varying fees is set out in specific legislation relating to hackney carriages and private hire and at Chapter 6 of the Council's Hackney Carriage and Private Hire Licensing Policy.

The opening reserve on the taxi account reserve at 1 April 2016 was £159,801.41.

The intention is to divide the reserve (after the balance as at 31<sup>st</sup> March 2017 has been calculated) into the following split account reserves:

- Contingency
  - £26,400 – Private Hire Vehicles
  - £4,200 – Hackney Carriage Vehicles
  - £28,800 – Drivers
  - £600 – Operators
- Balance of Unmet Demand Survey to the Hackney Carriage Vehicles
- Remaining Balance to be split:
  - 18% Hackney Carriage Vehicles
  - 82% Private Hire Vehicles

This division of the reserve has been discussed at a recent North Tyneside Council Hackney Carriage and Private Hire Licensing Forum meeting, where no concerns were raised.

### **2.2 Legal**

#### **2.2.1 Legislative Framework**

The Local Government (Miscellaneous Provisions) Act 1976 makes provision for the licensing authority to charge fees in respect of licences for hackney carriage and private hire drivers, vehicles, and operators.

The legislation permits the local authority to recover the cost of providing the licensing scheme and such fees must be reasonable.

## **2.2.2 North Tyneside Council Hackney Carriage and Private Hire Licensing Policy**

The procedure for varying fees is set out in legislation and at Chapter 6 of the North Tyneside Council Hackney Carriage and Private Hire Licensing Policy.

Paragraph 6.5 of the policy states: A Notice of any variation to the maximum fees will be advertised in the Newcastle Evening Chronicle newspaper or similar newspaper with a date set 28 days from publication for making objections to the variation of fees.

Paragraph 6.6 of the policy states: If no objections are received the fee variation will have immediate effect at the end of the 28 day period specified for objections or from a date specified after this. If any objections are received the matter will be referred to Regulation and Review Committee for consideration

There is no requirement to follow the statutory consultation process for fees in relation to driver's licences however to ensure transparency the statutory consultation procedure is applied to both.

## **2.3 Consultation/Community Engagement:**

Section 70 of the Local Government (Miscellaneous Provisions) Act 1976 requires the Licensing Authority to formally consult if it determines that it will charge more than £25 for the grant of a hackney carriage or private hire vehicle licence and for the grant of an operators licence. The formal process is prescribed in section 70.

There is no requirement to follow the statutory consultation process for fees in relation to drivers licences however to ensure transparency the statutory consultation procedure will be applied to both.

A notice is required to be published in at least one local newspaper setting out the variation proposed and will allow for at least 28 days within which objections to the variation can be made.

The cost for placing an advertisement in the Newcastle Evening Chronicle to facilitate the consultation exercise will be met from the trading account.

The work that has been undertaken by officers to review the structure of the Schedule of Fees and Charges, as set out in Part 1 of this report, has involved dialogue with Trade representatives and discussed at meetings of the North Tyneside Hackney Carriage and Private Hire Licensing Forum.

## **2.4 Risk Management:**

There is an inherent financial risk to the Council that if the fees and charges levied are insufficient to recover costs this could result in financial pressure within general fund.

## **2.5 Crime and Disorder:**

There are no direct implications however should insufficient fees and charges be recovered this will result in a reduction in the service provided and that may impact on crime and disorder.

## **2.6 Environment and Sustainability:**

It is not considered that there are any environment and sustainability implications arising directly from this report.

**NORTH TYNESIDE COUNCIL**  
**Hackney Carriage and Private Hire Licensing**  
**Schedule of Fees and Charges**

**Appendix 1**

Type of Licence	Current Fee / Charge	Proposed Fee / Charge
Driver - New (hackney carriage, private hire)	1 Year: £100; 2 Year: £135; 3 Year: £170	1 Year: £140; 2 Year: £202; 3 Year: £264
Driver – New with Grandfather Rights (hackney carriage, private hire)	1 Year: £100; 2 Year: £135; 3 Year: £170	1 Year: £115; 2 Year: £177; 3 Year: £239
Driver - Renewal (hackney carriage, private hire)	1 Year: £70; 2 Year: £105; 3 Year: £140	1 Year: £106; 2 Year: £168; 3 Year: £230
Private Hire Vehicle - New (under 4 yrs old)	£264 (£226 + one vehicle test £38)	£209 (£171 + one vehicle test £38)
Private Hire Vehicle - New (over 4 yrs old)	£302 (£226 + two vehicle tests £76)	£247 (£171 + two vehicle tests £76)
Private Hire Vehicle - Renewal (under 4 yrs old)	£236 (£198 + one vehicle test £38)	£197 (£159 + one vehicle test £38)
Private Hire Vehicle - Renewal (over 4 yrs old)	£274 (£198 + two vehicle tests £76)	£235 (£159 + two vehicle tests £76)
Hackney Carriage Vehicle - New (under 4 yrs old)	£289 (£251 + one vehicle test £38) + £25 survey	£234 (£196 + one vehicle test £38) + £25 survey
Hackney Carriage Vehicle - New (over 4 yrs old)	£327 (£251 + two vehicle tests £76) + £25 survey	£272 (£196 + two vehicle tests £76) + £25 survey
Hackney Carriage Vehicle - Renewal (under 4 yrs old)	£261 (£223 + one vehicle test £38) + £25 survey	£222 (£184 + one vehicle test £38) + £25 survey
Hackney Carriage Vehicle - Renewal (over 4 yrs old)	£299 (£223 + two vehicle tests £76) + £25 survey	£260 (£184 + two vehicle tests £76) + £25 survey
Private Hire Operator - New	1 Year: £493; 5 Years: £1740	1 Year: £354; 5 Years: £1360
Private Hire Operator - Renewal	1 Year: £479; 5 Years: £1610	1 Year: £325; 5 Years: £1331
Additional Charges	Current Fee / Charge	Proposed Fee / Charge
Enhanced Disclosure fee (forwarded to DBS)	£44	£47 (includes £3 NEREO electronic check fee)
DVLA licence electronic check fee	£0	£1.00
Child Sexual Exploitation Awareness training	£0	£15
Knowledge test	£32	£35
Knowledge test re-sit	£32	£26
Vehicle test/retest	£38	£38
Partial vehicle retest	£19	£19
Replacement vehicle (inc. test fee)	£63 (£25 + vehicle test £38)	£76 (£38 + vehicle test £38)
Failure to present vehicle for test	£38	£38
Transfer of proprietor	£12	£14
Additional proprietor to licence	£12	£14
Amendment to /Additional/Duplicate licence	£7	£7
Notification of change of address	£7	£0
Replacement badge	£8 (each)	£8 (each)
Replacement decals	£10 (pair)	£10 (pair)
Replacement licence plate	£10 (each)	£10 (each)
Replacement Tariff card (fare table)	£1	£3
Cheque returned Refer to Drawer fee	£20	£20
Refund (admin fee)	£7	£7

# North Tyneside Authority

## Report to Regulation & Review Committee

Date: 4 April 2017

### ITEM 6

**Title:** Review of Limit of Number of Hackney Carriage Proprietor Licences

**Report from Service Area:** Environment, Housing and Leisure

**Report Authors:** Colin MacDonald, Senior Manager, Technical & Regulatory Services

Tel: (0191) 643 6620

Joanne Lee, Public Protection Manager

Tel: (0191) 643 6901

**Wards affected:** All

## PART 1

### 1.0 Purpose

The purpose of this report is to enable Committee to consider whether or not the Authority should continue to place a numerical limit on the number of hackney carriage proprietor's licences that it issues.

### 1.1 Recommendations

Committee consider the retention of a limit on the number of hackney carriage proprietors licences that are issued.

### 1.2 Background Information

#### 1.2.1 North Tyneside Council Hackney Carriage and Private Hire Licensing Policy

The current North Tyneside Council Hackney Carriage and Private Hire Licensing Policy came into force on 1<sup>st</sup> April 2017. Chapter 2, paragraphs 17 to 26 inclusive sets out the current policy on the limitation of numbers.

Paragraph 20 of the Policy states, 'The Authority is satisfied that there is no significant unmet demand for hackney carriage services within this area. Therefore it has placed a limit on the number of hackney carriage vehicle licences issued. This limit has been placed at 204 following consideration of the results of an independent study.'

In addition the provision for the Authority to maintain a waiting list of persons wanting a hackney carriage vehicle licence was removed from the Policy as the Authority, for some time, had hackney carriage licences available to be issued following a successful application.

The Authority currently has eighteen hackney carriage proprietor licences that have been returned and remain available for issue. All these licences apply to wheelchair accessible vehicles.

## 1.2.2 Government Guidance

Current best practice guidance to licensing authorities from the Department for Transport is contained in “Taxi and Private Hire Licensing: Best Practice Guidance (May 2010)”.

This indicated the Department for Transport’s view that imposing quantity restrictions does not represent best practice however should one be in place it is best practice to carry out an appropriate survey to inform any further retention of such a restriction. .

## 1.2.3 Previous Demand Studies

Until 2004 the Authority did not limit the number of hackney carriages that it licensed. In a letter from the Department for Transport of 16 June 2004, local authorities were recommended to carry out a demand survey and publish it by 31 March 2005 and thereafter to carry out a three yearly review so as to ensure the information on which the policy is based is up to date.

In June 2004 a study of the demand for Hackney Carriages was carried out on behalf of the Authority. At a meeting of the Authority’s Regulation and Review Committee on 5 August 2004 the Committee placed a limit on the number of Hackney Carriage Licences that were to be granted.

A waiting list was also established by the Licensing Section and when licences were returned to the Authority they were issued in accordance with the waiting list.

In 2009 a further demand study was carried out on behalf of the Authority. On 8 October 2009 the Regulation and Review Committee considered the results of the survey and resolved to maintain the limit of 204 Hackney Carriage Proprietors Licences on the grounds that there was no significant unmet demand for the services of Hackney Carriages within the Borough.

A further survey was carried out in 2012 and at a meeting of the Authority’s Regulation and Review Committee on 31<sup>st</sup> October 2012 it was resolved to retain the limit of 204 hackney carriage proprietor licences on the grounds that there was no significant unmet demand for hackney carriage services in the Borough. At that time the waiting list was retained, however, as for the reasons outlined above, following the implementation of the current Hackney Carriage and Private Hire Licensing Policy on 1<sup>st</sup> April 2017, a waiting list is no longer kept.

## 1.2.4 Demand Survey

The Authority’s Technical Services partner Capita carried out the unmet demand survey. In addition to an online residents survey and consultation with a wide variety of service users and the trade, there were also visual checks of the ranks in North Tyneside.

The executive summary within the report sets out the activities and processes undertaken to come to a conclusion.

The survey identified that there was no significant unmet demand for hackney carriages in North Tyneside. A copy of the final report produced by Capita is attached at **Appendix 1** to this report.

### **1.3 Decision Options**

#### **1.3.1 Option 1**

Committee to resolve to maintain the current limit of 204 hackney carriage proprietors licences on the grounds that there is no significant unmet demand for the services of hackney carriages within the Borough;

#### **Option 2**

Remove the numerical limit upon the grant of hackney carriage proprietor's licences; or

#### **Option 3**

Grant an additional number of hackney carriage proprietors licences.

Committee is asked to authorise the Head of Environment, Housing and Leisure to amend the Hackney Carriage and Private Hire Licensing Policy to reflect the decision made regarding the limit upon hackney carriage proprietor's licences.

### **1.4 Appendices:**

#### **1.4.1 Appendix 1 – Taxi Unmet Demand Study - Capita**

### **1.5 Contact Officers:**

- 1.5.1** Colin MacDonald, Senior Manager, Technical & Regulatory Services, Tel: 0191 643 6620  
Joanne Lee, Public Protection Manager, Tel: 0191 643 6901  
Alan Burnett, Principal Trading Standards & Licensing Officer, Tel: 0191 643 6621

### **1.6 Background Information:**

- 1.6.1** The following background papers have been used in the compilation of this report and are available for inspection at the offices of the author of the report.

1. Local Government (Miscellaneous Provisions) Act 1976
2. Town Police Clauses Act 1847
3. North Tyneside Council Hackney Carriage and Private Hire Licensing Policy
4. Minutes of Regulations and Review Committee meeting 5 August 2004, 8 October 2009, 10 July 2011 and 31 October 2012
5. Transport Acts 1980 and 1985
6. Department for Transport - Taxi and Private Hire Vehicle Licensing: Best Practice Guidance (2010)

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and Other Resources:**

There are no financial implications for the Authority arising from this report.



## **2.2 Legal**

### **2.2.1 Legislative Framework**

Local authority hackney carriage and private hire licensing activity is governed by legislation, including the Town Police Clauses Acts of 1847 and 1889, the Local Government (Miscellaneous Provisions) Act of 1976 and the Transport Acts of 1980 and 1985.

In response to this legislation, the Authority has developed a Hackney Carriage & Private Hire Licensing Policy which has supported and informed its licensing function.

Section 16 of the Transport Act 1985 provides that a local authority may refuse to grant a hackney carriage licence for the purpose of limiting the number of hackney carriages only if satisfied that there is no significant unmet demand for the services of hackney carriages in the borough.

### **2.2.2 North Tyneside Council Hackney Carriage and Private Hire Licensing Policy**

Chapter 2, Paragraphs 17 to 26 inclusive of the North Tyneside Council Hackney Carriage and Private Hire Licensing Policy provides for the limitation of numbers of hackney carriage proprietor's licences.

## **2.3 Consultation/Community Engagement:**

The unmet demand survey has been compiled taking into account the views of service users, members of the trade and local residents.

## **2.4 Risk Management:**

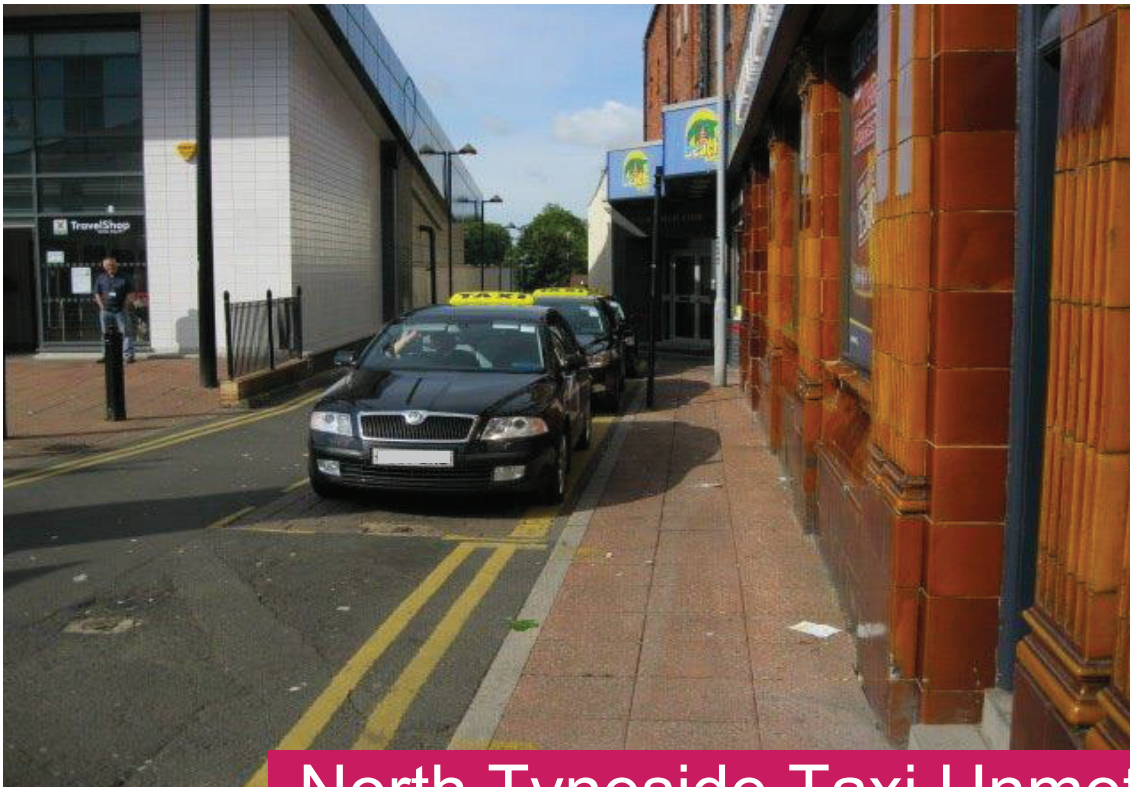
It is not considered that there are any crime and disorder implications arising from this report.

## **2.5 Crime and Disorder:**

There are no direct implications however should insufficient fees and charges be recovered this will result in a reduction in the service provided and that may impact on crime and disorder.

## **2.6 Environment and Sustainability:**

It is not considered that there are any environment and sustainability implications arising directly from this report.



# North Tyneside Taxi Unmet Demand Study 2016

Report of Findings  
December 2016

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## Quality Management

<b>Job No</b>	CS/082254		
<b>Project</b>	North Tyneside, Taxi Unmet Demand Study		
<b>Location</b>	Cobalt Business Park, North Tyneside		
<b>Title</b>	Feasibility Study		
<b>Document Ref</b>	CS/085188	<b>Issue / Revision</b>	Final / 0
<b>File reference</b>	\\CSLNTCMU01\Data\Projects\Transport schemes\NORTH TYNESIDE PARTNERSHIP\Taxi Unmet Demand Study 1516\03 Delivery\TGE TrafficGeneral\04 Reports		
<b>Date</b>	December 2016		
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## Revision Status / History

Rev	Date	Issue / Purpose/ Comment	Prepared	Checked	Authorised
0	03/02/17	Draft Issue	PM	CH	DW
0	24/03/17	Final Issue	PM	CH	DW

## Executive Summary

Hackney Carriages are a form of public transport with up to 8 seats for passengers. They are licensed to 'ply for hire', which means that they may stand at ranks or be hailed in the street by members of the public. North Tyneside Council is responsible for the licensing of Hackney Carriages within the borough. Licences for Hackney Carriages within North Tyneside are limited to 204.

The objective of the review is to assess the level of supply and demand in North Tyneside and to enable the Council to determine if there is any significant unmet demand.

This study obtains data for analysis through CCTV surveys, targeted consultations and public attitude surveys, with key areas of assessment including:

- Length of customer waiting time at ranks
- Frequency of street hailing's
- Frequency of telephone bookings
- Latent demand
- Peak demand
- Supply and demand of mixed fleet (wheelchair and saloon vehicles)

Those contacted as part of the targeted consultations include:

- The general public
- The local disability forum
- The local trade consultation group

The CCTV surveys commissioned assessed 11 official Hackney Carriage ranks and one feeder rank (12 sites in total). The ranks selected were those identified by North Tyneside Council as the most regularly used. The surveys cover a 72-hour period and over both weekday and weekend working during the school term to represent typical levels of supply and demand on weekdays and weekends during a neutral week.

Public attitude surveys using the pro forma shown in Appendix A seek the opinions of local residents and specific targeted stakeholder's groups including:

- The general public
- The local disability forum
- The Police
- User Groups – Including groups representing people with disabilities
- Other Transport Service Providers – Such as Nexus, Go North East, Arriva and Stagecoach
- Schools
- Other key business operators such as hoteliers, pub managers, club managers and managers of tourist attractions

The CCTV survey and the consultations showed that there are peaks and troughs in demand, with an average queueing time of 29 seconds. The evidence suggests that overall there is very little unmet demand.

The representative of the Hackney Carriage Association believed that the Hackney Carriage trade has reduced by 30-40% since 2012 and felt that the drop was so pronounced that it is self-evident that the cap on licenses does not need to increase and that there is no unmet demand.

The responses from the Trade Consultation Questionnaire indicated that supply exceeds demand which is also consistent with the results of the CCTV survey.

There are, however, short periods of excess demand, but there are methods of increasing supply without increasing the maximum number of licenses issued.

The Hackney Carriage Survey identified issues surrounding the use and allocation of Wheelchair Accessible Vehicles. These include refusal to accept fares, a lack of necessary equipment within the vehicles, and the reluctance to use Hackney Carriages or preferences for alternative forms of transport.

### **Recommendations**

The responses from the Hackney Carriage drivers' survey showed that some ranks would benefit from minor, local improvements. This would include installing guard rails at busy ranks to increase safety and reduce queue jumping, and ensure that the 'blue box lights' indicating the location of taxi ranks are present and working.

Both the Hackney driver survey and rank CCTV survey showed that some ranks are infrequently used. Using the results of the CCTV Survey as a basis for further investigation, it is recommended that those ranks identified that are underutilised are further reviewed. Consideration for new ranks in addition to or in place of redundant or under-utilised ranks should be given, particularly nearby to Metro and Rail terminals.

Barriers to wheelchair users using Hackney vehicles have been identified, despite there seemingly being a sufficient number of wheelchair accessible vehicles. It is recommended that this information is relayed to the relevant parties to investigate this issue further by determining whether or not there are any underlying issues.

As no significant unmet demand has been identified and there is evidence of significant time during the week that drivers do not perceive sufficient demand to make it worthwhile working, the current cap on license numbers should be maintained.

# 1. Introduction

## 1.1 Study Background

- 1.1.1 Capita has been commissioned by North Tyneside Council (NTC) to undertake a study that seeks to review the current level of supply and demand for taxi services, which in turn will establish if the current limit imposed on the number of licenses issued is sufficient.
- 1.1.2 Since 2004 the number of Hackney Carriages has been limited to 204 and this figure was reaffirmed by previous studies and surveys undertaken in 2009 and 2012 as well as gaining clarification from the North Tyneside Hackney Carriage Association (NTHCA). Hackney Carriages can ply for hire in the street or at stands and may take bookings over the telephone. The objective of the review is to assess the level of supply and demand in North Tyneside using baseline data below:
- 202,494 - Mid 2015 North Tyneside population
  - 204 - Hackney Carriage licenses available according to (NTHCA)
  - 194 - Hackney Carriage license holders according to (NTHCA)
  - 0 - Number of people on the waiting list for a Hackney Carriage license according to (NTHCA)
  - 1200 - Private Hire Vehicles;
  - 77 - Hackney Carriage Drivers;
  - 1250 - Driver Licensees
  - 24 - Taxi Ranks
  - 5 - Taxi Ranks used Regularly / Daily
- 1.1.3 The purpose of the study is to ascertain the level of Hackney Carriage demand in North Tyneside and to enable the Council to determine if there is any significant unmet demand. If the findings of the study determine any unmet demand is evident then Capita will undertake further investigation to determine the number of licenses required to cover the unmet demand.

## 1.2 Report Structure

- 1.2.1 Following this introduction, this report contains the following chapters:
- **Chapter 2** describes the **Methodology** to be adopted to achieve the key objectives of the study
  - **Chapter 3 Previous Studies** provides an overview of the 2009 and 2012 studies undertaken for the same purpose as the current study.
  - **Chapter 4 2016 CCTV Survey Results** provides a detailed account of the data obtained from the CCTV survey in line with the objectives of the study
  - **Chapter 5 2016 Trade Consultations and questionnaires** summarise meetings and questionnaires sent to both the Hackney Carriage and the Private Hire Association
  - **Chapter 6** includes a review of the **Public Attitude Survey** undertaken as well as **Other Consultations** sent out to affected stakeholders
  - **Chapter 7 Key Findings and Recommendations** summarises the outcomes of the 2016 CCTV and Public Attitude Survey, showing the current state of play for Hackney Carriages and Private Hire Vehicles with a view to establishing realistic and well informed Recommendations



## 1.3 Data Gathering

- 1.3.1 This study will obtain data for analysis through CCTV surveys, targeted consultations and public attitude surveys.
- 1.3.2 A crucial element of the study is to establish an accurate data gathering process. Surveys have been undertaken resulting in reliable evidence that will be used to inform the recommendations of this study.
- 1.3.3 The key areas that the surveys will investigate quantitatively are:
- Length of customer waiting time at ranks
  - Frequency of street hailing's
  - Frequency of telephone bookings
  - Latent demand
  - Peak demand
  - Supply and demand of mixed fleet (wheelchair and saloon vehicles)
- 1.3.4 Those who will be contacted as part of the targeted consultations are:
- The general public
  - The local disability forum
  - The local trade consultation group.

## 1.4 Government Policy Review

- 1.4.1 The Department for Transport (DfT) first issued guidance in 2004 regarding the impacts of the regulatory framework on Hackney Carriage and Private Hire Vehicle (PHV) services in the UK following a report in 2003 by the Office of Fair Trading (OFT). One of the key outcomes of the guidance was the recommendation to deregulate the Hackney sector with the aim of achieving benefits for consumers.
- 1.4.2 The OFT published a report in 2007 looking at the impact of their 2003 report and suggested that it had led to an increase in those authorities that had deregulated. It noted that in these circumstances additional Hackney Carriages normally arose as a result of PHV operators/drivers transferring to Hackney operation (due to the deregulation of the Hackney Sector making it easier / more attractive to get a license), meaning the overall size of the cab fleet often remained the same. It also found that where fare controls are maintained for Hackney Carriages, alongside deregulation, costs to the passenger increased, measured by average cost per unit of distance travelled, due to the increased number of Hackney Carriages, and the associated set fares, which are usually higher than those applied by Private Hire companies.
- 1.4.3 To address this and any excess take-up of licences that results from deregulation, OFT suggested fares should be set as a maximum, rather than a fixed rate and passengers should be encouraged to negotiate.

- 1.4.4 In July 2011 the DfT asked the Law Commission to undertake a reform project on the law for taxis and PHVs. Recommendations and a draft Bill were published in May 2014 based on over 3000 consultation responses. Amongst the proposals was the need to retain the two-tier system distinguishing between Hackney Carriages and PHV's, stating that only Hackney Carriages should be allowed to be hailed or to pick up passengers from ranks. Local Authorities would have the power to set additional standards for taxi services only. They would however, remain responsible for issuing licences and enforcement in relation to both taxis and private hire vehicles. The proposals notably state that licensing authorities should retain the right to limit the number of taxis working in their licensing area. The Government has yet to publish a response to this and indicate whether it intends to implement the wholesale reform proposed by the Commission.
- 1.4.5 The Coalition Government made minor changes to the law in the Deregulation Act 2015.
- 1.4.6 In August 2015, the House of Commons issued the Briefing Paper 'Taxi and Private Hire Vehicle Licensing' defining '*what is a taxi?*', providing an update on licensing law and detailing issues of concern to the taxi industry.
- 1.4.7 This Hackney Carriage Unmet Demand Study will fulfil all requirements to determine the demand under the Section 16 of the 1985 Transport Act. Under Section 16 there is a clause that licenses can be refused if there is no significant demand for the services. Being part of the licensing authority NTC can adjust the fare amount under certain circumstances.

## 1.5 Local Perspective

### 1.5.1 Transport Connections

- 1.5.2 Tyne and Wear is made up of 5 boroughs, North Tyneside, South Tyneside, Gateshead, Newcastle and Sunderland with Nexus overseeing or managing the majority of public transport services.
- 1.5.3 North Tyneside has a population of 202,000. It is a metropolitan borough of Tyne and Wear which is located in the North East of England made up of 82 sq. km. North Tyneside is bounded by Newcastle upon Tyne to its west, the North Sea to its east, the River Tyne to its south and Northumberland to its north. Within this area there are towns including Whitley Bay, Tynemouth, North Shields and Wallsend which form a contiguous part of Newcastle upon Tyne. The population of North Tyneside is increasing with figures set to rise by 9.8% by 2030.
- 1.5.4 North Tyneside has many different connections with local, national and international transport hubs including Newcastle airport, the Metro services, railways and an international ferry port. The road links include A1 (M) and A19 from the south, the A69 to the west and the A1 from the north.

### 1.5.5 Current Taxi Provisions

- 1.5.6 The number of Hackney Carriage licences in North Tyneside has been capped at 204 since 2004, this has since been reaffirmed in the 2009 and 2012 reports. There were 81 people on a waiting list for hackney carriage licenses, at the time of the 2012 Amey North Tyneside Taxi Study. Currently, there is no one on the waiting list and there are 10 licenses available.

1.5.7 Within the boundary of North Tyneside there is a total of 23 official ranks. Some of these ranks also include feeder ranks that allow additional hackney carriages to queue for customers.

#### 1.5.8 **Local Policies**

1.5.9 The 2010 Local Transport Plan 3 (LTP 3) sets out the following vision for transport in the region:

*“Tyne and Wear will have a fully integrated and sustainable transport network, allowing everyone the opportunity to achieve their full potential and have a high quality of life. Our strategic networks will support the efficient movement of people and goods within and beyond Tyne and Wear, and a comprehensive network of pedestrian, cycle and passenger transport links will ensure that everyone has access to employment, training, community services and facilities.”*

1.5.10 To help support the area’s ambitions and growing economic development, all forms of transport networks are to be improved in terms of journey times, journey time reliability and modal choice.

1.5.11 Hackney Carriages are recognised under the umbrella as sustainable modes of transport, for example by enabling people to get to and from public transport hubs.

1.5.12 Addressing hackney carriages directly, NTC aims for:

*“Better management and integration of existing networks”  
(Taxi and private hire vehicles, Policy 30, p. 177, paragraph 14.3.6).*

1.5.13 The policy recognises that Hackney Carriages are a highly flexible form of transport that are available, on demand, 24 hours a day. It identifies their particular role in serving the night-time economy, school and hospital trips and less mobile individuals. In particular, the policy highlights the contribution Hackney Carriages make to mobilising people who may otherwise have few (or no) other independent means of transport.

1.5.14 The key objective identified for the policy is:

*“to ensure that the role of the taxi trade is fully integrated into wider transport strategy, embracing secured service delivery, information, marketing campaigns (such as ‘Smarter choices’) and infrastructure provision, from interchange facilities to priority lane access”.*

1.5.15 Setting the maximum number of Hackney Carriage Licenses is one way in which the Council can influence transport within North Tyneside in line with their policies. Capita’s role in performing this study is to support the Council by assessing the supply and demand for Hackney Carriages. Once the correct conclusions are determined these will help to inform an appropriate maximum number of licenses which will help to achieve safe, coherent and efficient transport links across Tyne and Wear.

## 2. 2016 Methodology

### 2.1 Introduction

2.1.1 Capita will arrange for the undertaking of two external surveys, one being a CCTV survey of the Hackney Carriages and the other being a public attitude survey. A series of targeted consultations will also be undertaken with key stakeholders such as the Disability Forum and local businesses. This chapter describes:

- the assumptions of this study;
- the data that will be collected by this survey;
- how it will be collected;
- how it will be analysed; and
- how conclusions will be reached.

### 2.2 Assumptions / Definitions

2.2.1 It is assumed that the maximum number of licenses set by the Council can be used as a lever to alter the respective levels of supply and demand.

2.2.2 It is assumed that one of the measures of supply and demand will be the makeup of the current fleet of hackney carriage and private hire vehicles – i.e. the number of vehicles that are set up to accommodate individuals with specific mobility difficulties and the number of vehicles falling into various passenger number and luggage capacity ranges.

2.2.3 Wait time – the time between the customer/s arriving at the rank and them getting into the hackney carriage.

2.2.4 Passenger Queue – the number of people at a rank waiting for a taxi

2.2.5 Hackney Queue – the number of hackney carriages at a rank waiting for passengers

### 2.3 CCTV Survey

2.3.1 Capita commissioned Streetwise Services Ltd to survey 11 official Hackney carriage ranks and one feeder rank (12 sites in total). The ranks selected were those identified by North Tyneside Council as the most regularly used by the trade. The surveys were undertaken over a 72-hour period between the 7<sup>th</sup> and 9<sup>th</sup> April 2016. The timing of the survey incorporated both weekday and weekend working during the school term to represent typical levels of supply and demand on weekdays and weekends during a neutral week.

2.3.2 CCTV cameras were chosen and located such that they had:

- sufficient resolution,
- sufficient lighting, and
- sufficient line-of-sight

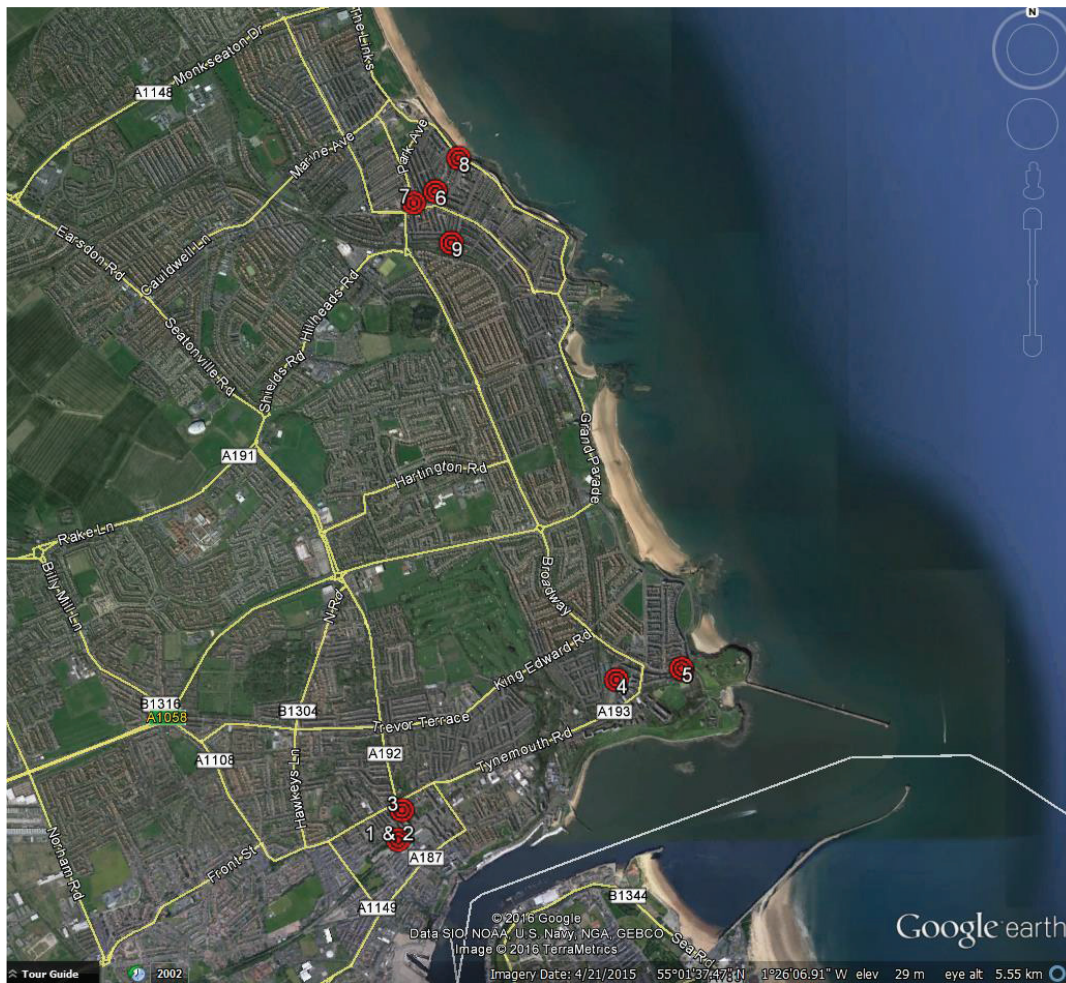
to allow someone viewing the images recorded to reliably identify and count hackney carriages and people.

2.3.3 Streetwise Services Ltd provided their Data Protection Policy as well as proof of registration with the Information Commissioner’s Office as evidence of their compliance when handling of data.

2.3.4 Rank observations were taken at the ranks identified in **Table 1**, with locations shown in **Figure 1**. The data was generated by analysing video footage recorded using video cameras trained on each of the sites for the survey period. Analysis was completed by technical staff and then reviewed to ensure that a true representation of the 12 ranks has been captured. For 8 of the 12 ranks, enhanced data was provided showing the time the pedestrian arrives, the time they enter the Hackney Carriage, the number of pedestrians entering the Hackney Carriage and their wait time.

**Table 1: Hackney Carriages included in this Study**

Rank No:	Rank:	Hours observed	Enhanced Survey Completed?
1	North Shields Metro, Nile Street	72	Yes
2	Nile Street Feeder Rank	72	No
3	Church Way North Shields	72	Yes
4	Tynemouth Metro, Station Terrace	72	Yes
5	Front Street Tynemouth	72	No
6	South Parade, Whitley Bay	72	No
7	Park Avenue, Whitley Bay	72	Yes
8	South Parade, Whitley Bay	72	Yes
9	Station Square, Whitley Bay	72	No
10	Four Lane Ends Interchange	72	Yes
11	A186 Station Road, Wallsend	72	Yes
12	A183 High Street West, Wallsend	72	Yes
Total		<b>864</b>	



**Figure 1: Location of Surveyed Ranks**

2.3.5 There have been some additions and revocations to the ranks since the 2012 survey. Two feeder ranks and one new rank location have been added. These are:

- North Shields Metro Feeder Rank, Front Street, Tynemouth Feeder Rank and High Street West, Wallsend
- Front Street Tynemouth feeder rank has been included after the 2012 report identified this location as one of the busiest sites.
- High Street West Wallsend has also been added to the survey on the basis that it is perceived to be a rank that is used on a regular basis.

### 2.3.6 Data Collection

2.3.7 The CCTV survey collected the following data from all 12 sites:

- The number of Hackneys departing during every 5-minute interval;
- The number of waiting Hackneys queuing at 5 minute intervals;
- The number of prospective customers queuing at 5 minute intervals;

2.3.8 In addition, the CCTV survey collected the following enhanced data from 8 of the sites, as indicated by **Table 1**.

- The time of arrival of each potential customer at each rank;
- The time taken for each customer to get into a hackney carriage; and
- The number of people entering each hackney carriages

### 2.3.9 **Data Analysis**

2.3.10 Capita analysed the data resulting from the CCTV rank surveys primarily by looking for significant relationships between the variables recorded. In addition, Capita calculated key figures, such as the average passenger waiting time across all ranks.

2.3.11 Analysis of the data allowed Capita to extract results in the following categories:

- Average Wait Times and Total Demand
- Queueing Volumes
- The Demand Profile
- The Effective Supply of Vehicles
- Rank Comparison
- The Balance of Supply and Demand
- Utilisation
- Comparison with Previous Studies

### 2.3.12 **Conclusions**

2.3.13 The results of the data analysis will be used to show the current level of supply and demand.

## 2.4 Public Attitude Survey and Targeted Consultations

### 2.4.1 **Method of Data Collection**

2.4.2 Capita produced a pro forma of a questionnaire seeking the opinions of local residents and specific targeted stakeholder's groups including:

- The general public
- The local disability forum
- The Police;
- User Groups – Including groups representing people with disabilities;
- Other Transport Service Providers – Such as Nexus, Go North East, Arriva and Stagecoach
- Schools
- Other key business operators such as hoteliers, pub managers, club managers and managers of tourist attractions.

2.4.3 This questionnaire was made available to be completed and submitted electronically, using North Tyneside Council's website.

2.4.4 The public attitude survey (summary shown in **Appendix A**) requested feedback from customers and potential customers about their most recent taxi journey, and changes to service that may encourage the respondent to increase their use of licensed vehicles.

2.4.5 The targeted consultations were carried out through mixture of questionnaires and direct, face-to-face meetings.

2.4.6 A consultation meeting was organised by NTC which was attended by a representative of the Hackney Carriage Association and a Hackney Carriage driver in North Tyneside. The meeting was held at NTC offices, which covered a range of questions including the changes since the 2012 report. A meeting following a similar format was also held with a representative of the Private Hire Vehicle Trade.

2.4.7 A pro forma of a questionnaire targeted towards Hackney Carriage License Holders was produced and distributed to the Hackney Carriage Association.

#### 2.4.8 **Data to be Recorded**

2.4.9 The public attitude survey questionnaire asked respondents to provide information about their:

- Level of satisfaction with the overall Hackney Carriage experience
- Perception of the current level of supply of Hackney Carriages
- Perception of safety
- Perception of accessibility
- Opinion Changes that could be made to the service that might affect their frequency of use or the overall level of demand

2.4.10 The trade consultation questionnaire asked respondents to provide information about their:

- Perception of the current number of licenses
- Perception of the number and siting of ranks
- Perception of the supply of wheelchair accessible vehicles
- Working days and hours
- Estimate of journeys per week

#### 2.4.11 **Data Analysis**

2.4.12 The responses to the public attitude survey and the trade consultation survey have been collated and analysed. Trends have been identified and compared with the results of the rank CCTV survey. These have been used to form conclusions and recommendations.

2.4.13 The discussion at the meeting between NTC and trade representatives will be summarised and key recommendations and evidence will be tested against the results of the rank CCTV survey and the public and trade consultation questionnaire surveys to help to form conclusions and recommendations.

#### 2.4.14 **Conclusions and Recommendations**

2.4.15 The data obtained from the public attitude survey will:

- Inform NTC about general public perception in relation to taxi provision in North Tyneside;
- Help to determine levels of demand (including any levels of unmet demand, and differences in demand and perception of supply for different demographics);



- Help to determine nuanced information about demand for different vehicle types (such as mobility access, luggage capacity and passenger capacity);
  - Determine if there is any evidence that removal or changes to the limit on hackney carriage licences would result in deterioration in the amount or quality of hackney carriage provision;
  - Determine what benefits or disbenefits are likely to arise and for whom if the limit is retained, removed or changed
- 2.4.16 As with the data conclusions of the CCTV survey, these conclusions will help to inform NTC of the appropriate cap of licenses for Hackney Carriages.
- 2.4.17 It's expected that the public attitude survey will play a greater role in revealing any unmet demand than the CCTV survey, as the CCTV survey will not be able to record instances of individuals not attempting to wait at a rank due to undersupply / extensive queues or any other influences.

## 2.5 Reporting

- 2.5.1 The Key Findings to arise from the study will be clearly stated within this report. There is also the option for the recommendations to be presented at a council meeting to ensure elected members and interested parties are able to voice any comments or queries associated with the study.

## 2.6 Limitations

### 2.6.1 Rank Observation CCTV Study

- 2.6.2 Following the observations, it was noticed at the Front Street Tynemouth site that queues extended beyond the extents of the camera view and therefore the decision was made to take another recording for the affected time periods (Friday 8<sup>th</sup> April 18:00-00:00 and Saturday 9<sup>th</sup> April 00:00 to 00:00) on Friday 22<sup>nd</sup> April and Saturday 23<sup>rd</sup> April.

### 2.6.3 Public Attitude Survey

- 2.6.4 A total of 92 valid responses to the survey were submitted which is significantly lower than those obtained in the previous study.

### 2.6.5 Other

- 2.6.6 The Regional Chair of the Hackney Carriage Association contacted North Tyneside Council on the suspicion that a microphone was erected on a lighting column near to the rank at Front Street Tynemouth, after liaising with the survey company it was confirmed that no microphone apparatus had been used during the survey.

- 2.6.7 Queries were received from some Hackney Carriage drivers on why they were not informed prior to the survey taking place. Capita felt it was in the best interest of the results, and reduced the likelihood of bias, not to disclose beforehand that the survey was taking place.

## 3. Previous Studies (2009 and 2012)

### 3.1 2009 Rank Observation Survey

- 3.1.1 Using similar criteria, Amey and Halcrow were commissioned to undertake taxi supply and demand studies in 2009 and 2012, respectively. These aimed to establish demand for Hackney Carriages as well as a number of other objectives.
- 3.1.2 The 2009 survey considered a total of 10 ranks over a period between September and October 2009. As the location of the ranks vary between surveys undertaken in 2009 and those taken in 2012 and 2016, direct 'rank by rank' comparisons cannot be made in some cases.
- 3.1.3 Halcrow recorded 6,889 passenger departures and 4,376 Hackney Carriage departures.
- 3.1.4 Halcrow's results suggested there was no significant unmet demand amongst core users.
- 3.1.5 **Balance of Supply and Demand**
- 3.1.6 Halcrow concluded that:

*The predominant market state is one of equilibrium. Excess supply (queues of cabs) was experienced during 9% of the hours observed while excess demand (queues of passengers) was experienced in 4% of hours. Conditions are most favourable to customers during the day on Saturday and Sunday. Conditions were least favourable to customers on weekday day periods and weekend nights.*

*[...]*

*There is a peak demand during the week between the hours of 1000 and 1200, 2300 and 0100. The peak demand at the weekend is concentrated between 2300 and 0300.*

- 3.1.7 **Average Delays and Total Demand**
- 3.1.8 Halcrow used questionnaires to survey passengers at the 10 main ranks in North Tyneside. The processed data recorded is included in Table 2 below

**Table 2: Total Demand and Average Delays in minutes**

Rank	Passenger Departures	Cab Departures	Average Passenger Delay in minutes	Average Cab Delay in minutes
<b>Bedford Street, North Shields</b>	655	630	1.08	<b>9.23</b>
<b>Metro Station, North Shields</b>	2,075	1,505	0.31	<b>6.89</b>
<b>Church Way, North Shields</b>	140	58	0.00	<b>4.38</b>
<b>Metro Station, Percy Main</b>	2	2	0.00	<b>0.00</b>
<b>New Quay, North Shields</b>	64	30	0.35	<b>0.00</b>
<b>Front Street, Tynemouth</b>	417	215	0.13	<b>54.19</b>
<b>South Parade, Whitley Bay</b>	2,991	1,493	0.30	<b>12.41</b>
<b>Park View Shopping Centre</b>	310	256	0.78	<b>0.80</b>
<b>High Street West, Wallsend</b>	48	42	0.94	<b>2.14</b>
<b>Station Road, Wallsend</b>	187	145	0.27	<b>1.20</b>
Overall Total in 2009:	6,889	4376	0.38	10.72

*\*Source 2009 Halcrow Report*

3.1.9 Halcrow concluded that:

*The hackney carriage trade is somewhat concentrated at South Parade in Whitley Bay, and North Shields Metro Station accounting for 43% and 30% of the total. On average, passengers wait 0.39 minutes for a cab. Passengers experience the greatest delay at the Bedford Street rank in North Shields, where an average delay of 1.08 minutes is experienced.*

3.1.10 The results showed that almost 16% of passengers observed during the survey hours travelled at a time where some delay occurred at the rank.

### 3.1.11 Passenger Departures and Hackney Departures

3.1.12 The results showed;

- South Parade, Whitley Bay was the busiest rank with a total of 2,991 passenger departures (nearly half of those recorded) and 1,493 Hackney departures (just over a third of those

recorded) recorded which consisted of observations taken in the period of Monday to Saturday 09:00 and 03:00, covering a total of 185 hours.

- Metro Station, North Shields and Bedford Street, North Shields were the second and third busiest ranks for both passenger and Hackney departures.
- Metro Station, Percy Main; High Street West, Wallsend and New Quay, North Shields were used infrequently and showed the least passenger and Hackney departures over the recorded hours.

## 3.2 2012 Rank Observation Survey

3.2.1 The 2012 survey considered a total of 11 ranks over a period between May and July 2012. As the location of the ranks vary between surveys undertaken in 2016, 2012 and 2009, direct 'rank by rank' comparisons cannot be made in some cases.

3.2.2 Amey observed a total of 4758 passenger departures and 3421 hackney carriage departures.

### 3.2.3 **Balance of Supply and Demand**

3.2.4 The review concluded that there is no significant unmet demand within the total surveyed Hackney carriage ranks.

3.2.5 If the minimum Hackney Carriage queue occurring during one hour is greater than two vehicles the market is considered to be in excess demand within that hour. This criterion was not fulfilled during the study period.

3.2.6 During the recorded hours, there were occasions where passenger delay was occurring, meaning there was one or more passenger waiting to get into a taxi.

3.2.7 it was concluded that there was sufficient supply to meet the observed level of demand.

### 3.2.8 **Method**

3.2.9 Amey's method of rank observation involved a programme of sampling over a specified time period, rather than observing each rank concurrently over a single continuous period – this method was chosen to reduce costs. The results are shown in **Table 3**.

### 3.2.10 Average Delays and Total Demand

Table 3: Total Demand and Average Delays in minutes

Rank	Passenger Departures	Hackney Departures	Average Passenger Delay (Mins)	Average Hackney Delay (Mins)
<b>Metro, North Shields</b>	<b>762</b>	<b>857</b>	<b>0.68</b>	18.47
<b>Bedford, Street North Shields</b>	<b>286</b>	<b>391</b>	<b>0.13</b>	8.87
<b>Church Way, North Shields</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	0.00
<b>Metro, Tynemouth</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	0.00
<b>Front Street, Tynemouth</b>	<b>2836</b>	<b>1558</b>	<b>0.05</b>	10.48
<b>Woolworths, Whitley Bay</b>	<b>349</b>	<b>271</b>	<b>0.29</b>	7.71
<b>Oxford St, Whitley Bay</b>	<b>0</b>	<b>2</b>	<b>0.00</b>	15.00
<b>South Parade, Whitley Bay</b>	<b>518</b>	<b>312</b>	<b>0.00</b>	25.74
<b>Metro, Whitley Bay</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	0.00
<b>Metro, Four Lane Ends</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	0.00
<b>Station Rd, Wallsend</b>	<b>8</b>	<b>30</b>	<b>0.00</b>	3.75
Overall Total in 2012:	4758	3421	0.17	13.41

*\*Source: Taken from 2012 Survey Amey North Tyneside 2012 Report*

### 3.2.11 The results showed;

- Front Street, Tynemouth was the busiest rank with the greatest number of passenger and Hackney departures recorded within the 22 hours observed.
- Metro North Shields and South Parade, Whitley Bay were the second and third busiest ranks, respectively, for passenger and Hackney departures.
- The ranks at Church Way, Metro Tynemouth, Metro Whitley Bay and Metro Four Lane Ends were not used at all during the survey period.
- In addition, Oxford Street, Whitley Bay had only 2 Hackney departures.
- Average Passenger Delay across all the ranks in 2012 was 0.17 minutes (calculated using the sum of total passenger delays divided by the total weekly passengers at all ranks).
- The overall Hackney delay in 2012 works out at 13.41 minutes (calculated using the same method).
- The taxi delay at South Parade Whitley Bay is greater than for any other rank, experiencing nearly 26 minutes of delay on average.
- The Hackneys at Metro North Shields experience on average 23 minute's delay before picking up a passenger.
- The observations suggest that in total there were approximately 4758 passenger departures and 3421 Hackney departures per week from all the ranks in North Tyneside taken from the Amey 2012 Taxi Demand Study.

### 3.2.12 Delay/Demand Profile

3.2.13 To address the nature of passenger delay at ranks further, variations in service performance at different times of day and of the week were investigated. The results showed;

- The average passenger demand across all ranks is peaked across the day but with greater demand late at night
- Demand is low and constant throughout the daytime on a weekend. Demand then rises sharply after 20.00 and peaks between midnight and 01.00
- During the weekday period minimal passenger delay occurs
- During the weekend period only one peak of passenger delay occurred at midnight of 21 seconds

## 3.3 2009 Public Attitude Survey

3.3.1 An on-street public interview surveyed the results of 549 people in November 2008 which ascertained the views of both Hackney Carriages and Private Hire Vehicles. A quota was followed so that the survey was answered from a wide range of age, gender and characteristics who had experienced using a taxi within the last 3 months.

3.3.2 The characteristics of the most recent trips are as shown:

- 56% of the public had used a Hackney Carriage/Private Hire Vehicle within the last 3 months, compared to 44% who had not;
- 72% would contact their Hackney Carriage/Private Hire Vehicle by telephone, compared to 24% of the public waiting at ranks or 4% of the public flagging down;
- Overall 58% of the public had made comment on giving up waiting for a Hackney Carriage/Private Hire Vehicle
- 66% said that taxi services could be improved whereas 34% were satisfied.

3.3.3 The overall results showed high levels of satisfaction with delay on the last trip taken by the respondent.

3.3.4 33.7% of respondents said that taxi services across North Tyneside could be improved.

## 3.4 2012 Public Attitude Survey

3.4.1 A public attitude survey was posted on North Tyneside Council's website which assessed the levels of satisfaction, vehicles' general appearance and some additional relevant questions that would assist the study. The public attitude survey included both Hackney Carriage Vehicles and Private Hire Vehicles and identified characteristics in a person's recent Hackney Carriage/Private Hire Vehicle experience within the last 3 months.

### 3.4.2 Recent Trip Characteristics

3.4.3 The results are as follows:

- 86% of the public had used a Hackney Carriage/Private Hire Vehicle within the last 3 months
- 94% of the public had used a Private Hire Vehicle

- Combining Hackney Carriages and PHVs, a high proportion of the public had a journey in the morning. However, for Hackney Carriages only, the highest proportion of trips were made during the evening and at night
- Respondents were generally satisfied with current supply afforded
- PHVs received a higher response rating than Hackney Carriages for leisure purposes
- Hackney Carriages received a higher response rating than PHVs for work/shopping.

#### 3.4.4 The Hackney Carriage Provision

3.4.5 The results are as follows:

- 49% of the public stated that there are too many Hackney Carriages in North Tyneside, 8% of the public stated there were too little, 7% stated the level of provision was sufficient and 37% of the public expressed no opinion;
- 74% of the public would like to see an improvement in Hackney Carriage fares;
- 17 people suggested they would like to see a new rank in Tynemouth;
- 49% of the public stated the Hackney Carriage service was average, 39% of the public stated that the service was good, 6% stated the service was very good and 5% stated the service was poor or very poor;
- 41% of Hackney Carriage users would like to see shelter provision, 30% would like to see more signage and 16% of Hackney Carriage users would like to see improvements to the lighting.

## 3.5 2012 Consultation with Hackney Carriage Association

3.5.1 Results from the previous 2012 survey showed;

- Demand for Hackneys had reduced by 30-40% since 2009 study due to recession
- Turnover has therefore reduced and hours of working have increased from 45 hrs to 60hrs per week
- Hackneys can sit at a rank all day and not get a job, or perhaps one job an hour
- Busiest time between 22.00 – 02.00 Thursday through to Sunday morning
- No longer peaks in demand due to lack of happy hours
- Rarely a queue at any rank
- Increased franchising at key sites such as hospitals, ferry and metro stations
- Increased numbers of PHV's taking trade away from Hackneys
- Hackneys would like to work with NTC and other transport operators to replace dormant ranks for other ranks at more suitable locations like metro and rail terminals
- Hackneys would like to see greater enforcement efforts by NTC to reduce illegal hire of PHV's. Enforcement is currently undertaken at wrong times.

## 3.6 2012 Consultation with PHV Association

3.6.1 Results from the previous 2012 survey showed;

- The frustration at the process of determining whether to continue a policy limitation or not
- The need to ensure NTC took account of Section 47 of the guidance to licensing officers issued by the DfT highlighting the need to focus on the interests of the consumer
- That they did not expect the study to identify any unmet demand existed in North Tyneside

- That retaining a limit on licenses gives those in the hackney trade a monopoly position
- That as a result of their lower fares and greater use of technology there are increased opportunities for PHV operators at times of economic downturn
- That any influx of out of area hackneys to North Tyneside is best managed by market forces
- That the bulk of the demand for cabs in the region is in Newcastle
- That any requirement for marshals to be provided at ranks is a police issue and shouldn't be funded through cab license fees
- That Tynemouth is now the destination of choice for young people rather than Whitley Bay
- That in the course of undertaking the previous study the consultant attempted to hail a hackney in the street but found it impossible to do so
- The contribution PHV's make to the transport provision in the region amounting to 82 million trips per annum (according to a recent JMP Study).



## 4. Rank Observations

### 4.1.1 Introduction

4.1.2 This section collates and explains all of the results of the data analysis CCTV survey exercise undertaken on 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> April 2016. A summary of the results is given, before going into more detail about each of the results of the data analysis.

### 4.1.3 Summary

4.1.4 Average wait times and total demand.

- The average wait time for passengers for the duration of the study was 29 seconds – giving a crude indication that supply is sufficient for the level of demand.
- The rank with the most departures was site 5 – Front Street Tynemouth

4.1.5 Queueing Volumes.

- The length of average hackney carriage queues was greater than the length of passenger queues for 71 of the 72 hours of the study.

4.1.6 The demand profile.

- Visual analysis of a graph of various measures which can be used as a proxy for demand shows there are 2 peaks in demand per day – a steady peak between 8 am and 6 pm and a stronger peak between 8 pm and 3 am.

4.1.7 The effective supply of vehicles.

- The average ratio of hackney queue length to passenger queue length is over 19. Though it is acknowledged that potential passengers may decide not to wait at a rank if there is no hackney at the rank, and that this may affect this ratio, it seems unlikely that this effect would be sufficient to tip the balance of this ratio, and that, therefore, the supply of vehicles is more than sufficient.

4.1.8 Rank comparison.

- A graph shows that departures per hour varied significantly rank to rank. Individual ranks shared different proportions of day time and night time passengers. Rank 5 – Front Street, Tynemouth had by far the biggest peak in passenger numbers on the Saturday Night / Sunday Morning. Various ranks shared the day time peaks.

4.1.9 The balance of supply and demand.

- As the average hourly length of passenger queues was so much shorter than those of hackneys for so much of the study time, this appears to indicate that the balance is tipped greatly towards supply (i.e. there is oversupply of hackneys for the majority of the time).

4.1.10 Utilisation and Earning

- Using various assumptions, which it could be argued are generous in terms of being more likely to increase the estimates, utilisation and earnings were estimated. As a result – it's estimated that if 66% of hackney license holders took passengers 4 miles for each departure, they would have earned an average of £56 per day during the period and been occupied for 30% of an 8-hour working day with passengers from ranks. This does not account for the effect of telephone bookings.

#### 4.1.11 **Average Wait Times and Total Demand**

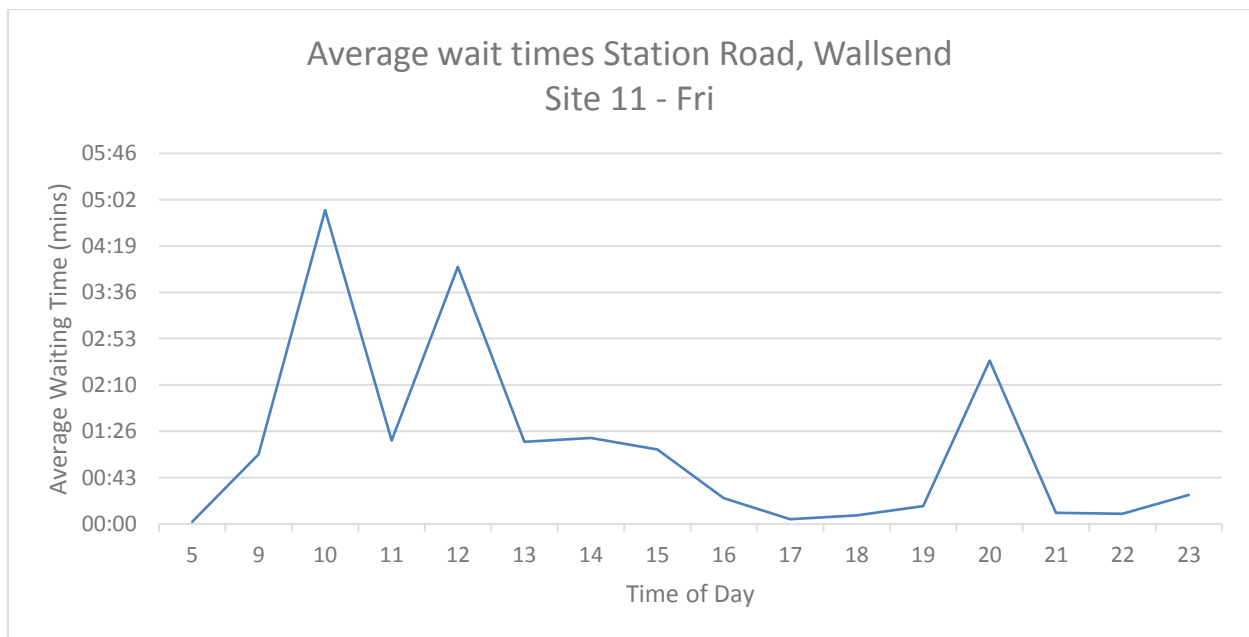
- 4.1.12 **Table 4** shows numbers of hackney departures from ranks, numbers of passengers entering hackneys at ranks and average waiting times, divided into days and ranks.
- 4.1.13 The data obtained can be used to make crude judgements about supply and demand using total passenger numbers (to indicate demand) and wait times (to indicate whether the supply meets the demand).
- 4.1.14 NB – as the number the number of departures, the number of passengers and average wait times are likely to be factors of one another only crude judgements can be made about this basic data.

**Table 4: Summary of Hackney Departures, Passengers and Wait Times**

Rank No:	Rank:	Hackney Departures					Passengers					Average Passenger Wait times							
		Thu	Fri	Sat	Total	Thu	Fri	Sat	Total	Thu	Fri	Sat	Total	Thu	Fri	Sat	Average		
1	North Shields Metro, Nile Street	109	128	84	321	112	162	117	391	00:18	00:18	00:17	00:18	00:18	00:18	00:17	00:18	00:18	
2	North Shields Metro Feeder Rank	0	94	80	174	0	0	0	0	0	0	0	0	0	0	0	0	0	
3	Church Way North Shields	1	11	3	15	1	5	3	9	00:08	00:09	00:08	00:09	00:08	00:08	00:08	00:09	00:09	
4	Tynemouth Metro, Station Terrace	0	2	10	12	0	0	4	4	0	0	0	0	0	0	0	0	00:29	
5	Front Street Tynemouth & feeder rank	117	285	553	955	*	523	1233	1756	*	00:07	00:14	00:12	00:12	00:14	00:14	00:12	00:12	
6	North Parade, Whitley Bay	5	1	5	11	0	0	0	0	0	0	0	0	0	0	0	0	0	0
7	Park Avenue, Whitley Bay	38	141	149	328	21	136	174	331	00:35	00:29	00:23	00:27	00:27	00:29	00:23	00:27	00:27	00:27
8	South Parade, Whitley Bay	13	53	107	173	11	90	166	267	02:56	01:07	01:23	01:21	01:21	01:07	01:23	01:21	01:21	01:21
9	Station Square	3	6	6	15	2	1	0	3	00:10	00:06	00:06	00:08	00:08	00:06	00:06	00:08	00:08	00:08
10	4 Lane Ends Interchange	7	15	9	31	3	17	9	29	00:05	01:22	00:15	00:49	00:49	01:22	00:15	00:49	00:49	00:49
11	A186 Station Road, Wallsend	106	137	102	345	90	104	75	269	01:19	01:24	01:06	01:17	01:17	01:24	01:06	01:17	01:17	01:17
12	A183 High Street West, Wallsend	4	29	33	66	1	12	16	29	00:05	00:53	01:47	01:20	01:20	00:53	01:47	01:20	01:20	01:20
<b>Total</b>		<b>403</b>	<b>902</b>	<b>1141</b>	<b>2446</b>	<b>241</b>	<b>1050</b>	<b>1797</b>	<b>3088</b>	<b>00:45</b>	<b>00:29</b>	<b>00:26</b>	<b>00:29</b>	<b>00:29</b>	<b>00:45</b>	<b>00:26</b>	<b>00:29</b>	<b>00:29</b>	<b>00:29</b>

\*Rank 5 Queuing passenger data for Thursday not taken

- 4.1.15 The average wait time for the entire study was 29 seconds. This would indicate that generally North Tyneside has sufficient supply of Hackney Carriages to meet demand.
- 4.1.16 The day and rank with the highest average wait time was rank 12 – Wallsend High Street – on the Saturday – 1m:47secs. NB – this average is made up of 16 passengers and hence is subject to being skewed by outliers. In this case an instance of a wait time of 15m:21secs has inflated the average substantially. Recalculating the average without this figure reduces the average wait time to 33 seconds. Though this is still above the overall average for the study, it appears that this variation is insignificant. It is possible that this high wait time occurred as drivers would not normally aim for this station to pick up a fare, due to low level of demand.
- 4.1.17 The next highest average for a rank and day was 1m:24secs at site 11 on the Friday – A186 Station Road, Wallsend. This figure is made up by 74 data points, so is less subject to being skewed by outliers. There were several instances of wait times over 5 minutes. This may indicate that this rank is slightly under supplied by hackney carriages. **Figure 2** shows long average wait times between 9am and midday and between 7pm and 8pm. This indicates that at these times and at this rank, there was a mismatch between supply and demand, with the demand not being met.

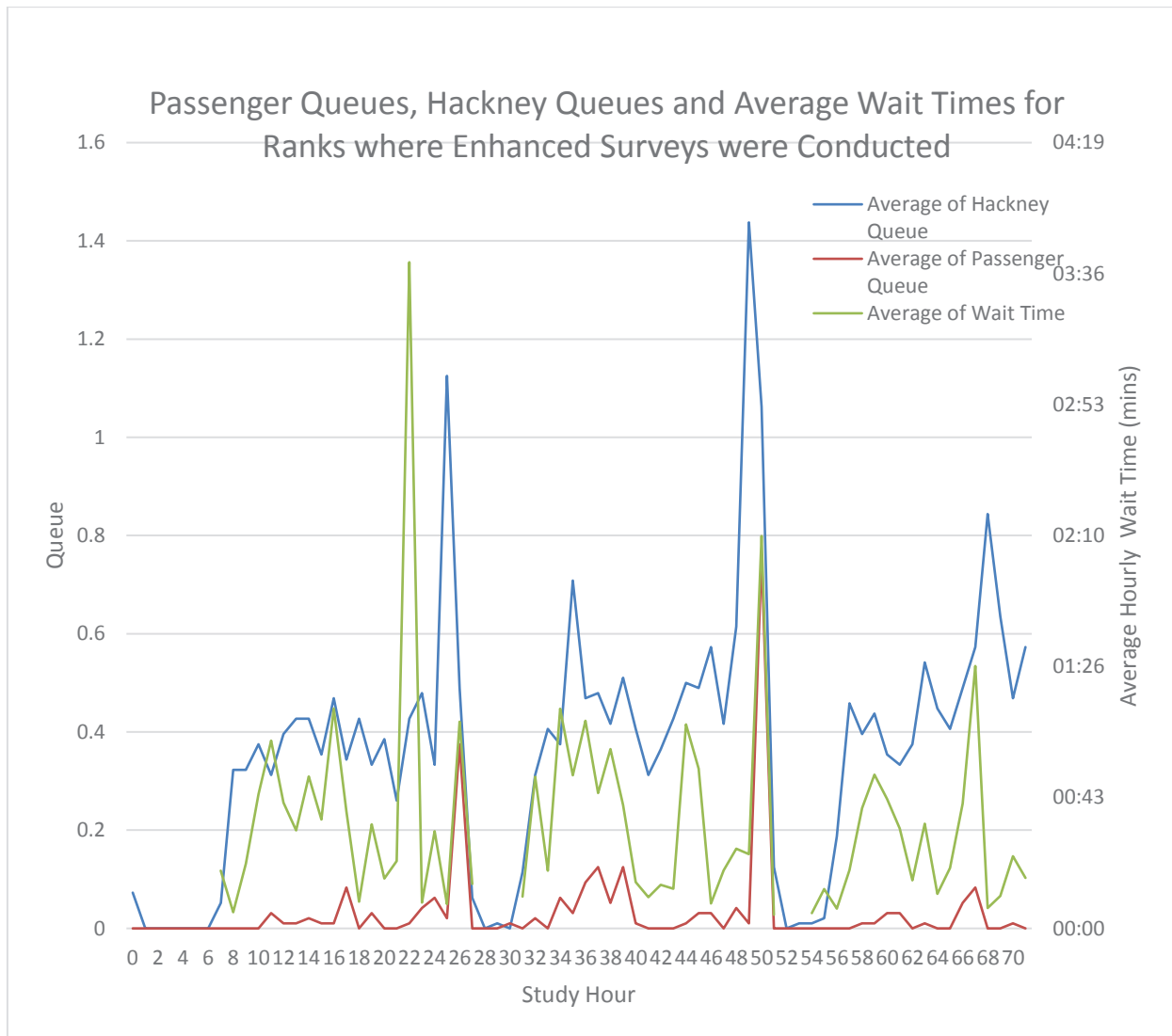


**Figure 2: Average Wait Times at Site 11 on Friday**

- 4.1.18 During the study period, **Table 3** shows that Front Street, Tynemouth was the rank with the highest demand with a total of 995 Hackney Carriage departures over the 72 hours and 760 of the passengers experienced queues. The rank had sufficient supply – the average waiting time for a Hackney Carriage was 11 seconds which was in the lower quartile of the ranks.
- 4.1.19 North Shields Metro, Oxford Street and Station Road, Wallsend also had a relatively high amount of Hackney Carriage departures.

#### 4.1.20 Queueing Volumes

- 4.1.21 It seems reasonable to assume that queue lengths at ranks may give a good indication of the ratio of supply and demand. Where passenger queue lengths at ranks frequently outstrip the number of hackney carriages available at the rank, this would indicate that demand outstrips supply. This would be associated with an increase in waiting times. Where hackney queue lengths frequently exceed passenger queue lengths, this would indicate that supply outstrips supply.
- 4.1.22 Comparing average queue lengths for passengers and hackney carriages graphically reveals that, for the majority of time (71 out of 72 hours) the average hackney queues were longer than average passenger queues. This means that, on average, there was more supply than demand at ranks for the majority of the study period. This is shown in **Figure 3** for all ranks where enhanced data was collected.
- 4.1.23 **Figure 3** also shows average wait times (selecting only those sites where enhanced data was collected enables like-for-like comparison). As shown, the longest average wait time across all enhanced sites was between 9pm and 10pm on the Thursday night – at 3 minutes and 40 seconds, compared with an average of 44 seconds for all sites that underwent an enhanced survey for the entire survey period.



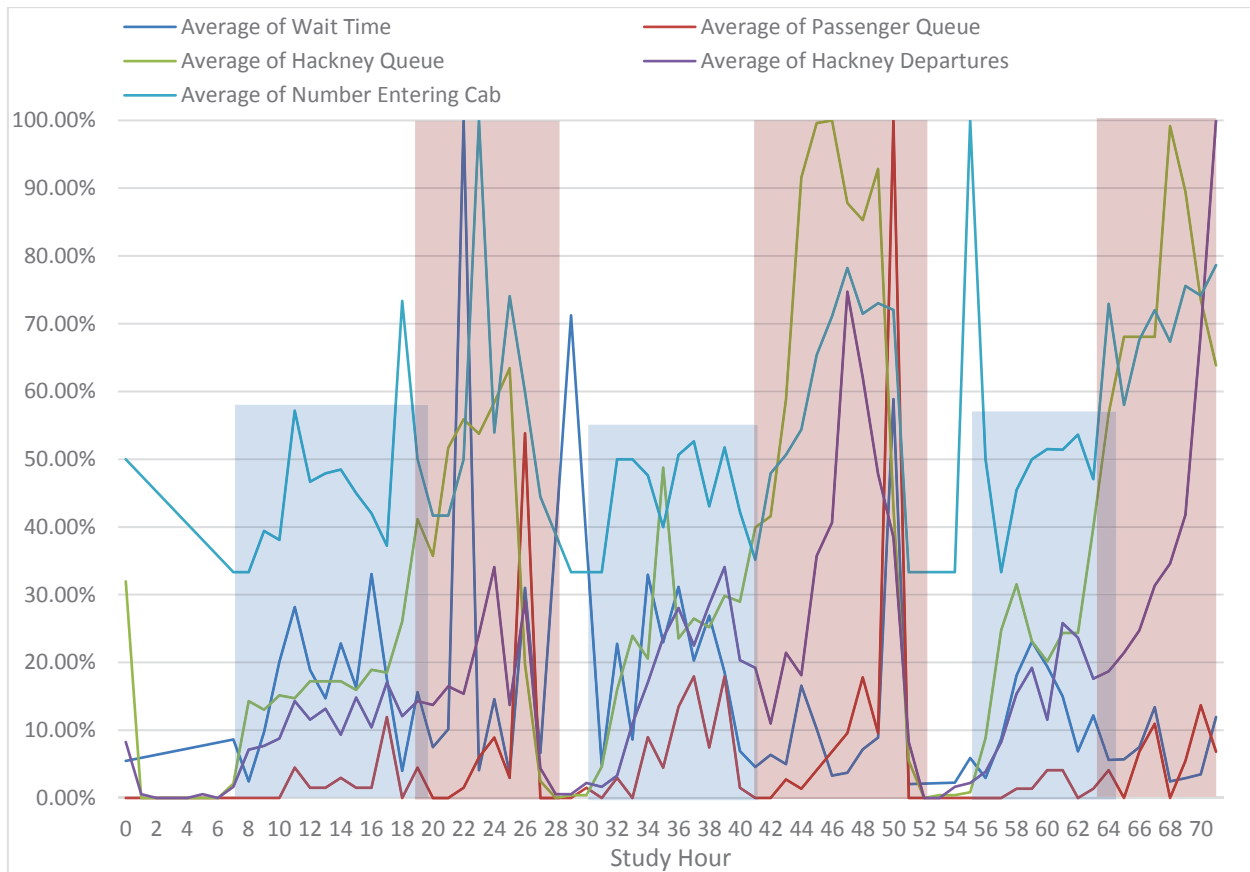
**Figure 3: Passenger Queues, Hackney Queues and Average Wait Times**

**4.1.24 The Demand Profile**

4.1.25 The timing of peaks and troughs in demand are represented by the peaks and troughs of various measures recorded during the study period:

- average hourly passenger queue length,
- average hourly wait times,
- average hourly numbers of departures,
- average hourly passenger numbers, and
- average hourly passengers entering hackney carriage.

4.1.26 These are shown in **Figure 4**, below, as percentage of their respective maxima to enable them to be displayed on the same scale.



**Figure 4: Various Average Hourly Measures**

4.1.27 Analysing this graph visually, it is possible to estimate where peaks between the measures correspond, these are shown by transparent blue rectangles for the lower daytime peaks and transparent red rectangles for the higher night time peaks.

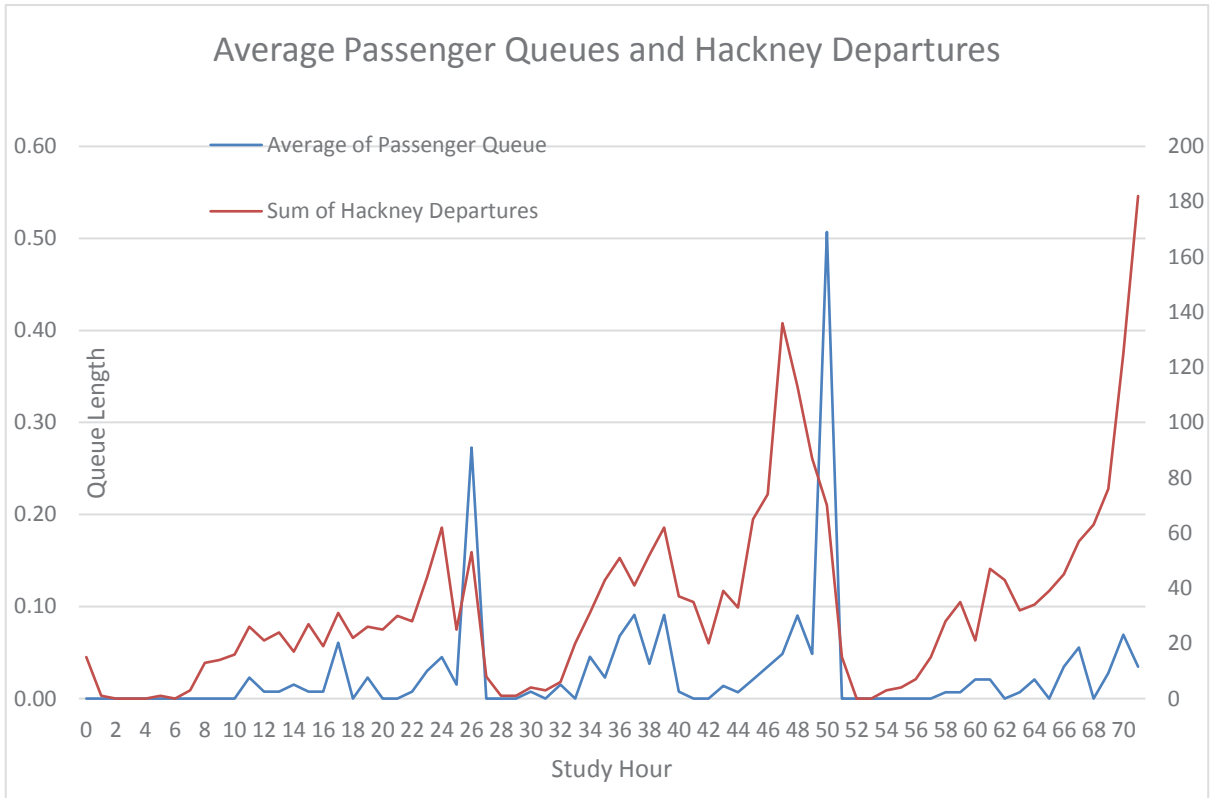
4.1.28 It appears that, over the course of the study period, demand went through cycles of steady demand between 8 am and 6 pm with a greater level of demand between 8 pm and 3 am

4.1.29 The day-time demand during Saturday appears to be lower judging by most of the measures, than on the Thursday and Friday, however the number entering hackneys is roughly similar to the previous days, perhaps indicating that about the same number of people used hackneys on the Saturday, but they travelled in larger groups. The final Saturday Peak appears to be partial, as the survey ended at midnight.

**4.1.30 The Effective Supply of Vehicles**

4.1.31 shows a link between hackney departures and passenger queues. The fact that peaks in departures match or precede peaks in passenger queues indicates that drivers are aware of when to expect peaks in demand and collectively supply sufficient vehicles despite passenger and hackney queue lengths closely matching at most ranks, departures peak significantly at certain times of day. Otherwise, queues of passengers would build up before peaks in departures.

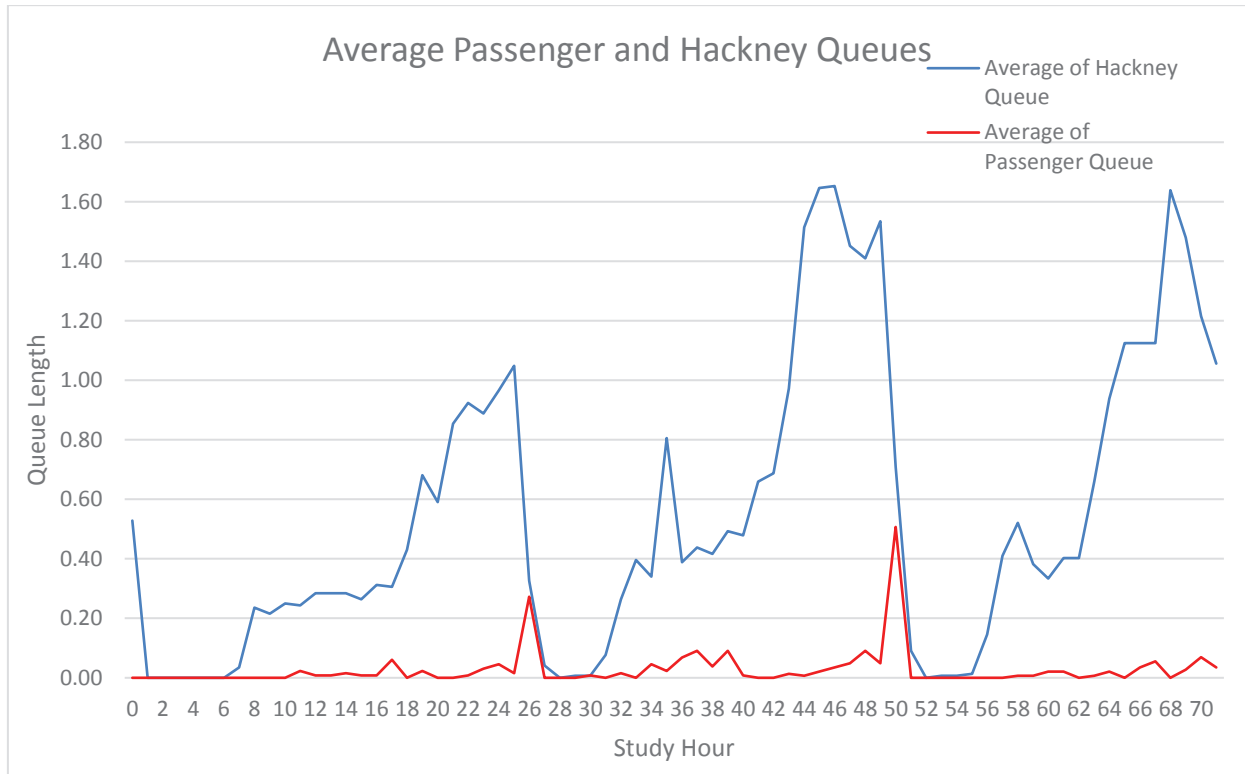
4.1.32 Over the entire 72-hour study period there is only one occasion where a peak in queue length does not occur at the same time as a peak in departures (between study hour 49 and 50 (1am and 2am on the Saturday morning)). This drops off rapidly, further indicating that supply closely matches demand, and that drivers are aware of when peaks in demand occur. Otherwise, the queue length would be sustained for longer.



**Figure 5: Average Passenger Queues and Hackney Departures**

4.1.33 **Figure 6** below, shows average passenger and hackney queue lengths for all ranks. For the duration of the study, there is no hour where the average hackney queue is exceeded by the average passenger queue. As there is more likely to be a waiting taxi than a waiting passenger, this indicates that supply is greater than demand – the average queue length of passengers for the study period was 0.03, whereas the average passenger queue length was 0.55 – a factor of 19.6 greater. Even acknowledging that the passenger queue length may be suppressed by potential passengers choosing not to queue at an empty rank, it seems unlikely that this would account for such a large difference.





**Figure 6: Passenger and Hackney Queue Lengths**

**4.1.34 Rank Comparison**

4.1.35 The data recorded for the CCTV survey shows clear differences in demand between all ranks, both in volume and in the timing of peak demand. For example, assuming that the majority of hackney departures from ranks correspond with a paying fare, and that this is one representation of demand. This is shown in **Figure 6** which is a graph of the average number of departures per 5 minutes at every site (apart from site 2, which is a feeder rank).

4.1.36 Site 5 (Front Street, Tynemouth) stands out as having the biggest peak in departures per hour, with a peak of 150 between 11pm and midnight on the Saturday night. However, this rank has comparatively low departures between 8 am and 6 pm, when some other ranks experience comparatively higher departures (ranks 1 (North Shields Metro) and rank 11 (A186 Station Road, Wallsend)).

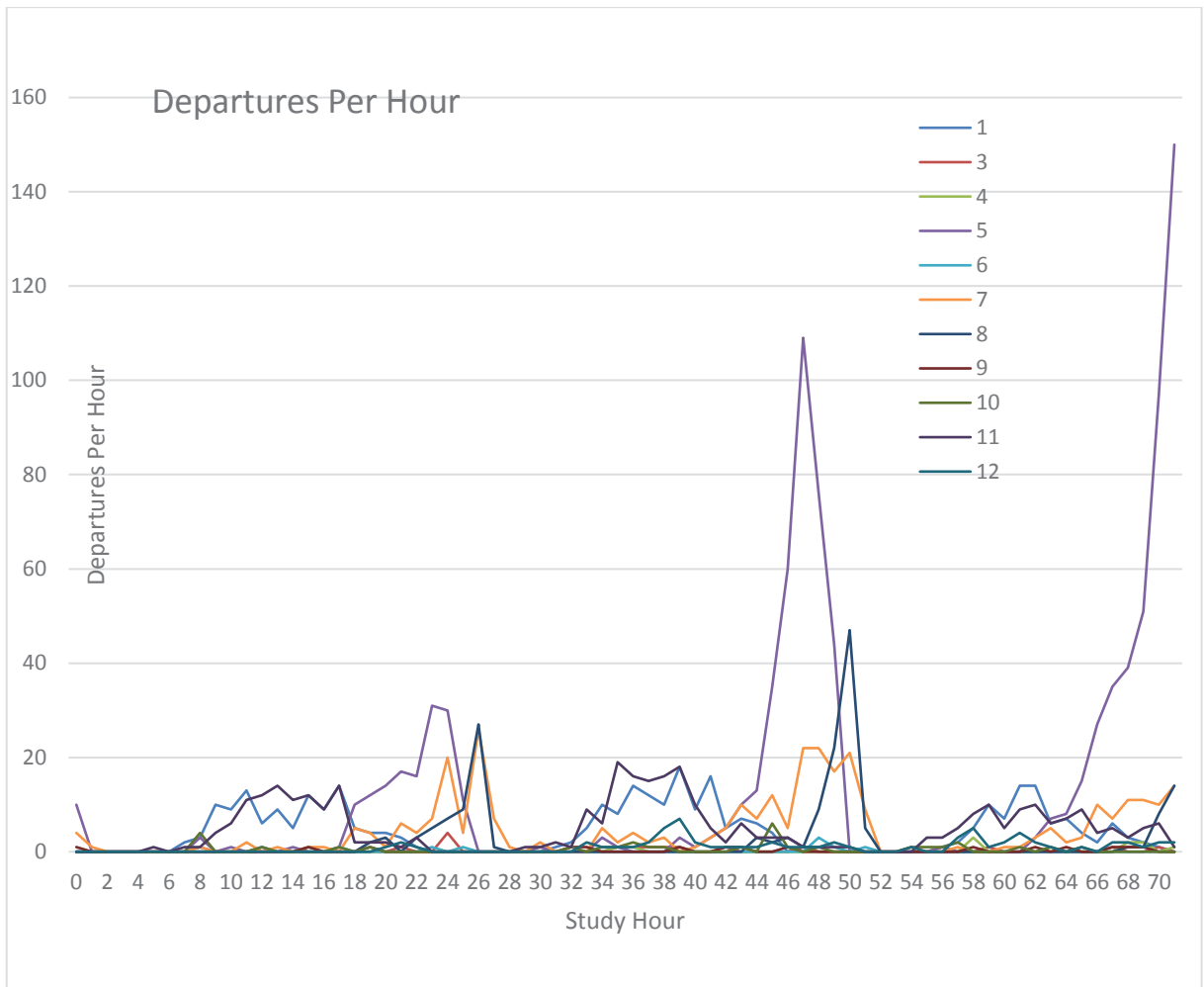
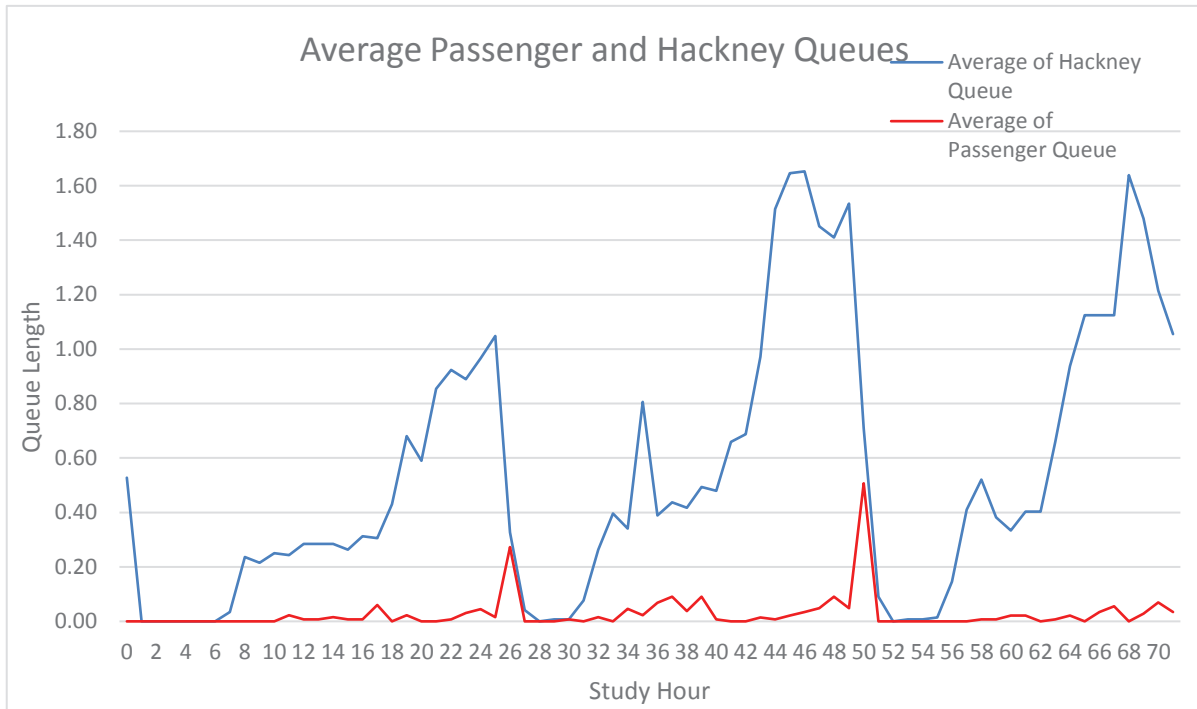


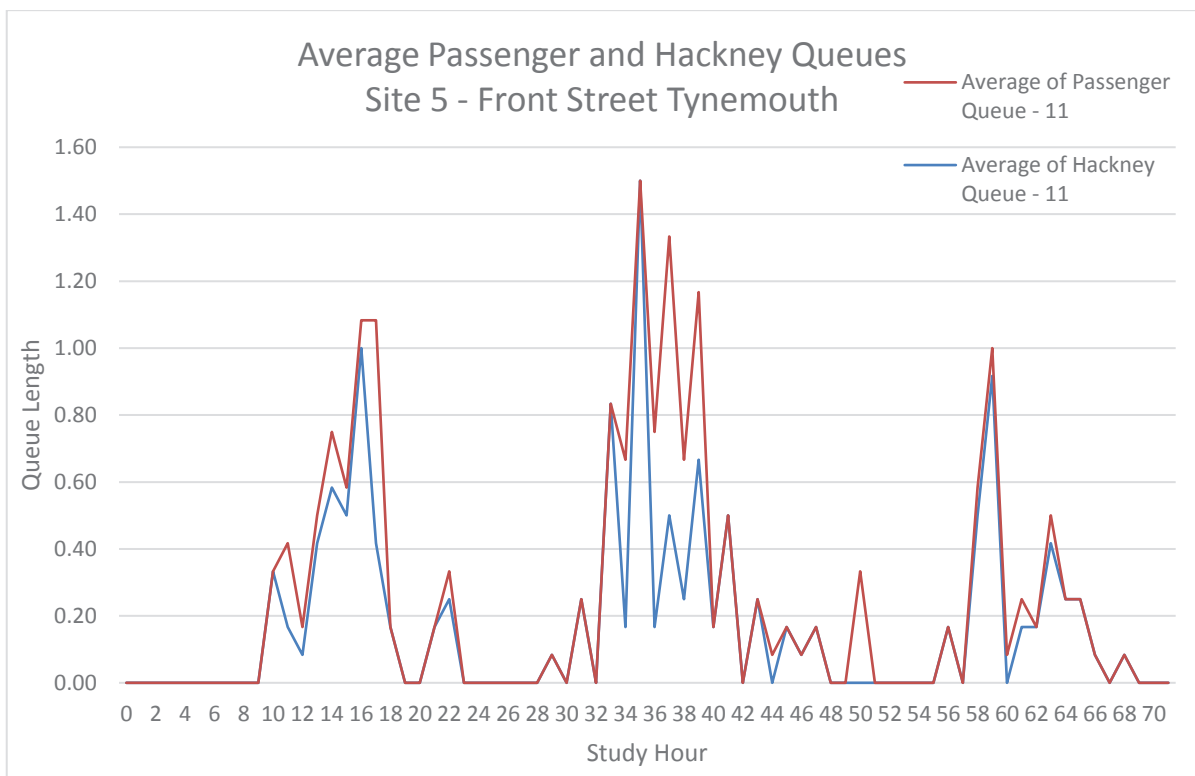
Figure 7: Total Departures for each Hour of the Study

#### 4.1.37 The Balance of Supply and Demand



**Figure 8: Average Passenger and Hackney Queues at Site 5**

- 4.1.38 The only rank where the queue of passengers frequently exceeded the queue of Hackneys was site 5 Front Street Tynemouth as shown in **Figure 9**. It seems reasonable to conclude that this indicates that here, supply does not meet demand, explaining why this has the 2<sup>nd</sup> highest wait time (after adjusting site 12's average for an outlier).
- 4.1.39 Similarly, site 8 South Parade, Whitley Bay, which has the highest overall average wait time, has a period where the passenger queue significantly outstrips supply.



**Figure 9: Average Passenger and Hackney Queues at Site 5**

4.1.40 The data analysis described in this chapter suggests that within North Tyneside, on the whole, the supply and demand are well matched. There are too few periods (only late Friday and Saturday Nights) when waiting times are high enough to warrant issuing additional Hackney Carriage Licenses. The fact that Hackney Carriages are well equipped to respond to these peaks in demand suggests that for the rest of the week, supply outstrips demand. This hypothesis will be explored further when investigating the results the public attitude surveys and targeted consultations.

#### 4.1.41 Utilisation and Earning

4.1.42 Assuming that;

- the majority of Hackney passenger trips within North Tyneside are an average of 4 miles in length (approximately half the distance to Newcastle city centre), and
- all Hackney Carriages return to their original pickup point after dropping off their passenger, without a fare – and therefore doubling the average passenger trip distance to reach an assumed distance travelled of 8 miles per passenger,
- the average speed is 15mph (due to the urban nature of the area),
- the number of street hailing's is negligible, and
- all license holders were working during the study period.

4.1.43 Knowing that;

- the number of departures from ranks within the study period was 2446 according to the Rank Observation Survey Results;
- the number of active licences is 194 according to the NTHCA.

4.1.44 The total time that hackneys were utilised (i.e. contained a passenger or returning from dropping off a fare) during the study period was

$$\text{time per departures} = \frac{\text{distance}}{\text{speed}} = \frac{8 \text{ miles}}{15 \text{ miles per hour}} = \mathbf{0.53 \text{ hours per departure (32 minutes)}}$$

$$\begin{aligned} \text{utilised time} &= \text{time per departure} \times \text{number of departures} \\ &= 0.53 \text{ hours per departure} \times 2446 \text{ departures} = \mathbf{1296 \text{ hours}} \end{aligned}$$

$$\begin{aligned} \text{number of utilised hours per active hackney carriage license during the study period} \\ &= \frac{\text{utilised time}}{\text{number of active licenses}} = \frac{1296}{194} = \mathbf{6.68 \text{ utilised hours per license}} \end{aligned}$$

4.1.45 Further assuming that hackney carriages would aspire to work 8 hours per day;  
*aspirational working hours during study period* = 8 hours per day x 3 days = 24 hours

$$\begin{aligned} \text{utilisation} &= \frac{\text{utilised hours per license}}{\text{aspirational working hours during study period}} = \frac{6.68}{24} \\ &= \mathbf{28\% \text{ per license during the study period}} \end{aligned}$$

4.1.46 Applying an assumption that license holders would aspire to have 6 weeks of time off per year, and to work 7 days per week:

$$\text{utilisation with time off} = \frac{\text{utilisation}}{\text{aspirational proportion of days spent working}}$$

$$\begin{aligned} \text{aspirational proportion of days spent working} \\ &= \frac{\text{aspirational working days per week}}{\text{days per week}} \times \frac{\text{aspirational working weeks per year}}{\text{weeks per year}} \end{aligned}$$

$$\text{aspirational proportion of days spent working} = \frac{7}{7} \times \frac{46}{52}$$

$$\text{aspirational proportion of days spent working} = 0.88$$

$$\text{utilisation with time off} = 28\% \text{ per license} / 0.88 = \mathbf{32\% \text{ per license}}$$

4.1.47 It is likely that the assumptions made are generous (i.e. they result in overestimating earnings / utilisation) given that;

- the assumed average distance per departure is likely to be shorter than 8 miles, with many passengers being more local (especially those using taxis to link a public transport journey (e.g. metro) to their home – presumably they would go to the nearest station / stop to their home, which seems unlikely to be over 4 miles away in most cases); for night time travellers on weekends, it seems sensible to presume that people living closer to Newcastle than North Tyneside would choose to visit Newcastle (hence half the distance to Newcastle was chosen);
- the assumed average speed (15 mph) accounts for the time taken to make the transaction with the customer and the majority of trips would be in an urban environment;
- street hailing's are likely to be negligible – based on the previous study which indicated that street hailing's account for a very small proportion of hackney trade;

- though it is extremely unlikely that all license holders were working during the study period, the utilisation is explicitly the average *per hackney license* and this figure could not be calculated without this assumption;
- the average number of departures per day during the study period is likely to be greater than the overall average because 2 of the 3 days covered included 2 of the busiest days per week (assuming the study period was representative of a normal Thursday, Friday and Saturday, and Monday to Wednesdays have departure numbers similar or lower than the Thursday due to a lower evening peak).

## 5. Trade Consultation

### 5.1 Hackney Carriage Consultation

#### 5.1.1 Introduction

5.1.2 This section summarises the discussion held at the trade consultation meeting, broken into sections relating to the topic of discussion.

#### 5.1.3 Fall in Supply

5.1.4 The representative of the Hackney Carriage Association believed that the Hackney Carriage trade has reduced by 30-40% since the 2012 report and felt that the drop was so pronounced that it is self-evident that the cap on licenses does not need to increase and that there is no unmet demand.

5.1.5 The main reason for this reduction was thought to have been the closures of social venues such as pubs and bars during the recession, specifically mentioning areas such as South Parade and Tynemouth.

#### 5.1.6 Utilisation and Earnings

5.1.7 Waiting time at ranks has increased. In order for drivers to achieve acceptable earnings, they have had to increase the number of hours they work.

5.1.8 Another concern from the Hackney Carriage Association was the congestion and road works across North Tyneside; they believed that this caused longer passenger delays and also increased passenger fares. Suggestions were made that permanent Traffic Regulation Orders (TRO's) could be brought in for taxi drivers to use bus lanes across North Tyneside. The Association believe this would increase efficiency and reduce the taxi fares for passengers.

5.1.9 To supplement wages, drivers operate both Hackney Carriages and Private Hire Vehicles even though the initial start-up costs and weekly rental can be expensive at around £100 per week for Private Hire Vehicles

5.1.10 In addition, Hackney Carriages and Private Hire Vehicles have been waiting in areas such as Newcastle city centre, Durham and Berwick to gain more custom.

#### 5.1.11 The Demand Profile

5.1.12 The busiest times were said to have been from 11:00-02:00, which reflects the survey results.

#### 5.1.13 Ranks

5.1.14 The Hackney Carriage Association would like to see an increase in ranks across North Tyneside in specific areas such as Cobalt Business Park, Spanish City - the Play House Development, North Shields Fish Quay and Cullercoats. It is assumed that adding ranks in these areas would increase the potential trade.

#### 5.1.15 **Wheelchair Accessible Vehicles**

5.1.16 The Hackney Carriage Association believe that there are sufficient numbers of Wheelchair Accessible Vehicles with 103 saloon cars and 101 wheelchair accessible vehicles, although Private Hire Vehicles are usually the main form of transport for wheelchair users. The Hackney Carriage Association made comments on further clearance space for wheelchair accessible vehicles for safety purposes. Drivers can find it difficult to help the passenger gain access to and disembark from the vehicle safely due to oncoming traffic and small rank spaces.

#### 5.1.17 **Enforcement**

5.1.18 Private Hire Vehicles have recently been seen parking in loading bays outside busy areas which is deemed frustrating for Hackney Carriages.

## 5.2 Trade Consultation Questionnaire Data Analysis

### 5.2.1 **Introduction**

5.2.2 This section details the analysis completed using the data from the responses to the Hackney Carriage driver questionnaire.

5.2.3 The Hackney Carriage questionnaire was completed and returned by 43 licensees. As there are 77 drivers, this represents a good response rate of 56%

### 5.2.4 **Summary**

5.2.5 The following is summary of the detailed analysis discussed in the remainder of this chapter:

- The balance of supply and demand – the responses indicated that supply exceeds demand, this is consistent with the results of the CCTV survey.
- Wheelchair Access Vehicles – the respondents suggested that more could be done to increase the availability of Wheelchair Access Vehicles, even though the number of vehicles is sufficient.
- Utilisation and earnings – respondents work over 5 days per week..
- The Supply Profile – there is a gentle peak in Hackney supply on Thursday, Friday and Saturday and late at night. These times are consistent with the rank CCTV survey, however the days cannot be compared because the CCTV survey did not cover a whole week.
- The Demand Profile – drivers said they are busiest on Friday and Saturday and least busy on Monday. This cannot be compared with the CCTV survey as the survey did not cover a whole week.
- Ranks – drivers made several suggestions for the locations of ranks for NTC's consideration.

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

5.2.7 In relation to the balance of supply and demand – the survey included the following questions:

1. Is the number of Hackney Carriage vehicles sufficient for the present demand in North Tyneside?



2. Are more Hackney Carriage vehicles needed to cover the level of demand in North Tyneside?
3. What would be the effect of increasing the number of Hackney Carriage licenses?

5.2.8 To all 3 questions, respondents indicated that the supply matched or exceeded demand:

1. 42/43 (98%) respondents answered 'Yes' to this question. Though additional comments were not requested, one driver stated 'too many' and another stated 'my opinion is there is far too many hackneys and private hire vehicles in North Tyneside'.
2. 36/43 (84%) respondents answered 'Yes' to this question, suggesting some respondents felt that there are sufficient vehicles and that more vehicles are required. The reason behind this is unclear.
3. 42/43 (98%) respondents anticipated less work for drivers if more licenses were introduced and 36/43 (84%) expected less revenue. None expected increased revenue or a rise in standards.

### 5.2.9 Wheelchair Access Vehicles

5.2.10 The survey included the following question on wheelchair access vehicles:

1. Is the number of wheelchair access vehicles sufficient?

38/43 respondents answered 'yes' to this question. Indicating that drivers think there are sufficient wheelchair access vehicles.

5.2.11 Although comments weren't prompted, one respondent stated:

*"not enough that pick disabled up, more interested in having movable seats".*

Similarly, another respondent stated:

*"only if drivers make themselves available and carry correct equipment e.g. ramps and clamps"*

5.2.12 These comments reveal that though the number of wheelchair accessible vehicles may be sufficient, the number of drivers willing and equipped to accept a fare from a wheelchair user could be significantly lower. Another stated:

*"the majority of wheelchair vehicles refuse or drive past wheelchair customers"*

5.2.13 Therefore, though there are, in the opinion of the respondents, sufficient wheelchair accessible vehicles, there may still be a problem that needs to be addressed regarding the availability of Hackney Carriages for disabled passengers.

5.2.14 Contrary to this, another respondent stated that there is an over-supply of wheelchair accessible vehicles suggesting:

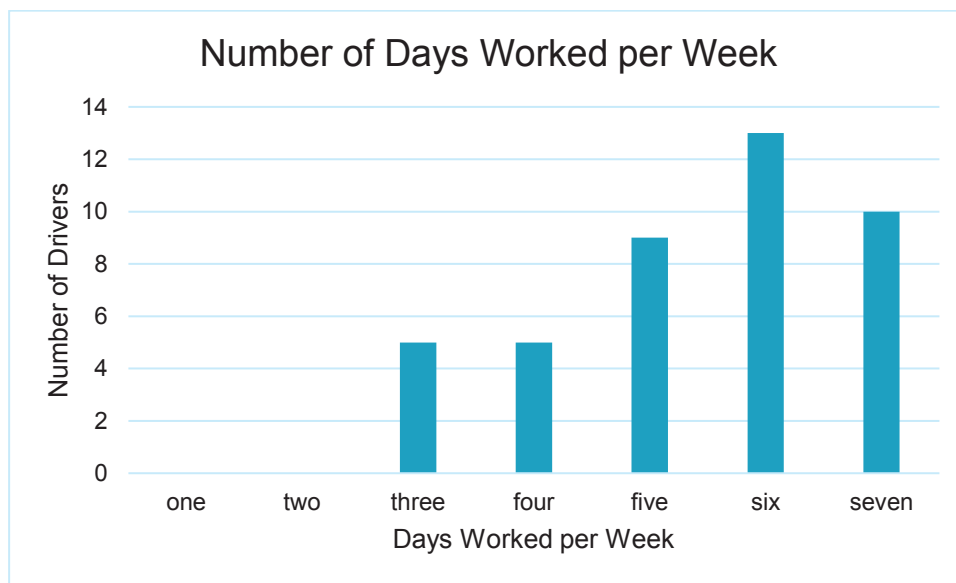
*'In 28 years have seen 4 wheelchair jobs from ranks'*

- 5.2.15 This indicates that there may be very low demand for wheelchair accessible vehicles. However, it's likely that some wheelchair users think that some drivers may be reluctant to accept fares from wheelchair users, and elect to travel by other means or to avoid the journey altogether.
- 5.2.16 Finally, one driver indicated that there are significant cost barriers to running a Wheelchair Accessible Vehicle, estimating that similar wheelchair and non-wheelchair accessible vehicles cost £26,000 and £8,000 respectively, along with increased licensing fees. The driver concluded:

*“North Tyneside Council lead the way and help to encourage more good quality Wheelchair Accessible Vehicles...”*

5.2.17 **Utilisation and Earnings**

- 5.2.18 Drivers were asked the number of days per week that they normally work. 42 out of 43 respondents answered this question and the results are shown in **Figure 10**.



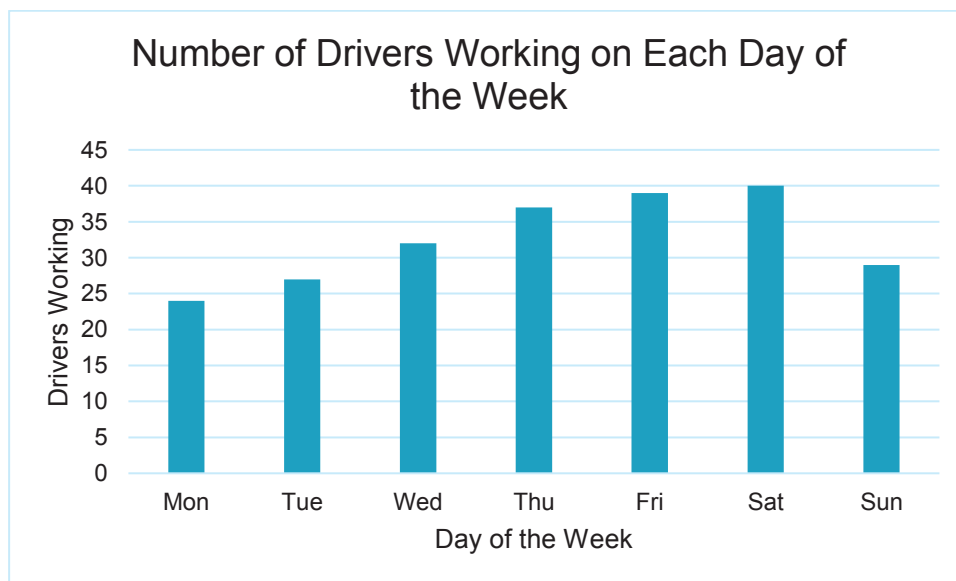
**Figure 10: Number of Days Worked per Week**

- 5.2.19 On average, the number of days worked by each driver is 5.43. Over half of drivers work 6 or 7 days per week and there were no drivers working fewer than 3 days per week.

5.2.20 Drivers were also asked to estimate the number of fares that they take each week. 28 drivers gave responses to this question. The average number estimated was 65 although one driver estimated 350 fares. This number has been discounted to give a more accurate average of 53.64 fares per week. The question does not specifically ask drivers to estimate only the number of journeys in their capacity as Hackney Carriages (i.e. from ranks or on-street hailing's), so it is not known whether these estimates include bookings where drivers also hold private hire licenses. In addition, some drivers mentioned that they go to neighbouring council areas (e.g. Newcastle City Centre) for business, so it's not known whether drivers' estimates include fares from Hackney Carriages outside the North Tyneside area. Therefore, it is difficult to justify using this number to form any conclusion or recommendation.

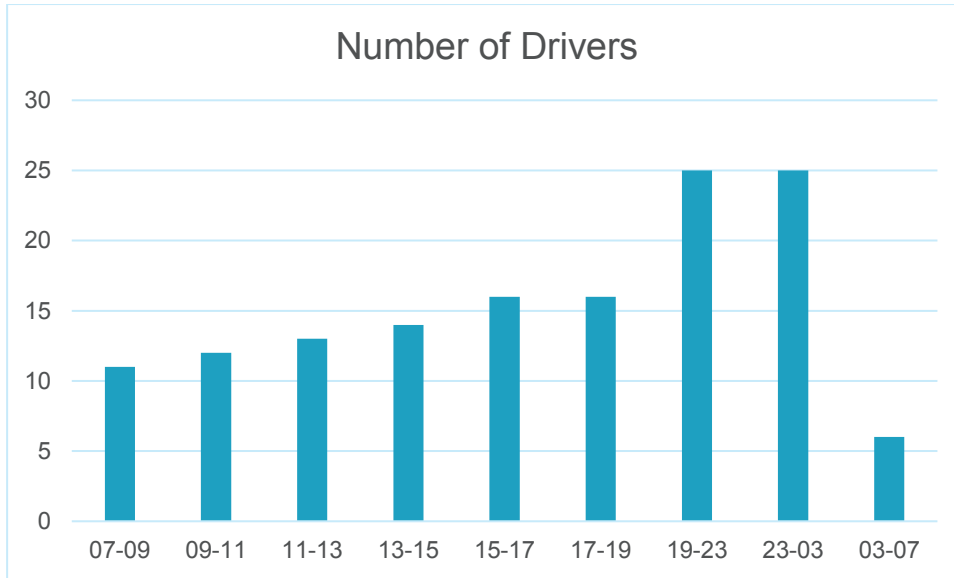
5.2.21 **The Supply Profile**

5.2.22 **Figure 11** shows the number of drivers working on each day of the week. Monday is the least popular day of the week to work and the number steadily increases as the week progresses toward Saturday where it reaches its peak, showing a marked drop on Sunday.



**Figure 11: Number of Drivers Working Each Day of the Week**

5.2.23 Drivers also stated whether or not they normally work during specified blocks of time. As shown by **Figure 12** there is a peak number of drivers in operation between 19:00 and 03:00. This peak in supply corresponds with the peak working hours and demand identified by the CCTV rank survey.

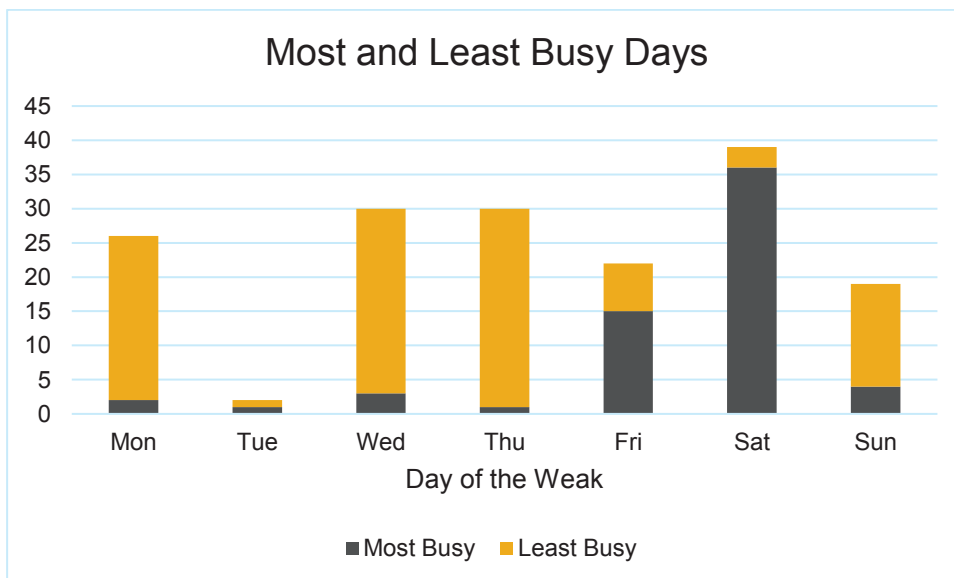


**Figure 12: Respondents working during Specified Hours**

**5.2.24 The Demand Profile**

5.2.25 **Figure 13** shows the days of the week that drivers said they are most and least busy. There is a very strong peak in those saying that they are busiest on Friday and Saturday (15 and 36 respectively), which corresponds with very few respondents stating they are least busy on those days (7 and 3 respectively).

5.2.26 2 respondents provided inaccurate readings stating the same days that they were busiest and least busy, therefore those results have been discounted. As a result, it appears that only one respondent intentionally singled out Saturday as their least busy day.



**Figure 13: Busiest Working Days for Drivers**

### 5.2.27 Ranks

- 5.2.28 Drivers were asked to give their views regarding the adequacy of ranks in North Tyneside and their locations. Overall, drivers indicated that the number of ranks is sufficient but that some ranks are unnecessary and some locations could be relocated.
- 5.2.29 Although 50% of drivers stated that there are adequate ranks in North Tyneside, the question itself is considered ambiguous in nature as it could be interpreted in different ways. For example:
- Is there at least one rank in North Tyneside that is in the correct location?
  - Are most ranks in North Tyneside in the correct location?
  - Are all ranks in North Tyneside in the correct Location?
  - Is there no location in North Tyneside that does not have an adequate rank?
  - Is the specification of each rank correct?
- 5.2.30 The suggestion that 50% of drivers are satisfied with the ranks in their entirety should be treated with caution, and therefore the results are simply alluded to rather than being used to form any firm conclusions.
- 5.2.31 The questionnaire also included a question asking for suggestions about rank locations. A summary of the responses is included in **Table 5**. Justifications are provided when the respondent has provided additional information. In general, drivers' responses suggest that they would benefit from adding ranks to several key locations.

**Table 5: Suggested Rank Locations**

Location	Times Suggested	Justification
Fire station Whitley Bay – 24 hours	3	This existing rank should be made a 24-hour rank and extended due to popularity.
Nile Street (former location of temporary rank)	2	In the temporary location there were more customers
Fish Quay, North Shields	2	Presence of pubs and restaurants
DFDS Seaways	2	
Cullercoats Sea Front	1	
Whitley Bay Caravan park	1	
Cobalt Business Park - Village Hotel	2	
Cobalt Business Park – Tesco	1	
Silverlink Retail Park (North)	1	
Silverlink Retail Park (South)	1	
Rake Lane Hospital	2	
Cramlington Hospital	1	
Increase Visibility of Tynemouth	1	
Ferry Terminal	3	
Tyne Commission Quay	1	
Albion Road, North Shields	1	
West Percy Street (Pizza Corner)	1	

Better Lighting	1	
Whitley Road 24hr	1	Currently shared with a bus stop – amend to 24 hr as the bus is not popular
Tynemouth Front Street - install railing and blue cube	1	The Front St rank is inadequately signed. Railings would prevent queue-jumping.
Tynemouth Front Street - extend	1	Queues go further than Percy Garden
Prominent locations at shopping centres, hotels, stations, business parks	2	These are high demand locations and would increase trade
Wallsend High Street Additional	1	The existing rank is insufficient
The Victoria, Whitley Rd	1	Hackneys currently have to mount the kerb to queue
Metros	1	
Hospitals	4	
South Parade, Whitley Bay	1	

5.2.32 The rank CCTV survey identified some ranks that are infrequently used, offering the possibility of relocating ranks to areas that have been recently redeveloped or areas where drivers suggest there is a demand. Ranks with low departure numbers over the study period are highlighted in **Table 6**.

**Table 6: Ranks with Low Departures during CCTV Survey**

Rank No:	Rank:	Hackney Departures
1	North Shields Metro, Nile Street	321
2	North Shields Metro Feeder Rank	174
<b>3</b>	<b>Church Way North Shields</b>	<b>15</b>
<b>4</b>	<b>Tynemouth Metro, Station Terrace</b>	<b>12</b>
5	Front Street Tynemouth & feeder rank	955
<b>6</b>	<b>North Parade, Whitley Bay</b>	<b>11</b>
7	Park Avenue, Whitley Bay	328
8	South Parade, Whitley Bay	173
<b>9</b>	<b>Station Square</b>	<b>15</b>
<b>10</b>	<b>Four Lane Ends Interchange</b>	<b>31</b>
11	A186 Station Road, Wallsend	345
12	A183 High Street West, Wallsend	66
<b>Total</b>		<b>2446</b>

## 5.3 Trade Consultation Meeting - PHV Trade Representative

- 5.3.1 A consultation meeting was arranged with the chair of the Licensed Private Hire Vehicle Association which represents the interests of Private Hire Vehicle drivers. The aim of the meeting was to review the previous 2012 survey results and to give a general update on the reporting process.
- 5.3.2 Concerns were expressed querying the need and the very purpose of continuing a study on the policy limit to Hackney Carriage licences. The representative was reminded that the study needs to fulfil all requirements to determine the demand under the Section 16 of the 1985 Transport Act.
- 5.3.3 Confirmation was given that Private Hire Vehicles are booked via an operator and cannot be hailed on the street or from a rank. In addition, there is no zoning in place meaning drivers can accept bookings from outside the area. Telephone bookings account for 93% of overall trade.
- 5.3.4 922 Private Hire Vehicles are currently licensed with a total of 1250 driver licensees in operation.
- 5.3.5 30-40 of the licenses operate wheelchair accessible vehicles, although there is a lack of incentive to operate wheelchair accessible vehicles due to the demand, running costs and time associated with the loading and unloading of wheelchairs.
- 5.3.6 It is the opinion of the representative that the greatest level of demand for Private Hire Vehicles is experienced during the morning and midday period.

## 6. Stakeholder Consultation

### 6.1 Public Attitude Survey

6.1.1 A Public Attitude Survey was undertaken running for two weeks between 17<sup>th</sup> November 2016 and 11<sup>th</sup> December 2016. The survey was posted online via the council's website with a total of 92 respondents. 27 questions were posed ranging from queries concerning general comfort using Hackney Carriages to specific targeted information about the current balance of supply and demand. The responses have been tabulated to establish any commonalities or trends and the results can be found in **Appendix A**. The response rate was sufficient to make realistic conclusions from the results and the key factors to arise are detailed below.

#### 6.1.2 *Supply Vs Demand*

6.1.3 65% of respondents felt that the limit of 204 licenses is sufficient, 22% felt that the limit is too high and 12% felt that the limit was too few.

#### 6.1.4 *Satisfaction*

6.1.5 60% of customers said that they were either very satisfied or satisfied with the customer service afforded from the Hackney Carriage service. 3% stated they were very dissatisfied.

6.1.6 51% of customers said that they were satisfied with the overall cleanliness of the Hackney Carriage with only 1% saying they were dissatisfied.

6.1.7 40% of customers said that they were satisfied with the level of safety from the Hackney Carriages and 37% stated they were neither satisfied nor dissatisfied.

6.1.8 9% of customers felt that they were very satisfied with the overall cost of a Hackney Carriage and 10% felt they were very dissatisfied.

6.1.9 37% of customers felt that they were neither satisfied nor dissatisfied with the availability of Hackney Carriages however 35% felt that they were satisfied with the availability.

6.1.10 41% of customers felt that they were satisfied with the level of access to a Hackney Carriage and 41% felt that they were neither satisfied nor dissatisfied.

#### 6.1.11 *Common Themes*

6.1.12 From the results of the survey 65% of respondents used a Hackney Carriage at night time, (deemed 8pm-6am) and 80% also stated the main reason they choose to travel by Hackney Carriage is on a night time for leisure purposes.



- 6.1.13 Respondents were asked to comment on locations they would like to see additional taxi ranks and the following ranks were suggested: DFDS Ferry Terminal; B&M Bargain's at Whitley Bay; Northumberland Park; Cullercoats; Silverlink Shopping Centre; Four Lane Ends Interchange; All Metro Stations; Monkseaton; Shiremoor; Cobalt Business Park and Port of the Tyne. The suggestions differ between the respondents of the survey and the Hackney Carriage Association. Cullercoats and Cobalt Business Park were the only suggestions made from both parties.
- 6.1.14 Respondents commented on the overall expense of a Hackney Carriage and cited this factor as the reason why they have used an alternative form of transport.
- 6.1.15 **Table 7** shows the frequency of Hackney Carriage usage in North Tyneside.

**Table 7: Frequency of Hackney Carriage Usage in North Tyneside**

Frequency	% of people	Assumed trips	Total
<b>At least once a week</b>	7%	6	42
<b>At least once a month</b>	9%	8	72
<b>At least once every 3 months</b>	18%	16	288
<b>At least once every 6 months</b>	11%	10	110
<b>At least once a year</b>	29%	26	754
<b>Never</b>	28%	25	700

- 6.1.16 *Improvements*
- 6.1.17 30% of respondents felt that there are no improvements necessary to the taxi ranks within North Tyneside. 46% of respondents felt that they would like to see some shelter; 38% would like adequate lighting; 31% would like to see sufficient signage and 21% would like seating. Additional comments were made such as 'Marshalls to control the queues on bank holidays, Christmas etc.' and 'Use as parking during the day as they are seldom used e.g. Tynemouth'.

## 6.2 Other Consultations

- 6.2.1 *Introduction*
- 6.2.2 Consultation was sought with interested stakeholders. This was achieved either by conducting telephone interviews or sending out surveys via E mail or by letter. 24 stakeholders were consulted and 5 responded. A summary of their comments is provided below.

6.2.3 ***Tynemouth Fire Brigade***

6.2.4 An employee of Tynemouth Fire Brigade responding to the stakeholder survey from personal experience stated that the amount of Hackney Carriages across North Tyneside is adequate, however he only uses taxis occasionally, but when he does, he tends to use Private Hire Vehicles. He did not feel that any more taxi ranks should be added in North Tyneside and comments were made on the excessive cost of Hackney Carriages. A suggested improvement was that taxi ranks in North Tyneside should be more adequately sign posted to make it easier to see a taxi rank.

6.2.5 ***Sustrans North East***

6.2.6 An employee of Sustrans North East responding to the stakeholder survey as a cyclist representative stated that most cyclists will refuse to use Hackney Carriages or Private Hire Vehicle due to conflict of interest. She felt that the behaviour from Hackney Carriage drivers was threatening towards cyclists and she would like to see drivers provided with training to deal with cyclists and pedestrians. She felt that there are enough Hackney Carriages within North Tyneside although she would like to see a rank closer to each train station and she felt the price of Hackney Carriages was expensive.

6.2.7 ***Disability Forum***

6.2.8 A volunteer responded on behalf of the disability forum via a telephone conversation. The disability forum is made up of wheelchair users and those with hearing difficulties, sight difficulties and speech difficulties. The volunteer felt that there are enough Hackney Carriages and ranks within North Tyneside and no changes to the layout or design should be made. The disability forum uses mainly Private Hire Vehicles because they can book them via telephone and the level of service is greater. A barrier to using a Hackney Carriage would be communication with the driver. Staff would usually ring a Private Hire Vehicle to ensure safe arrival to and from their weekly meetings. Private Hire Vehicles have readily available vehicles with wheelchair accessible facilities. A situation was also described whereby a Hackney Carriage driver denied entry to a wheelchair user.

6.2.9 ***The Victoria***

6.2.10 An employee of The Victoria Public House in Whitley Bay Town Centre acting on behalf of the local businesses suggested that taxi ranks across North Tyneside were in appropriate locations that boosted the local businesses including pubs and restaurants. He felt that the number of licenses was sufficient except on bank holidays when business was more regular. A barrier that may prevent individuals from using Hackney Carriages was the price of hiring a Hackney Carriage and an improvement that could be made was decreasing the rate of Hackney Carriage fares.

6.2.11 ***Shiremoor House Farm***

- 6.2.12 Acting on behalf of Shiremoor House Farm Public House and Restaurant in North Shields, the employee stated the restaurant does not regularly use Hackney Carriage vehicles due to having a direct line to a Private Hire Vehicle company. However, he felt that there could be more Hackney Carriage Vehicles provided in North Tyneside from personal experience for the busier months leading to Christmas and bank holidays. An improvement that could be made would be the price of Hackney Carriages into Newcastle, He felt that the metro was a cheaper and more efficient alternative.

## 7. Conclusions and Recommendations

### 7.1 Conclusions

#### 7.1.1 Unmet Demand

7.1.2 Increasing the maximum number of hackney carriage licences available is unlikely to yield an increase in supply of hackneys, because there are already unallocated licenses, including those for wheelchair accessible vehicles.

7.1.3 Both the CCTV survey and the consultations showed that there are peaks and troughs in demand, but with an average queueing time of 29 seconds (a figure which includes the time between a customer arriving at a rank and getting into a taxi), the evidence suggests that overall there is very little unmet demand.

7.1.4 The representative of the Hackney Carriage Association believed that the Hackney Carriage trade has reduced by 30-40% since the 2012 report and felt that the drop was so pronounced that it is self-evident that the cap on licenses does not need to increase and that there is no unmet demand.

7.1.5 The responses from the Trade Consultation Questionnaire indicated that supply exceeds demand which is also consistent with the results of the CCTV survey.

7.1.6 There are short periods of excess demand but there may be methods of increasing supply and the study has identified the means by which this can be achieved without increasing the maximum number of licenses issued.

#### 7.1.7 Utilisation and Earnings

7.1.8 Analysis of the surveys shows that drivers are often underutilised. An increase in licenses issued is likely to result in a drop in revenue for existing Hackney Carriage drivers.

7.1.9 Some drivers expressed that they experience long waits between fares outside of the night-time-weekend peaks in demand.

#### 7.1.10 Wheelchair Accessible Vehicles

7.1.11 The Hackney Carriage Survey identified issues the use and allocation of Wheelchair Accessible Vehicles. These include refusal to accept fares, a lack of necessary equipment within the vehicles, and the reluctance to use Hackney Carriages or preferences for alternative forms of transport.

#### 7.1.12 Ranks

7.1.13 Hackney Carriage Drivers expressed concerns about the current rank locations and offered suggestions as to where ranks may be more beneficial. This could be reflected in changes to the urban environment for example, where demand has moved due to recent development or the upspring of businesses in a particular area.

- 7.1.14 The CCTV survey revealed that some ranks are infrequently used. Ranks include; Church Way North Shields; Tynemouth Metro; Station Terrace; North Parade; Whitley Bay; Station Square Whitley Bay and Four Lane Ends.

## 7.2 Recommendations

- 7.2.1 Based on the findings of the Taxi Unmet Demand Study, a series of options are presented for North Tyneside Council to consider.
- 7.2.2 **Licence Cap**
- 7.2.3 As no significant unmet demand has been identified and there is evidence of significant time during the week that drivers do not perceive sufficient demand to make it worthwhile working, the current cap on license numbers should be maintained.
- 7.2.4 **Rank Improvements**
- 7.2.5 The responses from the Hackney Carriage drivers' survey made suggestions that some ranks would benefit from some improvements. This would include installing guard rails at busy ranks to increase safety and reduce queue jumping, and ensure that the 'blue box lights' indicating the location of taxi ranks are present and working.
- 7.2.6 Both the Hackney driver survey and rank CCTV survey showed that some ranks are infrequently used. Using the results of the CCTV Survey as a basis for further investigation, it is recommended that those ranks identified that are underutilised are reviewed. Suggested locations for new ranks should also be taken into consideration.
- 7.2.7 **Accessibility to Wheelchair Users**
- 7.2.8 The Hackney Carriage driver survey highlighted that there may be barriers to wheelchair users using Hackney vehicles, despite their seemingly being a sufficient number of wheelchair accessible vehicles. It is recommended that this information is relayed to the relevant parties to investigate this issue further by determining whether or not there are any underlying issues.

## 7.3 Options for Further Consideration

### 7.3.1 Coordination

7.3.2 Consideration should be given as to whether a technological solution could be implemented to improve the efficiency of the Hackney Carriage trade. For example, when a rank has no Hackney Carriages present, such information could be relayed to other Hackney Carriage drivers. As highlighted in the CCTV rank survey data analysis section of this Study, customers may be unlikely to queue at an empty rank, so ensuring that ranks always have a hackney vehicle available could reveal previously unknown unmet demand. Similarly, improved coordination of driver working times could help to ensure that supply and demand are more evenly matched, improving supply at peak times, and reducing wait times for drivers.

7.3.3 Similarly, improved coordination of driver working times could help to ensure that supply and demand are more evenly matched, improving supply at peak times, and reducing long wait times for drivers at quiet times.



Working in partnership with  
**CAPITA**

Taxi Unmet Demand  
Study

# Appendix A – Public Attitude Survey Summary

# Hackney Carriage Survey

This report was generated on 12/12/16. Overall 92 respondents completed this questionnaire. The report has been filtered to show the responses for 'All Respondents'.

The following charts are restricted to the top 12 codes. Lists are restricted to the most recent 100 rows.

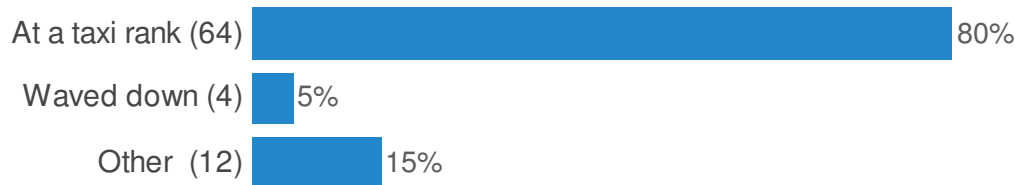
## Do you live in North Tyneside?



## Have you made a journey in a Hackney Carriage Vehicle (“Black Cab”) from North Tyneside in the last 3 months?



## How did you obtain the last Hackney Carriage you travelled by in North Tyneside?



## Please specify how

- Have not used one

---

- Telephone

---

- Cannot recall ever having used one

---

- Only place to comment. From past experience found Hackney's are expensive so never use them.

---

- by telephone

---

- coming home from tynemouth night out with friend

---

- Phoned taxi office

---

- Called into office near north shields metro

---

- Phoned Central Taxis

---

- Phoned an office

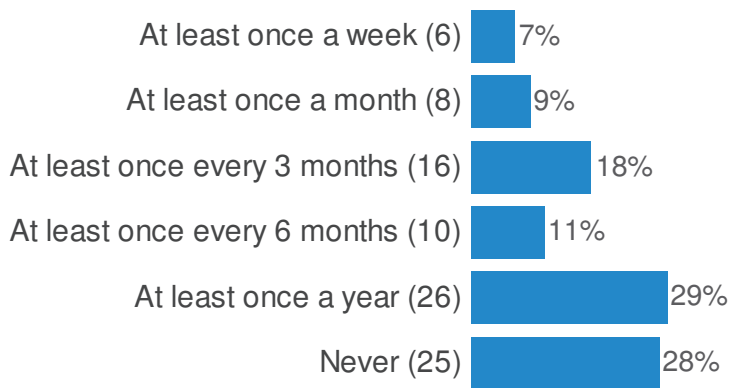
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- Have never used a Hackney Carriage

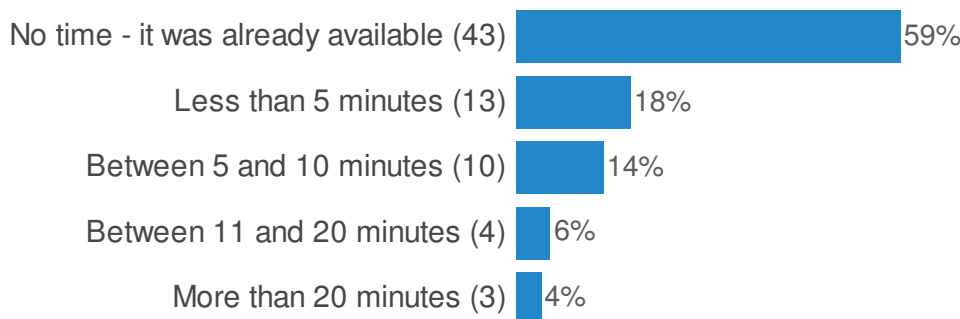


Hackney Carriage Survey

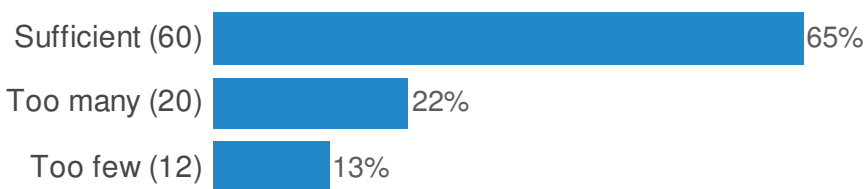
**How often do you use Hackney Carriages to travel in North Tyneside?**



**How long did you have to wait to obtain the last Hackney Carriage you travelled by?**



**The number of Hackney Carriages operated in North Tyneside is limited by the council to 204. Do you think this is...?**



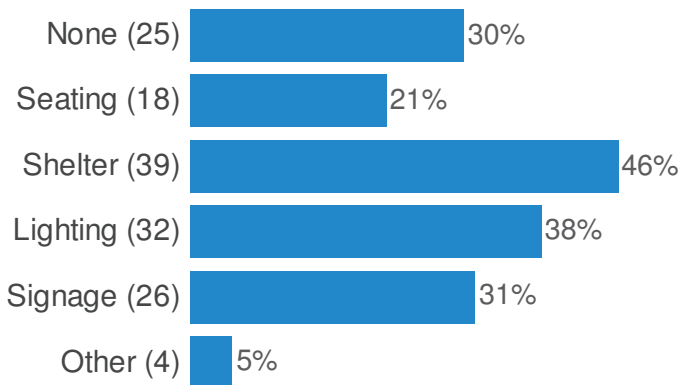
**Are there any locations in North Tyneside that do not currently have a taxi rank that you think should have one?**



**Where?**

B&m Whitley road should be 24/7 rank and dfds ferry terminal needs a rank also  
 ranks should be flexible and fluid to meet the needs of events and where people meet  
 B&M Bargain's, Whitley bay, should be 24/7.DFDS ferry terminal needs a Taxi Rank.  
 Northumberland park  
 Cullercoats  
 Silverlink shopping centre.  
 Four Lane Ends Interchange  
 All metro stations  
 each metro station  
 Busier Metro Stations  
 Northumberland Park Metro  
 Northumberland Park/Shiremoor, Monkseaton  
 Monkseaton Metro outside Left Luggage  
 I'm only aware of the tynemouth one, hardly recall another one. So I guess they may be there but...  
 Cobalt, port of Tyne

**What improvements would you like to see at Taxi Ranks in North Tyneside? (choose all that are appropriate)**

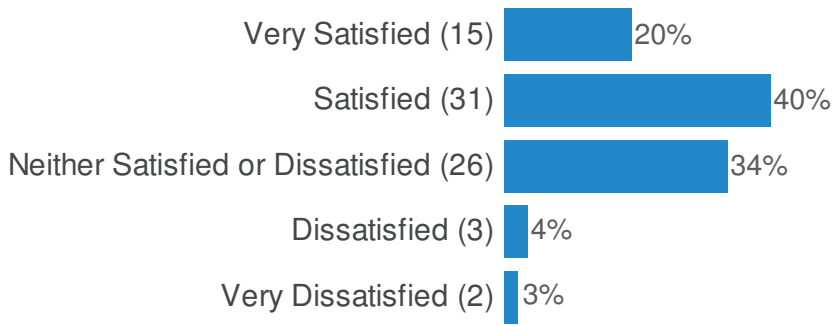


**What are these other improvements you would like to see?**

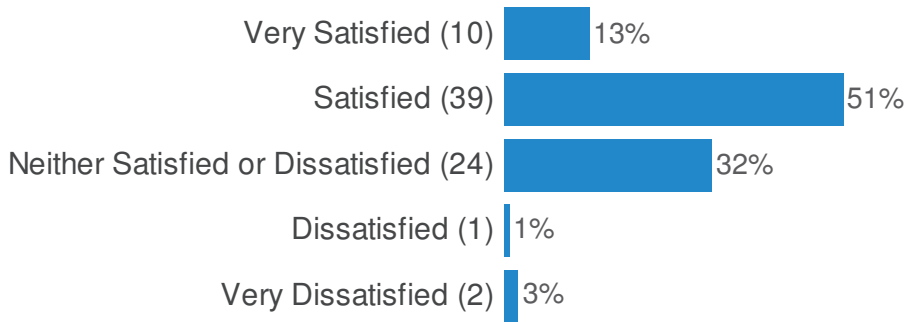
Use as parking during the day as they are seldom used, e.g. Tynemouth  
 Marshalls to control the queues on bank holidays, Christmas etc  
 How to find them!  
 Often using them after a drink. Would be good to see a likely wait time same as metro

Hackney Carriage Survey

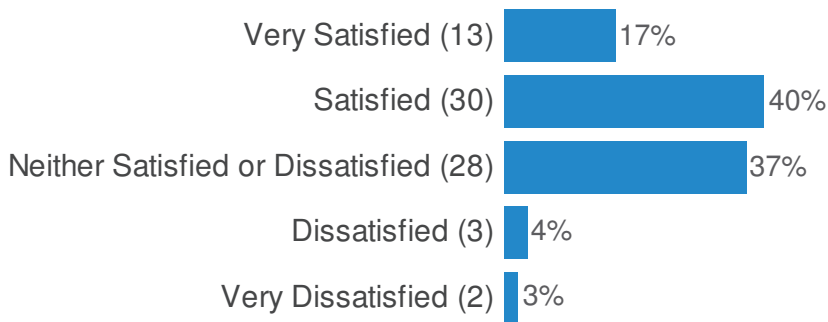
**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Customer Service)**



**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Cleanliness)**

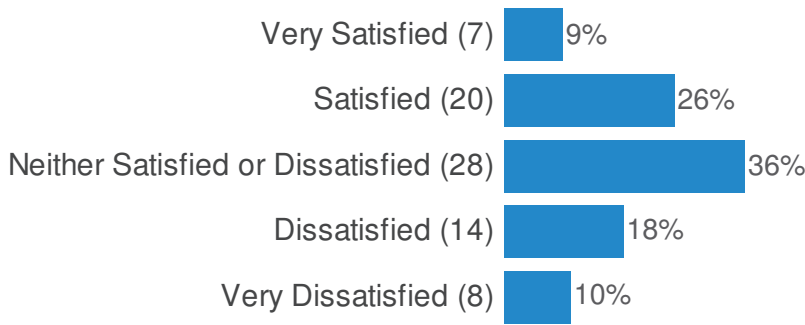


**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Safety)**

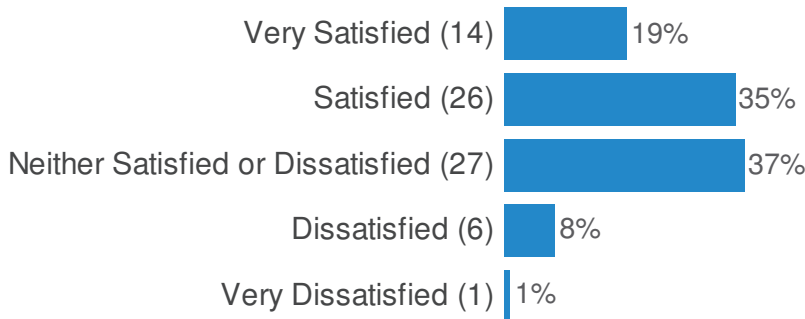


Hackney Carriage Survey

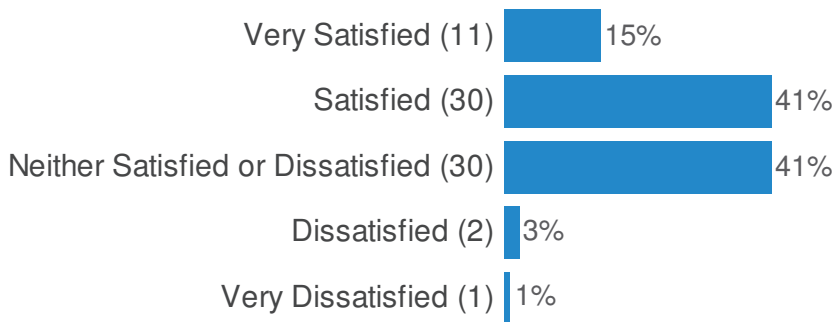
**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Cost)**



**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Availability)**



**To what extent are you satisfied or dissatisfied with the following from Hackney Carriages in North Tyneside? (Access)**



**Have you ever intended to use a Hackney Carriage in North Tyneside, but decided on an alternative form of transport because? (The queue at the rank was too long)**



Hackney Carriage Survey

**Have you ever intended to use a Hackney Carriage in North Tyneside, but decided on an alternative form of transport because? (There were no Hackney Carriages available at the rank )**



**Have you ever intended to use a Hackney Carriage in North Tyneside, but decided on an alternative form of transport because? (There were no wheelchair accessible Hackney Carriages available)**



**Have you ever intended to use a Hackney Carriage in North Tyneside, but decided on an alternative form of transport because? (Another reason)**

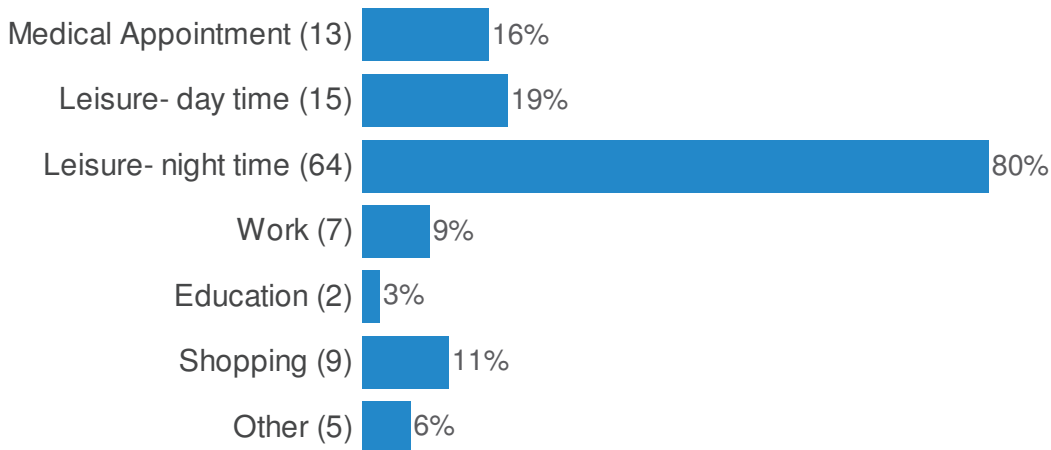


**Please state this other reason**

- changed mind used bus or metro
- Taxis cost too much,
- Picked up by family member
- Don't trust there rates, also don't trust the taxi driver. E.g if u order a taxi u know who it is!
- Picked up by family member
- Couldn't find a taxi
- To many non British drivers who do not know way around
- too expensive
- Too expensive.
- They charge the earth.
- found a cheaper option
- Some drivers unaware of local area.

Hackney Carriage Survey

**For which of the following reasons would you choose to travel by Hackney Carriage in North Tyneside?**



**For what other reasons would you choose to travel by Hackney Carriage in North Tyneside?**

- Travel to and from airport

---

- emergencies only

---

- if i was desperate

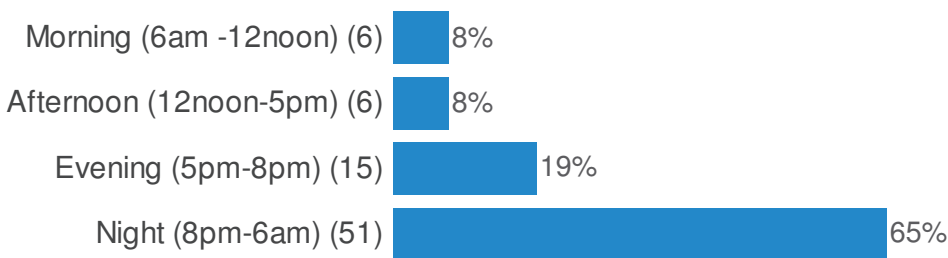
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- only if i could not wait for a pre-booked taxi.hackney carriages are very expensive.

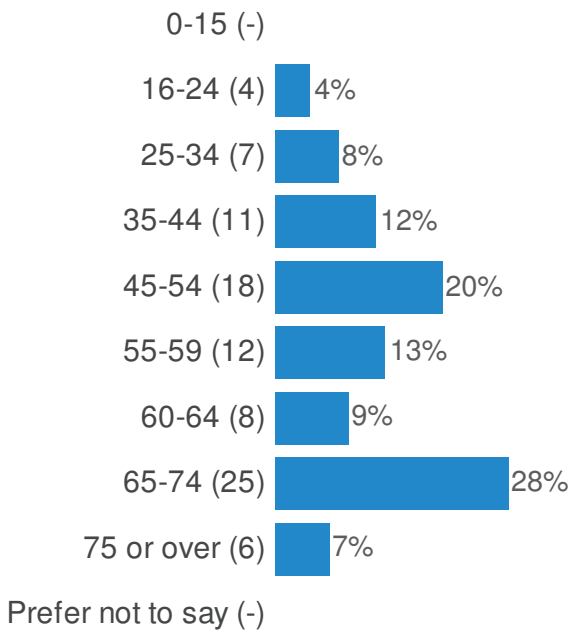
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- GOING ON HOLIDAY

**What time of day are you most likely to travel by Hackney Carriage departing from North Tyneside?**



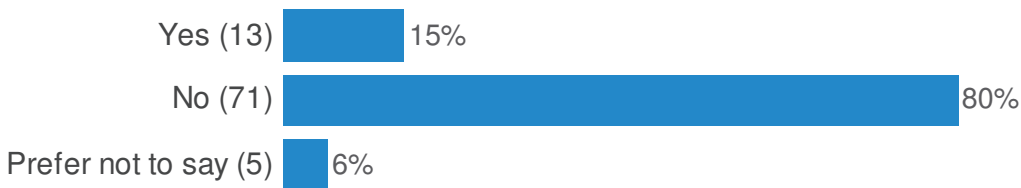
### What is your age group?



### What is your gender?

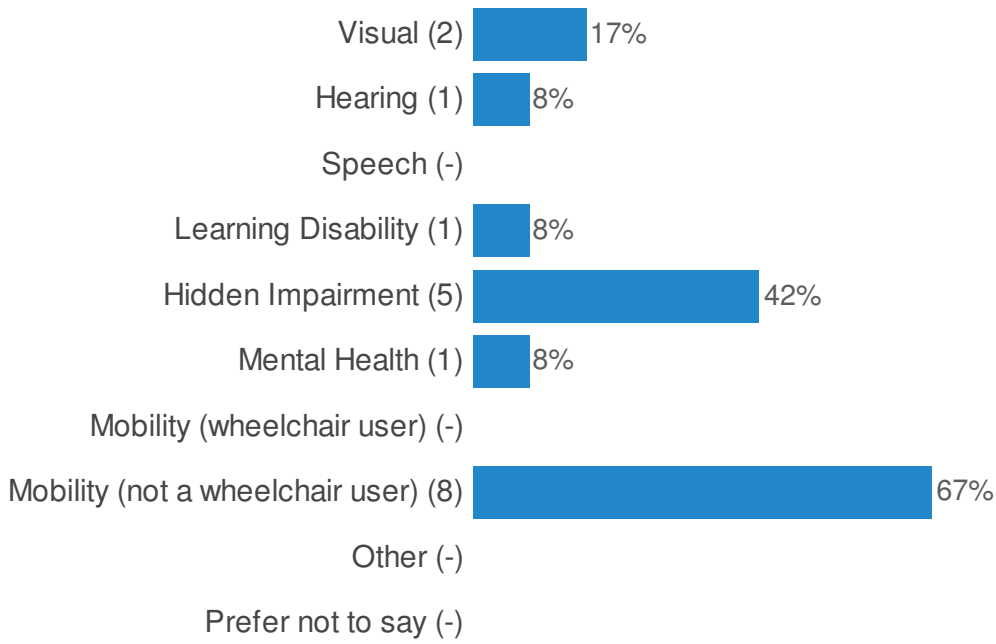


### Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?

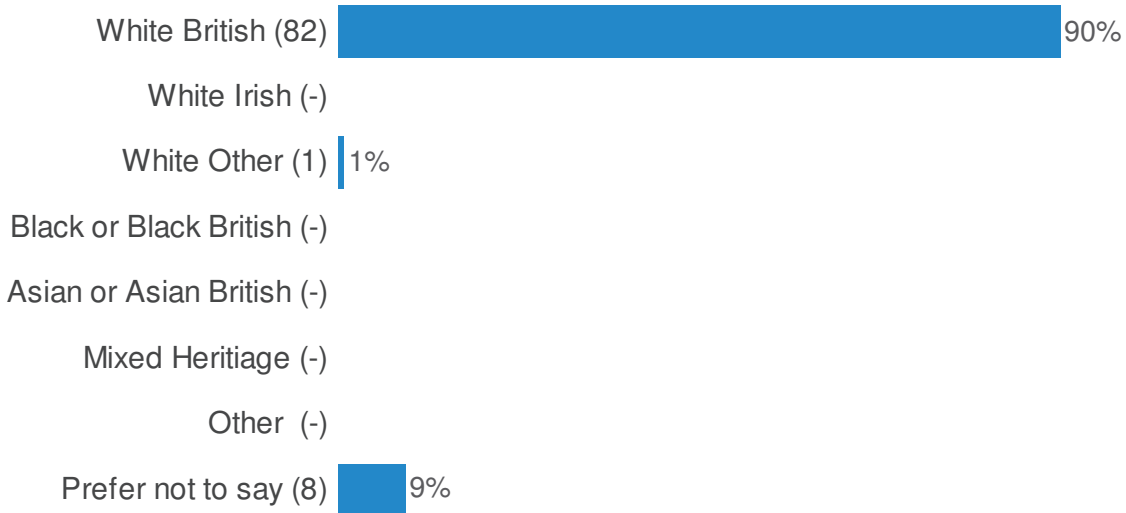


Hackney Carriage Survey

**If you are disabled, would you describe your impairment(s) as?**

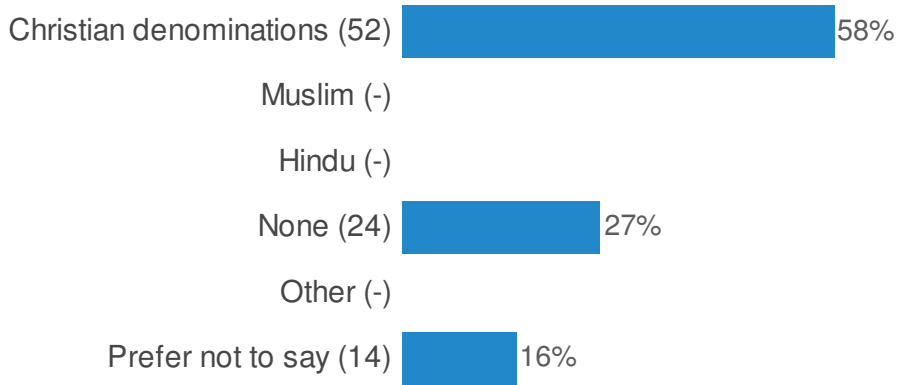


**What is your ethnicity?**





### What is your religion or belief?



# North Tyneside Council

## Report to Regulation & Review Committee

Date: 4 April 2017

### ITEM 7

**Title:** Proposed amendments to the Hackney Carriage & Private Hire Licensing Policy

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<b>Report from Service Area:</b>	<b>Environment, Housing and Leisure</b>	
<b>Report Authors:</b>	<b>Colin MacDonald</b> <b>Senior Manager, Technical &amp; Regulatory Services</b>	<b>Tel: (0191) 643 6620</b>
	<b>Joanne Lee, Public Protection Manager</b>	<b>Tel: (0191) 643 6901</b>
<b>Wards affected:</b>	<b>All</b>	

---

## PART 1

### 1.0 Purpose

The purpose of the report is to ask Committee to consider proposed amendments to the Hackney Carriage and Private Hire Licensing Policy. These are:

- (1) to require new directors appointed to a limited company that hold a private hire operator's licence to undergo a criminal record check;
- (2) to require new applicants for a hackney carriage or private hire driver's licence to complete on-line CSE awareness training prior to the issue of a licence; and
- (3) to remove the requirement that decals be permanently affixed to hackney carriages and private hire vehicles.

### 1.1 Recommendations

Committee are requested to approve the proposed amendments to the Policy.

### 1.2 Background Information

#### 1.2.1 Amendment 1 – Criminal Record Check Requirement for New Directors of Limited Company

Chapter 4 of the Hackney Carriage and Private Hire Licensing Policy makes reference to private hire operators.

Paragraphs 9 to 11 inclusive refer to the requirement that a Basic Disclosure of criminal convictions from Disclosure Scotland must be provided by an applicant for a private hire operator's licence before the application will be considered (whether this be an individual or the Directors of a Limited Company).

In relation to a licence issued to a limited company however, there is no requirement in the policy for any new directors appointed to the limited company, after the issue of a licence, to undergo a criminal record check.

Officers are requesting that the policy be amended to reflect this and proposed wording is provided below.

#### **Proposed Amendment to Chapter 4**

Where a private hire operator's licence is in force in the name of a limited company and a new director(s) is proposed to be appointed to that limited company then each proposed director will be required to provide a Basic Disclosure of convictions from Disclosure Scotland.

If the applicant is currently licensed as a driver with this Council they will be exempt from this requirement.

#### **1.2.2 Amendment 2 – On-line CSE Awareness Training For New Applicants**

The current Hackney Carriage and Private Hire Licensing Policy came into force on 1<sup>st</sup> April 2017 and requires all new drivers to undertake Child Sexual Exploitation (CSE) awareness training.

Chapter 3, Paragraph 34 states: It is a requirement that all new licensed drivers undertake child sexual exploitation awareness training within 3 months of a new licence being granted. If training is not undertaken within 3 months the driver will be referred to Regulation and Review Committee.

To improve the availability of the training, the Council's Children's Workforce Development Team has developed an on-line training course which can be undertaken at any time, without the need to wait for an available course.

The proposed cost of the on-line training to the applicant is £15.00 and is expected to be available from May 2017.

Officers are therefore requesting that the policy be amended to require all new applicants for a hackney carriage or private hire driver's licence complete the on-line CSE awareness training before a licence is issued once the on-line training is available. The cost of the training will be added as a fee.

#### **Proposed Amendment to Chapter 3**

All new applicants for a hackney carriage or private hire driver's licence will be required to complete child sexual exploitation awareness training as part of their application. If training is not undertaken a driver's licence will not be issued.

#### **Amendment 3 – Removal of requirement to permanently attach decals to vehicles**

Following a review of the legislation relating to the display of decals on private hire vehicles officers are requesting that condition 5 attached to a Hackney Carriage Proprietors Licence and Private Hire Vehicle Proprietors Licence be amended.

Condition 5 states: There shall be attached centrally to each front door of the vehicle the appropriate hackney carriage or private hire vehicle decals supplied by the Authority. The decals must be permanently affixed to the vehicle and these must be maintained in a satisfactory condition and be legible.

Applying this condition would require decals to be permanently affixed and does not

permit them to be affixed using magnets so that they can be removed.

## **Section 75 - Local Government (Miscellaneous Provisions) Act 1976**

Section 75 of the Act includes provisions relating to the display of the plate, disc or notice on a private hire vehicle and states:

Section 75 (1) (d) (ii): Nothing in this Part of the Act shall require the display of any plate, disc or notice in or on any private hire vehicle licensed by a council under this Part of this Act during such period that the vehicle is used for carrying passengers for hire and reward

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- (i) To, from or in connection with any wedding ceremony, or
- (ii) Under a contract for the hire of the vehicle for a period of not less than 24 hours.

Section 75 (3): Where a licence under section 48 of this Act is in force for a vehicle, the council which issued the licence may, by a notice in writing given to the proprietor of the vehicle, provide that paragraph (a) of subsection (6) of that section (display of licence plate) shall not apply to the vehicle on any occasion specified in the notice or shall not so apply while the notice is carried in the vehicle; and on any occasion on which by virtue of this subsection that paragraph does not apply to a vehicle section 54 (2) (a) of this Act (wearing of I.D. badge) shall not apply to the driver of the vehicle.

Each of the above provisions in the Act permits the licence plate, disc or notice not to be displayed on a private hire vehicle in certain circumstances. The legislation does not apply to hackney carriages.

Taking the above into account officers request that condition 5 should be worded in such a way as to allow decals to be removed from a private hire vehicle during certain hirings. To facilitate this, the use of magnetic decals should be permitted.

### **Proposed Amendment to Condition 5**

There shall be attached centrally to each front door of the vehicle the appropriate hackney carriage or private hire vehicle decals supplied by the Authority. The decals must be securely affixed to the vehicle and these must be maintained in a satisfactory condition and be legible.

## **2.0 Decision Options**

### **2.1 Option 1**

Approve all of the proposed amendments to the Policy as outlined above and amend the Policy and relevant conditions of licence accordingly.

This is the recommended option.

### **Option 2**

Request that officers undertake further work on all or some of the proposals.

## **2.2 Appendices:**

2.2.1 None.

## **2.3 Contact Officers:**

2.3.1 Colin MacDonald, Senior Manager, Technical & Regulatory Services, Tel: 0191 643 6620  
Joanne Lee, Public Protection Manager, Tel: 0191 643 6901  
Alan Burnett, Principal Trading Standards & Licensing Officer, Tel: 0191 643 6621

## **2.4 Background Information:**

2.4.1 The following background papers have been used in the compilation of this report and are available for inspection at the offices of the author of the report.

1. Local Government (Miscellaneous Provisions) Act 1976
2. North Tyneside Council Hackney Carriage and Private Hire Licensing Policy

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and Other Resources:**

There are no financial implications for the Authority arising directly from this report.

### **2.2 Legal**

#### **2.2.1 Legislative Framework**

The Local Government (Miscellaneous Provisions) Act 1976 makes provision for the licensing authority to issue licences for hackney carriage and private hire drivers, vehicles, and operators.

Local authority Hackney Carriage and Private Hire licensing activity is governed by legislation and best practice guidance, including the Town Police Clauses Acts of 1847 and 1889, the Local Government (Miscellaneous Provisions) Act of 1976 and the Transports Acts of 1980 and 1985. In response to this legislation, the Authority has developed a Licensing Policy which has supported and informed its licensing function.

### **2.3 Consultation/Community Engagement:**

Consultation has taken place with officers of North Tyneside Council and with members of the North Tyneside Council Hackney Carriage and Private Hire Licensing Forum.

#### **Human Rights:**

The economic interests connected to the use of a licence may be considered to be a possession belonging to existing licensees and as such are afforded protection under Article 1 of Protocol 1 of the European Convention on Human Rights.

#### **Equalities and Diversity:**

There are no equality and diversity implications arising from this report. The North Tyneside Council Hackney Carriage and Licensing Policy has been subjected to an Equality Impact Assessment.

## **Risk Management**

There are no significant risk management implications to the Authority arising directly from this report.

## **Crime and Disorder:**

It is not considered that there are any crime and disorder implications arising directly from this report.

## **Environment and Sustainability:**

It is not considered that there are any environment and sustainability implications arising directly from this report.

# North Tyneside Council

## Report to Regulation & Review Committee

Date: 4 April 2017

### ITEM 8

Title: Delegated  
Non- Executive  
Decision by Officers

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**Report Author:** Phil Scott  
Head of Environment, Housing and Leisure Tel: 643 7295

**Wards affected:** All

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#### 1. Purpose

The purpose of this report is to provide the committee with information on a decision taken by the Head of Environment, Housing and Leisure under general delegation 9 (GD9) in the Officer Delegation Scheme, which states:

“In consultation with the relevant Head of Service, Monitoring Officer and chair and deputy chair of the relevant committee, to make urgent decisions in relation to any of those functions which are the responsibility of regulatory or other committees as set out in section 5 of the Constitution, where it is not practical to convene a quorate meeting of the relevant committee”.

#### 2. Recommendation:

For the committee to note the decision and to make any recommendations deemed appropriate.

#### 3. Information:

- 3.1 At the meeting on 24 January 2017, Regulation and Review Committee approved the variation of Hackney Carriage fares following the receipt of objections. The committee agreed to implement the fare increase from 27 February 2017 to allow time for the amended fare tables to be printed (minute PQ35/01/17).
- 3.2 On Monday 13 February 2017 it was identified that in accordance with the Local Government (Miscellaneous Provisions) Act 1976 the amended fare table needed to be implemented not later than two months since the end of the objection period to the notice varying the fares. As this date was 17 February 2017 it became necessary to implement the variation of the fares on either 17 February 2017 or an earlier date.
- 3.3 As it was not possible to convene a quorate meeting of the Regulation and Review Committee before the 17 February 2017 the decision to amend the implementation date for the new table of Hackney Carriage fares (in accordance with the requirements of Section 65(4)) would have to be made by the Head of Environment, Housing and Leisure under general delegation 9 (GD9) in the Officer Delegation Scheme.

- 3.4 The report considered by the Head of Environment, Housing and Leisure, the Monitoring Officer and the Chair and Deputy Chair of the Regulation and Review Committee in relation to this decision is attached at appendix 1.
- 3.5 A copy of the decision notice which was published on the Council's website on 17 February 2017 is attached at appendix 2.

#### **4. Appendices**

Appendix 1 - Implementation of variation of Hackney Carriage Fare Review Officer Delegated Power Report (non executive decisions).

Appendix 2 - Implementation of variation of Hackney Carriage Fare Review Decision Record.



**North Tyneside Council**  
**Report to Phil Scott,**  
**Head of Environment, Housing and Leisure**  
**Date: 14 February 2017**

**Officer Delegated Power  
Report (non executive  
decisions)**

**Title of Report:**  
Implementation of variation of  
Hackney Carriage Fare Review

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<b>Report from Service Area:</b>	Public Protection	
<b>Responsible Officer:</b>	Joanne Lee, Public Protection Manager	(Tel: (0191) 643 6901)
<b>Wards affected:</b>	All	

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## **PART 1**

### **1.1 Purpose:**

The purpose of the report is to request a decision is made to implement the variation of the Hackney Carriage fares.

### **1.2 Recommendation(s):**

It is recommended that the variation of the Hackney Carriage fares, as set out in the report, is brought into force on 17 February 2017.

### **1.3 Council Plan and Policy Framework**

This report relates to the following themes/programmes/projects in the Council Plan – Our North Tyneside 2015-18

Our Places will:

- Be great places to live, and attract others to visit or work here
- Provide a clean, green, healthy, attractive and safe environment

Our people will:

- Be healthy and well – with the information, skills and opportunities to maintain and improve their health, wellbeing and independence.

### **1.4 Information:**

#### **1.4.1 Background**

At the meeting on 24 January 2017, Regulation and Review Committee approved the variation of Hackney Carriage fares following the receipt of objections. The Committee agreed to implement the fare increase from 27 February 2017 to allow time for the amended fare tables to be printed (minute PQ35/01/17).

- 1.4.2 Officers have further considered the requirements of the Local Government (Miscellaneous Provisions) Act 1976 which states as follows:

Section 65(4) If objection is duly made as aforesaid and is not withdrawn, the district council shall set a further date, not later than two months after the first specified date, on which the table of fares shall come into force with or without modifications as decided by them after consideration of the objections.

The first specified date was 17 December 2016. The second specified date therefore is 17 February 2017. It is therefore necessary to implement the variation of the fares on either 17 February 2017 or sooner.

- 1.4.3 As it is not possible to convene a quorate meeting of the Regulation and Review Committee before the 17 February 2017 the decision to amend the implementation date for the new table of Hackney Carriage fares (in accordance with the requirements of Section 65(4)) will need to be made by the Head of Environment, Housing and Leisure under general delegation 9 (GD9) in the Officer Delegation Scheme, which states:

In consultation with the relevant Head of Service, Monitoring Officer and chair and deputy chair of the relevant committee, to make urgent decisions in relation to any of those functions which are the responsibility of regulatory or other committees as set out in section 5 of the Constitution, where it is not practical to convene a quorate meeting of the relevant committee.

- 1.4.4 General Delegations can be exercised by the Chief Executive, the Deputy Chief executive and all heads of service.
- 1.4.5 The Monitoring Officer was consulted on 14 February 2017.
- 1.4.6 Councillor K Osborne, Chair of the Regulation and Review Committee and Councillor John Hunter, Deputy Chair of the Regulation and Review Committee were consulted on 14 February 2017.

## **1.5 Decision options:**

The following decision options are available for consideration:

### Option 1

To amend the implementation date for the variation of the Hackney Carriage fares from 27 February 2017 to 17 February 2017.

### Option 2

Not to amend the implementation date for the variation of the Hackney Carriage fares

Option 1 is the recommended option.

## **1.6 Reasons for recommended option:**

Option 1 is recommended for the following reasons:

This will allow the variation of fares to come into force within the statutory timescales.

## **1.7 Appendices:**

There are no appendices to this report.

## **1.8 Contact officers:**

Colin MacDonald, Senior Manager, Technical & Regulatory Services, Tel: 0191 643 6620  
Joanne Lee, Public Protection Manager, Tel: 0191 643 6901  
Alan Burnett, Principal Trading Standards & Licensing Officer, Tel: 0191 643 6621

## **1.9 Background information:**

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

- (1) North Tyneside Council Hackney Carriage and Private Hire Licensing Policy
- (2) Regulation and Review Committee report 29 November 2016.
- (3) Regulation and Review Committee report 26 January 2017
- (4) North Tyneside Council Officer Delegation Scheme
- (5) North Tyneside Council Constitution
- (6) Equality Impact Assessment for Hackney Carriage and Private Hire Licensing Policy.

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and other resources**

There are no financial implications for the Authority arising directly from this report. Costs associated with the development of regulatory option proposals are met from existing budgets.

### **2.2 Legal**

Chapter 5 North Tyneside Council Hackney Carriage and Private Hire Licensing Policy sets out the procedure for setting and reviewing Hackney Carriage fares.

The Authority may fix or vary a table of fares for Hackney Carriages by virtue of Section 65 of the Local Government (Miscellaneous Provisions) Act 1976.

Following advertisement of a variation to the fares any objections are considered by the Committee where a decision is made in respect of the fare. At that meeting the Committee would be required to set a further date, not later than two months after the first specified period of 14 days on which the table of fares shall come into force with or without modifications as decided after consideration of the objections.

In order to comply with the requirements of Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 the Authority must specify a date for the implementation of the Hackney Carriage Fares on or before 17 February 2017.

## **2.3 Consultation/community engagement**

### **2.3.1 Internal Consultation**

Internal consultation to take place with the Monitoring Officer and the Chair and Deputy Chair of the Regulation and Review Committee.

### **2.3.2 External Consultation/Engagement**

The North Tyneside Hackney Carriage and Private Hire Licensing Forum have been made aware of this report.

## **2.4 Human rights**

There are no human rights issues arising directly arising from this report.

## **2.5 Equalities and diversity**

An equality impact assessment is in place for the Hackney Carriage and Private Hire Licensing Policy which sets out how fares will be reviewed.

## **2.6 Risk management**

Risks associated with delivery of the Council's Public Protection function are monitored via the Technical Services Partnership risk arrangements included within the strategic partnership governance framework.

## **2.7 Crime and disorder**

There are no direct implications for crime and disorder arising from this report.

## **2.8 Environment and sustainability**

There are no direct implications for environment and sustainability arising from this report.

<b>Record of Delegated Non Executive Decisions by Officers</b>
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**1. Subject of decision**

Hackney Carriage Fare Review 2016 – implementation date for revised fares.

**Delegation Reference (Refer to Meeting Minute Number or Officer Delegation Scheme):**

Regulation and Review Committee 24 January 2017 (minute RQ35/01/17)

**General Delegation 9:**

In consultation with the relevant Head of Service, Monitoring Officer and chair and deputy chair of the relevant committee, to make urgent decisions in relation to any of those functions which are the responsibility of regulatory or other committees as set out in section 5 of the Constitution, where it is not practical to convene a quorate meeting of the relevant committee.

This decision has been delegated to one or more officer(s) under:

- (a) A specific express authorisation (provide the date, report and decision of Council, Committee or Sub-Committee etc which delegated this to the specific officer(s))
- (b) a general authorisation to take such decisions **and**, the effect of the decision is to:
- (i) grant a permission or licence;
- (ii) affect the rights of an individual; or
- (iii) award a contract or incur expenditure which, in either case, materially affects the Authority's financial position.

[Insert a cross in the appropriate box(es)]

**2. Name and Title of Decision Maker**

Head of Environment, Housing and Leisure

**3. Details of any Conflict of Interest and any Dispensation granted in respect of such Interest**

None

**4. Executive Summary (To be taken from written report)**

To request a decision is made to amended the start date for the variation of the Hackney Carriage fares by bringing it forward from 27 February 2017 to 17 February 2017 to meet statutory timescales.

**5. Alternative options considered**

Not to amend date and allow variation to commence outside of the statutory timescale.

**6. Decision(s)**

To amend the implementation date for the variation of the Hackney Carriage fares from 27 February 2017 to 17 February 2017.

**7. Reasons for the Decision(s)**

To allow the variation of fares to come into force within the statutory timescales.

**8. Date Decision Made**

15 FEBRUARY 2017

**9. Decision Maker**

**Head of Environment, Housing and Leisure**


~~Approved/not approved~~  
(delete as appropriate)

  
Date: 14/2/17

**In consultation with:**

  
Date: 14-2-17  
Chair of Regulation & Review Committee

  
Date: 14/2/17  
Deputy Chair of Regulation & Review Committee

  
Date: 15.2.17  
Monitoring Officer

*To be completed by Democratic Services*

**10. Date Of Publication**

17 FEBRUARY 2017

- This pro forma must be completed and forwarded, together with the accompanying report, to Dave Brown and Paul Wheeler in Law and Governance within 2 working days of the decision having been taken.