



TRAFFIC + TRANSPORTATION

THE DATA COLLECTION SPECIALISTS

**Bolton Council**

**Hackney carriage unmet demand survey**

**Final Report**

**May 2016**





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## **Executive summary**

CTS Traffic and Transportation were appointed by Bolton Borough Council to undertake their "Hackney carriage unmet demand survey" on 11<sup>th</sup> November 2015. This report presents the results of all investigations undertaken to provide a database of robust information on which a decision can be taken by councillors in regard to the hackney carriage vehicle limitation policy. All research was undertaken in line with the current Department for Transport Best Practice Guidance (April 2010) and taking advantage of the extensive research undertaken by the Law Commission in their recent review of licensing.

Bolton is one of the ten metropolitan districts of Greater Manchester. Ranks are provided and administered within the authority albeit by a separate section. Transport Policy is set by Transport for Greater Manchester in its LTP3. It makes it clear taxis are vital to the function of the conurbation and as such policy generally allows hackney carriages in with flow bus lanes.

Present industry statistics confirm that the hackney carriage limit was introduced in 2004 at 104 vehicles. Some increase occurred to 110, but in 2012 this was reduced to 108. During this period regular surveys have confirmed no unmet demand which has been identified as significant. Private hire vehicle numbers have grown by 33% although a good part of this was in 2009/10 and then again more recently with the growth of vehicles registered for accident management companies. This is confirmed by there being less private hire drivers than vehicles – by about 7%. There remains some hackney carriage double shifting by drivers though there is also evidence from the driver survey of many now not serving ranks due to the low levels of demand, and instead working from private hire companies.

A rank survey programme was undertaken resulting in 110 hours during which some 1,391 vehicle departures were seen at or near ranks, of which 75% were hackney carriages, 5% private cars and a high 19% private hire vehicles. The Interchange rank now makes up some 75% of demand in a typical week. Bradshawgate northbound provides 20% but mainly focussed on Saturday nights. At present the Town Hall rank is effectively unused due to works on the nearby building. Whilst this accounts for about two thirds of the 18% reduction in overall use of hackney carriages at ranks it is also clear there is a continued downward trend in use of hackney carriages in the area. Much of the drop has been in reduced levels of night life, but other drops perhaps suggest reduced levels of usage in the daytime as well.

Although there is a small amount of unmet demand, this is very far from being significant albeit that all parts of the index have trended towards this becoming significant despite reduced demand levels. This perhaps suggests the hackney carriage trade is close to a dangerous downward spiral of both demand and service levels which can arise with low and falling demand.

201 people were consulted in the central area. This sample suggested people are now overall using licensed vehicles less, and also less often than in 2012. However, levels of quoted rank usage appear higher than in 2012 although demand observations do not bear this out. There was a similar level of competition from private hire to that found in 2012 in terms of companies people referred to. The largest company got 30% of mentions, and the second 12% but overall some 34 different companies were named.

Whilst use of licensed vehicles overall has fallen, the number of people saying they could not remember when they last used a hackney carriage has increased since 2012. A much higher proportion in 2015 had no opinion about hackney carriage fares supporting the high level who did not seem to be bothered about using them. However, those that used the service found it with few issues. The current 100% WAV vehicle policy appears to be supported by peoples views.

Stakeholders tended to mainly speak about private hire booked trips. Only a small number were aware of ranks and only one or two central area stakeholders said their customers used ranks. Some told us lack of vehicles at ranks led to people making bookings instead.

Three wheel chair customers were observed using ranks to access hackney carriages – two of which were at the little used Town Hall site. Four other passengers appeared to be disabled and 28 cases were observed of hackney carriage drivers assisting passengers to board their vehicles.

Driver consultation identified significant experience within the hackney carriage trade, but the overall response level was very low – just 5% of those invited responded. Evidence was provided of double shifting, but also of hackney carriages mainly focussing on private hire circuits and some only working ranks at key hours, or not at all. There was general pessimism for the future. There was unequivocal support for retaining the limit by those that responded.

In conclusion, both demand and supply for hackney carriages is continuing to reduce. Many drivers appear to have reduced working hours to match reduced demand. Despite this the contribution of hackney carriages in servicing the reduced night life is very important. Their contribution to those needing adapted wheel chair accessible vehicles is also critically important to the area with very little evidence of any willingness by the private hire trade to invest in such vehicles.

There is no evidence that any observed unmet demand, either patent or latent, is significant at this current time. The committee can retain the current policy and limit at the present level and defend this as necessary. In fact, as in 2012, the committee could reduce the plate limit to the current number of active licenses as this level is clearly meeting demand. It is clear that the hackney carriage trade in the area is at a very clear decision point and unless action is taken, there could be a further deterioration in the availability of hackney carriages as people choose to retire and are not replaced.

Key issues for action include if plate numbers should be reduced, how to ensure the Town Hall rank usage returns to previous levels when the works are completed, ensuring the improved interchange sees increased levels of usage of hackney carriages, and consideration given to some form of action plan to ensure the vitality of the hackney carriages sector of the licensed vehicle trade in Bolton is improved. This may require input from many parties and could be taken forward by a working day to determine what might be possible.



# 1. Introduction

Bolton Council is responsible for the licensing of hackney carriage and private hire vehicles operating within the council area. The licensing authority retains a limit on the number of hackney carriage vehicles it licences. This limit began in 2004 after a period of no limit from when the 1985 Transport Act was put in place. There have been regular reviews of policy supported by surveys in 2012, 2007 and 2003.

## **Study timetable**

Bolton appointed CTS Traffic and Transportation on 11<sup>th</sup> November 2015 to undertake this survey of taxi demand in line with our quotation dated 17<sup>th</sup> September 2015 as confirmed at the Inception Meeting held (by telephone) on 17<sup>th</sup> November 2015.

The review was carried out between November 2015 and April 2016, with pedestrian survey work undertaken in October 2015. Licensed vehicle driver opinions were included from a questionnaire issued for us by the Council in November 2015. Other key stakeholder consultation was undertaken between November and April. Rank surveys were undertaken in the first weekend of December 2015. This Final Report was issued in late April 2016.

## **National background and definitions**

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

The issue of limits on hackney carriage vehicle licences (and other potentially restrictive practices) were considered by the Office of Fair Trading (OfT) (and latterly the House of Commons Select Committee on Transport). The Department for Transport most recently published Best Practice Guidance in April 2010 to cover a number of more recent issues and take on board both the recommendations of the OfT and House of Commons Select Committee (HoC SC).

More recently a further HoC SC has led to the Law Commission (LC) taking on a wide ranging review of vehicle licensing law to be completed over the next few years. The consultation document from the LC was released in mid-May 2012. The final LC recommendations published on 23<sup>rd</sup> May 2014 including 84 recommendations (specific recommendation numbers in brackets below from Report) including:

- Retaining the two-tier system (1)
- A statutory definition of pre-booking (3) and a new offence of anyone other than a locally licensed taxi driver accepting a booking 'there and then' (10)
- That the term "hackney carriage" should be replaced in legislation with the word "taxi" (4)
- New duty on taxi drivers to stop in specified circumstances if so determined by the local licensing authority (12)
- Each licensing authority under a duty to consult on the need to alter rank provision, not exceeding every three years (13)
- Introduction of national standards for taxi and private hire services (30)
- Licensing authorities retain power to set local taxi standards over and above national standards (46)
- A more flexible power to introduce and remove taxi licensing zones (57)
- Licensing authorities continue to have power to limit the number of taxi vehicles licensed in their area (58)
- Subject to a statutory public interest test with how this statutory test should be applied determined by the Secretary of State (59)
- Reviewed every three years and subject to local consultation (60)
- Mandatory disability awareness training for all drivers (62)
- An accessibility review at three year intervals (65)

Other recommendations are included of less relevance to this current report. The status of this report and draft Bill remains unclear at the time of writing this report, with no specific Government response yet provided nor any date for when this might be provided.

The Deregulation Bill originally contained three clauses impacting on taxi licensing. These cover unlicensed relatives being able to drive private hire vehicles (dropped), operators being able to transfer work across borders and length of driver and operator licences. An opportunity was also given for trade representatives to identify conditions of licence that were felt to be unduly restrictive. None of these really impact on the issue of unmet demand directly but could have some impacts on operations which might move demand from hackney carriages towards private hire more than the current situation might. Both clauses taken forward came into effect in October 2015.

At the present time, passenger carrying vehicles in England are split by passenger capacity. All vehicles able to carry nine or more passengers are dealt with under national public service vehicle licensing and licensing authorities only have jurisdiction over those carrying eight or less passengers. These locally administered vehicles are subdivided into:

- Hackney carriage vehicles (sometimes referred to as 'taxis' in legislation), which alone are able to wait at ranks and pick up people in the street (ply for hire). To operate such a vehicle also requires a driver to be licensed to drive within the area the vehicle is licensed to operate

- Private hire vehicles, which can only be booked through an operating centre and who, otherwise, are not insured for their passengers (often also known as 'taxis' by the public, or mini-cabs in London and some other areas). To operate such a vehicle requires a vehicle and driver licence, and there must also be an affiliation to an operator. Such vehicles can only transport passengers who have made bookings via this operator.

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

There is a further current issue that does impact on demand – the fact that many hackney carriages once properly licensed in an area with a driver then undertake private hire work in other licensing areas, often many miles from their home base. Such vehicles can have cost base advantages and can appear to be available for immediate hire when they are not in fact legally able to do so (eg with stickers saying 'this vehicle can be hired immediately', which only applies within their licensing area).

### **Review aims and objectives – national background**

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

The "Best Practice Guidance" paragraph 47 states: "Most licensing authorities do not impose quantity restrictions the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered....". Our database of taxi regulation, updated to December 2015, shows 91 authorities who openly declare a limit on hackney carriage vehicle numbers.

There are other licensing authorities who restrict new plates to various levels of wheelchair accessible vehicles and have various levels of grandfather rights for the remaining saloon vehicles which are effectively often limited in number albeit not in the terms of a formal limit under Section 16 (as this is counted as quality restriction rather than quantity).

Of the 91 authorities in England and Wales with a formal limit on vehicle numbers, four have never seemed to have any formal study of the limit. A further 26 have tested their policy, but on an irregular basis (and not within the last three years). Over two thirds (61 authorities) undertake a regular review, all but three of which tend to undertake this more or less every three years. Many of these authorities are very strict on their repeat cycle.

In recent years several authorities have determined to remove their limit policy – most recently Exeter. Others – most recently Cambridge – have returned a limit. In some cases authorities returning a limit set either a 'settling limit' eg Watford, or a limit beneath the current level (Chesterfield), whilst others fixed at the level when the decision was made (allowing for vehicles in the pipeline at the time of decision). Some limited authorities (notably Knowsley) have set a new limit lower than the current to take account of dormant licences at time of survey. Some authorities still are found needing to issue plates (eg BANES). Other authorities are currently considering if a limit needs to be re-applied in their area given evidence that the market is not restricting numbers appropriately.

Our understanding (see below for further detail) is that Bolton initially removed its limit on hackney carriage vehicle numbers when the 1985 Transport Act amended the criteria for retaining this limit. A survey in 2003 identified there was no significant unmet demand and that it was prudent to return a limit, which occurred in 2004.

### **Current Bolton requirements**

Bolton held the previous survey in 2012 and is repeating to meet the current encouragement of the DfT Best Practise Guidance (BPG).

The key objectives of the independent study of demand are to:

- Determine whether there is any evidence of significant unmet demand for hackney carriage services in Bolton
- If significant unmet demand is found recommend how many licences would be required to eliminate this

The study includes the following:

- Inception meeting
- Rank review
- Rank observations based on direct observations
- Public attitude interviews comprising face to face interviews
- Written consultation
- Report (draft and final)

### **Methodology**

In order to meet Bolton Council's objectives, the following methodology was adopted:

- Review of relevant policies, standards etc: to understand the authority's aspirations for meeting travel needs and social inclusion and provide context to determining overall demand for travel and how this should be met;
- Extensive rank observations and audits of all the ranks in the Authority, including monitoring passengers' waiting time, any illegal plying for hire, use of Hackney Carriages by wheelchair users and rank audits;

- On street interviews: a survey of representative people on street to obtain information about their understanding of the sector, their last taxi journey, their overall levels of taxi use, about quality and barriers to use;
- Consultation: including consultation with all relevant stakeholders – the local authorities, police, trade associations, all drivers, mobility impaired, specific user groups, businesses, and other major generators of taxi trips

In essence, the methodology used follows similar principles to all surveys undertaken by CTS together with all developments of methodology more recently applied to our surveys, particularly including guidance from both the 2004 DfT letter and their 2010 Best Practice Guidance (which includes the 2004 guidance as an appendix), and including the latest knowledge arising from the Law Commission Review and the current status of the Equality Act. This report also seeks to provide compatibility with previous reports provided by other consultants to the Council. As all previous Bolton surveys were undertaken by CTS or its taxi specialist this latter compatibility is readily undertaken. Some items undertaken in 2012 have not been repeated in 2015 to ensure best value for money.

### **Report structure**

This Report provides the following further chapters:

- Chapter 2 – current background to taxi licensing statistics and policy
- Chapter 3 – results from the rank surveys
- Chapter 4 – results from the surveys undertaken with the public
- Chapter 5 – up to date stakeholder consultation
- Chapter 6 – results from consultation with the taxi licensing trade
- Chapter 7 – summary and conclusions of this review
- Chapter 8 – recommendations for policy arising from this review.



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

### **The Bolton Council area**

Bolton Council is one of ten metropolitan district councils within the Greater Manchester area (and within the Transport for Greater Manchester (TfGM) transport authority). The Borough has a current population of just under 286,000 according to the 2015 estimates from the 2011 census. This is around 3% more than the level reported in the 2012 survey for 2012 (277,500).

Bolton Council covers the Bolton urban area but also includes other urban areas including Blackrod, Horwich, Westhoughton, Farnworth and Kearsley as well as other smaller settlements and a significant amount of more rural area. It is one of the more northern Manchester authorities and as such has boundaries with several authorities in Lancashire.

In terms of rank provision, all ranks are provided by the Council itself which is the highway authority although there is liaison with TfGM with regard to transport policy. We are not aware of any private ranks located in the Bolton area apart from an unused location at Horwich Parkway station which could be on railway land. The Bolton Interchange rank remains on council land.

### **Background Council policy**

Bolton is a metropolitan borough council having highway and transport powers for the area though it works together with the other Manchester authorities in terms of overarching transport policy. Transport Policy is summarised in the current TfGM Local Transport Plan (LTP). This covers the period from 2011 to 2026, having been adopted in 2011. There have been no significant changes since the 2012 report in this regard. The LTP seeks to provide a fully accessible and integrated transport network, enhancing peoples' living environment and enabling key services and facilities to be reached by all members of the community.

A key element of the LTP at present affecting Bolton is the redevelopment of the Interchange, although this had not begun when our survey was undertaken. In terms of hackney carriage and private hire, LTP3 makes it clear that 'taxis are vital to the function of the conurbation providing alternative transport for non-car owners, support for the night time economy, final legs of inter-modal journeys and a backup transport system'. Hackney carriage vehicles are allowed in with flow bus lanes although due to high variance in vehicle markings, private hire are not given similar levels of access. There is mention that the LTP seeks to encourage more consistent standards across the conurbation for standards set by each of the ten licensing authorities.

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

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

At the present time, overall government taxi policy is under review by the Law Commission (LC) (see Chapter 1, page 1 for more detail). The current status is that the LC recommended that councils are able to retain the option of limiting their number of hackney carriage vehicles, although any change will have to be agreed by Government and then taken through any appropriate legal process. Formal Government encouragement remains towards the minimisation of restrictions, including limit policies.

Bolton removed its restriction on the number of hackney carriage vehicles when the 1985 Transport Act Section 16 was introduced. Before that any new hackney carriage plate was required to provide a business case before granting. When this policy was removed, it was replaced with a stipulation that all new hackney carriages had to be under five years old when first registered. The 'mandatory' policy requiring all hackney carriages to be wheel chair accessible has been in place for a significant period although the style of vehicles permitted has widened over the years.

A survey was undertaken in 2003 which found no unmet demand which was identified to be significant under the 1985 Transport Act Section 16 and this report also provided a recommendation that a limit be placed on the number of hackney carriage vehicles. This was applied in 2004 at a level of 104 vehicles.

The 2007 survey found unmet demand but again this was not at a level deemed to be significant, allowing the limit to be retained at its current level. Six extra plates appear to have been issued in around 2010 but not as a result of any survey. The 2012 survey also found there was no unmet demand in the area which was significant and the limit was again retained.

Since 2012, the only change to ranks has been the temporary closure of the main part of the Town Hall rank due to works to the Town Hall – this is not expected to reopen until mid-2017 at present.



## Background statistics

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

	Hackney carriage vehicles	Private hire vehicles	Total licensed vehicle fleet	Driver numbers			Operators
				hcd	phd	Dual	
	Limit not in place 1986 to 2004, reintroduced 2004						
<b>1994</b>	115	unknown	n/k	150			
<b>1997</b>	110	677	787	141	1035	0	
<b>1999</b>	100	733	833	154	1076	154	56
<b>2001</b>	104	706	810	150	1001	n/k	48
<b>2004</b>	104 (108)	706 (750)	810	150	1001	0	48
<b>2005</b>	104	706	810	150	1001	0	48
<b>2007</b>	104 (109)	706 (987)	810	150	1001	0	48
<b>2009</b>	104	706	810	150	1001	0	48
<b>2010</b>	110	1350	1460	150	1500	0	100
<b>2011D</b>	110	1222	1332	162	1564	0	75
<b>2012N</b>	110	1211	1321	145	1447	0	72
<b>2013D</b>	110	1250	1360	153	1540	0	72
<b>2014N</b>	108	1185	1293				
<b>2015D</b>	105	1575	1680	146	1559	0	95

*Note: DfT statistics used from 1994 to 2007, 2011/ 2013 and 2015 (D).*

*National Private Hire Association surveys for 2010/12/14(N)*

*2004 and 2007 figures in brackets are those provided for surveys undertaken in those years*

The Table above shows that formal numbers of hackney carriages are now lower than they were in 1994 when DfT stats were first reported. The number had remained stable between 2010 and 2013 but has now fallen. In 2012 the last survey found no unmet demand and the number of licences was reduced to match the level which had been found to meet demand at that time (108). There are currently three further plates which have not been renewed.

In terms of private hire vehicle numbers, which cannot be limited, there has been a 133% increase since the first available DfT numbers in 1997. The major increase in numbers was between 2009 and 2010, after which there was a reduction, but the 2015 DfT figures suggest a large growth during that year. This is understood to be related to accident management companies who licence vehicles to hire out to drivers who have had an accident in their own. These vehicles retain their licences even if not in use.

For the total licensed vehicle fleet, growth from 1997 to date has been some 113% overall, with the bulk of growth therefore on the private hire side – although much of this could relate to the accident vehicle numbers.

Driver numbers on the hackney side peaked in 2011 and are now actually less than they were in 1994. Operator numbers are now significantly higher than they were at the first date of statistics being available, although there was a peak in 2010 which has now reduced although there was a high increase between 2013 and 2015.

### ***Driver ratios***

At the present time there are 1.39 hackney carriage drivers per vehicle and 0.93 private hire drivers per vehicle. Whilst the hackney carriage level does suggest double shifting is likely and the value is relatively high, there are other places with much higher figures even at present. The private hire value suggests many spare private hire vehicles which could be a result of use of different styles of vehicle within an operator for different styles of work at different times.

### 3. Results from rank surveys

The Table below shows the result of our review of the ranks available in the Bolton licensing area. This is based on our review with Bolton at the inception meeting, with the initial list derived from the 2012 actual survey.

<b>Rank / operating hours</b>	<b>Spaces</b>	<b>Comments</b>
<b>24-hour ranks</b>		
Bolton Interchange	Approx. 15 spaces	Rank within structure of Transport for Greater Manchester bus station at the Bolton Interchange railway station – subject to redevelopment in due course (now imminent)
Town Hall	11	Out of use until mid-2017 but small temporary spaces available
Knowsley Street	3	Adjacent to Market Place
Nelson Square	3 spaces 24 hr + 3 spaces 0600-1900	Two sections of rank operating in day time (see below)
<b>Night ranks</b>		
Bradshawgate Northbound	Approx. 10	Northbound, should feed Nelson Square ranks (see below), operates midnight to 0600 only
Bradshawgate southbound	9	Three sections of rank in lay-bys, all operate 1930 – 0600 (3 + 2 + 4)
Churchgate	16	Operate 1930 – 0600
Nelson Square	4 spaces night only (plus 3 spaces, all day provided above)	Section of rank on left hand side within Square, supposed to be main location for picking up passengers in this area, fed by northbound Bradshawgate rank, also to be used for hackney carriage vehicles to obviate need for 'u' turns on Bradshawgate which are now banned. Operating 1930 to 0600. Two other sections of rank are daytime – at head of square and on right hand side on exit side.
<b>Informal rank locations – NONE</b>		
<b>Out of town locations</b>		
Farnworth		Occasional use by one vehicle reported
Middlebrook retail park		Provided when area opened, not used
<b>Private rank location</b>		
Horwich Parkway station		On railway land, within car park, unused

The main change since 2012 is the unavailability of the Town Hall rank in its original format arising from the safety arrangements due to work going on to refurbish the building. Proposed revision of the Interchange rank may occur when the redevelopment of this site moves forward. We were advised there is a police barrier in Bradshawgate although this is only rarely used by Greater Manchester Police when they have concerns over public safety.

One of the key clubs, Ikon is being rebuilt but at the inception meeting we were advised it will not be active until at least April 2016. At the time of writing this report it is no longer clear if it will reopen or not. In any event it was not open at the time of our surveys and demand would therefore be reduced because of this, particularly in locations near that club. The J2 club was identified as re-opening in late November 2015 or thereabouts.

We were advised the Christmas lights would be switched on as at Thursday 19<sup>th</sup> November, so demand in December may therefore be higher than otherwise. The last weekend of November was identified to include Black Friday as well as the start of the Bolton Winter Wonderland hence was felt to be an inappropriate time for rank survey work to occur – though the following weekend was felt to be more typical albeit within the Christmas festive period.

The unused or little used ranks were not covered in this 2015 survey with agreement from the Council.

The breakdown of rank hours covered by video is shown in **Appendix 1**. This is made up of seven ranks covered for 110 hours. There was no loss of data during the recordings.

Ranks were observed, using video methods with the recordings observed by trained staff, and analysed to provide details of the usage and waiting times for both passengers and vehicles. Passenger waiting time was kept to that which was true unmet demand, ie when passengers were waiting but no hackney carriage vehicle was there. Full details of the observed volumes of passenger and vehicle traffic are included in **Appendix 2**. Our observations took account of feeder ranks where necessary to ensure true estimation of the hackney carriage waiting times at ranks for passengers.

### **Overall comments on ranks**

A total of 11 different rank locations / days were observed (each termed a sample). In total, some 1,041 hackney carriage vehicle departures were recorded, with all vehicle departures some 1,391.

Of the total vehicle arrivals and departures observed, just 5% were private cars at or near the ranks. 1% were goods vehicles or emergency vehicles. 19% were private hire vehicles.

This is not a serious level of abuse by goods vehicles, emergency service vehicles or cars at ranks. This results partially from the main rank being a separated area. Much of the private hire issue relates to the locations along Bradshawgate where there is a high level of kerb space near to the ranks, some of which is less used by hackney carriages but has high private hire demand for pick-ups from nearby locations. Some instances related to the Town Hall location where many more private hire seemed to be active with the general lack of hackney carriages servicing the reduced location.

There were a total of three, wheel chair using passengers during the survey period. One was at the Interchange rank whilst two were some of the few hiring from the Town Hall revised location. Four other passengers were observed as being visibly disabled. There were 28 cases observed of drivers assisting passengers beyond those in wheel chairs or those clearly visibly impaired.

### Detailed rank performance

The Table below summarises the time periods observed at each location as well as providing overall operational statistics for each location during each period of observation. A detailed description of the observations follows below.

Rank	Period (2015)	Total passengers observed	Total loaded vehicle departures	Passengers per loaded vehicle	Empty vehicle departures	% of vehicles leaving empty	No. of passengers having to wait for vehicle to arrive
<b>24 hour ranks</b>							
Interchange	Friday 4 <sup>th</sup> December	377	286	1.3	18	6	13
	Saturday 5 <sup>th</sup> December	397	265	1.5	6	2	9
Town Hall	Friday 4 <sup>th</sup> December	0	0	0.0	1	100	0
	Saturday 5 <sup>th</sup> December	4	2	2.0	2	50	0
Knowsley St	Friday 4 <sup>th</sup> December	4	3	1.3	5	63	0
<b>Night only ranks</b>							
Bradshawgate Nbd	Friday 4 <sup>th</sup> December	205	101	2.0	15	13	9
	Saturday 5 <sup>th</sup> December	440	231	1.9	13	5	20
Bradshawgate Sbd	Saturday 5 <sup>th</sup> December	21	11	1.9	20	65	1
Churchgate	Saturday 5 <sup>th</sup> December	63	28	2.3	41	59	0
Nelson Square	Friday 4 <sup>th</sup> December	2	1	2.0	3	75	0
	Saturday 5 <sup>th</sup> December	0	0	0.0	0	0	0

For each rank, we conclude with an overall qualitative appreciation of the performance of the rank over the days observed:

- Poor – major issues with service to rank resulting in long passenger queues;
- Fair – rank deals with high volumes but sees some passenger queueing at times;
- Good – no passenger queueing observed but nothing else of note in way rank operates;
- Excellent – very high turnover with no passenger queueing and clear examples of drivers helping passengers use rank;
- Developing – rank of recent origin but clearly growing in use

### **Overview**

An initial over-view of the above table demonstrates the Interchange to be the main location for 24-hour demand, whilst the focus of night demand is the northbound facing rank on Bradshawgate, though usage is clearly much busier on the Saturday compared to the Friday. Other ranks are used, but to a much lesser degree.

### **Interchange rank**

This rank is the main 24-hour rank in the Bolton licensing area. It is important as it is often the first place where visitors to the area meet hackney carriages. It is close to the exit from the station and on the principal walking route to the town centre. It was purpose built in 2005 when the interchange was revised at that time. There are 15 spaces available although the turning head where the rank is located is quite tight and can require larger vehicles to make awkward manoeuvres to get around the circle. The previous facility was a street-side location but was much more open to abuse – this facility can only really be accessed by hackney carriages. Being in a separated area, entrance to vehicles can be from either side and is in a highly safe environment apart from the movement of other hackney carriages.

This rank was observed from 08:00 on Friday 4<sup>th</sup> December 2015 through to 05:00 on Sunday 6<sup>th</sup> December 2015.

#### *Friday observations*

During the Friday observations 377 passengers were observed leaving in 286 vehicles, giving vehicle occupancy of 1.3 persons per vehicle – low. 18 vehicles left empty (6%).

13 passengers arrived when no vehicle was available for immediate hire. Two arrived in the 16:00 hour waiting up to five minutes, nine arrived in the 23:00 hour waiting up to six minutes, and two arrived in the midnight hour waiting up to four minutes. When averaged over all passengers the typical waiting time expected is just six seconds.

In passenger terms, flows were between 10 and 15 until the 15:00 hour after which they were between 21 and 32. In the 22:00 hour there were 33 passengers, and 56 in the 23:00 hour. Flows were 23 in the midnight hour but the site was completely quiet from the 01:00 hour onwards (in fact until the 08:00 hour on the Saturday morning).

Average vehicle waiting times for fares were around 14 to 30 minutes although there were quiet hours when vehicles waited longer – up to an hour in one of the hours. The longest a vehicle waited was 66 minutes.

#### *Saturday observations*

During the Saturday observations a slightly higher 397 passengers were observed leaving in 265 vehicles, giving vehicle occupancy of 1.5 persons per vehicle – moderate. Just six vehicles left empty (2%).

Nine passengers had to wait for a vehicle to arrive. Five waited in the 11:00 hour – with the longest wait for one person being 13 minutes. Two others waited between six and 10 minutes and two between one and five minutes. The other four people waited in the 23:00 hour – with the longest wait being seven minutes. Averaged over all the passengers at this location, the typical wait was eight seconds.

In passenger terms, flows were two to seven in the 08:00, 09:00 and 10:00 hours. Between the 11:00 hour and the 20:00 hour flows ranged from 16 to 31. In the 21:00 hour there were 44, then 54, then 37 and finally 21 in the midnight hour, after which there were no further passengers to the end of the survey in the early hours of Sunday.

Average vehicle waiting times for fares were generally between eight and 45 minutes though the maximum waited was just under an hour – generally more consistent and shorter than on the Friday.

#### *Summary*

Overall, service to this rank is **fair**.

#### **Town Hall rank**

This rank formerly had space for eleven vehicles and was located in the stub end of the road directly near the Town Hall, facing the pedestrianised part of the town centre. Until mid-2017 this location is affected by works to the Town Hall and only the former feeder part of the rank is now available, and this section is much less obvious to passengers than it was before. Loading would be from the passenger side and although driver side loading would be into the road, the nature of the road is relatively quiet.

This rank was observed from 10:00 on Friday 4<sup>th</sup> December 2015 through to 20:00 that evening and again on the Saturday 5<sup>th</sup> December from 10:00 to 19:00.

#### *Friday observations*

During the Friday observations we did not see any passengers picked up by any hackney carriages at all, and only one hackney carriage passed through the area but left empty. It waited ten minutes before leaving.

### *Saturday observations*

The Saturday observations saw a total of four passengers collected by two hackney carriages from this rank. Two other vehicles (half of those serving the location) left without passengers. The only hours with passengers were 12:00 and 16:00. More vehicles were observed waiting, but most only paused for a minute or two, though one did wait 16 minutes.

### *Summary*

The revisions to this rank mean it is not really active at all and it is not appropriate to rank service provided.

### **Knowsley Street**

This rank has three spaces in a layby facing away from the main town centre, but within a moderately busy shopping area. It is near the Market Place and loads from the passenger side, with traffic on the drivers' side.

This rank was observed from 10:40 on Friday 4<sup>th</sup> December 2015 through to 20:00 that evening.

During the Friday observations four passengers were observed leaving in three vehicles, giving vehicle occupancy of 1.3 persons per vehicle – low. Five vehicles left empty (63%) and no passenger ever arrived and found no vehicle waiting. Passengers were observed in the 10:00, 15:00 and 16:00 hours only. The busiest hour was the 10:00.

Vehicles did wait at this rank – with one waiting 67 minutes without gaining any fare. Others paused briefly whilst another vehicle waited 49 minutes but did leave with a fare.

The very low usage of this rank again means it is not appropriate to give any service level to it.

### **Night only ranks**

The bulk of night rank provision focusses on the area around Bradshawgate – with most clubs now either closed or having links to private hire companies.

Although there are several 24-hour ranks in the area none are really used at all during the daytime as there is little activity in this area during the day. The planned pedestrianisation of the area has not occurred although Greater Manchester Police have introduced a barrier to restrain traffic if needed, though it is rarely used, but is felt important for them to have ready for use in case they have concerns over public safety. There are ranks on the northbound and southbound sides of the road (the latter in three parts), with supplementary ranks in Nelson Square (rarely used) and in Churchgate, the latter providing the highest capacity (but again little used).



### **Bradshawgate northbound**

This rank is located on the northern side of Bradshawgate around the area of Nelson Square (see further below). It is split by Nelson Square but tends to operate for most of the time the area is active. It was observed from 22:00 on Friday 4<sup>th</sup> December 2015 until 04:00 and again on Saturday 5<sup>th</sup> December 2015 for the same period.

#### *Friday observations*

On the Friday a total of 205 passengers used this rank leaving in some 101 vehicles – a relatively high occupancy of 2 per vehicle. Just 15 vehicles left empty (13% of those arriving).

Nine people arrived when there was no vehicle available for immediate hire. One waited in the midnight hour but only for a minute. Eight had to wait in the 01:00 hour although the longest wait was just four minutes. The average typical wait shared over all passengers was just six seconds.

Flows really began in the midnight hour, rising from 28 in that hour to the peak of 74 in the 03:00 hour. There were just four in the 04:00 hour.

Vehicle waits were between two and 16 minutes on average in specific hours with one vehicle seen to wait 34 minutes for a fare.

#### *Saturday observations*

On the Saturday, a much higher 440 passengers left the rank using 231 vehicles, a high occupancy of 1.9 passengers per vehicle. A further 13 vehicles (5%) left the area without a passenger.

Some 20 people arrived when no vehicle was available for immediate hire. However, none of these waited for more than three minutes, though there were people waiting in every hour from the midnight hour to the 03:00 hour, with five or six in each of the last three hours. The average waiting time over all passengers was just four seconds.

On this night, flows were observed in every hour from the 22:00 (18) rising to a peak of 128 in the 02:00 hour. The two hours either side of this hour also had over 100 passengers each. There were just two passengers in the 04:00 hour.

Vehicles tended to wait around ten minutes in the earlier hours for a fare, but around two minutes in the later three hours. The longest wait observed was 16 minutes.

#### *Summary*

Service to this rank is overall **fair**.

### **Bradshawgate southbound ranks**

These three ranks are all located in bays off the main street. All allow access from the passenger side of vehicles and they could work together if used as they are all within visibility of each other. The set of ranks were observed on the Saturday 5<sup>th</sup> December 2015 from 22:00 until 04:00.

During these observations some 21 people left in 11 vehicles – a high occupancy of 1.9 per vehicle. 20 other vehicles left without passengers (65% of those serving these sites). One person had to wait for a vehicle to arrive. They waited some 15 minutes in the 01:00 hour. When shared over the lower level of passengers the average wait was 43 seconds.

Flows varied from two to eight, with the maximum occurring in both the 01:00 and 02:00 hours. There were no passengers in the 04:00 hour. Most vehicle waits were fairly short suggesting they may be passing vehicles, although one vehicle did wait 46 minutes at the rank.

Service to this location is **fair**

### **Churchgate**

This larger area provides a high number of spaces for hackney carriages and a generally much safer loading environment. It was observed on Saturday 5<sup>th</sup> December 2015 from 22:00 to 04:00. During that period, 63 passengers left in 28 vehicles, a relatively high occupancy of 2.3 per vehicle. 41 other vehicles – 59% of those arriving – left without passengers. No-one ever arrived with no vehicle awaiting immediate hire.

This rank tended to operate earlier – with flows of 14 in the 22:00 hour, 34 in the 23:00 hour and then 10 and four in the following two hours. There was one passenger in the 04:00 hour. Vehicles tended to wait on average one to 11 minutes.

Given the fact that no-one waited here, service to this rank is **good**.

### **Nelson Square**

This rank is located in two parts on the northern side of Nelson Square very near to the main Bradshawgate rank. It allows loading from the passenger side but is in a relatively quiet road which would allow loading from the driver side with less risk. It was observed on Friday 5<sup>th</sup> December 2015 from 22:00 to 04:00 and again over the same hours on Saturday 6<sup>th</sup> December 2015.

On the Friday just two passengers were observed using the rank to leave in one vehicle. Three other vehicles (75% of those arriving) left without passengers. No passenger arrived without a vehicle being there. These two passengers were in the 02:00 hour.

On the Saturday there were no vehicles or passengers observed using this location at all.

### *Summary*

This rank is not really used and it is not appropriate to provide any service level.

### Comparison of overall supply and demand

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

Rank	Period	No of hours rank active	Average vehicle arrivals / hr	Average loaded departures / hr	Overall judgment of service provided
<b>24 hour ranks</b>					
Interchange	Friday 4 <sup>th</sup> December	17	18	17	Fair
	Saturday 5 <sup>th</sup> December	17	16	16	
Town Hall	Friday 4 <sup>th</sup> December	0	0	0	N/A
	Saturday 5 <sup>th</sup> December	2	2	1	
Knowsley Street	Friday 4 <sup>th</sup> December	3	3	1	N/A
<b>Night only ranks</b>					
Bradshawgate Nbd	Friday 4 <sup>th</sup> December	6	19	17	Fair
	Saturday 5 <sup>th</sup> December	7	35	33	
Bradshawgate Sbd	Saturday 5 <sup>th</sup> December	4	8	3	Fair
Churchgate	Saturday 5 <sup>th</sup> December	5	14	6	Good
Nelson Square	Friday 4 <sup>th</sup> December	1	4	1	N/A
	Saturday 5 <sup>th</sup> December	0	0	0	

As already noted above, the Interchange rank is the only longer term operating rank in the Bolton area at the current time. It tends to operate for around 17 hours per day, when trains are running, although there are no or low flows in the first few hours of operation of the train service. The next two busiest in terms of operating hours are Bradshawgate northbound which tends to operate six or seven hours only. No other rank is active for more than five hours. This is a very low level of rank activity.

In terms of overall passenger demand at ranks per hour when operational, the focus is on Bradshawgate on the Saturday night. This is the only place in Bolton where there are more than a passenger every two minutes on average. The Friday night at Bradshawgate and both days at the Interchange tend to see passengers about every four minutes or so. Churchgate is the next highest but the rest have almost no passengers at all.

In terms of overall service, comparing the number of vehicles supplied and the total number of loaded vehicles leaving the busiest ranks see the closest in terms of matching of demand and supply, but all have spare capacity. Churchgate is the only place where there is an active rank with a lot more vehicles serving it than loaded departures.

Overall, Bolton now has a very low level of usage of hackney carriages and very few active ranks in use.

## Summary of Total demand

The table below calculates a typical week from the observations undertaken in 2015 and compares to information from the previous survey. Ranks or pick-up locations are listed in descending order of passenger usage in 2015.

Rank	Passengers per week, 2012 survey	Passengers per week 2015 survey
Interchange	2670 (66%)	2495 (75%)
Bradshawgate northbound	603 (15%)	645 (20%)
Churchgate	119 (3%)	92 (3%)
Bradshawgate southbound	1 (0.0%)	46 (1%)
Knowsley Street	20 (0.0%)	20 (1%)
Town Hall	517 (13%)	4 (0.0%)
Nelson Square	94 (2%)	4 (0.0%)
<b>Total</b>	<b>4,024</b>	<b>3,306</b>
<b>Growth from previous</b>	<b>n/a</b>	<b>-18%</b>

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

The key loss since 2012 is the reduction in the Town Hall rank which removed a weekly total of around 500 passengers which do not appear to have moved to any other active rank. Nelson Square is also almost effectively no longer used which may be a result of the changes in how Bradshawgate is policed, although the southbound ranks appear to have seen some increase in usage.

Even flows at other ranks still in existence have reduced – such as the reduction in actual estimated flows at the Interchange, though with the Town Hall rank reduced usage the Interchange proportion of the total has increased to 75% - it was always dominant but is now very much the principal rank. Bradshawgate northbound flows have actually increased, both in actual terms and in proportion terms in this survey.

Overall, estimated weekly flows have reduced by 18% between the two surveys, about two thirds of this is accounted for by the Town Hall works, but the remainder is an overall reduction. This means that great care will be needed if the changes to the Interchange imply any impact on this rank.

Given the information we hold for previous surveys, further comparison is possible to demonstrate change since 2003. The table below provides comparison for specific days of survey where they are available. This table is based on actual day totals from each set of survey hours rather than any weekly estimates (so is not directly comparable with the above table).

Rank	Day / hours	Date	Passengers	Loaded vehicles
Interchange	Thurs 19 <sup>th</sup> June 0700-0300	2003	351	270
	Friday 20 <sup>th</sup> June 0700-0300	2003	418	340
	Friday 5 <sup>th</sup> Oct 0800-0200	2007	286	198
	Friday 5 <sup>th</sup> Oct 0800-0400	2012	391	285
	Friday 4 <sup>th</sup> Dec 0800-0700	2015	377	286
	Saturday 6 <sup>th</sup> Oct 0400-0400	2012	475	253
	Saturday 5 <sup>th</sup> Dec 0700-0500	2015	397	265
Town Hall	Friday 11 <sup>th</sup> July 0800-2000	2003	487	312
	Friday 5 <sup>th</sup> Oct 1000-1900	2012	85	55
	Friday 4 <sup>th</sup> Dec 1000-2000	2015	0	0
	Saturday 12 <sup>th</sup> July 1000-2000	2003	396	248
	Saturday 6 <sup>th</sup> Oct 0900-1800	2007	179	116
	Saturday 6 <sup>th</sup> Oct 1000-1900	2012	92	50
	Saturday 5 <sup>th</sup> Dec 1000-1900	2015	4	2
Knowsley Street	Thurs 19 <sup>th</sup> June 0900-1800	2003	28	16
	Friday 5 <sup>th</sup> Oct 1000-1900	2012	4	4
	Friday 4 <sup>th</sup> Dec 1000-2000	2015	4	3
Bradshawgate northbound	Friday 13 <sup>th</sup> June 2000-0300	2003	586	297
	Friday 20 <sup>th</sup> June 2000-0100	2003	237	110
	Friday 5 <sup>th</sup> Oct 2100-0300	2007	349	192
	Friday 5 <sup>th</sup> Oct 2200-0400	2012	161	88
	Friday 4 <sup>th</sup> Dec 2200-0400	2015	205	101
	Saturday 21 <sup>st</sup> June 2000-0400	2003	678	303
	Saturday 6 <sup>th</sup> Oct 2100-0300	2007	633	309
	Saturday 6 <sup>th</sup> Oct 2200-0400	2012	442	235
	Saturday 5 <sup>th</sup> Dec 2200-0400	2015	440	231
Bradshawgate southbound	Saturday 6 <sup>th</sup> Oct 2100-0200	2007	195	97
	Saturday 6 <sup>th</sup> Oct 2200-0400	2012	1	1
	Saturday 5 <sup>th</sup> Dec 2200-0400	2015	21	11
Churchgate	Saturday 6 <sup>th</sup> Oct 2200-0400	2012	87	50
	Saturday 5 <sup>th</sup> Dec 2200-0400	2015	63	28
Nelson Square	Friday 13 <sup>th</sup> June 2000-0300	2003	738	394
	Friday 5 <sup>th</sup> Oct 2200-0400	2012	29	17
	Friday 4 <sup>th</sup> Dec 2200-0400	2015	2	1
	Saturday 6 <sup>th</sup> Oct 2200-0400	2012	65	31
	Saturday 5 <sup>th</sup> Dec 2200-0400	2015	2	1

The table shows the general decline occurring between 2003 and 2015, with the worst drops in the early years. The clear reduction in night life is obvious, but there is also a steady drop in the general flows at the station, and more so on a Saturday – suggesting shopping levels may have fallen at least at this end of the town centre. Knowsley Street appears to be at a new but stable very low level of usage. Although the Town Hall was never a very busy rank, the works being carried out have meant it is currently almost non-existent and this is a concern as it was a key counter point to the Interchange rank within the town centre fabric. Hopefully this rank will pick up usage again once the town hall works are completed.

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

The industry standard index of significant unmet demand (ISUD) has been used and developed since the initial Government guidance that limits could only apply if there was no significant unmet demand for the service of hackney carriage vehicles. Initially developed by a university, it was then adopted by one of the consultant groups undertaking surveys, developed further by them in the light of various court challenges, and most recently adopted as an 'industry standard' test utilised by most current practitioners of unmet demand studies.

The index is principally used to identify a statistical guide if observed unmet demand is in fact significant. Early in the process of developing the index, a cut-off point of 80 was identified beneath which no conclusion of unmet demand being significant had been drawn, and over which all studies had concluded there was significant unmet demand. This level has become accepted as the guide. Once unmet demand has been identified as significant it is usual for a calculation to be undertaken to identify the exact number of new licences needed in order to reduce the significance of the unmet demand below the threshold – although this cannot be an exact science in terms of outcomes due to the high number of parameters involved in determining where new licences actually end up working – there is no way to guarantee that licences will focus on reducing the unmet demand at all.

The ISUD calculations draw from various elements of the work, reflecting statistics which seek to capture components of 'significant unmet demand' although principal inputs are from the rank surveys, factored to produce a typical week of observations based on the knowledge available to us.

The current index has two elements which can negate the need for use of the index by setting the value to zero. The first test relates to if there are any daytime hours (Monday to Friday 1000 to 1800) where people are observed to queue for hackney carriages. Using the direct outputs from the survey a value of 4.17% is estimated.

The other index that could be zero – proportion of passengers in hours in which waits occurred which was over 1 minute – was 1.72%.

The seasonality index is 1.0 since the surveys were undertaken in early December 2015 and it was determined there was no significant Christmas peak.

The highest flow observed was 136 people in the 03:00 hour on early Sunday morning. The equivalent peak on the Saturday was just 74 people, and the overall average was 34 passengers per hour. Hence, the area exhibits peaked demand, so this factor is 0.5.

Average passenger delay in minutes across the whole survey is 0.1 minutes (or 6 seconds).

The latent demand factor is 1.0 with no evidence found of people giving up waiting for hackney carriages – in effect, they just do not use them much at all.

The ISUD index is the multiple of all the above. Using detailed numbers the calculated value is 0.36. This is well short of the cut-off value of 80 suggesting there is no unmet demand in the Bolton area which is significant at this point in time. This result takes on board both patent (measurable) and latent demand. This needs to be considered with other evidence to understand the right course of action with plate numbers but it is unlikely that this guide value would be reversed by other evidence.

**Comparison to previous studies**

The ISUD index was used in the 2012 study. The Table below shows the change in specific indices between years to give an indication of the movement of the market between these two studies (where information is available). The surveys were all undertaken at the same time of year, so the seasonality index was 1.0 in all cases and has not been reported. There will be some differences arising from the specific sample hours used but in general an outline comparison is informative on the state of the hackney carriage market in Bolton over the last three years.

Element	2012	2015
Average wait (mins)		0.1
Peak factor	0.5	0.5
% Queues in weekday daytime hours	0	4.17
% pass in hours with waiting over 1 minute	0.9	1.72
Overall index	0	0.36

In 2012 there were no queues observed in off peak hours. This set the index to zero. In 2015, not only have queues appeared in some off peak hours, but the % of passengers travelling in hours with queues over a minute has also increased, almost doubling. This shows that despite very low flows levels of service have marginally worsened in the area. However, the statistics are all very small and a long way from any of this unmet demand becoming significant.

Further discussion occurs below to make use of this information in the decision regarding the significance or otherwise of unmet demand.





## 4. Public Consultation results

A thirteen question survey was undertaken with 201 persons in the Bolton Council area (406 were obtained in 2012 including three out of town samples, not required this time). Surveys were undertaken on Thursday 26<sup>th</sup> November in the shopping area. Responses were mainly from those available during the day time, following standard practise for these interviews. The Table in **Appendix 3** summarises the overall responses.

52% of those interviewed had used a licensed vehicle in the Bolton Council area in the last three months, a moderate level of recent usage. This was lower than the 62% recorded in the town centre sample in 2012.

Of the respondents who told us they had used a licensed vehicle recently, nearly all said how often they used a licensed vehicle. We have assumed the remaining non-respondents do not use licensed vehicles and calculated the average level of licensed vehicle trips per month. On average, there are 3.8 person trips by licensed vehicle per month based on these assumptions, a moderate level, but reduced to the 4.9 estimated in 2012. Compared to 2012 when the most frequent usage was almost daily, the typical response in 2015 was 'less than once a month' and then 'once a week' suggesting less people using recently and those people using them less often too.

93% of interviewees told us how they obtained licensed vehicles in the Council area. Some gave multiple answers. By far the highest percentage got taxis by booking them by telephone (39%), followed by on-line booking (18%), mobile or smart phone (17%) and Freephone (6%), with the total by phone methods being 80%. 19% said they got them from ranks and 1% said their normal method was hailing (a typical level). Rank usage is higher in 2015 than 2012 (was 6%) with an apparent reduction in overall use of telephone based methods.

The use of phones was queried further, seeking to understand the companies that people used. Across the full survey people suggested 34 different companies though some could be different names or use of the number not the name (a similar level to 2012). The largest company obtained 30% of mentions, with the next 12% and no others more than 9%. Many were named just once or twice, suggesting a very high level of competition.

A set of questions were then asked relating specifically to use of hackney carriages. Just 12% of those questioned provided hackney carriage usage frequencies, though nearly all responded to the overall question. 79% said they could not remember when they had last used a hackney carriage (increased from 60% in 2012). 9% said they could not remember seeing a hackney carriage in the area. Overall, the number of trips per person per month from the stated frequencies of use of hackney carriages was 0.4, or 11% of that quoted for total licensed vehicles – about half the quoted usage of vehicles from ranks (and slightly up on 2012).

In terms of feeling safe using hackney carriages, 81% said they did – similar to 2012. Views about fares had changed since 2012 when 82% found them expensive. In 2015, 56% had no opinion whilst 29% said expensive and 14% said fair.

In terms of problems with the local hackney carriages service there were just 33 total responses – low. Most said 'other issues' but few specified what these were. Of the named responses the highest was delay getting a taxi – 33% but this was not significant and most likely related to private hire not hackney carriage. There were a similar number of responses to what might make people use hackney carriages more. 44% said better vehicles whilst 26% wanted more hackney carriages to hail or at ranks. Again, the results are not significant. A lot took time to say they did not use them or that nothing could encourage them to use them.

People were asked if they or anyone they knew had a disability needing either a wheel chair accessible licensed vehicle, or a vehicle adapted in some other way. 87% responded, with 90% of these saying they did not need, nor know anyone who needed any adapted vehicle. 7% said a WAV was required whilst 3% said some other kind of adaptation. This suggests the current 100% WAV policy tends to be correct for the area, though there may clearly be some issues with people feeling they cannot access the WAV style hackney carriage.

64% had access to a car. 85% lived in the area. 35% were employed full time, 33% retired, 18% were part time employed and 9% not currently employed, with the remainder not wishing to give a response.

There was a bias towards women compared to the census, and towards those in the older age group compared to those in the two younger age groups – though this should have tipped the sample towards hackney carriage use rather than against.

## 5. Stakeholder Consultation

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

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

Specific comments have been aggregated below to provide an overall appreciation of the current situation, although in some cases comments are specific to the needs of a particular stakeholder. It should be noted that the comments contained in this Chapter are the views of those consulted, and not that of the authors of this Report. **Appendix 4** provides further details of those consulted. Information was obtained by telephone / email / letter as appropriate. Contacts were made with a selection chosen from an extensive list provided by the Council as well as by checking internet sources for other contact details or more detailed references.

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

### ***Supermarkets***

Seven supermarkets were contacted. During the time available and following several attempts, five responses were obtained. All said their customers used licensed vehicles. All had freephones. Only one was aware of a rank, which was in the town centre. The only issue was over-queuing by private hire waiting for fares in the car park for one store. Effectively the service provided is by private hire companies.

### ***Hotels***

Four hotels were contacted and three responded. All again used private hire by phone bookings. Two had issues, one with delay arriving and another with vehicles not arriving at all. None were aware of any ranks.

### ***Restaurants / Night venues***

Four restaurants, four entertainment venues, eight pubs and five night venues were contacted.

Two restaurants replied with one giving us quite a bit of detail. They said that most people used vehicles they phoned for as the nearby rank rarely had vehicles there in any event. However, they also then had issues with vehicles from bookings not actually arriving. This is, however, principally private hire. The other restaurant booked private hire and had no issues.

Two entertainment venues responded that their customers used local taxis. One had a Freephone whilst the other found that customers made their own bookings using their own phones. All were private hire.

Five of the six pubs contacted provided us a response. All said their customers used local taxis. Just one said people mainly used the nearby rank, though this pub and two others were aware of nearby ranks that were used. There was a mix of customers phoning and those on the bar making bookings for people. The only issues were late arrivals for bookings.

Just one club responded. They told us there was a mix of booking by customers and by staff for customers, but all were to two private hire companies. Their response regarding a rank was to name a private hire company booking office. There were no complaints received from customers.

### ***Hospitals***

Several contacts at the hospital attempted to find someone to answer our questions but in the end no-one felt they had anything to offer to our review. This is not unusual.

### ***Police***

No response was obtained from any police representative.

### ***Disability representatives***

No response was obtained from those representing people with disabilities.

### ***Rail Operators***

National statistics are publicly available showing the total number of entries and exits at each rail station in the United Kingdom. These numbers are calculated using ticket barrier and ticket issue information from ticket sales. The Table below shows information from 1997/1998 to date (the last year of data ending in March for the last year quoted, with information published the December after this date). The figures after the station name show the position in rank in terms of usage of English, Welsh and Scottish railway stations, with the smallest usage being the 2,539<sup>th</sup> station and the highest being 1<sup>st</sup> in the list (Waterloo, London). Within the Bolton area there are 11 stations – Bolton, Horwich Parkway, Blackrod, Bromley Cross, Daisy Hill, Lostock Parkway, Westhoughton, Hall I'th'Wood, Kearsley, Farnworth and Moses Gate. For 2015, we have only compared rail growth for the main Bolton station, which is currently the 138<sup>th</sup> largest station in the terms of this data collection.

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
<b>Bolton (138<sup>th</sup>)</b>		
1997 / 1998	1,575,866	n/a
1998 / 1999	1,544,638	-2%
1999 / 2000	1,654,816	+7%
2000 / 2001	1,720,713	+4%
2001 / 2002	1,718,128	-0.0%
2002 / 2003	1,612,794	-6%
2003 / 2004	n/a	n/a
2004 / 2005	1,867,937	+16%
2005 / 2006	1,929,990	+3%
2006 / 2007	1,952,354	+1%
2007 / 2008	2,097,879	+7%
2008 / 2009	2,743,684	+31%
2009 / 2010	2,833,866	+3%
2010 / 2011	3,059,186	+8%
2011 / 2012	3,262,442	+7%
2012 / 2013	3,583,392	+10%
2013 / 2014	3,695,050	+3%
2014 / 2015	3,518,716	-5%
Overall	97/98 to 14/15	+123%
Last three available	2011/12 to 2014/15	+8%

Since data began collection, rail patronage at Bolton has increased 123%, compared to overall national growth in the same period of 126%. The last data available suggests over 3.5 million passengers enter or leave the station per year. Growth since the last survey has been in the order of 8%. This suggests the decrease in patronage of hackney carriages is not directly related to fortunes at the station. No comment was obtained from the rail operator, although the land on which the rank is based is in any event not under control of the rail company. There may be more growth when electrification comes to Bolton and with the revised Interchange.



## 6. Licensed Vehicle Trade Consultation

### ***Trade consultation***

A letter and questionnaire prepared by us was issued by Bolton Council to all hackney carriage owners, operators and trade representatives. A total of 116 letters were issued. There were six responses – 5%, fairly reasonable for this kind of survey, although results cannot be taken to be more than indicative given the small number. All six drove hackney carriage vehicles.

On average they had 16 years' experience in the trade, ranging from three to 27 years. On average they worked five days and 35 hours (but with ranges from two to six days and 16 to 46 hours) – fairly low overall.

Times chosen to work were determined by when it was busiest (40%), family commitments (40%) and choosing to avoid times when there was congestion (20%).

All owned their own vehicles but one of the six also said someone else also drove their vehicle. Just one operated on a hackney carriage circuit and one on a private hire circuit.

The six drivers provided ten references to ranks they serviced. 30% of these responses were the Interchange, 30% the Town Hall (even though currently limited) and 20% Bradshawgate.

There were some nine responses to how people obtained fares – with a third of these ranks, a third flag-downs, 22% phone bookings and 11% from school contracts.

All agreed the limit should be retained. Two thirds would leave the trade were the limit removed.

Several comments were made – one driver saying he worked on a private hire circuit most of the time and only used ranks after midnight on a Saturday. Another said demand for hackney carriages at ranks had almost gone away. One hackney carriage only worked on school contracts.

An extended written contribution was provided. The driver explained that they tended to work around 18 hours per week due to family issues. They could only do this because their vehicle and other financial commitments had already been met as they were close to retirement. They said most hackney carriages tend to work for a private hire company to help make ends meet. They also felt that no-one would want their plates when they finally retired as there was little interest from younger people – all younger drivers tended to use private hire vehicles. They felt the high level of competition from private hire meant few people used hackney carriages. The main down side of this was a relative lack of wheel chair and disabled friendly vehicles to serve those in Bolton.

Both hackney carriage trade reps were contacted. One responded. They felt that the current level of demand for hackney carriages was very low. They considered the high level of private hire competition meant that it would be hard to see much increase in demand for hackney carriages. Whilst it was felt some was legitimate competition, other was not felt to be as valid. This has major implications on the need for enforcement particularly at night in Bradshawgate although they recognised this was difficult.

They felt that the area had never been hackney carriage country but that some form of determined action was needed if Bolton was to retain a viable hackney carriage service to the few ranks it retained. They felt, however, that such a service was still important.



## **7. Summary and conclusions**

### ***Policy Background***

The policy background is set by Bolton Council and Transport for Greater Manchester (TfGM) who are the transport authority for the ten metropolitan district councils of which Bolton is one of the most northern. All local ranks are administered by the metropolitan authority though higher level transport policy is summarised in the Local Transport Plan document (LTP3). At the higher level, TfGM is administering rebuilding of the Bolton rail / bus interchange which also contains the key taxi rank. LTP3 also supports taxis as being vital to the function of the conurbation for a number of key reasons (although not differentiating at this point between hackney carriage and private hire). The key point where there is a difference is that hackney carriage are allowed in with flow bus lanes whereas private hire, being harder to clearly identify, are not. This is assisted in Bolton by the fleet being fully wheel chair accessible style vehicles.

Bolton removed its restriction on hackney carriage vehicle numbers when the 1985 Transport Act was put in place. However, after a survey in 2003, early 2004 saw the limit put back in place, and this has remained the case to date. Subsequent surveys in 2007 and 2012 did not find any unmet demand which was significant although six extra plates were added in around 2010. In 2012 numbers were reduced to the 108 plates which were meeting demand adequately at the time of that survey.

### ***Statistical Background***

The present number of registered hackney carriages is now lower than in 1994, having remained stable between 2010 and 2013 but more recently fallen. Since 1997 private hires have increased 133% with a more recent apparent increase. Driver numbers on the hackney carriage side are now also lower than in 1994, whilst private hire operator numbers are much higher than when first recorded. There does appear to remain some double shifting of hackney carriages but there are actually less private hire drivers than there are vehicles, perhaps related to specific vehicles in the fleet being kept for limited use.

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

Each of the active ranks were surveyed with a total of 1,391 total vehicle departures recorded over the survey period. Just 5% were private cars although 19% were private hire vehicles with the remainder hackney carriages. Some 110 hours were observed at seven ranks, including the part location currently operating at the Town Hall.

In 2015, the Interchange rank is the only longer term operating rank, tending to operate for around 17 hours per day related to the operation of the railway station. Bradshawgate is the next overall busiest rank but it only services night demand and mainly at weekends. The northbound rank here sees the highest average level of passenger departures when active. It is the only place with more than a passenger every two minutes – and that only on the Saturday night. Demand of passengers about every four minutes on average when active occurs at this location on the Friday as well as on both days observed at the Interchange.

When factored to an average week, there are around 3,300 passengers per week in total, of which 75% are at the Interchange. 20% occur at Bradshawgate (northbound), 3% at Churchgate with small amounts at the southbound ranks in Bradshawgate and at Knowsley Street. The works around the Town Hall have effectively closed this location at this time, and compared to 2012 flows are down 18% for a typical week. This is despite the 2015 surveys being in early December compared to September, which would normally imply higher flows.

Detailed comparisons back to the 2003 survey show the worst drops in demand were in the earlier years, with a clear reduction in night life but now also an apparent decline in shopping demand.

The industry standard ISUD calculation demonstrates there is no unmet demand in the Bolton area at this time which is significant. However, comparison to 2012 suggest the components of the index are in fact increasing and tending towards the index demonstrating significant unmet demand – though a very long way from that conclusion being drawn. Despite falling demand, it appears that supply has reduced even further.

### ***Public Consultation***

201 people were consulted in the streets of central Bolton. A reduced level since 2012 – though still moderate (52%) had used a licensed vehicle in the last three months. The overall usage of licensed vehicles has also fallen from 4.9 trips per person per month in 2012 to 3.8 now, and to 0.4 when specifically considering hackney carriage usage. This ratio of 11% is closer to the 2012 level of rank usage than that quoted in 2015 (see below).

However, it appears that rank usage in 2015 at 19% is higher than in 2012 at the expense of some telephone bookings. A similar high number of different private hire companies were used to book trips compared to 2012. There appears to be a high level of competition although the most mentioned company obtained 30% of all mentions.

People continued to feel safe using hackney carriages. There were few issues with the service provided, though many simply did not use hackney carriages, and had no intention to do so either.

In terms of need for wheel chair accessible vehicles 90% did not need nor know anyone who needed an adapted vehicle. If people needed an adapted vehicle most required a wheel chair accessible version suggesting the fully wheel chair accessible vehicle policy remains appropriate.

Though there were some biases in the sample towards older persons and females, this is not considered to have affected the results significantly.

### ***Stakeholder Consultation***

Stakeholder results mainly referred to private hire bookings, with some issues of poor service and over-queueing in one car park. Just a small number were aware of ranks and only one or two central locations actually considered their customers would use ranks. Others had customers who would make bookings because the rank they would otherwise use rarely had vehicles waiting. One club named a private hire booking office as a rank.

Some three wheel chair customers were observed accessing hackney carriages at ranks during the survey. Interestingly two of these were some of the few hirings from the Town Hall location. There were four other passengers observed to be visibly disabled. 28 further cases of drivers assisting passengers were observed.

### ***Trade Consultation***

The trade consultation was only responded to by 5% of those invited. However, there are some very clear indications from the results as to the current issues of the hackney carriage trade in Bolton. It is clear there is significant expertise in the hackney carriage trade, but that those working in this arena tend to be working shorter hours related to the low demand.

There was evidence provided of people still sharing their vehicles, although there was also evidence that many worked on private hire company circuits as well as some not servicing ranks at all – or doing so only at the busiest times.

There was strong and unequivocal support for retaining the limit on hackney carriage vehicle numbers.

Comments suggested that demand for hackney carriages at ranks was now very low, partly due to the high level of private hire service provided in the area. One person was very concerned that the hackney carriage trade was becoming older and that there was little fresh entrance to this part of the trade with younger drivers focussing on the private hire side.

One representative felt the future for hackney carriages was poor. Within this they mentioned quite a number of out of town vehicles which appeared to be providing service within the Bolton area.

## ***Synthesis and Conclusions***

Both demand and supply of hackney carriages to ranks in Bolton is continuing to reduce. Whilst a key issue is the temporary closure of the Town Hall rank, growth in patronage at the station not matched by growth in usage of hackney carriages seems to suggest continued impact of private hire services on demand for hackney carriages. Many drivers appear to have reacted by reducing their hours – with overall levels of availability to ranks being very low compared to other places. Nonetheless, the hackney carriage contribution to servicing night life remains very important, as does their contribution to meeting the needs of those requiring wheel chair accessible transport.

Whilst potential passengers do not have significant criticism of the hackney carriage service they have clearly voted with their feet and do not seem to consider it is a service they would choose to use. People appear to be choosing the most convenient and apparently cheapest option when needing licensed vehicles – ie private hire. This distinction is being blurred by many hackney carriages working as private hire. This is demonstrated by one key stakeholder thinking that a private hire booking office was in fact a rank – a normal misconception held by people.

It seems clear that the hackney carriage trade in Bolton is at a very clear decision point – without significant determination it is highly likely that the level of available vehicles will fall significantly and this could have implications for how people can travel from the interchange and late at night if they do not wish to make bookings.

## **8. Recommendations**

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

There is **no evidence** of any unmet demand for hackney carriages either patent or latent which is significant at this point in time in the Bolton area. The committee is therefore able to retain the current policy and limit at the present level and defend this if necessary.

In a similar manner to the choice made in 2012, the current 105 plates are clearly meeting demand with only marginal levels of unmet demand (and far from any level that would be counted significant). The committee could choose to reduce the level to 105.

### ***Rank provision***

The Town Hall rank needs to be restored to full use as soon as possible if it is expected to continue to meet demand. Even with such return it may be that passengers will not return. This needs to be included in any discussion about the future of the hackney carriage trade in Bolton. Care needs to be taken to ensure that any impact on the Interchange rank of the changes there are mitigated if required – this rank should really grow in use due to the improvements not reduce.

### ***Future review of hackney carriage demand***

The Council should ensure that record is kept that, unless legislation or guidance changes, the next review of unmet demand ensures that fresh rank surveys are undertaken no later than October 2018 with relevant accompanying research by an independent review body.

### ***Trade development opportunities***

There is a real need for the hackney carriage trade, preferably in conjunction with the Council and perhaps an independent advisor, to seriously consider its potential future. Unless significant action is taken, which is likely to need liaison between the Council and the trade, the continuing decline of hackney carriages will continue and it is possible that the viability of this element of the licensed vehicle trade may effectively end.

The key implications of further reduction in hackney carriage service impact on those with disabilities since the bulk of wheel chair provision is via the hackney carriage fleet – being fully wheel chair accessible there is little incentive for private hire to invest in such vehicles (and hackney carriages do seem to work on their circuits to assist). There is also a potential severe impact on safety for the night economy since if people are not wanting to make bookings, the only legal route is using a hackney carriage by hailing or at a rank – and if they continue to decrease this has implications for need for enforcement and education of the public. There would also be issues at the interchange as such a busy station normally expects an available on demand 'taxi' service usually best provided by an active hackney carriage rank.

Any development plan for hackney carriages would need significant input from the trade, and would also require marketing by a relevant party that would also need some council input.

## Appendix 1 – Planned Video Observation Hours

		Interchange	Town Hall	Knowsley	Bradshawgate	Bradshawgate sb	Churchgate	Nelson Sq
Friday	00:00							
Friday	06:00							
Friday	07:00							
Friday	08:00	1						
Friday	09:00	2						
Friday	10:00	3	1	1				
Friday	11:00	4	2	2				
Friday	12:00	5	3	3				
Friday	13:00	6	4	4				
Friday	14:00	7	5	5				
Friday	15:00	8	6	6				
Friday	16:00	9	7	7				
Friday	17:00	10	8	8				
Friday	18:00	11	9	9				
Friday	19:00	12	10	10				
Friday	20:00	13						
Friday	21:00	14						
Friday	22:00	15			1			1
Friday	23:00	16			2			2
Friday	00:00	17			3			3
Saturday	01:00	18			4			4
Saturday	02:00	19			5			5
Saturday	03:00	20			6			6
Saturday	04:00	21						
Saturday	05:00	22						
Saturday	06:00	23						
Saturday	07:00	24						
Saturday	08:00	25						
Saturday	09:00	26						
Saturday	10:00	27	11					
Saturday	11:00	28	12					
Saturday	12:00	29	13					
Saturday	13:00	30	14					
Saturday	14:00	31	15					
Saturday	15:00	32	16					
Saturday	16:00	33	17					
Saturday	17:00	34	18					
Saturday	18:00	35	19					
Saturday	19:00	36						
Saturday	20:00	37						
Saturday	21:00	38						
Saturday	22:00	39			7	1	1	7
Saturday	23:00	40			8	2	2	8
Saturday	00:00	41			9	3	3	9
Sunday	01:00	42			10	4	4	10
Sunday	02:00	43			11	5	5	11
Sunday	03:00	44			12	6	6	12
Sunday	04:00	45						
Total hrs	=	45	19	10	12	6	6	12

**Total hours**  
= **110**





## **Appendix 2 – Detailed rank observation results**



Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Interchange F	04/12/2015	8	22	10	10	1	3	23%	13	00:26:30	00:26:50	00:41:00	
Interchange F	04/12/2015	9	14	12	10	1.2	2	17%	12	00:57:55	00:58:30	01:06:00	
Interchange F	04/12/2015	10	8	12	8	1.5	3	27%	11	00:48:15	00:48:10	00:59:00	
Interchange F	04/12/2015	11	8	14	9	1.6	2	18%	11	00:26:00	00:26:00	00:33:00	
Interchange F	04/12/2015	12	10	15	10	1.5	0	0%	10	00:14:24	00:14:24	00:37:00	
Interchange F	04/12/2015	13	15	14	11	1.3	1	8%	12	00:25:16	00:26:09	00:32:00	
Interchange F	04/12/2015	14	15	14	11	1.3	2	15%	13	00:35:36	00:35:38	00:49:00	
Interchange F	04/12/2015	15	14	21	15	1.4	0	0%	15	00:26:38	00:26:38	00:31:00	
Interchange F	04/12/2015	16	23	24	19	1.3	0	0%	19	00:21:57	00:21:57	00:40:00	00:00:22
Interchange F	04/12/2015	17	20	24	20	1.2	0	0%	20	00:37:48	00:38:03	00:44:00	
Interchange F	04/12/2015	18	12	22	18	1.2	1	5%	19	00:28:10	00:28:10	00:39:00	
Interchange F	04/12/2015	19	30	32	23	1.4	0	0%	23	00:22:32	00:22:32	00:41:00	
Interchange F	04/12/2015	20	20	27	23	1.2	0	0%	23	00:28:54	00:28:54	00:44:00	
Interchange F	04/12/2015	21	20	24	17	1.4	2	11%	19	00:33:21	00:33:03	00:54:00	
Interchange F	04/12/2015	22	25	33	25	1.3	0	0%	25	00:20:21	00:20:21	00:41:00	
Interchange F	04/12/2015	23	35	56	45	1.2	0	0%	45	00:06:22	00:06:22	00:16:00	00:00:24
Interchange F	05/12/2015	0	13	23	12	1.9	2	14%	14	00:18:04	00:16:21	00:31:00	00:00:16
Interchange F	05/12/2015	1	0	0	0	0	0	0%	0				
Interchange F	05/12/2015	2	0	0	0	0	0	0%	0				
Interchange F	05/12/2015	3	0	0	0	0	0	0%	0				
Interchange F	05/12/2015	4	0	0	0	0	0	0%	0				
Interchange F	05/12/2015	5	0	0	0	0	0	0%	0				
<b>Interchange F</b>	<b>04/12/2015</b>		<b>304</b>	<b>377</b>	<b>286</b>	<b>1.3</b>	<b>18</b>	<b>6%</b>	<b>304</b>				<b>00:00:06</b>

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Interchange Sa	05/12/2015	6	0	0	0	0	0	0%	0				
Interchange Sa	05/12/2015	7	1	0	0	0	0	0%	0	00:33:00	00:33:00	00:33:00	
Interchange Sa	05/12/2015	8	4	2	2	1	0	0%	2	00:41:30	00:39:00	00:55:00	
Interchange Sa	05/12/2015	9	5	3	3	1	1	25%	4	00:45:12	00:45:12	00:58:00	
Interchange Sa	05/12/2015	10	6	7	7	1	0	0%	7	00:18:00	00:18:00	00:28:00	
Interchange Sa	05/12/2015	11	12	18	13	1.4	0	0%	13	00:08:30	00:08:30	00:19:00	00:01:53
Interchange Sa	05/12/2015	12	14	16	14	1.1	1	7%	15	00:24:47	00:24:36	00:40:00	
Interchange Sa	05/12/2015	13	21	18	12	1.5	0	0%	12	00:33:34	00:33:34	00:49:00	
Interchange Sa	05/12/2015	14	13	27	15	1.8	0	0%	15	00:29:27	00:29:27	00:43:00	
Interchange Sa	05/12/2015	15	13	30	19	1.6	0	0%	19	00:22:00	00:22:00	00:34:00	
Interchange Sa	05/12/2015	16	18	20	11	1.8	1	8%	12	00:35:43	00:35:28	00:53:00	
Interchange Sa	05/12/2015	17	12	17	12	1.4	0	0%	12	00:41:10	00:41:10	00:51:00	
Interchange Sa	05/12/2015	18	17	25	16	1.6	0	0%	16	00:26:38	00:25:30	00:37:00	
Interchange Sa	05/12/2015	19	24	27	22	1.2	1	4%	23	00:22:30	00:22:30	00:42:00	
Interchange Sa	05/12/2015	20	18	31	21	1.5	0	0%	21	00:15:23	00:15:23	00:33:00	
Interchange Sa	05/12/2015	21	31	44	27	1.6	0	0%	27	00:13:13	00:13:13	00:28:00	
Interchange Sa	05/12/2015	22	35	54	38	1.4	1	3%	39	00:12:08	00:12:17	00:27:00	
Interchange Sa	05/12/2015	23	18	37	24	1.5	0	0%	24	00:27:06	00:27:06	00:46:00	00:00:22
Interchange Sa	06/12/2015	0	9	21	9	2.3	0	0%	9	00:06:13	00:00:22	00:01:00	
Interchange Sa	06/12/2015	1	0	0	0	0	1	100%	1				
Interchange Sa	06/12/2015	2	0	0	0	0	0	0%	0				
Interchange Sa	06/12/2015	3	0	0	0	0	0	0%	0				
Interchange Sa	06/12/2015	4	0	0	0	0	0	0%	0				
<b>Interchange Sa</b>	<b>05/12/2015</b>		<b>271</b>	<b>397</b>	<b>265</b>	<b>1.5</b>	<b>6</b>	<b>2%</b>	<b>271</b>				<b>00:00:08</b>

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Town Hall F	04/12/2015	10	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	11	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	12	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	13	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	14	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	15	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	16	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	17	0	0	0	0	0	0%	0				
Town Hall F	04/12/2015	18	1	0	0	0	1	100%	1	00:10:00			
Town Hall F	04/12/2015	19	0	0	0	0	0	0%	0				
<b>Town Hall F</b>	<b>04/12/2015</b>		<b>1</b>	<b>0</b>	<b>0</b>	<b>0.0</b>	<b>1</b>	<b>100%</b>	<b>1</b>				

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Town Hall Sa	05/12/2015	10	0	0	0	0	0	0%	0				
Town Hall Sa	05/12/2015	11	1	0	0	0	1	100%	1	00:01:00			
Town Hall Sa	05/12/2015	12	1	2	1	2	0	0%	1	00:16:00	00:16:00	00:16:00	
Town Hall Sa	05/12/2015	13	0	0	0	0	0	0%	0				
Town Hall Sa	05/12/2015	14	1	0	0	0	1	100%	1	00:02:00			
Town Hall Sa	05/12/2015	15	0	0	0	0	0	0%	0				
Town Hall Sa	05/12/2015	16	1	2	1	2	0	0%	1	00:01:00	00:01:00	00:01:00	
Town Hall Sa	05/12/2015	17	0	0	0	0	0	0%	0				
Town Hall Sa	05/12/2015	18	0	0	0	0	0	0%	0				
<b>Town Hall Sa</b>	<b>05/12/2015</b>		<b>4</b>	<b>4</b>	<b>2</b>	<b>2.0</b>	<b>2</b>	<b>50%</b>	<b>4</b>				

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Knowsley St F	04/12/2015	10	3	2	1	2	1	50%	2	00:08:20	00:03:00	00:03:00	
Knowsley St F	04/12/2015	11	1	0	0	0	2	100%	2	00:06:00			
Knowsley St F	04/12/2015	12	0	0	0	0	0	0%	0				
Knowsley St F	04/12/2015	13	1	0	0	0	0	0	0	01:17:00			
Knowsley St F	04/12/2015	14	1	0	0	0	1	100%	1	00:49:00	00:49:00	00:49:00	
Knowsley St F	04/12/2015	15	0	1	1	1	0	0%	1				
Knowsley St F	04/12/2015	16	1	1	1	1	0	0%	1	00:02:00	00:02:00	00:02:00	
Knowsley St F	04/12/2015	17	1	0	0	0	1	100%	1	00:01:00			
Knowsley St F	04/12/2015	18	0	0	0	0	0	0%	0				
Knowsley St F	04/12/2015	19	0	0	0	0	0	0%	0				
<b>Knowsley St F</b>	<b>04/12/2015</b>		<b>8</b>	<b>4</b>	<b>3</b>	<b>1.3</b>	<b>5</b>	<b>63%</b>	<b>8</b>				

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Bradshawgate Nbd F	04/12/2015	22	1	0	0	0	1	100%	1	00:04:00			
Bradshawgate Nbd F	04/12/2015	23	8	5	4	1.2	1	20%	5	00:07:45	00:07:24	00:13:00	
Bradshawgate Nbd F	05/12/2015	0	22	28	17	1.6	4	19%	21	00:08:51	00:09:18	00:21:00	00:00:02
Bradshawgate Nbd F	05/12/2015	1	33	54	31	1.7	4	11%	35	00:03:05	00:02:53	00:08:00	00:00:20
Bradshawgate Nbd F	05/12/2015	2	19	40	16	2.5	1	6%	17	00:16:41	00:16:16	00:34:00	
Bradshawgate Nbd F	05/12/2015	3	33	74	32	2.3	1	3%	33	00:04:52	00:05:04	00:08:00	
Bradshawgate Nbd F	05/12/2015	4	0	4	1	4	3	75%	4				
<b>Bradshawgate Nbd F</b>	<b>04/12/2015</b>		<b>116</b>	<b>205</b>	<b>101</b>	<b>2.0</b>	<b>15</b>	<b>13%</b>	<b>116</b>				<b>00:00:06</b>



Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Bradshawgate Nbd Sa	05/12/2015	22	16	18	9	2	1	10%	10	00:12:41	00:12:47	00:23:00	
Bradshawgate Nbd Sa	05/12/2015	23	16	28	16	1.8	2	11%	18	00:10:15	00:10:10	00:15:00	
Bradshawgate Nbd Sa	06/12/2015	0	34	53	30	1.8	4	12%	34	00:05:26	00:05:30	00:16:00	00:00:04
Bradshawgate Nbd Sa	06/12/2015	1	55	104	56	1.9	1	2%	57	00:02:24	00:02:22	00:09:00	00:00:03
Bradshawgate Nbd Sa	06/12/2015	2	70	128	66	1.9	2	3%	68	00:02:31	00:02:32	00:06:00	00:00:04
Bradshawgate Nbd Sa	06/12/2015	3	53	107	53	2	1	2%	54	00:02:06	00:02:08	00:06:00	00:00:04
Bradshawgate Nbd Sa	06/12/2015	4	0	2	1	2	2	67%	3				
<b>Bradshawgate Nbd Sa</b>	<b>05/12/2015</b>		<b>244</b>	<b>440</b>	<b>231</b>	<b>1.9</b>	<b>13</b>	<b>5%</b>	<b>244</b>				<b>00:00:04</b>

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Bradshawgate Sbd Sa	05/12/2015	22	3	0	0	0	2	100%	2	00:04:20			
Bradshawgate Sbd Sa	05/12/2015	23	7	2	1	2	5	83%	6	00:08:00	00:00:00	00:00:00	
Bradshawgate Sbd Sa	06/12/2015	0	4	0	0	0	4	100%	4	00:17:45	00:46:00	00:46:00	
Bradshawgate Sbd Sa	06/12/2015	1	5	8	4	2	3	43%	7	00:05:24	00:07:40	00:16:00	00:01:30
Bradshawgate Sbd Sa	06/12/2015	2	6	8	4	2	2	33%	6	00:01:10	00:01:15	00:03:00	
Bradshawgate Sbd Sa	06/12/2015	3	6	3	2	1.5	3	60%	5	00:03:30	00:02:00	00:03:00	
Bradshawgate Sbd Sa	06/12/2015	4	0	0	0	0	1	100%	1				
<b>Bradshawgate Sbd Sa</b>	<b>05/12/2015</b>		<b>31</b>	<b>21</b>	<b>11</b>	<b>1.9</b>	<b>20</b>	<b>65%</b>	<b>31</b>				<b>00:00:43</b>

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Churchgate Sa	05/12/2015	22	16	14	5	2.8	6	55%	11	00:08:45	00:11:00	00:21:00	
Churchgate Sa	05/12/2015	23	14	34	14	2.4	5	26%	19	00:05:04	00:04:54	00:09:00	
Churchgate Sa	06/12/2015	0	22	10	6	1.7	16	73%	22	00:01:49	00:01:40	00:05:00	
Churchgate Sa	06/12/2015	1	16	4	2	2	14	88%	16	00:01:15	00:02:00	00:04:00	
Churchgate Sa	06/12/2015	2	0	0	0	0	0	0%	0				
Churchgate Sa	06/12/2015	3	1	1	1	1	0	0%	1	00:00:00	00:00:00	00:00:00	
<b>Churchgate Sa</b>	<b>05/12/2015</b>		<b>69</b>	<b>63</b>	<b>28</b>	<b>2.3</b>	<b>41</b>	<b>59%</b>	<b>69</b>				

Location	Date	Hour	No of Vehicle Arrivals	Total Passenger Departures	Loaded Vehicle Departures	Average vehicle occupancy	Empty Vehicle Departures	% of vehicles leaving empty	Total Vehicle Departures	Average Vehicle Waiting Time	Average Vehicle Waiting Time (for a fare)	Maximum Vehicle Waiting Time (for a fare)	Average Passenger Waiting Time in Hour
Nelson Sq F	04/12/2015	22	2	0	0	0	2	100%	2	00:02:30			
Nelson Sq F	04/12/2015	23	1	0	0	0	0	0%		00:02:00			
Nelson Sq F	05/12/2015	0	0	0	0	0	1	100%	1				
Nelson Sq F	05/12/2015	1	0	0	0	0	0	0%	0				
Nelson Sq F	05/12/2015	2	1	2	1	2	0	0%	1	00:11:00	00:11:00	00:11:00	
Nelson Sq F	05/12/2015	3	0	0	0	0	0	0%	0				
<b>Nelson Sq F</b>	<b>04/12/2015</b>		<b>4</b>	<b>2</b>	<b>1</b>	<b>2.0</b>	<b>3</b>	<b>75%</b>	<b>4</b>				

Location	Date	Hour	Average Passenger Waiting	Maximum Vehicle Waiting	Average Vehicle Waiting	Total Vehicle Departures	% of vehicles leaving empty	Empty Vehicle Departures	Average vehicle occupancy	Loaded Vehicle Departures	Total Passenger Departures	No of Vehicle Arrivals
			Time in Hour	Time (for a fare)	Time (for a fare)	Time	Time	Time	Time	Time	Time	Time
Nelson Sq Sa	05/12/2015	22	0	0	0	0	0%	0	0	0	0	0
Nelson Sq Sa	05/12/2015	23	0	0	0	0	0%	0	0	0	0	0
Nelson Sq Sa	06/12/2015	0	0	0	0	0	0%	0	0	0	0	0
Nelson Sq Sa	06/12/2015	1	0	0	0	0	0%	0	0	0	0	0
Nelson Sq Sa	06/12/2015	2	0	0	0	0	0%	0	0	0	0	0
Nelson Sq Sa	06/12/2015	3	0	0	0	0	0%	0	0	0	0	0
<b>Nelson Sq Sa</b>	<b>05/12/2015</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>0.0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Overall Totals**

**113 1052 1513 928 1.6 124 12% 1052**

**Appendix 3 Public on street survey results**





<b>Q1. Have you used a Taxi in the Bolton Council area in the last 3 months?</b>	<b>BOLTON</b>	
Yes	104	51.74%
No	97	48.26%
Total	201	100.00%

<b>Q2. How often do you use a Taxi within this area?</b>	<b>BOLTON</b>	
Almost daily	25	12.82%
Once a week	39	20.00%
A few times a month	26	13.33%
Once a month	11	5.64%
Less than once a month	94	48.21%
Total	195	100.00%

Almost daily	20
Once a week	4
A few times a month	2
Once a month	1
Less than once a month	0.5

<b>RESULTING ESTIMATE OF TRIPS PER PERSON PER MONTH</b>	3.8
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<b>Q3. How do you normally get a Taxi within this area?</b>	<b>BOLTON</b>	
At a Taxi rank	36	19.35%
Hail in the street	1	0.54%
Telephone a company	73	39.25%
Use a Freephone	12	6.45%
Use my mobile or smart phone	31	16.67%
Other - ONLINE	33	17.74%
Total	186	100.0%

<b>Q4. If you book a Taxi by phone, please tell us which three companies you use the most?</b>	<b>BOLTON</b>	
METRO	55	30.22%
COBRA	22	12.09%
BRIDGE	16	8.79%
AAA	11	6.04%
FIRST CALL	11	6.04%
HEATON	11	6.04%
ADAM	7	3.85%
REDLINE	5	2.75%
PAL TAXIS	4	2.20%
S AND D	4	2.20%
FLEET	4	2.20%
UNITED	4	2.20%
TELECARS	3	1.65%
BOLTON	2	1.10%
HASLAM	2	1.10%
STATION CARS	2	1.10%
TEN TEN	2	1.10%
ATLANTIS	1	0.55%
CENTRAL	1	0.55%
EE	1	0.55%
ELTON BULLIT	1	0.55%
EXPRESS	1	0.55%
FOUR O ONE	1	0.55%
ACE	1	0.55%
520 000	1	0.55%
LYNCH	1	0.55%
MITCHELL	1	0.55%
NW TAXIS	1	0.55%
RADIO CARS	1	0.55%
7777	1	0.55%
REGENCY	1	0.55%

ROYAL	1	0.55%
SILVERLADIES	1	0.55%
UNION	1	0.55%
Total	182	100.00%

<b>Q5. How often do you use a hackney carriage within the Bolton area?</b>	<b>BOLTON</b>	
ALMOST DAILY	3	1.54%
ONCE A WEEK	0	0.00%
A FEW TIMES A MONTH	5	2.56%
ONCE A MONTH	3	1.54%
LESS THAN ONCE A MONTH	13	6.67%
I CAN'T REMEMBER WHEN I LAST USED ONE	154	78.97%
I CAN'T REMEMBER SEEING ONE	17	8.72%
Total	195	100.00%

Almost daily	20
Once a week	4
A few times a month	2
Once a month	1
Less than once a month	0.5

<b>RESULTING ESTIMATE OF TRIPS PER PERSON PER MONTH</b>	0.4
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<b>Q6. Do you feel safe using local hackney carriages?</b>	<b>BOLTON</b>	
YES	73	81.11%
NO	17	18.89%
Total	90	100.00%

<b>Q7. How do you rate local hackney carriage fares?</b>	<b>BOLTON</b>	
EXPENSIVE	38	28.79%
FAIR	18	13.64%
CHEAP	2	1.52%
DON'T HAVE AN OPINION	74	56.06%
OTHER	0	0.00%
Total	132	100.00%

<b>Q8. Have you ever had any problem with the local hackney carriage service?</b>	<b>BOLTON</b>	
DESIGN OF VEHICLE	1	3.03%
DRIVER ISSUES	4	12.12%
POSITION OF RANKS	0	0.00%
DELAY IN GETTING A TAXI	11	33.33%
CLEANLINESS	3	9.09%
OTHER PROBLEMS	14	42.42%
Total	33	100.00%

<b>Q9. What would encourage you to use taxis, or use them more often?</b>	<b>BOLTON</b>	
BETTER VEHICLES	15	44.12%
MORE HACKNEY CARRIAGES I COULD PHONE	3	8.82%
BETTER DRIVERS	7	20.59%
MORE HACKNEY CARRIAGES I COULD HAIL OR GET AT RANK	9	26.47%
BETTER LOCATED RANKS	0	0.00%
OTHER	0	0.00%
Total	34	100.00%

<b>Q10. Do you consider yourself, or anyone you know, to have a disability that means you need an adaptive vehicle?</b>	<b>BOLTON</b>	
No, not at all	158	90.29%
Yes, I need WAV	5	2.86%
Yes, someone I know needs WAV	7	4.00%
Yes, someone I know needs another type of adapted vehicle	5	2.86%
Total	175	100.00%

<b>Q11. Do you have regular access to a car?</b>	<b>BOLTON</b>	
YES	126	63.64%
NO	72	36.36%
Total	198	100.00%

<b>Q12. Do you live in the area?</b>	<b>BOLTON</b>	
YES	158	84.49%
NO	29	15.51%
Total	187	100.00%

<b>Q13. What is your current employment status?</b>	<b>BOLTON</b>	
EMPLOYED FULLTIME	68	35.42%
EMPLOYED PART TIME	35	18.23%
RETIRED	63	32.81%
NOT CURRENTLY EMPLOYED	17	8.85%
PREFER NOT TO SAY	9	4.69%
OTHER	0	0.00%
Total	192	100.00%

<b>Q14. Gender?</b>	<b>BOLTON</b>	
1. Male	census 49%	71 35.32%
2. Female	census 51%	130 64.68%
Total		201 100.00%

Q15. Age?			BOLTON	
1. Under 30	census	25%	38	19.10%
2. 31 – 55	census	42%	78	39.20%
3. Over 55	census	33%	83	41.71%
Total			199	100.00%

## Appendix 4 Stakeholder Feedback Diary

Chapter	Stakeholder Group / Person	Views returned?
5	<b>Supermarkets</b>	
	Asda Farnworth	Y
	Asda Moss Bank Way	Y
	Asda Manchester Rd	Y
	Sainsbury's Trinity Street	Y
	Morrison's Atlas Mills	N
	Morrison's Harwood	N
	Morrison's Blackhorse St	Y
5	<b>Hotels</b>	
	Britannia Hotel	Y
	Holiday Inn Bolton Central	Y
	Premier Inn Bolton West	Y
	Mercure Bolton	N
	<b>Restaurants</b>	
	Olympus Fish and Chip Restaurant	Y
	Nick's Restaurant	N
	Ciao Napoli	Y
	Achari	N
5	<b>Night clubs / Entertainment / Pubs</b>	
	Grosvenor Casino	Y
	Cineworld	N
	Macron Stadium	N
	Octagon Theatre	Y
	Millstone	Y
	The Alma Inn	Y
	The Spinning Mule	(no contact available)
	The Sweet Green Tavern	Y
	The Dragonfly	Y
	Elephant and Castle	N
	Jolly Carter	N
	Three Pigeons	Y
	J2 and the Attic	N
	Courtneys	(no contact available)
	Flying Flute	Y
	Reflex	N
	Bar Lush / Vogue	R

5	<b>Hospital</b>	
	Royal Bolton Hospital	R
5	<b>Disability, equality and other local group representatives</b>	
	No responses	
5	<b>Police</b>	
	No response	
6	<b>Hackney carriage and private hire trade</b>	
	Via questionnaire	Y
	HC Trade Reps	Y / N