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TRAFFIC + TRANSPORTATION

THE DATA COLLECTION SPECIALISTS

**Blackburn with Darwen  
Council**

**Hackney Carriage Unmet  
Demand Survey  
Final Report  
July 2013**





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## Executive summary

Blackburn with Darwen Council appointed CTS Traffic and Transportation to undertake this study on 22 February 2013. Public and stakeholder consultation occurred between March and June 2013, with rank surveys in April 2013. The trade were consulted at the inception meeting and by a letter / questionnaire in June 2013. The results were presented to the Licensing Committee on 16 July 2013.

At the time of writing this report, the limit on hackney carriage vehicle numbers was 70, with 66 plates available for service during the rank surveys. The limit has been in place since at least 1994. After a previous survey in 2005, 10 more plates were added, but these took some seven years to be fully taken up. At the time of the survey there were 659 private hire vehicles, meaning the available hcv fleet is 10% of the total licensed fleet. The hackney carriage fleet is fully wheelchair accessible, with a wider range of vehicles allowed in recent years.

The hackney carriage fleet driver ratio is 1.6, but it is believed there is little double shifting. There are two hcv radio circuits in operation. There are 0.5 hackney carriage vehicles for every thousand of resident population in the Council area. This is half the average level for the authorities compared (Lancashire plus Bolton and Bury). Four other authorities amongst this group retain limits on hackney carriage vehicle numbers and five other authorities are also fully wheelchair accessible.

92 hours of observation were undertaken at hackney carriage ranks in the area. It was found there was a good spread of active ranks – very unusual (most similar places tend to have one honeypot rank used and many others unused). There are no private ranks we were made aware of. 28% of demand occurs at the railway station rank, closely followed by 25% at the Church Street (new market) rank. Observed night only rank demand was just 2%. Though the overall usage of licensed vehicles is high, total demand for hackney carriages in the area is low, at just 4,000 passengers in an average week. The surveys saw 666 passengers, of which just six had to wait for a hackney carriage to arrive, none waiting more than 2 minutes. On one of the survey days, we observed 64% of all the plates available active.

150 members of the public were interviewed in the streets of Blackburn, and a further 100 in Darwen. 51% were found to have used a licensed vehicle in the last three months, a reduction from the 64% in 2005. Overall licensed vehicle usage is 4.9 trips per person per month, relatively high. As is usual, hackney carriage usage is lower (0.9 trips), with a much higher level in Blackburn (1.4) compared to Darwen (0.8). Across the whole area, 83% of people get licensed vehicles by phone. In Blackburn, 15% get licensed vehicles at ranks and a further 8% hail. Peoples' knowledge of ranks in Blackburn is fair, with few wanting new ranks. Everyone is aware of hackney carriages, although 30% in Blackburn could not remember the last time they had used on. There is reasonable satisfaction with the hackney carriage service, with the highest matter that might increase their usage being lower fares.

Key stakeholders at supermarkets and hotels mainly used private hire companies. Night venues were either uncontactable or did not respond to our attempts to consult them. The police mainly had operational issues, principally about congestion by vehicles. Those responsible for council licensed vehicle contracts wanted more hackney carriages to apply when the contract came up for renewal. The rail operator only had issue with congestion at the railway station rank.

In the discussions with the public, 87% did not need or know anyone who needed an adapted licensed vehicle. The dominant need of those responding with a need for an adapted vehicle was a wheelchair accessible style. The principal disability representative said they received good service from the Church Road rank, felt no more hcv were needed, and that the only issue was ensuring high standards of maintenance were kept.

There was an initial good and helpful response from the trade representatives at the inception meeting. However, the questionnaire to the trade had low response, 8%. The nine respondents told us:

- There is significant experience in the trade (average of 12 years)
- Their average working week is 47 hours and six days
- All felt the limit remained the correct policy

- 56% would leave the trade if the limit on numbers was removed
- 22% would increase their working hours if the limit was removed.

The key conclusions of this survey are:

- There is no evidence of any significant unmet demand
- There are a good ranks available and used – unusual for similar areas
- Total usage of hcv is low
- There is next to no evening demand
- There is some evidence of congestion from both hcv and phv
- There is no requirement for any more active vehicles

With no significant unmet demand, the limitation policy can be retained and defended and technically there are four options available to the Committee:

- Option 1 – retain limit, review in three years unless government policy or law change occurs
- Option 2 – retain limit and take advantage of stability to develop hcv trade further
- Option 3 – remove limit
- Option 4 – remove limit but take care to restrict the potential negative effects of this change

Technically, we would recommend Option 2 be chosen.

There are a number of associated technical recommendations:

- Retaining limit gives stability
- Retaining limit protects healthy provision to wide range of ranks
- Licensing section maintain and encourage status quo with appropriate liaison and enforcement support – involving other council officers when required
- Keep regular debate open with committee
- Take opportunity to work with BADDAG / Shopmobility
- Develop / formalise Church Street
- Ensure continue to liaise re changes at Blackburn station
- Any rank in Darwen would need licensing / highways / trade to work together to establish and develop
- Consider ways to encourage more members of trade to share their views
- Hc trade groups develop and maintain frank and honest discussion
- Trade reps cultivate relationships with key stakeholders, particularly Northern Rail
- Trade reps encourage more hc trade to consider available contract opportunities
- Committee continue to encourage hcv trade by agreeing to Option 2



# **1. Introduction**

Blackburn with Darwen Council is responsible for the licensing of hackney carriage and private hire vehicles operating within the Blackburn with Darwen council area. The licensing authority has a limit on the number of hackney carriage vehicle licences which began in at least 1994 (when DfT records began), and almost certainly much earlier. There is record of just one previous independent review of the level of this limit, in 2005.

## **Study timetable**

Blackburn with Darwen appointed CTS Traffic and Transportation on 22<sup>nd</sup> February 2013 to undertake this "hackney carriage unmet demand survey" in line with our quotation dated February 2013.

The review was carried out between 22<sup>nd</sup> February and 28<sup>th</sup> June 2013, with rank survey work undertaken in late April 2013. Other stakeholder consultation was undertaken between March and June. A draft final report was submitted and this was reviewed in early July 2013 to identify any factual or missing issues. The Final Report will be presented to the Licensing Committee on July 16<sup>th</sup> 2013.

## **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 Practise Guidance in April 2010 to cover a number of more recent issues and take on board both the recommendations of the OfT and House of Commons Select Committee (HoC SC). More recently a further HoC SC has led to the Law Commission (LC) taking on a wide ranging review of vehicle licensing law to be completed over the next few years. The consultation document from the LC was released in mid-May 2012 and their consultation closed in September 2012. An interim statement has been released (April 2013) suggesting limited number policies may remain, but the final conclusions remain due at the end of 2013.

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

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

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

### **Review aims and objectives**

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

The "Best Practice Guidance" paragraph 47 states: "Most licensing authorities do not impose quantity restrictions the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered...." Recent information suggests that some 75% of licensing authorities in England and Wales either have never limited numbers, or have removed their limit since the OfT published its results. Around 90 authorities currently retain a limit – although a small number have over recent years returned the limit on vehicle licences (notably including Sheffield and Birmingham, but also including Slough, Derbyshire Dales, Wirral, Watford and Chesterfield).

## **Report structure**

This Report provides the following further chapters:

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



## **2. Background to taxi licensing in Blackburn with Darwen**

### **The Blackburn with Darwen Council area**

Blackburn with Darwen is one of two unitary councils within the former Lancashire county area, which also retains some twelve further councils still part of a smaller Lancashire. 2013 population estimates using the initial results of the 2011 census (147,500), factored up by previous expectation of growth between 2011 and 2013 from the 2008-based estimates, show Blackburn with Darwen with 148,000 level of population. This is the highest level within any of the former or current Lancashire authorities, although Blackpool, Preston and Lancaster all have around 140,000 resident population levels.

Blackburn with Darwen Council covers an area oriented mainly north-south just north of Bolton, but surrounded by Lancashire districts which are much more rural. A recent estimate is that 77% of the population is located in Blackburn itself, north of the M65. Darwen has around a further 20% of the population leaving just 3% of the Borough located in the rural areas of Turton with Tockholes. The recent review from the Council web site says the area has a high proportion of residents up to 19, and a fifth are from an Asian heritage background, which another website suggests is the highest level outside London.

In transport terms, the Borough is focussed on the M65 west to east and the A666 north to south. Rail networks mirror this with the west to east access running from Blackpool via Preston to Blackburn and on to Colne and West Yorkshire. The north-south rail axis runs from Clitheroe through Blackburn and Darwen to Bolton and Manchester.

### **Background policy**

Blackburn with Darwen is a unitary authority whose overarching transport policy is set by council staff. The highway function is fully within the local authority such that rank provision is within the highway section of the Council, transport policy is also within the Council gift, and the current Blackburn with Darwen Third Local Transport Plan seeks to tackle carbon emission issues in a period of relative austerity, with key issues being related to the young population of the area (and an issue with road traffic accidents), with an older population needing accessible and reliable public transport, amongst other aims. This arises from the polarisation of the local population to the young and old, together with having a high level of ethnic diversity. It is acknowledged that effective transport supports a sustainable social, economic and environmental future. There is also an issue with accessibility arising from the removal of urban bus services as operators and subsidies both put pressure on need to reduce marginal services, many of which often serve those with mobility impairment issues.

LTP 3 covers the period 2011 to 2021 with the current implementation plan for 2011 to 2016. Within these documents, the only mention directly of taxis is considering innovative transport schemes such as taxi share and other demand responsive services, as well as need to improve links to other transport (which taxis often do by default of there being nothing else to provide such links).

Key recent and on-going developments in the area see completion of the new bus service provision following the movement of the market from its old site. This also sees the formalisation of the new rank near the new market, which has been successful in providing hackney carriage services to this new site. Other investment seeks to maximise those travelling by train to all the stations in the area, including improvements to the Clitheroe – Blackburn – Darwen – Manchester corridor. Use of smartcard ticketing is also being proposed to maximise choice for passengers.

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

Blackburn with Darwen 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).

Blackburn with Darwen has had a limit on its number of hackney carriages since at least 1994, although there is no ready information on the exact date this policy began. Records suggest just one review was undertaken by an independent consultant, published in June 2005 (see below). This review led to ten plates being made available, although take-up of these was so slow that a review undertaken led to suspension of any further issues, although all have now been issued. Some of the new plates issued have been returned to the Council, and the current number of hackney carriages on issue (at the time of inception of this study) was 70.

The Council has long held a 'mandatory' policy, with all vehicles having to be wheel chair accessible style, although the range of vehicles allowed has widened over the years. At the time of release of the extra ten plates in 2005, the standard was strictly 'Metropolitan conditions of fitness' (ie Metrocab, LTi Fx and Tx only). Since that time, other styles have been included in the specification following consultation with the trade. The present fleet includes Metrocabs, LTi style as well as various Peugeot styles and a Mercedes wheel chair accessible vehicle.

### **Previous Survey**

A survey was undertaken and published in June 2005. This survey did not measure actual rank demand but used various general factors to identify there was significant unmet demand for hackney carriages. Ten more plates were recommended. At the time the report suggested there were 15 late night bars, five night clubs and around 7,330 night person capacity in the Blackburn with Darwen licensing area. There was a high level of latent demand even in the private hire market (31% gave up trying to get a vehicle by telephone and 23% gave up waiting at ranks). The need for wheel chair accessible plates was also noted.

In summary, Blackburn with Darwen has limited hackney carriage vehicle numbers from at least 1994, with the last increase in plates following the 2005 survey, although the plates on offer took around seven years to be taken up. All vehicles are wheel chair accessible, with a wide range of styles allowed.

### **Background statistics**

Information was provided to demonstrate the current make-up of the licensed vehicle fleet in the Blackburn with Darwen Council 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			Comment
				Hcd	phd	Dual	
	DfT data has no information when limit began, at least before 1994						
<b>1994</b>	58	Unknown	n/k	74			
<b>1997</b>	64	475	539	78	690	0	
<b>1999</b>	64	478	542				
<b>2001</b>	64	550	614				
<b>2004</b>	64	550	614				
<b>2005</b>	64	550	614	72	814	0	36 ops
<b>2007</b>	68	600	668	68	700	0	29 ops
<b>2009</b>	69	654	723	78	750	0	32 ops
<b>2010</b>	68	600	668	90	740	0	33 ops
<b>2011</b>	68	650	718	93	720	0	32 ops
<b>2012</b>	71	650	721	133	800	0	33 ops
<b>2013</b>	70 (66)	659	729	139	740	0	31 ops

*Note: DfT statistics suggested used from 1994 to 2007 and 2011.*

*National Private Hire Association survey for 2010 and 2012*

*Council figures given at start of survey, March for 2013 (all) and for drivers/operators(2011 onwards), unable to confirm any differences to earlier DfT numbers*

*Ops= private hire operators*

*Number of plates with active vehicles identified as 66 at time of undertaking rank surveys.*

The table shows that Blackburn with Darwen added some plates between 1994 and 1997, after which the level remained at 64 until the last survey suggested more plates were required. The full allocation of ten extra plates has now been taken up, but this took a very extended time, with the highest level of plates being 71 during 2012. At the time of the survey it was confirmed that 66 plates were on issue with active vehicles available.

Private hire vehicles have increased by 39% and are currently at their highest level. From 1997 to date, hackney driver numbers appear to have increased to about 80% more, whilst private hire driver numbers appear to have increased but then returned to similar numbers to those in 1997, despite the growth in total private hire vehicle numbers.

Operator numbers have been stable at just over 30 for most of the period.

### **Comparative information**

The Table below compares recent licensed vehicle numbers for other comparable authorities, using the latest National Private Hire 2012 survey vehicle data and 2013 population estimates. The table is listed with the lowest provision of hackney carriages (hcv) per thousand of population at the top of the table. The comparison covers all Lancashire authorities plus Bolton and Bury from neighbouring Greater Manchester.

Area	Popn 2012, 000	No of HCV (% WAV)	HCV per 1000 popn	No of PHV (% WAV)	PHV per 1000 popn	Total veh	Total veh per 1000 popn
Chorley	108	36 (19)	0.3	139 (2)	1.3	175	1.6
Bolton R	279	110 (100)	0.4	1211 (0)	4.3	1321	4.7
West Lancashire	111	45 (100)	0.4	355 (1)	3.2	400	3.6
<b>Blackburn with Darwen R</b>	<b>148</b>	<b>70 (100)</b>	<b>0.5</b>	<b>659 (3)</b>	<b>4.5</b>	<b>729</b>	<b>4.9</b>
Burnley	87	42 (100)	0.5	276 (2)	3.2	318	3.7
Bury	187	105 (100)	0.6	760 (1)	4.1	865	4.7
Hyndburn	81	62 (15)	0.8	344 (1)	4.2	406	5.0
Lancaster R	140	109 (14)	0.8	229 (0)	1.6	338	2.4
Pendle	90	71 (7)	0.8	213 (17)	2.4	284	3.2
Ribble Valley	58	54 (7)	0.9	55 (4)	0.9	109	1.8
South Ribble	110	114 (73)	1.0	233 (0)	2.1	347	3.1
Preston R	141	187 (100)	1.3	400 (0)	2.8	587	4.1
Fylde	76	101 (5)	1.3	160 (3)	2.1	261	3.4
Wyre	109	160 (5)	1.5	128 (5)	1.2	288	2.7
Blackpool R	142	256 (63)	1.8	351 (2)	2.5	607	4.3
Rosendale	68	196 (3)	2.9	6 (0)	0.1	202	3.0
<b>Average</b>		107	1.0	345	2.5	452	3.5

Note: Population values are 2013 estimates from 2011 census initial results modified by growth between 2011 and 2013 using 2008 based projections, in thousands



*Hackney carriage vehicle (HCV) and private hire vehicle (PHV) numbers are from NPHA 2012 survey, modified by Blackburn with Darwen data where appropriate.*

*WAV = wheelchair accessible vehicle, R= regulated (according to our latest information)*

In 2013, Blackburn with Darwen along with Bolton, Blackpool, Lancaster and Preston all retain vehicle limits. Six of those authorities compared also have 100% wheel chair accessible fleets (including Blackburn with Darwen).

From the point of view of hackney carriage provision, Blackburn with Darwen has the fourth lowest provision of hackney carriages per thousand of resident population, about half of the average figure for the authorities compared. However, high values for Blackpool and more significantly Rossendale distort the average, and several other authorities have similar levels of hackney carriages (many of whom are not restricted in number terms).

In terms of private hire vehicles and overall licensed vehicle fleet, Blackburn with Darwen has the second highest provision, with only Hyndburn having a higher overall proportion of licensed vehicles. Bolton has very similar provision, although their proportion of hackney carriages is slightly lower. Rossendale provides the complete opposite with no effective private hire vehicles and almost a one tier system – although this has resulted in an overall provision of licensed vehicles below average for the authorities compared.

Overall provision of licensed vehicles therefore appears good, although there is clearly a dominance of private hire vehicles (although this may be partly explained by hackney carriages only really serving ranks in one of the two main urban areas).

### ***Vehicle Accessibility***

At present all Blackburn with Darwen hackney carriage vehicles must be wheel chair accessible, although a wide range of styles of vehicle are accepted under this criteria. There is therefore no issue if Section 161 of the Equality Act to be implemented and Blackburn with Darwen retains its limit on hackney carriage vehicle numbers. This is considered further in Chapter 8.

### ***Driver ratios***

At the present time, there are 139 hackney carriage drivers for 66 vehicles. However, we were advised that at least 30 of these are allied to private hire fleets rather than driving hackney carriages. This driver ratio of 1.6 suggests there could be a reasonable amount of double shifting of the hackney carriage fleet. The private hire ratio is negligible at 1.01 (740 drivers for the 659 vehicles) – which seems very low and suggest there could be a shortage of drivers – although the addition of the 30 hackney carriage drivers who mainly drive private hire does balance figures more.

## **Fares**

Using the latest Private Hire and Taxi Monthly (June 2013) Blackburn with Darwen Council fares (currently £4-70 for a 2 mile tariff 1 fare) rank 326<sup>th</sup> equal of the 364 fare authorities in England, Scotland and Wales. Ten other authorities share this fare level –nearby Hyndburn and West Lancashire, Barnsley, Warrington, East Cambridgeshire, East Northamptonshire, Berwick and three Scottish authorities.

In terms of national fares, the highest fare at June 2013 was £8-00 and the lowest £2-80 for the 2 mile tariff 1. The national average fare is £5-54, with Blackburn with Darwen fares being 15% lower than this, and some 9% lower than the northern area average (£5-16). This suggests Blackburn with Darwen fares are relatively low even for the north. The last fare rise was in 2011, fairly recent. At a recent committee, it was agreed not to increase fares at this time, a standpoint apparently agreed by most of those in the trade.

### 3. Results from rank surveys

The Table below shows the result of our review of the ranks available in Blackburn with Darwen. This is based on information provided for our proposal over the phone, a pre-tender internet search of Blackburn central area, discussion at the inception meeting and a post-appointment walk round. Further information from the 2005 survey and council minutes has also been used. Ranks have changed in the area and further developments are planned. The main changes have been the loss of the Penny Lane rank and the movement of the Blackburn market to its new site.

<b>Rank / operating hours</b>	<b>Spaces</b>	<b>Comments</b>
<b>24-hour ranks</b>		
Boulevard (Railway Station)	9	Hackney radio company has office nearby, area partly shared with private parking
High Street, Morrisons	4	Close to exit from supermarket, but also serves as feeder to railway station rank
Ainsworth Street	4	Near former market (now closed) and Post Office, fed by James Street
James Street	4	Feeder to Ainsworth Street
Astley Gate (Debenham's)	4	
Church Street	3	Informal rank agreed to serve new market hall, in process of being formalised
<b>Night ranks</b>		
St Peter's Street	4	
Northgate	3	
<b>Informal rank locations</b>		
None identified		
<b>Private rank location</b>		
None		
<b>Out of town locations</b>		
None		
<b>Proposed new ranks</b>		
Daytime – Market Street, Darwen		
Night-time – Parliament Street, Darwen 21:00 to 04:00		

Surveys were proposed during the tender stage of the project (as informed by discussion with the licensing officer and our pre-tender surveys), and were modified at the inception meeting to take account of current expectation of times of use of ranks and informal rank locations. Some irrelevant hours were removed (eg overnight at the railway station), the two night ranks were added as well as including observations at the Church Street (new market) informal rank. The total hours observed remained at 110.

There are no previous rank surveys to compare to since the only other identified study did not undertake any actual rank observations (using a significant unmet demand estimate equation that did not need rank input).

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

The observations at the Northgate rank were not possible since that road was closed during our period of observation for building work to take place (the licensing section were not made aware of this beforehand and no alternative rank provision was therefore made). This reduced our observations to 92 hours (see below). In highway terms, the closure had been planned and good general diversions were put in place, although any licensed vehicle movements would have been dissipated (although we understand this rank was little used in any event).

Location	Day / date (all 2013)	Time observed	Total hours observed
<b>24 hour ranks</b>			
Boulevard (Railway Station)	Friday 19 <sup>th</sup> April	09:00 to 00:00	15
	Saturday 20 <sup>th</sup> April	10:00 to 01:00	15
High Street, Morrison's	Saturday 20 <sup>th</sup> April	12:00 to 21:00	9
Ainsworth Street	Friday 19 <sup>th</sup> April	11:00 to 21:00	10
James Street	Friday 19 <sup>th</sup> April	12:00 to 20:00	8
Astley Gate, Debenham's	Friday 19 <sup>th</sup> April	10:00 to 19:00	9
Church Street (new market)	Saturday 20 <sup>th</sup> April	11:00 to 19:00	8
<b>Night Ranks</b>			
St Peter's Street	Friday 19 <sup>th</sup> April	21:00 to 06:00	9
	Saturday 20 <sup>th</sup> April	21:00 to 06:00	9
<b>TOTAL HOURS</b>			<b>92</b>

As noted above, the Northgate rank was out of use during our survey period due to demolition of a bridge along Northgate necessitating closure of this road. Although good general traffic diversions were put in place, the licensing section was unaware of the closure and specific provision to replace the rank could not be made. We did not find any obvious point where any hackney carriage movements displaced moved to.

Full details of the observed volumes of passenger and vehicle traffic are included in **Appendix 1**. The survey comprised some 92 hours of observation. At all locations the true arrival times for all vehicles were observable from the siting of the cameras. Some private hire movements were observed near to the ranks which we have summarised in separate tables.

In addition, plate numbers were recorded when the cameras were put in place, when they were checked and when the cameras were removed. Further observations were undertaken on one day at a major junction to identify the level of hackney carriage vehicle activity.

The Tables below summarise the overall operational statistics for each location during each period of observation and then the average statistics. A detailed description of the observations follows below the tables.

Rank	Period (2013)	Total passengers in period observed	Total loaded vehicle departures	Passengers per loaded vehicle	Empty vehicle departures	% vehicles leaving rank without passengers	No of passengers having to wait for vehicle to arrive
Boulevard (Railway Station)	Friday 19 <sup>th</sup> April 09:00 to 00:00	135	99	1.4	53	35	3
	Saturday 20 <sup>th</sup> April 10:00 to 01:00	218	119	1.8	49	29	0
High Street, Morrison's	Saturday 20 <sup>th</sup> April 12:00 to 21:00	143	76	1.9	18	19	0
Ainsworth Street	Friday 19 <sup>th</sup> April 11:00 to 21:00	78	48	1.6	11	19	3
James Street	Friday 19 <sup>th</sup> April 12:00 to 20:00	0	0	n/a	1	100	n/a
	(phv during above time)	0	0	n/a	2	100	n/a
Astley Gate, Debenham's	Friday 19 <sup>th</sup> April 10:00 to 19:00	70	46	1.5	19	29	0
Church Street (new market)	Saturday 20 <sup>th</sup> April 11:00 to 19:00	159	81	2.0	7	8	0
<b>Night only Ranks</b>							
St Peter's Street	Friday 19 <sup>th</sup> April 21:00 to 06:00	10	6	1.7	4	40	0
	(phv during above period)	3	3	1.0	4	57	0
	Saturday 20 <sup>th</sup> April 21:00 to 06:00	56	24	2.3	5	17	0
	(phv during above period)	27	16	1.7	33	67	0

Rank	Period (2013)	Total hours rank active	Average passenger arrivals per hour that rank is active	Average wait time for passengers (sec)	Average vehicle arrivals per hour	No. of wheel chair passengers observed	Maximum no. of passengers in any hour
Boulevard (Railway Station)	Friday 19 <sup>th</sup> April 09:00 to 00:00	15	9	16	10	0	18
	Saturday 20 <sup>th</sup> April 10:00 to 01:00	15	15	0	11	0	40
High Street, Morrison's	Saturday 20 <sup>th</sup> April 12:00 to 21:00	8	18	0	12	0	39

Ainsworth Street	Friday 19 <sup>th</sup> April 11:00 to 21:00	7	11	22	7	0	16
James Street	Friday 19 <sup>th</sup> April 12:00 to 20:00	0	n/a	n/a	n/a	0	0
	(phv movements in above period)	0	n/a	n/a	n/a	0	0
Astley Gate, Debenham's	Friday 19 <sup>th</sup> April 10:00 to 19:00	8	9	0	8	0	13
Church Street (new market)	Saturday 20 <sup>th</sup> April 11:00 to 19:00	7	23	0	13	0	44
<b>Night only Ranks</b>							
St Peter's Street	Friday 19 <sup>th</sup> April 21:00 to 06:00	3	3	0	3	0	5
	(phv movements in above period)	3	1	0	2	0	1
	Saturday 20 <sup>th</sup> April 21:00 to 06:00	3	19	0	10	0	26
	(phv movements in above period)	5	5	0	10	0	12

Apart from James Street, all the ranks observed saw passengers during the period observed. Saturday was busier than Friday. The Railway Station rank saw the most passengers in total (218 on the Saturday), followed by Church Street (159), High Street (143) and then finally the Friday observations at the Station (135).

Compared to other towns and cities, Blackburn with Darwen has a good daytime spread of ranks with vehicles available.

No wheel chair customers were observed during our survey, although one person was observed with other mobility problems at High Street around 17:46 on the Saturday, whilst three others were observed being assisted into vehicles at Astley Gate on the Friday (two separate passengers around 11:40 and one at 13:25). Drivers were also noted being helpful with people with pushchairs or bags across all ranks.

During the course of our survey, six passengers arrived at a rank when there were no vehicles available. Both arrived in groups of three people, one group waiting two minutes for a vehicle to arrive at Ainsworth Street on the Friday around 14:00, with the other group waiting just a minute at the Station at around 15:00. This is just 0.7% of the 869 hackney carriage passengers observed in our surveys, and the period people waited averages at 0.6 seconds per person, a negligible amount.

The rank observations totalled 666 separate vehicle movements over the 92 hours observed, although there were 26 hours observed at ranks when no vehicles were there (28% of hours) – mainly related to periods beyond shopping hours or the James Street feeder.

### **Railway station (Boulevard) rank**

The Railway Station rank is just to the right of the exit from Blackburn station. Although part of the area is shared with private parking for nearby businesses, it does provide space in a loop for around 9 vehicles. There is also a radio office for the hackney carriages within this area.

The station sees around six trains per hour, with around ten per hour maximum during the peak hours. A wide range of destinations are served including Manchester, Preston, Bolton and Leeds, amongst many others. The station rank is on council land and no supplementary fee can therefore be charged for its use.

The rank was observed on Friday 19<sup>th</sup>, and Saturday 20<sup>th</sup> April 2013, from 09:00 to midnight on the Friday and from 10:00 through to 01:00 on the Saturday.

#### *Friday operation*

During the hours observed, the rank saw a total of 135 passengers. These left in 99 hackney carriage vehicles, with an average occupancy of 1.4 passengers per vehicle. Just over a third of the hackney carriage vehicles left the rank empty. One group of three passengers arrived in the 15:00 hour when no vehicle was at the rank, but a vehicle arrived within a minute. This wait was just 16 seconds when averaged over all passengers in that hour, and just one second averaged over all passengers during the day.

The rank was active during all the hours we observed, some 15 hours, although over this period the average number of passengers per hour was just nine persons. An average of ten vehicles per hour arrived to serve this demand. The highest number of passengers in any hour was 18, in the 17:00 hour. Nine other hours had 10 or more passengers, although the typical flow was 10, 11 or 12 per hour. During the shopping day, vehicles tended to wait on average between 8 and 50 minutes for a fare, with the longest wait recorded being 96 minutes. Later, as demand reduced with train frequency reducing, vehicle average waiting times increased and one vehicle was noted waiting nearly three hours for a fare.

#### *Saturday operation*

On the Saturday, passenger flows were around 60% higher at 218. Vehicle flows did not increase as much, and passenger occupancy was higher at 1.8 passengers per vehicle. Just under a third of vehicles left empty. No passenger arrived when there was no vehicle available to take them.

The rank was again active for the full 15 hours we observed. Average passenger numbers were increased at 15 per hour. Around 11 vehicles arrived per hour to service this demand, with the highest passenger demand being 40 people in the 19:00 hour. Evening demand was higher than the Friday with 31 passengers at 21:00 and 33 at 22:00. General daytime demand was lower than the Friday, with only one shopping hour passenger level being 15 – the remaining shopping hours saw between 5 and 9 passengers until 17 passengers arrived at 17:00.



Vehicle waiting times for fares were between 31 and 64 minutes during the daytime, reducing to just 11 minutes in the busiest hour (19:00), but then returning to between 38 and 59 minutes for the remainder of the day. The longest wait was shorter than the Friday, some 84 minutes.

### **Summary**

In summary, the service provided at the Railway Station rank is **good** particularly in light of the relatively low level of demand. The rank does not appear to receive trade from any other location than the station.

### **High Street (Morrison's) rank**

This rank has space for four vehicles and is immediately outside the exit from the supermarket. There is little other traffic in this street. The location is not far from the railway station rank, although vehicles can leave High Street in either direction when reaching the main route just ahead of the rank. The superstore closes at 20:00 each evening Monday to Saturday.

The rank was observed between 12:00 and 21:00 on Saturday 20<sup>th</sup> April 2013. During the hours observed, the rank saw a total of 143 passengers. These left in 76 hackney carriage vehicles, with an average occupancy of 1.9 passengers per vehicle (relatively high). Just under a fifth of the hackney carriage vehicles left the rank empty. No passengers ever arrived when there was no vehicle available immediately.

The rank was active only until the superstore closed, although demand after 19:00 was very low. Over this period the average number of passengers per hour was 18 persons- the second busiest rank on an average basis (behind Church Street). An average of 12 vehicles per hour arrived to serve this demand. The highest number of passengers in any hour was 39, in the 14:00 hour. Four other hours had 21 or more passengers. During the shopping day, vehicles tended to wait on average between 5 and 24 minutes for a fare, with the longest wait recorded being 74 minutes at the start of our observation period.

### **Summary**

Overall, demand at the Morrison's rank is relatively healthy and the service provided to passengers is **very good**.

### **Ainsworth Street (Post Office) rank**

This rank has space for four vehicles and is near the former market location, which is now closed. The Post Office is nearby, and shops are located just to the south of the rank. The rank is fed by a further four spaces in James Street, which are also pay and display parking unless in use by a hackney carriage.

The rank was observed between 11:00 and 21:00 on Friday 19<sup>th</sup> April 2013. During the hours observed, the rank saw a total of 78 passengers. These left in 48 hackney carriage vehicles, with an average occupancy of 1.6 passengers per vehicle. Just under a fifth of the hackney carriage vehicles left the rank empty. A group of three passengers arrived when there was no vehicle available immediately and had to wait two minutes until a hackney carriage arrived (in the 14:00 hour). When averaged over the passengers observed in the hour, the average wait reduced to 22 seconds, when shared over the day this averaged just five seconds.

The rank was active only until the nearby shops closed. Over this period the average number of passengers per hour was 11 persons. An average of 7 vehicles per hour arrived to serve this demand. The highest number of passengers in any hour was 16, which occurred twice both in the 14:00 and 16:00 hours. Two other hours had 12 passengers. During the shopping day, vehicles tended to wait on average between 7 and 35 minutes for a fare, with the longest wait recorded being 59 minutes in the 16:00 hour.

In terms of the James Street feeder rank, during our hours of observation on Friday 19<sup>th</sup> April 2013, just three vehicles waited at this location, two of which were private hire vehicles. None collected any passengers.

#### *Summary*

Overall, demand at the Ainsworth Street rank is relatively light and service provided to passengers is **good**. There does not appear to be any need for the feeder rank.

#### **Astley Gate (Debenham's) rank**

This rank has space for four vehicles and is in a layby not far from the Church Street market rank.

The rank was observed between 10:00 and 19:00 on Friday 19<sup>th</sup> April 2013. During the hours observed, the rank saw a total of 70 passengers. These left in 46 hackney carriage vehicles, with an average occupancy of 1.5 passengers per vehicle. Just under a third of the hackney carriage vehicles left the rank empty. No passengers ever arrived when there was no vehicle available immediately.

The rank was active only until the nearby shops closed. Over this period the average number of passengers per hour was nine persons. An average of eight vehicles per hour arrived to serve this demand. The highest number of passengers in any hour was 13, in the 11:00 hour. All other hours had between six and 11 passengers. During the shopping day, vehicles tended to wait on average between 5 and 34 minutes for a fare, with the longest wait recorded being 56 minutes in the 11:00 hour.

### *Summary*

Overall, demand at Astley Gate rank is relatively light and the service provided to passengers is **good**.

### **Church Street (new market) rank**

This rank has space for three vehicles although it is not yet formally appointed as a rank. It was put in place to service the new market hall when this opened.

The rank was observed between 11:00 and 19:00 on Saturday 20<sup>th</sup> April 2013. During the hours observed, the rank saw a total of 159 passengers – the second highest number observed during our survey work. These left in 81 hackney carriage vehicles, with an average occupancy of 2 passengers per vehicle (relatively high). A very small 8% of the hackney carriage vehicles left the rank empty. No passengers ever arrived when there was no vehicle available immediately.

The rank was active only until the market closed. Over this period the average number of passengers per hour was 23 persons- the busiest rank on an average basis. An average of 13 vehicles per hour arrived to serve this demand – the highest provision in the survey. The highest number of passengers in any hour was 44, in the 13:00 hour – again the highest observed. Five other hours had between 16 and 28 passengers. During the shopping day, vehicles tended to wait on average between 9 and 24 minutes for a fare, with the longest wait recorded being 57 minutes in the 15:00 hour.

### *Summary*

Overall, demand at the new market rank is the best in the area and the service provided to passengers is **very good**.

### **Night ranks**

There are currently two principal night ranks in the central area of Blackburn. The St Peter's Street rank has four spaces directly outside a club, whilst the Northgate rank has three spaces close to a number of late night venues.

### ***St Peter's Street***

This rank is in an area only really used at night when the club nearby is open. There is no other demand for kerb space in this location during the daytime.

The rank was observed on two evenings, Friday 19<sup>th</sup> and Saturday 20<sup>th</sup> April 2013, between 21:00 and 06:00 both evenings.

### *Friday operation*

On the Friday just 10 passengers left the area in six hackney carriage vehicles – although three people used three private hire vehicles to leave the area (albeit before midnight). Hackney carriage usage began after midnight. The maximum number of passengers on the Friday was just five (in the 01:00 hour). No-one had to wait for a vehicle to arrive.

### *Saturday operation*

The Saturday observations were busier than the Friday. Total hackney carriage passengers (between midnight and 04:00) were 56 in 24 vehicles (occupancy a very high 2.3). Just under a fifth of vehicles left empty. When considered on a per hour average basis, there were 19 passengers per hour, the second busiest rank on this basis after the new market (Church Street) rank, although this was only sustained over three hours. The highest passenger flow in an hour was 26, with the other two hours seeing 12 and 18 persons. None ever arrived when no vehicle was immediately available.

On the Saturday, private hire vehicles also serviced the area from midnight onwards. From midnight to 05:00 they took away some 27 passengers in 16 vehicles, with a high 33 vehicles (of 49) leaving empty – suggesting some possibility of waiting for un-booked demand, or of people booking private hire vehicles but leaving in hackney carriages that were available.

### **Summary**

Overall, this rank sees **good** service to its customers although it is very dependent on the club being open. There is some evidence for there being some private hire vehicles possibly waiting without having bookings, although they may be aborted bookings taken by the available hackney carriages.

### **Northgate Rank**

This rank is located near to several late night venues. We were advised that it was little used, but were not able to test this with observations since a planned road closure occurred (which we had not been informed about, nor had the licensing section, despite checks having been made). General diversions were, however, in place and we do not consider this missing observation to be an issue with our survey.

### **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 operated	Average vehicle arrivals per hour	Average loaded departures per hour	Overall judgment of service provided
Boulevard (Railway Station)	Friday 19 <sup>th</sup> April 09:00 to 00:00	15	10	7	Good
	Saturday 20 <sup>th</sup> April 10:00 to 01:00	15	11	8	
High Street, Morrison's	Saturday 20 <sup>th</sup> April 12:00 to 21:00	8	12	10	Very good
Ainsworth Street	Friday 19 <sup>th</sup> April 11:00 to 21:00	7	7	7	Good
Astley Gate, Debenham's	Friday 19 <sup>th</sup> April 10:00 to 19:00	8	8	6	Good
Church Street, new market	Saturday 20 <sup>th</sup> April 11:00 to 19:00	7	13	12	Very good
<b>Night Ranks</b>					
St Peter's Street	Friday 19 <sup>th</sup> April 21:00 to 06:00	3	3	2	Good
	Saturday 20 <sup>th</sup> April 21:00 to 06:00	3	10	8	

The table shows the railway station rank to be the only one operating beyond when the town centre closes (around 18:00 at the latest, apart from Morrison's closing at 20:00). Night demand is then met almost exclusively by St Peter's Street, although the closure of Northgate Street precluded any measurement of demand in this area (although we believe this is small).

During the daytime, passengers have plenty of choice of well-served ranks around the town centre, which is unusual as most towns with the level of demand of Blackburn tend to see focus on just one single rank. Night life is negligible.

### **Summary of overall demand through a typical week**

The overall demand for hackney carriages in a typical week has been estimated from the surveys and general factors.

Around 4,000 passengers per week are carried in 2,300 hackney carriage vehicle movements in a typical week in Blackburn with Darwen. The Railway Station rank accounts for 28% of passengers and 31% of loaded vehicle departures, followed by Church Street (25 and 23% respectively). High Street (Morrison's) rank sees 22% of passengers and 20% of vehicle movements. Ainsworth Street and Astley Gate take 12 and 11% respectively (of both passengers and vehicle departures). Night demand is just 2% of the total in both passenger and loaded vehicle terms – negligible.

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

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

The current index has two elements which can negate the need for use of the index by setting the value to zero. The first test relates to if there are any daytime hours (Monday to Friday 1000 to 1800) where people are observed to queue for hackney carriages. There are two hours of the 29 observed, or 6.9%.

The second test that can be zero is the percentage of passengers using hackney carriages in hours when the average passenger wait is over a minute. Although people did wait in two hours, the average in each hour was not over a minute, so this factor is zero, and therefore the ISUD index is zero for Blackburn with Darwen.

There is therefore no need to calculate any other aspects of the ISUD index, although latent demand (from the public attitude work) does still need to be considered (see conclusions chapter).

For completeness, the average passenger delay was 0.01 minutes, the peak factor was 1.0 (not peaky), seasonal factor was 1.0 (average neutral month used), and the latent demand factor (from the public attitude work) was 1.01 or less.

The previous survey gave an ISUD index of 454 although this was worked out using general parameters from the area rather than any actual observation of ranks. The current value of zero is therefore a significant drop since the last survey, and demonstrates improved service and a trend away from any significant unmet demand in the area, although given the calculation basis is different too great emphasis should not be placed on this change.

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

Hackney carriage plate numbers were recorded during the installation and maintenance of the cameras as well as over eight sample hours at the new market crossroads (where most vehicles would tend to pass through) on the Saturday of the survey. In total, 183 different hackney carriage moves were recorded.

Each observation was validated against the formal list of hackney carriage vehicle plate numbers and the fleet activity level then estimated. Of the 66 vehicles available for service, 42 were observed (64%), a level suggesting hackney carriages were not playing up to the survey but were generally available as might be expected for a Saturday, with some not working.





## 4. Public Consultation results

A fifteen question survey was undertaken with 250 persons in the Blackburn with Darwen Council area. Surveys were undertaken in Blackburn (150) and Darwen (100).

(NB – B = Blackburn, D= Darwen and Av = average of both.

Question	Response	Av	B	D
Have you used a taxi in the last three months in the Blackburn with Darwen area?	Yes, %	51	55	44
How often do you use a taxi within this area? (% of those who responded)	Almost daily	<b>39</b>	<b>40</b>	<b>35</b>
	Once a week	17	17	18
	A few times a month	15	16	14
	Once a month	5	6	4
	Less than once a month	24	21	29
	% of total who responded	55	59	49
How do you normally get a taxi within this area? (percentage as a total of those who responded)	At a taxi rank	12	15	4
	Hail in the street	5	8	0
	Telephone	<b>53</b>	<b>50</b>	<b>60</b>
	Use a Free phone	13	10	17
	Use my mobile or smart phone	17	17	19
	Other	0	0	0
	% of total who responded	85	95	69
Companies phoned most	See discussion in text			
How often do you use a hackney carriage within the Blackburn with Darwen area? (% of those responding)	Almost daily	20	22	0
	Once a week	10	11	0
	A few times a month	12	14	0
	Once a month	5	5	0
	Less than once a month	<b>54</b>	<b>49</b>	<b>100</b>
	% of total responding to above	16	25	4
	I can't remember when I last used a hackney carriage	22	30	10
	I can't remember seeing a hackney carriage in Blackburn with Darwen	0.0	0.0	0
Ranks used / would like to see	Please see analysis in text			

		Av	B	D
Have you had any problem with the local hackney carriage service? (indicate as many as apply) % of total of answers given	Design of vehicle	9	11	0
	Driver issues	<b>28</b>	<b>33</b>	17
	Position of ranks	6	7	0
	Delay in getting a taxi	15	14	17
	Cleanliness	24	21	33
	Other problems (please state)	18	14	33
	% having a problem	14	19	6
What would encourage you to use hackney carriages or use them more often (indicate top two reasons)(% of those giving replies)	Better vehicles	4	4	0
	More hackney carriages I could phone for	5	4	6
	Better drivers	5	4	13
	More hackney carriages I could hail or get at a rank	5	5	0
	Better located ranks	7	7	6
	Other	14	12	25
	Cheaper fares	56	60	50
	Nothing	4	4	0
No reply	56	37	84	
Do you consider you, or anyone you know, to have a disability that means you need an adapted vehicle?	No	<b>87</b>	<b>86</b>	<b>93</b>
	Yes - I need a wheelchair accessible vehicle	13	14	7
	Yes – someone I know needs a wheelchair accessible vehicle	0	0	0
	Yes – I need an adapted vehicle but not a wheel chair accessible	0	0	0
	Yes – someone I knows needs an adapted vehicle but not wheel chair accessible	0	0	0
	Other		0	0
	% giving response	45	65	15

		Av	B	D
Have you ever given up waiting for a hackney carriage in Blackburn with Darwen, if so, where?	Yes	1	1	0
	% giving answer	35	49	13
Do you have regular access to a car?	Yes	55	43	73
Do you live in the area?	Yes	84	82	88
Gender (value in bracket from census, 2008 est of 2013)	Male	46 (50)	52	38
Age (value in brackets from census, 2008 est of 2013)	Under 30 (15-29)	29 (27)	33	22
	31-55 (30-54)	35 (42)	33	38
	Over 55	36 (31)	33	40

Some 51% of those interviewed had used a licensed vehicle in the Council area in the last three months, a fairly high level of recent usage, although lower than the 64% who gave this answer in the study reported in 2005. Response was lower than the average in Darwen (44%) but marginally higher in Blackburn (55%).

The most frequent overall response was almost daily for all areas – with on average 39% of people suggesting this response. The next highest response for all areas was less than once a month (average 24% this time with Darwen having the higher level at 29%).

The table below estimates how many hackney carriage and private hire trips this might equate to per person per month per location.

### **Average**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	39	20	780
Once a week	17	4	68
A few times a month	15	2	30
Once a month	5	1	5
Less than once a month	24	0.5	12
	100		895
Trips per person per month			8.95
Factored for 45% not using at all			4.9

**Blackburn**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	40	20	800
Once a week	17	4	68
A few times a month	16	2	32
Once a month	6	1	6
Less than once a month	21	0.5	10.5
	100		916.5
Trips per person per month			9.2
Factored for 41% not using at all			5.4

**Darwen**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	35	20	700
Once a week	18	4	72
A few times a month	14	2	28
Once a month	4	1	4
Less than once a month	29	0.5	14.5
	100		818.5
Trips per person per month			8.2
Factored for 51% not using at all			4.0

Even assuming all who did not respond do not make any use of licensed vehicles, it is estimated that there are 4.9 licensed vehicle trips per month per person for those interviewed across the area, with 5.4 in Blackburn and 4.0 in Darwen, all very high levels of average usage.

When asked how they obtained licensed vehicles (hackney carriage and private hire), people said 53% obtained directly by phone (60% in Darwen), with a further 13% using free phones (17% Darwen), with a further 17% using smart phones or apps. The proportion using ranks is low at 12% average (15% in Blackburn and just 4% for Darwen), with hailing moderate at 8% in Blackburn but zero in Darwen. Most people responded to this question (95% in Blackburn).

People were invited to tell us the companies they phoned. For Blackburn, 80 people responded. Seven named three companies and 2 named two, whilst the bulk of people, 47, named a single operator. 14 different companies were named, suggesting a very competitive private hire market. One person said they only used hackney carriages, a rare response.

For Darwen, 44 people named some 9 different companies. Six people gave three names whilst 11 named two companies, again showing quite high levels of competition. Just one company was named in both Darwen and Blackburn, suggesting the two areas tend to operate separately as far as licensed vehicles are concerned.

Questions were then asked with people being encouraged to answer in regard to hackney carriage vehicles only. The first question sought their level of recent use of hackney carriages. As per the licensed vehicle question, the tables below estimate the level of trips from these responses. Those using hackney carriages in Darwen all used them less than once a month, giving negligible use.

For Blackburn, levels of hackney carriage usage are higher, with around 5.4 trips per month by those using them, or 1.4 when allowing for the fact that only 25% claim to use them. The Darwen lack of usage reduced the average values to 0.8 trips per person per month in a hackney carriage, compared to 4.9 for all licensed vehicles. This is consistent with the high proportions (85%) saying they obtain vehicles by making bookings of some form (although there are hackney carriage radio circuits who would benefit from this).

### **Average**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	20	20	400
Once a week	10	4	40
A few times a month	12	2	24
Once a month	5	1	5
Less than once a month	54	0.5	27
	100		496
Trips per person per month			5
Factored for 84% not using at all			0.8

### **Blackburn**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	22	20	440
Once a week	11	4	44
A few times a month	14	2	28
Once a month	5	1	5
Less than once a month	49	0.5	24.5
	100		541.5
Trips per person per month			5.4
Factored for 51% not using at all			1.4

### **Darwen**

Frequency	No of people	Assumed Trips per month	Total
Almost daily	0	20	0
Once a week	0	4	0
A few times a month	0	2	0
Once a month	0	1	0
Less than once a month	100	0.5	50
	100		50
Trips per person per month			0.05
Factored for % not using at all			0.00

Information was sought about the ranks people were aware of, and if they used them. Some 85 people in Blackburn responded, although only two said four locations whilst 15 gave three locations. 27 just named one location, mainly the railway station.

In total in Blackburn, eight locations were named, although some were named colloquially (eg Church Street, Primark). Both night ranks were named, although the person naming Northgate said it was the Marks and Spencer rank and then said they did not use it. Only one rank was named which could not be identified (JSB), although this might refer to the only rank not clearly mentioned, in Ainsworth Street near the Post Office.

People in Darwen only mentioned the rail station rank at Blackburn. Just 6 people named this location, half of whom used the rank.

In terms of new rank locations, ten people made suggestions, the only multiple suggestion being three people wanting a rank near the Waves Leisure centre, all who said they would use a rank there. For Darwen just three people sought a rank, all at Darwen station.

These responses suggest good knowledge of ranks in Blackburn and reasonable satisfaction that they are located where people need them.

Questions then progressed to examining if respondents had issues with the local hackney carriage service. Overall, 14% of interviewees responded. Slightly more people responded in Blackburn (19%) than in Darwen (6%). The highest issue – for a third of Blackburn respondents – was ‘driver issues’. Vehicle cleanliness was second (21% Blackburn, 24% overall)(this was the highest issue for those in Darwen, 33%). However, overall there seems to be reasonable satisfaction with the service provided.

Within the question about issues, 30% of those responding in Blackburn could not remember the last time they used a hackney carriage, although in both Darwen and Blackburn no-one said they could not remember seeing such vehicles – often the case where the fleet is fully wheel chair accessible style. Hence, people in the area are aware of hackney carriages and what they are.

When people were asked what might make them use hackney carriages, or use them more often, very few said ‘nothing’ (none in Darwen and just 4% in Blackburn (suggesting changes can be made to increase vehicle usage). However, the top score was if fares were cheaper, a typical response and one that is hard to change. This dominated responses with few other options provided. Better drivers and hackney carriages / ranks were important to people in Darwen, whilst most items shared the remaining score for Blackburn with nothing particularly dominant.

People were asked if they, or anyone they knew, needed an adapted licensed vehicle. Overall 87% of those responding said they did not. The highest 'not needed' response was 93% for Darwen, although this was based on just 15% of people there giving any answer. No-one suggested they needed any vehicle other than a wheel chair accessible vehicle, again a common answer in areas with fully wheel chair accessible hackney carriage fleets.

A question was asked if people had ever given up waiting for hackney carriages anywhere in Blackburn with Darwen. 49% answered in Blackburn and 13% in Darwen – and just 1% in Blackburn said they had given up waiting at a rank in Blackburn. This suggests the latent demand factor is no greater than 1.01, very low. This factor reduces further if all those not responding are assumed not to have given up.

Overall, 55% had regular access to a car (43% in Blackburn and 73% in Darwen).

Our gender sample found fewer men interviewed than the average for the area at an aggregate level (46% interviewed compared to estimate of 50%).

In terms of age for those interviewed, compared to the expected, there were slightly more over 55's (36% compared to 31%), and less 31-55 (35% compared to 42%), with about the same in the younger group. These differences should not have biased the sample.





## 5. Stakeholder Consultation

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

- Supermarkets
- Hotels
- Hospital
- Local education and social services
- Pubwatch / night clubs
- Disability representatives
- Police
- Rail operators
- Other 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 view of those consulted, and not that of the authors of this Report. The licensed vehicle trade consultation is the subject of the following chapter. **Appendix 2** provides further details of those consulted.

### ***Supermarkets***

Five supermarkets across the Blackburn with Darwen Council area were contacted. The three Blackburn supermarkets all had free-phones to particular companies and customers had not complained about the service provided. Two of these locations have spaces marked for licensed vehicle pick-ups which are well used. One supermarket had a major issue with licensed vehicles blocking access for other vehicular users which remained unresolved despite requests to the companies who caused the issues regularly. No supermarket was aware of any council ranks nearby.

The two Darwen supermarkets contacted both also had free-phones to specific companies. One made it clear many of their customers were elderly and made high use of private hire vehicles, using the pick-up area, but also abusing the disabled parking, which was an issue to them. The other Darwen supermarket contacted said the service worked well, although at busy times customers might wait up to 15 minutes for a vehicle to arrive.

In summary supermarkets appear to be served almost exclusively by phone, although some vehicles (which may be private hire) do wait in anticipation of calls, which in some cases causes issues with other car park users. Generally the service provided is good, but one location did see people wait. It does not appear that hackney carriages provide much of this demand.

## ***Hotels***

Our research suggested there were few hotels in the Blackburn area. One of those we contacted did not wish to contribute, whilst the only hotel we spoke with confirmed there were not many hotels in the area, but that they used one private hire company. Their customers were happy with the service provided.

## ***Hospital***

The hospital switchboard were not able to suggest any provision that was made other than for those with appointments coming to / from the hospital by hackney carriage or private hire. Their only suggestion was to speak to taxi companies in this regard. The web site for the hospital also makes no mention of taxi services of any form, although it does provide links to public transport information sites.

## ***Pubwatch / night clubs***

An attempt was made to contact three clubs listed in the Blackburn with Darwen area. Two of the three contact phone numbers were dead. No response was received from the one club we are aware still operates during the time available for consultation. This level of response is usual for clubs, but also ties in with advice we were given that there is very little active night life in this area.

## ***Disability Representative***

A contact for the Blackburn and Darwen Accessibility Group (BADDAG) told us that BADDAG was currently dormant but might be revived later in 2013. The contact was also the chair / spokesperson for Blackburn and Darwen Shopmobility, and also provided input for the Council on disability issues.

The contact told us that Shopmobility escorted passengers wanting hackney carriages to the new Market rank. They usually found vehicles there apart from at times when vehicles were active on school contracts (afternoons). They did not consider there was need for any more vehicles to be added to the fleet as they were aware that much of the time vehicles were waiting around for passengers. Their main concern was that they felt many current vehicles were not well-maintained and that adding more to the fleet would further reduce the amount of money that would be spent on maintenance.

## ***Education and Social Services***

A representative from education and social services transport told us about how hackney carriages met their contract needs. The council issue a framework every four years to which individuals or companies can put in a bid. The current framework includes several hackney carriages, but not enough to cover all of the work. The gaps are filled by use of companies, some of whom have hackney carriages (but whose costs tend to be higher).

The next contract round begins in January 2014 and it would be preferred if a higher proportion of the hackney carriages applied. Contracts would start in January 2015. All contracts are, however, covered at the present time, and it is not clear how the Council can legitimately encourage more applications. There seems to be some issue regarding the complexity of the application process discouraging applications, but this procurement process has to be followed in full.

The other side to this is that, with the number of hackney carriages serving such contracts relatively limited, this will not unduly reduce the number of vehicles available at this time of day, so there should not be any issue with hackney carriage availability at school run time as there can be in some authorities.

### ***Police***

Police representatives contacted us to confirm that the night time economy in Blackburn had reduced in recent years. Two officers are regularly involved with supervising licensed vehicles at night, and take an active part in the taxi forum. The main concern is that drivers appear reluctant to negotiate, agree and take fares before the journey starts late at night, which on occasion leads to assaults, passengers making off without paying and general public disorder.

The police were also concerned about drivers leaving their vehicles and causing obstruction.

### ***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. In the Blackburn with Darwen area there are no specific rail operator provided ranks. There are six stations in the area, all managed on behalf of Network Rail by Northern Rail train operating company.

Blackburn is at the junction of the Manchester to Colne and Preston to Leeds routes. Darwen and Entwistle are on the route south to Manchester, whilst Mill Hill, Cherry Tree and Pleasington are on the route towards Preston.

Contact was made with the Northern Rail representative, who spoke with the station supervisor at Blackburn (the only place with an active rank or hackney carriage service). Their main concern was that the large numbers of hackney carriages waiting often led to congestion and blocking of access for other users and pedestrians. No other comment was made.

The Table below shows information for Blackburn with Darwen council area stations from 1997/8 to date. This gives background information on how other public transport has fared with the current economic climate – although rail tends to be the largest grower of patronage in difficult economic circumstances. Stations are presented in order of highest usage.

### **Blackburn**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	829,758	n/a
1998 / 1999	777,119	-6%
1999 / 2000	822,041	+6%
2000 / 2001	823,119	+0%
2001 / 2002	805,586	-2%
2002 / 2003	781,561	-3%
2004 / 2005	930,144	+19%
2005 / 2006	982,355	+6%
2006 / 2007	1,051,142	+7%
2007 /2008	1,132,415	+8%
2008 / 2009	1,162,930	+3%
2009 / 2010	1,184,162	+2%
2010 / 2011	1,254,980	+6%
2011 / 2012	1,370,266	+9%
Overall	97/98 to 11/12	+65%

### **Darwen**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	106,624	n/a
1998 / 1999	105,195	-1%
1999 / 2000	120,475	+15%
2000 / 2001	123,181	+2%
2001 / 2002	130,271	+6%
2002 / 2003	126,663	-3%
2004 / 2005	175,771	+39%
2005 / 2006	205,841	+17%
2006 / 2007	230,721	+12%
2007 /2008	247,662	+7%
2008 / 2009	250,082	+1%
2009 / 2010	256,798	+3%
2010 / 2011	262,098	+2%
2011 / 2012	286,574	+9%
Overall	97/98 to 11/12	+169%

**Mill Hill (Lancashire)**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	55,858	n/a
1998 / 1999	52,371	-6%
1999 / 2000	50,377	-4%
2000 / 2001	48,936	-3%
2001 / 2002	44,607	-9%
2002 / 2003	32,139	-28%
2004 / 2005	36,838	+15%
2005 / 2006	39,895	+8%
2006 / 2007	45,447	+14%
2007 / 2008	42,619	-6%
2008 / 2009	44,930	+5%
2009 / 2010	54,230	+21%
2010 / 2011	62,148	+15%
2011 / 2012	70,336	+13%
Overall	97/98 to 11/12	+26%

**Cherry Tree**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	25,712	n/a
1998 / 1999	23,959	-7%
1999 / 2000	24,497	+2%
2000 / 2001	25,902	+6%
2001 / 2002	27,623	+7%
2002 / 2003	20,893	-24%
2004 / 2005	21,308	+2%
2005 / 2006	20,061	-6%
2006 / 2007	22,836	+14%
2007 / 2008	24,586	+8%
2008 / 2009	25,022	+2%
2009 / 2010	28,556	+14%
2010 / 2011	33,112	+16%
2011 / 2012	40,748	+23%
Overall	97/98 to 11/12	+58%

**Entwistle**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	9,045	n/a
1998 / 1999	10,034	+11%
1999 / 2000	11,577	+15%
2000 / 2001	10,162	-12%
2001 / 2002	8,299	-19%
2002 / 2003	8,190	-1%
2004 / 2005	9,158	+12%
2005 / 2006	10,025	+9%
2006 / 2007	9,089	-9%
2007 /2008	8,756	-4%
2008 / 2009	9,442	+8%
2009 / 2010	7,718	-18%
2010 / 2011	11,542	+50%
2011 / 2012	15,458	+34%
Overall	97/98 to 11/12	+71%

**Pleasington**

Rail year (ends March in last year noted)	Entries / exits	Growth / decline
1997 / 1998	9,596	n/a
1998 / 1999	9,764	+2%
1999 / 2000	9,228	-5%
2000 / 2001	9,917	+7%
2001 / 2002	9,279	-6%
2002 / 2003	8,301	-11%
2004 / 2005	7,660	-8%
2005 / 2006	6,312	-18%
2006 / 2007	6,576	+4%
2007 /2008	7,698	+17%
2008 / 2009	7,650	-1%
2009 / 2010	8,878	+16%
2010 / 2011	10,360	+17%
2011 / 2012	10,952	+6%
Overall	97/98 to 11/12	+14%

Although Blackburn is by far the largest station, with nearly 1.4 million entries and exits in the last year for which data was available (and growth of 65%), Darwen has seen the largest growth – some 169% over the period since 1997/8. Darwen now sees some 286,574 entries and exits in the latest year – about a fifth of the level of Blackburn. Mill Hill is the next largest used, with around 70,000 entries and exits (26% growth), followed by Cherry Tree (40k, 58% growth), then Entwistle (16k), but with 71% growth, and finally Pleasington with just 10k and around 14% growth. There is clearly a growing demand for onward travel from stations, although the levels of demand suggest ranks might only be worthwhile at Blackburn and Darwen.

A further review was undertaken of licensed vehicle provision at stations, according to the train-taxi guide. The table below summarises this.

Station	Comment	No. of private hire refs
Blackburn	Taxis usually at rank	3, two offering WAV
Darwen	No rank or office	3, one offering WAV
Mill Hill	No rank or office	1, or use Blackburn
Cherry Tree	No rank or office	As above
Entwistle	Use Darwen or Bromley Cross	No provision
Pleasington	Use Blackburn	No provision

The rank record is correct. Interestingly, two stations suggest just one private hire company or use of Blackburn station, whilst another suggests using Blackburn and the other suggests Darwen, where three private hire companies are recommended. This confirms the statistics that the potential for ranks at stations might only extend to adding Darwen, if at all.

The Council advised us that the licensed vehicle trade have been involved in plans to refurbish Blackburn station forecourt. The rank will remain in the same place whilst the road immediately in front of the station will be pedestrianized to provide more space for people leaving the station.

### ***Other Council representatives***

The representative from Blackburn with Darwen responsible for the Local Transport Plan provided us copies of the latest documents and provided their view regarding hackney carriages in the area.

They told us they were content for the limit on hackney carriages to remain since current rank facilities were very well used and often full. A further issue would be that hackney carriages are allowed to use bus lanes – were numbers not restricted the benefit of the lanes would end up being reduced by having too many vehicles. They felt private hire companies provided a lot of choice for consumers.

They felt that hackney carriages and private hire vehicles both provided a valuable part of the public transport offer of the area, with the wheelchair accessible hackney carriage fleet providing high levels of accessibility to people.

They also pointed out that the area was the 17<sup>th</sup> most deprived area in England, with a lot of no or single car ownership households, meaning licensed vehicles have a strong lobby and support from the public.

A further representative, responsible for highway provision (including ranks), told us their main concern was that hackney carriage drivers should co-operate and move between ranks available to minimise congestion issues and maximise service to the public. Drivers also needed to be more aware of the benefits they were given in terms of bus lane access.

The highway representative also felt that members needed to be more aware of the actual cost and process involved with provision of ranks through Traffic Regulation Orders – which might therefore highlight the value and investment put in by this part of the Council.



## 6. Licensed Vehicle Trade Consultation

### ***Trade consultation***

At the present time, Blackburn with Darwen has two hackney carriage trade associations. One has around 40 vehicle owners whilst the other has 5-6 owners and a private hire operator. Four representatives were present for one part of the Inception meeting to provide their overall views.

Trade concerns they told us about included if the current fare level was appropriate and allowed drivers to properly maintain their vehicles. One representative also asked if disabled mystery shopper observations were being undertaken – which we confirmed was not part of the brief. The Council later confirmed that such review would only be undertaken if our review suggested there was evidence it was required.

It was confirmed that emergency service representatives would be included in our key stakeholder list, with every effort made to get a response from them.

The representatives confirmed that there was little night life and not a great amount of daytime trade at ranks at the present time. The hackney carriage trade has two radio networks in place. Concern was raised that it was hard to obtain new ranks. It was agreed within the meeting that the Council were acting to regularise all the ranks, some of which were currently not part of a single traffic regulation order.

After the meeting, two representatives said low night demand meant most vehicles worked in the daytime, few vehicles were double shifted, and there were about 17 vehicles only active at night.

A fifteen question form had been issued to 120 hackney carriage proprietors and drivers by the Council in June 2013. There were nine responses (8%), relatively low, but more than in some other authorities. One person said they drove both hackney carriage and private hire, with the remaining 8 all driving just hackney carriage vehicles. Not all answered all questions.

The average length of driving over all nine was 12 years, a significant level of experience. Most said they drove six days, although there were two that said five days and two who said seven. The average working week was 6-days, 47 hours, with the range of hours worked quoted between 30 and 62.

44% said they worked longer some days, although only the dual driver said these days were the weekend days. 78% of respondents owned and drove their own vehicle. 22% worked on a hackney radio fleet, and none of the hackney carriage respondents joined private hire company radio networks.

Five provided average earnings on the day they completed the form – which were £28. Five said they served all ranks, whilst the remainder of hackney carriage drivers mainly said they served a range of ranks – just one person said they only serviced one location (Ainsworth Street).

All respondents felt the limitation policy should remain. 56% said they would leave the trade were the limit removed for whatever reason. 22% said they would work longer hours and 11% said they would seek additional part time work. The dual driver said they would not have any reaction (11%).

Whilst a better response rate was preferable, the responses generally support the current status of the hackney carriage industry reported elsewhere in the report, and also confirm those responding support retention of the current limit policy.

### ***Private Hire Consultation***

Information was provided about current operators. Some 31 are currently in existence. Four have 50 vehicles or more, 12 between 10 and 40, 4 between 2 and 9 whilst 11 are single vehicle operators. Looking at company names, four appear to be principally airport operations and a further five more business contract oriented. This still leaves 22 operators covering the area - a high level of competition in the area, although there does not appear to be a single dominant operator. Interestingly, the public attitude work provided names of 22 operators which were quoted by the public. A cross-check found 17 were listed and some of the other five were more general (eg the person saying they only used hackney carriages). This is an encouraging synergy between two different sources of information. The single operator named in both sets of interviews was a medium sized operator, not one of the larger companies.

No further consultation was undertaken with private hire companies.

## 7. Responses to DfT Best Practice Guidance 2010

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

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

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

Yes, this report is the independent input to this consideration on behalf of Blackburn with Darwen Council.

***Questions relating to the policy of controlling numbers:  
Have you recently reviewed the need for your policy of quantity controls?***

Yes, this report forms a review of the need for the policy of quantity control of hackney carriages at this point in time in the Blackburn with Darwen area. The previous study was undertaken in 2005.

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

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

- A review of the background policies of the Council
- A rank survey program to identify current demand and supply
- Public consultation with people in the streets of Blackburn with Darwen
- Stakeholder consultation with all groups recommended by the DfT Best Practise Guidance as far as people were available
- Consideration of the relevant section of the Equality Act

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

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

- Local night life
- Local supermarkets
- Hotels in the area
- A local disability representative
- The local hospital
- The local police
- The local train operating company
- A local highways representative
- A social services transport representative
- Drivers from the hackney carriage trade

For several sets of stakeholders there were relatively few available for comment, particularly in terms of hotels and night life, reflecting the status of the local economy.

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

The decision regarding quantity controls is the subject of the final chapter in terms of independent technical recommendations, but is principally a matter for decision by the committee appointed to make such decisions on behalf of Blackburn with Darwen Council.

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

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

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

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

Our technical conclusion is that there are sufficient hackney carriages available when and where needed in the Blackburn with Darwen central area so that there are currently no issues with availability, waiting time or reduced choice. Hackney carriages are supplemented by private hire vehicles, although many passengers appear to be very happy with the choice provided by the wide range of ranks and availability of hackney carriages within Blackburn with Darwen.

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

This issue is ultimately for the Councillors to conclude. However, the current excellent service provided could be jeopardised by adding further plates at this time of difficult economic circumstances, particularly with the current fleet being fully wheel chair accessible, with more expensive vehicles needing higher levels of maintenance.

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

Blackburn with Darwen has two main centres and a relatively small part of the population in rural areas. Only Blackburn has the density of demand requiring hackney carriage ranks – of which there are a healthy level provided across the central area. The high number of private hire vehicle companies provide for those in areas of lower demand. This suggests there is plenty of choice for all passengers needing licensed vehicle services in this area.

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

Retention of the current limit could allow further development of the hackney carriage trade in the area given the stability this would retain in the hackney carriage part of the industry. Injection of the instability of increasing new entrants to the hackney carriage trade would not support those who have been long term investors in the hackney carriage industry, particularly given the wheel chair accessible nature of the whole fleet.

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

We are not aware of any local accessibility policy, although the provision of a wide range of hackney carriage ranks ensures hackney carriages are very accessible in the Blackburn central area. Also, with hackney carriage radio companies, the wheel chair accessible vehicles are also widely accessible not only at ranks but also by phone.

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

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

Unmet demand was assessed in 2005 and most recently in this 2013 survey. The principal data collection for this last assessment was collected in April 2013.

Additional plates were issued following the last study, although they took a long period to be issued. At the present time, not all vehicles are active within the limited number of vehicle plates available, suggesting little demand for further plates.

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

In all studies the limit has been assessed using industry standard techniques, although no rank data was collected in the 2005 survey.

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

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

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

This is a matter for decision by the Council committee based on evidence following in our summary.

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

The need for adequate taxi ranks which reflect the current economics and footfall of the main urban area is critical at this time. The current rank provision is relatively recent, including increase in night ranks and revision of daytime traffic movement patterns and rank provision. In general, Blackburn with Darwen has an excellent set of ranks in Blackburn central area, with levels of demand in other areas below that economic for a hackney carriage rank. However, as already noted, some hackney carriage vehicles are available on telephone networks, widening their availability to the public of the area.

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

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

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

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

No

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

There are good rail and bus services available. However, most services reduce in early evening and cease before midnight.

## **8. The Equality Act 2010**

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

Section 161 of the Equality Act therefore applies to Blackburn with Darwen but the fleet is currently fully compliant whilst the wheel chair accessible policy applies. At present there is no consideration of any revision of this policy, so the Council remains compliant with Section 161 of the Equality Act.





## 9. Summary and conclusions

### ***Policy Background***

Blackburn with Darwen Council has had a limit on its number of hackney carriages since at least 1994. At least one previous review was undertaken in June 2005. Ten further plates were made available at that time, although take up was very slow (some seven years) and others taken up have been returned. The present limit is 70 vehicles, although it is understood just 66 of these were active at the time of the survey.

Alongside the policy of restricting vehicle numbers, the authority has long held a mandatory policy, although the style of vehicle allowed has widened over the years. In 2005, the standard of wheel chair vehicle was strictly Metropolitan conditions of fitness, but consultation has now increased the range of vehicle types allowed.

Of the authorities compared (Lancashire plus Blackpool, Bolton and Bury), four others retain limits on vehicle numbers and five others have fully wheel chair accessible fleets. The level of hackney carriage vehicles is fourth lowest in the comparable set, although relatively similar to many other neighbours (at 0.5 vehicles per thousand of population). In overall licensed vehicle terms, Blackburn with Darwen has the second highest provision resulting from a high proportion of private hire vehicles which appears to be the result of several factors beyond the hackney carriage limit, including the two centres (one of which is not large enough to currently support any hackney carriage rank activity), the high competition and the rural area. Interestingly, provision of overall licensed vehicles in Blackburn with Darwen is much higher than Rossendale which almost has a one tier system with next to no private hire vehicles.

Blackburn with Darwen Council fares are 326<sup>th</sup> equal out of the authorities listed in the Private Hire and Taxi Monthly June 2013 review. Similar fares apply in Hyndburn, West Lancashire, Barnsley, Warrington, East Cambridgeshire, East Northamptonshire, Berwick and three Scottish authorities. This level of fare (£4-70 for two miles) is 15% below the current national average and 9% below the northern regional fare. There was a fare rise in 2011, fairly recent in overall national terms, and another was under consideration.

## ***Rank Survey results***

Rank surveys were undertaken covering some 92 hours of rank operation. The observations show 28% of passenger demand occurs at the railway station rank (which is a Council owned and operated location). A further 25% of passengers use the Church Street rank, 22% at Morrisons, 12% at Ainsworth Street and 11% at Astley Gate. This confirms a very good spread of ranks and use of them by passengers, a very healthy situation. Night only rank demand is negligible at just 2%.

The total level of demand for hackney carriages is relatively low – just 4,000 passengers per week in 2,300 vehicle movements, despite the high overall usage per person.

Of the 666 passengers directly observed, just under 1% (6 people) had to wait for a vehicle to arrive – with the wait being no more than two minutes. The current ISUD index for Blackburn is zero since there were no hours when the average passenger wait was over a minute, a significant drop from the previous value of 454 although too great emphasis should not be placed on this since the calculation method differed with ranks being observed in this latest survey.

64% of all plates available for service were observed on the Saturday of the survey – a reasonable level suggesting there was no playing up to the survey and that the results are typical.

## ***Public Consultation***

A total of 250 persons were interviewed in the streets of the Blackburn with Darwen Council area in April 2013. 150 were interviewed in Blackburn and 100 in Darwen.

Some 51% had used a licensed vehicle in the Blackburn with Darwen council area within the last three months although this was lower than the 64% reported in 2005. The highest response for both areas was 'almost daily' with on average 39% stating this. This gave rise to estimates of 4.9 licensed vehicle trips per month in the area, relatively high levels of usage.

On average across the area, 83% phone for licensed vehicles, with the percentages even higher in Darwen. Corresponding rank usage is 15% for Blackburn and just 4% for Darwen (most must be trips from Blackburn). Hailing is moderate in Blackburn at 8%, but unsurprisingly zero in Darwen.

In terms of companies phoned, 22 different companies were named across the area, with just one named in both locations (not a large operator).

Estimation of frequency of use of hackney carriages suggests 1.4 trips per person per month for those interviewed in Blackburn and 0.8 for Darwen, consistent with the 4.9 licensed vehicle trips reduced by the level of usage of ranks.

Rank knowledge is generally fair. The railway station rank was best known, even by the few in Darwen who mentioned ranks they knew. Apart from the railway station rank at Blackburn, no other ranks were named in Darwen.

Few asked for new ranks, with the two locations being at the Waves Leisure Centre, Blackburn, and at Darwen railway station.

In terms of issues with hackney carriages, 19% gave a response naming issues in Blackburn but only 6% did so in Darwen. Whilst there seems to be reasonable satisfaction, the highest issues were driver issues and vehicle cleanliness.

Interestingly, few people said 'nothing' in response to the question as to what might increase their use of hackney carriages. However, the highest score by far was for lower fares. There was no dominant issue other than this in Blackburn, though in Darwen the highest score was for better drivers and vehicles.

The dominant matters that would encourage more use of hackney carriages in the central area was more vehicles to hail or obtain at ranks, improved driver skills, and more access to hackney carriages by phone, although again this has to be countered by the fact that a third of people did not give any answer to this question.

People were generally aware of hackney carriage vehicles although even in Blackburn 30% could not remember the last time they used a hackney carriage.

87% overall did not themselves need an adapted vehicle, nor know anyone who did. For those responding, the dominant need was a wheel chair accessible vehicle, suggesting the current wheel chair accessible policy remains correct for the area, although this is a typical response for such an area with a relatively long-standing fully wheel chair accessible policy.

1% of those interviewed in the central area had given up waiting for a hackney carriage at some point (though only 49% responded in Blackburn and 13% in Darwen, suggesting a latent demand factor no greater than 1.1, and much lower if all those not responding are assumed not to have given up).

Access to a car was generally moderate – 73% in Darwen, 43% in Blackburn and 55% overall.

Our sample interviewed fewer men than the census suggests, with slightly more over 55 than expected, and less in the middle age bracket – although these differences are not significant enough to bias the sample.

### ***Stakeholder Consultation***

Supermarkets, as usual for these surveys, are served by phone using free-phones. In one of the five locations, passenger waits were observed. Of more concern was two separate locations had issues with vehicles waiting blocking other car park users. Both had tried to resolve these issues with the companies concerned to no avail.

There are few hotels in the area, and even fewer wishing to contribute to our research. The one response used a private hire company.

Attempts were made to contact night venues, but two of the three were un-contactable, and the third did not respond in the timescale required. Response from the hospital was also unhelpful.

The one disability representative said they found good service from the new Market rank, and said no more vehicles were needed. They encouraged a focus on maintenance of the current vehicles, and were concerned that adding more might reduce maintenance levels unacceptably.

School and social services transport did use Blackburn with Darwen hackney carriage and private hire vehicles but would like to see more hackney carriages apply in the next round of tendering next year. They were aware the method of applying was onerous. The level of vehicles used should not take too many vehicles from the ranks at key contract times (we did not receive any representation that this was the case).

Police representatives were concerned that drivers needed to take fares before leaving the town centre, and also made comment about drivers leaving their vehicles unattended and therefore causing obstruction.

The local rail network had seen growth from 1997/1998 to 2011/2012. Darwen has seen most growth – some 169%, with other station seeing growth from 14% to 71%. Blackburn remains the largest station used with some 1.4 million entries and exits per year, and probably the only one with sufficient usage to justify a rank. Darwen has just under 300,000 entries and exits, much less, but significantly more than the other stations.

The train taxi guide showed Blackburn with an active rank, but also provided three private hire numbers for this location. No other stations have ranks (correctly quoted), and two stations suggest using other locations with no private hire suggested.

The rail operator only commented that there were times when the number of vehicles at Blackburn rank caused issue with other station and forecourt users. Some of this might be helped by the planned redevelopment of the forecourt, which removes most general traffic from the area.

### ***Trade Consultation***

Trade consultation included discussion with hackney carriage representatives at the inception meeting, and afterwards, and a letter and questionnaire sent to all hackney carriage drivers and owners.

### ***Equality Act***

The Equality Act is already on the statute books. There is a requirement that any authority with a limit on its number of hackney carriages should ensure no new entrant is refused entry if they are offering a wheel chair accessible vehicle if a given proportion of vehicles has not been achieved. However the Blackburn with Darwen fleet is currently fully wheel chair accessible and therefore even retaining its limit, Blackburn with Darwen remains compliant in this respect.

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

A review of the questions posed in the BGP was undertaken and is presented in an earlier Chapter

### ***Conclusion***

At the present time, there is no evidence of significant unmet demand for the services of hackney carriages in the Blackburn with Darwen Council area. On this basis, the limit on the number of hackney carriage vehicles can be retained, and this policy could be defended in court if necessary.

There are a good range of ranks available and used by the public and trade in central Blackburn – an unusual situation. Whilst overall usage of licensed vehicles and hackney carriages is relatively high, the area does not have a high population and total usage of hackney carriages is therefore relatively small. There is next to no evening demand.

There is some evidence, however, that the number of vehicles waiting for customers is leading to congestion in some places, and annoyance to some key stakeholders such as the police and railway operator. This is not confined to the hackney carriage part of the trade, with some stakeholders making similar complaints about private hire vehicles causing congestion in their car parks.

All these factors taken together suggest that there is no need to encourage the other four vehicles not in use at the time of survey to continue to be 'on offer'. There is certainly no evidence that adding more vehicles to the hackney carriage fleet is required at this time.

There is no effective hackney carriage service outside Blackburn as there are no current ranks elsewhere, and even Darwen station does not appear to have sufficient demand to justify a rank. Any planned new ranks in Darwen would have more than enough vehicles available from the current fleet to provide adequate service, although this might need some encouragement to see any such rank established and not ignored.

## 10. Recommendations

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

At the present time in the Blackburn with Darwen Council area the Licensing Committee has a number of options:

- (1) It could re-affirm the current policy of retaining a limit on hackney vehicle licences and make no other changes, and review this policy again in three years' time (or earlier if legislation change occurs)
- (2) It could re-affirm the limit on hackney carriages but also seek to take actions that would develop the licensed vehicle service further
- (3) it could remove the limit on hackney carriage vehicle numbers
- (4) it could remove the limit on hackney carriage vehicle numbers but also take actions to restrain any negative impacts of such a move
- 

The lack of any significant unmet demand means that retention of the limit can be justified and defended in court if necessary. Nor have we found any evidence of any lack of hackney carriage vehicles to meet any potential new demand that might exist.

It would be appropriate for the next independent review of unmet demand to occur in March/April 2016, three years from this review.

### ***Other Elements of an Action Plan***

Whilst there is no obligation for the committee to take any action other than determining its policy in regard to hackney carriage vehicle numbers, our survey has identified a number of matters that could improve the service provided to the public of the area. Technically, we would recommend taking such opportunities would be a sensible way to support economic growth in Blackburn with Darwen with the underpinning of a healthy and active hackney carriage (and private hire) service.

There are several elements required which are within the gift of the Committee and licensing section of Blackburn with Darwen Council. Other matters need assistance from other sections of the Council, principally the transportation and highway sections. Very little of any Action Plan can take effect without further collaboration from the hackney carriage and private hire trades in the area.

### ***Blackburn with Darwen licensing***

With present policies towards hackney carriages appearing to be fully appropriate for Blackburn with Darwen at this present time, the main actions for the licensing section are to maintain and encourage the status quo with appropriate liaison and enforcement support.

We would encourage the licensing section to continue its good liaison profile with the trade, including continuing the involvement of other appropriate council officers (eg highways) when required.

The licensing section also keeps regular debate open with members of the committee responsible for licensing matters, and this needs to be maintained.

The issue of fares and remuneration has recently been debated and further discussion of this matter should now be agreed to occur not less than a year hence to allow other matters from this Report to be focussed upon and taken forward.

The licensing section also work well and closely with those responsible for transport policy in the area, including working to develop the rank provision and this also needs to be encouraged and maintained.

The licensing department could instigate a meeting with Shopmobility and BADDAG later in 2013 when the latter group is reconstituted. This meeting might involve trade representatives and would focus on how those with need for adapted vehicles might continue to increase their confidence in using the wide range of facilities available within the current Blackburn with Darwen licensed vehicle fleet.

### **Blackburn with Darwen council representatives**

The good working relationships between the committee, licensing section and highways representatives need to be maintained and developed. This is key to continuing the active development and maintenance of rank provision in the central Blackburn area.

Development of the 'new market' rank facility is essential to the continued health of the hackney carriage trade, and to Blackburn town centre, and highways representatives need to continue to work with all parties to achieve this as soon as practicable.

It is also important that the present liaison regarding the changes proposed at Blackburn Station do continue, to ensure this important rank retains its ability to service its passengers, whilst reducing the current irritation with the railway stakeholder.

Any plans to instigate ranks in Darwen need to be worked through by highways and the hackney carriage trade to ensure that sufficient service is given to allow the rank to be established and developed.

### **Trade representatives**

Trade working relationships with the council must be maintained and developed. There needs to be some way by which more members of the trade would feel able to share their views with the council although it is not clear how this could be taken forward. It may be possible that encouragements such as star ratings (as used successfully with the Oldham hackney carriage and private hire trade) might be considered as a way to increase involvement of individual members of the trade.



It is essential that the two separate hackney carriage trade groups develop and maintain frank and honest discussion to the benefit of the trade overall, whilst recognising there can never be full agreement between the parties.

Hackney carriage trade representatives need to continue to work with the council highway section in regard to rank usage and provision, and particularly in regard to rank development and any opportunity for new ranks (particularly any that might be considered at Darwen).

Trade representatives need to ensure they cultivate their relationship with key stakeholders, particularly with the local representative of Northern Rail at Blackburn station.

Trade representatives also need to encourage more individuals from the hackney carriage trade to consider taking advantage of the opportunity to operate on council education and social service contracts. This might need some liaison by the trade representatives in a common response to completion of the tender documents (as is done by some other trade representatives in other locations).

### **Blackburn with Darwen licensing committee**

The committee should continue its encouragement of the hackney carriage and private hire trades in this area. The key decision in this regard is choosing our technically recommended Option 2, retention of the limit with active encouragement of further development based on the stability in the trade arising from retention of the limit on vehicle numbers.



## **Appendix 1 Detail of Rank Observations**



## Blackburn with Darwen, Station Rank (Boulevard), Friday 19<sup>th</sup> April 2013, 0900 – 0000

Hour	No. of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (m:ss)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
09	13	3	3	7	10	00:32:04	00:50:24	01:19:00						
10	11	3	3	4	7	00:30:27	00:49:15	00:55:00						
11	13	10	7	9	16	00:29:27	00:46:08	01:36:00						
12	9	1	1	9	10	00:12:26	00:00:00	00:00:00		No passenger waits				
13	8	11	7	2	9	00:07:22	00:08:17	00:16:00						
14	11	10	7	3	10	00:17:54	00:22:17	00:36:00						
15	12	11	7	3	10	00:17:55	00:20:06	00:43:00	00:00:16	00:01:00	3	0	0	00:01:00
16	14	10	8	2	10	00:32:34	00:41:42	00:57:00						
17	17	18	15	2	17	00:38:56	00:40:52	01:01:00						
18	10	9	8	2	10	01:09:30	01:12:06	01:26:00						
19	10	11	8	2	10	00:59:54	01:07:42	01:23:00						
20	10	12	8	1	9	01:35:36	01:35:36	02:10:00		No passenger waits				
21	6	11	7	0	7	01:48:00	02:20:45	02:46:00						
22	3	2	2	1	3	01:39:40	01:39:40	01:49:00						
23	5	13	8	6	14	00:36:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>152</b>	<b>135</b>	<b>99</b>	<b>53</b>	<b>152</b>				<b>00:00:16</b>	<b>00:01:00</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>00:01:00</b>

## Blackburn with Darwen, Station Rank (Boulevard), Saturday 20<sup>th</sup> April 2013, 1000 – 0100

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (for a fare, hh:mm:ss)	Average passenger waiting time in an hour (m:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>10</b>	9	7	6	1	7	00:29:26	00:31:07	00:56:00					
<b>11</b>	7	9	4	2	6	00:32:51	00:47:15	01:04:00					
<b>12</b>	11	5	4	4	8	00:29:27	00:37:34	00:51:00					
<b>13</b>	9	15	10	3	13	00:19:13	00:23:25	00:33:00					
<b>14</b>	14	8	6	4	10	00:23:12	00:34:34	01:24:00					
<b>15</b>	12	6	4	8	12	00:27:25	00:48:40	01:14:00					
<b>16</b>	8	9	4	3	7	00:49:30	01:04:30	01:11:00					
<b>17</b>	8	17	7	4	11	00:24:22	00:39:45	00:45:00					No passenger waits
<b>18</b>	17	10	7	3	10	00:32:45	00:36:55	00:51:00					
<b>19</b>	16	40	24	1	25	00:11:48	00:11:32	00:24:00					
<b>20</b>	14	14	8	0	8	00:38:17	00:38:17	00:59:00					
<b>21</b>	14	31	13	2	15	00:45:25	00:51:35	01:08:00					
<b>22</b>	14	33	12	2	14	00:40:25	00:42:50	01:01:00					
<b>23</b>	13	8	7	2	9	00:44:23	00:59:40	01:03:00					
<b>00</b>	2	6	3	10	13	00:04:30	00:00:00	00:00:00					
<b>TOTALS</b>	<b>168</b>	<b>218</b>	<b>119</b>	<b>49</b>	<b>168</b>								

## Blackburn with Darwen, High Street rank (Morrison's), Saturday 20<sup>th</sup> April 2013, 1200 – 2100

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>12</b>	12	1	1	6	7	00:36:55	01:00:48	01:14:00					
<b>13</b>	10	23	12	1	13	00:05:48	00:05:48	00:19:00					
<b>14</b>	21	39	17	1	18	00:10:31	00:11:03	00:23:00					
<b>15</b>	17	27	14	3	17	00:20:17	00:24:12	00:38:00					
<b>16</b>	12	23	13	0	13	00:16:20	00:16:32	00:30:00		No passenger waits			
<b>17</b>	12	21	12	3	15	00:12:20	00:13:36	00:26:00					
<b>18</b>	9	8	6	2	8	00:22:46	00:14:48	00:35:00					
<b>19</b>	1	1	1	2	3	00:23:00	00:23:00	00:23:00					
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00					
<b>TOTALS</b>	<b>94</b>	<b>143</b>	<b>76</b>	<b>18</b>	<b>94</b>								

# Blackburn with Darwen, Ainsworth Street Rank (Post Office), Friday 19<sup>th</sup> April 2013, 1100 – 2100

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (m:ss)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>11</b>	10	7	5	1	6	00:25:12	00:27:53	00:47:00						
<b>12</b>	7	12	8	0	8	00:29:08	00:31:00	00:49:00			No passenger waits			
<b>13</b>	7	7	5	4	9	00:06:51	00:07:12	00:16:00						
<b>14</b>	12	16	11	0	11	00:07:40	00:07:40	00:25:00	00:00:22	00:02:00	3	0	0	00:02:00
<b>15</b>	9	12	8	1	9	00:08:00	00:07:37	00:19:00						
<b>16</b>	9	16	5	2	7	00:25:20	00:35:12	00:59:00						
<b>17</b>	4	8	6	2	8	00:02:45	00:02:45	00:07:00			No passenger waits			
<b>18</b>	1	0	0	1	1	00:06:00	00:00:00	00:00:00						
<b>19</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>20</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>59</b>	<b>78</b>	<b>48</b>	<b>11</b>	<b>59</b>				<b>00:00:22</b>	<b>00:02:00</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>00:02:00</b>



## Blackburn with Darwen, James Street Rank, Friday 19<sup>th</sup> April 2013, 1200 – 2000

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
12	1	0	0	1	1	00:02:00								
13														
14														
15														
16														
17														
18														
19														
20														
<b>TOTALS</b>	1	0	0	1	1									

No passenger or vehicle activity (hcv)

No passenger waits

## Blackburn with Darwen, James Street Rank, Friday 19<sup>th</sup> April 2013, 1200 – 2000 – private hire vehicle activity

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
12														
13				No activity										
14	1	0	0	1	1	00:02:00								
15				No activity										
16	1	0	0	1	1	00:03:00				No passenger waits				
17														
18				No activity										
19														
20														
<b>TOTALS</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>2</b>									

**Blackburn with Darwen, Astley Gate Rank (Debenham's), Friday 19<sup>th</sup> April 2013, 1000 - 1900**

<b>Hour</b>	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>10</b>	11	8	5	3	8	00:16:16	00:18:52	00:37:00						
<b>11</b>	9	13	7	2	9	00:27:00	00:34:10	00:56:00						
<b>12</b>	8	6	5	2	7	00:14:07	00:16:40	00:18:00						
<b>13</b>	6	9	6	3	9	00:03:50	00:05:00	00:08:00						
<b>14</b>	8	11	7	2	9	00:07:00	00:07:30	00:15:00						
<b>15</b>	8	6	3	3	6	00:13:30	00:18:12	00:36:00		No passenger waits				
<b>16</b>	8	10	6	1	7	00:14:52	00:17:00	00:26:00						
<b>17</b>	6	7	7	2	9	00:07:50	00:07:15	00:12:00						
<b>18</b>	1	0	0	1	1	00:19:00	00:00:00	00:00:00						
<b>19</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>65</b>	<b>70</b>	<b>46</b>	<b>19</b>	<b>65</b>									

## Blackburn with Darwen, Church Street Rank (New market), Saturday 20<sup>th</sup> April 2013, 1100 – 1900

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
<b>11</b>	13	9	7	2	9	00:20:36	00:24:21	00:42:00						
<b>12</b>	13	28	12	1	13	00:15:32	00:16:50	00:22:00						
<b>13</b>	18	44	20	1	21	00:08:40	00:09:07	00:16:00						
<b>14</b>	14	19	12	0	12	00:15:51	00:15:51	00:27:00						
<b>15</b>	15	26	15	0	15	00:15:20	00:15:20	00:57:00	No passenger waits					
<b>16</b>	8	16	8	1	9	00:13:15	00:12:34	00:31:00						
<b>17</b>	7	17	7	2	9	00:02:42	00:02:48	00:06:00						
<b>18</b>	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>88</b>	<b>159</b>	<b>81</b>	<b>7</b>	<b>88</b>									

## Blackburn with Darwen, St Peter's Street Rank (night), Friday 19<sup>th</sup> April 2013, 2100 – 0600

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
21	No vehicle or passenger activity													
22	No vehicle or passenger activity													
23	No vehicle or passenger activity													
00	1	0	0	0	0	00:12:00	00:12:00	00:12:00						No passenger waits
01	4	5	3	1	4	00:26:30	00:32:20	01:06:00						
02	3	4	2	1	3	00:29:00	00:03:00	00:03:00						
03	2	1	1	2	3	00:10:00	00:01:00	00:01:00						
04	No vehicle or passenger activity													
05	No vehicle or passenger activity													
<b>TOTALS</b>	<b>10</b>	<b>10</b>	<b>6</b>	<b>4</b>	<b>10</b>									

# Blackburn with Darwen, St Peter's Street Rank (night), Saturday 20<sup>th</sup> April 2013, 2100 – 0600

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (for a fare, hh:mm:ss)	Average passenger waiting time in an hour (mins)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
21	No vehicle or passenger activity												
22	No vehicle or passenger activity												
23	No vehicle or passenger activity												
00	10	12	6	1	7	00:44:42	00:46:30	01:53:00					No passenger waits
01	4	0	0	2	2	00:23:15	00:59:00	00:59:00					
02	9	18	8	2	10	00:23:13	00:23:13	00:42:00					
03	6	26	10	0	10	00:11:00	00:11:00	00:28:00					
04	No vehicle or passenger activity												
05	No vehicle or passenger activity												
<b>TOTALS</b>	<b>29</b>	<b>56</b>	<b>24</b>	<b>5</b>	<b>29</b>								

**Blackburn with Darwen, St Peter's Street Rank (night), Friday 19<sup>th</sup> April 2013, 2100 – 0600**  
**Private Hire Vehicle observations**

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
21	2	1	1	1	2	00:35:30	00:40:00	00:40:00						
22	3	1	1	2	3	00:05:20	00:12:00	00:12:00						
23	2	1	1	1	2	00:02:30	00:04:00	00:04:00						
00														
01											No passenger waits			
02														
03				No activity (phv)										
04														
05														
<b>TOTALS</b>	7	3	3	4	7									

## Blackburn with Darwen, St Peter's Street Rank (night), Saturday 20<sup>th</sup> April 2013, 2100 – 0600 – private hire vehicle activity

Hour	No of vehicle arrivals	Total passenger departures	Total loaded vehicle departures	Empty vehicle departures	Total Vehicle departures	Average vehicle waiting times (hh:mm:ss)	Average vehicle waiting times (for a fare, hh:mm:ss)	Maximum vehicle waiting time for a fare (hh:mm:ss)	Average passenger waiting time in an hour (mins)	Average passenger waiting time, those waiting only (mins)	Number of people waiting 1-5 mins	Number of people waiting 6-10 mins	Number waiting 11 mins or more	Maximum passenger wait time (mins)
21														
22	No vehicle or passenger activity													
23														
00	11	1	1	10	11	00:01:10	00:00:00	00:00:00						
01	11	1	1	8	9	00:02:49	00:01:00	00:01:00						No passenger waits
02	13	12	6	9	15	00:01:55	00:01:40	00:03:00						
03	13	11	7	6	13	00:04:04	00:02:08	00:07:00						
04	1	2	1	0	1	00:01:00	00:01:00	00:01:00						
05	0	0	0	0	0	00:00:00	00:00:00	00:00:00						
<b>TOTALS</b>	<b>49</b>	<b>27</b>	<b>16</b>	<b>33</b>	<b>49</b>									







## Appendix 2 Stakeholder Feedback Diary

Chapter	Stakeholder Group / Person	Date	Views returned?
5	<b>Supermarkets</b>		
	Asda, Grimshaw Retail Park	6/2013	Y
	Morrison, Railway Road	6/2013	Y
	Tesco, Queen Street	6/2013	Y
	Sainbury's, Darwen	6/2013	Y
	Asda, Darwen	6/2013	Y
5	<b>Hotels</b>		
	Devonshire Hotel, Bridge St	6/2013	Y
	Astley Bank Hotel	6/2013	Y
5	<b>Hospital</b>		
	Royal Blackburn Hospital	6/2013	Y
5	<b>Pubwatch / night clubs</b>		
	Jazzy Key	6/2013	Unobtainable
	Roxy, Darwen	6/2013	Unobtainable
	Liquid / Envy Blackburn	6/2013	N
5	<b>Disability representatives</b>		
	Shopmobility / BADDAG rep	5/13	Y
5	<b>Other Council contacts</b>		
	LTP and transport policy	At inception	Y
	Education and Social Services	6/2013	Y
	<b>Police</b>		
	Lancashire Police	6/2013	Y
6	<b>Hackney carriage and private hire trade</b>		
	At inception meeting		Y
	Responses to survey form	June 2013	Y