

## Notice of Meeting and Agenda Regulatory Functions Board

Date	Time	Venue
Thursday, 26 May 2016	10:00	Council Chambers (Renfrewshire), Council Headquarters, Renfrewshire House, Cotton Street, Paisley, PA1 1AN

KENNETH GRAHAM  
Head of Corporate Governance

### Membership

Councillor Maria Brown: Councillor Eddie Devine: Councillor Margaret Devine: Provost Anne Hall: Councillor Cathy McEwan: Councillor James McQuade: Councillor Sam Mullin: Councillor Will Mylet:

Councillor John Hood (Convener): Councillor Bill Brown (Depute Convener):

### Further Information

This is a meeting which is open to members of the public.

A copy of the agenda and reports for this meeting will be available for inspection prior to the meeting at the Customer Service Centre, Renfrewshire House, Cotton Street, Paisley and online at [www.renfrewshire.cmis.uk.com/renfrewshire/CouncilandBoards.aspx](http://www.renfrewshire.cmis.uk.com/renfrewshire/CouncilandBoards.aspx)

For further information, please either email [democratic-services@renfrewshire.gov.uk](mailto:democratic-services@renfrewshire.gov.uk) or telephone 0141 618 7112.

### Members of the Press and Public

Members of the press and public wishing to attend the meeting should report to the customer service centre where they will be met and directed to the meeting.

## **Items of business**

### **Apologies**

Apologies from members.

### **Declarations of Interest**

Members are asked to declare an interest in any item(s) on the agenda and to provide a brief explanation of the nature of the interest.

#### **1 Deputation**

Under reference to item 1 of the Minute of the meeting of this Board held on 11 May 2016 hear deputation from Nisbets Solicitors on behalf of Renfrewshire Public Hire Association relative to pending taxi licence applications and unmet demand.

#### **2 Taxi Licensing: Unmet Demand**

**5 - 70**

Report by Director of Finance & Resources.

#### **3 Grant of Street Trader's Licence - Personal Appearance**

Submit the undernoted application for the grant of a Street Trader's Licence. The applicant has been asked to appear personally for the first time:-

Applicant: Elizabeth Donaldson, 30 Langlook Road, Glasgow  
Authorised Activity: hot and cold food and beverages, confectionery and milk  
Trading From: Watt Road and Huntly Road, Hillington Industrial Estate and Maxwell Street, Paisley  
Operating Hours: Watt Road and Huntly Road, Hillington Industrial Estate – 6.00 am to 2.30 pm and Maxwell Street, Paisley – 9.00 pm to 4.00 am

### **EXCLUSION OF PRESS AND PUBLIC**

**The Board may by resolution exclude the press and public from the meeting during consideration of the following items of business as it is likely, in view of the nature of the business to be transacted, that if members of the press and public are present, there could be disclosure to them of exempt information as defined in paragraph 3 of Part I of Schedule 7A of the Local Government (Scotland) Act, 1973.**

#### **4 Grant of Landlord Registrations - Personal Appearances**

Under reference to item 9 of the Minute of the meeting of this Board held on 30 March 2016 resume consideration of the undernoted applications for the grant of Landlord Registrations. The applicants have been asked to appear personally for the second time:-

- (a) James Irvine, 5 Ewanfield Place, Ayr
- (b) Vicky Taff, 19 Boydstone Place, Glasgow

#### **5 Hearing into Possible Suspension of Late Hours Catering Licence - Personal Appearance**

Consider the possible suspension of the undernoted Late Hours Catering Licence. The licence holder has been asked to appear personally for the first time together with Police Scotland:-

Licence holder: Avtar Singh, 8 Duthie Park Place, Glasgow  
Premises: East End Tandoori, 3/5 Ladyburn Street, Paisley

#### **6 Grant of Private Hire Car Driver's Licence - Personal Appearance**

Submit the undernoted application for the grant of a Private Hire Car Driver's Licence. The applicant has been asked to appear personally for the first time together with Police Scotland who has submitted a representation to the application:-

Applicant: Steven McGonagle, 36 John Neilson Avenue, Paisley

#### **7 Renewal of Taxi Driver's Licence - Personal Appearance**

Submit the undernoted application for renewal of a Taxi Driver's Licence. The applicant has been asked to appear personally for the first time:-

Francis Palmer, 8 Fisher Avenue, Paisley

#### **8 Grant of Private Hire Car Operator's Licence - Personal Appearance**

Submit the undernoted application for the grant of a Private Hire Car Operator's Licence. The applicant has been asked to appear personally for the first time:-

Adnan Asif, Flat 1/1, 52 Clifford Street, Glasgow

## **9 Surrender and Re-issue of Taxi Operator's Licence - Personal Appearance**

Submit the undernoted applications for the surrender and re-issue of Taxi Operators' Licences. Applicants (a) have been asked to appear personally for the first time:-

(a) Present Operator: John Steel, 21 Fairfield Drive, Renfrew  
Proposed Operator: Mark Mackle, 22 St Marys Crescent, Barrhead  
Licence No.: TX083

(b) Present Operator: Robert Arnott, 8 Strathdon Avenue, Paisley  
Proposed Operator: Robert McCue, 10 Staybrae Grove, Glasgow  
Licence No.: TX132



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**To:** Regulatory Functions Board

**On:** 26<sup>th</sup> May 2016

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**Report by:** Director of Finance and Resources

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**Heading:** Taxi Licensing: Unmet Demand

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**1. Summary**

- 1.1 The Civic Government (Scotland) Act 1982 ("the Act") empowers the Council as the licensing authority to refuse to grant new taxi licences in order to limit the number of taxis operating in its area providing it can demonstrate that there is no significant unmet demand for taxi services in its area.
  - 1.2 At the meeting of the Board on 4<sup>th</sup> November 2015, the Board noted that a detailed external study of the current limitation of 214 taxi licences would be obtained and a further report submitted to the Board thereafter, at which time a decision on the number of taxis in Renfrewshire would be taken.
  - 1.3 The Director of Finance and Resources subsequently commissioned a report from Vector Transport Consultancy ("Vector"). This report, entitled "Renfrewshire Taxi Unmet Demand Survey", has now been completed and a copy is attached at Appendix 1 to this report.
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**2. Recommendations**

- 2.1 It is recommended that the Board consider the terms of the Vector report and thereafter:-

- (i) agree at this time to limit the number of taxis in Renfrewshire to 229, or such other number as the Board considers appropriate;
- (ii) in the event that the Board sets a limit higher than 214, agree a mechanism for allocation of additional licences should the number of applications received exceed the limit set;
- (iii) authorise officers to report to a future meeting of the Board proposed changes to the existing taxi rank provision in Renfrewshire, for the purposes of consultation, and
- (iv) otherwise note the contents of this report.

### **3. Background**

- 3.1 The Council as licensing authority can, in terms of Section 10(3) of the Act, refuse to grant a taxi licence if they are satisfied that there is no significant demand for the services of taxis in their area which is unmet.
- 3.2 At its meeting on 17<sup>th</sup> June 2009, the Board accepted the findings of Halcrow Group Limited (“Halcrow”) following their review of the limitation previously in place and agreed to increase the limit from 212 taxi licences to 214. These licences were restricted to administrative zones until the removal of these zones following a meeting of the Board on 29<sup>th</sup> October 2009. At a further meeting of the Board on 17<sup>th</sup> June 2010, the Board agreed that the number of taxis remain at 214 and that the policy be the subject of a future report to the Board.
- 3.3 It is incumbent on licensing authorities to keep such a limitation under review and, since 2010, further reports have been prepared by the Civic Government Enforcement Officer to supplement the findings of the report prepared by Halcrow. At subsequent meetings on 22nd June 2011, 8th May 2013 and 5<sup>th</sup> February 2014, the Board further considered the position and agreed that the number of taxis should remain at 214.
- 3.4 At the meeting of the Board on 4th November 2015, the Board considered a report detailing various stance observations by the Civic Government Enforcement Officer. These observations followed upon comments being received by officers of an insufficient number of hire cars working at peak times. The results of the Civic Government Enforcement Officer’s observations were that there

remained no change in the general position regarding significant unmet demand since the Board previously considered the position in 2014, but that there appeared to be a shortage of licensed vehicles in relation to journeys from Paisley Town Centre at weekends after midnight. The Board agreed at the meeting that an external study be obtained and a report submitted to the Board thereafter. The Director of Finance and Resources subsequently commissioned a report from Vector, who provided their report in May 2016.

3.5 The report from Vector is divided into eight sections:-

- Study Objectives
- Background
- Taxi Rank Surveys
- Public Consultation
- Trade and Stakeholder Consultation
- Determination of Unmet Demand
- Public Benefit
- Conclusions and Recommendations

From the above, it can be seen that the survey has involved not only the use of observations at various stances throughout Renfrewshire but has involved a wide process of consultation with the trade, members of the public and other internal and external organisations with an interest in taxi provision in Renfrewshire. The consultation process raised a number of issues beyond the number of taxis available within Renfrewshire, including the working patterns of taxi drivers, taxi fares and the existing taxi rank provision in Renfrewshire.

3.6 The report confirms that the study is intended to fulfil the requirements set out in the Act and was conducted in pursuit of the following objectives:-

- Gather evidence to establish whether there is any unmet demand for Taxis.
- Assess the effectiveness of existing taxi stances and the demand and suitability of additional stance locations.
- Consult with stakeholders, members of the trade and members of the public, regarding the service provided by Taxis and any issues associated with these services.

3.7 The survey concludes that there is evidence of significant unmet demand for taxis in Renfrewshire. The report recommends that the

Board consider whether continued liaison with the trade is likely to result in an immediate and effective removal of the shortfall in supply and fully cater for the unmet demand on Friday and Saturday nights. The report recommends, should the Board have no confidence that the trade can change current operating practices to address the unmet demand and sustain additional provision of taxi services indefinitely, that an additional 15 licences are issued. That conclusion is based on Vector's assessment of its analysis, as further summarised at Paragraph 3.10 of this report.

- 3.8 In relation to the suggestion of further liaison between the Council and the taxi trade, officers, in light of the comments received in 2015, as set out in Paragraph 3.4, raised the issue of unmet demand with members of the trade at consultation meetings on 7<sup>th</sup> August and 24<sup>th</sup> November, both 2015. Officers indicated at the meeting on 7<sup>th</sup> August that a future review of the policy may depend on whether the trade were able to resolve the issue within the existing number of licences. It was highlighted that the Council had received numerous complaints about unmet demand. The issue of drivers' preferred working patterns was discussed. A representative of the taxi trade at the meeting indicated that the trade would be willing to address the issue of unmet demand.
- 3.9 At the trade consultation meeting of 24<sup>th</sup> November 2015, the observations of the Civic Government Enforcement Officer, as reported to the Board on 4<sup>th</sup> November 2015, were raised and it was confirmed that a full external survey would be obtained. Representatives of the taxi trade stated that drivers' working patterns would change to resolve the unmet demand at Paisley Gilmour Street and acknowledged that drivers currently did not wish to work past 10pm. The possibility of vehicles becoming double shifted was also raised by Council officers. Officers explained that, following the survey being obtained, the Board would have to consider whether, and at what level, to maintain any limitation or, alternatively, to remove the numbers limitation. The Board may wish to consider this information when deciding whether the significant unmet demand identified is likely to be met from the existing number of licences and whether drivers would be likely to willingly implement sufficient measures to address unmet demand, when they have not taken the opportunity to date.
- 3.10 The analysis by Vector found that although there are generally sufficient taxis available to cater for demand, rank observation data, coupled with public and stakeholder feedback indicated a shortfall of



provision on Friday and Saturday nights. This was also acknowledged in the feedback Vector received from the taxi trade, which indicated that some drivers avoid working on Friday and Saturday nights despite the known shortfall in provision at these times. Vector have concluded that, in order to increase provision of taxis to address the observed unmet demand, approximately six additional licences would be required. Considering in particular the current operating practices in the taxi trade, Vector have applied scaling calculations in relation to existing numbers of non-airport taxis and have determined as a result that fifteen new licences would be required to meet demand.

- 3.11 The report also states that Vector's assessment of significant unmet demand is based on stance observations in February, which is a relatively quiet month. The Board may wish to have regard to future provision, accounting for seasonal variation, in assessing its options, which are detailed further in Paragraph 3.12. Should the Board decide to set a limit on the number of taxi licences in Renfrewshire, officers will monitor the issue of significant unmet demand, as required by the 1982 Act, and report their findings periodically to the Board. Should the taxi trade work with the Council to respond to changing patterns of demand through changing working patterns, this may mitigate the need for further additional licences to cater for seasonal variation in demand, as set out in the report by Vector.
- 3.12 Based on their findings, the Vector survey suggests that the Council as licensing authority may either:-
- Limit the number of taxis in Renfrewshire to 229,
  - Issue any number of additional licences as it sees fit, either in one allocation or in a series of allocations, or
  - Remove the limit on the number of vehicles and allow a free entry policy.
- 3.13 The Council is not obliged to maintain a numbers limit under the Act, although it requires to be satisfied that there is no significant unmet demand for the services of taxis within its area at the time of considering an application, in order to refuse the application on this ground. The removal of the limit would remove the requirement for the Council to undertake unmet demand surveys (such surveys are conducted at significant cost to the Council) and would also reduce the potential for litigation.

3.14 The Scottish Government's "Taxi and Private Hire Car Licensing: Best Practice Guidance for Licensing Authorities", published in April 2012, states that whether to maintain a restriction should be approached in terms of the interests of taxi users. In relation to the options set out at Paragraph 3.12 of this report, Vector point out that maintaining a limit can maintain a level of income for taxi drivers and operators, allowing people to remain within the trade longer and to build up their level of experience in the trade. Higher income levels would mean vehicles can be maintained to a higher level. However, Vector also state that if levels of income are sufficiently high, in light of a limit, taxis can avoid having to work at the most unsociable hours. Vector suggest that removal of the limit would result in some drivers applying for a taxi licence in their own right, rather than continuing to pay to use or license a vehicle. However, they observe that the Council's existing policies relating to vehicle requirements and taxi driver knowledge tests will place some limit on new entrants to the trade.

3.15 Since agreeing to obtain an external survey, the Council has received a number of applications for taxi licences. These applications require to be determined at the Board's June meeting. Depending on the level of the limit, if any, set by the Board, the number of applications received may exceed the number of available licences as agreed by the Board. The Board may therefore wish, at this stage, to agree a mechanism to determine how any further licences should be allocated. The options generally available include

- determining applications in the order received,
- a waiting list,
- preferred criteria (or a points system), or
- a lottery.

Should the Board wish to adopt competitive criteria as to which applications should be preferred, these criteria would have to be agreed at this time, to enable applicants to be advised of these prior to consideration of their applications.

The Board will note, in the event of an oversubscription of applications as against an agreed limit, the Board must still exercise its discretion as to whether any application should be refused.

- 3.16 The report from Vector also recommends that the Gilmour Street rank is not the best location from which to service demand from the night time economy. Given the trade and the Police have identified New Street as a location which would benefit from an enlarged rank provision, the Board may wish officers to investigate, and report to a future meeting of the Board detailed proposals for additional rank provision in New Street, Paisley, and for revocation of disused ranks, for the purposes of consultation.

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### Implications of the Report

1. **Financial-** An indicative cost was previously provided for the external survey now obtained. Otherwise, nil.
2. **HR & Organisational Development-** Nil
3. **Community Planning –**  
**Safer and Stronger-** Meeting the public demand for Taxis will contribute to a safer and stronger community.
4. **Legal-** (i) Section 10(3) of the Civic Government (Scotland) Act 1982 allows the Council to refuse the new grant of a taxi licence for the purpose of limiting the number of taxis in its area if, but only if, it is satisfied that there is no significant unmet demand in its area which is unmet.  
(ii) The Council, as licensing authority may under section 19 of the 1982 Act, after consultation with persons or organisations appearing to them to be, or be representative of, the operators of taxis operating in their area, appoint taxi stances, vary the number of taxis permitted at each stance, alter the position of those stances or revoke the appointment of a stance.
5. **Property/Assets-** Nil
6. **Information Technology-** Nil
7. **Equality & Human Rights-**

The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report, as the recommendations relate to a possible increase in the number of taxi licences in Renfrewshire. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Council's website.

8. **Health & Safety-** Nil

9. **Procurement-** Nil

10. **Risk-** If the Council chooses to maintain its Taxi numbers limitation policy then this will continue to be open to challenge by those who consider the policy unnecessary or alternatively any potential applicant for a Taxi licence who is refused such a licence on the basis of a numbers limitation policy.

11. **Privacy Impact-** Nil

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### **List of Background Papers**

(a) Background Paper 1- Appendix 1: Report by Vector Transport Consultancy ("Renfrewshire Taxi Unmet Demand Survey")

The foregoing background papers will be retained within Finance and Resources for inspection by the public for the prescribed period of four years from the date of the meeting. The contact officer within the service is Douglas Campbell, Assistant Managing Solicitor (Licensing)

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**Author** Douglas Campbell, Assistant Managing Solicitor (Licensing), 0141-840-7172

## **Renfrewshire Taxi Unmet Demand Survey**

### **Final Report**

**May 2016**





## EXECUTIVE SUMMARY

### *Key points*

This study has been conducted by Vector Transport Consultancy on behalf of Renfrewshire Council.

The study is intended to fulfil the requirements set out in the Civic Government (Scotland) Act 1982 (CGSA) and Best Practice Guidance (BPG) issued by the Scottish Government.

The objectives of the study include:

- Gather evidence to establish whether there is any unmet demand for Taxis.
- Assess the effectiveness of existing taxi ranks.
- Consult with stakeholders, members of the trade and members of the public, regarding the service provided by Taxis and any issues associated with these services.

Taxi rank surveys were undertaken at eleven locations in Renfrewshire. Rank observations were undertaken on a Friday, Saturday and Monday. Most of the locations surveyed had little or no taxi activity. Virtually all taxi services were concentrated at Glasgow Airport or the taxi rank at Gilmour Street, Paisley. The rank on New Street (Lower) was used by a small number of passengers and taxis on Friday and Saturday nights

The total volumes observed over the three days are presented below.

RANK LOCATION	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI
Airport rank	26	2896	2922	7418	2.6
Gilmour Street	137	1383	1520	2628	1.9
New Street (Lower)	3	39	42	67	1.7
Causeyside (Lower)	0	2	2	3	1.5
<b>Total</b>	<b>166</b>	<b>4320</b>	<b>4486</b>	<b>10116</b>	<b>2.3</b>

Around 9% of taxis operating at the Gilmour Street rank, left the rank empty. This is a common indicator that the taxi had responded to a booking by telephone or radio.

There were 214 taxis licenced, at the time of the survey 180 of these taxis are permitted to operate at Glasgow Airport.

Demand for taxi services appears to be strongly linked to passenger volumes through Glasgow Airport and passenger volumes through Paisley Gilmour Street railway station. Both of these transport interchanges have experienced some growth in passenger numbers in recent years. This growth has been acknowledged by the trade insofar as some taxi owners have been seeking additional drivers to increase utilisation of existing vehicles. As a consequence of the influence of air and rail passengers on taxi demand, the demand from the night time economy forms a smaller proportion of the market than is traditionally seen in other areas.

One of the principal indicators of unmet demand is the presence of passenger queues at taxi stances for lengthy periods. The observations recorded some periods of passenger queuing on Friday and Saturday nights. Virtually all passenger waiting



occurred at the taxi rank at Gilmour Street, Paisley. Passenger queues formed for extensive periods, as continuous queues for several hours on Friday and Saturday nights.

The Index of Significant Unmet Demand (ISUD) value was calculated as an indicator of the level of unmet demand which was present.

### ***Summary of key findings***

Two separate calculations of the ISUD value were undertaken. The ISUD value was calculated for all of the taxi fleet in Renfrewshire and separately for only the portion of the fleet which is not permitted to operate at the airport.

For the whole fleet, the ISUD value calculated was **6.08**. For the non-airport fleet, the ISUD value calculated was **139.3**. Values below 80 are generally considered to indicate that there is no significant unmet demand for Taxis, whereas values above 80 indicate the presence of significant unmet demand.

The threat of violence against drivers was highlighted as one of the principle barriers which dis-incentivised drivers from working on Friday and Saturday nights.

Stakeholder and trade consultation indicated a perception that passenger queueing and sometimes lengthy wait times for taxis on Saturday nights were commonplace.

The ISUD value coupled with stakeholder and public feedback indicates that there **is significant unmet demand** for taxis in Renfrewshire.

The unmet demand occurs only in Paisley and service at Glasgow Airport is generally sufficient to meet demand.

As one may expect, patterns of work vary, with some drivers concentrating on day time hires, some on evening hires and some topping up day time activity with Friday and Saturday night working. Given the relatively high levels of daytime demand for taxis, there is less reliance on demand from the night time economy. This can lead to difficulties encouraging drivers to work anti-social hours.

Stakeholder consultation and trade consultation was undertaken with representatives of the taxi trade, minority group representatives, hotels and licenced premises, local businesses, the police and political representatives. Public consultation was undertaken through on-street face to face interviews with members of the public and online surveys.

The public and stakeholder consultation feedback indicated that:

- The public and stakeholders are generally content with the level of service provided by Taxis, with the exception of extensive delays and limited availability of taxis on Friday and Saturday nights.
- Representatives of elderly and mobility impaired users indicated that most people who rely on licenced vehicles for transport, have a preferred provider who they use. It was felt that users generally experience high levels of customer service.
- Generally, people with mobility impairments can obtain a taxi when they need one.

### ***Unmet need assessment***

Data from the taxi rank surveys was used, together with any indication from the public consultation surveys, of frustration with non-availability of Taxis, to calculate an Index of Significant Unmet Demand (ISUD). The ISUD index value calculated from the survey results indicates that the level is above the threshold which is held to indicate that the level of unmet demand is significant.





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

- Maintain the current number of licenced taxis
- Issue any number of additional plates as it sees fit,
- Have no numerical limit

### ***Conclusions***

The primary purpose of this study is to determine whether there is evidence of significant unmet demand. The conclusion is that there **is significant unmet demand**.

### ***Recommendations***

The Council have been liaising with representatives of the taxi trade for several months before the survey was undertaken, regarding the unmet demand which was evident from complaints from the public and observations of the taxi rank at Gilmour Street on Friday and Saturday nights. Discussions explored options to provide additional services from within the resources of the existing fleet and to provide opportunity to implement measures before the survey was undertaken. The Council may wish to consider whether continued liaison and measures implemented within the trade are likely to provide sufficient additional capacity to meet the unmet demand on Friday and Saturday nights.

If the shortfall of taxi provision is to be met through the issue of new taxi licences, then a further 15 licences will be required.

Additional rank space close to the core of the active night time economy venues may encourage more taxis to wait on the rank on Friday and Saturday nights. It has been suggested that if more space were available on the rank at New Street (lower), this may encourage more taxis to wait there and the rank may become more established.





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# 1 STUDY OBJECTIVES

## 1.1 General

This study has been conducted by Vector Transport Consultancy on behalf of Renfrewshire Council.

The study is intended to fulfil the requirements set out in the Civic Government (Scotland) Act 1982 (CGSA) and Taxi and Private Hire Car Licensing: Best Practice Guidance (BPG) issued by the Scottish Government.

The objectives of the study include:

- Gather evidence to establish whether there is any unmet demand for Taxis.
- Assess the effectiveness of existing taxi stances and the demand and suitability of additional stance locations.
- Consult with stakeholders, members of the trade and members of the public, regarding the service provided by Taxis and any issues associated with these services.

The Best Practice Guidance recommends that where the number of Taxis is limited, or if the licensing authority wishes consider implementing a limit, that an unmet demand survey should be undertaken to establish whether there is any significant unmet demand.



## 2 BACKGROUND

### 2.1 Definitions

Both Taxis and Private Hire Cars are licensed to operate within the Renfrewshire Council area.

Taxis may be hired in three ways. These are on street hailing, hire at a taxi rank and by telephone or taxi office booking.

Private Hire Cars may only be hired through advance booking. This is generally done by telephone, mobile application or internet booking, or at a Private Hire Car operator's office.

In this report, the term 'Licenced Vehicles' is also used to encompass both Private Hire and Taxi vehicles.

Renfrewshire Council is the licensing authority for Taxi and Private Hire operators, drivers and vehicles within their area. They are able to specify the standards they require (over and above the legal minima) for operators, drivers and vehicles, they can regulate Taxi fares and specify the number of Taxi licenses they issue.

### 2.2 Best Practice Guidance (BPG)

The Scottish Government issued 'Taxi and Private Hire Car Licensing: Best Practice Guidance for licensing authorities'. This guidance was updated in April 2012. It includes advice on the measurement of unmet demand.

Significant Unmet Demand (SUD) has two components:

- Observed or 'patent' demand – that which is directly observable
- Latent or 'suppressed' demand – that which is released by additional supply.

Where a limit has been imposed, the guidance recommends that surveys be repeated every three years to confirm that significant unmet demand had not arisen.

### 2.3 Observed unmet demand

This is determined from direct observation of passenger waiting times at representative taxi ranks and at representative times of day. Where the supply of Taxis at a particular time and location is inadequate, intending passengers will have to wait until a Taxi arrives. Where this waiting time becomes excessive there is unmet demand and where this occurs for lengthy periods it constitutes Significant Unmet Demand.

### 2.4 Latent unmet demand

Where potential passengers are deterred from using taxis through the assumption or knowledge that waiting times will be high, these passengers may decide not to travel or use an alternative means of transport. These passengers will not feature



in the taxi rank surveys. Therefore to get an estimate of this latent demand an alternative form of survey is required. This generally consists of face to face interviews with pedestrians to enquire about their experience in hiring and using Taxis and additional surveys such as online surveys. Such a survey can also provide other information on Taxi use.

## 2.5 Other Surveys

The Government guidance also recommends that stakeholders such as Taxi providers and representatives of groups which rely heavily on Taxis are contacted for their opinions on the number of Taxis and the possible impact of licence quantity controls.

## 2.6 Breakdown of the Taxi trade

Markets and hire methods typically targeted by Taxis include:

- Public, private and unofficial stances;
- Flag down/on-street;
- Telephone / radio bookings
- Contract work for statutory authorities such as for education authorities or social services;
- Commercial contract work;
- One off/occasional private hire for individuals or organisations;
- Evening leisure;
- Daytime shopping/social/business;
- Tourism
- Various combinations of the above that 'fit together' in time

Practices vary by location. For example, in some locations, a large proportion of work is serviced by radio bookings, whereas in other areas, work is based on rank based hire.

In some areas almost all of the trade may focus on one particular aspect of the market at the same time (e.g. school contracts) causing there to be unmet demands in other parts of the market at that time.

The market for Licenced Vehicles – both Private Hire Cars (PHC) and Taxis is therefore influenced by many factors – both on the demand and the supply side. Demand for example is influenced by:

- The overall population,
- The extent of car ownership,
- Availability of other transport including public, community and private transport,
- Levels of mobility impairment and disability,.
- Seasonality,

The extent and hours of the night time economy will affect demand. The market will also be influenced by the supply of Taxis and PHCs, in terms of the quality, affordability and quantity of provision – both perceived and actual.



## 2.7 Additional factors which affect the taxi trade in Renfrewshire

The majority of rank based hires occur at two key locations in Renfrewshire. These are Glasgow Airport and Paisley Gilmour Street railway station.

Seasonal variations in passenger numbers and overall growth or decline in passengers at Glasgow Airport affect the number of hires which are undertaken at Glasgow Airport.

At Paisley Gilmour Street railway station, many of the taxi hires are undertaken by passengers arriving at the railway station. Consequently, the overall volume of hires is influenced by growth or decline in passenger numbers through the railway station.

Taxi drivers are required to log in each time they enter the pick up area at the main terminal at Glasgow Airport. They are charged a fee for each time they enter the pick up area. Data regarding how many vehicle trips enter the pick up area, is recorded. The pick up area entry data from Glasgow Airport is aggregated into monthly totals and presented in Table 1. This indicates the seasonal variation of hires at the airport.

Month	Monthly taxi hires at the airport
January 2015	23,162
February 2015	21,553
March 2015	26,321
April 2015	25,580
May 2015	29,086
June 2015	31,137
July 2015	31,144
August 2015	27,574
September 2015	32,105
October 2015	30,585
November 2015	27,320
December 2015	21,300

**Table 1 - Monthly taxi hires at Glasgow Airport**

The profile of monthly hires at the airport is presented graphically in Figure 1. In 2015, the number of hires in February was the second lowest, after December.

Anecdotal feedback from the trade suggested that Glasgow Airport has become busier in recent years. Annual passenger data through Glasgow Airport, obtained from the Civil Aviation Authority is presented in Figure 2 and Table 2.

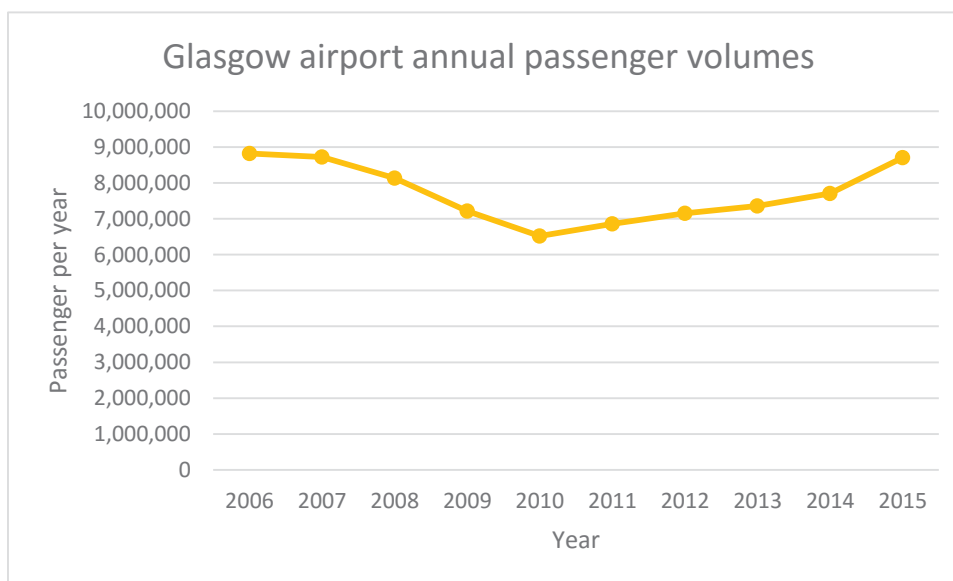




**Figure 1 - Monthly taxi hires at Glasgow Airport**

Year	Scheduled Flights	Chartered Flights	Total	Annual growth rate
2006	6,858,318	1,962,144	8,820,462	
2007	6,852,196	1,873,891	8,726,087	-1.07%
2008	6,459,431	1,675,829	8,135,260	-6.77%
2009	5,776,997	1,436,400	7,213,397	-11.33%
2010	4,941,307	1,580,458	6,521,765	-9.59%
2011	5,309,410	1,548,858	6,858,268	5.16%
2012	5,707,149	1,442,946	7,150,095	4.26%
2013	6,128,407	1,229,692	7,358,099	2.91%
2014	6,710,148	998,719	7,708,867	4.77%
2015	7,747,595	961,936	8,709,531	12.98%

**Table 2 - Glasgow airport annual passenger volumes**



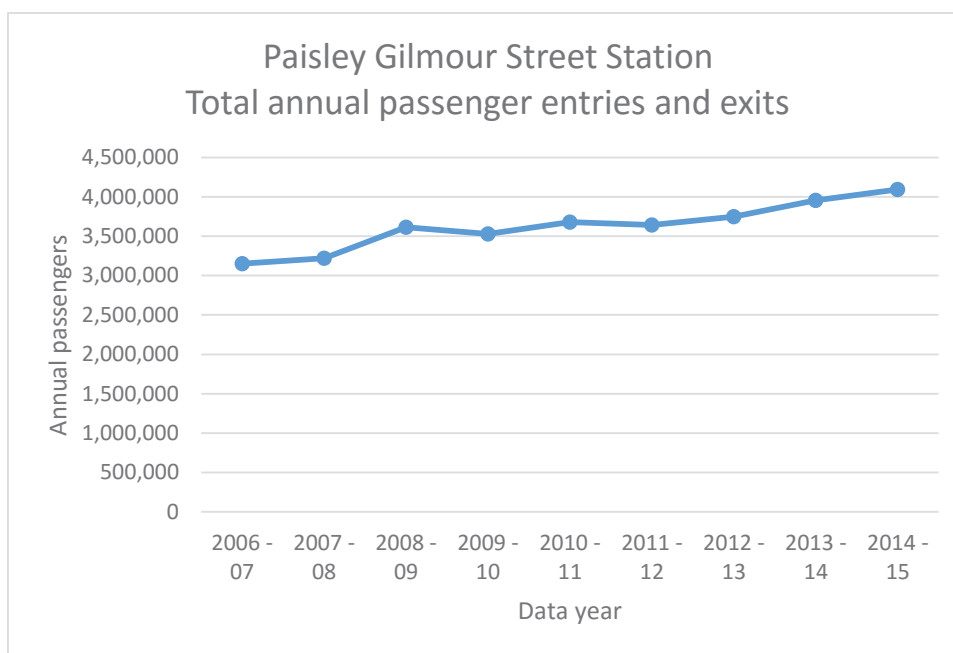
**Figure 2 - Glasgow airport passenger volumes**

Passenger volumes through Glasgow Airport reached a low point in 2010, but have grown each year since then.

The taxi rank at Gilmour Street services demand from passengers arriving at the railway station. The passenger footfall through Paisley Gilmour Street station has increased in recent years. The annual passenger numbers are presented in Table 3 and Figure 3. Passenger volumes have grown each year for the last three years.

Paisley Gilmour Street		
Year	Total passenger movement per year	Annual growth rate
2006 - 07	3,151,932	
2007 - 08	3,219,554	2.15%
2008 - 09	3,611,790	12.18%
2009 - 10	3,528,050	-2.32%
2010 - 11	3,679,066	4.28%
2011 - 12	3,640,560	-1.05%
2012 - 13	3,745,156	2.87%
2013 - 14	3,954,518	5.59%
2014 - 15	4,090,566	3.44%

**Table 3 - Paisley Gilmour Street passenger volumes**



**Figure 3 - Paisley Gilmour Street passenger volumes**

## 2.8 Comparison with other areas.

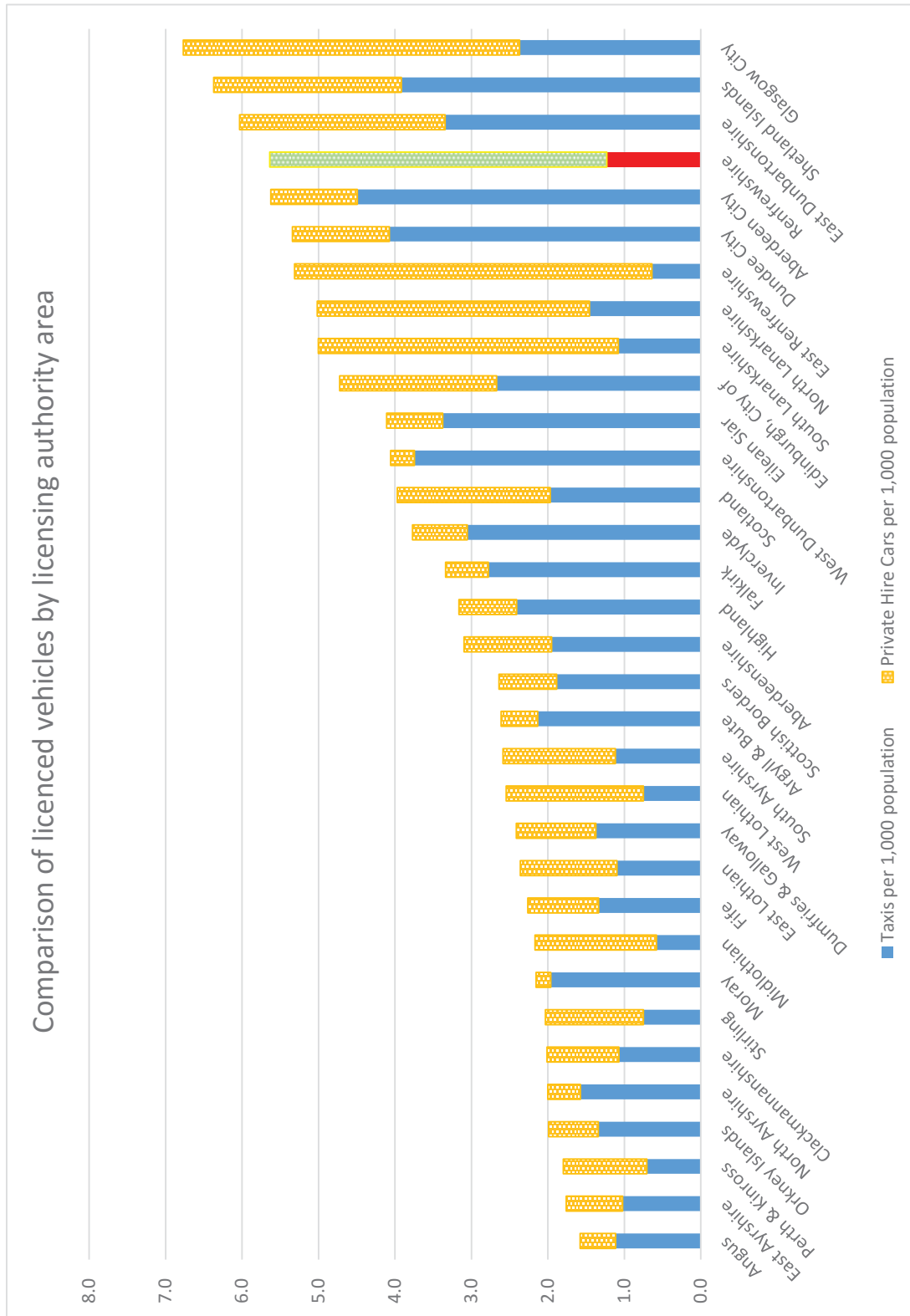
The number of taxis and private hire cars, per 1,000 population are presented for each licensing area in Scotland, for comparison. The statistics are ranked in order of total licenced vehicles (taxis plus private hire cars).

In terms of all licenced vehicles, Renfrewshire is ranked fourth highest proportion of licenced vehicles per 1,000 population, out of 32 authority areas. However, in terms of taxis, Renfrewshire is ranked 21<sup>st</sup> out of the 32 authorities.



Council	Taxis per 1,000 population	Private Hire Cars per 1,000 population	Total licenced vehicles per 1,000 population
Angus	1.1	0.5	1.6
East Ayrshire	1.0	0.7	1.8
Perth & Kinross	0.7	1.1	1.8
Orkney Islands	1.3	0.6	2.0
North Ayrshire	1.6	0.4	2.0
Clackmannanshire	1.1	0.9	2.0
Stirling	0.8	1.3	2.0
Moray	2.0	0.2	2.2
Midlothian	0.6	1.6	2.2
Fife	1.3	0.9	2.3
East Lothian	1.1	1.3	2.4
Dumfries & Galloway	1.4	1.0	2.4
West Lothian	0.8	1.8	2.5
South Ayrshire	1.1	1.5	2.6
Argyll & Bute	2.1	0.5	2.6
Scottish Borders	1.9	0.8	2.6
Aberdeenshire	2.0	1.1	3.1
Highland	2.4	0.8	3.2
Falkirk	2.8	0.6	3.3
Inverclyde	3.1	0.7	3.8
Scotland	2.0	2.0	4.0
West Dunbartonshire	3.7	0.3	4.1
Eilean Siar	3.4	0.7	4.1
Edinburgh, City of	2.7	2.1	4.7
South Lanarkshire	1.1	3.9	5.0
North Lanarkshire	1.5	3.6	5.0
East Renfrewshire	0.6	4.7	5.3
Dundee City	4.1	1.3	5.3
Aberdeen City	4.5	1.1	5.6
<b>Renfrewshire</b>	<b>1.2</b>	<b>4.4</b>	<b>5.6</b>
East Dunbartonshire	3.3	2.7	6.0
Shetland Islands	3.9	2.5	6.4
Glasgow City	2.4	4.4	6.8

**Table 4 - Comparison of licenced vehicle proportions**



**Figure 4 - Comparison of licenced vehicle proportions**



The organisation Private Hire and Taxi Monthly maintain a comparison of taxi fares for all licensing areas in the UK. A league table is published, which compares the distance based cost of a 2 mile fare, under tariff 1 rates, in each area. In this comparison, Renfrewshire is ranked 194 out of 365. The higher the ranking, the more expensive the comparable fare.



## 3 TAXI RANK SURVEYS

### 3.1 Rank survey locations

There were eleven locations surveyed. The principle locations were Glasgow Airport and adjacent to Paisley Gilmour Street railway station.

The locations surveyed were:

- Gilmour St, Paisley
- Glasgow Airport.
- Stow Brae, Paisley
- Orchard St, Paisley
- New Street lower, Paisley
- New Street upper, Paisley
- Causeyside St upper, Paisley
- Causeyside St lower, Paisley
- Houston Sq, William St, Johnstone
- Houston Sq, Church St, Johnstone
- High St, Renfrew

The taxi pickup area at Glasgow Airport consists of a bay in front of the main terminal building, with space for up to 14 taxis. In addition, a feeder area can hold up to around 98 taxis, waiting to approach the terminal pickup area, as spaces become available. A taxi marshal operates at the terminal pick up point and assigns passengers to one of the boarding points along the pick up bay. Passengers may board the first three taxis waiting at the rank.

The rank at Paisley Gilmour Street, is situated on the edge of County Square.

### 3.2 Rank survey results

Full details of tabulated arrival frequencies and waiting times for Taxis and passengers are presented in Appendix A. Summary results are presented below.

Rank surveys were undertaken over three days. Each day incorporated coverage from 7:00 am to 7:00 am the following morning. Surveys were undertaken from Friday 26<sup>th</sup> February to Saturday 27<sup>th</sup> February; Saturday 27<sup>th</sup> February to Sunday 28<sup>th</sup> February and Monday 29<sup>th</sup> February to Tuesday 1<sup>st</sup> March.

The survey locations were surveyed, using video cameras fixed to nearby lamp posts and sign posts.

Passenger waiting times were recorded when passengers arrived at a taxi rank and there were no Taxis waiting at the rank, i.e. passengers had to wait for a Taxi to arrive at the rank. On these occasions, waiting times were measured from the time when a passenger arrived at the taxi rank until the passenger boarded a Taxi.

At Glasgow airport, there were occasions when large groups of passengers arrived at the taxi rank and once the waiting taxis had boarded passengers, remaining passengers had to wait for more taxis to arrive at the pick up point. Generally, on these occasions, there were taxis waiting in the feeder area and arrived at the rank



within a minute or two. On such occasions, as there were taxis available at the airport, the passenger queuing did not constitute unmet demand. When passengers had to wait for taxis to arrive from the airport feeder area, then delays were due to the logistics of the taxi boarding and waiting arrangements, rather than lack of available taxis.





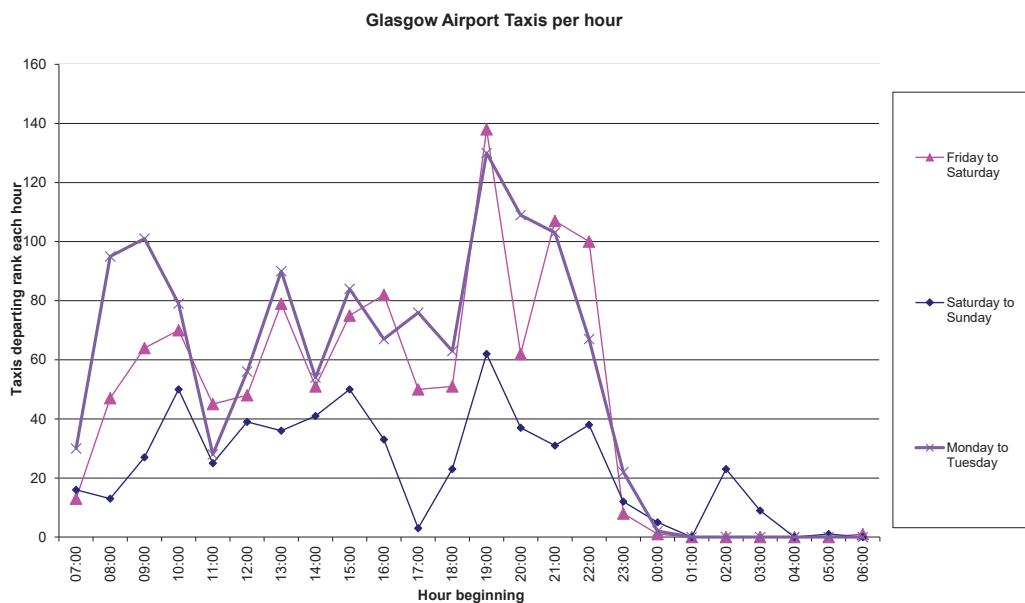
### Glasgow Airport

During the surveyed periods there were generally taxis available at the airport. The sole exception was on the Saturday night, when, at around 2:30 am, a flight arrived and a crowd of passengers formed, waiting for taxis. Prior to the flight arrival, there had been no demand since midnight. So the rank had been left empty. However, some taxis did arrive at the rank, prior to the arrival of passengers. It is assumed that taxis had been aware of the flight arrival time.

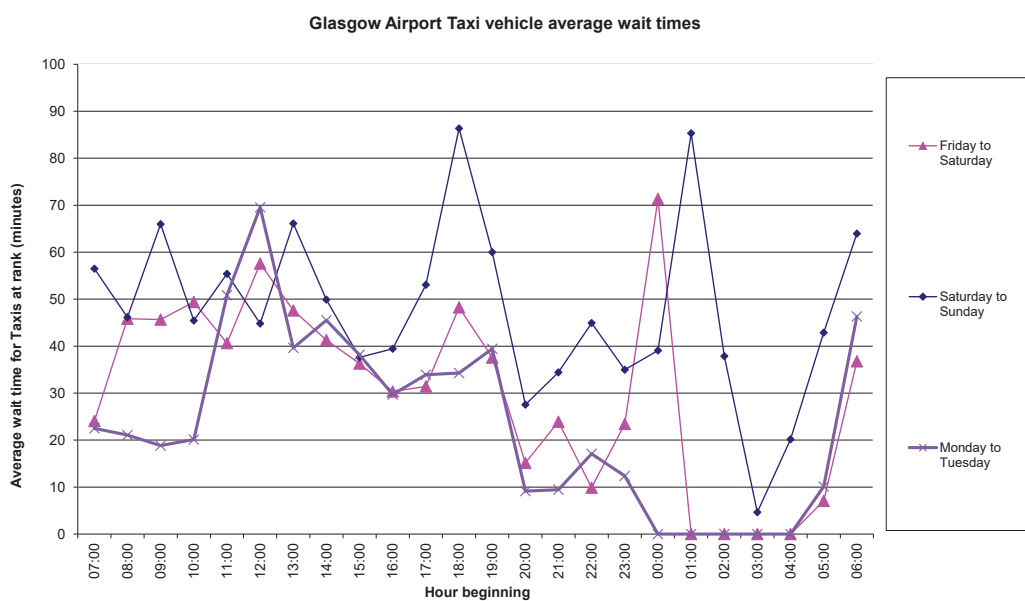
Demand on Monday was higher than demand on Friday, largely owing to a larger peak in demand in the morning on Monday, compared with Friday. Demand on Saturday was the lowest of the days observed. Taxis picked up around one fare per hour, across the periods observed.



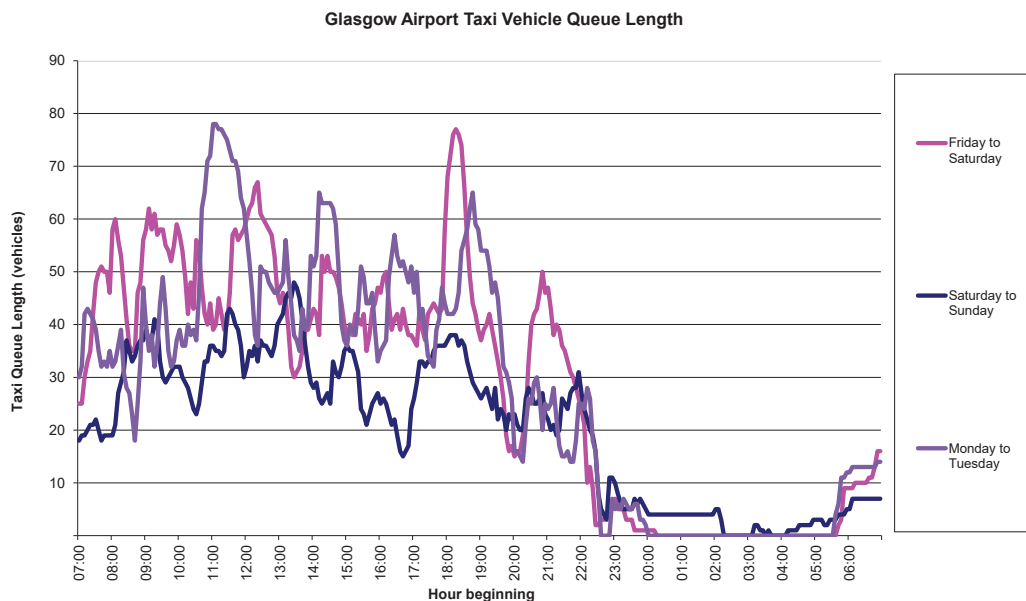
**Figure 5 - Hourly departures of passengers at Glasgow Airport**



**Figure 6 - Hourly departures of Taxis at Glasgow Airport**



**Figure 7 - Average time taxis spent waiting at Glasgow Airport**



**Figure 8 - Taxi vehicle queue length at Glasgow Airport**

### ***Gilmour Street***

The rank on Gilmour Street is a circular shaped rank, with space for up to twelve taxis waiting in a double queue around the rank. On occasion, more than twelve taxis were seen squeezing on to the rank, by waiting on the area in the centre of the rank or on the paved area ahead of the rank exit. A feeder rank situated below the railway station bridge, provides further space marked as a taxi rank. However this space was often used by parked vehicles and was rarely used by taxis to wait for access to the main rank.

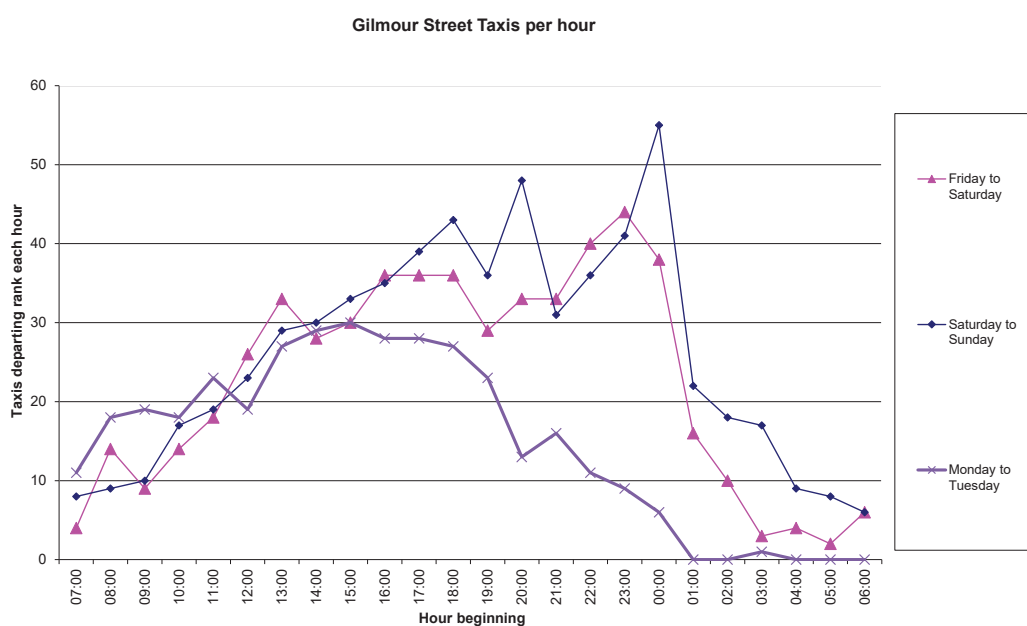
The number of taxis working from the rank peaked at around 20 taxis. The average return time to the rank (having left with a fare) varied at different times of day between approximately 14 and 17 minutes. Taxis achieved up to four hires per hour at times. However, one to two hires per hour was more common.

As one may expect, given the proximity of the rank to Gilmour Street railway station, many of the passengers boarding taxis at the rank, emerged from the railway station. This was the case throughout each day observed, until late at night.

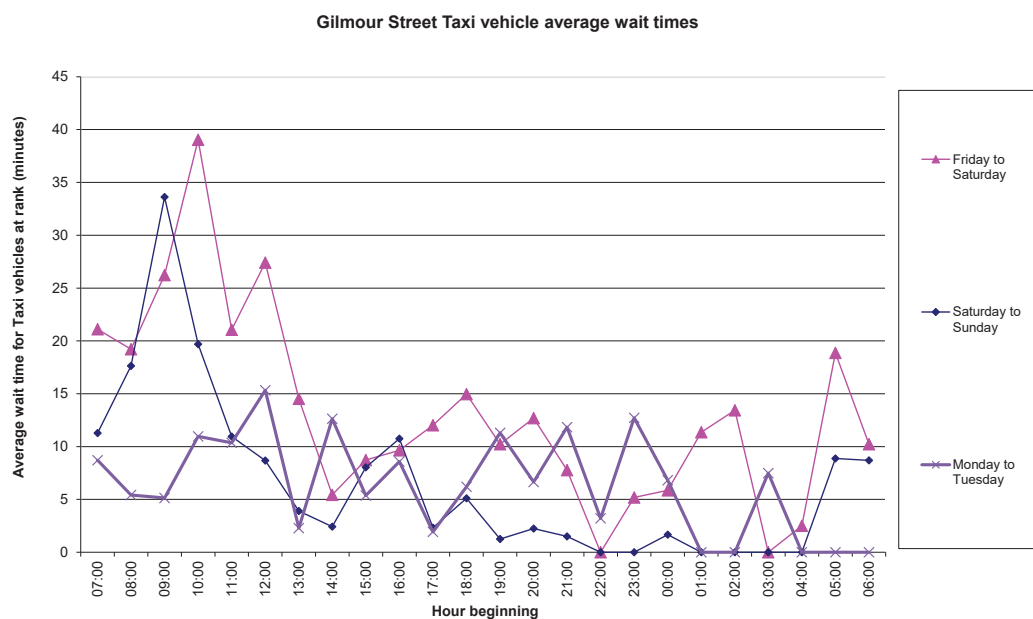
Approximately 9% of taxis left the rank empty. It is assumed that most of these empty departures were in response to telephone or radio bookings.



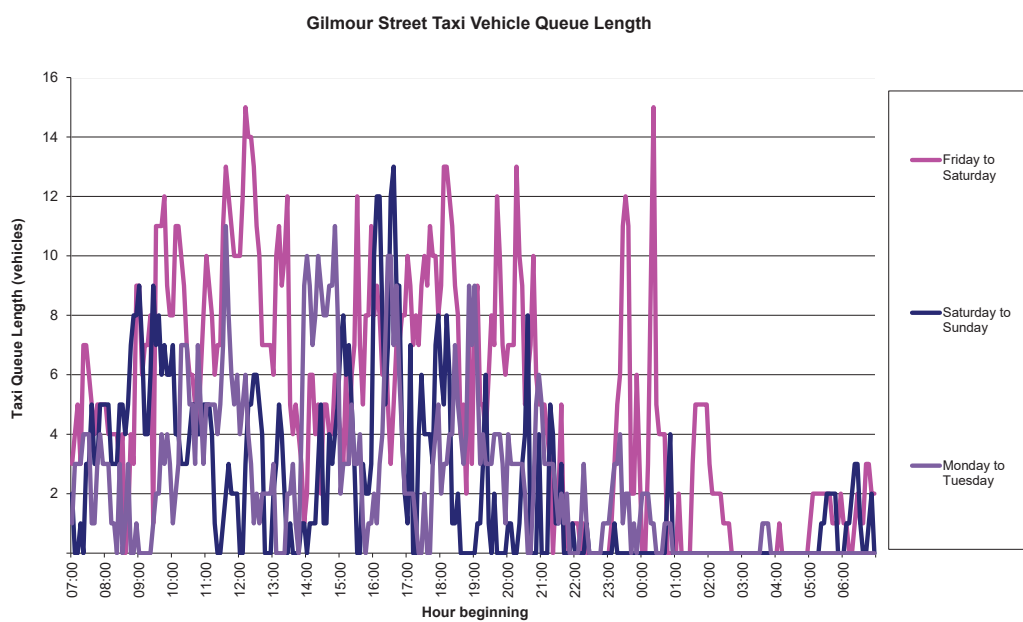
**Figure 9 - Hourly departures of passengers at Gilmour Street Rank**



**Figure 10 - Hourly departures of Taxis at Gilmour Street Rank**



**Figure 11 - Average time taxis spent waiting at the Gilmour Street Rank**



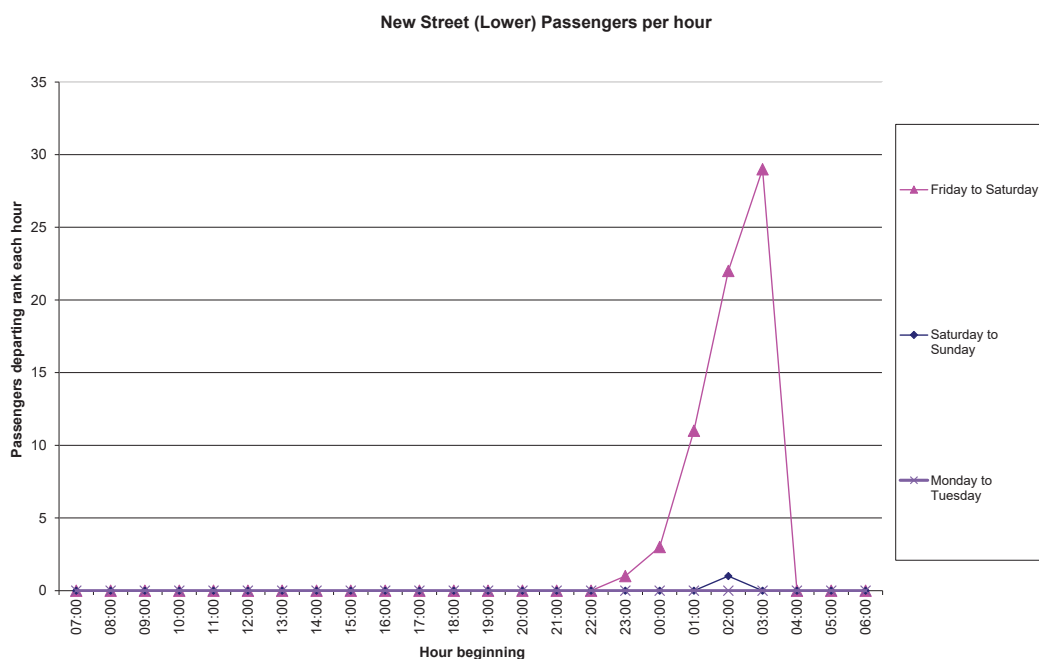
**Figure 12 - Taxi vehicle queue length at Gilmour Street Rank**



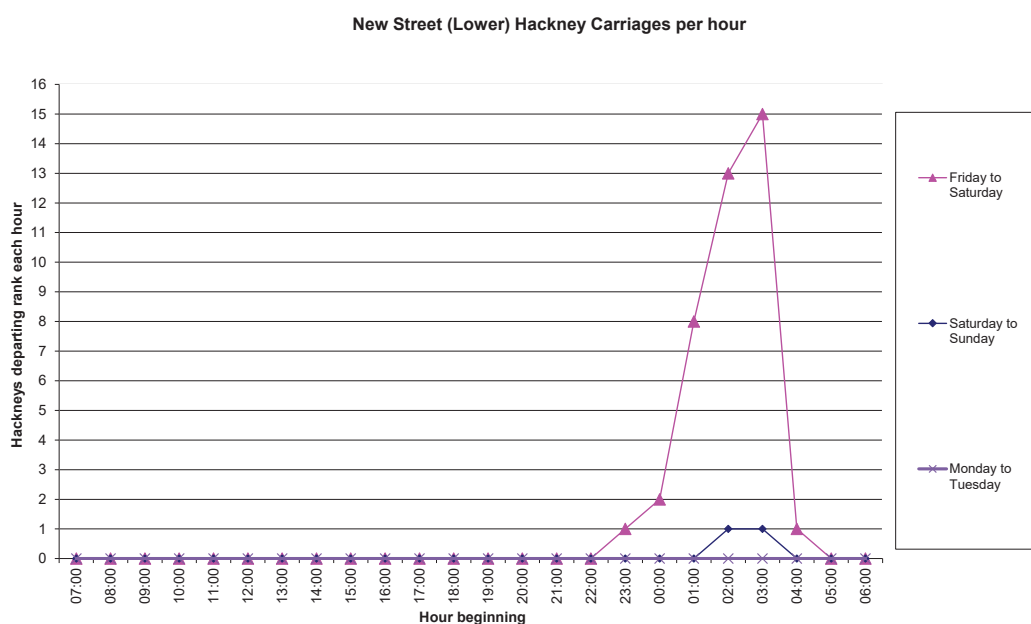
### **New Street, Lower rank**

The rank lies on New Street, near the junction with Witherspoon Street. The rank serves demand associated with the night time economy and was active on the Friday and Saturday nights. No activity was observed on Monday night.

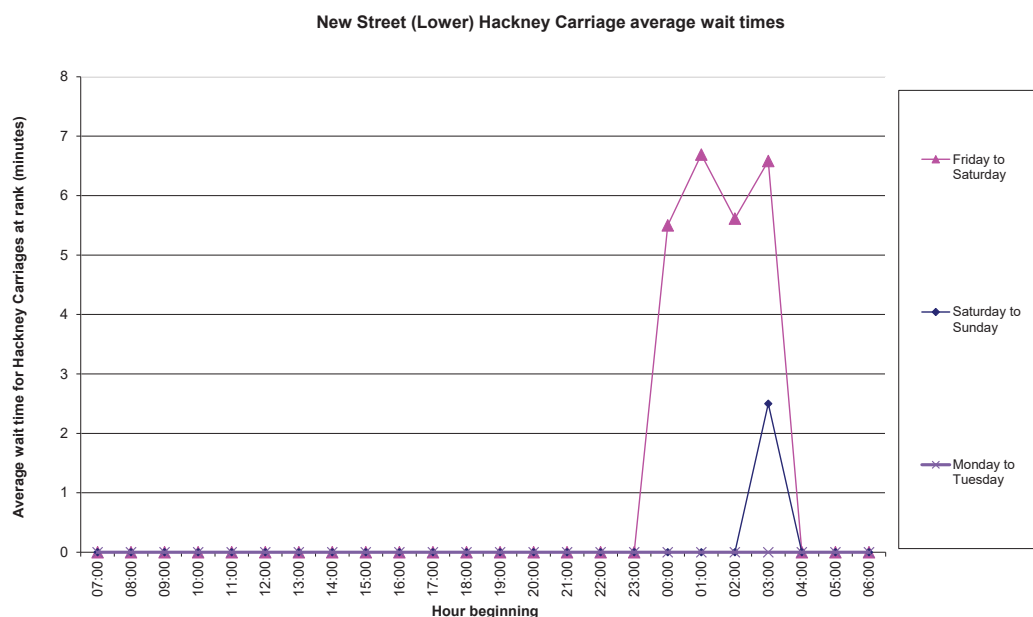
The rank was lightly used, with 66 passengers using the rank on Friday night and only one passenger using the rank on Saturday night.



**Figure 13 - Hourly departures of passengers at New Street (Lower) Rank**



**Figure 14 - Hourly departures of Taxis at New Street (Lower) Rank**



**Figure 15 - Average time Taxis spent waiting at the New Street (Lower) Rank**



**Figure 16 - Taxi vehicle queue Length at New Street (Lower) Rank**

### ***Stow Brae, Paisley***

The rank is outside Paisley Canal railway station. The rank was thought to be generally unused by taxis. A single taxi was observed on Saturday. The taxi waited on the rank from 10:35 to 10:41, before leaving the rank empty.

### ***Orchard Street, Paisley***

A rank is nominally present on Orchard Street, close to Causeyside Street. However, there are no road markings or signage present to indicate the location



of the rank. No taxis used the rank to wait for passengers. One taxi was parked and left unattended on the rank, on two occasions.

#### ***New Street upper, Paisley***

The rank is up the hill, to the north of the lower rank on New Street. This section of road is one way. The rank is clearly marked and signed. However, the rank was generally full of parked private cars, each evening. The area is busy with demand from the night time economy. However, during the active periods on Friday and Saturday nights, there was no space on the rank for taxis to wait for fares. No taxis were observed waiting for fares and no passengers were observed waiting.

#### ***Causeyside St upper, Paisley***

The rank is on St Mirren Brae, close to the junction with the High Street. The rank was unused by taxis waiting for passengers. On two occasions, taxis were parked and left unattended for brief periods.

#### ***Causeyside St lower, Paisley***

The rank is a single marked space outside the entrance to The Paisley Shopping Centre. The rank was used throughout each day observed, by private cars, private hire cars and occasionally taxis, to drop and pick up passengers. Two taxis were observed picking up passengers on Monday afternoon. Both pickups appeared to be pre-booked and one of the hires included a wheelchair.

#### ***Houston Sq, William St, Johnstone***

The rank was not used by taxis to wait for passengers. Two taxis were observed to park on the rank and leave the taxi unattended. Other vehicles frequently parked in the rank for short periods.

#### ***Houston Sq, Church St, Johnstone***

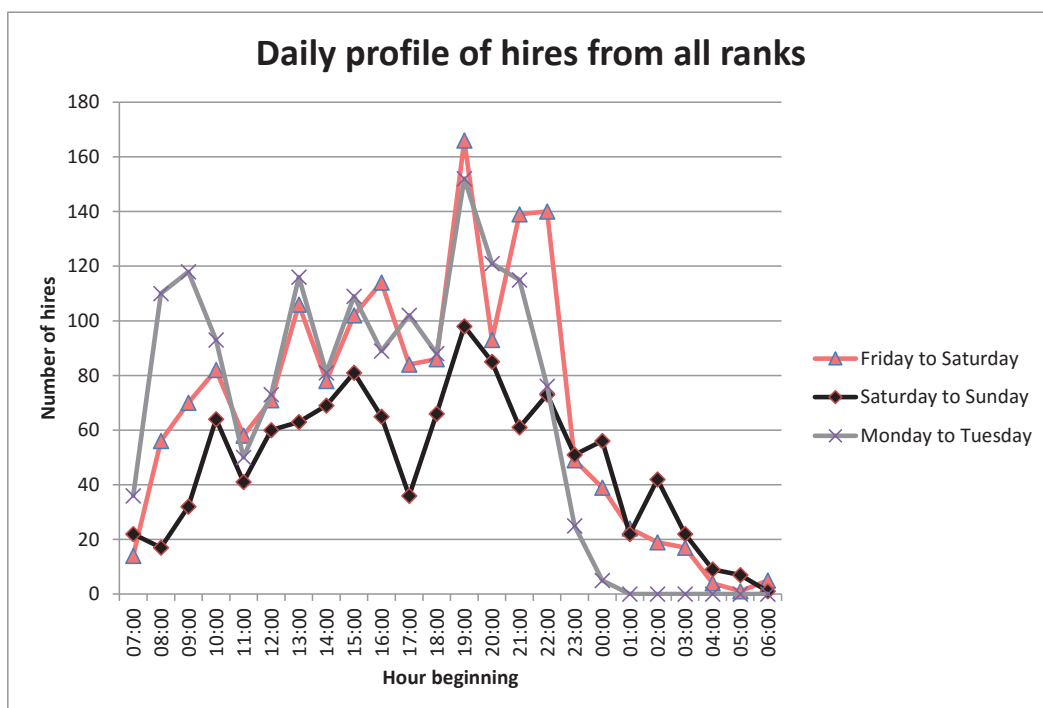
The rank was not used by taxis to wait for passengers. One taxi was observed to park on the rank and left unattended. Other vehicles frequently parked in the rank for short periods.

#### ***High St, Renfrew***

The rank was not used by taxis to wait for passengers. One taxi was parked and left unattended for a brief period on Friday afternoon. The rank space was used frequently for vehicles to park briefly or to pick up passengers. These included private hire cars which picked up passengers with shopping.

The number of hires (i.e. the numbers of Taxis which left ranks with passengers) were aggregated across all ranks. The results are presented in Figure 17.





**Figure 17 - Total hires across all ranks**

The total daily volumes of passengers and Taxis passing through each rank have been tabulated for comparison and are presented in the following pages.

**Table 5 - Total volumes through each rank on Friday to Saturday**

RANK LOCATION	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
Airport rank	5	1087	1092	2729	2.5	35
Gilmour Street	50	492	542	931	1.9	11
New Street (Lower)	2	38	40	66	1.7	6
Causeyside (Lower)	0	0	0	0	0.0	30
<b>Total</b>	<b>57</b>	<b>1617</b>	<b>1674</b>	<b>3726</b>	<b>2.3</b>	<b>27</b>

**Table 6 - Total volumes through each rank on Saturday to Sunday**

RANK LOCATION	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
Airport rank	11	563	574	1401	2.5	48
Gilmour Street	44	578	622	1171	2.0	4
New Street (Lower)	1	1	2	1	1.0	1
Causeyside (Lower)	0	0	0	0	0.0	0
<b>Total</b>	<b>56</b>	<b>1142</b>	<b>1198</b>	<b>2573</b>	<b>2.3</b>	<b>25</b>

**Table 7 - Total volumes through each rank on Monday to Tuesday**

RANK LOCATION	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
Airport rank	10	1246	1256	3288	2.6	29
Gilmour Street	43	313	356	526	1.7	8
New Street (Lower)	0	0	0	0	0.0	0
Causeyside (Lower)	0	2	2	3	1.5	0
<b>Total</b>	<b>53</b>	<b>1561</b>	<b>1614</b>	<b>3817</b>	<b>2.4</b>	<b>24</b>

### 3.3 Commentary on results

The airport dominated demand across all ranks and accounts for the majority of all hires. As 180 of the 214 licenced taxis are permitted to operate from the airport, this is as one may expect. The number of hires undertaken per taxi at the airport appears to be lower than the number of hires per vehicle in from the Gilmour Street rank.

The demand from the Gilmour Street rank on Monday was significantly lower than on Friday or Saturday. The volume of day time hires, before 16:00 hours was similar on all days observed at Gilmour Street. However, after 16:00 hours into the evening and late at night, the number of hires from the Gilmour Street rank was significantly lower on Monday than over the same periods on Friday and Saturday evenings.

Experience of analysis of taxi rank activity at locations around the UK has generally demonstrated a significant increase in the levels of demand on Friday and Saturday nights, compared with daytime demand levels. Often, the demand peak on Saturday night can be several times the level observed during the day.

Whilst the number of hires observed in Renfrewshire, on Friday and Saturday evenings, is higher than during the afternoons, the level of increase was unusually low, with the Friday evening level of peak hires approximately 22% higher than the level in the hour beginning 16:00. On Saturday, the peak rate of hires was approximately 57% higher than the number of hires during the hour beginning 16:00. During the period after 01:00 on Saturday and Sunday mornings, the hourly volume of hires is actually lower than the equivalent observed in the hour beginning 16:00 on the respective days. This is unusual as many licenced premises close after this time and in many locations, this is a period of peak demand.

### 3.4 Passenger queuing

Apart from one period on Sunday morning at 2:30, with a late flight arrival, there was no over capacity passenger queueing at Glasgow Airport. All other passenger queuing was observed at the Gilmour Street rank in Paisley.

Passenger waiting for taxis to arrive at the ranks, can be classified as one of two types of queuing. When passengers occasionally have to wait for a taxi to arrive, but no other passengers join the queue before a taxi arrives, this type of queuing is characterised as occasional waiting by individual passengers or groups of



passengers travelling together. When passengers waiting for taxis are joined by additional passengers and the queue is not cleared by taxis arriving, then this is classified as continuous queuing.

Significant unmet demand is generally characterised by the existence of continuous queuing for significant periods of time.

At the Gilmour Street rank, there were periods of periodic queuing on Friday evening during the hour beginning 21:00 followed by intermittent periods of continuous queuing after 22:00. On Friday night, passenger queues ranged in length up to 15 passengers with wait times up to 33 minutes.

On Saturday at Gilmour Street, occasional waiting was observed on occasions on Saturday afternoon and early evening and on Monday morning and afternoon.

In addition to the occasional passenger waiting observed, continuous passenger queuing was observed on Saturday night for intermittent periods from 18:35 until 21:15. During this period, the maximum passenger queue length was 15 people with a maximum wait time of 9 minutes.

After 20:50, a continuous passenger queue formed and remained in place until 05:10 on Sunday morning. This passenger queue extended at to a maximum of 40 people and a maximum wait time of 87 minutes.

The incidence of queuing at ranks in Renfrewshire is taken into account when calculating the Index of Significant Unmet Demand (ISUD).

### **3.5 Wheelchair users**

The number of wheelchair users obtaining Taxis at ranks, was recorded. This provides a useful insight into how much reliance wheel chair users place on obtaining Taxis without pre-booking the service.

Only two wheelchair user hires were observed. One was observed at the Gilmour Street rank on Saturday evening and one on the Causeyside Street lower rank on Monday afternoon. Both hires involved groups of people travelling, rather than the wheelchair user travelling on their own.



## 4 PUBLIC CONSULTATION

### 4.1 Public consultation questionnaires

A public attitude survey was undertaken in Renfrew, Johnstone and Paisley in March 2016. The survey was conducted through face to face interviews and 201 responses were collected. In addition, a further 30 responses were collected via an online survey, which was publicised through Facebook and web sites.

The terms Taxi and Private Hire Car are used in relation to these specific vehicle types. The term Licenced Vehicles is used to encompass both Private Hire Car and Taxi.

In order to establish a level of understanding of respondents knowledge, regarding differences between how Taxis and Private Hire Vehicles may be hired, the questionnaire included questions asking respondents to indicate the ways in which a Private Hire Car and a Taxi may be hired. 8% of respondents indicated methods other than pre-booking, as ways in which to hire a Private Hire Vehicle. The other methods indicated included hailing a passing vehicle, hiring a Private Hire Vehicle waiting on the street or in a car park and hiring one off a rank. In many similar surveys, the majority of respondents were not fully aware of the differences between Taxis and Private Hire Cars. In comparison with these other surveys, the results in Renfrewshire demonstrated a relatively good understanding of the differences between Taxis and Private Hire Vehicles. It is not clear why the respondent knowledge should be better than in other areas.

The differences between how each type of licenced vehicle may be hired, were explained to respondents who chose ineligible means of hire.

Respondents were asked if they had made one or more trips by Licences Vehicle in Renfrewshire in the last three months. Responses were as follows:

Yes, Private Hire	22.9%
Yes, Taxi	29.9%
Yes, both types / don't know	24.4%
No	22.8%

#### ***How frequently do you travel by Taxi or Private Hire Car in Renfrewshire?***

Almost Daily	3.0%
Once a week	9.0%
A few times a month	19.6%
Once a month	15.6%
Less than once a month	39.2%
Never	13.6%

**How do you normally obtain a licenced vehicle in Renfrewshire?**

Respondents were invited to include all methods used, i.e. more than one answer. The percentages given are the percentage of all respondents who included each of the options as one of the methods identified.

The most popular methods of obtaining a licenced vehicle are by telephone or smart phone / mobile phone. Rank hire is a relatively infrequently identified means of obtaining a licenced vehicle.

At rank	8.3%
Hail on Street	0.6%
Telephone company	65.6%
Freephone	1.1%
Smartphone / Mobile phone	21.7%
Mobile app	0.6%
Other	2.2%

**Is there any location in Renfrewshire where you would like to see a rank? If so, where?**

Several suggestions were received for new ranks. The majority of those suggestions were for locations where there are currently existing ranks, but which are not commonly serviced by taxis. Locations included St Mirren St and Causeyside Street, in Paisley. Outside Paisley, Abbotsinch Retail park and Bishopton railway station were suggested.

**Have you had any problem with the local Taxi service?**

Delay in obtaining a Taxi, or lack of availability was identified as the most common issue. Drivers smoking in or by Taxis was also identified by several respondents as a problem. 13% of interviewees felt there was a problem with availability of taxis at times.

**What would encourage you to use Taxis or use them more? often (indicate top two reasons)**

A reduction in the cost of Taxi fares was the most common feature identified with more reliable availability as another feature identified by several respondents.

**Have you wanted to hire a Taxi in the last three months at a rank and given up or made alternative arrangements for travel because none were available?**

Yes	12.7%
No	87.3%

**If the answer to the previous question is yes, could you state where you tried to hire the Taxi?**

Gilmour Street, Paisley	100%
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***Have you wanted to hire a Taxi in the last three months by flagging down and given up or made alternative arrangements for travel because none were available?***

Yes	2.5%
No	97.5%

Locations were given as Paisley or Paisley town centre.

***Have you wanted to book a Taxi specifically, as opposed to a Private Hire Vehicle, by telephone or online, for immediate travel, in the last three months and had to make alternative arrangements because a Taxi was not available within a reasonable time? [Remember, this relates to Taxis not Private Hire]***

Yes	4.5%
No	95.5%

***If the answer to the previous question is yes, how long approximately was the wait time quoted?***

Up to 15 minutes	0%
Up to 30 minutes	0%
Up to 45 minutes	11.1%
Up to 60 minutes	11.1%
Over 60 minutes	33.3%
No availability	44.5%

***In the last three months, have you had to queue up at a rank to wait for a taxi?***

Yes	7.6%
No	92.4%

All occurrences of queueing occurred at Gilmour Street rank in Paisley. Wait times were between 10 and 20 minutes, with one respondent giving up and leaving.

***Do you have regular access to a car?***

Yes	74.7%
No	25.3%

***Are you a student or permanent resident in Renfrewshire?***

Permanent Resident	88.8%
Student	2.2%
Non-resident	9.0%

***Is the respondent Male 1 or Female 2***

Male	45.2%
Female	54.8%

***What age group does the respondent fall within?***



16 – 30	22.1%
31 – 55	41.2%
56+	36.7%

## 4.2 Comments on results

The use of licenced vehicles in the last three months, by participants in the survey, was relatively high.

The majority of participants were aware of the differences between Taxis and Private Hire Vehicles. The most common means of obtaining a licenced vehicle was by telephone.

There was relatively little desire for additional ranks. However, there was an issue with availability of Taxis at night.

12.7% of respondents had indicated that they had given up trying to hire a Taxi. This statistic reflects a notable level of latent unmet demand.

Respondents were asked if they had any other comments that they would like to make, regarding Taxi services. Few of those interviewed in the face to face interviews made further comments, however, those who did, mentioned that it was known that there were few taxis or private hire cars available on Saturday nights.



## 5 TRADE AND STAKEHOLDER CONSULTATION

### 5.1 Background

In order to gather information from a variety of sources and gather views of the Taxi industry and levels of service from different perspectives, consultation was undertaken with a range of stakeholders. These included representatives of groups or organisations which use Taxis, or undertake related activities and representatives from the Taxi business itself.

### 5.2 Taxi trade consultation

Discussions were held with representatives of the Taxi trade, from Renfrewshire. A postal return questionnaire was sent to all licenced Taxi drivers and owners in Renfrewshire. This included drivers who had a dual taxi & private hire licence, some of whom drove private hire cars. In addition, an online survey questionnaire was available for drivers and owners to complete and provide feedback

Valid postal and online survey responses were received from 92 drivers and owners. The survey asked several specific questions, along with further open questions inviting drivers to provide comments on any other issues which affect the trade or which they felt were worthy of note.

As one may expect, working patterns vary from driver to driver. Some work day times, others focus on evening work. It is understood that some drivers work predominantly days, but also work Saturday nights or Friday and Saturday nights. Many of the drivers / owners who are permitted to work at the airport normally do not work off any other rank in Renfrewshire. The average weekly working hours was 60 hours per week.

Respondents were asked if they pay to rent or lease a vehicle or vehicle licence. 43% of respondents indicated that they did pay someone else to drive or operate.

Drivers were asked how many hires they typically pick up from ranks, roadside hailing and telephone bookings. Responses varied widely. Based on the number of hires per day and the hours worked, the average rank based hires per hour ranged from 0.3 per hour (one every 3.3 hours) to an average of 2.4 hires per hour (one every 25 minutes). The evidence from the recorded rank observations suggests that when taxis were operating from the rank, the average rate of hires was greater than one per hour.

Drivers were asked if they undertook journeys from regular contracts. Few indicated that they undertook regular contract hires.

Approximately a third of respondents indicated that they undertake pre-booked hires on a regular basis. .

Most drivers rarely picked up wheelchair passengers. Those who did pick up wheelchair passengers more regularly, indicated that these hires were generally booked by telephone, by regular clients.





Approximately a third of respondents indicated that their vehicles were driven by more than one driver, i.e. multi-shifted.

Approximately two thirds of respondents indicated that they were permitted to operate from Glasgow Airport.

The majority of drivers felt there were enough Taxis in Renfrewshire. Similarly, the majority of respondents felt there were enough Private Hire Vehicles to satisfy demand.

Respondents were asked if new ranks were needed or more space required at existing ranks. The most common responses were that the Gilmour Street rank would benefit from additional capacity for waiting vehicles and a larger rank on New Street would also be beneficial

The majority of respondents felt that the current fares level was about right and that fares should be reviewed annually in line with cost of living inflation and fuel and insurance cost inflation. Several respondents suggested that increased fares at night, especially at weekends, would encourage more drivers to work on Friday and Saturday nights.

It was generally recognised, amongst respondents, that passenger queuing occurred on Friday and Saturday nights. Some respondents felt that in all towns and cities, increased demand on Friday and Saturday nights would always lead to queues and that these were unavoidable.

Respondents were invited to provide further comments on any aspects of the trade that they felt should be brought to our attention. Comments encompassed the following points raised by multiple respondents:

- The one way system in Paisley leads to unnecessary additional mileage when getting to and from the rank at Gilmour Street.
- People or businesses who own multiple vehicle licences and rent or lease these licences to third parties are bad for the trade. This practice restricts access to the trade and takes money out of trade which could otherwise be re-invested in vehicles.
- Changes in council policy should not be based on relatively brief shortages of taxis on Friday and Saturday nights, as at other times, there is not enough work to go round.
- A higher fare structure at peak demand time on Saturday night would encourage more drivers to work anti-social hours.
- The policy should be only one plate [taxi vehicle licence] per person. Leasing of plates should not be allowed.
- It should not be allowed for Hackney Carriage plates to be sold. They should be surrendered when no longer required or in use.
- There are enough Private Hire Cars, but during peak periods the companies switches off their phones and won't take further jobs. This forces people to go to the rank and puts additional pressure on the taxis working on Friday and Saturday nights.



- It is too dangerous to work on Saturday nights. Drivers are more likely to be attacked by drunk passengers. Marshalls are needed at the ranks on Friday and Saturday nights

In addition to the comments received in the questionnaires, face to face discussions were held with trade representatives and drivers at the airport feeder rank and at the Gilmour Street rank. The comments received included the following points raised:

- There is a perception of increased risk from operating on Friday and Saturday nights and some drivers are reluctant to operate at these times.
- Many drivers who are permitted to work at the airport, only work at the airport. However, some do also work in Paisley on Friday and Saturday nights, after the last flights have landed at the airport.
- There has been increasing awareness that there is unmet demand in Paisley on Friday and Saturday nights. Rather than increase the number of licences, to address the weekend under supply and consequently spread existing work amongst more people for the rest of the week, it was suggested that more drivers could be encouraged to put in Friday and Saturday night shifts, to address the issue from the existing fleet resources.
- Some owners are looking for additional drivers to cover additional night shifts and feel that this would address the shortfall of supply on Friday and Saturday nights.
- There is an awareness that some applications have been made for new taxi licenses. Some of these applications were made by people who already had multiple taxi licences and operated radio booking systems. If new licenced are granted to operate on a radio system, these will not address the rank based demand on Friday and Saturday nights.

### 5.3 Non Trade Consultation

Views on the Taxi trade and Taxi services were sought from user groups, representing elderly and disabled groups, students, hotels and licenced premises, transport providers, police, local businesses, and councillors.

Feedback was generated through a combination of mail, email and telephone contact.

Most hotels and licenced premises indicated that they or their customers generally called one of the Private Hire Operators to book a vehicle, as opposed to specifically ordering Taxis. Generally, respondents found that there were licenced vehicles available for customers when required, except on Friday and Saturday nights. However, some did identify issues. These issues were:

- Customers sometimes preferred to order Private Hire Cars, owing to lower cost.
- Late on Saturday nights, there is a shortage of both Private Hire Cars and Taxis and there can be substantial wait times for bookings.

Supermarkets all had Freephone booking services available in the shop and not indicated that they were aware that any customers ever faced difficulty hiring a licenced vehicle. At each supermarket, staff were not really aware of any difference between Taxis and Private Hire Vehicles. All trips were booked by telephone.



Feedback from representatives of elderly or mobility impaired users indicated that those who depend on licenced vehicles for transport, tend to have a regular provider that they use. Feedback was that generally the level of service received was good and drivers were always willing to help with boarding and alighting, shopping etc.

On occasions when a mobility impaired user has booked travel and a replacement driver has been provided, rather than a regular driver, the replacement driver was not able to fully appreciate and meet the needs of the passenger. Examples include:

- Drivers who turned up to pick up visually impaired passengers, but didn't open the door, or explain which way the vehicle was pointing (i.e. which were the front and rear doors of the vehicle)
- Driver didn't offer to arrange to pick up for a return trip.

Experience drivers and regular service providers are generally aware of the needs of their clients with mobility impairments or other impairments, such as speech or learning difficulties. However, the examples above illustrate how some drivers are not always aware of how to deal with clients with additional needs.

Feedback from Council officers highlighted existing liaison between the Council and representatives of the trade. For several months, the issue of passenger queueing was under consideration by the Council's officers. The existence of sustained passenger queues on Friday and Saturday nights had been established and some representatives of the trade felt that this could be addressed by redeploying resources from existing working patterns within the trade, to undertake additional shifts on Friday and Saturday nights and so meet the requirements of demand at these times. However, although such discussions had been held, there was little evidence to suggest that measures had been implemented prior to the survey and that passenger queueing was still occurring on Friday and Saturday nights.

Feedback from the Police indicated a perception of a significant under supply of taxis on Friday and Saturday nights. In addition, those taxis which are available on Friday and Saturday nights tend to be at the Gilmour Street rank, which is relatively far from the core of the night time economy. More taxis servicing the existing rank on New Street would be welcomed.

In general, most stakeholders indicated varying levels of awareness of a shortage of taxis, especially on Saturday nights. However, few other issues were identified and when pressed, respondents felt that services were ok, outside the peak demand on Saturday night.

## **5.4 Summary of trade and stakeholder consultation**

The key aspects from trade and stakeholder consultation were:

- There is an awareness from stakeholders and the trade, that there is a shortfall of supply of taxis on Friday and Saturday nights.
- The trade have offered suggestions to address the shortfall from within the existing fleet resources without the need for additional licences.



- Drivers operate on a variety of work patterns. Some focus on week day, day time, others focus on weekday night time. There is a focus on the two key transport hubs, Glasgow Airport and Paisley Gilmour Street railway station. With both generating increased demand in recent years, there is less focus on demand from the night time economy on Friday and Saturday nights.
- Elderly and mobility impaired travellers, who rely on taxis for travel, generally use a regular provider and generally receive good service.
- There were few wheel chair hires observed at the ranks and most drivers indicated that they transported very few wheelchair bound passengers.



## 6 DETERMINATION OF UNMET DEMAND

### 6.1 Quantitative Assessment

We have calculated a factor for the Incidence of Significant Unmet Taxi Demand (ISUD) using the following standard formula:

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

where:

**ISUD** = Incidence of Significant Unmet Demand

**APD** = Average passenger delay across the entire week, in minutes

**PF** = whether the demand is highly peaked. This will equal 1 if there is no peaking and 0.5 if peaking is present

**SSP** = Steady State Performance - Percentage of weekday daytime hours in which passenger queues are observed

**GID** = General Incidence of Delay - Proportion of Taxi users travelling in hours where average passenger delay exceeds one minute

**SF** = Seasonality Factor

**LDF** = Latent Demand Factor. Takes into account trips not made owing to perceived poor quality of service.

An ISUD value of 80 or higher is generally taken as indicating there is significant unmet demand.

The ISUD factor was developed in the early 1990s and has been used by a number of transport consultancies since that time for Unmet Demand Surveys. It provides a useful benchmark measure of the level of unmet demand that is present. It combines a number of intuitive measures of Unmet Demand with the intention that locations where there are long delays in most hours for a high proportion of passengers produce very high values, while minimal delays for short periods affecting a small minority of passengers result in a low value.

### 6.2 Calculation of ISUD variables for Renfrewshire

**APD:** The average delay is determined by calculating the total passenger delay as aggregate passenger delay minutes, then dividing by the total number of passengers, including those who did not suffer any delay.

The Average Passenger Delay was **0.36** minutes (approximately 22 seconds).



**PF** Whilst demand on Friday and Saturday nights is higher than at other times, the increase in demand is not sufficient to consider that there is a significant peak. Therefore the **PF value is 1.0**

**SSP** Weekday daytime hours are deemed to be between 7.00 am and 6.00 pm on the Friday and the Monday surveyed. Within these eleven hour periods, there were occasions when passengers were delayed by more than a minute, waiting for Taxis to arrive at the ranks. 2.6% of the time surveyed recorded passenger wait times of over one minute. Therefore the **SSP proportion is 2.6**.

**GID** The percentage of Taxi users travelling in hours where the average passenger delay exceeds one minute was Calculated. The GID percentage was **4.8%**

**SF** Due to the nature of these surveys it is not possible to collect information throughout an entire year to assess the effects of seasonality. Experience has suggested that Hackney demand does exhibit a degree of seasonality and this is allowed for by the inclusion of a seasonality factor. The factor is set at a level to ensure that a marginal decision either way obtained in an “untypical” month will be reversed. This factor typically takes a value of 1 for surveys conducted in September to November and March to June, i.e. “typical” months. It takes a value of 1.2 for surveys conducted in January and February and the longer school holidays, where low demand the absence of contract work will bias the results in favour of the Hackney trade, and a value of 0.8 for surveys conducted in December during the pre Christmas rush of activity. For this study, a factor of **1.2** is assumed.

**LDF** Latent Demand Factor. This is derived from the public attitude survey results and provides a measure of the proportion of the public who have given up trying to obtain a Taxi at either a stance or by flagging down. It is measured as 1+ proportion giving up waiting. The inclusion of this factor is a response to the latest DfT guidance requiring an estimate of latent demand.

The public consultation survey results indicate that 12.7% of respondents have given up trying to hire a Taxi by hailing or at a stance. Therefore, the **LDF factor is 1.127**.

The ISUD value was calculated as follows, using the variables derived for this study.

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

$$\text{ISUD} = 0.36 \times 1.0 \times 2.6 \times 4.8 \times 1.2 \times 1.127 = 6.08$$

Where the ISUD value is less than 80, it is generally considered to be an indicator that there is no significant unmet demand.

As a sensitivity test, we have also undertaken analysis of the ISUD factor, excluding data from Glasgow Airport.



As virtually all of the passenger waiting occurred at the Gilmour Street rank, the average passenger delay when measured against all non airport passengers, was APD = 1.71 minutes.

The GID proportion, excluding airport passengers, was 27.8%.

All other coefficients in the equation remain the same as the original. Therefore, the ISUD value excluding airport data is:

$$\text{ISUD (excluding airport taxi data)} = 1.71 \times 1.0 \times 2.6 \times 27.8 \times 1.127 = \mathbf{139.3}$$

### 6.3 Consideration of wider factors.

Whilst the ISUD value of 6.08, for Renfrewshire as a whole, is below the threshold for significant unmet demand, The value calculated for non-airport passengers is above the threshold. It is good practice that the ISUD index value should not be taken in isolation, as the sole indicator of significant unmet demand. Other available evidence should also be considered.

Virtually all passenger delays occurred at the Gilmour Street rank and were concentrated on Saturday night. The level of service at Gilmour Street was relatively good, during the daytime on each of the survey days.

The rate of hires at Gilmour street peaked on Saturday night, in the hour after midnight. Despite the fact that from 1:00 on Sunday morning, the rate of hires dropped, the level of passenger queuing remained high. The passenger queuing after 1:00 was not due to increasing demand, but to reduced provision of taxis servicing the rank. From 23:00 to midnight on Saturday night, around 18 taxis were servicing the rank. However, the number dropped to around 7 taxis servicing the rank between 1:00 and 2:00 on Sunday morning.

Feedback from the trade indicated that many drivers are unwilling to work late on Saturday night as this is the time that they are most likely to be threatened with or suffer from violence or abuse from passengers or potential passengers.

There was strong feedback from public consultation and stakeholder consultation that there is a lack of availability of taxis on Friday and Saturday nights. Some feedback from the public indicated that despite sometimes lengthy wait times at the rank for taxis, they have been forced to wait as there was no alternative means of transport available to them. At these peak delay times, especially on Saturday night, there were often no private hire cars available within a reasonable time.





## 7 PUBLIC BENEFIT

### 7.1 Public Benefit assessment

A principal consideration when assessing whether a cap on Taxi numbers should be introduced or maintained, is whether or how a cap can benefit the public.

A feature of maintaining a cap is that it can maintain a level of income for drivers and operators. This feature can lead to more people staying in the trade for longer and building up the level of experience in the trade. However, there is another argument that drivers can 'cherry pick' where and when they work, if levels of income are sufficiently high that they can avoid having to work at the most unsocial times or in locations where fares are likely to be lower.

Stakeholder feedback indicates that members of the trade are generally well thought of and generally provide good levels of customer service to their passengers. However, it is clear from the rank surveys that extensive queuing on Friday and Saturday nights falls short of providing a good service to the sector of the public who desire the services of taxis at these times. It may be considered that any public benefit which may be attributed to maintaining a cap, cannot be enjoyed by all sectors of the travelling public. In order to remedy this situation, the level of provision on Friday and Saturday nights would need to be improved.

The supply of taxis can be improved to meet demand, either by issuing more taxi licences, in the expectation that some of the additional capacity which would be opened, would be applied to servicing the demand on Friday and Saturday night, or by removing the limit altogether.





## 8 CONCLUSIONS AND RECOMMENDATIONS

### 8.1 Unmet demand

Analysis of the taxi rank survey data and consultation data indicate that there are generally sufficient Taxis available to cater for demand. However, rank observation data, coupled with public and stakeholder feedback indicated a shortage of provision on Friday and Saturday nights. Trade feedback also acknowledged that there is a shortfall of provision on Friday and Saturday nights. The trade feedback also indicated that some drivers avoid working on Friday and Saturday nights, despite the known shortfall in provision at these times.

There is clearly a difference in the level of service provided at Glasgow Airport, compared with elsewhere in Renfrewshire. In practice, two ranks cater for virtually all demand in Renfrewshire. It would not be prudent or defensible to consider only the levels of unmet demand over Renfrewshire as a whole, when there are clearly localised issues with supply of taxi services in Paisley on Friday and Saturday nights. When we exclude taxi hires from Glasgow Airport, the ISUD value exceeds the threshold which is considered to indicate significant unmet demand. This indicator corroborates other evidence of extensive queuing on Saturday night and feedback from the public and stakeholders that there is generally not sufficient taxi provision on Friday and Saturday nights. Therefore, we consider that there **is significant unmet demand**.

In order to increase provision of taxis to address the observed unmet demand, approximately six additional taxis would be required to be in operation and servicing the Gilmour Street rank.

### 8.2 Trade feedback

The principal issues identified by the trade related to the proportion of taxis which were not multi-shifted and the reluctance of some drivers to cover Friday and Saturday nights. It was felt that many of the taxis which were driven by only one driver were likely to finish earlier than if the vehicle was driven by more than one driver on different shifts. A vehicle covering two shifts would continue to operate later on Friday and Saturday and address the shortfall in provision.

Several responses from the trade have indicated that they are intending to take on additional drivers to increase the number of taxis which are multi-shifted. Additional drivers would increase the number of drivers working a late shift and would increase the number of drivers working on Friday and Saturday nights. In addition, there is potential to increase the number of airport based drivers who could operate in Paisley on Friday and Saturday nights, after the last flight arrivals. This would coincide with peak passenger queueing on Friday and Saturday nights.

### 8.3 Profile of hires

The profile of hires undertaken across all of the ranks in Renfrewshire illustrates a relatively unusual situation, compared with other licensing areas, insofar as the majority of hires occur during the daytime hours (07:00 – 18:00) rather than



evening or night time. Given the profile of hires, the demand associated with the night time economy is not the primary source of demand for taxis.

The taxi fleet is operated by a mix of owner operators and drivers who rent time in a taxi. As such, the majority of drivers have a degree of flexibility regarding the hours they work and in particular, can choose where they wait for hires.

Feedback from the trade reflected the unpopularity of working nights in Paisley and especially Saturday nights. In order for Friday and Saturday night demand to be met by the existing fleet resources, three principal measures would need to be implemented. These are:

- Some drivers would need to adjust their working patterns, to work fewer daytime hours and, instead, work more night time hours, including Friday and Saturday nights.
- Some drivers would need to extend existing working hours to work later into the night including on Friday and Saturday nights.
- Some owners would need to take on additional drivers to extend the working hours of their vehicle(s), to include drivers working late nights, including Friday and Saturday nights.

#### **8.4 Public and stakeholder consultation issues**

In general, the public and stakeholders appear content with daytime Taxi services. It was, however, noted that there can be extensive wait times for a Taxi on a Friday and Saturday night.

Feedback from representatives of the elderly and users with mobility impairments was positive. Many users have service providers who they use regularly and will contact when they need to travel by taxi. The level of service and professionalism was seen as generally good.

The issue of passenger waiting on Friday and Saturday nights has been raised at trade liaison meetings in August and November 2015. The existence of extensive passenger queues at the Gilmour Street rank, late on Friday and Saturday nights was also outlined, with some rank observation results collected by a Council Officer. At these meetings, trade representatives acknowledged the existence of periods when passengers had to wait. The requirement to meet the needs of the public and the way in which these needs could be met, were discussed. Whilst one of the potential solutions identified was to increase the number of taxi licences, some trade representatives felt that the shortfall in provision could be met through reallocation of resources within the existing fleet.

Feedback from Council Officers and stakeholders indicates that whilst intent to reallocate resources were voiced, there has not been sufficient additional provision from within the existing fleet, to meet the level of demand on Friday and Saturday night. Given that there is demonstrable demand for taxis and hence additional potential income for drivers, which is not being addressed, the Council may consider that it is unlikely that drivers would willingly adjust working patterns sufficiently to address demand, on a sustained basis. Otherwise, they would have already taken the opportunity to realise the additional income available.



## 8.5 Key considerations and recommendations

The taxi fleet is nominally split into those vehicles which are permitted to operate at Glasgow Airport, along with any other locations throughout Renfrewshire and the remainder of the fleet who are not permitted to operate at the airport. The non-airport component of the fleet largely focus rank based activity on the rank at Paisley Gilmour Street railway station. Both the airport and railway station have experienced passenger growth in recent years. However, the size of the taxi fleet has not grown in line with passenger growth at the airport and railway station.

Whilst demand from railway passengers, at Gilmour Street continues until late at night, there is also a need to service demand from the night time economy. Unmet demand was especially evident on Friday and Saturday nights. The Gilmour Street rank is not the best location from which to service demand from the night time economy. The trade and the Police have identified New Street as a location which would benefit from an enlarged rank provision. This may encourage more taxis to service the rank on New Street and enable it to become more established and recognised as a place for intending passengers to go to, in order to obtain a taxi.

There is a need to increase the level of provision on Friday and Saturday nights. There is a degree of suppressed demand from passengers on Friday and Saturday nights, owing to low levels of current provision. If service were to be improved, the level of demand is likely to increase if users have more confidence that taxis would be available at these times.

Analysis of the number of taxis servicing the Gilmour Street rank on Saturday night, together with passenger queuing levels, has indicated another six taxis would immediately be required to operate at the rank and eliminate passenger queuing at current (February 2016) level of demand. The six taxis could be provided in different ways.

It is not feasible for the Council to implement restrictions or requirements on when or, at which ranks, taxis must operate. Consequently, if additional licences were to be released, they could not be released with conditions attached such as they must be used to service demand on Friday and Saturday nights. The holders of new licences would be free to operate the taxis at any times they chose. Therefore, if more taxi licences were issued, this would increase the number of taxis operating. However, there is no guarantee that, if six additional taxis were licenced, these additional licences would all service the demand on Friday and Saturday nights. When assessing the need for additional provision, we need to look at current operating practices. If the holders of any new licences followed similar operational practices and patterns to the existing operators and drivers, then only a proportion of the additional capacity would be applied on Friday and Saturday nights, to address the current shortfall in provision. Therefore, we would need to scale up the existing fleet to achieve a proportionate increase on Saturday night, which would be sufficient to meet demand.

It is assumed that any new licences would not be able to operate at the airport, owing to current numerical restriction in place for the airport. Therefore scaling calculations have been applied only to existing non-airport licences. On this basis, it has been determined that **fifteen new licences** would be required to meet demand.



The issue of new licences is not the only way to increase the number of taxis, operating on Saturday night, by six. For example, if six of the taxis which are permitted to operate at the airport, were to operate at Gilmour Street rank on Friday and Saturday night, this represents approximately 3% of the airport fleet. Re-deployment or extended utilisation of taxis could be achieved with additional drivers operating the existing vehicles, or existing drivers changing work patterns.

One of the downside effects, for existing drivers, of increasing the number of licences, would be dilution of earnings. Any new licences issued would not just operate on Friday and Saturday nights. The additional licences would also compete for existing business at other times. The trade have indicated that they could increase double shifting of taxis to increase the availability of drivers at peak times. This measure would have a similar effect on earnings as issuing additional licences, which are then used for single shift operation. However, additional drivers for existing taxis would be forced to extend operating hours, beyond those covered by existing drivers. As a consequence, recruiting additional drivers could be a more directly effective measure to increase service provision on Friday and Saturday nights, than the issue of new licences.

The Council have, for several months, been liaising with the trade with respect to measures to increase the utilisation of the existing fleet to meet unmet demand on Friday and Saturday nights. The council may wish to consider whether continued liaison with and encouragement to the trade, to implement such measures, is likely to result in an effective and sufficient increase in coverage of Friday and Saturday night demand. In addition, the trade and the Council also need to consider how such measures can be sustained in order to continue to meet demand, should demand increase as a result of seasonal variations, improved service provision and overall growth in demand from other local development initiatives as well as anticipated growth in rail and air travel related demand.

If it is felt that more direct action is required to ensure additional and sustained provision of capacity is provided and maintained, then it is recommended that additional licences are issued. We recommend that fifteen additional licences would be required, to meet February 2016 demand.

The assessment is made on observed levels of demand, in February 2016. When taking seasonal effects into account, February is a relatively quiet month and consideration of future provision, accounting for seasonal variation, should also be taken into account when assessing options. A further consideration is the growth trend for passengers through Gilmour Street railway station and Glasgow Airport. Based on current trends, if fifteen new licences were issued, these would be more than sufficient to cater for foreseeable growth in rail based demand, over the next three years, during daytime hours. However, seasonal variation in demand at Glasgow Airport may draw more driver time to the airport during busier summer months, and reduce availability on Friday and Saturday nights, which in turn, may experience additional demand related to the night time economy, during summer months.

If additional licences are issued, then it is likely that working patterns of drivers and indeed the patterns of demand from passengers on Friday and Saturday nights are likely to change. Demand from the night time economy is likely to increase in response to additional supply.



It is recommended that a further step in the process of managing the supply of taxis to meet demand, would be to continue to work with the trade to monitor and respond to changing patterns of demand, especially demand related to the night time economy, as this sector of demand is likely to be most responsive to changes in supply. This would provide an opportunity for the trade to address requirements through changes in working patterns and mitigate the need for further additional licences to cater for seasonal variation and overall demand growth from the night time economy.

Notwithstanding the recommendations above, the authority has discretion in its licensing policy and may either:

- Apply a numerical limit
- Issue any number of additional plates as it sees fit,
- Have no numerical limit

There are some benefits to the public relating to removal of the limit altogether. These relate to pure free market flexibility and the need for drivers to respond more directly to market demand to derive income. One of the features of the taxi trade in Renfrewshire is that many of the drivers rent or lease plates or vehicles, rather than hold a taxi licence in their own right. If the limit were removed, some of these drivers would apply for a licence in their own right, rather than continue to pay to use a licence or vehicle. It is worth noting, however, that some arrangements are for use of a plated vehicle, which is permitted to operate at the airport and some drivers would opt to continue to pay 'rental' for such vehicles, to avoid initial capital outlay and maintain access to the airport terminal. If the limit were removed, it is likely that more of the fleet would effectively be forced to operate on Friday and Saturday nights, in order to service available demand.

The number of taxi vehicle licences may increase if the limit were removed. There are existing quality levels which maintain some level of limitation of entry to the trade in Renfrewshire, by new drivers or new owners. The vehicle requirements and driver knowledge requirements will tend to place some limit on new entrants to the trade in the area. However, existing licenced drivers, may apply for a new taxi vehicle licence. For example, some existing taxi drivers, who currently do not own a taxi vehicle licence, may obtain a new licence and transfer from an existing leasing arrangement. Such a move would increase the number of taxi vehicles, but not the number of drivers, unless a new driver entered the trade to take up the vacant leasing opportunity.

If the limit were removed, it would not necessarily follow that any new licences would be permitted to operate at the airport. This would tend to increase the availability of taxis in Paisley and potentially other areas in Renfrewshire, especially on Friday and Saturday nights, if the number of licences increased. However, lack of airport access is a restraining factor which is likely to limit the attractiveness of additional plates. Removal of the overall numerical limit would effectively mean that the overall number of licences would be heavily influenced by the number of licences permitted to operate at the airport. If the number of licenses permitted to operate at the airport were to increase, under a system with no overall numerical limit, then the increase in the airport limit would be likely to be closely reflected in a similar change to the overall number of taxi licences.





Dis-benefits of removing an overall limit include the impact of reduced income and increased competition on the quality of the vehicles in use and the skills and experience of drivers. It is generally held that a numerical limit restricts access to the trade by new entrants. This in turn means that, where a limit is in place, the level of experience of drivers tends to be higher than if the limit were removed, as drivers stay in the trade for longer. Higher income levels also mean that vehicles can be maintained to a higher level. The combination of more experienced, knowledgeable and more professional drivers, coupled with higher quality vehicles, provide an improved image of the fleet and of services, to the public and to visitors to the area.

The principal established rank in Paisley, at Gilmour Street, is relatively distant from the principal venues in the night time economy. The rank on New Street is better placed, but poorly serviced by taxis. Consideration should be given to improving the lower rank on New Street. Measures to increase the rank space available should be explored. This may include re-locating the rank across the road, so that taxis face down hill (southbound) and there is more scope for a feeder rank to form along Weighhouse Close.

## **8.6 Conclusions**

There is demonstrable significant unmet demand in Paisley, focussed on demand on Friday and Saturday nights. It is recommended that the Council consider whether continued liaison with the trade is likely to result in an immediate and effective removal of the shortfall in supply and fully cater for the unmet demand on Friday and Saturday nights. If there is no confidence that the trade can change current operating practices to address the unmet demand and sustain this additional provision indefinitely, then it is recommended that an additional 15 licences are issued.

If new licences are to be issued, the Council may wish to consider the policy and practices under which such licences may be issued, or if they wish to issue more or fewer than the recommended number of additional licences.

At the time this study was being undertaken, there were several applications for new licences under consideration. These applications had been made by individuals or entities who already hold multiple taxi licences. The council may wish to grant these licences in the expectation that this will address the unmet demand observed. However, an alternative policy of only granting licences to drivers who do not currently hold a taxi vehicle licence, may be considered. It is likely that if licences are granted to individuals who do not currently have taxi licences, then these vehicles are more likely to focus on rank based work and are likely to be more responsive to market competition and hence address demand on Friday and Saturday nights.



## APPENDIX A TAXI OBSERVATION RESULTS







Airport rank		Friday to Saturday				
Hour Beginning	Total Taxis Departing Rank Empty	Total Taxis Departing Rank With Passengers	Total Taxis Departing Rank	Total Passengers Departing Rank	Average Passengers per Taxi	Average Wait Time at the Rank per Taxi (Minutes)
07:00	0	13	13	30	2.3	24
08:00	0	47	47	90	1.9	46
09:00	0	64	64	134	2.1	46
10:00	0	70	70	157	2.2	49
11:00	0	45	45	104	2.3	41
12:00	0	48	48	126	2.6	58
13:00	0	79	79	218	2.8	48
14:00	0	51	51	139	2.7	41
15:00	0	75	75	193	2.6	36
16:00	0	82	82	230	2.8	30
17:00	0	50	50	122	2.4	31
18:00	0	51	51	132	2.6	48
19:00	0	138	138	357	2.6	38
20:00	0	62	62	159	2.6	15
21:00	0	107	107	274	2.6	24
22:00	0	100	100	257	2.6	10
23:00	4	4	8	6	1.5	23
00:00	1	0	1	0	0.0	71
01:00	0	0	0	0	0.0	0
02:00	0	0	0	0	0.0	0
03:00	0	0	0	0	0.0	0
04:00	0	0	0	0	0.0	0
05:00	0	0	0	0	0.0	7
06:00	0	1	1	1	1.0	37
Total	5	1087	1092	2729	2.5	35
Airport rank		Saturday to Sunday				
Hour Beginning	Total Taxis Departing Rank Empty	Total Taxis Departing Rank With Passengers	Total Taxis Departing Rank	Total Passengers Departing Rank	Average Passengers per Taxi	Average Wait Time at the Rank per Taxi (Minutes)
07:00	0	16	16	34	2.1	56
08:00	0	13	13	32	2.5	46
09:00	0	27	27	66	2.4	66
10:00	0	50	50	134	2.7	45
11:00	0	25	25	55	2.2	55
12:00	0	39	39	93	2.4	45
13:00	0	36	36	90	2.5	66
14:00	0	41	41	93	2.3	50
15:00	0	50	50	132	2.6	38
16:00	0	33	33	79	2.4	39
17:00	0	3	3	6	2.0	53
18:00	0	23	23	46	2.0	86
19:00	0	62	62	159	2.6	60
20:00	0	37	37	106	2.9	28
21:00	0	31	31	81	2.6	34
22:00	1	37	38	81	2.2	45
23:00	2	10	12	31	3.1	35
00:00	4	1	5	1	1.0	39
01:00	0	0	0	0	0.0	85
02:00	0	23	23	64	2.8	38
03:00	4	5	9	16	3.2	5
04:00	0	0	0	0	0.0	20
05:00	0	1	1	2	2.0	43
06:00	0	0	0	0	0.0	64
Total	11	563	574	1401	2.5	48



Airport rank		Monday to Tuesday				
HOUR BEGINNING	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
07:00	0	30	30	62	2.1	23
08:00	0	95	95	217	2.3	21
09:00	0	101	101	260	2.6	19
10:00	0	79	79	196	2.5	20
11:00	0	28	28	61	2.2	51
12:00	0	56	56	136	2.4	70
13:00	0	90	90	239	2.7	40
14:00	0	54	54	148	2.7	46
15:00	0	84	84	235	2.8	38
16:00	0	67	67	174	2.6	30
17:00	0	76	76	195	2.6	34
18:00	0	63	63	168	2.7	34
19:00	0	130	130	364	2.8	39
20:00	0	109	109	332	3.0	9
21:00	0	103	103	283	2.7	9
22:00	2	65	67	180	2.8	17
23:00	6	16	22	38	2.4	12
00:00	2	0	2	0	0.0	0
01:00	0	0	0	0	0.0	0
02:00	0	0	0	0	0.0	0
03:00	0	0	0	0	0.0	0
04:00	0	0	0	0	0.0	0
05:00	0	0	0	0	0.0	10
06:00	0	0	0	0	0.0	46
<b>Total</b>	<b>10</b>	<b>1246</b>	<b>1256</b>	<b>3288</b>	<b>2.6</b>	<b>29</b>



Gilmour Street			Friday to Saturday			
HOUR BEGINNING	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
07:00	3	1	4	2	2.0	21
08:00	5	9	14	11	1.2	19
09:00	3	6	9	6	1.0	26
10:00	2	12	14	14	1.2	39
11:00	5	13	18	16	1.2	21
12:00	3	23	26	41	1.8	27
13:00	6	27	33	49	1.8	15
14:00	1	27	28	48	1.8	5
15:00	3	27	30	55	2.0	9
16:00	4	32	36	60	1.9	10
17:00	2	34	36	63	1.9	12
18:00	1	35	36	77	2.2	15
19:00	1	28	29	71	2.5	10
20:00	2	31	33	58	1.9	13
21:00	1	32	33	57	1.8	8
22:00	0	40	40	78	2.0	0
23:00	0	44	44	82	1.9	5
00:00	1	37	38	72	1.9	6
01:00	0	16	16	34	2.1	11
02:00	4	6	10	12	2.0	13
03:00	0	3	3	7	2.3	0
04:00	0	4	4	9	2.3	3
05:00	1	1	2	2	2.0	19
06:00	2	4	6	7	1.8	10
<b>Total</b>	<b>50</b>	<b>492</b>	<b>542</b>	<b>931</b>	<b>1.9</b>	<b>11</b>
Gilmour Street			Saturday to Sunday			
HOUR BEGINNING	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)
07:00	2	6	8	8	1.3	11
08:00	5	4	9	5	1.3	18
09:00	5	5	10	7	1.4	34
10:00	3	14	17	23	1.6	20
11:00	3	16	19	29	1.8	11
12:00	2	21	23	41	2.0	9
13:00	2	27	29	46	1.7	4
14:00	2	28	30	57	2.0	2
15:00	2	31	33	53	1.7	8
16:00	3	32	35	59	1.8	11
17:00	6	33	39	51	1.5	2
18:00	1	42	43	88	2.1	5
19:00	0	36	36	78	2.2	1
20:00	0	48	48	113	2.4	2
21:00	1	30	31	77	2.6	2
22:00	0	36	36	68	1.9	0
23:00	0	41	41	94	2.3	0
00:00	0	55	55	118	2.1	2
01:00	0	22	22	50	2.3	0
02:00	0	18	18	40	2.2	0
03:00	0	17	17	40	2.4	0
04:00	0	9	9	17	1.9	0
05:00	2	6	8	8	1.3	9
06:00	5	1	6	1	1.0	9
<b>Total</b>	<b>44</b>	<b>578</b>	<b>622</b>	<b>1171</b>	<b>2.0</b>	<b>4</b>



Gilmour Street		Monday to Tuesday					
HOUR BEGINNING	TOTAL TAXIS DEPARTING RANK EMPTY	TOTAL TAXIS DEPARTING RANK WITH PASSENGERS	TOTAL TAXIS DEPARTING RANK	TOTAL PASSENGERS DEPARTING RANK	AVERAGE PASSENGERS PER TAXI	AVERAGE WAIT TIME AT THE RANK PER TAXI (MINUTES)	
07:00	5	6	11	8	1.3	9	
08:00	3	15	18	22	1.5	5	
09:00	2	17	19	18	1.1	5	
10:00	4	14	18	19	1.4	11	
11:00	1	22	23	36	1.6	10	
12:00	2	17	19	23	1.4	15	
13:00	1	26	27	39	1.5	2	
14:00	2	27	29	40	1.5	13	
15:00	5	25	30	49	2.0	5	
16:00	6	22	28	39	1.8	9	
17:00	2	26	28	47	1.8	2	
18:00	2	25	27	52	2.1	6	
19:00	1	22	23	41	1.9	11	
20:00	1	12	13	23	1.9	7	
21:00	4	12	16	23	1.9	12	
22:00	0	11	11	20	1.8	3	
23:00	0	9	9	17	1.9	13	
00:00	1	5	6	10	2.0	7	
01:00	0	0	0	0	0.0	0	
02:00	0	0	0	0	0.0	0	
03:00	1	0	1	0	0.0	8	
04:00	0	0	0	0	0.0	0	
05:00	0	0	0	0	0.0	0	
06:00	0	0	0	0	0.0	0	
<b>Total</b>	<b>43</b>	<b>313</b>	<b>356</b>	<b>526</b>	<b>1.7</b>	<b>8</b>	



New Street (Lower)		Friday to Saturday				
Hour Beginning	Total Taxis Departing Rank Empty	Total Taxis Departing Rank With Passengers	Total Taxis Departing Rank	Total Passengers Departing Rank	Average Passengers per Taxi	Average Wait Time at the Rank per Taxi (minutes)
07:00	0	0	0	0	0.0	0
08:00	0	0	0	0	0.0	0
09:00	0	0	0	0	0.0	0
10:00	0	0	0	0	0.0	0
11:00	0	0	0	0	0.0	0
12:00	0	0	0	0	0.0	0
13:00	0	0	0	0	0.0	0
14:00	0	0	0	0	0.0	0
15:00	0	0	0	0	0.0	0
16:00	0	0	0	0	0.0	0
17:00	0	0	0	0	0.0	0
18:00	0	0	0	0	0.0	0
19:00	0	0	0	0	0.0	0
20:00	0	0	0	0	0.0	0
21:00	0	0	0	0	0.0	0
22:00	0	0	0	0	0.0	0
23:00	0	1	1	1	1.0	0
00:00	0	2	2	3	1.5	6
01:00	0	8	8	11	1.4	7
02:00	0	13	13	22	1.7	6
03:00	1	14	15	29	2.1	7
04:00	1	0	1	0	0.0	0
05:00	0	0	0	0	0.0	0
06:00	0	0	0	0	0.0	0
Total	2	38	40	66	1.7	6
New Street (Lower)		Saturday to Sunday				
Hour Beginning	Total Taxis Departing Rank Empty	Total Taxis Departing Rank With Passengers	Total Taxis Departing Rank	Total Passengers Departing Rank	Average Passengers per Taxi	Average Wait Time at the Rank per Taxi (minutes)
07:00	0	0	0	0	0.0	0
08:00	0	0	0	0	0.0	0
09:00	0	0	0	0	0.0	0
10:00	0	0	0	0	0.0	0
11:00	0	0	0	0	0.0	0
12:00	0	0	0	0	0.0	0
13:00	0	0	0	0	0.0	0
14:00	0	0	0	0	0.0	0
15:00	0	0	0	0	0.0	0
16:00	0	0	0	0	0.0	0
17:00	0	0	0	0	0.0	0
18:00	0	0	0	0	0.0	0
19:00	0	0	0	0	0.0	0
20:00	0	0	0	0	0.0	0
21:00	0	0	0	0	0.0	0
22:00	0	0	0	0	0.0	0
23:00	0	0	0	0	0.0	0
00:00	0	0	0	0	0.0	0
01:00	0	0	0	0	0.0	0
02:00	0	1	1	1	1.0	0
03:00	1	0	1	0	0.0	3
04:00	0	0	0	0	0.0	0
05:00	0	0	0	0	0.0	0
06:00	0	0	0	0	0.0	0
Total	1	1	2	1	1.0	1

