



CITY OF GLOUCESTER

LICENSING AND ENFORCEMENT COMMITTEE

**Meeting: Tuesday, 16th November 2010 at 18:30
North Warehouse, The Docks, Gloucester**

Membership: Cllrs. Durrant (Chair), C. Witts (Vice-Chair), Gillespie, Tracey, Noakes (Spokesperson), Gill, Field, Brown, Dee, Porter, Taylor, Beeley and Dallimore

AGENDA

1. APOLOGIES

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

To receive from Members, declarations as to personal and/or prejudicial interests and the nature of those interests in relation to any agenda item. Please see Notes 1 and 2 overleaf.

3. MINUTES (Pages 1 - 2)

To approve as a correct record the minutes of the meeting on 12 October 2010.

4. MINUTES OF LICENSING SUB-COMMITTEES (Pages 3 - 16)

To approve the minutes of the Licensing Sub Committees held on:

13 September 2010
26 October 2010
1 November 2010

5. PUBLIC QUESTION TIME

To receive any questions from members of the public.

The Chair shall allow one member of the public to speak on a matter for a reasonable period not exceeding 3 minutes.

6. PETITIONS AND DEPUTATIONS

With reference to the Council Constitution, the Chair will allow one member of the public to speak on a matter for a reasonable period not exceeding 3 minutes.

7. TAXI AND PRIVATE HIRE SCRUTINY STUDY (Pages 17 - 166)

Report by Group Manager, Environmental Health and Regulatory Services.

8. USE OF POWER IN CONSTITUTION TO SET UP A SUB-COMMITTEE OR SUB-COMMITTEES TO DISCHARGE FUNCTIONS (Pages 167 - 174)

Report by Group Manager, Environmental Health and Regulatory Services.

9. DATE OF NEXT MEETING

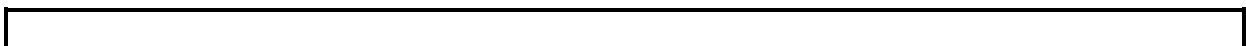
Tuesday 14 December 2010 at 18.30 hours



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Amanda Wadsley
Corporate Director of Strategy and Development

Notes

1. A personal interest exists where a decision on a matter would affect to a greater extent than other people in the District:-
 - (a) the well being, financial position, employment or business of the Councillor, their family or any person with whom they had a close association;
 - (b) a body employing those persons, any firm in which they are a partner and any company of which they are directors;
 - (c) any corporate body in which those persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or
 - (d) the Councillor's registrable financial and other interests.
2. A personal interest becomes a prejudicial interest where a member of the public (who has knowledge of the circumstances) would reasonably regard the Member's personal interest as being so significant that it is likely to prejudice the Councillor's judgement of the public interest.



Please contact Adam Chalmers, Democratic and Electoral Services Manager, Tel. No. 01452 396125/e-mail: committeesection@gloucester.gov.uk if you have a general query on any agenda item, wish to tender your apologies for absence from the meeting, or would like information on any decision taken by the Council.

Agenda and enclosures can be viewed on the District Council's Website - www.gloucester.gov.uk

If you would like a translation of agenda/minutes/reports or would like a large text version or an audio version please contact the Democratic and Electoral Services Manager and we will try to accommodate your needs.

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LICENSING AND ENFORCEMENT COMMITTEE

MEETING : Tuesday, 12th October 2010

PRESENT : Cllrs. Durrant (Chair), Gillespie, Tracey, Noakes (Spokesperson), Gill, Field, Brown, Dee, Porter, Taylor, Beeley and Dallimore

Officers in Attendance

Gill Ragon, Group Manager, Environmental Health and Regulatory Services

Lisa Wilkes, Food Safety and Licensing Service Manager

Tony Moseley, Licensing Enforcement Officer

Steve Isaac, Solicitor

Amanda Tarren, Democratic Services Officer (Secretary)

APOLOGIES : Cllrs. C. Witts

16. DECLARATIONS OF INTEREST

There were no declarations of interest.

17. MINUTES

The minutes of the meeting held on 13 July 2010 were approved as a correct record.

18. MINUTES OF LICENSING SUB-COMMITTEE

The minutes of the meeting held on 19 July 2010 were approved as a correct record.

19. PUBLIC QUESTION TIME (15 MINUTES)

There were no questions from the public.

20. PETITIONS AND DEPUTATIONS (10 MINUTES)

Chas Rogers, representative of the Hackney Carriage drivers, expressed his concerns regarding the Taxi Study report. The report had been produced by consultants, on behalf of the Council. He was concerned that responses submitted as part of the consultation period were not included in the report.

It was noted that the Committee had not received the Taxi Study report.

It was agreed that the full report would be considered at the next meeting of the Committee.

21. REVISED LICENSING POLICY STATEMENT - LICENSING ACT 2003

**LICENSING AND ENFORCEMENT COMMITTEE
12.10.10**

The Committee considered the revised Licensing Policy Statement. It was advised that the 12 week consultation period had ended.

The report would be considered by Council on 25 November 2010. The Committee noted the responses received during the consultation exercise. Members noted that the Special Policy for the Eastgate Street area would be likely to remain in place. It was noted that several amendments had been made to the revised report, including the revised wording for Temporary Event Notices.

RESOLVED

The report be recommended to Full Council for approval on 25 November 2010.

22. TAXI/PRIVATE HIRE SCRUTINY STUDY

The Committee noted that it had not received a copy of the Taxi Study Report, which had been produced by consultants, on behalf of the Council. The Committee agreed to defer this item until this report had been circulated, and Members had the opportunity to consider the report.

RESOLVED

That the item be deferred to the next meeting of the Committee.

23. DATE OF NEXT MEETING

Tuesday 16 November 2010 at 18.00 hours.

Time of commencement: 18:35 hours

Time of conclusion: 19:12 hours

Chair

LICENSING SUB-COMMITTEE

MEETING : Monday, 13th September 2010

PRESENT : Cllrs. Durrant, Brown and Dallimore

Officers

Tony Moseley, Licensing Enforcement Officer □ Anthony Hughes,
Democratic Services Officer □ Steve Isaac, Solicitor

5. ELECTION OF CHAIR

That Councillor Durrant be elected Chair for the meeting.

6. DECLARATIONS OF INTEREST

There were no declarations of interest.

7. PERSONAL LICENCE APPLICATION APPEAL BY MR LAMBDEN

In addition to members of the Sub Committee, the following persons were present –

Mr Kim Lambden	Personal Licence Applicant
PC Lucy Smith	Gloucestershire Constabulary
Steve Isaac	Solicitor, Gloucester City Council
Gill Ragon	Group Manager, Environmental Health and Regulatory Services, Gloucester City Council
Carl Knights	Licensing and Enforcement Officer
Anthony Hughes	Democratic Services Officer, Gloucester City Council

The Chair informed all present the procedure to be followed.

The Sub-Committee and all parties had received prior to the meeting a Report by the Group Manager, Environmental Health and Regulatory Services presenting to members an application for a Personal Licence made under section 117 of the Licensing Act 2003 received from Mr Kim Steven Lambden to which a Police objection had been made under section 120 (5) of the Act.

On the invitation of the Chair, Mr Carl Knights, Licensing and Enforcement Officer, presented the report.

The Chair individually asked Mr Lambden, PC Smith and members of the Sub Committee whether they had any questions of Mr Knights and each responded saying they had no questions.

On the invitation of the Chair, Mr Lambden presented his case in support of his application for a personal licence.

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LICENSING SUB-COMMITTEE
13.09.10

The Chair asked PC Smith whether she had any questions to ask Mr Lambden and she indicated she had no questions.

Members of the Sub Committee asked questions of Mr Lambden and answers were given.

On the invitation of the Chair, PC Smith presented the case for the Police objection.

The Chair asked Mr Lambden whether he had any questions to ask PC Smith who indicated that he had no questions.

Members of the Sub Committee asked questions to PC Smith and answers were given.

Mr Carl Knights, PC Smith and Mr Lambden respectively were given the opportunity to sum up their positions.

The Sub-Committee retired from the meeting to consider their decision.

On returning, the Chair informed Mr Lambden and all parties present the decision of the Sub Committee as follows.

In making their decision tonight, the Sub-Committee does have sympathy for Mr Lambden's position and that he is moving on to make a new life for himself and his family.

However the Sub Committee has decided not to grant the licence. The Sub Committee is mindful of the promotion of the relevant licensing objectives set out in the Act namely the prevention of crime and disorder and are satisfied that if the application was to be granted such licensing objectives could be undermined. The Sub-Committee are also mindful of the Secretary of State's recommendation that a personal licence application shall be refused where an objection has been issued and are of the view that there are no exceptional circumstances for the granting of a personal licence in this case. It is therefore,

RESOLVED

That a Personal Licence to Mr Lambden be not granted for the reasons set out above.

The Chair informed Mr Lambden that he had a right of appeal to the Magistrate's Court.

8. PERSONAL LICENCE APPLICATION APPEAL BY MR HUXSTEP

In addition to members of the Sub Committee, the following persons were present –

Mr Christopher Huxstep	Personal Licence Applicant
PC Lucy Smith	Gloucestershire Constabulary
Steve Isaac	Solicitor, Gloucester City Council
Gill Ragon	Group Manager, Environmental Health and Regulatory Services, Gloucester City Council
Carl Knights	Licensing and Enforcement Officer, Gloucester City Council
Anthony Hughes	Democratic Services Officer, Gloucester City Council

The Chair informed all present the procedure to be followed.

The Sub-Committee and all parties had received prior to the meeting a Report by the Group Manager, Environmental Health and Regulatory Services presenting to members an application for a Personal Licence made under section 117 of the Licensing Act 2003 received from Mr Christopher William Huxstep to which a Police objection had been made under section 120 (5) of the Act.

On the invitation of the Chair, Mr Carl Knights, Licensing and Enforcement Officer, presented the report.

The Chair individually asked Mr Huxstep, PC Smith and members of the Sub Committee whether they had any questions of Mr Knights and each responded saying they had no questions.

On the invitation of the Chair, Mr Huxstep presented his case in support of his application for a personal licence.

The Chair asked PC Smith whether she had any questions to ask Mr Huxstep. PC Smith queried the statement in Mr Huxstep's supporting letter in which he stated that he had a clean record and she made reference to a previous conviction. Mr Huxstep clarified the basis upon which he had made the statement and PC Smith acknowledged that this was a misunderstanding and that Mr Huxstep had not intended to mislead the Sub Committee.

A Member of the Sub Committee asked a question of Mr Huxstep and an answer was given.

On the invitation of the Chair, PC Smith presented the case for the Police objection.

The Chair asked Mr Huxstep whether he had any questions to ask PC Smith who indicated he had no questions.

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LICENSING SUB-COMMITTEE
13.09.10

Members of the Sub Committee asked questions to PC Smith and answers were given.

Mr Carl Knights, PC Smith and Mr Huxstep respectively were given the opportunity to sum up their positions.

The Sub-Committee retired from the meeting to consider their decision.

On returning, the Chair informed Mr Huxstep and all parties present the decision of the Sub Committee as follows.

In reaching their decision, the Sub-Committee has given due consideration to information contained in the application for a personal licence, the objection notice and the submissions made at the Hearing by the applicant and the Police.

The Sub Committee has decided not to grant a Personal Licence. The Sub Committee is mindful of the promotion of the relevant licensing objective in the Act namely the prevention of crime and disorder and is satisfied that if the application was to be granted, the objective could be undermined.

The Sub Committee is mindful of the Secretary of State's recommendation that normally a licence application should be refused where an objection has been issued. The Sub-Committee is of the view that there are no exceptional circumstances to justify the granting of a personal license in this case. It is therefore,

RESOLVED

That a Personal Licence to Mr Huxstep be not granted for the reasons set out above.

The Chair informed Mr Huxstep that he had a right of appeal to the Magistrates Court.

Time of commencement: 18:30 hours
Time of conclusion: 19:52 hours

Chair

LICENSING SUB-COMMITTEE

MEETING : Tuesday, 26th October 2010

PRESENT : Cllrs. C. Witts, Taylor and Porter

Officers

Lisa Wilkes, Food Safety and Licensing Service Manager
Carl Knight, Licensing Enforcement Officer
Rebecca Tuck, Licensing Enforcement Officer
Steve Isaac, Solicitor
Amanda Tarren, Democratic Services Officer

Also in Attendance

Agenda Item 4

Mr Aklus Miah, Applicant
Nazidual Miah, Applicant
David Prentice, Objector

Agenda Item 5

PS Elizabeth Lovell, Police
PC Lucy Smith, Police
Mr P. Trott, Force Solicitor, Gloucestershire Constabulary
Bill Pilbeam, Store Manager, Tesco Quedgeley
Greg Bartley, Tesco Licensing Manager
Jeremy Bark, Tesco Solicitor
Anna Mozol, Chair of Quedgeley Parish Council □

9. ELECTION OF CHAIR

Councillor Porter was elected as Chair.

10. INTRODUCTIONS AND PROCEDURES

The Chair introduced the Panel and the officers in attendance. The Chair outlined the procedure for the meeting.

11. DECLARATIONS OF INTEREST

There were no declarations of interest.

12. APPLICATION FOR A NEW PREMISES LICENCE FOR 109 HIGH STREET, GLOUCESTER GL1 4SY

The Sub-Committee considered a report outlining an application for a new premises licence, made under Section 17 of the Licensing Act 2003.

On the invitation of the Chair, Mr Carl Knights, Licensing and Enforcement Officer, presented the report.

The Chair asked the Applicant, Objector and Sub Committee whether they had any questions of Mr Knights and each responded saying they had no questions.

Applicant

On the invitation of the Chair, the Applicant presented his case in support of his application.

The Chair asked the objector whether he had any questions to ask the Applicant, and he indicated that he had no questions.

Members of the Sub Committee asked questions of the Applicant, and answers were provided.

Objector

On the invitation of the Chair, the objector read out his representation and concerns regarding the application.

The Chair asked the Applicant whether he had any questions to ask the objector and he indicated that he had no questions.

Members of the Sub Committee asked questions to the objector, and answers were provided.

Summary

Mr Carl Knights, the objector and the applicant were given the opportunity to sum up their positions.

The Sub-Committee retired from the meeting to consider their decision.

DECISION

The Chair advised that the Members had agreed that conditions be imposed on the licence, as detailed in paragraph 4.7 of the officer's report. Members had considered the following in reaching a decision:

1. There were no objections by the Police
2. There were no objections by Environmental Health
3. The objector's concerns were speculative and not substantial.

RESOLVED

The decision of the Sub Committee was to grant the licence, as follows:

Opening hours and the supply of alcohol for consumption on the premises only:

**LICENSING SUB-COMMITTEE
26.10.10**

Sunday to Thursday: 12:00 hours - 23:30 hours
Friday and Saturday: 12:00 hours - 00:00 hours

Late night refreshment indoors only:

Sunday to Thursday: 23:00 hours - 23:30 hours
Friday and Saturday: 23:00 hours - 00:00 hours

13. APPLICATION UNDER SECTION 17 OF THE LICENSING ACT 2003 - TESCO STORES LTD, BRISTOL ROAD, QUEDGELEY, GLOUCESTER

The Chair informed all present of the procedure to be followed.

The Sub-Committee considered a report outlining an application for Tesco Quedgeley for a licence under Section 17 of the Licensing Act 2003.

On the invitation of the Chair, Rebecca Tuck, Licensing and Enforcement Officer, presented the report. The application by Tesco Quedgeley was for the retail sale of alcohol (off sales only) for 24 hours from Monday to Sunday. She explained that due to the recent extension to the Tesco store, a new licensing application was required under the Licensing Act 2003. She referred to the documents supplied by the Police regarding crime and disorder in the vicinity. Tesco and the Police had agreed several conditions, however the security tagging of all items of alcohol for sale, had not been agreed.

The Chair asked the Tesco representatives, the Police, Quedgeley Parish Council and the Sub Committee whether they had any questions of Ms Tuck. There were no questions.

Applicant

On the invitation of the Chair, the Tesco representative presented the case in support of the application. An A3 map of the store layout was provided to all those present. It was noted that on page 85 of the report, it should be amended to read, 2 Tesco security staff and 3 personal licence holders, would be based at the store.

The Chair asked the Police whether they had any questions to ask the Tesco representative, and answers were provided.

Quedgeley Parish Council asked questions of the Tesco representative and answers were provided.

Members of the Sub Committee asked questions of the Tesco representative, and answers were provided.

Police Objection

On the invitation of the Chair, the Police presented their objection to the application.

The Chair asked the Tesco representative whether he had any questions to ask the Police and answers were provided.

Quedgeley Parish Council asked questions to the Police and answers were provided.

Members of the Sub Committee asked questions to the Police and answers were provided.

Parish Council Objection

On the invitation of the Chair, Quedgeley Parish Council presented their objection to the application.

The Chair asked the Tesco representative if they had any questions to ask Quedgeley Parish Council and answers were provided.

The Police asked questions of the Parish Council and answers were provided.

Members asked questions of the Parish Council and answers were provided.

Summary

Members asked further questions of the Tesco representative and answers were provided.

Rebecca Tuck, the Police, Quedgeley Parish Council and the Tesco representative were given the opportunity to summarise their positions.

The Sub-Committee retired from the meeting to consider their decision.

DECISION

The Chair advised that Members had noted the following in reaching a decision:

1. The security tagging of all items of alcohol for sale in the store was not a workable practice.
2. The concerns of the Police and Quedgeley Parish Council regarding anti-social behaviour in the area.

Members also noted the conditions agreed by the Police and the applicant prior to the hearing, as follows:

1. Alcohol sales shall not be made by any person under the age of 18 years, unless a person (over 18) attends the checkout to authorise each sale. 'Person' shall not include fellow checkout operators whilst they are working on another checkout
2. CCTV shall be maintained in good working order, shall record at all times the premises are open, unless exceptional circumstances arise. Recordings shall be kept for a minimum of 14 days and shall be produced on request of Police, Trading Standards or Council Officers. If the CCTV equipment breaks down, the premises management shall take the appropriate steps to fix the equipment as

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26.10.10**

soon as is reasonably practicable. On the request of either the Police or an authorised member of the council, an audit trail of the steps taken to fix the equipment will be provided

3. Alcohol shall not be displayed within 5 metres of any entrance/exit in regular use by customers
4. The premises will operate a Challenge 25 policy. Staff will be trained to request the appropriate identification from any person who appears to the member of staff operating the checkout to be under the age of 25 when buying alcohol. Acceptable ID will only be photographic proof of age, such as a passport, photo driving licence, national ID card or a pass-approved card.

RESOLVED

The decision of the Sub Committee was to grant a licence, for the retail sale of alcohol (off sales only) for 24 hours from Monday to Sunday at Tesco Quedgeley. The decision was subject to the above conditions previously agreed by the Police and Tesco, and that the following conditions be adopted:

1. At least 2 members of the security team would be present within the store throughout the time that the store participates in a licensable activity
2. A minimum of 3 Personal Licence holders would be based at the store, unless exceptional circumstances arose.

Time of commencement: 17:30 hours

Time of conclusion: 21:05 hours

Chair

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LICENSING SUB-COMMITTEE

MEETING : Monday, 1st November 2010

PRESENT : Cllrs. C. Witts, Noakes and Brown

Officers

Lisa Wilkes, Food Safety and Licensing Service Manager
Rebecca Tuck, Licensing Enforcement Officer
Steve Isaac, Solicitor
Amanda Tarren, Democratic Services Officer

Also in Attendance

A M Skidmore, Secretary, Quedgeley Social Club
Mike Matthews, Applicant's Solicitor
Nigel Bullock, Manager, Quedgeley Social Club
Mrs Hunt, Objector
Mr Flowers, Objector

14. ELECTION OF CHAIR

Councillor C. Witts was elected as Chair.

15. INTRODUCTIONS AND PROCEDURES

The Chair introduced the Panel and the officer in attendance. The Chair outlined the procedure to be followed.

16. DECLARATIONS OF INTEREST

There were no declarations of interest.

17. APPLICATION TO VARY CLUB PREMISES CERTIFICATE UNDER SECTION 84 OF THE LICENSING ACT 2003 - QUEDGELEY SOCIAL CLUB, SCHOOL LANE, QUEDGELEY, GLOUCESTER

The Sub Committee and all parties considered a report for a variation to a club premises certificate under Section 84 of the Licensing Act 2003 for Quedgeley Social Club.

On the invitation of the Chair, Ms Rebecca Tuck, Licensing and Enforcement Officer, presented the report. She highlighted the conditions proposed by the Police in Appendix B of the report.

The applicant asked questions of the Licensing and Enforcement Officer, and answers were provided. The applicant advised an amendment on page 15 of the report, that Section L of the application should be marked 'on the premises'. He advised a proposal to condition the use of the courtyard area by club members for no licensable activity beyond 21.00 hours every day.

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01.11.10

Residents asked questions of the Licensing and Enforcement Officer, and answers were provided.

Members asked questions of the Licensing and Enforcement Officer, and answers were provided.

On the invitation of the Chair, the applicant presented the case in support of the variation of the premises certificate. The applicant provided to Members a detailed map and an aerial photograph of the area surrounding the club. He explained that the courtyard area was not conditioned at present and that this variation may condition to limit the use of the courtyard by the club. He advised that a screen was proposed by the club to help to deflect noise away from neighbouring properties.

Residents asked questions of the applicant, and answers were provided.

Members asked questions of the applicant and answers were provided.

On the invitation of the Chair, the residents presented their objections to the variation of the premises certificate.

The applicant confirmed that he had no questions to ask the residents.

Members asked questions of the residents and answers were provided.

The Licensing and Enforcement Officer, the residents and the applicant were given the opportunity to summarise their positions.

The Sub committee retired from the meeting to consider their decision.

DECISION

The Chair advised that the decision of the Sub committee was to grant the variation of the club premises certificate to incorporate the courtyard within the licensed area as shown in Appendix A of the officer's report. The supply of alcohol was granted, as follows:

1. Monday to Sunday (inc) from 11.00 to 23.30 hours
2. Seasonal Variations
 - Christmas Eve 11.00 – 00.30
 - Boxing Day 11.00 – 00.30
 - New Year's Eve 11.00 – 02.00
3. The conditions listed in Appendix B of the officer's report, with the amendment of the outside entertainment to conclude no later than 21.00 hours from Monday to Sunday.
4. A privacy screen shall be installed and maintained as detailed in the specification given in the officer's report.
5. The Club should monitor and control noise disturbance within the carpark area.

Time of commencement: 18:00 hours
Time of conclusion: 20:00 hours

Chair

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Gloucester City Council

COMMITTEE	: LICENSING AND ENFORCEMENT COMMITTEE
DATE	: 16th NOVEMBER 2010
SUBJECT	: TAXI AND PRIVATE HIRE SCRUTINY STUDY
DECISION TYPE	: POLICY AND FRAMEWORK
WARD	: ALL WARDS
REPORT BY	: GILL RAGON, GROUP MANAGER OF ENVIRONMENTAL HEALTH AND REGULATORY SERVICES
NO. OF APPENDICES	: 1. TAXI/PRIVATE HIRE SURVEY REPORT BY MOUCHEL. 2. TAXI/PRIVATE HIRE SCRUTINY STUDY ACTION PLAN (SIGNED BY CHAIR OF HCA). 3. DEPUTATION FROM CHAS RODGERS ON BEHALF OF HACKNEY CARRIAGE ASSOCIATION. 4. E-MAIL FURTHER COMMENTS FROM CHAIR OF HCA. 5. TENDER E-MAIL CONFIRMATION FROM CHAIR OF HCA. 6. TENDER E-MAIL CONFIRMATION FROM PRIVATE HIRE REPRESENTATIVE. 7. MOUCHEL RESPONSE TO HCA DEPUTATION 8. DRIVER CONSULTATION INVITATION (HC) 9. DRIVER CONSULTATION INVITATION (PH)
REFERENCE NO.	: ES21011

1.0 PURPOSE OF REPORT

- 1.1 To present to Members the Taxi/Private Hire survey report prepared by Mouchel Ltd on the current level of demand for hackney carriage and private hire services and Gloucester City Council's (GCC) current policy.

2.0 RECOMMENDATIONS

- 2.1 Having considered the report and subsequent Taxi Scrutiny Study Action Plan which incorporates the report's recommendations Members have the following options:
- (a) Accept the report and resulting recommendations contained within the Taxi Scrutiny Study Action Plan in full or in part, or
 - (b) Reject the report's recommendations contained within the Taxi Scrutiny Study Action Plan in full.

3.0 BACKGROUND

- 3.1 Gloucester City Council as the statutory licensing authority for hackney carriage (taxi) and private hire services is able to set safety and design standards for vehicles used, determine fares (for taxis) and limit the number of hackney carriage vehicle licences issued (in accordance with paragraphs 3.4 – 3.6 below).
- 3.2 A previous study was conducted in 2002 by MCL Transport Consultants which resulted in calls from the trade for greater consultation in any future study. In January 2002 Mr Charles Rodgers spoke out at Cabinet against the methodology and various findings of the MCL Transport Consultant Study into the availability of taxis in Gloucester. As a result of this, the trade have been involved at all stages of this survey. This is detailed below in paragraphs 4.1- 4.6.
- 3.3 The present survey is intended to provide Gloucester City Council accurate, useful and robust information on all relevant aspects of taxi operations with reference to:
- (a) Understand the quality of service members of the public are experiencing.
 - (b) Apply the Department for Transport best practice guidance.
 - (c) Provide robust evidence of the current demand for Hackney Carriage service in Gloucester City.
 - (d) Present an evidence base on which future improvements can be built using an action plan.
 - (e) Involve stakeholders to the level that will encourage the ownership of any solutions brought forward.
- 3.4 The ability to place a restriction on the number of hackney carriage vehicle licences granted is contained within section 16 of the Transport Act 1985. This provides that the grant of a taxi licence may be refused for the purposes of limiting the number of licensed taxis 'if, but only if, the local licensing authority is satisfied that there is no significant demand for the services of hackney carriages which is unmet'.
- 3.5 The Department for Transport Best Practice Guidance 2010 recommends that licensing authorities do not impose restrictions on the number of licences issued.
- 3.6 Section 161 of the Equalities Act 2010 which will come into force some time after April 2011 will restrict the ability of licensing authorities to control the number of Hackney Carriage Vehicles where the authority has relatively few numbers of wheelchair accessible vehicles.
- 3.7 The Transport Minister has also announced that all local authorities will need to ensure a percentage of their fleet are wheelchair accessible, to be implemented on or after 1st April 2011. Consultation will be carried out on the percentage figure in due course, but it has been indicated the percentage figure may be around 35%.

4.0 PROGRESS

- 4.1 During the tendering process in 2009, three quotes were obtained. On November 26th 2009, The Food and Licensing Service Manager (John Guild) and a Licensing and Enforcement Officer (Tony Moseley) met with the Chair of the Hackney Carriage Association (Zeya Ahmed) and a Private Hire Representative (Phil Bartholomew) to discuss the quotes obtained.
- 4.2 The quote provided by Mouchel demonstrated the most comprehensive and professional of approaches at the best value. Each representative from the Hackney Carriage and Private Hire trade also confirmed this. A copy of their e-mails can be found in Appendices 5 and 6.
- 4.3 Mouchel Ltd were officially accepted to carry out the survey on 5 March 2010. An inception meeting was held on 18th March 2010 followed by meetings with representatives of the hackney carriage and private hire trade. The survey itself was carried out in April 2010. The full report by Mouchel is attached in Appendix 1 of this report.
- 4.4 During the study, Mouchel consulted with the Hackney Carriage and Private Hire trades separately. Findings of which can be found in the study report in Appendix 1. Copies of the invitations can be found in Appendices 8 and 9.
- 4.5 A representative from Mouchel Ltd will be present at the committee to present their findings and answer any queries that Members may have.
- 4.6 The Action Plan in Appendix 2 was prepared in liaison with the Hackney Carriage and Private Hire trade. The Action Plan was agreed and signed by the Chair of the Hackney Carriage Association.
- 4.7 Further comments have been submitted by Mr Charles Rodgers in a deputation representing the Hackney Carriage Association. Details can be found in Appendix 3 of this report. Further comments expanding on this deputation were also sent by the Chair of the HCA and can be found in Appendix 4 of this report.
- 4.8 Mouchel have been given a opportunity to consider the deputation submitted by Mr Rodgers and a copy of their response is attached in Appendix 7.
- 4.9 In addition, I would also add further points of clarification in response to the deputation:
- a) Mr Rodgers made reference to some offences identified during the study regarding in-house booking systems. Members are advised that further work has already been conducted to address these matters and ongoing work is identified in the associated Action Plan in Appendix 2 of this report.
 - b) The matters raised about parking in Eastgate Street were identified in the Study Report by Mouchel and further recommendations were made regarding the design of Eastgate Street noted in point 3 of the Action Plan in Appendix 2. Further enforcement action has already been carried out on illegal parking from consultations with the Parking Team, resulting in the recent improvements Mr Rodgers refers to.

- c) It was intended to study the taxi and private hire service as a whole in addition to considering those aspects as outlined in paragraph 3.3 of this report. The demand study relates only to the Hackney Carriage vehicles.
- d) The taxi rank at the Railway Station was considered in the study because it acts as a main rank within the City providing a service to members of the public and certainly those who may be visiting Gloucester City for the first time. It is a private rank run by First Great Western not the City Council. The recommendations made in the report was intended to meet paragraph 3.3 (e) of this report 'involving stakeholders'. The solutions identified in the Study Action Plan are suggestions for First Great Western to consider, helping improve the service as a whole. Whilst a slight unmet demand was identified at this rank, Mouchel has not contributed this element to the Hackney Carriage demand part of the study, but identified that the Station may want to consider increasing the number of permits they issue. The phone link was suggested by members of the trade during one of our regular liaison meetings as a method to contact permit holders for the railway rank.

5.0 FUTURE WORK

- 5.1 The recommendations from Mouchel's report are contained within the Taxi Study Action Plan attached at Appendix 2 of this report.
- 5.2 The Licensing Department has regular meetings with the trade and will discuss the implementation of the Action Plan's proposals.
- 5.3 It is proposed that if required, surveys are carried out on a three yearly basis to ensure the positive development of the trade for the benefit of Gloucester.
- 5.4 Members are advised that the impact of the Equalities Act 2010 will be taken into account when determining any future action by Gloucester City Council.

6.0 CONCLUSIONS

- 6.1 Members are advised to consider the information contained in Mouchel's report and proposals contained in the Taxi Scrutiny Study Action Plan and make a decision in accordance with paragraph 2.1 of this report.

7.0 FINANCIAL IMPLICATIONS

- 7.1 Any work required to take the Action Plan forward will incur costs to Gloucester City Council and partner agencies through staff time and related costs. The majority of these costs should be met through fees levied for the grant of licences to the trade.

8.0 LEGAL IMPLICATIONS

- 8.1 Gloucester City Council has adopted the provisions of the Local Government Miscellaneous Provisions Act 1976, which enables it to regulate the Private Hire

and Hackney Carriage trades. This includes the imposition of reasonable licence conditions and a provision for providing Taxi Ranks in Section 63.

- 8.2 Taxi Ranks on private land, such as at the railway station is not normally regulated by the Local Government (Miscellaneous Provisions) Act 1976, but are matters of agreement between Great Western and the licence holders. They can be designated as a taxi rank under the Local Government (Miscellaneous Provisions) Act 1976 in association with (in the case of railway stations) section 76 Public Health Act 1925.

9.0 RISK MANAGEMENT IMPLICATIONS

- 9.1 None

10.0 PREDICTIVE IMPACT ASSESSMENTS (EQUALITIES) AND COMMUNITY COHESION

- 10.1 The provision of an accessible fleet for all members of the public is recognised as important for all sections of the community and will be at the forefront of any decisions made by the licensing authority. The Equalities Act 2010 will enable the Secretary of State to make Regulations as to the design and type of licensed hackney carriage vehicles in order to ensure the availability of wheelchair accessible vehicles.
- 10.2 Section 164 of the Equalities Act enables the licensing authority to apply for an exemption from any taxi accessibility regulations made. It is known that some less mobile members of the community who do not use wheelchairs can have difficulty in using wheelchair accessible vehicles due to their design. The option of an exemption will be considered if appropriate at any future date to ensure all members of the community have equal access to licensed vehicles.

11.0 OTHER CORPORATE IMPLICATIONS

1. Community Safety (Author to complete)

An effective Hackney Carriage and Private Hire service contributes towards residents feeling safe in the Community.

2. Environmental (Author to complete)

Hackney Carriage and Private Hire licensed drivers provide an important addition to the public transport provision in the City and so contribute to environmental sustainability.

3. Staffing (Human Resources to complete)

None

4. Trade Union (TU to complete)

None

- Background Papers** : Mouchel Ltd. Taxi/Private Hire Survey Final Report
- Published Papers** : Local Government (Miscellaneous Provisions) Act 1976 DfT – Taxi and Private Hire Licensing: Best Practice Guidance (2009)
Gloucester City Council Cabinet Report ES20206 (13th March 2002) – Study into the availability of Taxi's in Gloucester – Policies for review
Gloucester City Council Cabinet minutes 13th March 2002 – (minute 116.7)
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Gloucester City Council Taxi / private hire survey

Final Report

26 August 2010



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Document Control Sheet

Project Title	Gloucester City Council taxi / private hire survey
Report Title	Final Report
Revision	A
Status	Final
Control Date	26 August 2010

Record of Issue

Issue	Status	Author	Date	Check	Date	Authorised	Date
1	Draft	I Akram	17/ 6/10	I Millership	30/ 6/10	R Surl	1/ 7/10
2	Final	I Akram	17/6/10	I Millership	18/8/10	R Surl	25/8/10

Distribution

Organisation	Contact	Copies
Gloucester City Council	Anthony Moseley	1
Gloucester City Council	Lisa Wilkes	1

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1 Introduction

1.1 Study background and brief

Mouchel Ltd was invited to submit a quotation to undertake a review of Gloucester City Council's (GCC) current taxi policy by email invitation on 18th September 2009 (please see **Appendix 1**). This was supplemented by a pre-tender meeting and site visit undertaken on 5th October 2009. Our proposal document prepared in October 2009 was officially accepted on 5th March 2010. An Inception Meeting was held on 18th March 2010 for which the Meeting Minutes are located in **Appendix 2**. A meeting was held on the same date with the representatives of the hackney carriage and private hire trade for which the Meeting Minutes are also located in **Appendix 2**. A Draft Final Report review meeting was held on 21 July 2010 to identify any factual or missing issues with the Draft Final Report leading to the re-issue of this Report for final comment on 19 August 2010.

The previous study was conducted in 2002. There was some concern raised by the trade that more consultation was required. More recent developments have included some hackney carriage drivers being trained as "taxi ambassadors" and the police working with Marshalls to clear the city centre on club evenings, including the introduction of the rank on Eastgate Street.

1.2 Local background and taxi industry context

Each Taxi Licensing Authority in England supervises the operation of two kinds of licensed vehicle. The focus of the licensing authority is purely on vehicles which are not public service vehicles. The two kinds of vehicle licensed are hackney carriage vehicles (sometimes known as 'taxis' in legislation), which alone are able to wait at ranks and pick up people in the street (ply for hire), and private hire vehicles, which can only be booked through an operating centre and who otherwise are not insured for their passengers (often termed 'taxis' by the public). For the sake of clarity, this report will refer to 'licensed vehicles' when meaning hackney carriage and private hire globally, and to the specific type when dealing with one or other type of vehicle. The term 'taxi' will be avoided as far as possible, although it has to be used in its colloquial form when dealing with the public, few of whom are aware of the detailed differences.

Gloucester City is a predominantly urban area bounded to the north by the A40, the east by the M5 and the west by the River Severn. There are several distinct suburban areas, the largest of which is Quedgley, but none appear large enough to support hackney rank provision. Ranks are therefore only located in the city centre. New housing development is occurring within and on the boundary of the city, and there is a significant amount of development ongoing, including that occurring at the Quays, just south of the Maritime Museum. **Figure 1-1** shows the full licensing area for which this Report applies.

The most recent GCC statistics indicate (provided on 16 April 2010) that the hackney carriage fleet now formally stands at 131 vehicles and the private hire fleet at 268 vehicles. Using Department for Transport (DfT) statistics for 1997 shows growth of hackney carriage vehicles from 73 in 1997 (an increase of 79%) whilst private hire vehicles rose from 67 in 1997 (a fourfold increase).

The DfT statistics also suggest that the limit on hackney carriage vehicle licenses ceased after 1997. At the time, the formal limit was 73, although one of the latter new plates on offer was not taken up. At the present time it is understood that the number of vehicles retaining grandfather rights is 69.

Since the commencement of this Study, a set of Rule Books have been issued for the Trade, which lay out clearly the way in which the trade operations in Gloucester City are understood to operate. Three books exist, all currently dated June 2010, Hackney Carriage, Private Hire and Private Hire Operators. These usefully summarise the present position of the licensing authority on relevant matters to each section of the trade.

On removal of the numerical limit on hackney carriage vehicles, any new vehicles had to be wheelchair accessible using the Public Carriage Office (PCO) standard. In 2002, this definition was relaxed to allow converted wheelchair accessible vehicles (WAVs). At present, any current saloon vehicles can be replaced with more recent saloon vehicles and there is no plan at this time to revise this regulation. The 2007 DfT survey suggests there were six WAVs and 12 converted WAVs in the hackney carriage fleet at that time. A review of this strategy to further increase the proportion of vehicles that make such provision was required to be considered as part of this study. **Table 1-1** shows the number of WAVs in the hackney carriage fleet between 1997 and 2010:

Year	WAVs	Fleet	Percentage
1997	4	73	5.5%
1999	7	77	9%
2004	36	110	33%
2005	36	110	33%
2007	18	126	14%
2010	19	131	14.5%

Table 1-1 Percentage of WAVs in hackney carriage fleet (1997-2010)

Table 1-2 below shows the locations, operating period and capacity of the hackney carriage ranks in Gloucester as provided by GCC, and modified from our proposal by our discussions at the Inception Meeting. There are a total of four active full-time ranks. The railway station rank is on private land and requires a supplementary permit from First Great Western (FGW), limited to 20 vehicles (by FGW). **Figure 1-2** shows the location of each rank, whilst **Figure 1-3** provides photographs of each of the ranks, taken during the study. In addition, there are three ranks related to former clubs; one on Quay Street, one on Upper Quay Street and another on Brunswick Road. Even though they remain marked, our site visits confirmed that these ranks are unused and have no potential for re-use unless the licensed premises nearby re-open.

Location	Period of Operation	Number of Spaces	Key Demand
Ranks serving other Public Transport			
Gloucester Railway Station	24 hours	5	√
Daytime and Evening Ranks			
Bus Station	24 hours	7	√
Evening only ranks			
Eastgate Street	2200 to 0500	4	√
Daytime Shopper Ranks			
The Oxeboode	24 hours	7	√
Disused or Unused Rank Locations			
Brunswick Road	Unknown	3	Disused (club closed)
Upper Quay Street	2000 to 0600	8	Unused
Quay Street	Unknown	5	Disused (club closed)

Table 1-2 List of taxi ranks

Night time demand is currently monitored by the Police and the Council, including a significant amount of enforcement ensuring safer operation by private hire vehicles.

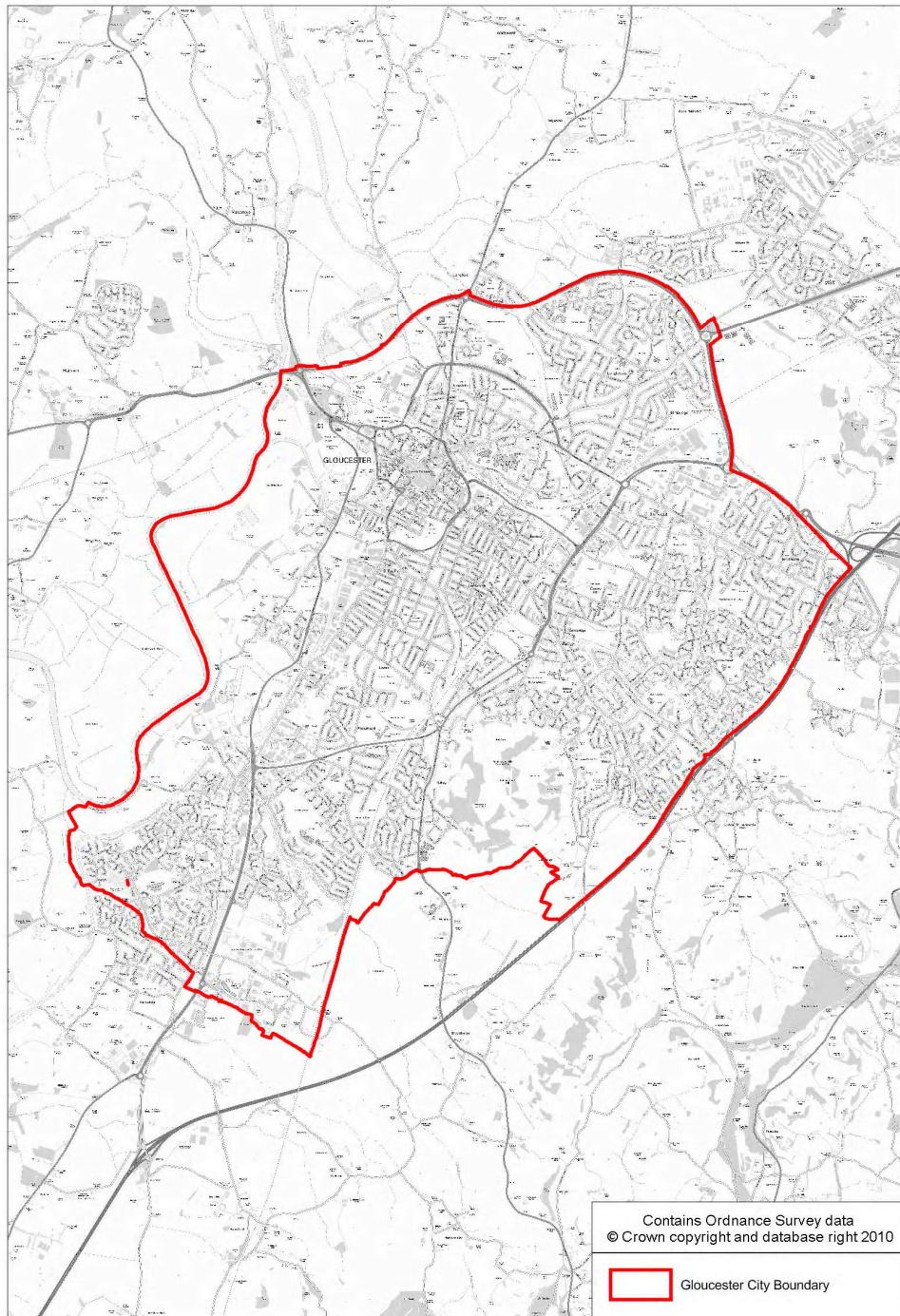


Figure 1-1 Gloucester City Council licensing area

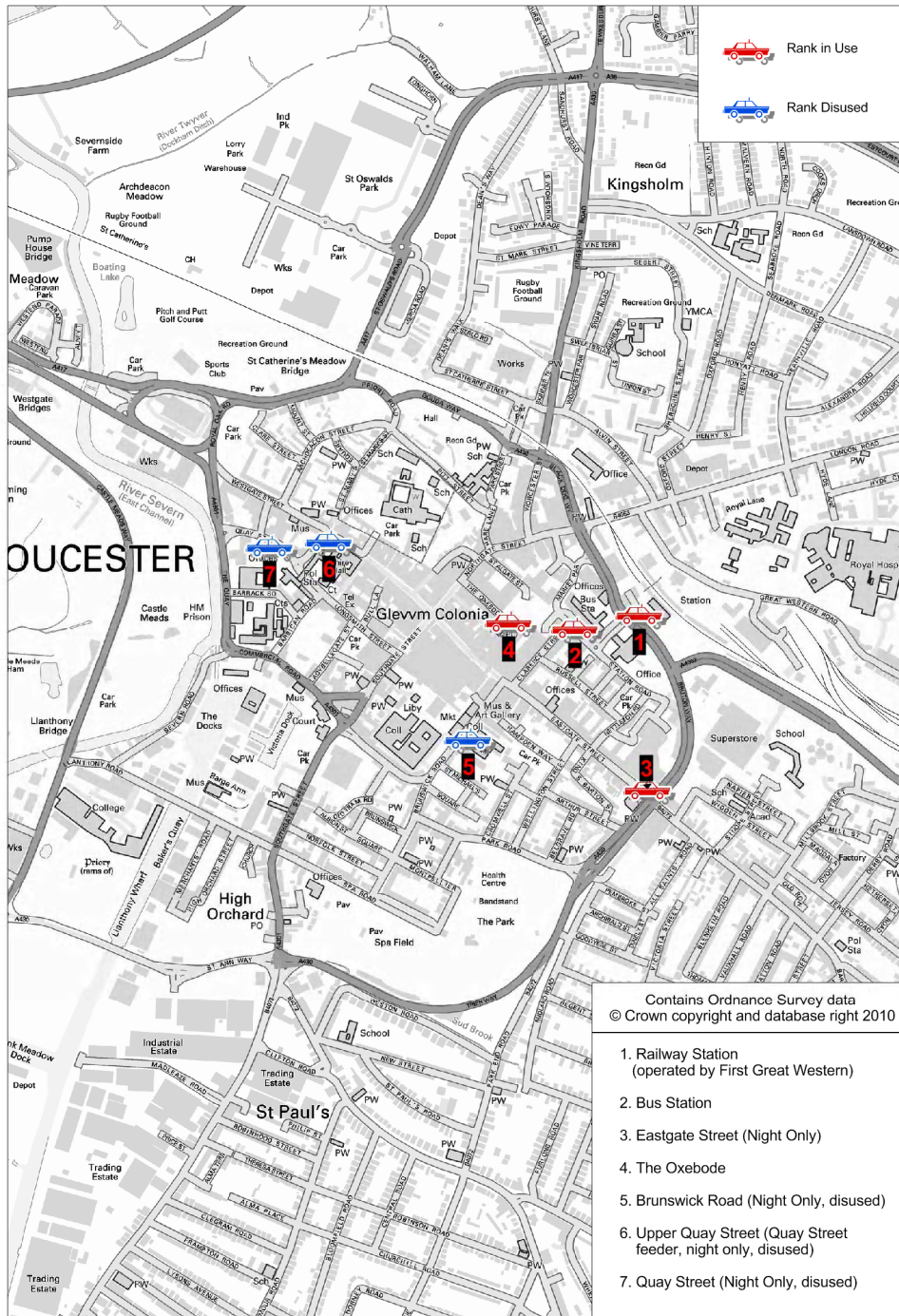


Figure 1-2 Location of ranks in Gloucester City Licensing Area

Taxi Ranks within Gloucester	Photographs taken March/April 2010
<p><i>Gloucester Railway Station</i></p>	<p><i>Gloucester Bus Station</i></p>
<p><i>Eastgate Street</i></p>	<p><i>The Oxbode</i></p>
<p><i>Brunswick Road (disused)(closed club to left)</i></p>	<p><i>Upper Quay Street (unused)</i></p>
<p><i>Quay Street (disused)</i></p>	<p><i>Quay Street (closed down club premises)</i></p>

Figure 1-3 Photographs of rank locations

1.3 Study objective

The principal objective of this study is to determine whether or not the number of hackney carriage vehicle licenses in the city of Gloucester should be limited. In addition GCC considers that, with Gloucester in the throes of multi-million pound redevelopment, this is an appropriate time to consider the contribution of hackney carriage and private hire vehicles to overall transport within the Council area. A review of rank provision and design was also required as well as recommendations about how the nightlife culture in Gloucester can best be served by licensed vehicles alongside the need to ensure public safety.

Another key objective of this study, alongside the need to satisfy current DfT requirements, is to ensure that the overall 'taxi' trade provides the best possible service to the public living in the licensing area, as well as all those who visit Gloucester.

1.4 Proposed study outputs and outcomes

The study follows a statistically robust methodology, underpinned by collection of a solid dataset of information, to develop recommendations which the Council can implement with confidence. The Report seeks to satisfy current DfT requirements (as outlined in the April 2010 Best Practise Guidance) and build on the clear willingness to ensure that the overall 'taxi' trade provides the best possible service to those using 'taxis' in the Gloucester licensing area.

The study concludes by setting Gloucester taxis within a "Living Strategy" capable of evolving over the next five to 10 years within the development of the new Local Transport Plan (LTP) for the area. A key output will be an Action Plan for developing the full hackney carriage and private hire industry to the benefit of Gloucester.

1.5 Study content

This report contains the following Chapters:

Chapter 2: Gloucester taxi industry statistics

Chapter 3: Rank surveys and analysis

Chapter 4: Public and stakeholder consultations

Chapter 5: Mystery shopper results

Chapter 6: Summary and conclusions

Chapter 7: Recommendations.

2 Gloucester City taxi industry statistics

2.1 Introduction

Details of the current hackney carriage and private hire industry in the Gloucester licensing area were identified from information provided by GCC's Licensing Department following our inception meeting. The following sections evaluate these details to set the local licensed vehicle service within a more national context. They also confirm the study methodology as outlined in our proposal and refined during the inception meeting.

2.2 Background to this study

The principal objective of this study is to determine what level of demand exists for hackney carriage and private hire vehicle services in the GCC area. A further objective is that any policy revision required to ensure a proper and appropriate provision of licensed vehicles should be considered. This study will also ensure licensed vehicles are set in the context of the wider public transport offer of the city, including consideration of new opportunities to develop the offer of licensed vehicles. In this context, this study aims to set taxi policy and development within the context of a Living Strategy capable of evolving over the next five to ten years.

A number of matters were discussed in more depth regarding our proposed methodology at the inception meeting, the minutes of which are included in **Appendix 2**.

It was confirmed after observation that the Brunswick Road, Upper Quay Street and Quay Street rank locations were related to clubs now closed and were not likely to be used during the course of the study, and would therefore not need to be surveyed. GCC agreed with this conclusion. Further, the Upper Quay Street rank had never actually been used as the feeder it was proposed to be for the main Quay Street location. It was also identified that the further night demand area which might need to be observed was no longer required during our discussions with the police and night club owners.

GCC also agreed that drivers should be invited to the trade consultation day, held on Tuesday 18th May, through a letter posted to each driver by the council. It was also agreed that trade representatives would ensure the word was also spread about the consultation day.

2.3 Previous study

In January 2002, a report entitled "Taxi Services Scrutiny Study" was produced, for which information was gathered during October and November 2001 from the following data sources:

- Hackney carriage rank observations (162 hours by manual methods)
- Private hire vehicle activity review (from operator records)
- Postal and on-street consumer surveys (the latter only with those having used a taxi at least once in the last year)
- Stakeholder consultation
- Comparison to other licensing authorities (all other Gloucestershire districts plus 14 other similar locations)

In an average week in 2002, with the city population approaching 110,000, some 16,500 passenger journeys were estimated to be undertaken in licensed vehicles comprising 1,730 rank hires and 8,000 telephone bookings. The bus station rank was the main location for rank hires, accounting for 75% of observations. Peak waiting times of half an hour for a hackney carriage were identified, as well as a lack of vehicles taking bookings from the rank during peak demand times.

At the time of the 2002 study there were 79 hackney carriages, many of which were linked to radio circuits allowing them to be drawn upon to respond to telephone bookings. The study recorded that, since 1998, GCC had allowed new hackney plates, but only if they were the strict London style (ie Tx1 or Metrocab at that time). There was also a limit of three vehicles set on the number of hackney carriage vehicle licences any proprietor could own. The hackney fleet was supplemented by 108 private hire vehicles. All licensed vehicles undertook a significant amount of work on contract to social services and education customers.

The on-street consumer surveys identified that over 85% of those interviewed never or infrequently used taxis. Just 27% who used a taxi knew the difference between a hackney carriage and a private hire vehicle.

Other consultation found that the standard of licensed vehicles in Gloucester in 2002 was perceived to be high. In 2002 it was expected that the King's Square regeneration might see the Oxeboode rank moved to St Aldate Street, but no date for this was known.

The hackney trade suggested a need for a rank on Eastgate Street to serve the late night demand. However, consultation also suggested that public order issues arose from a lack of licensed vehicles late at night.

Overall, the 2002 study concluded that the service obtained by passengers at hackney carriage ranks fell short of what was expected. It was suggested that the level of Wheelchair Accessible Vehicles (WAVs) in the hackney fleet *"made hiring one difficult at the times when they are most needed"*.

The 2002 study identified significant unmet demand on the basis that 1,273 passengers were observed waiting on 256 occasions out of 1,863 observations of rank hires. The chance of having to wait for a hackney carriage was estimated at over 40%, which was in excess of the recommended level of 10%. The railway station saw the least satisfactory overall service where passengers were waiting for a taxi on 45% of observed occasions.

Had there been a limit on vehicles, the 2002 study would have suggested 35 new licences (giving a total of 114 hackney carriages) although it was acknowledged this would not be a viable proposition in business terms given that the main source of the need for extra vehicles was late at night, with daytime demand generally well met. It was also suggested the real need at night was to achieve greater capacity, either from encouraging more drivers to work then, or from allowing larger vehicles.

Records were obtained for bookings made with the three largest private hire operators. These estimates excluded any hackney carriage private hire bookings and were factored up to estimate the total private hire bookings. This led to the estimate of 8,000 pure private hire bookings per typical week. Plots of destinations for these bookings were also produced showing destinations mainly within Gloucester although some were in Cheltenham. Origins were well spread around Gloucester, with more from the central area.

Thought was given to the need for a fare increase, and on balance some increase was felt to be necessary, as was agreement of a process for guiding future revision. It was also considered by the 2002 study that restoration of a 30% differential between day and night tariffs might increase the availability of vehicles when they were most needed.

2.4 Comparison of general statistics

Statistics to compare Gloucester to other surrounding licensing authorities were extracted from publicly available documents. These are shown in **Table 2-1** below in descending order of the number of hackney carriages per population of 1,000. At the present time no district shown in the table below has a limit on hackney carriage vehicle numbers.

DfT Statistics 2007	Restricted	Number of hackney vehicles	Population (2006 based estimates of 2009) (000)	No of hackney carriages per 1000 population	No of private hire vehicles	No of private hire per 1000 population	Total no of licensed vehicles	Total number of licensed vehicles per 1000 population
Cheltenham	No	207	113	1.8	235	2.1	442	3.9
Bristol	No	600	428	1.4	662	1.5	1262	2.9
Gloucester	No	131	116	1.1	268	2.3	399	3.4
Stroud	No	103	113	0.9	82	0.7	185	1.6
Cotswold	No	67	85	0.8	46	0.5	113	1.3
Forest of Dean	No	41	83	0.5	10	0.1	51	0.6
Tewkesbury	No	5	81	0.1	50	0.6	55	0.7
Total of above		1154	1019	1.1	1353	1.3	2507	2.5

Table 2-1 Comparison of licensing statistics for Gloucester and other nearby districts

Source: Department for Transport (DfT) Survey of Licensing Statistics published 2007.

Note¹: Vehicle numbers supplied by Gloucester Council November 2009.

The table above indicates that Gloucester has the third highest number of hackney carriage vehicles per 1,000 people after Bristol and Cheltenham. All other authorities have less than one vehicle per 1,000 persons. As none have limits, these effects are principally market-led.

Gloucester has the highest number of private hire vehicles per 1,000 people, followed by Cheltenham and Bristol. The overall provision of licensed vehicles is above the average for the authorities in the table which suggests a good provision of licensed vehicles within Gloucester, although the balance of hackney carriages compared to private hires is very much favoured towards the private hire.

More interestingly, the level of licensed vehicles is better in both Gloucester and Cheltenham than in Bristol. It is Cheltenham, however, that has the best provision of licensed vehicles, principally since it has a higher number of hackney carriages than Gloucester for a very similar level of population. The licensing officer at Cheltenham confirmed that Cheltenham has had a wheel-chair accessible vehicle only policy for all new hackney carriage plates since 1999, in a similar manner to Gloucester. However, it does not have any livery requirement, which might account for some of the extra vehicles in Cheltenham. Other issues that might encourage a higher provision in Cheltenham included a higher proportion of the student population being based in Cheltenham, the existence of the principal long distance rail station (for cross country services) being in Cheltenham, and a perceived higher level of tourism in Cheltenham. A more vigorous knowledge test had also only recently been implemented in Cheltenham that might have made a difference to Gloucester in the past. Interestingly, the level of hackney carriages in Cheltenham has not risen since 2007, with there still being 207 hackney carriage vehicles as at August 2010.

It is acknowledged that the high relative level of private hires in Gloucester may be partly due to the large size of the urban area whose density is not sufficient to generate need for hackney carriages but sufficient to encourage the need for private hire services.

2.5 Basic structure of the industry

Table 2-2 shows the basic structure of Gloucester's licensed vehicle industry in 2010 and confirms the dominance of the private hire vehicle within the licensed fleet of Gloucester.

Taxi Vehicle Type	Number of Licensed Vehicles	
	Number	Percentage
Hackney carriage	131	33%
Private hire	268	67%
Total	399	100%

Table 2-2 Gloucester taxi industry structure

Table 2-3 highlights the growth in hackney carriage and private hire vehicles using DfT statistics since 1997 with the exception of 2010, which were provided directly by GCC. A total of 58 additional hackney carriage licences have been issued since 1997. Private hire vehicle numbers have risen since 1997 by 201 vehicles. The total overall licensed vehicle fleet has risen by 259 vehicles in the last 13 years, which is a 185% increase. There was stagnation in the growth of both hackney carriage and private hire vehicles between 2004 and 2005, although this may be an error in the DfT statistics. However, growth in private hire vehicles has been particularly strong since 2007 in any case (and possibly therefore since 2005).

Year	Gloucester Vehicle Numbers				
	Hackney	Restricted	Private Hire	TOTAL	Annual Change
2010	131	No	268	399	+ 16%
2007	126	No	146	272	+ 13%
2005	110	No	105	215	0%
2004	110	No	105	215	+ 7%
1999	77	No	83	160	+ 7%
1997	73	Yes	67	140	

Table 2-3 Historical vehicle number growth

Source: DfT Statistics and Gloucester Council (1997-2007)

The Licensing Team produce a regular newsletter for the Trade, the latest issue of which was made available in March 2010. A number of changes were made from 1 March 2010, including the application of the new age limit for licensing on first occasion (to five years from the previous four), and for removal from service to be increased to ten years after manufacture, rather than the previous eight.

Other matters referred to by the newsletter included the new rules books, use of Eastgate Street, confirmation of continuation of the Eastgate Marshalling scheme, and clarification of how in-house booking systems should be used. Further comments regarding these issues are included further in this Report.

2.6 Fleet composition

Analysis was undertaken to show the typical vehicle types in the Gloucester licensing area. At the present time, the hackney carriage fleet is made up of several different sections. Any owner from before 1997 can retain their vehicle as saloon style. Plates issued since 1997 must be a WAV according to the current GCC accepted wheelchair accessible vehicle policy.

Table 2-4 illustrates the make up of the hackney carriage fleet shown in alphabetical order of vehicle make, with WAVs first. The most common hackney carriage model is the Ford Mondeo with 16 vehicles. The Fiat Doblo is second most popular with 12 vehicles. There are 46 different models reported. Overall the most popular make of hackney carriage is Ford with 29 vehicles.

There are only 19 WAVs (using the defined vehicle types shown below, as agreed with the Licensing section), or 14.5% of the fleet.

Eight different varieties of vehicle are used with the Fiat Doblo having the most (9 vehicles). The LTI style, purpose-built, vehicles only account for three of the 19 WAVs.

Although the level of vehicles is relatively low, the range of types of vehicle serving this market is very wide.

Make	Model	Make Total	Model Total
Wheelchair Accessible	Fiat Doblo	9	9
	TX I	3	2
	TX II		1
	Renault Traffic	3	2
	Renault Kangoo		1
	Fiat Scudo	1	1
	Peugeot Horizon	2	1
	Peugeot Partner		1
	VW Shuttle	1	1
Chrysler	300	2	2
Citroen	Berlingo	3	2
	Picasso		1
Fiat	Combi	4	1
	Ulysse		3
Ford	Focus	29	2
	Galaxy		9
	Mondeo		16
	Tourneo		2
Jaguar	X-Type	2	2
KIA	Carens	6	1
	Sedona		5
Lexus	IS 220D	1	1
Mercedes	Vito	2	1
	CDI		1
Peugeot	307	25	10
	406		3
	407		2
	SW		1
	607		1
	807		3
	Eurobus		1
	Expert		2
Renault	Megane	3	1
	Scenic		2
Rover	CDT1	2	1
	75		1
Skoda	Octavia	13	7
	Roomster		1
	Superb		5
Toyota	Avensis	2	2
Vauxhall	Astra	11	1
	Insignia		1
	Vectra		8
	Zafira		1
Volkswagen	Passat	5	3
	Sharan		1
	Touran		1
Unknown			2
Total			131

Table 2-4 Fleet Composition – Hackney carriage

Table 2-5 illustrates the make up of the private hire vehicle fleet shown in alphabetical order of make. The most common private hire vehicle model is the Ford Mondeo with 27 vehicles. 60 different models are represented in the fleet. Overall the most popular make of private hire vehicle is Ford with 44 vehicles. The private hire fleet does contain five vehicles that are counted as being WAV according to the current Council standards, all of which are Fiat Doblo.

Make	Model	Make Total	Model Total
Wheelchair Accessible	Fiat Doblo	5	5
Alpha Romeo	156	1	1
Audi	A4	2	1
	A6		1
BMW	525D SE	3	1
	520D SE		1
	730 SE		1
Chrysler	Grand Voyager	3	2
	300		1
Citroen	C8	10	3
	Xsara		4
	Xsara Picasso		3
Fiat	Ulysse	1	1
Ford	Focus	44	2
	Galaxy		10
	Mondeo		27
	Tourneo		5
Honda	Accord	6	6
Hyundai	Matrix	3	2
	Trajet		1
Jaguar	X-Type	5	5
KIA	Carens	13	2
	Magentis		1
	Sedona		10
Lexus	LS430	1	1
Lincoln	Limousine	1	1
Mazda	6	3	3
Mercedes	C220	5	3
	M8		1
	Vito		1
Mitsubishi	Lancer	3	2
	Lancer sport		1
Nissan	Primera	9	9
Peugeot	307	26	6
	307 Estate		1
	406		4
	407		9
	607		1
	806		1
	807		1
	Expert		3

Renault	Espace	21	1
	Laguna		7
	Megane		4
	Scenic		4
	Trafic		5
Seat	Alhambra	4	4
Skoda	Octavia	16	9
	Superb		7
Sanyong	Rodius	1	1
Toyota	Avensis	13	13
Vauxhall	Insignia	35	3
	Astra		1
	Omega		1
	Vectra		23
	Zafira		7
Volkswagen	Passat	32	10
	Sharan		15
	Touran		4
	T-Sporter		3
Unknown			2
Total			268

Table 2-5 Fleet Composition – Private Hire vehicles

GCC reviewed the above list of vehicles and confirmed those within the private hire fleet which they would consider wheel-chair accessible. The private hire fleet has some 5 WAVs, or under 2% of the fleet. This is particularly important since many disabled persons contact vehicles by telephone, although the low level provided suggests there is not a very strong demand for such vehicles.

The Ford Mondeo is the most popular in both fleets. Otherwise, the fleets are relatively different in make up, although both have a wide range of vehicles available, which should give the best options for passengers finding a vehicle to their tastes.

2.7 Fleet age profile

Previously, the age of a vehicle (hackney carriage or private hire) upon joining a Gloucester fleet was a maximum of four years old and all had to be replaced once a vehicle has exceeded eight years of age. However, new regulations now allow all vehicles to be a maximum of five years old upon joining the fleet and must be replaced when over 10 years of age.

Figure 2-1 shows the number of vehicles with each registration and **Figure 2-2** shows the number of vehicles in various age groups.

Table 2-6 shows the average ages and maximum age for both private hire and hackney carriage vehicles.

The average age of a hackney carriage is 4.5 years. The oldest hackney carriage is eight years old. 25 vehicles were licensed in the 2006 licensing year, the largest number of vehicles currently in any year. The average age for private hire vehicles is 4.8 years. The oldest private hire vehicles are nine years old with 70 vehicles in the 2005 year being the largest current registration group represented. There is

therefore no significant difference in ages between the two fleets, albeit private hires being a marginally older fleet

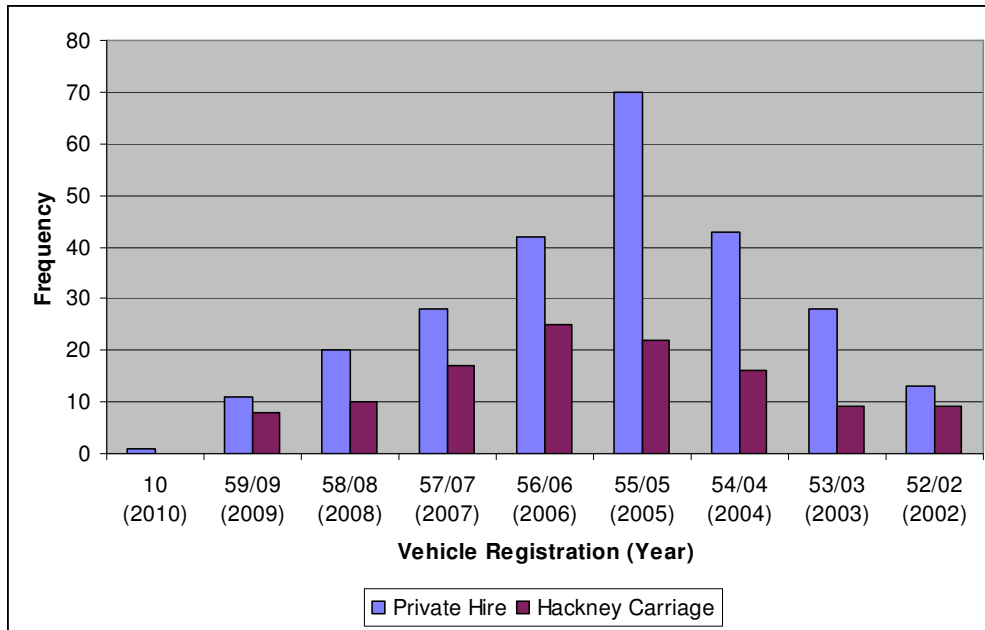


Figure 2-1 Vehicle Registration Composition

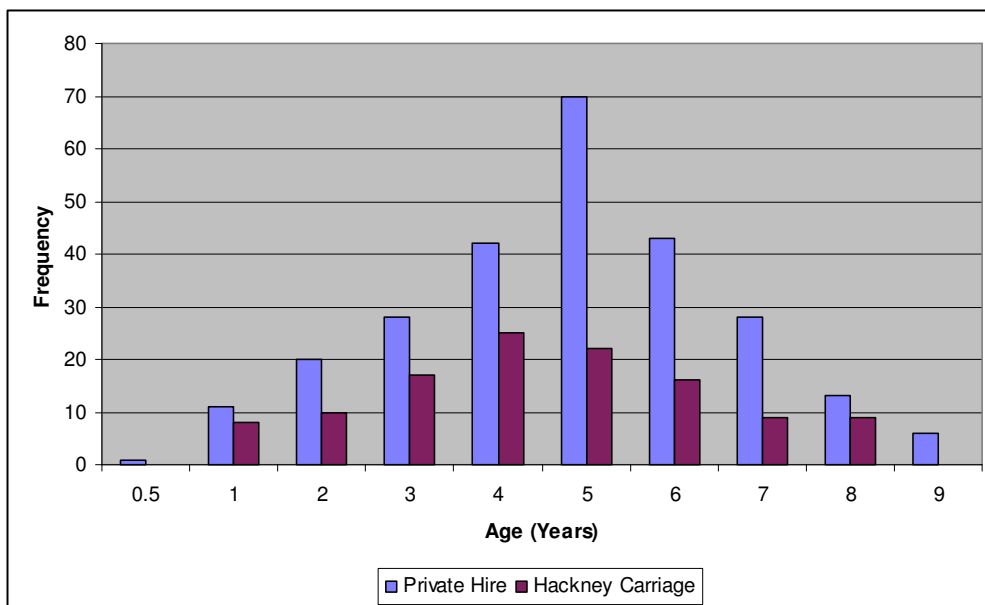


Figure 2-2 Vehicle Age Composition

Vehicle Fleet Type	Average Age	Maximum Age
Hackney carriage	4.5	8
Private hire vehicle	4.8	9

Table 2-6 Fleet Age Profile

2.8 Ownership structure

There are a total of 53 private hire operators currently licensed with GCC. All private hire drivers must work through one of these companies. Of these, eight operators have 10 or more vehicles in their fleet. There are two large companies, one with 38 and the other with 44 vehicles, although only the latter operates in the public domain.

All hackney carriage vehicles are sole owner operators.

Overall, the Gloucester licensed vehicle industry is dominated by individuals rather than companies.

A review of the information provided to us shows that most of the private hire licensed vehicle fleet lies in the hands of individual owners. Further information also shows that there are:

- Just 30 vehicles owned by an operator and not by the driver
- 27 single vehicle private hire operators where the driver is both the owner of the vehicle and the operator
- 13 private hire operators with more than one vehicle in their fleet but where all drivers own their own vehicles
- 2 operators that are set up to serve school contract work only

Table 2-7 below outlines the ownership structure of the private hire vehicle fleet in greater detail:

No of Vehicles	No of Companies	Total No of Vehicles	Vehicle Proprietor
1	27	27	Owner Driver
2	6	12	Both Owner Drivers (3 companies)
			Both owned by operator (2 companies)
			2 stretch limos owned by one operator
3	3	9	All Owner Drivers
5	2	10	All Owner Drivers (1 company)
			All Owned by Operator (1 company)
7	2	14	Of which, 3 Owned by Operator in 1 company
			All Owner Drivers – other company
8	1	8	Of which, 5 Owned by operator
9	1	9	1 Owned by Operator
10	1	10	All Owner Drivers
11	2	22	Of which, 9 owned by Operator in one company
			Other company – all Owner Drivers employed on school contracts only
14	2	28	All Owner Drivers
24	1	24	Of which 2 Owned by Operator
38	1	38	All Owner Drivers employed on school contract work only
44	1	44	All Owner Drivers
No vehicles at present	3		
Specific company allocation not known		13	Possibly vehicles off road or in course of transfer between companies at specific date information was provided.
TOTALS	53	268	

Table 2-7 Private hire ownership structure

In summary, the licensed vehicle industry in Gloucester is generally dominated by a large number of individual persons. The one large operator only has 16% of the private hire fleet, not a particularly high percentage.

2.9 Fares

The new hackney carriage fares, effective from 1st May 2010, are show in **Table 2-8** below:

Days	Times	Flag fare	Further distance	Waiting	First mile	Subsequent miles	Waiting per hr
Mon- Sat	0700-2100	£3.00	20p/199 yds	20p/40 secs	£3.85	£1.77	£18.11
Mon- Sat & xmas /new year	2100 - 0700	£4.00	20p/154 yds	20p/30 secs	£5.04	£2.28	£23.77
Public holidays	2300-0700	£5-00	20p/133 yds	20p/27 secs	£5.84	£2.64	£27.17

Table 2-8 Hackney carriage fares table from 1st May

Further comment regarding the impact of these fares is provided below.

2.10 Competition with other public transport providers

An outline analysis of all public transport in Gloucester has been undertaken. An online Gloucestershire County Council bus map for Gloucester has been used as the source of bus information.

2.10.1 Buses

Stagecoach is the main bus operator in Gloucester with numerous other independent companies. Frequencies and routes are detailed in **Table 2-9** below. **Figure 2-3** shows the bus routes within Gloucester and demonstrates a very good coverage of the Gloucester City area.

Service	Frequency	Operator	Route
1	Every 10 mins	Stagecoach	City Centre - Matson
3	Every 15 mins	Stagecoach	City Centre - Coney Hill - Abbeymead - Coopers Edge - Brockworth
4	Every 15 mins	Stagecoach	City Centre - Coney Hill - Abbeymead - Coopers Edge - Brockworth
5	Every 15 mins	Stagecoach	St Oswalds Park - City Centre - Abbeymead - Upton St Leonards
6	Every 60 mins	Stagecoach	Gloucester - Longlevens - Elmbridge
7	Every 15 mins	Stagecoach	Gloucester - Tredworth - Finlay Road
9	Every 15 mins	Stagecoach	Gloucester - Stroud Road - Tuffley Court
10 / N10	Every 10 mins	Stagecoach	Lower Tuffley - Peel Centre - City Centre - Hucclecote - Brockworth - Shurdington - Cheltenham
11	Every 2 hrs	Cotswold Green	Gloucester - Podsmead - Gloucester
12	Every 15 mins	Stagecoach	Gloucester - Quedgeley [Some Services Continue to Dursley] [12A Operated in partnership with Swanbrook]
12A	Every 30 mins	Swanbrook	Gloucester - Quedgeley
14	Every 15 mins	Stagecoach	Gloucester - Hampstead — Kingsway — The Stanleys — Stroud
14B	4 services/day	Stagecoach	Gloucester - Field Court - Stonehouse - The Stanleys - Stroud
24	Every 60 mins	Stagecoach	Gloucester - Mitcheldean - Ruardean - Joy's Green
24A	3 services/day	Stagecoach	Gloucester - Mitcheldean - Ruardean - Cinderford
30	Every 60 mins	Stagecoach	Gloucester – Cinderford – Speech House – Coleford – Christchurch
31	Every 60 mins	Stagecoach	Gloucester - Cinderford - Brierley - Coleford
32	Every 60 mins	Stagecoach	Gloucester - Newent - Ross-on-Wye
33	Every 60 mins	Stagecoach	Gloucester – Huntley – Ross on Wye
59	Every 60 mins	Stagecoach	Cirencester - Chesterton - Cirencester
71	Every 60 mins	Stagecoach	Gloucester — Longford — Tewkesbury
73	Every 60 mins	Stagecoach	Gloucester — Minsterworth — Newnham — Blakeney — Lydney — Alyburton — Chepstow
91	Every 60 mins	Stagecoach	Gloucester - Whitminster - Cam - Dursley
93	Every 60 mins	Stagecoach	Gloucester - Whiteshill – Stroud - Nailsworth - Forest Green
94/N94	Every 10 mins	Stagecoach	Gloucester - Longlevens - Churchdown - Staverton - Cheltenham
94X	Every 30 mins	Stagecoach	Gloucester - Longlevens - Cheltenham Express Service Via Golden Valley Bypass (A40)
94U	Every 30 mins	Stagecoach	Pittville Campus – Cheltenham - Park Campus - Gloucester
97	Every 60 mins	Stagecoach	Gloucester - Parton Road - Churchdown Village - Cheltenham
98	Every 60 mins	Stagecoach	Gloucester - Pirton Lane - Churchdown Village - Cheltenham
99	Every 15/30 mins	Stagecoach	Gloucester Royal Hospital - Cheltenham - Cheltenham General Hospital - Cheltenham Racecourse
132	Every 60 mins	Stagecoach	Gloucester - Newent – Ledbury
241	3 services/day	Cotswold Green	Gloucester - Sandhurst - Innsworth - Gloucester
351	Every 90 mins	Astons Coaches	Upton upon Severn – Tewkesbury - Staunton - Corse - Gloucester

Table 2-9: Gloucester Bus Services

Gloucester has a good bus network. Three services operate at a frequency of every 10 minutes (or six buses an hour), eight every 15 minutes, two every 30 minutes and five hourly. The frequency of evening services is usually reduced to every 30 or 60 minutes. 11 services operate until after 2330.

This level of service tends to reduce the need for the licensed vehicle service in the main urban area of the city, although this is offset by the less dense level of routes within the suburban area. This would also tend to suggest the need for a higher level of private hire, and a lesser amount of hackney carriage vehicles.



Figure 2-3: Gloucester Bus Network

2.10.2 Rail

Gloucester only has one railway station within its area. **Table 2-10** highlights research undertaken on the 'Traintaxi' website, showing what 'taxi-link' options exist.

The table contains the exact wording from the website, which for some locations does not reflect what actually exists at the station. The rank provision described for Gloucester is, however, correct, from our observations.

Rail Station	TrainTaxi Website			
	Taxi Rank	Booking Office	Suggested Operators	Useful Notes
Gloucester	Yes	No	Associated	Major station with taxis usually available on a rank. Advance booking is not normally necessary or even possible, unless arriving early in the morning or late at night.
			Streamline	
			Gloucester	

Table 2-10 Train Taxi – Rail Station

2.10.3 Public transport cost comparison

The Explorer day ticket provides unlimited travel for one calendar day on any Stagecoach bus in Southern England and South Wales, except London services and “Megabus”. The prices available include Child (£4.00), Adult (£5.50) and Group Explorer for up to four people (£11.00). This suggests that the bus will be, where available, cheaper for most journeys over one mile.

This comparison suggests that hackney carriages will only compete on fares for groups and for shorter distances. However, the lower public transport service levels outside the working day also favour licensed vehicles, and there is little public transport beyond 23:30.

3 Rank surveys and analysis

3.1 Survey methodology and programme summary

Rank surveys were undertaken by use of video cameras at relevant sites within the Gloucester area. In all cases, the video record of observations was viewed by members of the Mouchel Transport Planning Team, with both statistical and operational details of each rank being recorded.

The surveys took place on a typical week where no major holidays or events took place which would affect the results. In all cases, the detailed rank observation videos covered typical operating periods for each location informed by local information and pre-survey site visits. **Table 3-1** shows the dates and hours of observation. A total of 82 hours of video observations were undertaken and provide the basis of our statistical calculation of demand.

Our initial proposal stated that, apart from the existing rank, a second location on Eastgate Street would be identified and surveyed for hackney activity. However, after observations on the busiest evening, and confirmation by police and club stakeholders, it was determined that this was unnecessary as the majority if not all of the hackney activity took place at the official Eastgate Street rank or nearby, and the private hire pick-ups were well regulated.

Apart from omitting the second Eastgate Street location survey, none of the days or times of the surveys of the other ranks differed from the initial proposal.

It was noted that the camera surveying the front end of the bus station rank could be closer in order to make video observations easier. The camera was initially located on the opposite side of Station Road at a distance of approximately 20 metres. However, a suitable position was identified right at the exit of the rank on Station Road and the camera was subsequently relocated with little to no disruption to the survey.

Description/Location	Day	Time Period Of Rank Observations	Total Hours Observed
The Oxeboode	Friday	1000 – 1900	9
Bus Station	Friday	1000 – 0200	16
	Saturday	1000 – 0400	18
Railway Station	Friday	1000 – 0100	15
Eastgate Street	Wednesday / Friday / Saturday	2000 – 0400	24
		Total	82

Table 3-1 Rank video survey locations and time periods

3.2 Specific rank video surveys

The ranks were surveyed on Wednesday 21st April, Friday 23rd April and Saturday 24th April 2010. Detailed accounts of our findings for each rank surveyed are outlined below. Full results are provided in **Appendix 3**. A summary of the results are shown below in **Table 3-2**.

Rank	No of spaces	Period of observation	Average passenger arrivals per hour	Passengers per hackney carriage	Average wait time for passengers (minutes)	Average vehicle arrivals per hour	Average wait time for hackney carriages (minutes)	Percentage of hackney carriages leaving empty
The Oxebode	7	Friday 23 rd April 2010 1000-1900	13	1.78	Nil	9	13	12
Bus Station	7	Friday 23 rd April 2010 1000-0200	29	1.57	Nil	22	18	16
		Saturday 24 th April 2010 1000-0400	57	1.88	Nil	34	7	9
Railway Station	5	Friday 23 rd April 2010 1000-0100	9	1.49	Nil	9	23	35
Eastgate Street	4	Wednesday 21 st April 2010 2000-0400	18	1.92	Nil	10	9	3
		Friday 23 rd April 2010 2000-0400	20	2.15	Nil	10	9	4
		Saturday 24 th April 2010 2000-0400	34	2.15	3	16	3	2

Table 3-2 Rank Survey Results

3.2.1 *The Oxebode*

The Oxebode rank is located in the heart of the city centre's shopping district outside the Debenhams department store and is considered to be the main daytime taxi rank for shoppers with a capacity of seven spaces. Observations at this location were undertaken on Friday 23rd April 2010 between 1000 and 1900. However, it was observed that there was no taxi activity at the rank after 1700.

3.2.1.1 **Friday 23rd April**

A total of 74 vehicles served this rank with nine vehicles (12%) departing with no passengers. A total of 116 passengers were observed boarding a total of 65 hackneys with an average of 1.78 passengers per hackney carriage. There was no average wait time for passengers as taxis were generally always present at the rank with only one wait of 3 minutes by one passenger in the 1300 hour.

Hackneys had periods of waiting for passengers with an average wait of 7 minutes and a maximum wait of 63 minutes for the longest vehicle wait. The actual average wait of vehicles for passengers within an hour fluctuated between six minutes and 22 minutes within given hours of the day.

3.2.2 *Bus Station*

The busiest and most well known rank in Gloucester is outside the bus station on Station Road. It has an official capacity of seven spaces, although most vehicles also wait along the edge of the rank in a queue formation. It is served almost exclusively by 'Associated Taxis', which is the principal fleet of hackney carriages in Gloucester. Associated Taxis also have their office here. Associated also operate telephone bookings. This location was surveyed on Friday 23rd April from 1000 until 0200 and again on Saturday 24th April from 1000 until 0400.

3.2.2.1 **Friday 23rd April**

A total of 345 vehicles served this rank with 54 vehicles (16%) departing with no passengers (these could be responding to telephone bookings, as this is a high number for such a key rank). A total of 457 passengers were observed boarding a total of 291 hackneys with an average of 1.57 passengers per hackney carriage. There was no average wait time for passengers as taxis were always present at the rank.

It was observed that hackneys waited an average of 7 minutes for passengers with a maximum wait of 64 minutes. The actual average wait of vehicles fluctuated between eight minutes and 34 minutes for particular hours through the day.

3.2.2.2 **Saturday 24th April**

A total of 605 vehicles served this rank with 57 vehicles (9%) departing with no passengers. A total of 1,029 passengers were observed boarding a total of 548 hackneys with an average of 1.88 passengers per hackney carriage. The average wait for passengers was two minutes over the whole day with 43 passengers waiting between one and five minutes and 1 waiting six minutes in the 2200 hour. Just 4% of all passengers experienced any wait for a vehicle. The majority of people (77%) experienced short waits in the hours between 0000 and 0300.

It was observed that hackneys waited an average of 7 minutes for passengers with a maximum wait of 124 minutes. The actual average wait of vehicles fluctuated between zero and 32 minutes for particular hours through the day.

3.2.3 *Railway Station*

Gloucester Railway Station and its rank are owned and operated by First Great Western with an official capacity of five spaces. Hackneys that wait at this rank have to pay an exclusive annual license fee to First Great Western on top of their Gloucester City fees. The rank was surveyed on Friday 23rd April 2010 from 1000 until 0100.

3.2.3.1 **Friday 23rd April**

A total of 133 vehicles served this rank with 47 vehicles (35%) departing with no passengers. A total of 128 passengers were observed boarding a total of 86 hackneys with an average of 1.49 passengers per hackney carriage. Just four passengers waited during the day, two waiting up to eight minutes around 1500, one waiting 4 minutes at 1600 and one waiting three minutes at around 1800.

It was observed that hackneys waited an average of 17 minutes for passengers with a maximum wait of 126 minutes. The actual average wait of vehicles for particular hours through the day fluctuated between six and 45 minutes.

Hackney carriages operating at this location require a further permit from First Great Western, currently costing some £500 per year and issued to around 20 vehicles. Rail services at Gloucester are limited to a small number of operations, with major custom coming from trains arriving from London Paddington (around eight times per day direct). When trains are not expected, drivers often seek work elsewhere. There may also be times when trains expected to provide fewer passengers might not be served. However, during our observations this did not seem to be a significant point although there were clearly cases where a lack of vehicles could have been better covered to avoid potential passenger frustration.

3.2.4 *Eastgate Street*

The Eastgate Street taxi rank is the main night taxi rank for people visiting bars and nightclubs. It is located immediately outside the Liquid Diva nightclub which it primarily serves, has capacity for up to four taxis and is in operation from 2200 until 0500. Observations were undertaken on the evenings of Wednesday 21st April, Friday 23rd April and Saturday 24th April from 2000 until 0400 on each occasion.

3.2.4.1 **Wednesday 21 April**

A total of 78 vehicles served this rank with two vehicles (3%) departing with no passengers. A total of 146 passengers were observed boarding a total of 76 hackneys with an average of 1.92 passengers per hackney carriage. There was no average wait time for passengers as taxis were generally always present at the rank. Only one person experienced a wait of 1 minute in the 0000 hour.

It was observed that hackneys waited an average of eight minutes for passengers with a maximum wait of 36 minutes. The actual average wait of vehicles fluctuated between four and 17 minutes through the hours of operation. The survey observations confirmed that the rank is not used at all between 2000 and 2200. The

rank capacity available was reduced due to a private vehicle car parked on the rank for the remainder of the night. Due to this, taxis were forced to queue just outside the taxi rank bay partially obstructing traffic during the busy period between 0130 and 0215.

3.2.4.2 Friday 23rd April

A total of 77 vehicles served this rank with three vehicles (4%) departing with no passengers. A total of 159 passengers were observed boarding a total of 74 hackneys with an average of 2.15 passengers per hackney carriage. There was no average wait time for passengers as taxis were generally always present at the rank. Only one person experienced a wait of 1 minute in the 0100 hour and another a wait of nine minutes in the 0000 hour.

It was observed that hackneys waited an average of 10 minutes for passengers with a maximum wait of 25 minutes. The actual average wait of vehicles fluctuated between four and 13 minutes through the hours of operation. The survey observations confirmed again that the rank is not used at all between 2000 and 2200. Between 0200 and 0330 the street became very crowded and boisterous with significant police presence. Despite this, the number of hackney passengers was very similar to Wednesday's survey.

3.2.4.3 Saturday 24th April

A total of 130 vehicles served this rank with two vehicles (2%) departing with no passengers. A total of 275 passengers were observed boarding a total of 128 hackneys with an average of 2.15 passengers per hackney carriage. The average passenger wait was negligible, although 23 passengers (just 8% of the total) waited between one and five minutes, one waiting six minutes and another 11 minutes.

It was observed that hackneys waited an average of two minutes for passengers with a maximum wait of 39 minutes. The actual average wait of vehicles fluctuated between one and nine minutes through the hours of operation. The survey observations confirmed that the rank is not used at all between 2100 and 2300 on this day.

On all occasions, there was the occasional notice of a person outside the club who appeared to be taking bookings for private hire vehicles.

3.3 Manual surveys

Corroborative surveys were undertaken during site visits to the area. These included the pre-tender visit, the inception meeting visits (including an overnight review undertaken in conjunction with our discussions with the police), and visits undertaken during the course of the rank surveys. During day visits, hackney carriages were largely observed at the bus station, railway station and The Oxeboe but none at Eastgate Street. During night visits, hackney carriages were largely observed at the bus station and Eastgate Street only, with no taxis at The Oxeboe and little to none at the railway station. At no time did any of our observations counter those of the video surveys.

3.4 Level of hackney carriage activity

In order to gauge the level of hackney carriage activity we have calculated the number of vehicle arrivals and loaded trips per hour. **Table 3-2** below shows the average loaded trips per hour per video location.

Rank Location	Day	Hours Surveyed	Average Vehicle Arrivals per Hour	Average Loaded Trips per Hour
The Oxebode	Friday 23 rd April	9	9	8
Bus Station	Friday 23 rd April	16	22	18
	Saturday 24 th April	18	34	30
Railway Station	Friday 23 rd April	15	9	6
Eastgate Street	Wednesday 21 st April	8	10	10
	Friday 23 rd April	8	10	9
	Saturday 24 th April	8	16	16
Overall		82	110	97

Table 3-3 Summary of Average Loaded Trips per Hour

The table shows that all the ranks, with perhaps the exception of the railway station, have a high demand for licensed vehicles. Eastgate Street shows that the average arrival of taxis at the rank per hour is close to the average number of loaded trips per hour (between 95% and 100% of taxis).

The lowest demand for taxis was at the railway station which was observed over 15 hours. Only 65% of the average number of arriving taxis per hour departed with passengers across the survey period.

Saturday is clearly the busiest day for hackney carriages in Gloucester, with demand generally running at two thirds more trips compared to the Friday in both locations surveyed. Interestingly, supply of hackneys at the Bus Station does not rise quite as much as passenger demand, leading to the higher level of passenger waiting observed after midnight on the Saturday.

3.5 Double shifting

We understand that the level of double-shifting of either hackney carriage or private hire vehicles in the Gloucester area is very low. However, it is admitted that there is the potential for such working to occur were demand felt to justify this. This is one potential benefit of limits on the number of hackney carriage vehicles, and a detriment of removal of any such limit as there is the tendency in deregulated areas for drivers to own their own vehicles and work at times they prefer to work, which often equate to the times when most drivers are available. However, the lack of any limit in the Gloucester area, and the high level of individual operation, does not appear to have reduced supply unnecessarily to the public.

3.6 Overall summary and conclusion of demand

The results of the surveys show that there was no unmet demand at The Oxebode rank with no passengers experiencing any kind of wait for vehicles when needed out of a total of 116 passengers throughout the survey period.

There was no unmet demand at the bus station rank with no passengers experiencing any kind of wait for vehicles when needed on the Friday out of a total of 457 passengers throughout the survey period. On the Saturday, however, there were sporadic periods of minor waiting times for passengers (maximum was 6 minutes) but not enough to provide any significant unmet demand. Out of 1,029 passengers only 46 (4%) experienced some level of waiting.

There was no unmet demand at railway station rank with only two passengers (2%) experiencing a wait of eight minutes out of a total of 128 passengers throughout the survey period. A further two passengers experienced shorter waits.

There was no unmet demand at the Eastgate Street rank on the Wednesday and Friday with no passengers experiencing any kind of wait for vehicles when needed out of a total of 146 and 159 throughout the survey period respectively. On the Saturday, out of 275 passengers only 25 (9%) experienced some level of waiting with only one waiting 11 minutes.

Taking into account all the observations in this chapter, including the video and manual observations, we consider there is a good service of hackney carriages to those people requiring their services in Gloucester. Overall across all ranks, passenger queues were few and far between. From the day and night visits undertaken, we consider that both hackney carriage and private hire fleets coped very well with relatively high demand when this occurred.

Overall, it is considered that this is no significant unmet demand of passengers for vehicles at any taxi rank in Gloucester. The market overall appears to be providing sufficient licensed vehicles for the observed passenger demand.

4 Public and stakeholder consultations

4.1 Introduction

A wide ranging public consultation exercise was undertaken. A Public Attitude Survey (PAS) was undertaken with members of the public within the Licensing Area. Consultations were also undertaken with key stakeholders, mainly by telephone, including representatives from the following groups:

- The Police
- Nightclubs
- Hotels
- Public Houses
- Supermarkets & Shopping Centres
- Hospitals

In all cases, consultees were phoned at least twice. If no response was obtained, a letter was posted giving a period of time by which responses were required. **Appendix 4** provides a summary of those responding, and those who did not reply by any method during the time available for this study.

A consultation day was held with members of the trade. A separate meeting was held with drivers of hackney carriages and another with those of private hire vehicles. This meeting was advertised with two separate letters sent by post by GCC to all drivers with attendance boosted by encouragement from representatives for drivers to attend.

In this report, the opinions and perceptions of consultees are recorded in detail, as given. This should not imply that these opinions are those of the study consultant.

4.2 Public attitude survey regarding hackney carriage and private hire vehicles

A 16 question public attitude survey was administered to 248 members of the public in Gloucester City Centre and a further 50 near Tesco in Quedgeley on 26th March 2010. The survey was undertaken by our specialist survey contractor who used experienced staff to carry out the interviews with the public. **Appendix 5** contains the complete set of answers to the questionnaire for each location.

Figures 4-1 to 4-10 below show the overall percentage of answers for particular questions asked in the survey.

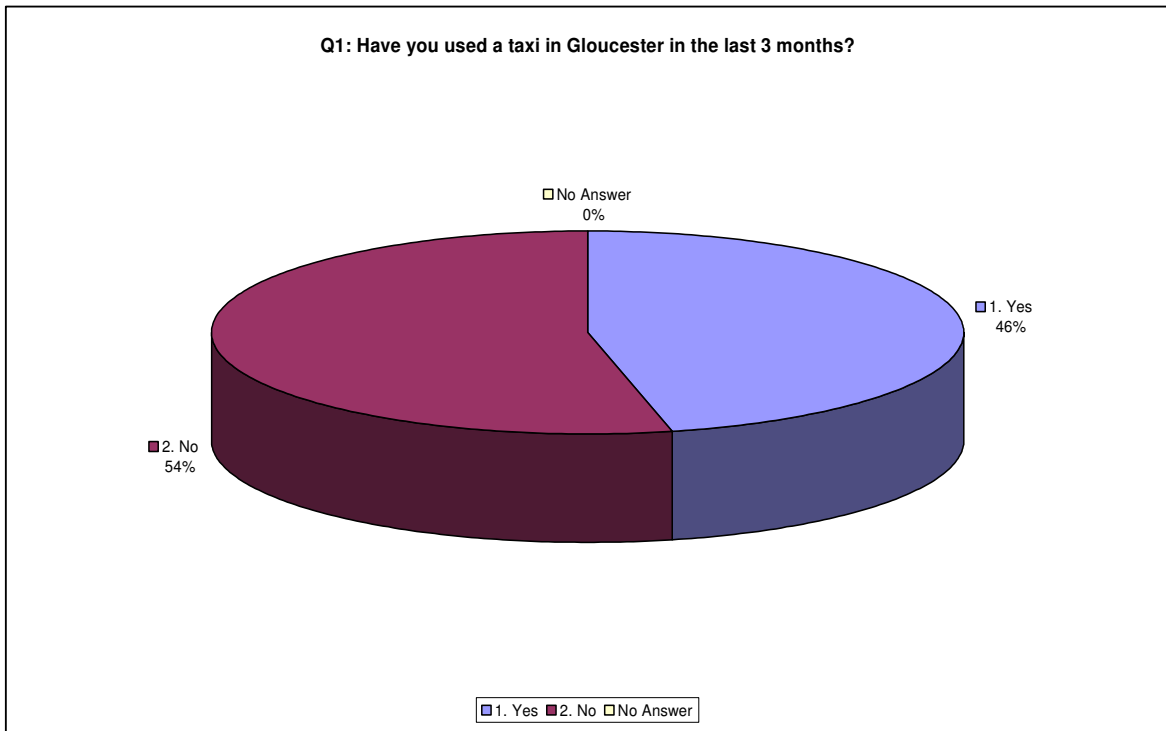


Figure 4-1: Taxi use in last three months

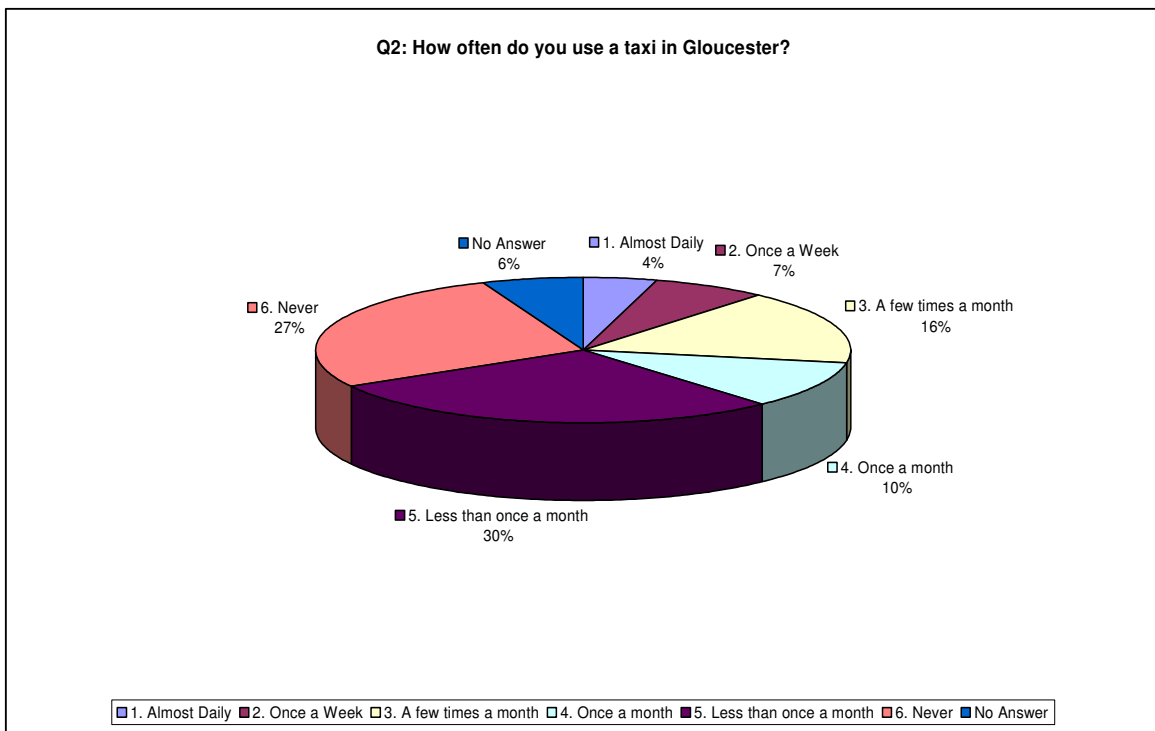


Figure 4-2: Frequency of taxi use

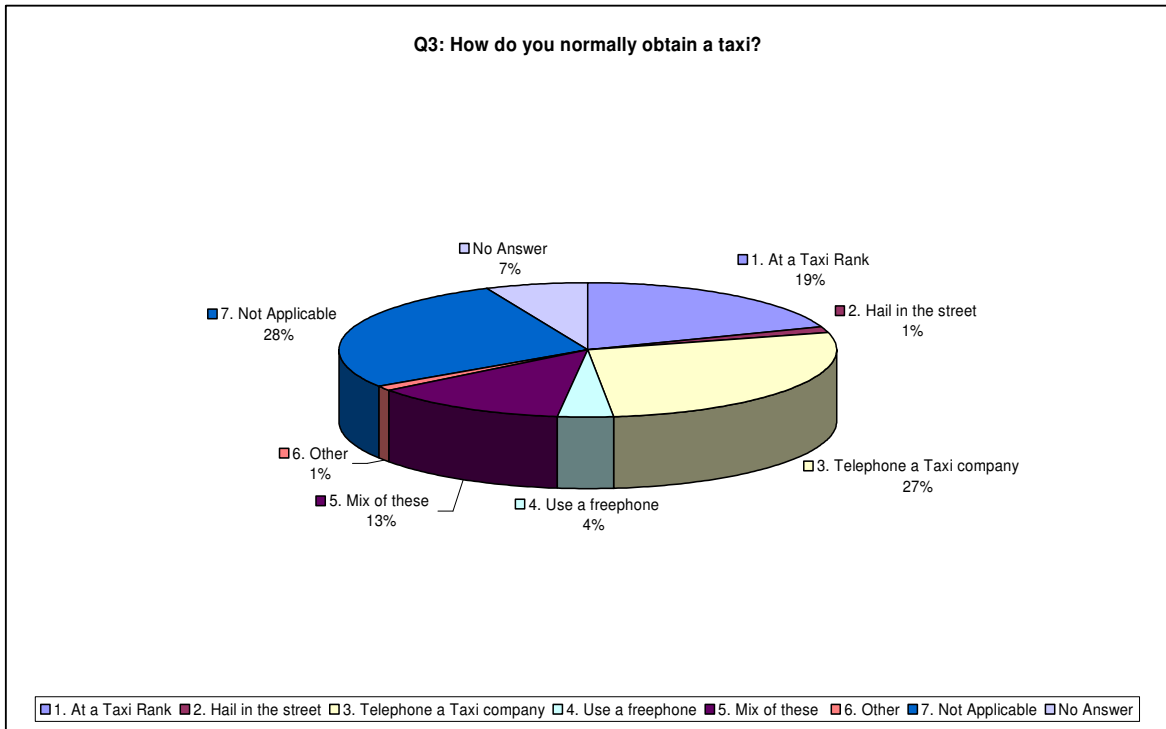


Figure 4-3: Method of obtaining a taxi

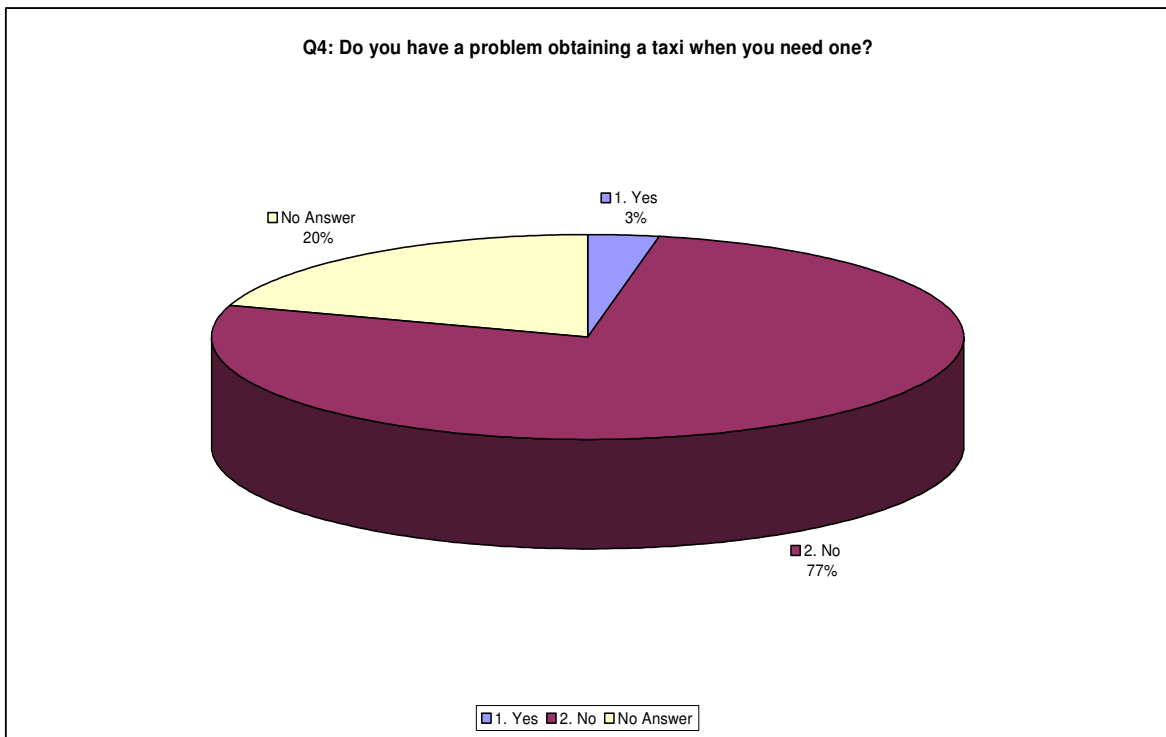


Figure 4-4: Issues in obtaining a taxi

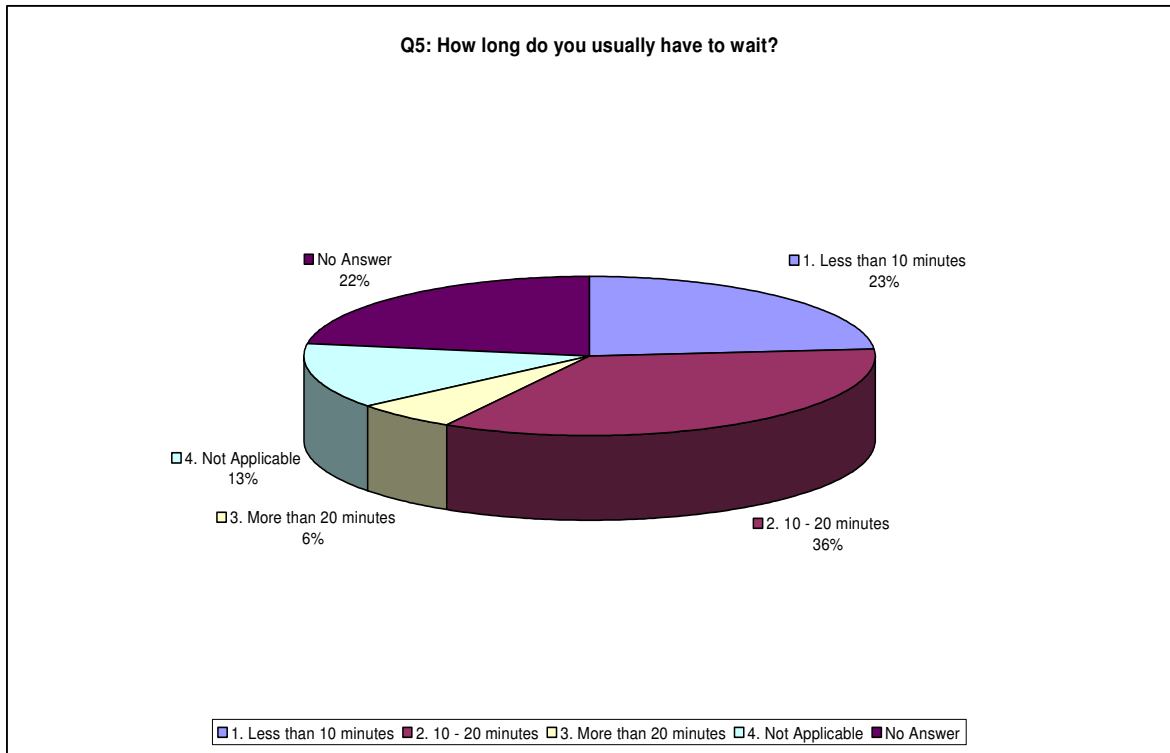


Figure 4-5: Waiting times

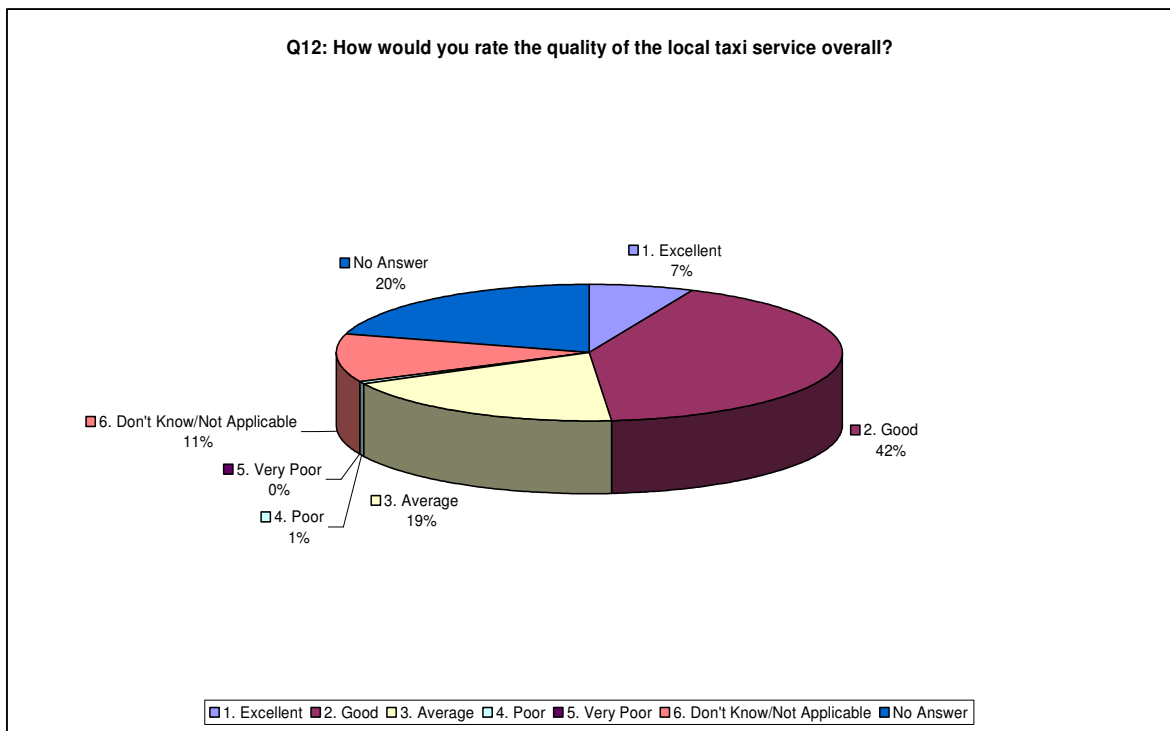


Figure 4-6: Quality ratings

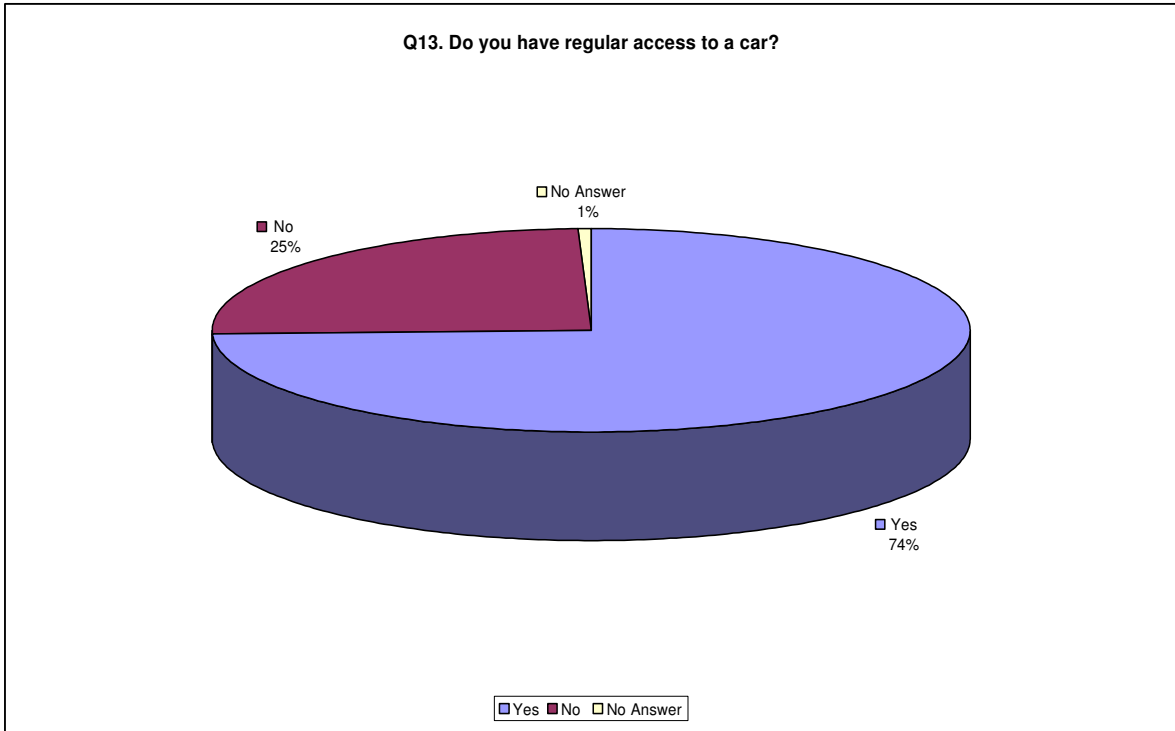


Figure 4-7: Car access

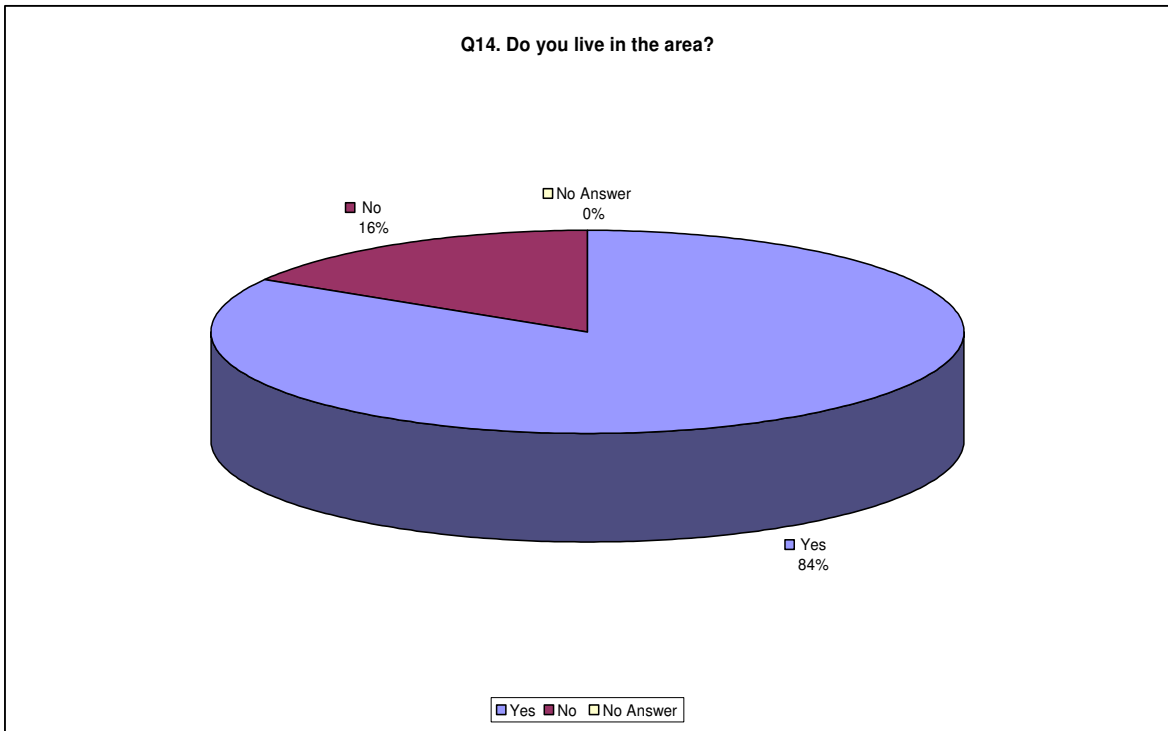


Figure 4-8: Residency in area

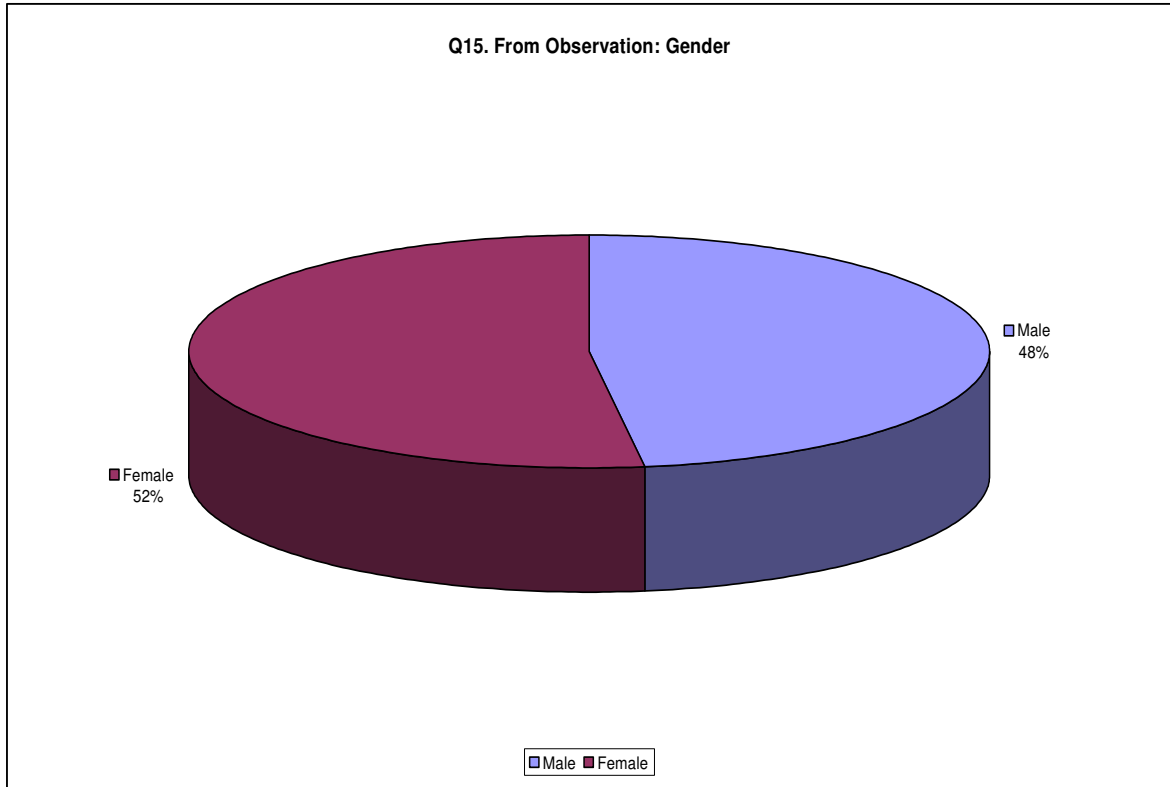


Figure 4-9: Gender

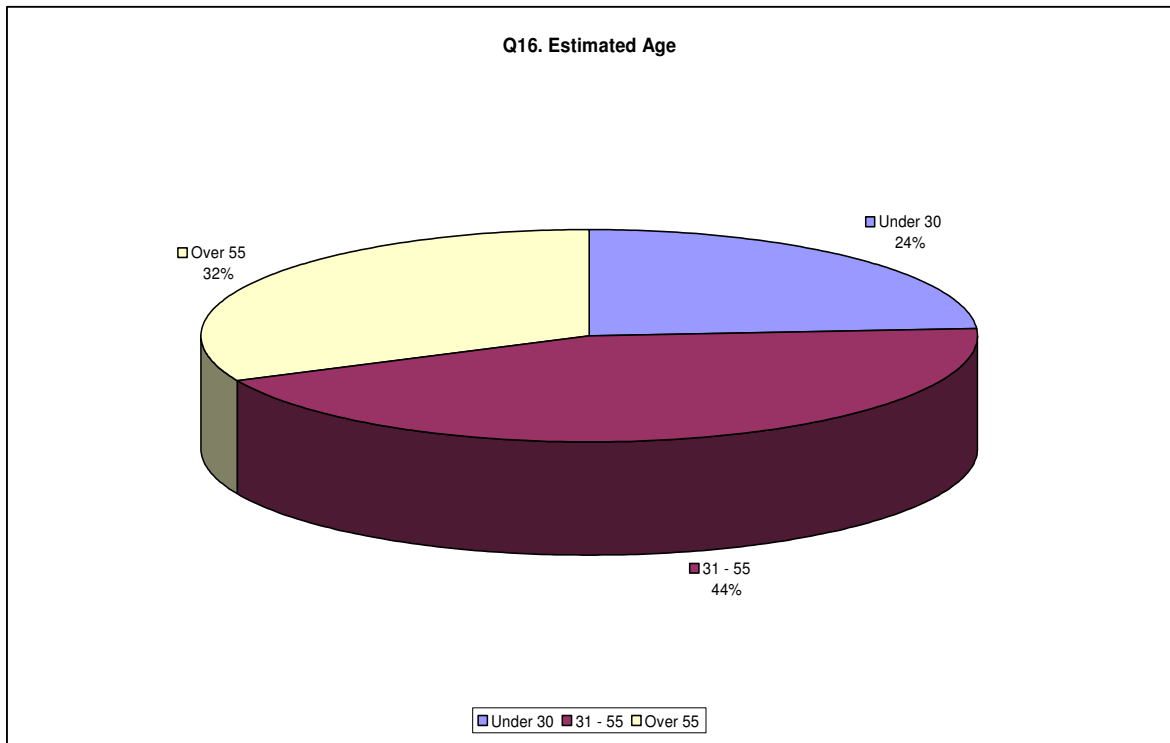


Figure 4-10: Age groups

4.2.1 Summary of responses

49% of the respondents had used a taxi in the last three months. Of all those responding, 4% used 'taxis' daily, 7% once a week, with 30% using them less than once a month and 27% never (this is an improvement on the 85% infrequent or never from 2002). 27% of respondents would usually telephone for a taxi and 19% would usually obtain one from a rank. 77% of respondents stated that they had no issues in getting a taxi. Hailing was insignificant to people. 36% wait an average of 10 to 20 minutes and 23% wait less than 10 minutes.

Considering ranks, the best known and used rank for those interviewed in the city centre was the bus station – 193 people knew about it, and 38 said they used this rank. The rail station had 160 people who were aware of it, but only seven said they used the rank there. The Oxebode was least known, although even this saw 132 people of the 248 questioned say they were aware of this rank, and 10 said they used the rank there. Just 20 people knew no rank at all. For Quedgeley people, all but eight people were aware of the rail station rank, and 15 of the 50 questioned there said they used that rank. Quite a few people in Quedgeley were aware of the bus station rank, but very few knew of the Oxebode. Overall, this suggests ranks are well-known in Gloucester.

Some 106, (43%), of those interviewed in the city centre provided names of companies who they phoned when needing a taxi. The hackney carriage company and the largest private hire company were the two most common responses. The hackney carriage company had the largest number of people saying they just used their services only. One other company was mentioned by over 20 persons, although mainly in conjunction with other companies.

Of the 298 persons interviewed, just 27% (81 people) had problems with the service. The main problem quoted with the local taxi service, for 53 of those having a problem, was related to the design of the vehicle. Vehicle cleanliness was an issue for 29 people (of whom 13 also had an issue with design) and 18 cited driver issues. Rank location was a problem for 13 people. None of the issues clearly related to particular companies used, being spread across the 'taxi' industry.

Nearly half (48%) of respondents stated that cheaper fares would encourage them to use taxi services more often whilst 20% suggested better vehicles. More vehicles accounted for just 5% split almost equally between hackney carriage and private hire vehicles.

Only 7% of respondents believed the quality of the taxi service overall was excellent, 42% believed it was good and 19% believed it was average.

74% of all respondents had regular access to a private car and 84% were local residents

In order to validate the survey data obtained, a comparison between the percentage of people surveyed in relation to age and gender and the 2006 projected statistics for 2010 has been carried out in **Table 4-1** below:

Category	2006 projection of 2010	2010 survey data
Male	49%	48%
Female	51%	52%
Under 30	25%	24%
31 to 55	43%	44%
Over 55	32%	32%

Table 4-1 Comparison of statistical measures between census and our survey

The table above shows that the samples of people surveyed in 2010 are similar to the overall percentages of age and gender for the whole Gloucester as projected in 2006 for the year 2010. The survey samples were therefore reflective of the age and gender split for Gloucester.

4.2.2 Quedgeley

There was little to no difference between the responses given at the city centre and at Quedgeley. However, careful examination of the results from Quedgeley shows that **no hackney carriage rank is required in this area at this present time** as 94% of people surveyed stated that they did not have a problem obtaining a taxi when they needed one and 54% stated that their average wait time for a vehicle is under 10 minutes. The survey indicates that 36% of people obtained a taxi from a rank and 44% telephone a private hire operator. It is assumed that in the absence of any ranks in Quedgeley, the 36% would be those people who obtain a taxi from a rank in the city centre to travel back to Quedgeley or elsewhere.

4.2.3 Summary

Public response indicates that 'taxi' services in Gloucester are generally looked upon providing either good or excellent service. However, given that 74% of people have access to a car, and 57% of people use taxis infrequently or never potential demand is not likely to be particularly high. The main problem with taxis related to 'design of vehicle', followed by cleanliness. In conclusion, cheaper fares and better vehicles would encourage the general public of Gloucester to use local taxi services more often.

4.3 Consultation with the police

Consultation with the Gloucestershire Police Constabulary and employees and managers of the main bars and nightclubs in the city centre took place on Saturday 10th April to determine their views and suggestions on the taxi operations in Gloucester city centre on a Saturday night when the centre is at its busiest.

The Police pointed out that the only ranks used at night were Eastgate Street and the bus station. The Oxeboode rank was only really used for daytime shopping demand. The bus station rank is the main base for Associated Taxis. This particular rank serves three major bars: Wetherspools (which closes at 0200 on a Sunday morning), The Regal (which closes at 0000 on a Sunday morning) and Fusion (which closes at 0300 on a Sunday morning).

We were advised by these representatives that, in 2009, the Council initiated a one-off scheme whereby people in the city were given a £2.00 voucher for any hackney journey but only if they used the bus station rank. The scheme aimed to encourage people to move away from the main concentration of people in Eastgate Street

towards where there were lots of hackneys. The scheme apparently worked satisfactorily but was not continued.

Eastgate Street was once closed by police at the Bruton Way end on Saturday nights to cut the level of traffic. However, this ceased in 2008 as it was seen to be causing a number of congestion problems with hackneys and private hire vehicles attempting to make three-point turns. Local residents also complained that they were being unfairly blocked in.

4.4 Consultation with nightclubs

The main taxi activity took place on Eastgate Street from the intersection with Clarence Street down to the intersection with Bruton Way as there are a number of popular bars (Fever, TNT, Zest) and the one nightclub left open in Gloucester (Liquid Diva) on this street. The manager of Liquid Diva stated they were satisfied with the taxi services available for their customers. GCC had originally suggested placing the existing Eastgate Street rank outside GL1 on Bruton Way, but the manager campaigned for the rank to be outside Liquid Diva instead which appears to be successful.

Most private hire vehicles stopped on the road, switched on their hazard lights and waited outside the establishment for which passengers had booked a taxi from. An obstructed vehicle behind them would have to drive round onto the opposite side of the road to get by.

All bars and clubs had either a contract or a 'Gentlemens' agreement with a private hire operator for customers to book a taxi at the establishment. Liquid Diva has a contract with one operator. A club employee with a fluorescent yellow jacket was identified outside the entrance and inside the lobby area walking around with a clipboard and asking customers as they left the club whether they needed a 'taxi' to get home. The employee had a radio which was used to speak to drivers as and when a vehicle was needed. Instead of waiting outside the club, private hire drivers would wait in the GL1 car park located at the rear of Liquid Diva and drive around when summoned. People who did not use the booking system being offered would wait at the rank for a hackney carriage. This was overseen by two club employees acting as Marshalls.

During our visit, few hackneys waited at the Eastgate Street rank which meant that a queue of perhaps six to eight people would emerge every 10 to 15 minutes to wait for a hackney. As people would usually be in a group, most of the queue would be catered for by one vehicle, and would soon leave the area.

4.5 Consultation with public houses

A sample of public houses located in Gloucester was contacted. All confirmed they were frequently requested to call a taxi company on behalf of their guests. None of the public houses contacted were located in the immediate vicinity of any taxi rank.

The pubs contacted did not have contracts with any local taxi company but all had a preferred company they called or suggested.

Staff and customers tended to rely upon services provided by the private hire operators. However, there was a general consensus that there were sufficient vehicles to service their customers. The pubs stated that the service provided was good and no improvements were required.

Overall the feedback was generally positive because the service their customers received raised no memorable complaints and was deemed punctual, responsive and reliable by staff.

4.6 Consultation with First Great Western

An attempt was made to contact First Great Western to make comment in regard to the service provided at Gloucester station. Although permission was granted for the rank survey to occur, despite several requests, no further comment was made by the time this Report was written. This precluded us being able to identify the exact plates which have the supplementary licence for the station, and therefore being able to confirm how many wheel-chair accessible vehicles can serve the station.

4.7 Consultation with supermarkets

Major supermarkets were contacted in the council area with a view to establishing the opinions of staff and customers, largely via feedback from the store managers, regarding the local taxi service.

Supermarkets were aware of customers using operators of their own choosing. Of the six supermarkets contacted only one supermarket had a taxi rank located in the immediate vicinity. In general, the service provided was believed to be reliable and efficient. Store managers believed there to be sufficient taxis and had no complaints regarding the service from staff or customers and described short waiting times.

Two supermarkets were directly connected to a private hire operator using a free phone for their staff and customers. One company with a low demand and no free phone would call a private hire operator for their customers. Another supermarket provided a list of operators to the customers.

Feedback regarding the taxi fleet was generally good, with no complaints from customers or staff. The service overall was deemed punctual, with short waiting times and helpful drivers, with the maximum waiting time indicated by three supermarkets as being 15 minutes.

4.8 Consultation with hotels

Major hotels located in Gloucester were contacted. All of the hotels were frequently requested to call a 'taxi' company on behalf of their guests. Only one had a rank in the immediate vicinity. No other hotels contacted were located near a taxi rank.

Two of the hotels had a contract with a local private hire company. Other hotels did not have a preferred company.

Hotel staff and their customers tended to rely upon services provided by the private hire operators. However, there was a general consensus that there were sufficient vehicles to service their customers and staff. The hotels stated that the service

provided was good. One hotel stated some of the taxi drivers had limited knowledge of the area which could be improved.

Overall the feedback was generally positive because the service their customers and staff received raised no memorable complaints and was deemed punctual, responsive and reliable by staff.

4.9 Consultation with town centre representatives

The Manager of The Mall was contacted and confirmed they do not use taxi services and therefore had no comment to make.

4.10 Gloucestershire Highways

Responsibility for the road network in Gloucester City is held by Gloucestershire Highways, a partnership between Gloucestershire County Council and a private contractor. Gloucestershire Highways (GH) confirmed that any request for highway facilities in the City should be directed to Nick Peters. Nick is also the first point of contact for any information about proposed new developments in the City which may have impact on the highway network.

GH confirmed they are not currently considering any proposals to remove any of the present ranks in the City of Gloucester. There is a pedestrian safety scheme being developed for Eastgate Street which may have an impact on the location and design of the rank in Eastgate Street. Any information from this Study of value to informing the design of the rank and the need for licensed vehicles servicing this area should be provided to Daniel Tiffney of GH to ensure the best possible solution is provided.

4.11 Gloucestershire Education and Social Services Transport

One relatively unique feature of the current private hire trade in Gloucester is the existence of two operators set up only to provide school contract work. This seems to be a good practise which should be encouraged.

A large number of contracts for both education and social services transport are let each year by Gloucestershire County Council. The County Council need to ensure all vehicles and drivers used are correctly licensed, and set their own standards across the County including their own criminal records bureau checks. The County also covers a larger area than just the City of Gloucester, and journeys can be cross-border.

However, an issue was identified that the standard of vehicle required for such contracts might be significantly higher than can be provided by current hackney carriage legislation. This partly arises from the nature of the work being put out to tender, some of which tends towards the vehicles being used being more like small buses rather than large cars, and others related to the need to make best use of the limited resources available to pay for the transport required.

The County representative suggested that the livery requirement from Gloucester City had led to several suitable minibus style vehicles transferring their registration from Gloucester to other districts to avoid the cost of a repaint. They also felt that this restrained new minibus applications to Gloucester City although this was hard to prove.

A disability training course is now being developed by Gloucestershire County Council. This is presently being trialled with drivers in the Forest of Dean licensing district and in due course should be rolled out across the whole of the County area.

4.12 Consultation with the hospital

A formal request for consultation was sought, but the hospital did not respond our written questions by the time of the submission of this study. Therefore, a private visit was made. Both the Tower Block and Main Entrance had a public phone which had a free phone number for one operator. The number was called at 11:28am providing an instant response and a WAV arrived at 11:33am. Therefore, the taxi service at the hospital is considered to be quick and efficient.

4.13 Consultation with drivers

GCC sent out a letter on behalf of Mouchel inviting all licensed drivers to a consultation meeting with Mouchel staff. Both consultation meetings were held on 18th May 2010 (Hackney carriage between 1000 and 1200 and private hire between 1300 and 1430). This date was agreed with GCC and the trade representatives at the inception meetings on the 18th March 2010. Hackney carriage and private hire drivers met separately to discuss the current issues in the area. If it was not possible for the drivers to attend, they were encouraged to telephone or email with their comments or issues. Three e-mail apologies were received for non-attendance and one phone feedback was received. No feedback via e-mail was received.

4.13.1 Hackney carriage drivers

Eight hackney carriage drivers attended the consultation. Their main problem was the downturn in business due to the increase in the number of private hire vehicles in recent years.

The drivers complained that with the exception of this year, annual license fees have been increasing year on year despite the fact that GCC issues more licenses every year (which they suggested should reduce the fee). The trade said the taxi licensing office should not be profit-making and should only charge fees which cover the cost of overheads. One driver stated that a discount of around 5% was applied to last year's fees as a result of one driver's investigation and scrutiny of the taxi licensing office's balance sheet.

All drivers present considered there was a lack of enforcement or involvement in the trade by the Council. Concerns put to the Council had not been acted upon and there was a suggestion the large number of vehicles being dealt with meant the licensing section had too much work. One driver stated that a number of drivers chose to discard any correspondence from GCC without reading it as a sign of protest and frustration. Any grievance or complaint is now passed onto the hackney carriage representative. However, drivers have not seen any of the enforcement they would like to see as a result of their concerns being expressed.

Drivers complained that private hire firms were significantly undercutting their fares, which means hackney carriage drivers cannot compete and therefore lose a significant amount of the business available, which is already stretched thin due to supply exceeded demand. In the last two years, twelve hackney carriage drivers have become bankrupt due to a drop in income of between 20% and 30%.

Drivers considered that the Police did not enforce legal taxi operations properly on busy nights – for example, not enough was being done about private hire vehicles double parking or parking on double yellow lines for a significant amount of time and touting for customers or responding to customers flagging them down. This is illegal as they are not insured and is therefore a Police matter. The hackney drivers felt the police need to be educated about the difference between hackney carriage and private hire vehicles and what each trade can and cannot do.

Drivers complained about an individual who stands outside the Liquid Diva nightclub during the early hours of Sunday morning wearing a high-visibility jacket and asking people on the street whether they required a taxi to get home. At first the drivers believed this individual to be an employee of a particular private hire firm however it was discovered that they were actually an employee of the nightclub (see para 4.4 above). The drivers complained that this particular individual was inadvertently touting for business for the private hire firm which had a contract with the nightclub and therefore reducing business for hackney carriage drivers. As the individual is outside and not inside the lobby area of the nightclub, the drivers stated the individual could not differentiate between actual customers of the nightclub who have left the establishment or members of the general public walking up and down the street and was therefore anybody who looked like they needed a taxi. The drivers did not have a complaint against the nightclub having a taxi booking system, as long as all bookings took place in a booth inside the nightclub itself and not outside on the street so only customers of the nightclub were making a booking and no one else.

The hackney carriage drivers feel they are seeing their business being taken away from them by private hire drivers on Eastgate Street. For this reason the Eastgate Street rank is not used as much by hackney carriages. Most drivers suggested having the Eastgate Street rank on the opposite side of the road next to the takeaway food outlets which is where a significant number of bar and nightclub customers congregate at the end of the night. They also felt this would also perhaps diminish the number of private hire vehicles touting for business in this area.

The hackney drivers recommended that a larger rank be created outside the new Gloucester Quays Designer Outlets on St Ann Way to accommodate more than the two spaces presently there as there is believed to be latent demand in this area for taxis. At present, there is a free taxi phone located at the Designer Outlet Customer Services Desk for a particular private hire firm which is seen to be unfair to hackney carriage drivers. There is also a billboard advertisement for a specific private hire firm next to the rank which the hackney trade consider should not be there.

It was also recommended that a rank be placed outside Café René on Southgate Street as there is seen to be a significant amount of potential business in this area.

4.13.2 Private hire drivers

Private hire drivers had also noticed a downturn in business due to the surge in the number of private hire firms and subsequent fleet numbers.

The private hire drivers believed that the ability to have roof signs had been recently revoked due to hackney carriage driver complaints that the signs made private hire vehicles look like hackney carriage vehicles, therefore customers could not tell the

difference. All private hire drivers stated that illuminated roof signs were *essential* for their trade as it helped customers identify the vehicle they have booked, especially at night. Drivers were quite happy not to use the word 'taxi' on the sign but just have the name of the firm instead.

Drivers complained that when picking up customers who have booked their taxi, especially on Eastgate Street on a Wednesday or Saturday night, there is usually nowhere to park off-road to wait for the customer to arrive. When asked why they didn't park further along from the establishment where the taxi has been booked, drivers stated that in this scenario the customer is more likely to be quickly picked up by another private hire firm or hackney carriage vehicle because the customer was not able to locate the taxi they had booked (customers do not wait for long if there is an option available to use another taxi). Therefore, in order not to lose the business, private hire vehicles will usually stop outside the establishment to make sure the person who booked is located and retrieved, even if it means blocking the road. This is a common act given the amount of competition for business on Eastgate Street on the busiest nights. Private hire drivers simply do not want to run the risk of losing their customer to a competitor, which is very likely, by parking at any distance from the establishment.

On some occasions, private hire vehicles choose to park near or on a taxi rank when waiting for the customer in order not to block the road. However, this comes with many complaints from hackney carriage drivers who tell the private hire vehicles there and then that they are not supposed to park on the rank and are therefore told to move on.

It was suggested that Eastgate Street should only be open to buses, taxis and emergency vehicles on a Wednesday and Saturday evenings to prevent public and through traffic and create the opportunity for more on street parking spaces at night (at the moment, too many vehicles are parked on-street which diminishes the opportunity for private hire vehicles to manoeuvre or park). There was also the suggestion that Eastgate Street should be blocked by police at one end as before. However, it was then agreed that past problems with manoeuvring and congestion meant, on balance, that this should not be repeated.

One driver raised a query as to what constitutes a 'booking'. This particular driver was the sole owner and driver of their firm which meant there was no operator or anyone else to contact to book the vehicle. They asked that if someone wanted to hire their vehicle from the street, what procedure must they adopt which would not be seen as picking up a flagging customer. This issue is now covered in the new Rule book, issued to each driver in June 2010 after the consultation (Private Hire Operators Rule Book paragraphs 2.7 and 2.14)

4.14 Summary of findings from driver consultations (hackney carriage and private hire)

The main point made by both hackney carriage and private hire drivers was in regard to the reduction in work available due to the substantial increase in both hackney carriage and private hire vehicles over the past 10 years or so. This was leading to longer working hours, less income and some level of distrust between the trade and GCC and also distrust between many hackney carriage and private hire drivers.

A number of issues required clarification by the drivers including what constituted an official private hire booking and where private hire vehicles could park when picking up customers who have booked.

On the whole, all drivers feel that supply grossly exceeds demand which has led to 'cut-throat' competition between drivers for business in the area. This high level of competition means that some drivers are prone to carrying out illegal pick-ups or parking illegally in order to secure business. Drivers felt that enforcement of rules and regulations by both GCC and the police was poor which is why there continues to be an issue with drivers carrying out illegal acts in order to secure business away from other firms and drivers.

5 Mystery shopper results

5.1 Introduction

Mouchel were asked to assess the quality of the taxi service from the viewpoint of a wheel-chair user. An employee from Mouchel acting as a 'Mystery Shopper' carried this out over a two-day period; Tuesday 20th and Wednesday 21st April 2010, between the hours of 1430 to 1730 and 0930 to 1300 respectively. This person usually uses a combination of crutches and a wheel-chair to travel around. For similar studies, this person has remained confined to their wheel-chair, but the low level of WAVs in Gloucester was considered to militate against this option. In Gloucester, crutches were not required the person was able to procure WAVs on all but one occasion when they were able to transfer directly from their wheelchair into a saloon type taxi.

5.2 Methodology

Prior to the survey, the representative held discussions with Anthony Moseley of GCC to discuss the terms of reference for the survey. It was agreed that the taxi drivers would be assessed on the following criteria:

For all vehicles

- Whether the driver accepted the passenger or not, or if they 'cherry-picked' their fares
- Whether the driver was friendly and generally helpful
- The level of consideration given by the driver to the passenger when manoeuvring, braking, cornering etc

For WAVs

- Whether ramps were provided to effect entry into the taxi, and, if so, whether the drivers were careful in the manner that they pushed the passenger into the vehicle – i.e. didn't tip the wheelchair backwards too far
- Whether the chair was secured during the journey
- Whether a seatbelt was provided

For saloon style vehicles

- Whether the driver took care when loading the wheelchair into the boot

In addition to the above, the following information was to be recorded (if visible):

- The vehicle's registration number
- The taxi plate number

- Whether the meter was used and, if so, what was the tariff displayed (should be a '1')
- The cost of the journey

Addresses of the official taxi ranks were provided:

- Gloucester station
- Outside the Bus Station (main rank)
- The Town Centre rank (situated in the Oxeboode adjacent to the main Post Office and Debenhams store)

In the absence of a rank, the representative was advised that the Gloucester Royal Hospital provided a free-phone telephone line to a specific operator. Details of four Private Hire companies known to have WAVs were also provided.

It was agreed that the survey would undertake a number of 'typical journeys', representing those taken by members of the public, including some short and some longer journeys, and that vehicles would be procured either from official ranks, directly from the street (by flagging) or by making calls directly to companies.

5.3 Record of Journeys

Table 5-1 below shows the results of the Mystery Shopper task.

Journey	WAV or Saloon	Ramp offered	Seatbelt offered (when in wheelchair)	Wheelchair restraining strap offered	Fare £	Comments
1. Gloucester Railway Station to Royal Hospital	Saloon	N/a	N/a	N/a	4.20	Arrived at station 14:40. Only two taxis on rank - neither a WAV. Driver carefully put wheelchair in the boot of his vehicle, although he noted that the boot wouldn't shut properly. He wasn't concerned as it was 'just a short journey'.
2. Royal Hospital to Gloucester town centre	WAV	Yes	No	No	4.00	Procured taxi by phone. Taxi arrived within 20 minutes of calling. Although charged £4.00, meter showed £4.60. Neither seatbelt nor restraining straps offered.
3. Bus Station rank to Royal Hospital	WAV	Yes	No	No	3.60	Originally planned to procure taxi from Oxebode rank, but only one taxi available (saloon type) at 15:45. Decided to try Bus Station rank. Plenty of taxis at Bus Station rank, but only one WAV. Driver commented along the lines of 'no point strapping the chair down as it is only a short journey'.
4. Royal Hospital to Cheltenham (hotel)	WAV	Yes	Yes	Yes	20.00	Procured taxi by phone. Taxi arrived within 20 minutes of calling.

Journey	WAV or Saloon	Ramp offered	Seatbelt offered (when in wheelchair)	Wheelchair restraining strap offered	Fare £	Comments
5. Cheltenham (hotel) to Gloucester town centre	WAV	Yes	Yes	Yes	20.00	They provided the same taxi driver as Journey 4. Taxi arrived at the time requested.
6. The Oxebode rank to Royal Hospital	WAV	Yes	No	Yes	4.80	Two taxis on rank at 10:15 – one WAV and one saloon. Procured WAV. The meter appeared to have not been used to generate the fare. Driver quoted price at the end of the journey. Seatbelt not offered.
7. Royal Hospital to National Waterways Museum	WAV	Yes	Yes	Yes	6.50	Procured taxi by hospital free-phone. Taxi arrived within 10 minutes of calling.

Journey	WAV or	Ramp offered	Seatbelt offered (when in wheelchair)	Wheelchair restraining strap offered	Fare £	Comments
	Saloon					
8. National Waterways Museum to Gloucester town centre	WAV	Yes	No	No	3.00	Procured taxi by phone. Taxi arrived within 15 minutes of calling. Same taxi and driver as Journey 2. Although charged £3.00, meter showed £3.60. Neither seatbelt nor restraining straps offered.
9. Bus Station rank to Royal Hospital	WAV	Yes	No	Yes	3.60	Plenty of taxis at Bus Station rank, but only one WAV. Seatbelt not offered.
10. Royal Hospital to Gloucester town centre	WAV	Yes	Yes	Yes	4.00	Procured taxi by phone. Taxi arrived within 5 minutes of calling. Declined the use of the tie down straps and seatbelt and the driver didn't insist on their use. The meter was not used to generate the fare. Driver quoted price at the end of the journey.
6. The Oxebode rank to Gloucester Railway Station	WAV	Yes	Yes	Yes	4.00	Seven taxis on rank at 12:55 – two WAVs and five saloons. Procured WAV. By coincidence, the same taxi as Journey 10 was procured from the taxi rank.

Journey	WAV or Saloon	Ramp offered	Seatbelt offered (when in wheelchair)	Wheelchair restraining strap offered	Fare £	Comments
						<p>Declined the use of the tie down straps and seatbelt and the driver didn't insist on their use.</p> <p>The meter was not used to generate the fare. Driver quoted price at the end of the journey.</p> <p>It was noted that there were only two taxis at the station rank – neither WAVs.</p>

Table 5-1 Mystery shopper details

5.4 Able Bodied Mystery Shopper

During the course of the survey, several trips were made around the area by our survey staff, making use of local hackney carriage and private hire vehicles. In all cases, vehicles were readily available at the ranks used, or over the phone. In the case of the hospital, vehicles had to be obtained using the available phone link. Drivers were friendly and courteous and all used meters where relevant.

5.5 Conclusion

The survey showed that the provision of wheelchair accessible taxi services in Gloucester is good and that WAVs are generally readily available, both at ranks and over the phone. Our experience of able bodied use of both hackney carriages and private hire vehicles confirmed that a good and courteous service was provided, available when necessary. Service to the hospital was provided by a telephone link to a private hire company.

Although there were no problems in procuring an appropriate vehicle, there were obviously a higher proportion of saloon-type taxis than there were WAVs. Generally, saloon type taxis at The Oxebode and the Bus Station ranks outnumbered WAVs by a factor of three to one. However, this was not the case at the railway station rank, where the MS did not observe a single WAV during either of the two occasions the rank was visited (although this observation of no WAVs could have been a case of bad timing).

All of the drivers were found to be friendly, helpful, courteous, non-patronising and happy to engage in conversation. All of the drivers drove with care and attention and always kept within the speed limits.

The correct tariff was in operation for all journeys, although on three journeys the meter was not used to generate the fare.

One area for concern, however, is that the use of wheelchair restraining straps and seatbelts was variable depending on the vehicle. During some journeys, both straps and seatbelts were offered, on others only the straps were offered and on others neither was offered.

All drivers were careful in the way they propelled the representative up the ramp and into the vehicle. On one occasion where a saloon type taxi was used, the driver took care when handling the wheelchair so as not to damage it.

6 Summary and conclusions

6.1 Background

This Report forms a review of the licensed vehicle industry of Gloucester. The Report focuses on current demand identified through video and manual Surveys, trade & stakeholder consultations and desk studies.

6.2 The taxi fleet and industry structure

The hackney carriage fleet at the time of the survey consisted of 131 vehicles. There are 268 private hire vehicles operated by some 53 different companies. Both the industries tend to be made up of vehicles owned by individuals, with the largest owner having nine vehicles. Some hackney carriages operate through one radio company. There are eight private hire operating companies based in Gloucester with ten or more vehicles, with the remaining companies tending to be smaller. There is only one large publicly available private hire company, with over 40 vehicles. Two operating companies only serve the school contract market.

There is currently little double-shifting of vehicles, which implies there is available capacity for growth in demand if more drivers identified such a need, and if owners had a more flexible approach to encouraging better use of their vehicles.

Provision of licensed vehicles in Gloucester is above the average for nearby authorities in the area. The private hire fleet level per thousand persons is the highest in our comparison and the equivalent hackney carriage figure is the third highest after Cheltenham and Bristol. The overall licensed vehicle fleet has grown since 1997, with most growth occurring since 2005.

Both fleets are largely made up of saloon style vehicles, with just 14.5% of the Hackney carriage fleet being wheel-chair accessible. Several different WAVs are allowed within the fleet, not just the narrow London-style definition. Despite this expansion of vehicle types allowed, there has not been any significant increase in the level of such vehicles in recent years.

The most popular hackney carriage and private hire vehicle is the Ford Mondeo. The second most popular hackney carriage vehicle is the Fiat Doblo whilst for private hire is the Vauxhall Vectra. In vehicle make terms, the public are unlikely to be able to distinguish the two separate fleets. The two fleets are very similar in age, both in profile and in terms of oldest vehicles. The distinctive hackney carriage feature is the white livery, whilst recent removal of private hire roof signs was undertaken to strengthen the perception of the hackney carriage against that of the private hire vehicle.

6.3 Rank activity

The four principal taxi ranks at the Oxebode, bus station, railway station and Eastgate Street were surveyed during April 2010 at appropriate times.

Overall, the bus station rank is the principal rank for both vehicles and passengers. Despite its short hours of operation, the Eastgate rank is next most used, followed by the railway station and the Oxebode. Saturday is much busier than Friday, although Eastgate saw similar numbers of passengers on both Wednesday and Friday evenings.

Observations at the bus station rank were undertaken on Friday 23rd April from 1000 until 0200 and Saturday 24th April from 1000 until 0400. On the Friday, a total of 457 passengers were observed boarding a total of 291 vehicles with an average of 1.57 passengers per Hackney carriage and no waiting time for passengers. Taxis waited an average of 7 minutes for passengers with a maximum wait of 64 minutes. On the Saturday, 1,029 passengers were observed boarding a total of 548 taxis with an average of 1.88 passengers per taxi. There was a greater demand for taxis from 2300 until 0200. Over the whole Saturday, hackney vehicles waited an average of seven minutes for passengers with a maximum wait of 124 minutes.

Observations at the Eastgate Street rank were undertaken on Wednesday 21st, Friday 23rd and Saturday 24th April from 2000 until 0400. On the Wednesday, a total of 146 passengers were observed with practically no passenger waiting time. Taxis had an average wait of eight minutes for passengers with a maximum wait of just over 36 minutes. On the Friday, a total of 159 passengers were observed with again practically no passenger waiting time. Taxis had an average wait time of ten minutes for passengers, with a maximum wait of just over 25 minutes. On the Saturday, a total of 275 passengers were observed boarding 128 vehicles. 25 (9%) of these passengers experienced a wait, but the most time someone waited was 11 minutes.

Observations at the railway station rank were undertaken on Friday 23rd April 2010 from 1000 until 0100. A total of 128 passengers were observed boarding a total of 86 taxis. During the period of observation, just four passengers faced waits for vehicles. Taxis faced an average wait of 23 minutes for passengers with a maximum wait of 126 minutes.

Observations at the Oxebode rank location were undertaken on Friday 23rd April 2010 between 1000 and 1900. A total of 116 passengers were observed with an average 1.78 passengers per taxi. Taxis had an average wait of 13 minutes and a maximum wait of just over 63 minutes.

During all day visits, hackney carriages were always observed at the bus station, railway station and the Oxebode. During night visits, hackney carriages were available at the bus station and Eastgate Street only, with no taxis at the Oxebode and little to none at the railway station. At no time did any of our observations counter those of the video surveys.

Hackney carriage service and provision is good. Both hackney carriage and private hire fleets coped very well with relatively high demand, principally on the late Saturday evening / early Sunday morning.

6.4 Consultation results

Results from the public attitude surveys, which were representative of the local population statistics, indicated that nearly half of respondents had used a taxi in the last three months. Whilst 4% used taxis daily, some 57% used them less than once a month or not at all. Whilst 27% would phone for a 'taxi', 19% would use a rank, which is good considering hackneys are only a third of the fleet. The generic taxi service was held in high regard, and 77% had no issue in getting a 'taxi' when they needed one. There was a high awareness of the three daytime ranks.

Some 43% of people named companies they phoned for 'taxis'. The hackney radio company was named most often, followed by the largest private hire company, and the second largest company. A further six companies were named.

27% of those interviewed in the street had one or more problems with the generic taxi service. The largest number of people had issues related to 'vehicle design', and many of these also had issue with the cleanliness of the vehicles. Within this questionnaire, no further investigation of what the specific vehicle design issues were was undertaken. However, when considering why people would use more 'taxis' was, the second most popular comment was "if the vehicles were better". This suggests there could be some issue with the expectation of taxi vehicle design against the vehicles within the Gloucester fleet.

As usual in studies of this nature, the most important matter that people said would increase their use of 'taxis' was if they were cheaper.

Supermarkets and other small (food based) stores had no issues with the service provided. A number had free phone connections to specific companies.

The hotels and restaurants in the area tended to rely heavily on phone calls to companies to book vehicles for customers. Disabled groups making comment also said they principally used the phone to obtain vehicle service, for most this meant use of private hire vehicles, although it would also include the hackney carriage radio circuit.

No other consultees raised any issues with provision or service provided by the licensed vehicle trade in Gloucester, although most relied on the private hire service rather than the hackney carriage service, with customers phoning for vehicles.

The driver consultations confirmed that they considered there was not enough work in the area to support the current number of drivers and that supply vastly exceeded demand. It was admitted that this was leading to drivers having to work longer hours for less income and in some cases meant that drivers were becoming bankrupt due to the downturn in business. Mistrust was mentioned between the trade and GCC and between hackney carriage and private hire drivers. The excess in drivers means that competition for business has led to a number of illegal activities taking place,

such as private hire vehicles picking up customers from off the street without the necessary insurance to do so and also parking illegally in order to secure business away from other drivers. Drivers complained that GCC and the Police are not doing enough to enforce fair and legal taxi activity amongst both trades.

The mystery shopper exercise showed that the provision of wheelchair accessible taxi services in Gloucester is good and that WAVs are generally readily available, although noticeably a small part of the fleet. The use of wheelchair restraining straps and seatbelts was variable depending on the vehicle. During some journeys, both straps and seatbelts were offered, on others only the straps were offered and on others neither was offered. There is felt to be need for some further training in this respect.

There remains a need to confirm if any of the 20 hackney carriages with supplementary licences for the railway station are WAV style vehicles. At no time during the survey was any such vehicle observed at the station, which could be a significant weakness in service to potential passengers at this important location.

Able bodied mystery shopper journeys did not raise any issues although they did prove that the service to the hospital is dominated by one private hire operator.

6.5 Local licensed vehicle market

The local licensed vehicle market is heavily dominated by three hours in the early hours of Sunday morning. At the present time, the current fleet appears to be meeting this need adequately.

There is no particularly dominant single private hire operator in the area.

6.6 Overall conclusions

Overall, our survey confirms that people in the Gloucester area have access to a **good service** from hackney carriage and private hire vehicle services in the area.

Taking all observed supply and demand into consideration we would conclude that at the time of the survey, there is **no significant unmet demand within the Gloucester licensing area**.

We believe that our survey was undertaken at a time of year when demand was 'typical' and that we have not omitted any key observable demand either within the main centre or at any other location within the licensing area.

Provision for people with disabilities is generally **very good**, with minor concerns about the proper use of seatbelts or restraints.

7 Recommendations

7.1 Introduction

Following this study of the current situation regarding hackney carriage and private hire operation in the Gloucester licensing area, the following recommendations are made.

7.2 Existing ranks

All four existing ranks work well, are well-known to the public and cover much of the demand in the current city centre. The Bus Station rank could benefit from some operational re-design and use of the area by non hackney vehicles (for deliveries, parking, etc) should be kept under review to ensure the good current operation is not compromised at any point.

There are times when no vehicles are available at the Railway Station rank, usually for legitimate reasons, but which can occasionally lead to passenger frustration. Consideration should be given to providing a phone link to Associated at this point to overcome this particular issue. Ongoing discussion is needed with First Great Western to ensure that the supplementary licence provision does not hinder adequate service provision to the public, and that there is sufficient information available to allow all potential 'taxi' passengers to obtain an appropriate service from the station when required. It is also critical to ensure that First Great Western do provide their views on the service provided, confirm their policies in regard to the supplementary permit, and also if there are any WAV style vehicles available to its customers within those with permits.

The rank at Eastgate Street can suffer from abuse by parked other vehicles. Enforcement of waiting at this location is critical to ensuring hackney carriages feel able to serve this location. Access to this street from 2200 onwards should be, as far as practicable, restricted to vehicles taking people home, and a review of parking in this area would be beneficial. Information from this Study should be shared with Daniel Tiffney of Gloucestershire Highways to ensure that their current redesign of Eastgate Street as part of a pedestrian safety scheme takes on board the detailed needs of licensed vehicles in this area.

The issue of how the in-house booking system for the neighbouring club works must be enforced to ensure a fair share of work is given to both the private hire company under agreement and the hackney carriages, to provide the best possible choice for potential passengers from this location.

Continuation of the marshalling scheme at Eastgate Street is essential to the successful retention of an effective way of getting people home in the early mornings in Gloucester. There are significant benefits arising from having such a well-proven system and the Crime Disorder Reduction Partnership must be encouraged with respect to continuing this scheme. Any reduction or removal of this scheme would have severe repercussions on the viability of this night industry which is very important to Gloucester.

The ranks near to the former clubs should at least have their on-road markings removed to free the roadspace for other uses; these spaces should be formally revoked when it becomes clear the clubs will never be able to re-open under similar uses. All applications for new night club premises must include proper consideration of the need for hackney carriage rank provision, to be made before the club is able to begin trading.

It would be appropriate for the licensing section to agree a protocol and sample timetable with the relevant County officers for both modification and introduction of new ranks to the City. This would need to moderate the expectations of drivers and the public against the reality of traffic regulation order preparation. In particular, a realistic timetable for new rank introduction must be identified within current legislation and procedures, and communicated to all appropriate parties.

Discussion needs to continue with regard to provision of active ranks to the developing Docks area. Hackney carriage proprietors should work with the Council to ensure maximum development of potential trade in this area.

A representative from the Licensing Section must be involved in discussions regarding any proposed redevelopment. This is to ensure that adequate rank provision is considered from the earliest possible opportunity to give the public the best possible range of transport provision to and from any proposal. This will concur with current emphases on sustainable transport provision, minimising the level of parking needed, and maximising the use of sustainable transport to new development. Active hackney carriage ranks can be critical in adding the vibrancy to such centres and the licensing section have the necessary skills to ensure such ranks can be established.

7.3 Service for drivers

A number of matters appear to need better communication and clarification to be provided to the drivers. The regular newsletter is a very good way to do this, and the recent example (see Appendix 6) demonstrates how communication is undertaken. Though should be given to how drivers can be encouraged to read and respond to the newsletter (eg using competitions).

The current hackney carriage representation system needs to be encouraged and developed further. Ways need to be found to ensure that representation and dialogue with private hire drivers and operators is significantly improved.

7.4 Service to customers in a wheel-chair

The main need in regards to customers in wheel-chairs is the need for the Council to consider ways in which a higher number of wheel-chair accessible vehicles can be provided. At present, there do appear to be sufficient vehicles for the relatively low level of demand, and they do seem to be accessible, although there could be a relative shortage of provision at the Railway Station arising from the supplementary permit reducing supply (see also paragraph 7.2 above). The Associated radio network is particularly important in this respect.

Whilst a good service was generally provided to our mystery shopper, the issue of use of wheel chair restraining straps and the implications of not using these needs to be highlighted and enforced. The minor issue regarding use of meters for fares also needs to be considered.

The issue of the standards of vehicle expected on County Council education contracts needs to be discussed between the relevant parties in the County and City councils, and a clear way forward identified to ensure that the licensed vehicle fleet can properly play its part within social services and education transport both within the City and County, as appropriate.

It is therefore recommended that Gloucester City Council:

- Reminds drivers and private hire companies of their responsibilities regarding insisting that wheelchair passengers' chairs are secured and that seatbelts are used at all times (unless dispensation granted due to medical conditions)
- Investigates the practice of not using meters to generate fares. Please note that this practice did not appear to be widespread
- Investigate the reasons for the apparent lack of WAVs at the railway station rank and if the reason for this is because drivers generally find that there are more wheelchair passengers in the city centre, or if the First Great Western permits system has restrained the potential number of such vehicles to too great a degree (in this regard the need for contact with First Great Western is paramount, which did not prove possible within the timeframe of this study).
- Contacts all of the city's taxi companies to determine how many WAVs are available and produce an up-to-date list which would be made available to local residents and disabled visitors to the city. A productive start would be to distribute this amongst local disability groups and perhaps make it available through the Council's website. Also, a list of WAVs could be displayed at the railway station, or the phone link to Associated clearly stating this would result in a WAV if requested.
- Considers ways to increase the number of WAVs so that more are available at the taxi ranks and directly through taxi companies. This is not currently a problem but it would be beneficial to have more WAVs in the taxi fleet especially as the age of the population increases. This issue needs to be discussed urgently particularly with those who have legacy vehicles. The possibility of other adaptations to those retaining grandfather rights, such as requiring swivel seats (as applied in some authorities) should be considered.
- Although not the Council's responsibility, it was noted that the free-phone telephone line to a private hire operator located at Gloucester Royal Hospital was not at the recommended height for wheelchair users. The Council may wish to advise the hospital of this suggesting that an additional phone is installed at a

lower level. Discussion should be held with the hospital by the licensing section to ensure that appropriate vehicles are available within the fleet of the company that runs the phone system.

7.5 Marketing

Further consideration needs to be given to marketing of both the hackney carriage and private hire service in the Borough. The opportunity should be taken of providing sample fares at all ranks that are used, and at other places within the town centre. The idea of an information board at ranks, giving typical fares, should be considered. This site could also be used to ensure better communication between the trade and their customers as to vehicle availability and amendments to the service arising from other matters (which may be out of trade control, eg roadworks or major events). It would also allow the trade to provide alternative links were a person to arrive at a rank and find no vehicle available. This might be particularly important for the casual visitor, able bodied or disabled, visiting Gloucester. We understand a telephone was once available at one rank, and the opportunities for such provision should be reconsidered.

7.6 Vehicle limit

There is no evidence of significant unmet demand. The market currently appears to be providing sufficient vehicles to meet all levels of current demand.

Appendix 1 – Invitation To Tender

Ian Millership

From: Ian Millership
Sent: 23 September 2009 13:46
To: Thomas Bennett
Cc: Rob Surl; Brett Cullen
Subject: RE: Taxi/Private Hire Survey

From: Anthony David Moseley [mailto:AnthonyDM@gloucester.gov.uk]
Sent: Fri 18/09/2009 13:56
To: Thomas Bennett
Subject: Taxi/Private Hire Survey

Dear Tom,

You contacted us earlier this year about taxi surveys but at that time, although I was looking to do one we did not have any funds! We now have the funds.

Our last survey was carried out in 2002 by MCL transport consultants and caused a furore amongst the trade as they felt they were being observed rather than consulted and that the whole report was 'skewed' for the Council's benefit !

This time I propose to do it differently

Gloucester City has approx 130 Hacks 260 PH vehicles and just over 400 drivers between the two. We have one busy daytime shoppers rank plus a couple of propped ones in a new shopping development, one busy 24 hr rank, one railway station rank and one temporary evening rank.

Gloucester is in the throes of a major multi million pound development and now is an appropriate time to start looking at how we provide transportation.

I would be grateful if you could provide me with details of the sort of thing you might be able to offer us and some idea of costs. Have you undertaken any recent surveys for other local authorities similar to ours ?

Please let me know what other information you may require and I look forward to hearing from you in due course.

Kind regards

Anthony Moseley
Licensing Enforcement Manager

Environmental Health
Gloucester City Council
Herbert Warehouse
The Docks
Gloucester GL1 2EQ

T: 01452 396322
F: 01452 396340
anthonydm@gloucester.gov.uk
www.gloucester.gov.uk

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Gloucester Taxi Study – Pre Tender Meeting

Minutes

Gloucester City Council Herbert Warehouse Office
14:30, Monday, 5 October 2009

Present

Gloucester City Council: Tony Moseley (TM)

Mouchel: Rob Surl (RS), Ian Millership (IM)

Distribution

Invitees.

1.0 Introduction	Action	By
<p>TM introduced himself and explained the current background to Gloucester. TM was formerly the Team Leader for Licensing Enforcement. In his current post there is a high level Licensing Services Manager although this is currently staffed from an Agency.</p> <p>New housing is being developed at Kingsway Village, continuing over the border into Stroud. The current day Gloucester has much less shopping offer than in the past, and a lot of people go to Cribbs Causeway, Bristol, and Cheltenham, leaving the main town centre less busy than in the past.</p>		
<p>At the same time, TM has seen the hackney carriage fleet grow from 74 about 9 years ago to 130 now. Private hire vehicles have also grown, now being at around 260.</p>		
<p>Hackney vehicle numbers are currently unrestricted except that any new vehicle must be fully wheelchair accessible, and white with a roof sign. Saloon vehicles can be replaced as saloons as long as the new vehicle is under 8 years old. It will be important to review how effective this policy is in terms of increasing the level of wheelchair accessible vehicles. The range of vehicles allowed as wheelchair accessible should also be reviewed and recommendations made. The PCO standard was</p>		

<p>dropped after the 2002 study. Firstly the Jubilee vehicle was allowed, then people carriers were also allowed. Gloucester is a Phase 1 authority in Department for Transport terms, so should in reality be heading for a fully wheelchair accessible fleet, although this policy is currently not being driven forward at Government level. In this regard it will be important to focus on those funding the vehicles provided – the trade, and those who use them, the disabled population. An appropriate balance should be identified. There is, however, a strong disabled voice.</p>		
<p>There are also suggestions from the trade that a number of passengers prefer saloons – if possible we need to explore this in the public attitude questionnaires.</p>		
<p>TM made it clear that past experience means the work done for this Study must be exemplary. The 2002 study did not include sufficient consultation with the Trade and therefore became hard to apply and ended with confusion within the Members. No 2005 study was produced as that was during the introduction of the new Licensing Act and other matters within the area were also in flux so it was felt that any study would not be appropriate.</p>		
<p>TM confirmed that the Study is committed and funded for review and is seen to be very appropriate at this point.</p>		
<p>The issue that Cheltenham is now the main line station for the area, although the idea of a Parkway within the City confines remains a possibility. The bus station area, which includes the principal rank, is being prepared for redevelopment.</p>		
<p>This, and other redevelopment planned, means that the time is ripe to review exactly what is needed of the hackney and private hire services for the City. TW reiterated that the Study must be thorough and wide-ranging, yet focussed and robust.</p>		

RS outlined the purpose of all our studies of taxis – to provide licensing authorities with accurate, robust and useful information on all relevant aspects of taxi operations with reference to:

- a) Understand the quality of service people are experiencing.
- b) Apply the Government Best Practise Guidance on review of taxi services
- c) Provide robust evidence for an unmet demand study able to stand up in court.
- d) Present an evidence base on which future improvements can be built using an Action Plan.
- e) Involve stakeholders to the level that will encourage the ownership of any solutions brought forward.

TW was in agreement with each of these aims

RS outlined the general toolkit process which we apply.

After appointment, an Inception meeting would be held where all information required from the Council would be obtained. The proposal will outline the information that is required, such as details of contacts where the Council has these to hand, eg club owners / operators, trade representatives, police links, other known key stakeholders already in the knowledge of the Council, vehicle statistics, fares, and other items that provide a general background to the Study.

Generally, following this Inception meeting surveys of users and potential users are undertaken by public attitude questionnaires with members of the public.

The second principal survey is the video survey of taxi use, principally at ranks, but also at any other points where the public meet with hackney or private hire vehicles in large numbers.

The third survey includes local businesses whose patrons make use of taxi services, and other key stakeholders such as the train operating company, police, and in particular club owners.

Mystery wheelchair shopper surveys are optional studies – it is also possible that mystery shopper

surveys of a more general public nature could be used to test particular issues. TM was very interested in including both elements in this study. A further study that could be done would consider how the taxi service fits in and competes with or complements the public transport service.

Following the undertaking of the above surveys, a summary document would be drawn together which would form the evidence base to be tested with further analysis and review. It is possible to include client review of this evidence base at this point.

Consideration of the evidence base would allow two further surveys to occur. The first would involve manual observations of any missing or key rank times, eg when queues were observed, to test and ensure the video observations were robust and representative. Checks would be made of any times when shortage of vehicles was noted to ensure this was still the case, as well as checking the times there was a large excess of vehicles to ensure this was not a result of the trade 'playing up' to the surveys and flooding the ranks.

Our view of the performance of the current trade would allow informed consultation to occur with members of both the hackney and private hire trade. These sessions would take the form of structured discussions where the principal aim would be to listen to the concerns of both sections of the licensed vehicle trade, as well as carefully checking our understanding of the strengths and weaknesses of the current operation.

Following the final researches, a draft report would be produced, which would be discussed face to face with the Client.

These comments would then be taken on board and the Final Report produced.

A presentation to the relevant Council Committee of the Final Report would then be undertaken.

2.0 Demand Issues

TM explained that Gloucester pubs and clubs focus on the tight area of Eastgate. For the last five months an experimental rank has been operated at the ring road end of Eastgate. Private hire vehicles tend to pick up further up Eastgate Street. Both key clubs have booking agents in the club who direct people to vehicles. Marshals are provided by the police, but funding for this is to end on 24 October, which only occurred on Friday and Saturday nights. Further detail about the night time operation was provided during the Site visit (see below). The clubs are busy on Wednesday, Friday and Saturday evenings.

Just further along Eastgate is the base and parking area for a 60-strong private hire company. This company also has a booking office.

It was noted that there have been suggestions that wheelchair accessible vehicles do not always carry ramps and the mystery disabled shopper exercise would be useful to discover this.

The principal Oxebode (daytime) rank is an arrangement with 2 spaces into which vehicles have to reverse with back-up spaces in a more normal arrangement for about 5 vehicles.

The principal all day, all night rank is located near the bus station. Though marked out as a standard rank, it tends to be used with vehicles parked in echelon parking, requiring reversing out by vehicles. The area is also multi-purpose, being used for delivery to the local shops and people dropping friends and family to the Bus / Coach station, amongst other uses.

It was noted that there was pedestrian signposting in the city centre, but only scant reference to taxi ranks, which possibly needed improving. The plan shows three ranks, at the Bus Station, Oxebode and Westgate.

There are two small ranks in the Quays development, but it is not clear if these will be

served, or if the area will generate enough patronage to justify hackneys waiting at this location. This needs to be considered by our evidence gathering.

TM confirmed there is a rank in Westgate / New Quay street which is not used. The operational system is that the night hackney trade mainly expects people to walk to the main rank near the bus station.

There is a concern that not all trains are met at the Station, with those providing shorter or less journeys tending to be ignored. Our research needs to cover this and clarify if all trains are served reasonably. This will also need to be discussed with First Great Western – who issue relatively expensive supplementary permits - and the other operators using the station (Arriva Trains Wales and Cross Country) to see if they receive complaints. The issue of how the supplementary permits affect provision of wheelchair accessible vehicles should also be considered.

Trade facilities, eg toilets and waiting room, used to exist at both ranks, but were removed at the Oxeboode and only remain at the Bus Station rank.

The issue of timing for the survey was discussed. TM suggested that rank surveys should best be undertaken between Valentine's Day and the Cheltenham Gold Cup – ie between 14 Feb and around 18 March, to be truly typical. It was suggested this could be discussed and confirmed at the Inception meeting (see below).

It was suggested that, given the issue with the possible end of the temporary rank in Eastgate, and fears that the trade might reject survey work done hurriedly in the run up to Christmas, it might be best to undertake preliminary reviews including discussion with clubs and the police following the Inception meeting, including determination of the best time to undertake the surveys. Public attitude and mystery shopper work could be undertaken together with wider stakeholder consultation. This would have the advantage it would allow the video

surveys to be better prepared for with times / observations better honed down to identifying the exact requirements.

In this scenario, the principal rank surveys and detailed trade consultation would be undertaken during March. This would be confirmed at the Inception meeting, although it was also noted that the exact dates should not be made known to the trade.

3.0 Site Visit

A tour of Gloucester was undertaken with TM. This tour supplemented our earlier visit to some rank locations. The notes below summarise items from both elements of our site visit

Quedgley was visited, demonstrating the difference between the centre of Gloucester and this principal suburb. Whilst hackneys will take people to this area, and pick up return trips, the bulk of taxi provision is provided by the private hire companies located in this area.

There is no major centre to Quedgley, although it hosts an Aldi and a Tesco store. The area does provide trade to the taxi services of the City. It was confirmed that the best place to canvas the opinions of people of Quedgley about taxis would be at the Tesco store forecourt.

The previous Brunswick Road rank was allied to the club at this location which is now closed. It was never used much, and is now completely disused.

The recently developed Gloucester Quays development was then viewed. This location hosts a number of stores and some hotels, eg an M+S outlet is here together with a Travelodge. Two small ranks have been provided within the development but it is not clear if the trade will serve them, or if demand would be sufficient to spark these into life. Public attitude work would be needed here.

The Eastgate temporary rank was observed. The sign suggests it operates 22:00 to 05:00, and is near Liquid / Diva night clubs, outside the Leisure centre. The club nearby directs its private hire allocated customers just further up Eastgate to their vehicles. The other major club which is further from Eastgate has an area where its vehicles are allowed to wait. The booking agent then calls vehicles forwards and patrons pass from the foyer where they have made their booking through to their waiting vehicle. This keeps the possibility of people entering private hire vehicles without booking to an absolute minimum.

The main bus station rank was visited. It was suggested that the redevelopment at this location may move this rank further towards the main club area.

A visit was made to Gloucester Station where a disabled, wheelchair passenger was seen to be met by someone he had phoned, a hackney carriage but possibly not one of those separately licensed for the station.

The site visit ended at 16.30

On our return to the car park we had used, we noted that Andy Cars had their base, with car park, in Hampden Way, with around 10 vehicles parked there (but mainly away from direct public view)(phone no. advertised as 523000). Opposite was Shopmobility – 01452 302871.

4.0 Vehicle Observations

For the record, and to allow benchmarking during any future survey work, during the site visits the following vehicles were observed:

At Station at 12:20 on arrival (from Cross Country Service Bham / Cardiff) – 17, 49A, 28, 51, 61, 40, 14A (A= Associated marked vehicle)

At Bus Station Rank at 13:00 – 84, 45, 57, 39, 5, 69, 8, 48, 29, 532, 60

At Oxebode 74, 6 (Cathedral), 73 and 2 others

At Rail station on site visit: Plates 28, 40, 61, 16(A) and an unplatd vehicle were seen. The minibus

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picking up the disabled person was registered to A+L, phone no. 560455.		
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Appendix 2 – Minutes of inception meeting

Gloucester Taxi Study – Inception Meeting

Minutes

Gloucester City Council Herbert Warehouse Office
14:00, Thursday, 18 March 2010

Present

Gloucester City Council: Tony Moseley (TM), Lisa Wilkes (LW)
Mouchel: Ian Millership (IM), Irfan Akram (IA)

Distribution

Invitees + Rob Surl, Mouchel (RS)

1.0 Introduction	Action	By
<p>IA and IM introduced themselves to LW and TM. LW was now working with TM in regard to licensing matters and would assist with this study.</p>		
<p>2.0 Comments on Tender Response TM commended Mouchel for their commitment towards producing a high quality tender document. TM particularly valued the visit of RS and IM to Gloucester pre-submission. Mouchel was one of three bids received. Our tender was successful due to speed of our response, value for money and demonstrable commitment to undertake the project. The detail, clarity and professionalism of our tender response was also an important decider. Our principal contender was marginally more expensive than Mouchel but did not offer anything more for their extra cost. The other response received was at first sight cheaper but was not clear in respect to what the real cost would be taking into account a large number of add-ons that might in fact be needed to fulfil the brief.</p>		
<p>3.0 Taxi Rank Observations Provisional dates for rank surveys were agreed as Wed 21, Fri 23 and Sat 24 April, subject to availability of the survey team. Discussion with the hackney carriage and private</p>		

<p>hire trade reps regarding suitable times for surveys (see separate meeting notes) had suggested these dates were suitable amongst those through the year. The actual dates and period had not been discussed in any detail with the trade.</p>		
<p>IA tabled the list of potential rank survey date constraints which we had shown the Trade through from now till April 2011. This list was agreed by the Council as being reasonable.</p>		IA
<p>Five locations were agreed – the further Eastgate location would be confirmed after discussion with the police.</p>		IA
<p>(IA to check that council happy with HOURS suggested)</p>		IA
<p>IM confirmed that we had observed the Brunswick Road, Upper Quay Street and Quay Street rank locations before the meeting and had confirmed these ranks were related to clubs now closed, were not likely to be used during the course of the survey, and would therefore not need to be observed. The Council agreed with this conclusion.</p>		
<p>IM reiterated that we had photographic and visit evidence of the lack of any potential demand in these areas.</p>		
<p>IM asked for a contact at Gloucestershire in regard to rank development. TM said this would be Dan Tiffney or Glen Dooley.</p>	TM to provide contact details	TM
<p>IA to contact First Great Western re observations at Gloucester station</p>		IA
<p>4.0 Consultation: Public and Stakeholder contact details</p>		
<p>For further details re public attitude surveys – see section 8.0 below.</p>		
<p>TM provided the contact for Gloucestershire education transport – Bob Gibbons – and would provide further detail</p>	Contact details for Bob Gibbons	TM
<p>The Council did not have any contact at First Great Western.</p>		
<p>The Council promised to provide us with relevant disability representative contact details.</p>	Disability rep contact details	LW / TM

	LW / TM to provide	
<p>5.0 Date of Trade consultation and method of invitation</p> <p>IA confirmed we had agreed a date of Tuesday 18 May with the trade reps. There would be two meetings at 10:00 to 12:00 (hackney carriage) and 13:00 to 14:30 (private hire). Both reps had confirmed they would promote this meeting.</p> <p>The trade had suggested the best location was Oxstalls Tennis Centre and IM asked that TM / LW arrange this meeting</p> <p>IM confirmed that Mouchel would draft the letter of invitation which would be sent to the Council. TM agreed the Council would then issue this letter to all drivers. It was not possible to undertake this with the next issue of the trade newsletter as this had only just been issued.</p>	<p>Arrange meeting at OTC</p> <p>Prepare letter and forward</p> <p>Council to issue letter</p>	<p>LW / TM</p> <p>IA</p> <p>TM / LW</p>
<p>6.0 Availability of taxi vehicle, taxi driver and local population data</p> <p>- plate list, plate numbers, vehicle makes and ages</p> <p>TM agreed to provide taxi data including plate number, registration number, vehicle make and type, including age if possible. This would be in electronic format.</p> <p>- driver names and contact details</p> <p>See 5.0 above – information not needed.</p> <p>- statistics and contact details for club and pub managers</p> <p>Liquid is the only night club now operating – contact there is Jenna Edwards. TM would provide further contact details</p> <p>IA needs to discuss the private hire booking system with JE</p>	<p>Confirm contact details</p> <p>Discuss detail of system</p>	<p>TM / LW</p> <p>TM</p> <p>IA</p>
<p>7.0 Trade Contacts: Key HC and private hire</p>		

<p>operator contact details</p> <p>IA to request copies and frequency of newsletter from TM. TM promised to provide list of all private hire and hackney carriage operators, including the number of drivers associated to each. TM confirmed there was some cross border issues with Cheltenham. TM suggested we speak with Nigel Denby at Cheltenham in regard to this.</p>	<p>Details to be provided</p>	<p>IA TM / LW IM</p>
<p>8.0 Public Attitude Surveys: content and locations</p> <p>IA suggested we would undertake the public attitude questionnaires on Saturday 27 March 2010, subject to availability of the survey contractor, and agreement with Tesco at Quedgley that we could operate on their land. IA to contact Tesco to gain permission to undertake surveys at Quedgley. TM and LW did not have any comments regarding the content of the questionnaires, although there was some thoughts that the trade had asked for some specific questions.</p>	<p>Confirm any amendments to PA questionnaire</p>	<p>TM to confirm ASAP</p>
<p>9.0 Mystery Shopper Journeys</p> <p>TM suggested the following journeys: Oxebode to Abbeydale / Abbeymead and return Oxebode to Quedgley and return LW suggested a trip to the hospital was also typical IA to arrange for Phil Matson to speak with TM in regard to the wheelchair element of the work.</p>		
<p>10.0 Police accompanied night site visits</p> <p>IA asked for a police contact – Superintendent for city centre – Mike Wilkinson – phone number was provided IA confirmed the plan was to undertake this visit on Saturday 10 April 2010. IA to speak with MW urgently to confirm if any other location than Eastgate is needed, ie if additional private hire pick up location needs to be recorded by video. IM suggested the information re bookings from the</p>	<p>Contact Mike</p>	<p>IA IA</p>

Page 5 of 5

<p>club would be possible from the records kept by the private hire companies. Observation of the operation would be undertaken during the police site visit.</p>		
<p>11.0 Structure of Final Report TM and LW agreed with the structure of the final report and asked that the proposed future plan focus on potential inputs to LTP3.</p>		
<p>12.0 Any Other Business IM suggested that the Interim Study Report (section 3.8) was no longer needed given the changed timetable for the study. TM and LW agreed. The Council confirmed the contact for OS mapping would be Chris Keening IA agreed to talk with Shopmobility for whom we already had contact details.</p>	<p>Details to be provided</p>	<p>TM IA</p>

Gloucester Taxi Study – Inception Meeting Site Visit

Minutes

Gloucester City Centre

12:30, Thursday, 18 March 2010

Present

Mouchel: Ian Millership (IM), Irfan Akram (IA)

Distribution

Invitees + Rob Surl, Mouchel (RS)

	Action	By
<p>1.0 Introduction</p> <p>IM and IA undertook a tour of the ranks in Gloucester following our meeting with the trade reps and in preparation for our afternoon Inception Meeting. Some observations were undertaken on the way to and from the Council offices, including a test journey from the station to the Council offices. The main work was undertaken from 12:30 to 13:45.</p>		
<p>2.0 Railway Station Rank</p> <p>IM and IA arrived on the Birmingham train arrival at 10:20.</p> <p>IA noted there was no direction from the station platforms to any rank provision. Following the exit signs, the presence of taxis was obvious as soon as we left the platform. Several taxis were just leaving, but we soon obtained a vehicle. The vehicles were clear having roof signs and all being white.</p> <p>Our driver informed us a London train had recently arrived and had cleared out the taxis that had been waiting. After we left, there were no other hackneys available.</p> <p>The driver was courteous and chatty, and knew where we were going. There was no issue with our destination. Including tip, the journey cost £7, some of the cost being inflated by several traffic signals which delayed our journey.</p> <p>Plates 4 and 51 were observed leaving, we travelled in plate 28.</p> <p>On our return, at 15:50, there were no taxis available, a London train having just arrived. There were 2-3 people waiting for taxis. We noted that</p>		

there was a clear sign for the head of the taxi rank, although this was not a fixed sign and could easily be moved.

3.0 Quay Street Ranks

IM and IA visited the Quay Street area at around 12:45.

We observed the long area in the Upper Quay Street layby which was marked for taxi use overnight, but for disabled parking during the day.

There were no obvious demand generators currently active in this area.

We then proceeded to observe the Quay Street evening rank, opposite the now closed night club. This building is derelict but up for sale. There were no other potential demand generators near this rank.

4.0 Oxebode Rank

IA and IM visited this rank at around 13:00.

Plates 22, 52, 64 and 529 were observed there.

This rank is located within the main town square and near to Debenhams / Post Office / Iceland. There is a reasonable footfall nearby, although there are greater concentrations of foot traffic in other parts of the central area (although these areas are pedestrianised).

On our return to the station (15:45) two vehicles were observed, but it was not possible to see the plate numbers.

5.0 Bus Station Rank

IA and IM observed the bus station rank at around 13:10.

Plates 14, 31, 45, 68, 69, 70, 87, 99 and 517 were observed.

It was noted that the other side of the rank was being used by other vehicles (legitimately).

On our return to the station (15:45) we observed 19, 31, 39, 57, 64, 65, 66, 87, 521, 530, 533.

6.0 Brunswick Road Rank

This rank was also located outside a night club which was now disused, and also up for sale.

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6.0 Brunswick Road Rank

This rank was also located outside a night club which was now disused, and also up for sale.

Appendix 3 – Rank Video survey observations

The Oxeboode 23/4/10 10:00- 19:00														
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait
10	14	22	10	2	12	00:18	00:18	00:29	00:00					
11	12	13	8	2	10	00:18	00:16	01:03	00:00					
12	13	28	15	1	16	00:10	00:10	00:17	00:00					
13	11	17	11	1	12	00:05	00:06	00:12	00:00	00:03	1			00:03
14	14	20	11	2	13	00:09	00:11	00:21	00:00					
15	6	7	4	0	4	00:17	00:17	00:32	00:00					
16	2	6	4	1	5	00:01	00:02	00:02	00:00					
17	2	3	2	0	2	00:22	00:22	00:23	00:00					
18														
19														
TOTAL	74	116	65	9	74	00:13	00:13	01:03	00:00	00:03	1	0	0	00:03

Bus Station 23/4/10 10:00-02:00														
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait
10	21	15	10	1	11	00:34	00:33	01:04	00:00					
11	10	15	12	3	15	00:24	00:27	00:46	00:00					
12	21	20	15	5	20	00:17	00:21	00:45	00:00					
13	13	11	9	4	13	00:20	00:26	00:37	00:00					
14	17	16	14	4	18	00:18	00:19	00:39	00:00					
15	13	20	12	6	18	00:11	00:16	00:22	00:00					
16	26	25	13	4	17	00:21	00:23	00:36	00:00					
17	17	29	19	1	20	00:19	00:20	00:30	00:00					
18	22	23	16	2	18	00:20	00:20	00:33	00:00					
19	19	19	15	5	20	00:22	00:26	00:37	00:00					
20	18	29	19	3	22	00:26	00:26	00:36	00:00					
21	26	43	21	3	24	00:11	00:12	00:22	00:00					
22	30	40	24	2	26	00:14	00:14	00:44	00:00					
23	29	45	26	6	32	00:12	00:14	00:21	00:00					
0	33	54	33	2	35	00:08	00:08	00:17	00:00					
1	30	53	33	3	36	00:08	00:09	00:19	00:00					
TOTAL	345	457	291	54	345	00:18	00:18	01:04	00:00	00:00	0	0	0	00:00

Bus Station 24/04/10 10:00am- 04:00

Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait
10	12	12	9	2	11	00:14	00:13	00:31	00:00	00:01	1	10		00:01
11	16	9	9	3	12	00:17	00:20	00:49	00:00					
12	12	11	6	6	12	00:21	00:29	00:52	00:00					
13	12	18	11	2	13	00:25	00:27	00:51	00:00					
14	19	15	13	2	15	00:23	00:25	01:02	00:00	00:08		1		00:08
15	12	11	9	3	12	00:32	00:37	01:04	00:00					
16	14	13	12	5	17	00:16	00:21	00:36	00:00					
17	21	27	17	2	19	00:15	00:16	00:30	00:00					
18	30	40	27	4	31	00:08	00:09	00:20	00:00					
19	37	57	36	5	41	00:04	00:04	00:17	00:00	00:01	3			00:03
20	31	53	26	2	28	00:12	00:12	02:04	00:00					
21	49	79	41	7	48	00:04	00:04	00:13	00:00					
22	56	100	51	6	57	00:05	00:05	00:15	00:00	00:03	4	1		00:06
23	45	77	43	4	47	00:09	00:09	00:18	00:00	00:01	2			00:01
0	76	151	76	3	79	00:01	00:02	00:07	00:00	00:01	11			00:02
1	78	175	77	1	78	00:01	00:01	00:08	00:00	00:01	13			00:03
2	67	135	63	0	63	00:02	00:02	00:14	00:00	00:02	9			00:03
3	18	46	22	0	22	00:07	00:07	00:15	00:00					
TOTAL	605	1029	548	57	605	00:12	00:07	02:04	00:00	00:02	43	12	0	00:08

10:00-01:00 Rail Station 23/4/10															
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait	
10	15	16	11	1	12	00:20	00:22	00:46	00:00						
11	7	6	5	3	8	00:26	00:44	01:06	00:00						
12	10	7	4	4	8	00:45	01:10	02:06	00:00						
13	6	5	3	3	6	00:29	00:54	01:50	00:00						
14	9	6	4	7	11	00:21	01:15	01:37	00:00						
15	9	13	8	3	11	00:09	00:13	00:23	00:01	00:07		2		00:08	
16	15	8	6	6	12	00:12	00:21	00:57	00:00	00:04	1			00:04	
17	6	10	7	1	8	00:13	00:13	00:21	00:00						
18	8	17	7	2	9	00:06	00:08	00:22	00:00	00:03	1			00:03	
19	15	14	9	4	13	00:09	00:12	00:36	00:00						
20	8	9	8	2	10	00:11	00:11	00:34	00:00						
21	4	7	4	0	4	00:24	00:24	00:44	00:00						
22	9	5	5	4	9	00:13	00:18	00:34	00:00						
23	5	2	2	3	5	00:06	00:05	00:11	00:00						
0	7	3	3	4	7	00:07	00:09	00:14	00:00						
TOTAL	133	128	86	47	133	00:17	00:23	02:06	00:00	00:04	2	2	0	00:08	

20:00- 04:00 Eastgate Street 21/4/10															
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait	
20															
21															
22	1	2	1	0	1	00:10	00:10	00:10	00:00						
23	3	1	1	1	2	00:10	00:14	00:29	00:00						
0	15	20	13	0	13	00:11	00:11	00:26	00:00	00:00	1			00:01	
1	11	20	11	0	11	00:17	00:17	00:36	00:00						
2	31	57	29	0	29	00:06	00:06	00:13	00:00						
3	17	46	21	1	22	00:04	00:04	00:12	00:00						
TOTAL	78	146	76	2	78	00:09	00:08	00:36	00:00	00:00	1	0	0	00:01	

20:00-04:00 Eastgate Street 23/4/10															
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait	
20															
21															
22	2	2	2	0	2	00:04	00:04	00:09	00:00						
23	5	4	3	2	5	00:11	00:16	00:25	00:00						
0	9	11	7	1	8	00:12	00:12	00:24	00:01	00:09	1			00:09	
1	18	46	19	0	19	00:13	00:13	00:24	00:00	00:01		1		00:01	
2	24	43	21	0	21	00:08	00:08	00:25	00:00						
3	19	53	22	0	22	00:05	00:05	00:12	00:00						
TOTAL	77	159	74	3	77	00:09	00:09	00:25	00:00	00:05	1	1	0	00:09	

20:00-04:00 Eastgate Street 24/4/10															
Hour	Hackney Vehicle Arrivals	Passenger Departures	No of Loaded Hackney Departures	No of Empty Hackney Departures	Total no of Hackney Departures	Average Hackey Waiting Time - All	Average Hackney Waiting Time - Fare	Max Hackney Carriage Wait	Average Passenger Waiting Time - All	Average Passenger Waiting time - Those with a wait	No of Passenger Waiting 1-5 min	No of Passenger Waiting 6-10 min	No of Passenger Waiting 11+ min	Max Passenger Wait	
20	1	1	1	0	1	00:01	00:01	00:01	00:00						
21															
22															
23	6	3	3	3	6	00:09	00:15	00:39	00:00						
0	19	30	18	1	19	00:02	00:02	00:11	00:11	00:11	2		0	00:11	
1	38	81	34	2	36	00:01	00:01	00:09	00:06	00:06	11	1		00:06	
2	33	79	35	0	35	00:01	00:01	00:10	00:03	00:03	6			00:03	
3	33	81	33	0	33	00:03	00:03	00:20	00:03	00:03	3			00:03	

TOTAL	130	275	124	6	130	00:03	00:02	00:39	00:03	00:05	22	1	0	00:11
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Appendix 4 – Summary of respondents

Gloucester Taxi StudyStakeholder Feedback Diary

Ref	Taxi Licensing Stakeholder Group	Date	Time	Views received
4.3	Police Gloucestershire Constabulary	10/04/2010	Evening	YES
4.4	Nightclubs Liquid Diva	10/04/2010	Evening	YES
4.5	Public Houses The Tall Ships 134 Southgate Street, Gloucester, Gloucestershire, GL1 2EX - 01452 522 793	23/03/2010 24/03/2010	15.23 & 12.00	NO
	The Old Crown 81-83 Westgate Street, Gloucester, Gloucestershire, GL1 2PG - 01452 310 517	23/03/2010	15.55	YES
	Bar H2O 113-119 Eastgate Street, Gloucester, Gloucestershire, GL1 1QB - 01452 550 523	23/03/2010 24/03/2010	15.40 & 12.10	NO
	Great Western 91 Alfred Street, Gloucester, Gloucestershire, GL1 4BU- 01452 538 888	23/03/2010	16.00	YES
	The Pike and Musket Windsor Drive, Tuffley, Gloucester, GL4- 01452 524 653	23/03/2010 24/03/2010	16.05	NO
4.6	First Great Western First Great Western	23/03/2010	15:00	NO
4.7	Main Supermarkets / Shops Iceland Foods Ltd 34-38 The Oxeboe, Gloucester, Gloucestershire, GL1 1SA - 01452 311 462	23/03/2010	15.03	YES
	Asda Gloucester Bruton Way Gloucester, GL1 - 01452 833 000	23/03/2010	15.05	YES
	Sainsbury's Rowan House, Barnett Way, Barnwood, Gloucester, Gloucestershire, GL4 3RT - 01452 612 673	23/03/2010	15.10	YES
	Tesco Stores Ltd Saint Oswald's Road, Gloucester, Gloucestershire, GL1 2SR- 01452 366400	23/03/2010	15.20	YES
	Morrisons Store 10 Glevum Shopping Centre, Heron Way, Abbeydale, Gloucester, Gloucestershire, GL4 4FF- 01452 330 877	23/03/2010	15.25	YES
	Somerfield Bristol Road, Gloucester, Gloucestershire, GL2 4PF - 01242 235 446	23/03/2010	15.30	YES
	Debenhams Kings Walk Shopping Centre, Kings Square, Town Centre, Gloucester, GL1 1SH - 0844 561 6161	23/03/2010	15.01	YES
4.8	Hotels Station Hotel Gloucester Railway Station, Bruton Way, Gloucester, Gloucestershire, GL1 1DE - 01452 520 022	23/03/2010	14.10	YES
	Ramada Gloucester Matson Lane, Robinswood Hill, Gloucester, GL4 6EA - 01452 525 653	23/03/2010	14.45	YES
	Holiday Inn Crest Way - Barnwood, Gloucester, GL4 3RX- 0871 942 9034	23/03/2010	14.50	YES
	Travelodge Saint Ann Way, Gloucester, GL1 5SF- 0871 984 6427	24/03/2010	10.40	YES
4.9	Town Centre Representatives The Mall 22 Eastgate Street, Gloucester, Gloucestershire, GL1 1PA - 01452 520 023	23/03/2010	15.00	YES
4.10	Gloucestershire Highways Rank Development	30/362010	email	YES
4.11	Gloucestershire Education and Social Services Transport Education and Social Services Transport Officer	30/362010	14.40	YES
4.12	Hospitals Gloucestershire Royal Hospital Great Western Road Gloucester GL10845 422 2222	23/03/2010	14.40	NO
	Gloucester Maternity Hospital Gloucester Maternity Hospital, Gloucester GL1 3, GL1 3 tel.: 08454 226103	23/03/2010 24/03/2010	10.45, 10.50 and 15.00	NO

Appendix 5 – Public Attitude Survey Results

Summary

Q1: Have you used a taxi in Gloucester in the last 3 months?	City Centre		Tesco Quegley		All	
1. Yes	122	49%	16	32%	138	46%
2. No	126	51%	34	68%	160	54%
No Answer	0	0%	0	0%	0	0%
Total	248	100%	50	100%	298	100%

Q2: How often do you use a taxi in Gloucester?	City Centre		Tesco Quegley		All	
1. Almost Daily	11	4%	2	4%	13	4%
2. Once a Week	20	8%	1	2%	21	7%
3. A few times a month	48	19%	1	2%	49	16%
4. Once a month	29	12%	2	4%	31	10%
5. Less than once a month	43	17%	42	84%	85	29%
6. Never	79	32%	2	4%	81	27%
No Answer	18	7%	0	0%	18	6%
Total	248	100%	50	100%	298	100%

Q3: How do you normally obtain a taxi?	City Centre		Tesco Quegley		All	
1. At a Taxi Rank	40	16%	18	36%	58	19%
2. Hail in the street	3	1%	1	2%	4	1%
3. Telephone a Taxi company	60	24%	22	44%	82	28%
4. Use a freephone	9	4%	2	4%	11	4%
5. Mix of these	35	14%	3	6%	38	13%
6. Other	0	0%	3	6%	3	1%
7. Not Applicable	81	33%	1	2%	82	28%
No Answer	20	8%	0	0%	20	7%
Total	248	100%	50	100%	298	100%

Q4: Do you have a problem obtaining a taxi when you need one?	City Centre		Tesco Quegley		All	
1. Yes	6	2%	3	6%	9	3%
2. No	182	73%	47	94%	229	77%
No Answer	60	24%	0	0%	60	20%
Total	248	100%	50	100%	298	100%

Q5: How long do you usually have to wait?	City Centre		Tesco Quegley		All	
1. Less than 10 minutes	43	17%	27	54%	70	23%
2. 10 - 20 minutes	87	35%	17	34%	104	35%
3. More than 20 minutes	16	6%	1	2%	17	6%
4. Not Applicable	35	14%	5	10%	40	13%
No Answer	67	27%	0	0%	67	22%
Total	248	100%	50	100%	298	100%

Q7: Which taxi ranks are you aware of in Gloucester?	City Centre		Tesco Quegley		All	
Rail Station	160	31%	42	48%	202	34%
Bus Station	193	38%	32	37%	225	38%
Oxbode	132	26%	11	13%	143	24%
Other	6	1%	0	0%	6	1%
None	20	4%	2	2%	22	4%
Total	511	100%	87	100%	598	100%

Q10: Have you had any problems with the local Taxi service?	City Centre		Tesco Quegley		All	
Design of vehicle	50	43%	3	25%	53	41%
Driver issues	15	13%	3	25%	18	14%
Position of ranks	12	10%	1	8%	13	10%
Delay in getting a taxi	9	8%	1	8%	10	8%
Cleanliness	26	22%	3	25%	29	23%
Other Problems	4	3%	1	8%	5	4%
Total	116	100%	12	100%	128	100%

Q11. What would encourage you to use them more often?	City Centre		Tesco Quegley		All	
Cheaper fares	174	48%	42	45%	216	47%
Better vehicles	69	19%	23	25%	92	20%
More taxi I could phone for	6	2%	4	4%	10	2%
Better drivers	50	14%	2	2%	52	11%
More taxi I could hail or get at a rank	8	2%	5	5%	13	3%
Better located ranks	10	3%	4	4%	14	3%
Other	11	3%	3	3%	14	3%
Nothing	38	10%	10	11%	48	10%
Total	366	100%	93	100%	459	100%

Q12: How would you rate the quality of the local taxi service overall?	City Centre		Tesco Quegley		All	
1. Excellent	16	6%	4	8%	20	7%
2. Good	91	37%	34	68%	125	42%
3. Average	44	18%	12	24%	56	19%
4. Poor	2	1%	0	0%	2	1%
5. Very Poor	0	0%	0	0%	0	0%
6. Don't Know/Not Applicable	34	14%	0	0%	34	11%
No Answer	61	25%	0	0%	61	20%
Total	248	100%	50	100%	298	100%

Q13. Do you have regular access to a car?	City Centre		Tesco Quegley		All	
Yes	174	70%	48	96%	222	74%
No	72	29%	2	4%	74	25%
No Answer	2	1%	0	0%	2	1%
Total	248	100%	50	100%	298	100%

Q14. Do you live in the area?	City Centre		Tesco Quegley		All	
Yes	203	82%	46	92%	249	84%
No	45	18%	4	8%	49	16%
No Answer	0	0%	0	0%	0	0%
Total	248	100%	50	100%	298	100%

Q15. From Observation: Gender	City Centre		Tesco Quegley		All	
Male	116	47%	26	52%	142	48%
Female	132	53%	24	48%	156	52%
Total	248	100%	50	100%	298	100%

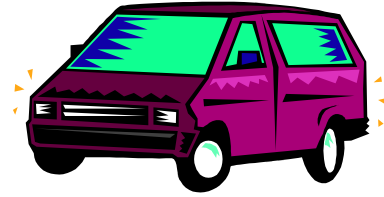
Q16. Estimated Age	City Centre		Tesco Quegley		All	
Under 30	64	26%	7	14%	71	24%
31 - 55	104	42%	28	56%	132	44%
Over 55	80	32%	15	30%	95	32%
Total	248	100%	50	100%	298	100%

Appendix 6 – Sample trade newsletter

HACKNEY CARRIAGE AND PRIVATE HIRE NEWSLETTER



MARCH 2010



Welcome to our Hackney Carriage and Private Newsletter, we'd like to take this opportunity to update you the new changes in our Licensing Team and other updates regarding your trade in Gloucester City.

Changes to the Rule Books

The New Rule Books for Hackney Carriage and Private Hire Drivers, Vehicles and Operators have been produced and from March 1st 2010, all new and renewal applicants will adopt the new rules. A summary of the main changes include:

1. The creation of 3 individual rulebooks for Hackney Carriage drivers and vehicles, Private Hire drivers and vehicles and Private Hire Operators.
2. Additional requirements for Foreign Nationals and persons that have resided outside the UK.
3. A requirement for all Private Hire drivers to complete a basic Literacy and numeracy test (Private Hire Knowledge test).
4. Requirement for all HC and PH drivers to complete an NVQ level 2 in road passenger transport within 12 months of the licence being issued or granted.
5. Private Hire Drivers are no longer permitted to have roof-mounted signs, but will need additional front plates for identification.
6. New rules about 'Stretched Limosines'.
7. Vehicles will be accepted for licensing on first occasion after 5 years (increased from 4 years).
8. Vehicles removed from service after 10 years of manufacture (increased from 8 years).

Update to Garages

Garages will be updated with the new rules accordingly, and vehicles will be checked on inspection that they comply with the new rules. Licensing officers will also be inspecting private hire vehicles on renewal to ensure the correct plates are attached and the roof signs are removed.

Licensing Fee Consultation

The Council has advertised the proposed licensing fees for 2010/2011 on February 15th. The fees can be viewed on our website and are currently open to consultation over 28 days. If you have any representations please send them to Gill Ragon at Environmental Health.

Gloucester City Council T 01452 396303
Herbert Warehouse F 01452 396340
The Docks
Gloucester, licence.team@gloucester.gov.uk
GL1 2EQ www.gloucester.gov.uk



Condition Consultation

We will be displaying two additional proposed conditions on our website very shortly. These conditions will be available for consultation over a 12 month period and would allow the Council to implement any changes in the future by just giving 28 days notice in writing, therefore the changes would be adopted by all licensees at the same time and not dependant on when their license is due for renewal. The proposed conditions are below:

1. The Council may alter these conditions upon the giving of 28 days notice in writing to the license holder that any of these conditions are deleted, any new ones inserted or existing conditions altered.

2. An alteration of conditions under this condition will be consulted upon in the normal way and the license holder will have the right to appeal to the magistrates Court. The Licensing and Enforcement Committee will consider conditions, and any comments as a result of the consultation in the normal way.

Late Night Taxi Rank/Marshalling Scheme Eastgate Street

The Taxi rank appears to be working well and will continue to be marshalled. Further funding options are being considered through the Crime Disorder Reduction Partnership to ensure this will continue.

Additional Reminders –

Eastgate Street

Concerns have been raised that Eastgate Street is sometimes backed up with parked Taxi's and Private Hire's that Emergency vehicles can struggle to gain access. Please choose sensible places to park if the rank is not being used and ensure that other traffic can get through.

In house booking systems

We have received a number of complaints about in house booking systems not being conducted properly. If you do run an in-house booking system please ensure the following:

- Any premises used for in-house booking, should be noted on the Operators Licence.
- Customers may only book a private hire vehicle from its designated booth inside the in-house booking premises. Bookings should not be taken from outside the premises.
- If the premises for in-house booking closes down. No bookings can be taken from there and private hire vehicles should not be parked outside the closed premises to await business.
- Always check the customer's name during pick-up to ensure you have collected the correct customer as noted on the operator's log.

Taxi Reform Campaign – Nationwide Consultation

The Institute of Licensing is conducting a substantial nationwide consultation to find out how the existing law is working for different users including drivers, operators, customers and regulators. The overall aim is to establish if there is a need for reform of this legislation outside London, to make it fit for purpose for the 21st Century. You can complete the survey on the following link:

<http://www.instituteoflicensing.org/taxireform.html>

Taxi Scrutiny Study

Members of the Licensing team have been working with representatives of the Hackney Carriage and Private Hire Trade to set up a scrutiny study to look at the provision of Taxi/Private Hire Services in the City. The study will look at the adequacy of the current fleet of licensed vehicles to serve the residents of Gloucester and visitors to the City in respect of its suitability, quality, reliability, accessibility and availability. The outcomes from the study will be presented to the Licensing and Enforcement Committee or Council if appropriate.

Enforcement Work

The Council has boosted its late night enforcement activities and will take any necessary enforcement action against those who are caught committing offences. A number of Private Hire drivers have recently been caught plying for hire with their vehicles consequently seized. We have also teamed up with the Police, who will issue fixed penalty notices for no insurance, to those Private Hire drivers caught plying for hire. That means, you would receive 6 points on your DVLA drivers licence.

Changes to our service

We are currently reviewing our services and the way that we process your licensing applications. We are interested in any concerns, feedback or useful suggestions you have regarding the application process. We welcome your comments to help improve our service delivery, please contact the Licensing Team on 01452 396303.

Contact us

Gloucester City Council	T 01452 396303
Herbert Warehouse	F 01452 396340
The Docks	E licence.team@gloucester.gov.uk
Gloucester, GL1 2EQ	W www.gloucester.gov.uk

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Taxi and Private Hire Scrutiny Study Action Plan

	Recommendation from report	Action by City Council	Timescale
	Taxi Rank Provision		
1	The bus Station rank could benefit from some operational re-design and use of the area by non-hackney vehicles.	Carry out discussions with relevant Council Officers to look at increasing space for Taxi's to rank and the use of the area by non-hackney vehicles. Investigate funding options and feasibility of adoption.	April 2011
2	Discussion needed with First Great Western to ensure that the licence provision does not hinder adequate service provision to the public, and that sufficient information available to allow all potential taxi passengers to obtain an appropriate service from station when required.	Share findings of the study with First Great Western. Discuss provision of better information to inform passengers of obtaining a taxi, possibly through phone link. Ask First Great Western for their views on the service and clarify their policy on WAV's and supplementary permits.	December 2010
3	Access to Eastgate street from 22:00 hrs should be, as far as reasonably practicable, restricted to vehicles taking people home; and a review of parking in this area would be beneficial.	Dan Tiffney has drafted a re-design of Eastgate Street and hopes to consult on it around Christmas. We will share any comments at this stage.	January 2011
4	In-House booking systems for the clubs should be enforced to allow fair share of work given to both private hire (under agreement) and the hackney carriages.	Further Enforcement carried out to target in-house booking systems.	November 2010 and ongoing monitoring work
5	Continuation of Marshalling scheme in Eastgate Street is effective way to get people home in early mornings in Gloucester.	Ensure Marshalling scheme can continue by securing funding through CDRP or by seeking alternative funding options. Current funds cover scheme until April 2011.	March 2011
6	On road markings outside former clubs in Brunswick Road and Quay Street should be removed to free road space for other users.	Discuss Findings of Study with County Highways to consider this.	December 2011
7	A sample timetable with relevant County Officers for both modification and introduction of new ranks to the City.	Initial investigations/discussions covered in this action plan.	
8	Discussion needed on provision of active ranks to the developing Docks area.	Currently not needed, however if new additional bars/clubs open in this area, consideration will be needed on the provision of ranks.	

ES21011

APPENDIX 2

	Service for Drivers		
9	Better communication and clarification to be provided to the driver e.g. Regular Newsletters	Regular Newsletters to be sent out on quarterly basis, via e-mail where appropriate. Investigate use of flash text messages to update drivers quickly about road closures, events etc.	Ongoing February 2011
1 0	Find ways to ensure representation and dialogue with private hire drivers and operators is significantly improved.	Investigate ways to engage with Private Hire Companies to attend Liaison meetings.	November 2010
	Service to customers in a wheel-chair		
1 1	Consider ways in which a higher number of wheel-chair accessible vehicles can be provided, so that more are available at the taxi ranks and directly through taxi companies.	Encourage use of swivel seats etc, to aid wheelchair users in saloon vehicles. Some wheelchair users prefer the use of saloon cars, depending on mobility level. Further liaison with Wheelchair user may determine preference in vehicle types and aids. Investigate population of wheelchair users in the City to compare demand against provision of WAV's.	February 2011
1 2	Remind drivers and PH companies of responsibilities in securing wheelchair passengers chairs and seatbelts and ensure they are used at all times.	Investigate Training available to PH and taxi drivers on the use of WAV's. Encourage all WAV drivers to attend course.	March 2011
1 3	Investigate practice of not using meters to generate fares.	Liaise with Private Hire companies and encourage use of meters to generate fares.	January 2011
1 4	Investigate reasons for lack of WAV's at the railway station rank.	Liaison with First Great Western after sharing details of this study.	January 2011
1 5	Contact all City's Taxi companies to determine how many WAV's are available and produce an up-to-date list which would be available to local residents and disable visitors to the city	Distribute list to local disability groups and provide list of available WAV's on website.	February 2011
1 6	Advise the hospital of the issues found in the study regarding the height of their free phone telephone.	Recommend additional phone provided at lower level for wheelchair users and provide copy of the taxi study.	December 2010
1 7	Standards of vehicles expected on County Council education contracts needs to be discussed between the relevant parties in the County and City Councils.	Review the standards and requirements for vehicles on education and social service contracts (particularly those needing wheelchair accessible vehicles or minibus vehicles).	January 2011

	Marketing		
1 8	Better Marketing required, by providing sample fares at all rank and other areas of City Centre. Information boards at ranks giving typical fares, alternative means of contacting drivers if no vehicles are available at the ranks.	Any sample fares would need to be regularly updated, and copy of the tariff could be used as an alternative. Investigate the use of communication tools to inform Taxi drivers when space becomes available at ranks to ensure regular turnover of vehicles.	March 2011
	Vehicle Limit		
1 9	No evidence of a significant unmet demand. The market appears to be providing sufficient vehicles to meet all levels of current demand.	No Action	

Agreed at HCA + PH Liaison meeting

Signed 

13/10/10

Chair of Hackney Carriage Association

Signed 

13/10/10

Food & Wansing Managers

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The Gloucester Hackney Carriage Association has, in its constitution, the following in the stated aims:

- (i) always defend the proper use of the word 'taxi' and protest and complain against the improper and incorrect use of that word by anybody such as Gloucester City Council, the police, the press and private hire vehicle operators or drivers.

We are very disturbed and disappointed by the report made by Mouchel after the survey it was commissioned to make by Gloucester City Council.

We have examined the report and cannot recognise accuracy nor understanding of the taxi and private hire trades in the City of Gloucester.

The following is a brief outline of our observations and inevitable criticisms.

The Mouchel report:

In the introduction –

1.2 Local background and taxi industry context

Each Taxi Licensing Authority in England supervises the operation of two kinds of licensed vehicle. The focus of the licensing authority is purely on vehicles which are not public service vehicles. The two kinds of vehicle licensed are hackney carriage vehicles (sometimes known as 'taxis' in legislation), which alone are able to wait at ranks and pick up people in the street (ply for hire), and private hire vehicles, which can only be booked through an operating centre and who otherwise are not insured for their passengers (often termed 'taxis' by the public). For the sake of clarity, this report will refer to 'licensed vehicles' when meaning hackney carriage and private hire globally, and to the specific type when dealing with one or other type of vehicle. The term 'taxi' will be avoided as far as possible, although it has to be used in its colloquial form when dealing with the public, few of whom are aware of the detailed differences.

Mouchel clearly indicate they do not understand that "taxi" is a legally defined term that only applies to Hackney Carriages and seem to want to take the lazy way out by adopting the term for Private Hire as well. We have spent so much time and effort in making all parties, especially the Gloucester public, aware of the difference that we are amazed, particularly in the process of removing the similarity in appearance caused by the roof sign debacle, that the Council would tolerate such an attitude from its chosen survey company.

The term "taxi" certainly does not have to be used in the alleged colloquial form when asking the public in Gloucester. Every set of questions should start with "Do you understand the difference between a taxi and a private hire vehicle?" followed by a brief outline if the answer should be "no" and then each question asked about "taxis" and then about "private hire vehicles". If that procedure is not followed then how can Mouchel possibly get a clear picture? This point was clearly made to Mouchel by our chairman Zeya Ahmed when he met with Mouchel at the so called consultation day.

You will clearly see in following pages where their lazy and less than rigorous methods lead to a very vague and so completely false understanding.

On page 7:

1.3 Study objective

The principal objective of this study is to determine whether or not the number of hackney carriage vehicle licenses in the city of Gloucester should be limited. In addition GCC considers that, with Gloucester in the throes of multi-million pound redevelopment, this is an appropriate time to consider the contribution of hackney carriage and private hire vehicles to overall transport within the Council area. A review of rank provision and design was also required as well as recommendations about how the nightlife culture in Gloucester can best be served by licensed vehicles alongside the need to ensure public safety.

Another key objective of this study, alongside the need to satisfy current DfT requirements, is to ensure that the overall 'taxi' trade provides the best possible service to the public living in the licensing area, as well as all those who visit Gloucester.

1.4 Proposed study outputs and outcomes

The study follows a statistically robust methodology, underpinned by collection of a solid dataset of information, to develop recommendations which the Council can implement with confidence. The Report seeks to satisfy current DfT requirements (as outlined in the April 2010 Best Practise Guidance) and build on the clear willingness to ensure that the overall 'taxi' trade provides the best possible service to those using 'taxis' in the Gloucester licensing area.

The study concludes by setting Gloucester taxis within a "Living Strategy" capable of evolving over the next five to 10 years within the development of the new Local Transport Plan (LTP) for the area. A key output will be an Action Plan for developing the full hackney carriage and private hire industry to the benefit of Gloucester.

Only lazy and inexact people use the phrase 'overall "taxi" trade', in Gloucester we may have an overall hire trade but the difference between public and private hire is important and should only be ignored by those who would further support illegal activity and greater risk to the travelling public.

On page 9:

2 Gloucester City taxi industry statistics

Another clear indication of intent to remove considered differences and attempt to allow Private Hire to be considered as "taxis".

There are many taxi drivers who wonder if this was the intention of those who commissioned this study i.e. to get a report to support the apparent disregard of the differences when it comes to policing unlawful activity by Private Hire and so make life easier.

On pages 35-36 you will clearly see absolutely no attempt by the so called specialist survey team to ask any questions that could identify which answers apply to taxis and which to Private hire, they erroneously lump them together.

On page 39 the point is further emphasised:

4.2.1 Summary of responses

49% of the respondents had used a 'taxi' in the last three months. Of all those responding, 4% used 'taxis' daily, 7% once a week, with 30% using them less than once a month and 27% never (this is an improvement on the 85% infrequent or

never from 2002). 27% of respondents would usually telephone for a taxi and 19% would usually obtain one from a rank. 77% of respondents stated that they had no issues in getting a taxi. Hailing was insignificant to people. 36% wait an average of 10 to 20 minutes and 23% wait less than 10 minutes.

Considering ranks, the best known and used rank for those interviewed in the city centre was the bus station – 193 people knew about it, and 38 said they used this rank. The rail station had 160 people who were aware of it, but only seven said they used the rank there. The Oxeboode was least known, although even this saw 132 people of the 248 questioned say they were aware of this rank, and 10 said they used the rank there. Just 20 people knew no rank at all. For Quedgeley people, all but eight people were aware of the rail station rank, and 15 of the 50 questioned there said they used that rank. Quite a few people in Quedgeley were aware of the bus station rank, but very few knew of the Oxeboode. Overall, this suggests ranks are well-known in Gloucester.

Some 106, (43%), of those interviewed in the city centre provided names of companies who they phoned when needing a taxi. The hackney carriage company and the largest private hire company were the two most common responses. The hackney carriage company had the largest number of people saying they just used their services only. One other company was mentioned by over 20 persons, although mainly in conjunction with other companies.

Of the 298 persons interviewed, just 27% (81 people) had problems with the service. The main problem quoted with the local taxi service, for 53 of those having a problem, was related to the design of the vehicle. Vehicle cleanliness was an issue for 29 people (of whom 13 also had an issue with design) and 18 cited driver issues. Rank location was a problem for 13 people. None of the issues clearly related to particular companies used, being spread across the 'taxi' industry.

Nearly half (48%) of respondents stated that cheaper fares would encourage them to use taxi services more often whilst 20% suggested better vehicles. More vehicles accounted for just 5% split almost equally between hackney carriage and private hire vehicles.

Only 7% of respondents believed the quality of the taxi service overall was excellent, 42% believed it was good and 19% believed it was average.

74% of all respondents had regular access to a private car and 84% were local residents

In order to validate the survey data obtained, a comparison between the percentage of people surveyed in relation to age and gender and the 2006 projected statistics for 2010 has been carried out in **Table 4-1** below:

You can count the highlighted number of times the word “taxi” has been misused.

Now you can continue reading the report and count for yourself how many more times Mouchel incorrectly uses the word “taxi”. We believe you would be annoyed if we continued to present them all, it would be pointless because you must, by now, certainly have understood the point.

On page 41:

All bars and clubs had either a contract or a 'Gentlemens' agreement with a private hire operator for customers to book a taxi at the establishment. Liquid Diva has a contract with one operator. A club employee with a fluorescent yellow jacket was identified outside the entrance and inside the lobby area walking around with a clipboard and asking customers as they left the club whether they needed a 'taxi' to get home. The employee had a radio which was used to speak to drivers as and when a vehicle was needed. Instead of waiting outside the club, private hire drivers would wait in the GL1 car park located at the rear of Liquid Diva and drive around when summoned. People who did not use the booking system being offered would wait at the rank for a hackney carriage. This was overseen by two club employees acting as Marshalls.

Here is clear evidence of offences that are certainly being ignored by the enforcement team. What are you going to do about it – or are you happy with Private Hire vehicles obstructing the highway and their agents lying to the public when offering a “taxi”? The abuses to the so called in house booking scheme are prevalent and ignored by the Police and the City Council.

During our visit, few hackneys waited at the Eastgate Street rank which meant that a queue of perhaps six to eight people would emerge every 10 to 15 minutes to wait for a hackney. As people would usually be in a group, most of the queue would be catered for by one vehicle, and would soon leave the area.

At the time of the survey, access to the Eastgate rank was always difficult and it was common practise for the Police to use it as a parking space along with many private cars. Little wonder that taxis did not choose to waste time and fuel driving round to see if they could get on the rank or not. Remember, because of the set up of the roads and no u-turn regulations, approaching the Eastgate rank is no short and simple matter. Now that the rank is kept clearer and most of the obstructing traffic is better managed more taxis use and service the Eastgate rank – much to the annoyance of the still unlawful on street touting by the Private Hire agents sponsored by Liquid Diva.

The funding for the marshals on the Eastgate Rank runs out in March. You may like to consider applying the huge fee demanded by Mouchel to further funding for the Eastgate Rank. It would certainly be of better value to the people of Gloucester. After all, it is very clear that Mouchel have not earned a single penny as they have clearly failed.

We note the later comments about taxi and Private Hire numbers and ask you to remember two things.

1. *There has never been any limit on the number of Private Hire licenses, you have no control on the number.*
2. *It has been clearly demonstrated in the past that the prime reason for issuing extra taxi licenses has been because the members concerned couldn't get a car on the phone. In other words taxi licences have been issued for Private Hire purposes. It has never been a secret that the idea of taxis who work just as taxis and don't want to be on a phone/radio service are of little if any concern to anyone involved in considering taxi numbers.*

Taxi Ranks.

It should be obvious to anyone who truly understands taxi business, not only in Gloucester but nationwide, that there have been discussions and litigation about access to railway stations.

The railway station in Gloucester is not a public taxi rank. Access is gained by a limited number of taxis who pay a large fee to get the monopoly. Gloucester City Council is not only aware of this but chose not to act in any way to persuade the rail operator not to reintroduce the scheme after the short period when that permit scheme was stopped and during which the

rail passengers were served better than at any time during the scheme's operation. If there is any deficiency in the service at the railway station it is none of the council's nor the taxi trade's responsibility.

Therefore what goes on, or not, at the railway station should not be considered in the survey. Certainly the business there should never be included in any analysis or recommendation.

However we cannot fail to notice Gloucester City Council's ardent desire to further promote Private Hire business with the suggestion to have a phone link to call on cars when there are no railway permit holders available. (see the action plan)

The strange thing is that the first rank talked about in every section of the Mouchel report is that at the railway station. How can this report have any shred of credibility?

Remember, the discredited MCL report was distorted by counting the failures at the railway station and here, yet again, that error is repeated.

Survey Hours.

According to Mouchel there are only three days to be considered, taxis don't work before 10.00 a.m. nor after 4.00 a.m. You can use cameras and guess, sorry deduce, what may or may not be happening.

Disabled.

According to Mouchel you are only disabled if you are in a wheelchair. How many of the vast majority of the registered disabled who do not use wheelchairs were served? How many of these would be disadvantaged by the type of vehicle used for wheelchairs? How many of the majority of registered disabled did Mouchel interview? Did Mouchel even consider that majority?

Customer Waiting.

Did Mouchel observe anyone waiting on a taxi rank while taxis were present? Did they ask why? How could they with a camera?

Some people wait for friends, some people wait for taxis with larger passenger capacity and some just like to talk outside the kebab shop. There are also people who have arranged to be picked up by friends or family – did Mouchel distinguish those from other waiting people? Only people who understand the trade would know this. Mouchel....???

Conclusion.

This survey was done in a sloppy, lazy and totally unprofessional manner.

Maybe it says what those commissioning it wish to hear, but is of no value to anyone who wants to better understand the trade.

Taxi drivers who worked on Grosvenor Rank remember well waiting longer between jobs on the short times chosen on the three days chosen by Mouchel.

Taking the easy way out when asking questions, not understanding the problems, doing the survey at a time of controversy because of the then continued use of roof signs by Private Hire, calling the railway station situation a main rank and considering the minority of registered disabled people to be the majority concern shows that Mouchel is not capable of doing the job it should have.

Don't accept the survey and don't pay for a bad job not worth being done by such as Mouchel.

Maybe it's because of the Mouchel's of this world that led Mark Twain to say:

“There are lies, damn lies and statistics.”

From: Zeya Ahmed
Sent: 18 October 2010 18:16
To: Lisa Wilkes; Carl Knights
Cc: Phil Bartholomew (4); 'Abdul Hoque (57)'; 'Adrian Parsons (52)'; 'Alan Wood (77)'; 'Chas Rodgers (21)'; 'Derek McKeown (32)'; 'Mark Leighton (15)'; Paul Elliott (5); 'Shakoor Ahmed'
Subject: Mouchel
Attachments: GHCA Submission re Mouchel report.doc

Lisa,

I think you have now read the representation sent by Chas after being checked and approved by me, but I have attached it again just in case. I would like to expand on some points:

1. I, along with Phil Bartholomew attended the initial meeting with the two people from Mouchel. In that meeting, we were told that the survey was to be done over a period of two weeks; the impression given was that two whole weeks' worth of observations would be carried out. What we actually got was three partial days. Such a short period is only of any use to low grade statisticians and political spin doctors, it is not a scientific basis for extrapolating and meaningful results, especially as the taxi trade has fluctuations through the day, week, month and year. On choosing three days that are our busiest in any given week still managed to show that drivers were waiting on the rank for extended periods of time before getting fares, but the final conclusion of the report is that there is no significant unmet demand, but were also not able to recommend a limit to plates because the situation is "borderline". I would like to know how that conclusion was reached. If any results were to be extrapolated from the survey, it would be that the quieter days of the week must be much worse than was observed on the three busiest days and therefore there is no unmet demand at all and in fact there are too many taxis in Gloucester.
2. Reference was made to disabled customers but Mouchel did not consult with any disability forum in Gloucester to get an idea of the local situation regarding proportion of disabled people who use wheelchairs and what other disabilities may need to be considered by the trade, and yet felt able to say that more wheelchair vehicles would be needed.
3. The survey was for unmet demand in taxi provision, but by constantly referring to private hires as taxis as well, managed to confuse anyone they actually questioned and served only to reinforce a fallacy that private hires are taxis and they did not even ask if anyone knew the difference. The survey is only needed to limit taxi plates, not private hire plates and therefore, only general information was required about private hire and more focus should have been on the actual taxi trade and issues surrounding it.

I do not think a remedial report is going to be much good, especially when Mouchel managed to confuse the public so thoroughly about what is and is not a taxi, and therefore did more damage to our trade by reinforcing the rogue operators' contention that they are taxis.

Zeya

<<...>>

From: Zeya Ahmed
Sent: 02 December 2009 14:38
To: John Guild; Phil Bartholomew; Anthony David Moseley;
 Anthony David Moseley
Subject: RE: Hackney Carriage Demand Survey

John

From what I have seen, Mouchel do seem to offer the best value for money and I think they would be the better option out of the three.

Zeya

From: John Guild
Sent: 02 December 2009 11:52
To: Phil Bartholomew (E-mail); Zeya Ahmed (E-mail)
Cc: Anthony David Moseley
Subject: Hackney Carriage Demand Survey

Phil/Zeya

Further to our meeting last Thursday, 26 November, about the proposed Hackney Carriage Demand Survey, could you please confirm that, having considered the three proposals submitted, you were of the opinion that the proposal by 'Mouchel' appeared to offer the best value for money and was your preferred option for the survey.

Could you please respond as soon as possible as we wish to move this as soon as possible.

John

John Guild
 Service Manager - Food Safety and Licensing
 Gloucester City Council T 01452 396313
 Herbert Warehouse F 01452 396340
 The Docks John.guild@gloucester.gov.uk
 Gloucester, GL1 2EQ www.gloucester.gov.uk

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Checked by AVG - www.avg.com

Version: 9.0.709 / Virus Database: 270.14.89/2539 - Release Date: 12/01/09 19:32:00

ES21011

APPENDIX 6

From: Phil Bartholomew
Sent: 02 December 2009 12:44
To: John Guild
Subject: Re: Hackney Carriage Demand Survey

John

Thanks for that.

Regards: Phil Bartholomew.

Bartholomew's
Taxi & Private Hire Services.
Gloucester.
Tel/Fax : 01452-414352 (out of UK 0044-1452-414352)
24 hour Mobile : 07860-434154 (out of UK :0044-7860-434154)
Web: www.driveus2.com

----- Original Message -----

From: [John Guild](#)
To: [Phil Bartholomew](#)
Sent: Wednesday, December 02, 2009 12:41 PM
Subject: RE: Hackney Carriage Demand Survey

Phil

Thanks. I can confirm that there will be a separate meeting with the Private Hire Trade - this is written into their bid specification.

John

John Guild
Service Manager - Food Safety and Licensing
Gloucester City Council T 01452 396313
Herbert Warehouse F 01452 396340
The Docks John.guild@gloucester.gov.uk
Gloucester, GL1 2EQ www.gloucester.gov.uk

-----Original Message-----

From: Phil Bartholomew
Sent: 02 December 2009 12:24
To: John Guild; Zeya Ahmed (E-mail)

ES21011

APPENDIX 6

Cc: Anthony David Moseley
Subject: Re: Hackney Carriage Demand Survey

John, Tony, Zeya,

Following the meeting 26/11/09 regarding Hackney Carriage Demand Survey, as discussed if a survey is in fact necessary and has to be conducted at the expense of Gloucester City Council, I confirm that following discussion "Mouchel" appeared with their portfolio to offer the most comprehensive survey at a competitive cost to other alternatives.

Previous to the meeting I had not realized the survey is for "Hackney Carriage Demand" does this mean the Private Hire Trade will not be consulted ?.

Regards: Phil Bartholomew.

Bartholomew's
Taxi & Private Hire Services.
Gloucester.
Tel/Fax : 01452-414352 (out of UK 0044-1452-414352)
24 hour Mobile : 07860-434154 (out of UK :0044-7860-434154)
Web: www.driveus2.com

----- Original Message -----

From: [John Guild](#)
To: [Phil Bartholomew \(E-mail\)](#) ; [Zeya Ahmed \(E-mail\)](#)
Cc: [Anthony David Moseley](#)
Sent: Wednesday, December 02, 2009 11:51 AM
Subject: Hackney Carriage Demand Survey

Phil/Zeya

Further to our meeting last Thursday, 26 November, about the proposed Hackney Carriage Demand Survey, could you please confirm that, having considered the three proposals submitted, you were of the opinion that the proposal by 'Mouchel' appeared to offer the best value for money and was your preferred option for the survey.

Could you please respond as soon as possible as we wish to move this as soon as possible.

John

[John Guild](#)
Service Manager - Food Safety and Licensing

Gloucester City Council T 01452 396313
Herbert Warehouse F 01452 396340
The Docks John.guild@gloucester.gov.uk
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Gloucester City Council Taxi and Private Hire Survey 2010

Comments on observations made by Mr Rodgers

Background

Mouchel were commissioned in March 2010 to undertake a study of hackney carriages and private hire vehicles in Gloucester.

The City Council's requirements were discussed at a pre-tender meeting in October 2009. Mouchel's proposals for the survey were considered alongside those of two other firms. Mouchel was selected on the basis of the quality of the proposed methodology and the value for money offered. The surveys and consultations were undertaken in accordance with the agreed methodology.

The study report was submitted to Licensing officers for approval before being made available to the Gloucester Hackney Carriage Association for comment. A critique of the report has been submitted by Mr Rodgers, who has since been elected as a spokesperson for the Association.

Summary of Mr Rodgers' observations

The main comments and criticisms are summarised below:

1. That the report does not distinguish between hackney carriages and private hire vehicles, as evidenced by the use of the generic term "taxi" in the report and public questionnaire.
2. That the report identifies possible abuses of the in-house booking system at a local night club, which (it is alleged) are being ignored by the police and City Council
3. That the money spent on the survey would have been better spent on funding Marshalls at the Eastgate rank for a further period of time.
4. That the rank at the railway station is not a public taxi rank, but is restricted to permit holders. The City Council should (it is claimed) use its influence to remove the permit system.
5. That the rank surveys were undertaken between 10 am and 4 am and do not take account of activity outside these hours
6. That the survey does not consider the needs of all disabled users, only those using wheelchairs.

Mr Rodgers concludes by asserting that the survey was "sloppy, lazy and totally unprofessional" and is "of no value"



Mouchel's Response

General

Mouchel rejects the claim that the survey was “sloppy, lazy and unprofessional”. It was undertaken by experienced professionals using an established methodology, agreed in advance with the City Council. The methodology was also discussed beforehand with representatives of the Hackney Carriage and Private Hire trades.

1. Use of the term “taxi”

It is false to suggest that Mouchel do not understand the difference between hackney carriages and private hire vehicles. Paragraph 1.2 of the study report makes the distinction very clear, and explains how these descriptions and the generic term “taxi”, are used in the report.

The policy of the Association on this point is understood and respected. However, from the point of view of the general public, what matters is the quality of the service they obtain. We considered this issue carefully before deciding to use the generic term “taxi” in the public questionnaire.

All of the directly observed surveys undertaken for this study distinguish between hackney carriages and private hire vehicles. Overall, the report gives a clear picture of the contribution each class of vehicle make to Gloucester's transport system.

2. In house booking system at clubs

Our report clearly highlights the current practice of in-house booking, and we understand the City Council is considering what action may be appropriate. This issue is included in the City Council's action plan.

3. Eastgate Street Rank

Our report clearly identifies the issues at this rank which may require additional enforcement, to ensure that it remains fully available to hackney carriages. This issue is included in the Council's action plan.

4. Railway Station

Our report does make clear the differences between the Railway Station (private with paid for permits) and other ranks (public). However, the Station rank is fully available for public use, and was therefore included in the survey. The results from each rank are however described separately in the report.

5. Survey period

Any survey is only able to provide a sample of the total situation, (e.g. throughout the year), so can never be 100% accurate. The survey hours chosen (10 a.m. to 4 a.m.) were agreed beforehand as appropriate to cover the main period of use of hackney carriages, enabling reasonable deductions to be made about the overall situation. We recognise that trips are made outside these hours, and this does not invalidate the survey.

6. People with disabilities



We did seek to consult with groups representing people with a wide range of disabilities, but did not obtain any response. Our “mystery disabled shopper” exercise was undertaken by a genuinely disabled person who uses a wheelchair, so could not be extended to represent other disabilities. We acknowledge this as a limitation of the survey. However, it should be noted that the specific regulations relate particularly to wheelchair accessible vehicles. Addressing the issue of other types of disability is included in the City Council’s action plan.

Conclusions

This study was carried out according to the agreed requirements and budget of the Council, using a robust and established methodology. It gives a clear picture of the current situation regarding both hackney carriages and private hire vehicles in Gloucester, and highlights issues which require further action or investigation.

04/11/2010

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Contact Irfan Akram
Address Knights House
2 Parade
Sutton Coldfield
B72 1PH
Tel 0121 355 8949
E-mail irfan.akram@mouchel.com

23rd March 2010

Dear Sir/Madam,

Gloucester City Council – Taxi / Private Hire Survey - Trade Consultation

Mouchel have been appointed by Gloucester City Council to undertake a Taxi / Private Hire Survey within the City considering both Hackney Carriage and Private Hire operations.

We are inviting all Taxi drivers licensed by the Council to attend meetings with Study Representatives from Mouchel on **Tuesday 18th May 2010**. In order to give the maximum opportunity for discussion, we have provided a separate session for Hackney Carriage and Private Hire drivers during the day.

You have been allocated to the **10:00 – 12:00 Hackney Carriage** meeting in the **Function Room at Oxstalls Tennis Centre, Plock Court, off Tewkesbury Rd, Gloucester, GL2 9DW**.

These driver consultations and your specific opinions are important to our Survey. We need to speak with as many of you as possible in order to take into account your views and experiences of the Taxi/Private Hire service. This is your opportunity to express your views to an independent consultancy. The meeting will have an open agenda with time for you to raise questions / issues at the end.

We are looking for as many responses as possible to include in our report. If you are unable to attend or do not wish to attend the meeting, you can contact my colleague by written submission at the address above, by letter or email, or by a telephone discussion.

Yours faithfully,

A handwritten signature in blue ink that reads "Ian Millership".

Ian Millership
Project Manager
For and on behalf of Mouchel



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Contact Irfan Akram
Address Knights House
 2 Parade
 Sutton Coldfield
 B72 1PH
Tel 0121 355 8949
E-mail irfan.akram@mouchel.com

23rd March 2010

Dear Sir/Madam,

Gloucester City Council – Taxi / Private Hire Survey - Trade Consultation

Mouchel have been appointed by Gloucester City Council to undertake a Taxi / Private Hire Survey within the City considering both Hackney Carriage and Private Hire operations.

We are inviting all Private Hire drivers licensed by the Council to attend meetings with Study Representatives from Mouchel on **Tuesday 18th May 2010**. In order to give the maximum opportunity for discussion, we have provided a separate session for Hackney Carriage and Private Hire drivers during the day.

You have been allocated to the **13:00 – 14:30 Private Hire** meeting in the **Function Room** at **Oxstalls Tennis Centre, Plock Court, off Tewkesbury Rd, Gloucester, GL2 9DW**.

These driver consultations and your specific opinions are important to our Survey. We need to speak with as many of you as possible in order to take into account your views and experiences of the Taxi/Private Hire service. This is your opportunity to express your views to an independent consultancy. The meeting will have an open agenda with time for you to raise questions / issues at the end.

We are looking for as many responses as possible to include in our report. If you are unable to attend or do not wish to attend the meeting, you can contact my colleague by written submission at the address above, by letter or email, or by a telephone discussion.

Yours faithfully,

A handwritten signature in black ink that reads "Ian Millership".

Ian Millership
Project Manager
For and on behalf of Mouchel



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Gloucester City Council

COMMITTEE	: LICENSING AND ENFORCEMENT COMMITTEE
DATE	: 16 NOVEMBER 2010
SUBJECT	: USE OF POWER IN CONSTITUTION TO SET UP A SUB-COMMITTEE OR SUB-COMMITTEES TO DISCHARGE FUNCTIONS
WARD	: ALL
REPORT BY	: GROUP MANAGER, ENVIRONMENTAL HEALTH AND REGULATORY SERVICES
NO. OF APPENDICES	: A: EXTRACT FROM GLOUCESTER CITY COUNCIL CONSTITUTION 2010 PART 3 RESPONSIBILITY FOR FUNCTIONS PAGES 24 AND 25
REFERENCE NO.	: ES21015

1.0 PURPOSE OF REPORT

- 1.1 To outline to members options for hearing Private Hire Driver Disciplinary following a number of successful prosecutions in the Magistrates Court.

2.0 RECOMMENDATIONS

- 2.1 To agree one of the following options:

- (a) To programme all cases with other work over the next 3 or 4 Licensing and Enforcement Committees, or
- (b) To call 1 or 2 Special Licensing and Enforcement Committee(s) of the full Committee, or
- (c) To use delegated powers as set out in the Constitution Part 3 Responsibility for Functions paragraph 5 (a) (v), page 25 and set up 1 or more sub-committees consisting of 5 members (or any other number deemed to be appropriate) of the Licensing and Enforcement Committee. That the sub-committee(s) be given delegated powers to hear and determine disciplinary hearings for the recent Private Hire prosecution cases in accordance with the provisions of the Council's adopted General Conditions for Hackney Carriage and Private Hire Licensing.

3.0 BACKGROUND

- 3.1 Following a number of licensing enforcement exercises undertaken earlier this year, 9 cases were taken before the Magistrates Court on Friday 29 October. All cases either pleaded guilty or were found guilty.

- 3.2 The verdicts were as follows:

- Mr H pleaded guilty and was fined £300, £15 victim surcharge and £200 Council costs.
- Mr E pleaded guilty and was fined £250, £15 victim surcharge and £200 Council costs.
- Mr D pleaded guilty and was fined £50, £15 victim surcharge and £100 Council costs.

- Mr I pleaded guilty and was fined £160, £15 victim surcharge and £50 Council costs.
- Mr A gave no plea and did not attend, he was fined £350, £15 victim surcharge and £200 Council costs.
- Mr C pleaded guilty by post and was fined £260, £15 victim surcharge and £200 Council costs.
- Mr I gave no plea and did not attend and was fined £350, £15 victim surcharge and £200 Council costs.
- Mr R pleaded guilty by post and was fined £235, £15 victim surcharge and £200 Council costs.
- The Cheltenham driver Mr H faced the greatest fine, he gave no plea and did not attend Court he was fined £525, £15 victim surcharge and £200 Council Costs.

3.3 Six of the convicted Drivers hold current Gloucester City Council Private Hire Driver Licences. In accordance with our licence conditions any existing driver with a criminal conviction must appear before the Licensing and Enforcement Committee for a disciplinary hearing. Experience shows that each disciplinary usually takes around 1 hour.

3.4 Now that these cases have been determined by the Magistrates Court it is important that we hold disciplinary hearings without delay and that they should all be heard within a similar time frame.

3.5 If these cases are left to be programmed in with the regular Licensing and Enforcement Committees the following problems are likely to be incurred:

- With other matters programmed for Licensing & Enforcement agendas it is likely that a maximum of 2 cases will be heard per Committee. Therefore the earliest that all cases are likely to be heard is the end of February.
- With this volume of disciplinaries to be programmed on the Licensing & Enforcement agendas, meetings are likely to be long.
- These disciplinaries are all of a similar nature and it may be disruptive to have them on the same agenda as matters that are of interest to the media and or where questions and deputations are taken.

4.0 PROGRESS

4.1 Currently Licensing and Enforcement meetings are programmed every month. At these meetings a variety of subjects are heard ranging from disciplinaries to policy matters. For example we are planning to present reports on the following in the next 3 months:

- Licensing of Sex Establishments
- Joint Health and Safety Working – Work Well Gloucestershire
- Policy for issuing A Boards

4.2 Following a licensing enforcement exercise 9 cases were taken to the Magistrates Court. These cases all were in relation to 2 evenings enforcement work in the City and consequently all occurred at the same time. The current structure of Licensing and Enforcement Committee, being held every month, whilst usually providing adequate meetings to programme policy issues with capacity for some disciplinary cases as and when they occur has previously worked, it does not allow for situations like this where a number of cases arise at the same time.

- 4.3 To overcome this, Members can take one of the following options:
- (a) To programme all cases with other work over the next 2-3 Licensing and Enforcement Committees, or
 - (b) To call 1 or 2 Special Licensing and Enforcement Committee(s), or
 - (c) To use delegated powers as set out in the Constitution Part 3 Responsibility for Functions paragraph 5 (a) (v), page 25 and set up 1 or more sub-committees consisting of 5 members (or any other number deemed to be appropriate) of the Licensing and Enforcement Committee. That the sub-committee(s) be given delegated powers to determine disciplinary hearings for the recent Private Hire prosecution cases in accordance with the provisions of the Council's adopted General Conditions for Hackney Carriage and Private Hire Licensing.
- 4.4 Programme into regular Licensing and Enforcement Committees
- Advantages: Consistent with how this Council has previously carried out disciplinary hearings.
- Disadvantages: Hearings delayed as unable to programme them all in December due to other business and sheer volume. Unlikely to have all cases heard before the end of February 2011. Large meetings for disciplinary hearings could be prone to proportionality and fairness challenges.
- 4.5 Special Licensing and Enforcement Committee(s)
- Advantages: These Committees would be made up of the full Licensing and Enforcement Committee and would be programmed within the next 4 - 6 weeks. Because the whole Committee will sit this would be consistent with how this Council has previously carried out disciplinary hearings. Cases heard expediently.
- Disadvantages: Setting up these meetings would be costly. At this short notice and running in to the lead up to Christmas attendance may be difficult for some members. Large meetings for disciplinary hearings could be prone to proportionality and fairness challenges.
- 4.6 Set up Sub-Committees of 5 members (or any other number deemed appropriate)
- Advantages: These sub-committees would be programmed over the next 4 - 8 weeks. Attendance likely to be better with reduced numbers. Greater flexibility on dates, times and suitable room with reduced numbers. Cases heard expediently. Smaller meetings are likely to cost less and are less prone to proportionality and fairness challenges.
- Disadvantages: Different set up to usual for disciplinaries held in Gloucester may lead to inconsistencies although some of this could be mitigated by using the same Members for all 6 cases.
- 4.7 With these extra meeting(s) there will be a need for Officers to attend and present the report(s) as well as to answer questions Members may have. This work will be shared amongst the Licensing and Enforcement team. In addition consideration should be given to the timing of the meeting(s) to perhaps help share out the work and to possibly reduce the costs incurred by evening meetings.

5.0 CONCLUSIONS

5.1 Members should consider the information contained in this report and determine one of the options as laid out in paragraph 2.1, taking into consideration fairness and proportionality issues highlighted.

6.0 FINANCIAL IMPLICATIONS

6.1 Additional Committee meetings could attract the following costs in 2010/11 – refreshments, dependent/child care expenses (where relevant), officer evening meeting allowance (where officers in attendance) and room costs. The amount incurred would depend on the number of meetings held, the individuals requested to attend, timing of the meeting (office hours/evenings) and provisions made.

6.2 The additional costs incurred by either of the 3 options should not be significant.

7.0 LEGAL IMPLICATIONS

7.1 Under the Licensing Act 2003 and the Gambling Act 2005 there is a statutory basis for sub-committees and process. This is not the same for hearings of Private Hire and Hackney Carriage appeals and disciplinary hearings under the Local Government (Miscellaneous Provisions) Act 1976. In these instances, it is up to the Council to what extent it wishes to delegate its functions and to have processes that comply with natural justice and human rights.

7.2 The Council also has powers to call special meetings of Licensing and Enforcement Committee or the hearings could be scheduled in the normal cycle with other business.

7.3 The implications of all 3 options are considered in the main body of the report.

8.0 RISK MANAGEMENT IMPLICATIONS

8.1 The risk management implications of this report are all low.

9.0 PREDICTIVE IMPACT ASSESSMENTS (EQUALITIES)

9.1 This will be captured in a wider review of the Licensing and Enforcement Committee.

10.0 OTHER CORPORATE IMPLICATIONS

1. Community Safety

The Community Safety implications are covered in the main body of the report.

2. Environmental

None

3. Staffing

The staffing implications are covered in the main report.

4. Trade Union

If these meetings are to be held in the evenings then the Union would be concerned if this additional work was not shared between the team. Managers should ensure that individuals working hours are managed in line with E U Working time legislation.

Background Papers : Gloucester City Council Hackney Carriage and Private Hire Licensing General Conditions

Published Papers : Gloucester City Council Constitution 2010

Person to Contact : Gill Ragon
Tel: 396321
E-mail: gill.ragon@gloucester.gov.uk

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Part 3 - Responsibility for Functions

4. Planning Policy Sub-Committee

Membership: 5 (Quorum 2) [Politically Proportional].

Comprising: The Planning Committee shall appoint a Planning Policy Sub-Committee comprising five Members nominated from the Planning Committee.

Requirement: Members appointed to the Planning Committee shall be obliged to attend regular and appropriate training and abide by the Planning and Development Code of Practice.

Frequency

of Meetings: 4 meetings per annum and at other such times as required.

(a) Role:

To discharge the following functions:

- (i) Subject to consultation arrangements list below:
 - to make recommendations to the Council on the preparation of a Local Development Framework.
 - to make recommendations to Council relating to the Local Development Planning Policy (Gloucester's Local Development Framework (LDF)).
- (ii) Prior to the Sub-Committee considering an LDF related matter, the following process will have been followed:
 - the Planning Officer shall issue for consultation a draft document in consultation with the Cabinet Member for Regeneration and Culture, the Chair, Vice Chair and Shadow Spokesperson of the Planning Committee.
 - as part of the Consultation exercise, the views of the individual Cabinet Members will be sought.
- (iii) To make recommendations to the Council regarding comments and consultation [responses] to be made in respect of the development of the Regional Spatial Strategy or other strategic planning documents.

5. Licensing and Enforcement Committee

The Committee and Sub-Committee shall have functions, powers and responsibilities set out below and in Article 8 of this Constitution.

Membership: 13 (Quorum 4) [Proportional to the political composition of the Council].

Comprising: Members who are not Members of the Cabinet.

Requirement: Members appointed to the Licensing and Enforcement Committee shall be obliged to attend regular and appropriate training and abide by the Probity in Licensing; Guide to Procedures and Protocol.

Frequency

of Meetings: Monthly meetings.

(a) Role:

- (i) to undertake all matters in relation to the statutory licensing and registration functions of the Council (save to the extent that such responsibility has been delegated to another Committee or Officer by the Council) such duties to include liquor, entertainment and late night

Part 3 - Responsibility for Functions

refreshment licensing and the Gambling Act 2005. The committee's role includes the formulation and approval of policy guidelines with the exception of the following which are dealt with by the Council:

- Sex Shop Licensing
 - the criteria which define the types of vehicles which are acceptable for the grant of additional Hackney Carriage Vehicle Licences
 - Licensing Policy Statement - Licensing Act 2003
 - Gambling Act Statement of Principles - Gambling Act 2005
 - Street Trading Licensing
- (ii) to undertake liaison with the County Council on consumer protection matters.
- (iii) to hear and determine licence applications that are contentious and/or where objections have been lodged by statutory consultees, residents, other third parties or where officers have reservations about the appropriateness of an application or the suitability of an applicant. The Committee also hears Hackney Carriage and Private Hire disciplinary matters in accordance with the provisions of the Council's adopted General Conditions for Hackney Carriage and Private Hire Licensing.
- (iv) without prejudice to the above roles and the Council's Scheme of Delegation the Licensing and Enforcement Committee shall be responsible for those matters set out in Part B (Licensing and registration functions) of Schedule 1 to the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the Licensing Act 2003 and the Gambling Act 2005.
- (v) the Licensing and Enforcement Committee shall be empowered to set up a sub-committee or sub-committees to discharge functions and act in accordance with powers delegated by the Committee. In the context of the Committee's powers under the Gambling Act 2005 sub delegation may extend to the permitted discharge of functions by an officer.

(b) Delegation to Officers

Those functions relating to statutory licensing and registration functions which have been delegated to officers are set out in the Council's Scheme of Delegation in Part 3 to this Constitution.

6. Licensing and Enforcement Sub-Committee

Membership: 3 (Quorum 3)

Comprising: 3 Members selected from the parent committee by the Group Manager, Legal and Democratic Services if at all possible politically proportional to the composition of the Council and shared between all Members of the parent committee on a rota basis.

Requirement: Members appointed to the Licensing and Enforcement Sub-Committee shall be obliged to abide by the Probity in Licensing Guide to Procedures and Protocol.

Frequency

of Meetings: Ad-hoc meetings in consultation with the Licensing and Enforcement Manager and Group Manager, Legal and Democratic Services.

(a) Role:

- (i) To undertake all matters relating to the discharge of functions in accordance with the powers delegated by the Parent Committee.
- (ii) The Sub-Committee will meet to hear appeals relating to the Licensing Act 2003 and the Gambling Act 2005.