

A Clean Air Plan for Bradford

Proposed Clean Air Zone

Consultation Report – Taxi Driver / Owner

May 2020



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BRADFORD



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SYSTRA Consultants have prepared this report on behalf of Bradford Council. This activity is supporting the Council’s Communications and Engagement Strategy as it develops a Clean Air Plan for the District. Thank you to everyone who participated in the consultation exercise.

1 Introduction

1.1 Purpose of survey

The government has set out its vision for air quality in its guidance for Clean Air Zone planning: “Clean Air Zones improve the urban environment to support public health and the local economy, making cities more attractive places to live, work, do business and spend leisure time. They support cities to grow and transition to a low emission economy thus ensuring these benefits are sustainable for the long term”.¹

Bradford Council has been challenged by Government to present proposals which reduce levels of Nitrogen Dioxide at locations where limits are currently exceeded within the shortest possible time. SYSTRA was appointed by Bradford Council in May 2019 to provide support with communications and stakeholder engagement for the emerging Air Quality Plan, including consideration of introducing a Clean Air Zone (CAZ).

This report summarises the results of surveys undertaken as part of a second phase of the public consultation, to help inform the Full Business Case by gauging levels of need and the suitability of the proposed support packages, and to gather views of those most likely to be affected.

1.2 Methodology

A self-completion on-line survey was chosen in order to tailor often complex information to specific groups, maximise communication channels, reduce delivery and printing costs and to simplify analysis. The survey design drew upon earlier surveys from the first phase of the consultation, as well as previous surveys prepared in Leeds and Sheffield & Rotherham and the Government’s Joint Air Quality Unit (JAQU) guidance. Those with reading or language difficulties were invited to contact the Council with a request for braille or paper versions, which we understand was requested on a handful of occasions.

Government guidance for planning and implementing Clean Air Zones states that drivers of taxis, LGVs and HGVs and local businesses are critical stakeholders as they are most likely to be affected by proposals². The survey and supporting information were structured to address the following groups:

¹ Clean Air Zone Framework - Principles for setting up Clean Air Zones in England, DfT/DEFRA, May 2017

² Ditto



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- General public
- Taxi drivers
- Businesses located in Bradford with a fleet
- Businesses located in Bradford without a fleet
- Coaches

The survey was published on the Council's website for a period of six weeks between Thursday 13th February and Thursday 26th March and was subsequently extended by two weeks until Wednesday 8th April. The Covid-19 outbreak and stay at home order announced on 23rd March and cancellation of local elections gave a larger window to complete the consultation.

- Email invitations sent to subscribers for Bradford Council Newsletters;
- Bradford Council website;
- Bradford Council social media channels;
- Press release to Telegraph and Argus and other local news outlets;
- Variable Message signs (VMS) on principal routes in Bradford;
- Public consultation events; and
- Leaflets sent to all Bradford based businesses with business rate letters.

Efforts were subsequently made to boost responses from businesses, both those with and without a fleet, including:

- Telephone calls;
- Meeting with Confederation of Passenger Transport local members;
- Targeted VMS messages to van drivers;
- Emails to Invest in Bradford, and other Ilkley, Airedale and Bradford business networks;
- Emails via the Federation of Small Business, Road Haulage Association and Freight Transport Association; and
- Postcard drops at around 20 local building, plumbing and electrical merchants.

1.3 Response Rates and Distribution

A total of 1,637 responses were received, this included 805 members of general public, 744 taxi drivers or owners, 48 businesses with fleet, 33 businesses without fleet, plus a small number of coach operators (7). Eight letters were submitted from local business, taxi and other interest groups in addition to the numbers included in the table below.

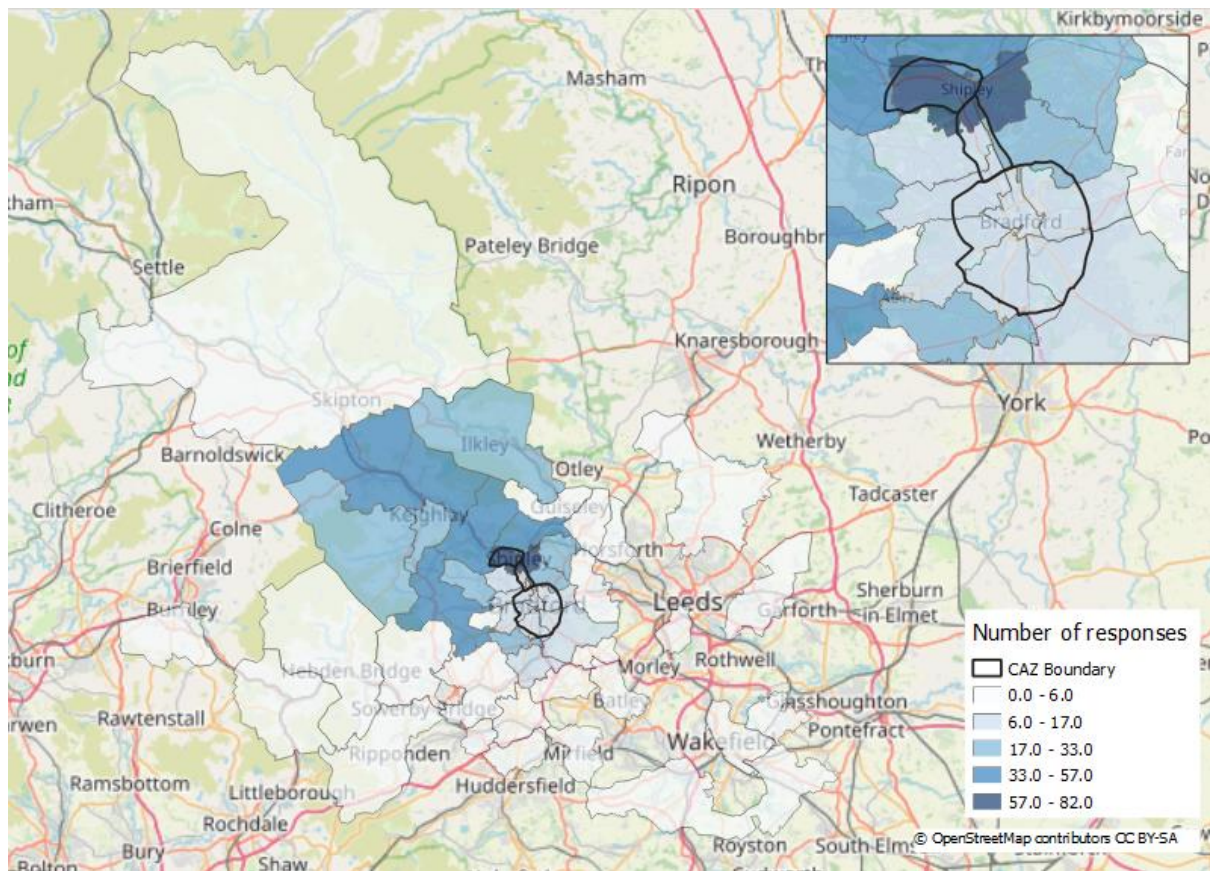
1.1 Responses per Group

Group	Number of Responses
General public	805
Taxi drivers / owners	744
Businesses with a fleet	48
Businesses without a fleet	33
Coaches	7
Total	1,637

The response rate is encouraging from the general public and from taxi drivers / owners, representing approximately 20% of the trade. Response rates from the general public were much lower than those received in the first phase of the consultation, but this was perhaps to be expected since the proposals do not include private cars in the charging scheme. Some coach owners may have responded as part of the general public survey, but the response rate was too low to draw any robust conclusions from this group.

The wards with the highest number of responses from the general public were Shipley and wards along the Airedale corridor towards Keighley.

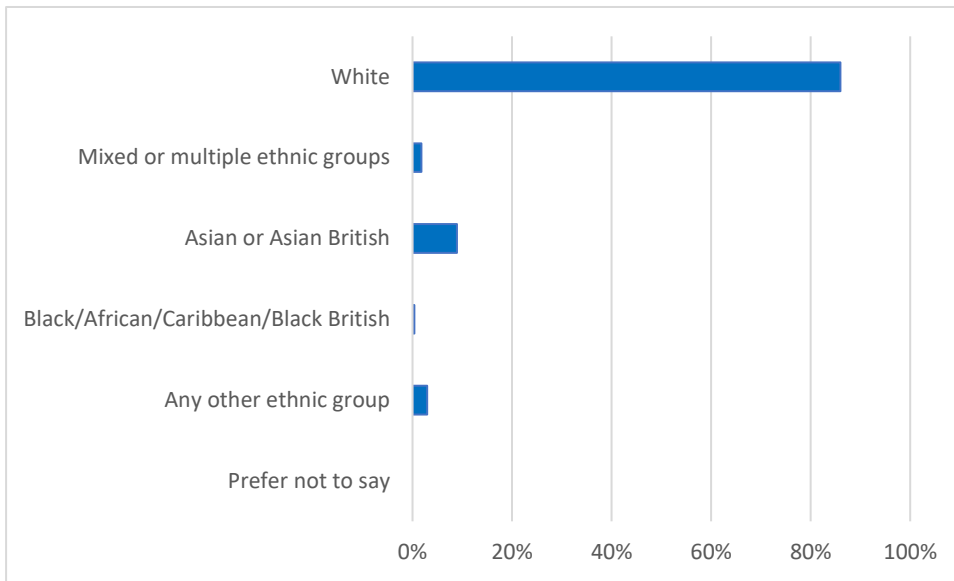
1.2 Number of General Public Responses per Postcode



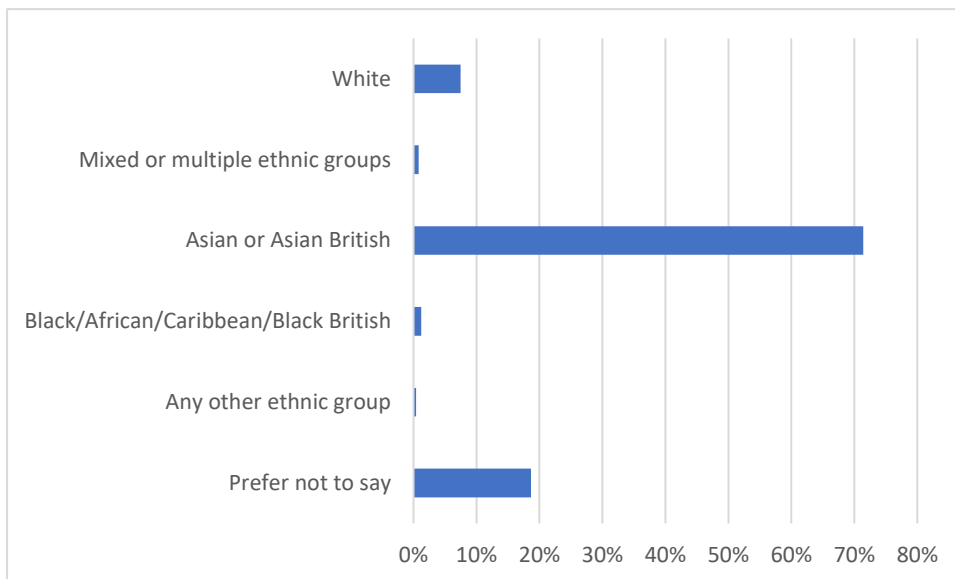
The views of different ethnic groups are reasonably well represented across the total survey numbers although they are skewed within the general public survey. In the general public survey, white respondents accounted for 86% of responses, meaning they were over-represented when compared with 64% represented in the total Bradford population. Amongst taxi drivers who responded, most responses were from non-white drivers or owners (74%) or one third of the overall survey responses.



1.3 Ethnicity of General Public responses (n=784)



1.4 Ethnicity of Taxi Driver responses (n=725)



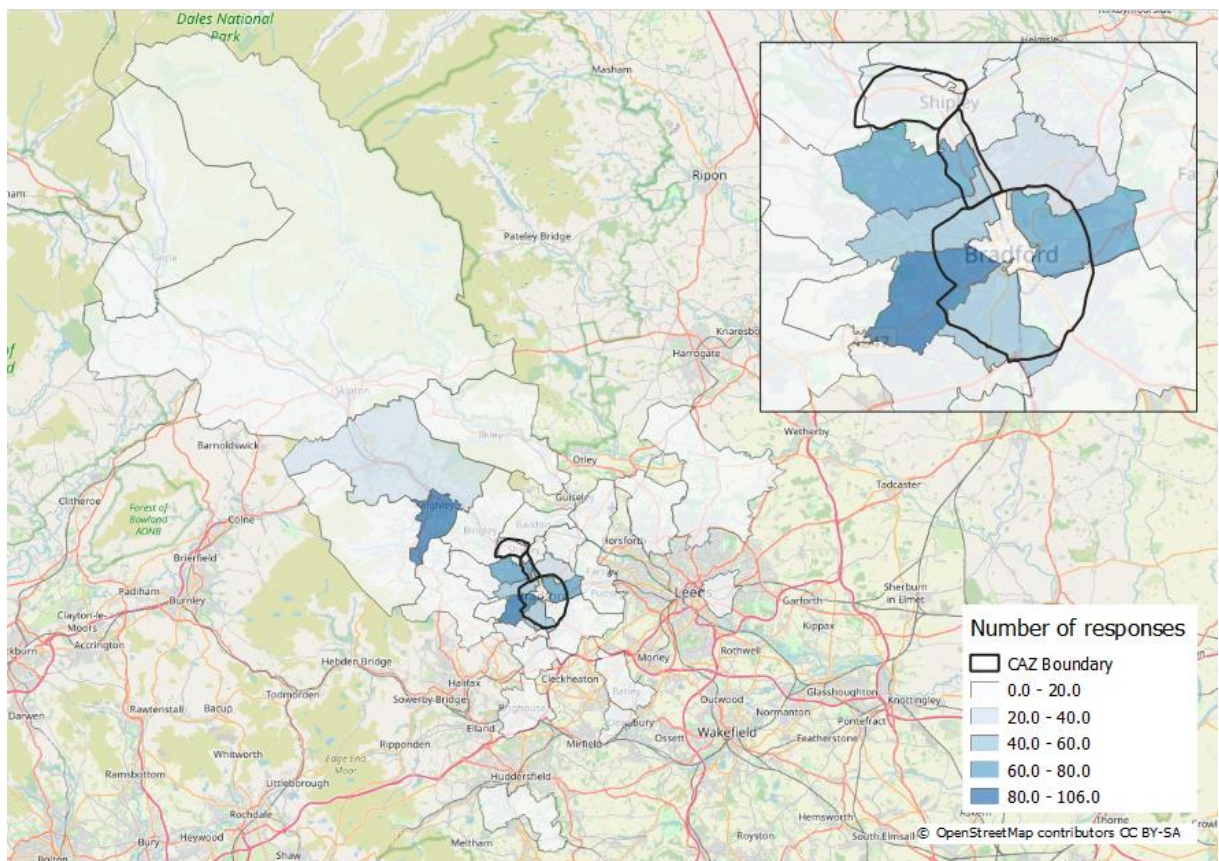
2 Taxi Driver / Owner Responses

2.1 Introduction

This section examines the responses of taxi drivers / owners to all survey questions. There are known to be 3,475 licensed taxis and approximately 5,000 licensed taxi drivers in Bradford. At various points throughout this section, the survey results have been applied to these population figures to give insights into some of the likely implications e.g. the potential number of applications for the various support measures on offer.

A total of 744 taxi drivers / owners responded to the survey. The wards with the highest number of responses from taxi drivers were Keighley, and those which cover the city centre that will be included within the CAZ boundary.

2.1 Number of Taxi Driver Responses per Postcode (n=619)

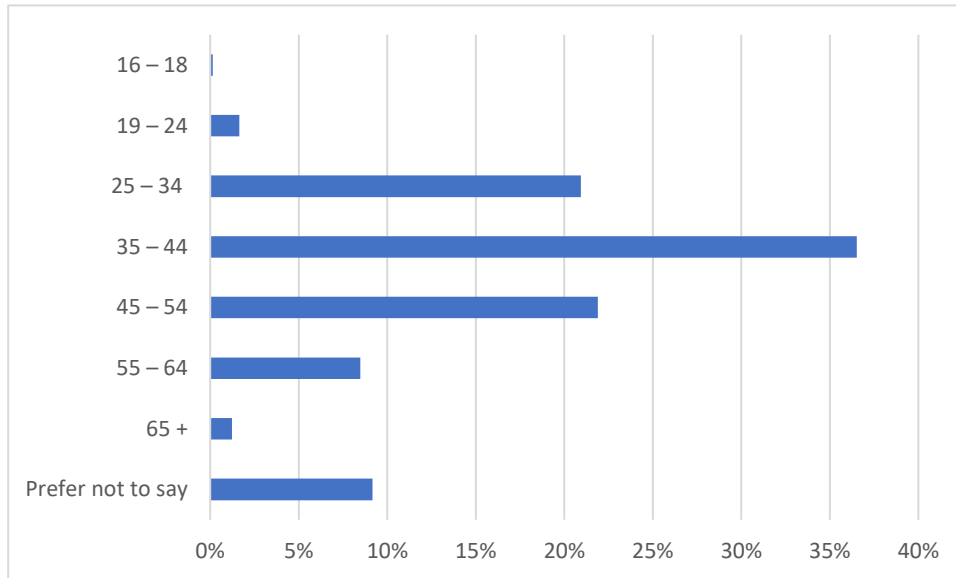


When asked how they heard about this consultation, the majority of taxi drivers (72%) said they heard through email.

2.2 Driver Information

This section examines the responses of taxi drivers to general questions about them as a taxi driver.

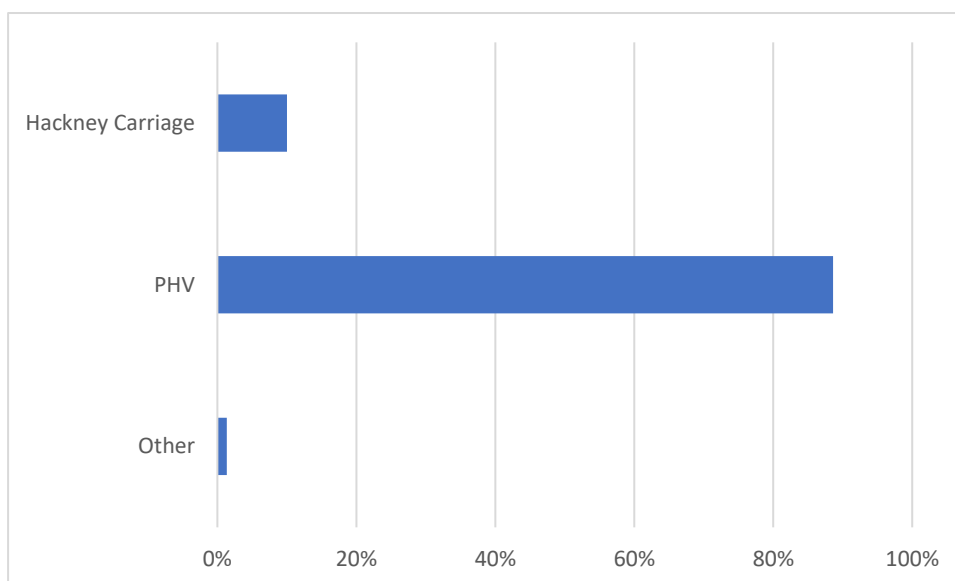
2.2 Age of Respondents – Taxi Driver (n=731)



License Type

Figure 2.3 shows that the vast majority (89%) of taxi driver respondents hold a Private Hire Vehicle (PHV) license, with only 10% holding a Hackney Carriage license. There are approximately 3,475 licensed taxis in Bradford, and approximately 5000 licensed taxi drivers.

2.3 Type of License Held – Taxi Driver (n=738)

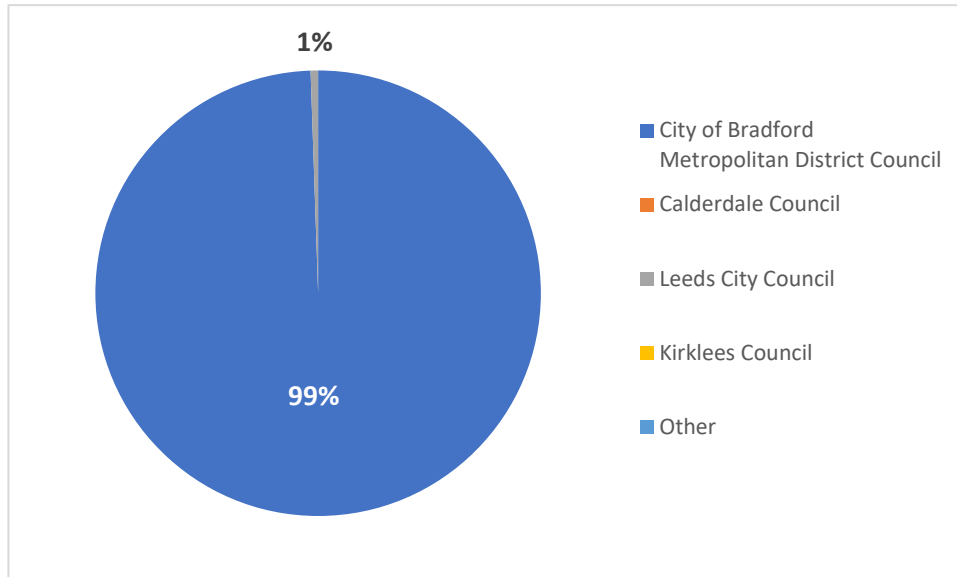




Location of License

Taxi drivers were asked to detail the local authority in which they are licensed.

2.4 Location of License – Taxi driver (n=737)



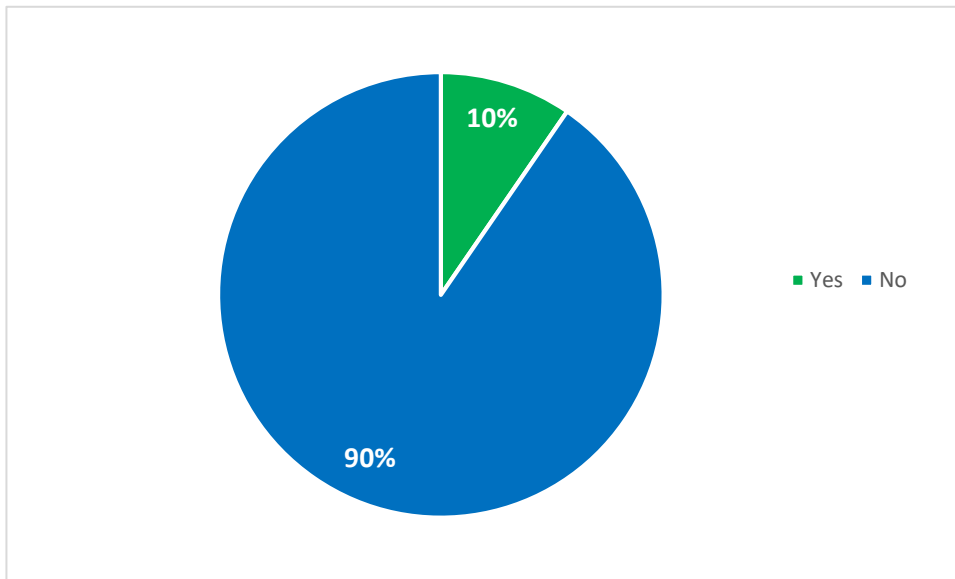
99% of respondents stated their license was issued by the City of Bradford Metropolitan Council, with the remaining 1% issued by Leeds City Council.

Community License

When asked, only 10% of taxi drivers who responded to the survey stated they hold a community transport license.



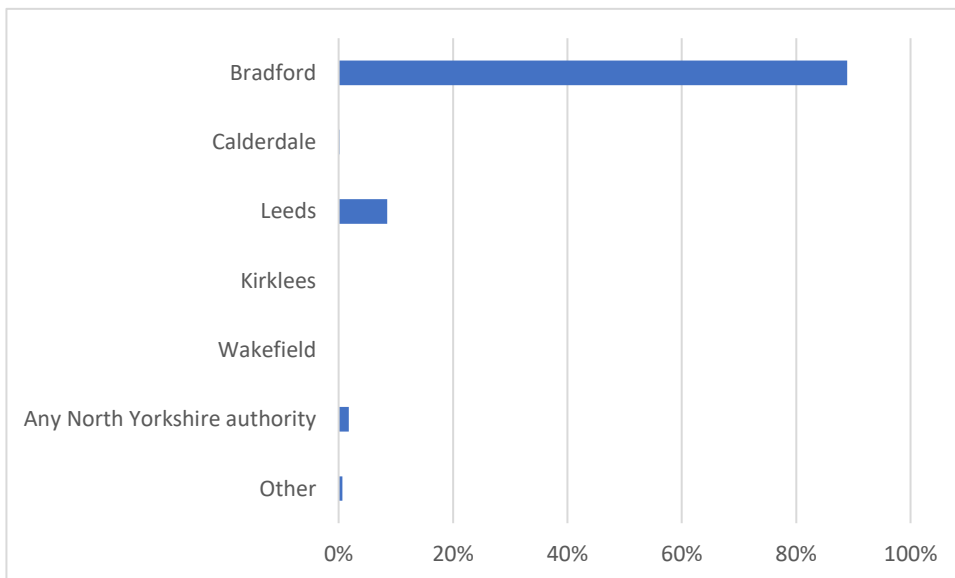
2.5 Community Transport License – Taxi Driver (n=719)



Location of Work

Figure 2.6 displays the responses of taxi drivers when asked which licensing authority area they work in most often.

2.6 Location of Work – Taxi driver (n=730)

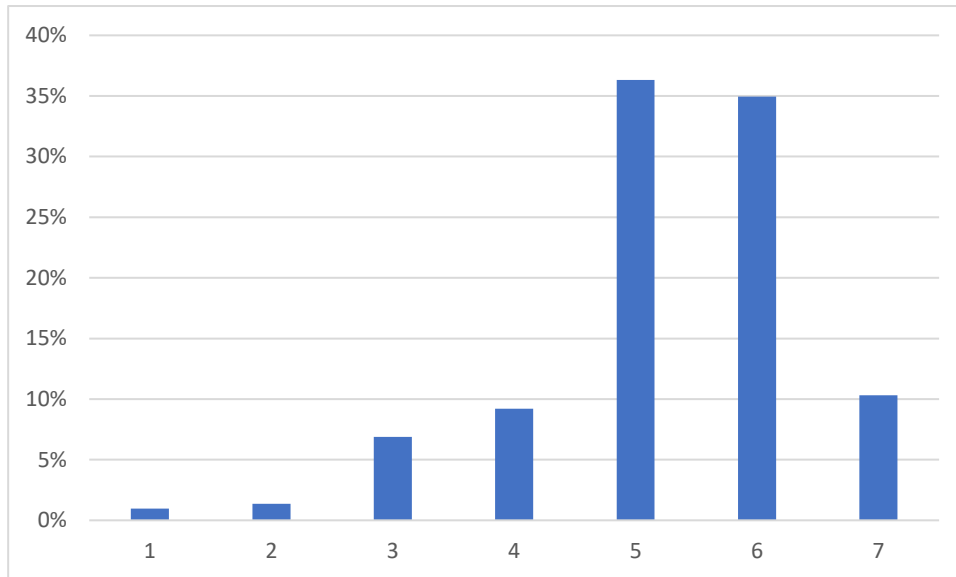


89% of taxi drivers stated they work most often within Bradford. Of the remaining taxi drivers, the majority (8%) said they work most often in Leeds.

Days Worked as A Driver

The figure below displays the results of taxi drivers when asked on average, how many days a week they work as a driver.

2.7 Days Worked as a Driver – Taxi Driver (n=727)



The most common responses from drivers was they work on average 5 or 6 days a week, with the former equalling 36% and the latter 35%.

2.3 Vehicle Characteristics and Usage

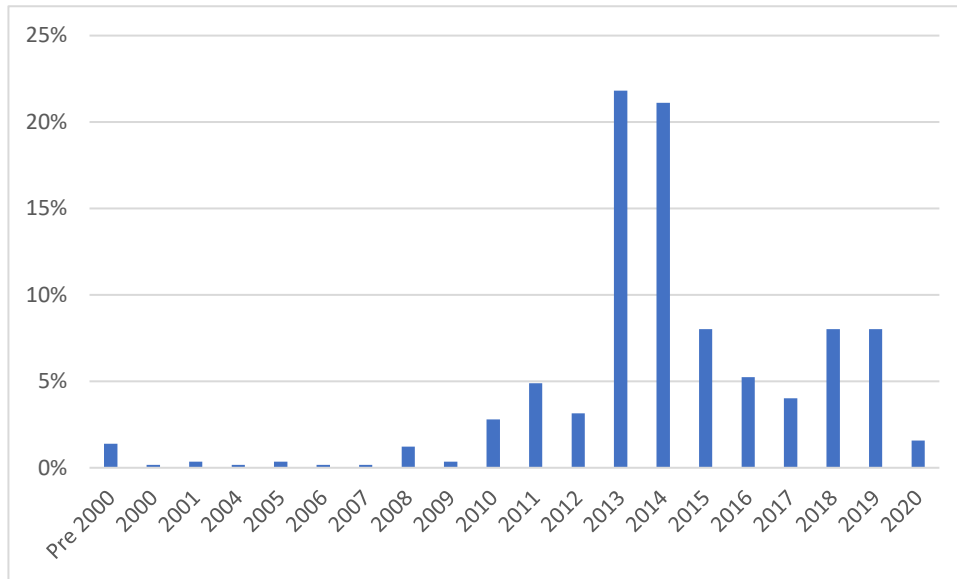
Taxi drivers were asked a series of questions concerning the characteristics of their vehicle e.g. age and how it was used e.g. typical daily mileage. This section summarises these results.

Registration Year of Vehicle

Taxi drivers were asked what year and month (if known) was their hackney carriage or PHV made (i.e. registration year).



2.8 Registration Year of Vehicles – Taxi Driver (n=573)

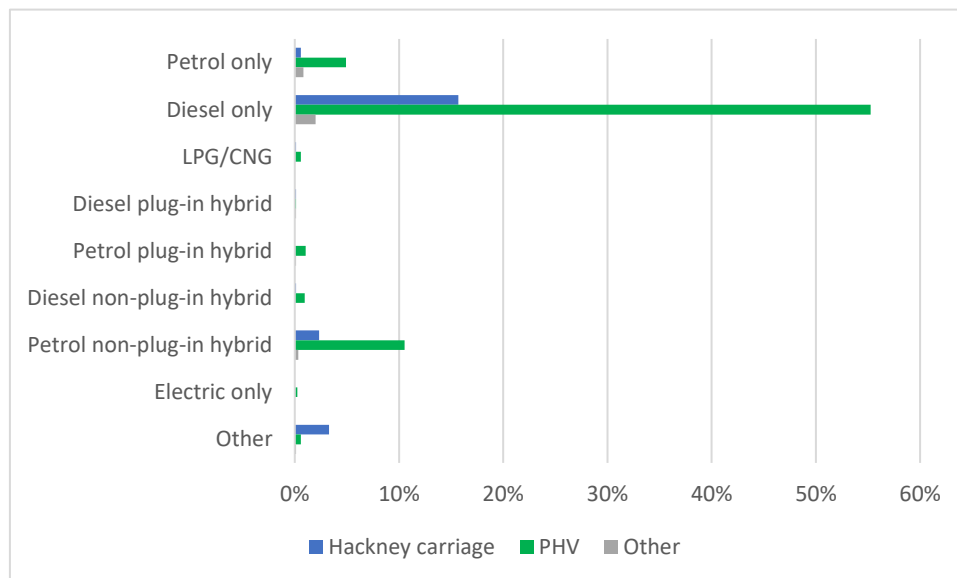


Just under half of the taxi drivers who responded stated their hackney carriage or PHV was made in either 2013 or 2014, with 15% of respondents stating their vehicle was registered in the years predating that and a total of 35% stating their vehicle was registered between 2015 and 2020.

Type of Vehicle

Taxi drivers were asked what type of vehicle(s) they currently drive as a hackney carriage or PHV, the results are displayed below.

2.9 Type of Vehicle(s) Driven – Taxi Driver



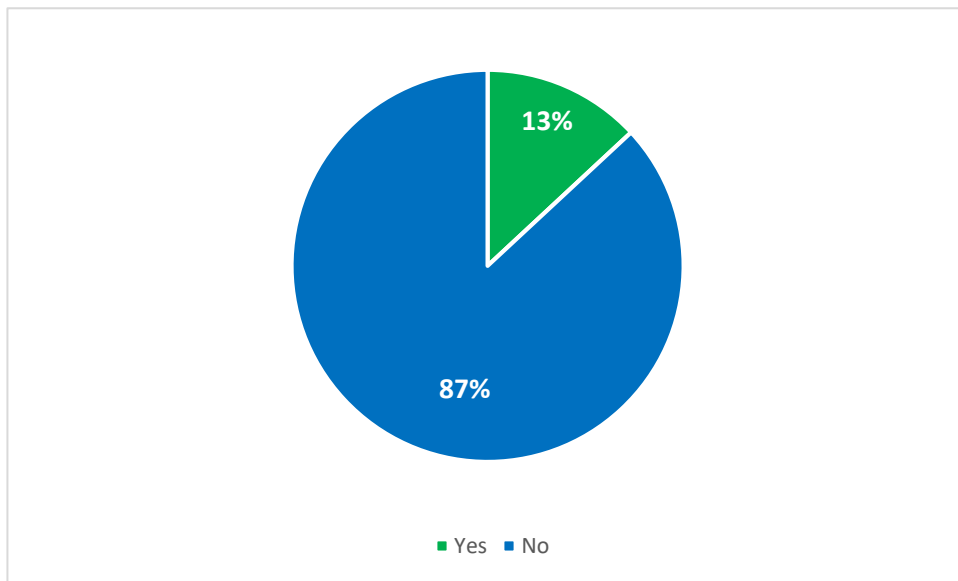


Over half of taxi drivers (55%) stated they currently drive diesel only private hire vehicles, followed by 16% stating diesel only hackney carriages. 16% of taxi drivers stated they currently drive a hybrid PHV or hackney carriage, either plug in or non-plug-in with the majority of these (11%) being a petrol non-plug-in hybrid PHV.

Number of Passengers

Only 13% of taxi drivers that responded to this survey stated that their vehicle could carry more than five passengers at a time.

2.10 Number of Passengers Vehicle can Hold – Taxi Driver (n=734)

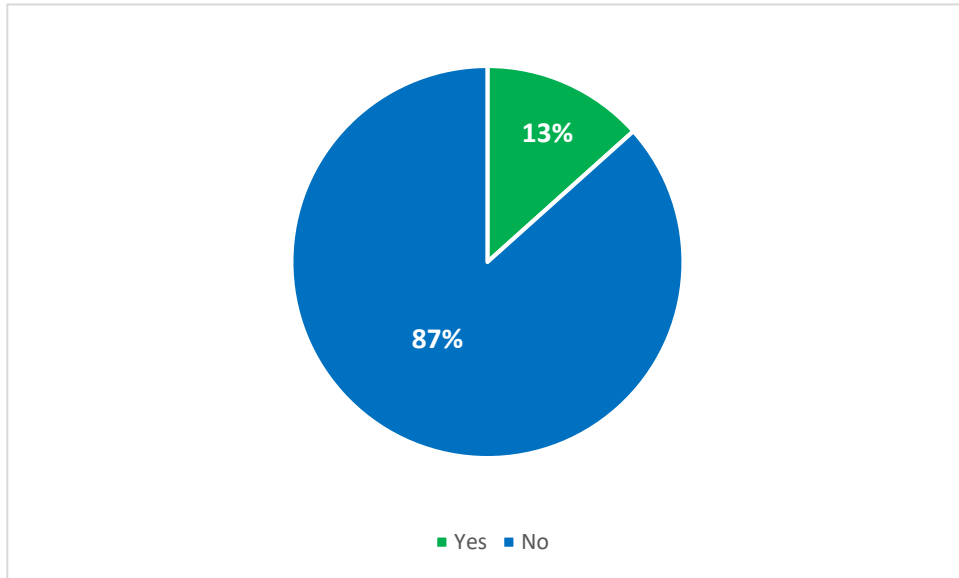




Wheelchair Accessibility

Only 13% of taxi drivers who responded to this survey stated that their vehicle is wheelchair accessible.

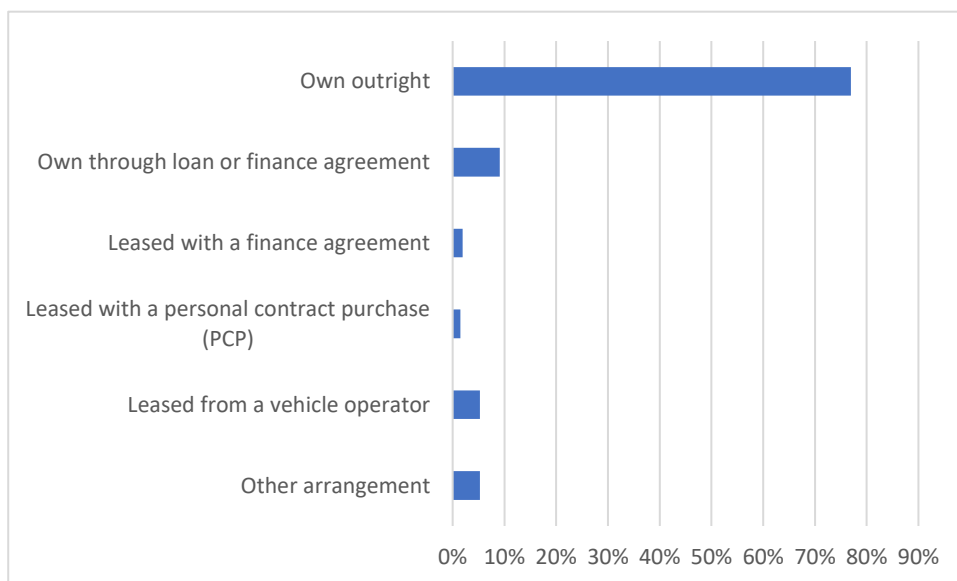
2.11 Wheelchair Accessibility – Taxi Driver (n=733)



Ownership of Vehicle

Figure 2.12 displays the results of taxi drivers when asked whether they own or lease their vehicle(s).

2.12 Ownership of Vehicle – Taxi Driver (n=737)

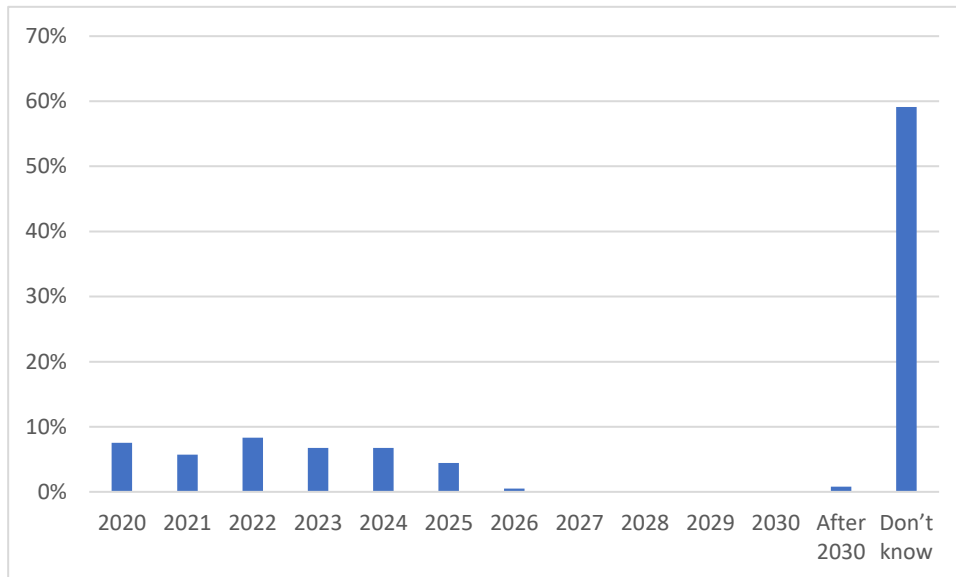


The majority of taxi drivers surveyed (77%) stated to own their vehicle outright. The second most common response was own through loan or finance agreement (9%).

Payment of Loan / Finance Agreement

Taxi drivers were asked if they are currently paying off a loan or finance agreement for their hackney carriage / PHV, when will they have the loan paid off.

2.13 Payment of Loan – Taxi Driver (n=384)



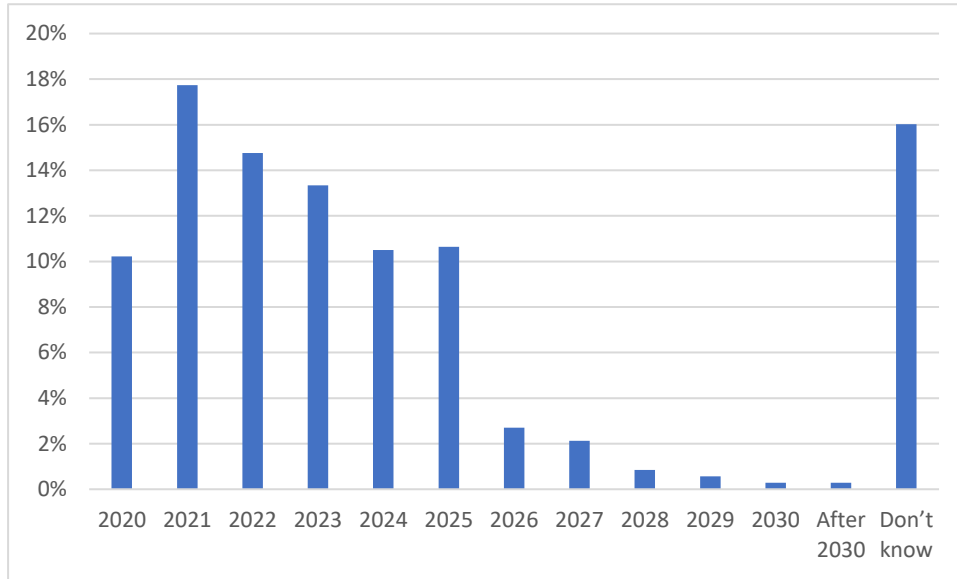
A total of 40% of taxi drivers stated they will have paid off their loan or finance agreement before 2025. 60% of respondents answered that they do not know when they will pay their loan off.

Requirement to Replace Vehicle

As part of the survey taxi drivers were asked when they will be required to replace their vehicle under licensing conditions.



2.14 Requirement to Replace Vehicle – Taxi Driver (n=705)

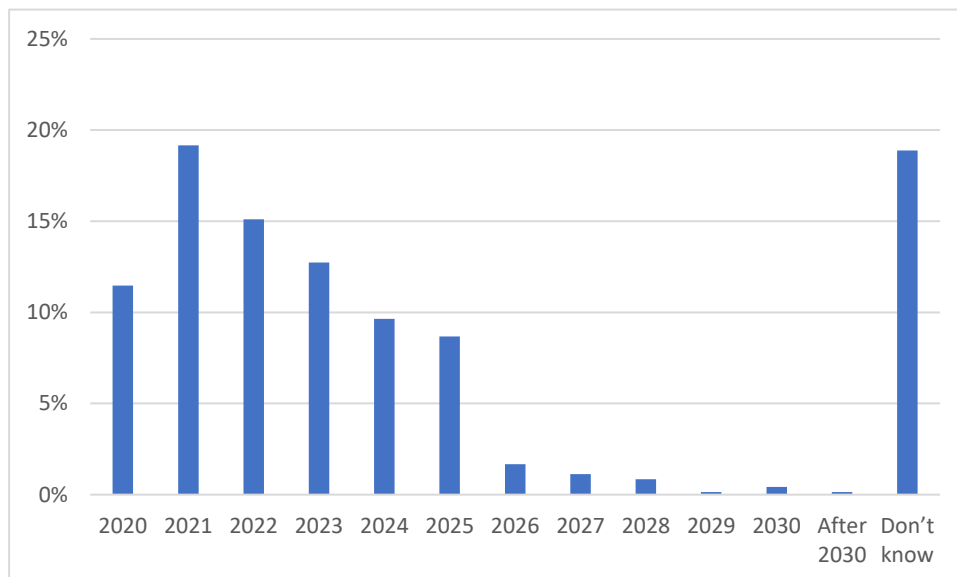


43% (301 of the 705 responses) of taxi drivers stated they will be required to replace their vehicle by 2022 under current licensing conditions.

Replacement of Vehicle

Taxi drivers were then asked when they next plan to replace their vehicle.

2.15 Replacement of Vehicle – Taxi Driver (n=715)



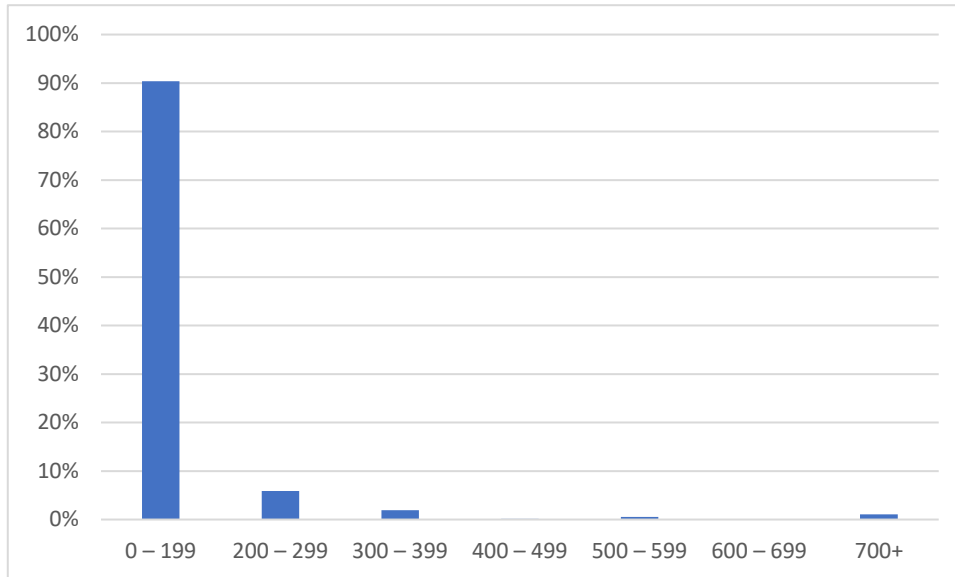
A total of 46% of taxi drivers stated they next plan to replace their vehicle by 2022 (327 of 715 responses).



Daily Mileage

The majority of taxi drivers surveyed (90%) stated their typical daily mileage to be between 0 and 199 miles, with a further 6% stating to have a daily mileage of 200 -299 miles.

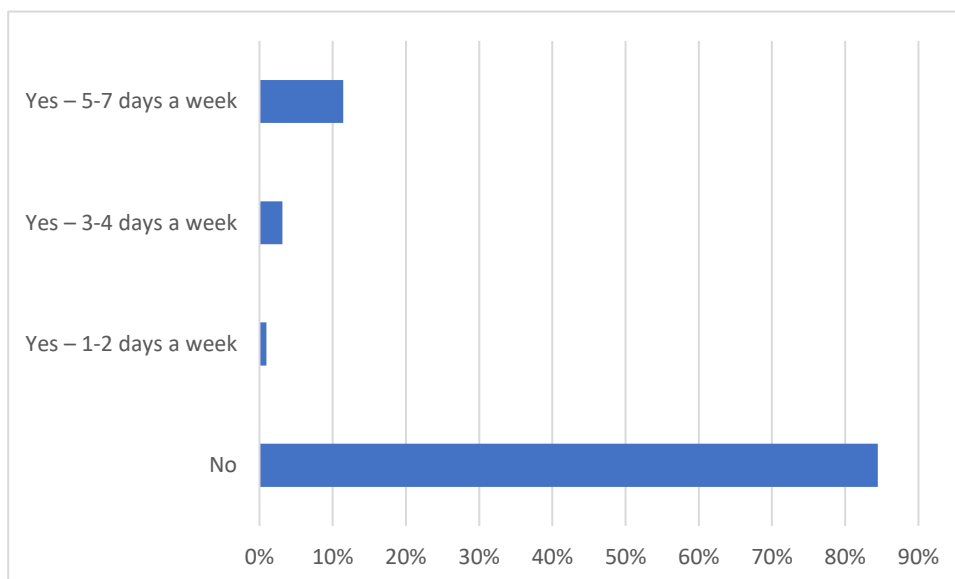
2.16 Daily Mileage – Taxi Driver (n=728)



Usage of Vehicle by Other Drivers

The figure below displays the results of taxi drivers when asked if their vehicle is used as a hackney carriage or PHV by any other licensed driver.

2.17 Use of Vehicle by Other Drivers – Taxi Driver (n=733)

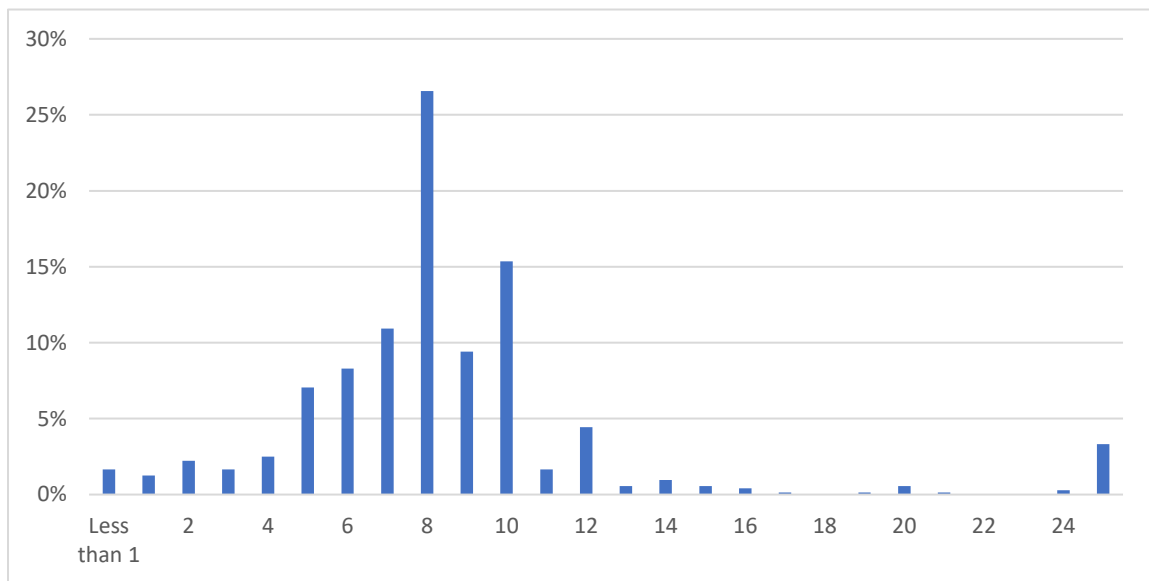


The majority of drivers (84%) said their vehicle is not used by any other licensed driver. Of the remaining 16%, 11% said their vehicle was used as a hackney carriage or PHV by another licensed driver 5-7 days a week.

Daily Usage of Vehicle

Taxi drivers were asked approximately how many hours a day is their vehicle generally used, including any waiting time and time spent travelling without passengers.

2.18 Daily Usage of Vehicle – Taxi Driver (n=723)



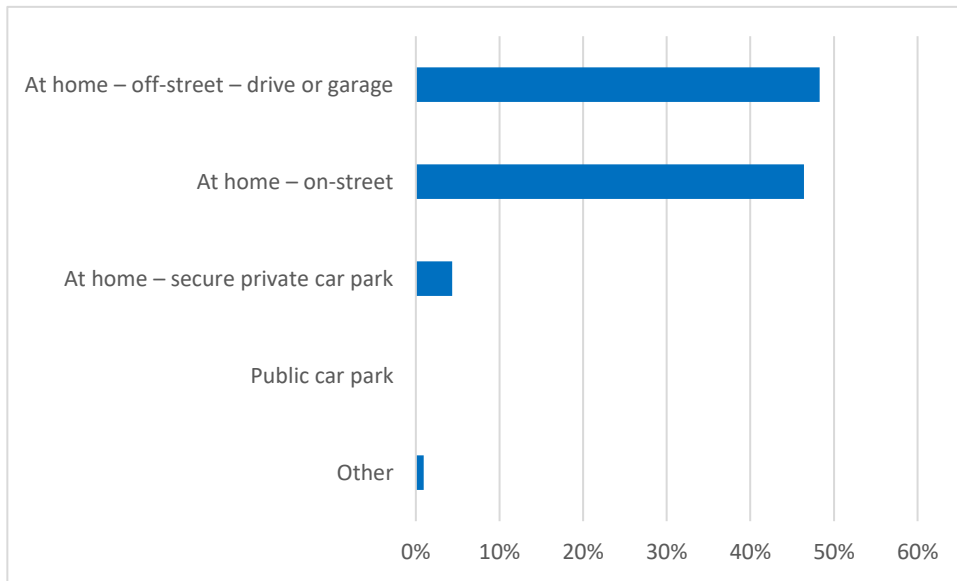
Half of taxi drivers stated their vehicle is in use between eight to ten hours a day, with an additional quarter stating their vehicle is used between five to seven hours a day.

Vehicle Storage

Figure 2.19 displays the results of taxi drivers when asked where they usually keep their vehicle when it is not in use.



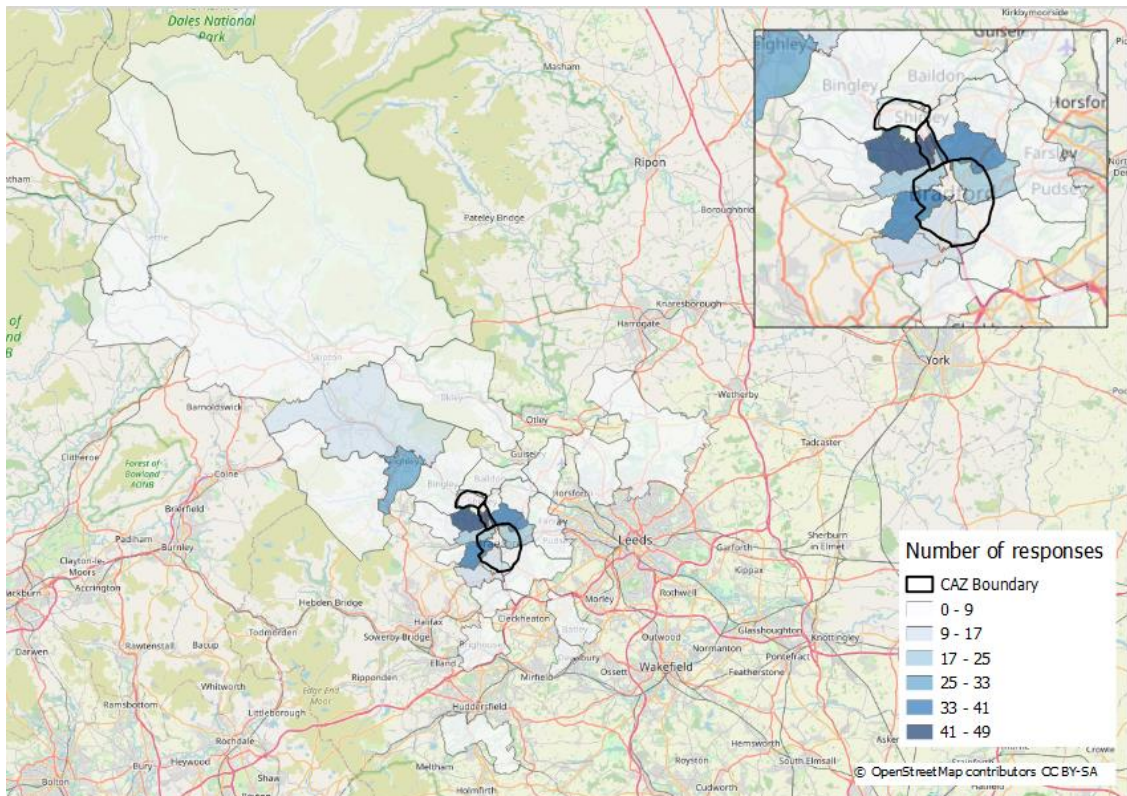
2.19 Storage of Vehicle – Taxi Driver (n=737)



A total of 95% of taxi drivers stated they keep their vehicle at home when not in use, 48% in an off street drive or garage and 46% in an on street space. Of the seven drivers that responded as 'Other', those responses to where their vehicle is kept when not in use included at the office, at the taxi base and in a company car park.

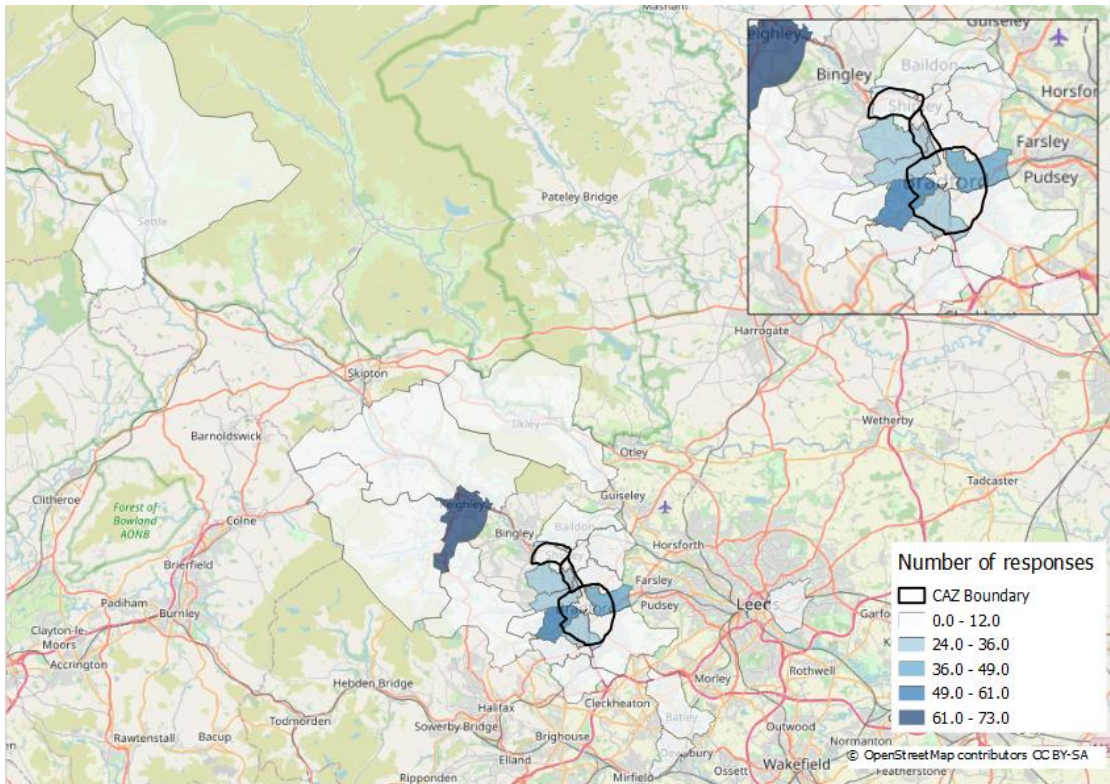
The responses of those who stated to store their taxi at home were correlated by home address and then mapped to display the distribution across the postcode districts.

2.20 Storage of Vehicle at Home – Off Street – Drive or Garage – Taxi Driver (n=356)

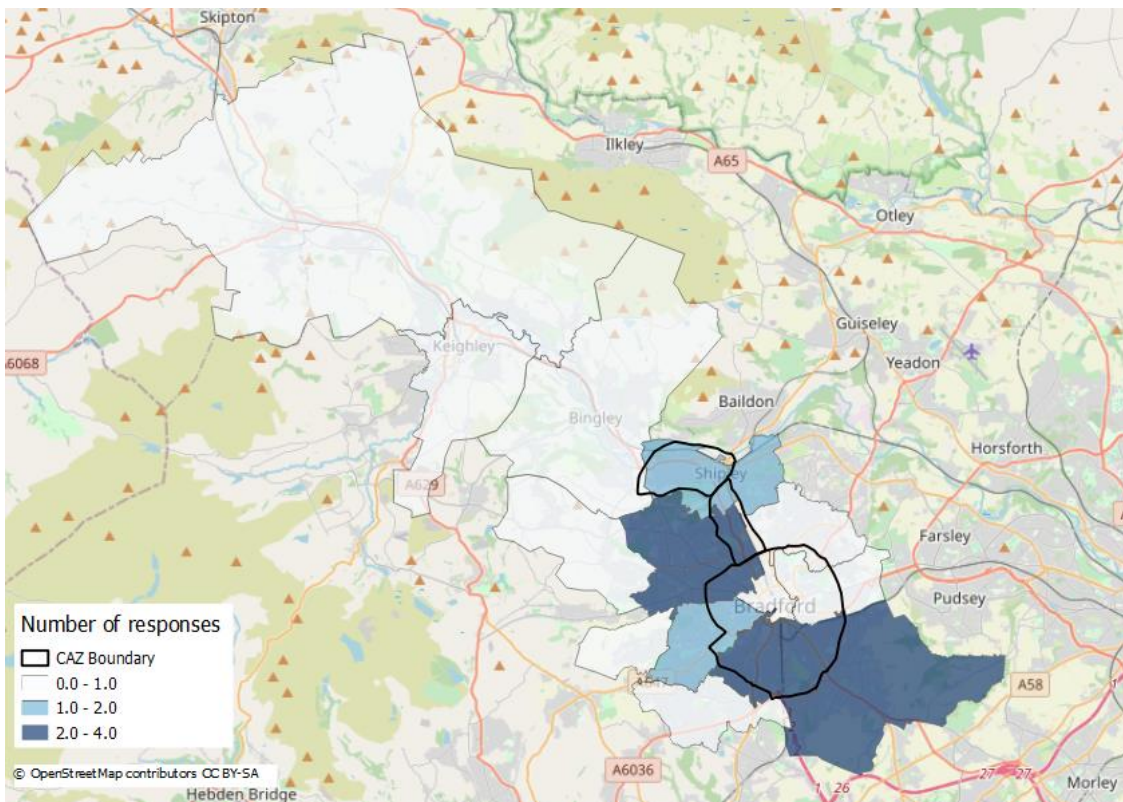




2.21 Storage of Vehicle at Home – On Street – Taxi Driver (n=342)



2.22 Storage of Vehicle – at Home – Secure Car Park – Taxi Driver (n=32)



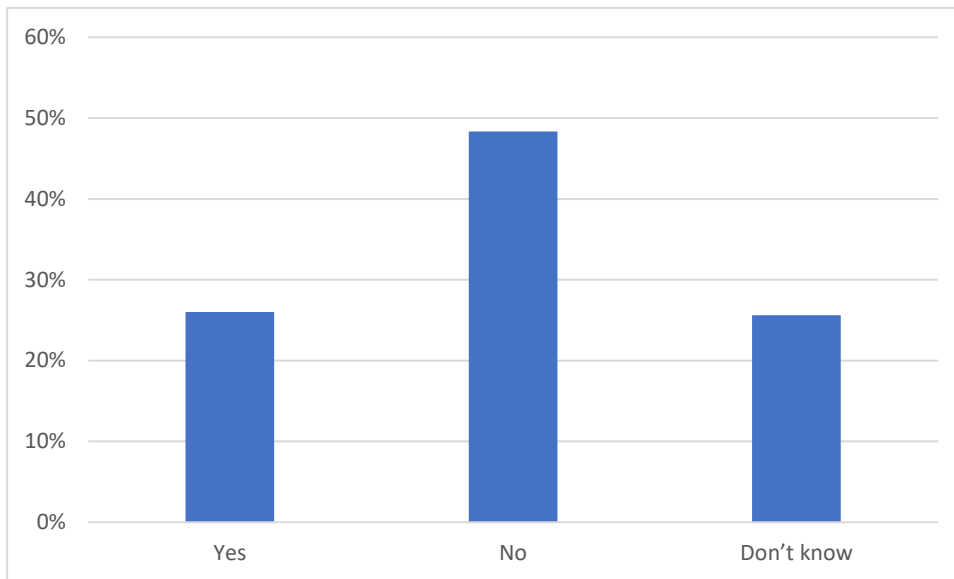
2.4 Views on the Clean Air Zone Proposals

This section examines the responses of taxi drivers when asked about their views on the introduction of the Clean Air Zone and what their likely responses would be.

Vehicle Compliance with Standards

Drivers were asked if they believed their vehicle to be compliant with the CAZ standards.

2.23 Vehicle Compliance with required standards – Taxi Driver (n=730)



Only around a quarter of respondents believed their vehicle to meet the required standards with just under half answering negatively and a further quarter unsure.

Geographical Area of the Proposed CAZ

Taxi drivers were shown a diagram of the proposed charging area, including all the locations which currently exceed the legal limits. Views were sought on the extent to which drivers agree that the proposed Clean Air Zone covers the right area.



2.24 Views on the Geographical Area of the Proposed CAZ – Taxi Driver (n=726)

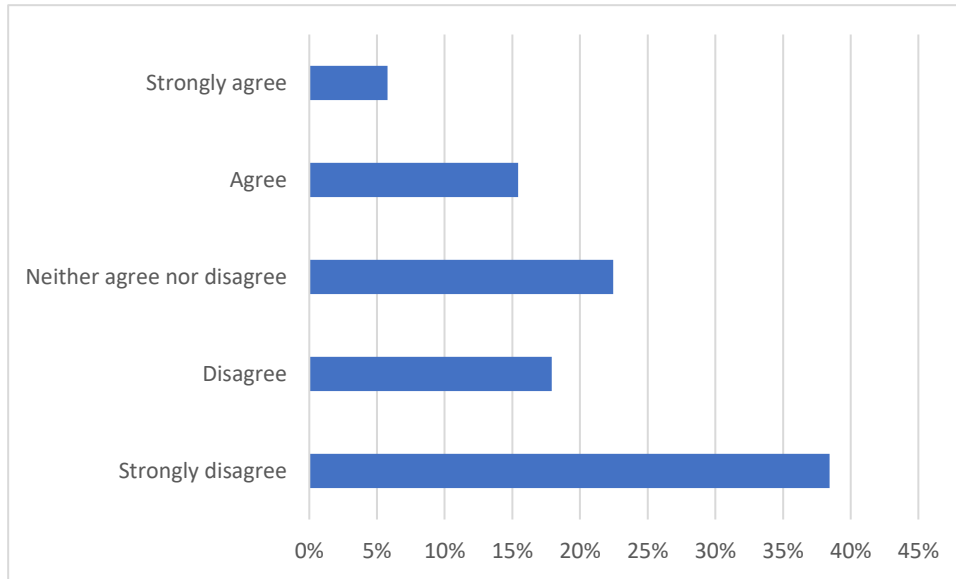
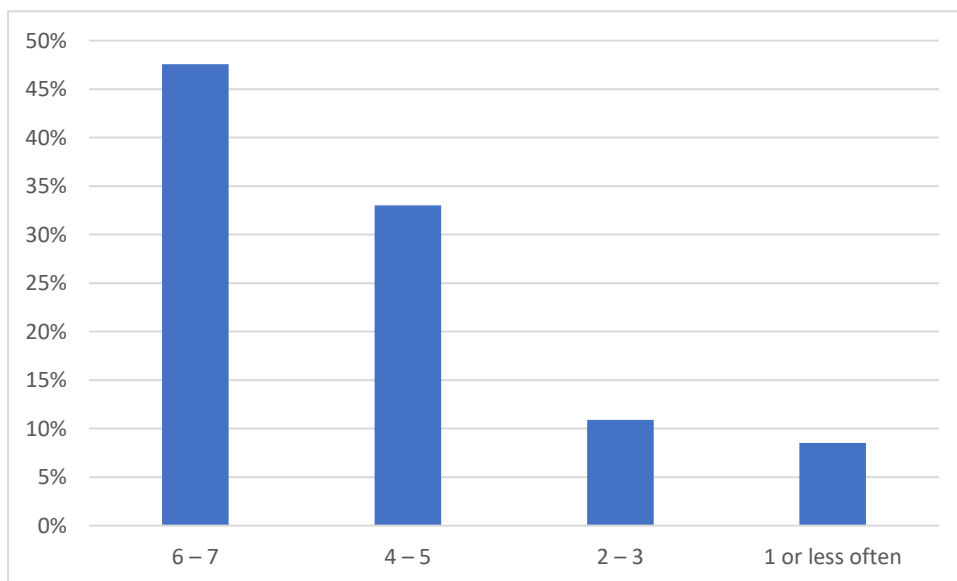


Figure 2.24 suggests that just over a fifth of drivers are in positive agreement with the proposed CAZ boundaries, whereas nearly three fifths disagree, and the remainder are unsure.

Frequency of Entry into the Proposed Charging Zone

When asked how many days a week they drive a hackney carriage or PHV into the proposed charging zone, just under half of taxi drivers said they did so six to seven days a week. In fact, four fifths drive into the zone either four days or more a week.

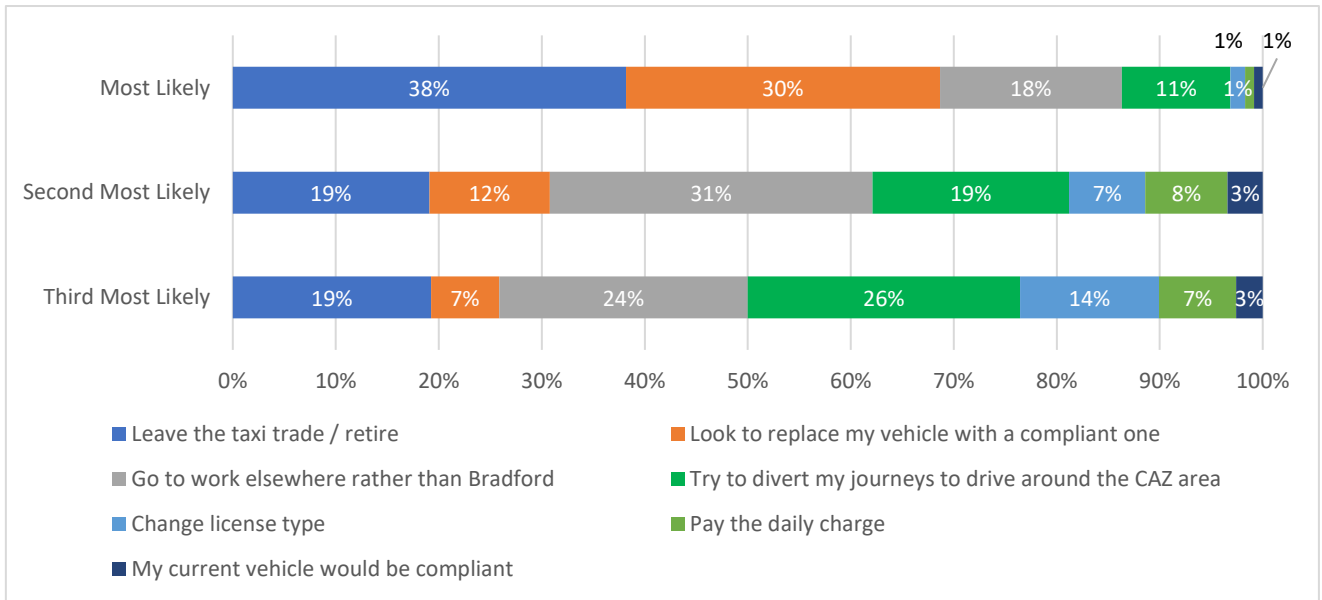
2.25 Frequency of Entry into the Proposed Charging Zone – Taxi Driver (n=715)



Likely Response to the Charges

Taxi drivers were asked to choose their top three most likely responses if the proposed charges are introduced.

2.26 Likely Response to the Charges if Introduced – Taxi Driver (n=351)



It is clear from **Figure 2.26** that there are concerns about the introduction of the CAZ amongst taxi drivers. Considering the most likely reactions; nearly two fifths (38%) of those who answered this question, said that leaving the taxi trade or retiring would be their top most likely response and just under a fifth (18%) said they would most likely look to work elsewhere other than Bradford.

However, just under a third (30%) said their most likely response would be to replace their vehicle for a compliant one. Only 1% said their most likely response would be to pay the charge.

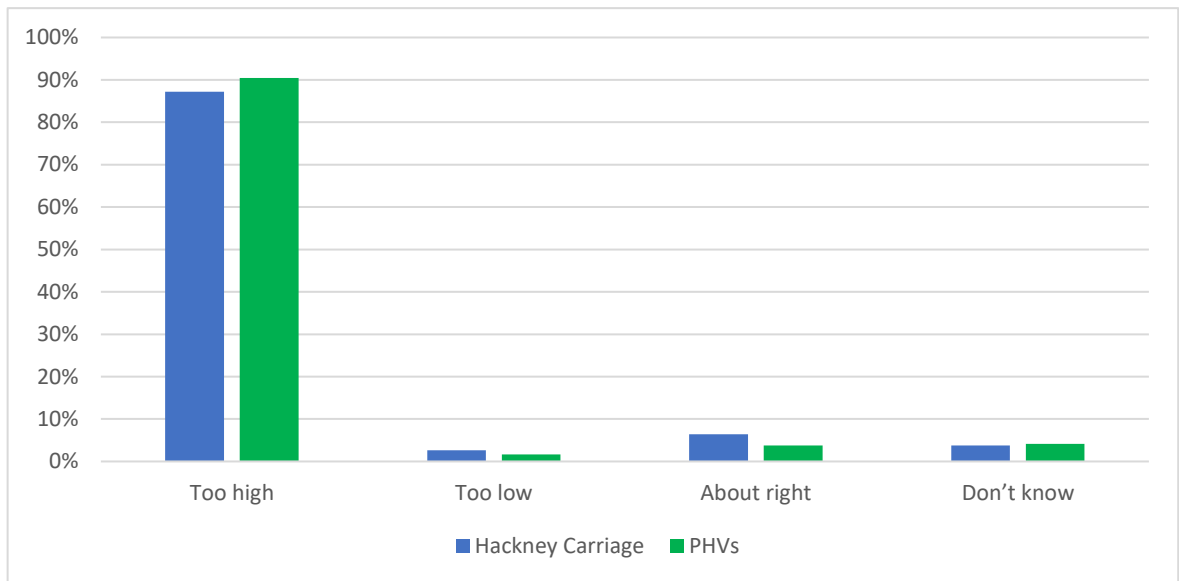
2.5 Views on the Proposed Daily Charge

Proposed level of charge

Taxi drivers were asked what they think about the proposed level of charge for hackney carriages and PHVs.



2.27 Views on the Proposed Daily Charge – Taxi Driver (Hackney Carriages n=344, PHVs n=670)



When asked what they thought about the level drivers would be charged (£12.50/day for Hackney Carriages below Euro 6 diesel and PHVs below Euro 5/6 Petrol Hybrid), respondents considered the charge to be too high with 87-90% holding this view. Only 5-10% felt they were too low or about right.

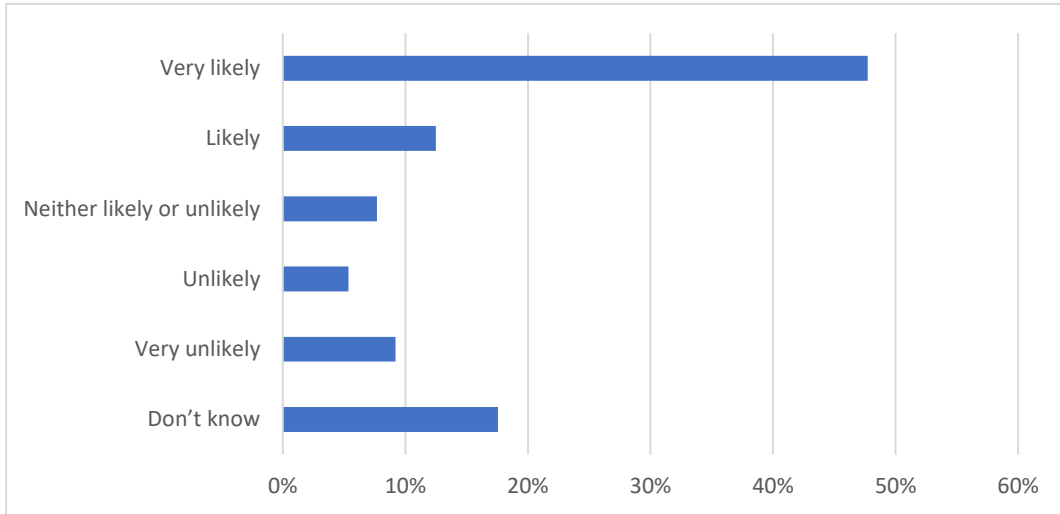
2.6 Views on the Proposed Support Packages

Grant Applications

Taxi drivers were asked if they are required to upgrade their hackney carriage or PHV, how likely would they be to apply for the grant available as part of the support measures to be put in place following the introduction of the CAZ,



2.28 Likelihood of Applying for a Grant if Vehicles Needed Upgrading – Taxi Driver (n=729)

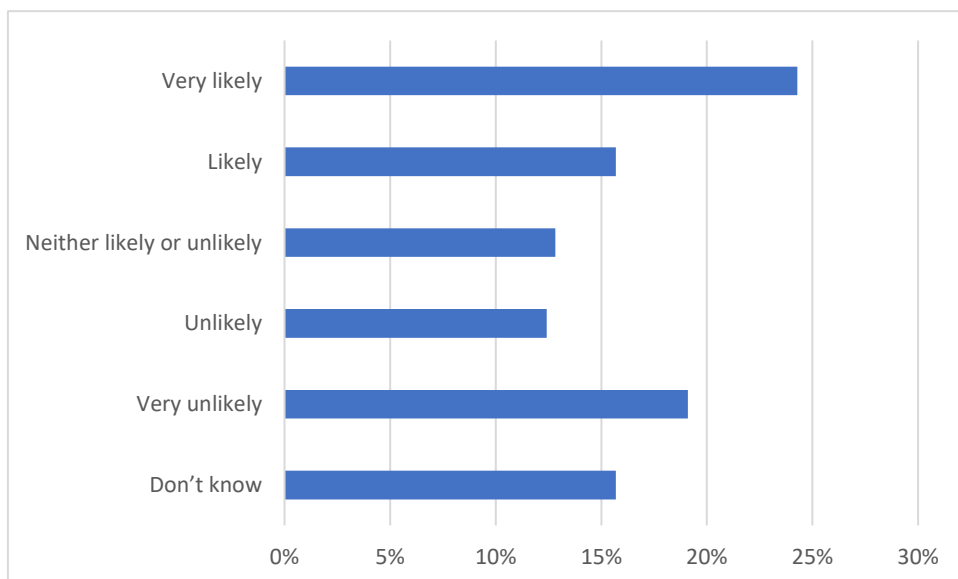


Of the taxi drivers who responded to this question, a total of three fifths are either likely (12%) or very likely (48%) to apply for the available grants. Only 15% of respondents said they wouldn't be applying with the remaining 25% being unsure.

Upgrading to Electric Vehicles

Taxi drivers were asked if they are required to upgrade their vehicle, how likely would they be to upgrade to an electric vehicle.

2.29 Likelihood of Upgrading to an Electric Vehicle – Taxi Driver (n=733)



For the 40% of taxi drivers who said they would be likely to upgrade to an electric vehicle when they are next required to upgrade, they would immediately benefit from the additionally proposed support of free electricity after 2021. A further 13% of drivers said they were neither likely or unlikely and 16% said they were unsure.

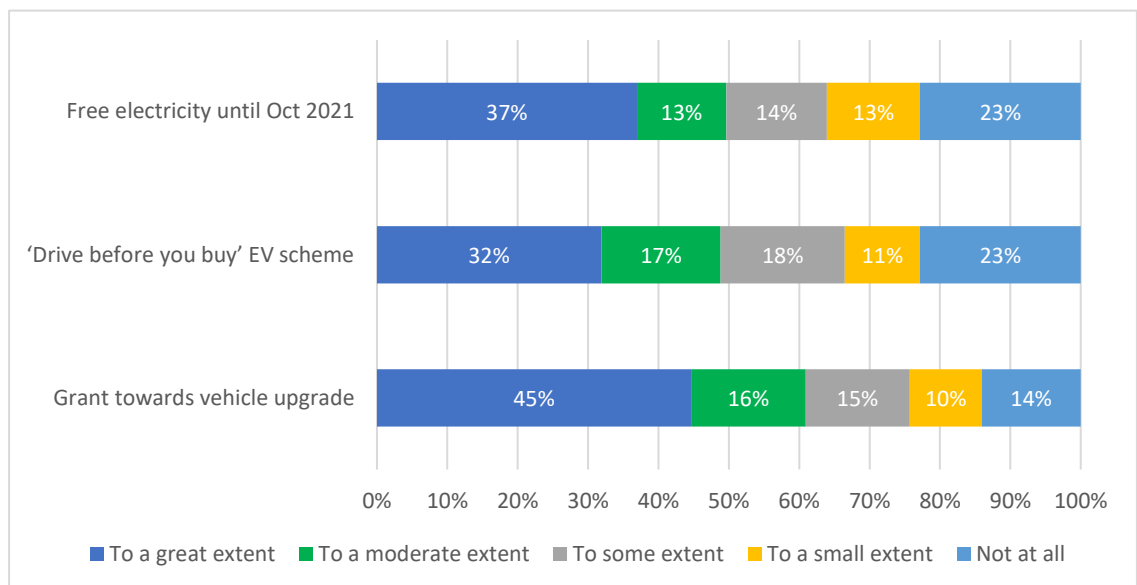
If presented with the option of free electricity after 2021, when combined with the available monetary grants to help finance an upgrade, this could persuade those additional 29% of drivers to upgrade their vehicle to electric, resulting in a total of up to 69% of taxi drivers upgrading their vehicle to electric.

Suitability of the Support Packages

Respondents were asked to indicate the extent to which they feel the proposed support packages would help them upgrade to a cleaner vehicle that would not be subject to the charge. They were asked to rank the following initiatives from being not at all helpful to being helpful to a great extent;

- The grants for upgrading vehicles (up to £3,700 per CAZ standard Hackney Carriage vehicle, £3,200 per petrol-hybrid PHV and £3-5,000 (plus MOT and fuel for two years from October 2021) to upgrade to all electric).
- The 'Drive Before You Buy' electric vehicle demonstration scheme (two week loans); and
- The offer of free electricity until October 2021.

2.30 Extent to Which Drivers Feel the Proposed Support Packages Would Help Them Upgrade Their Vehicle – Taxi Driver (n= 683)





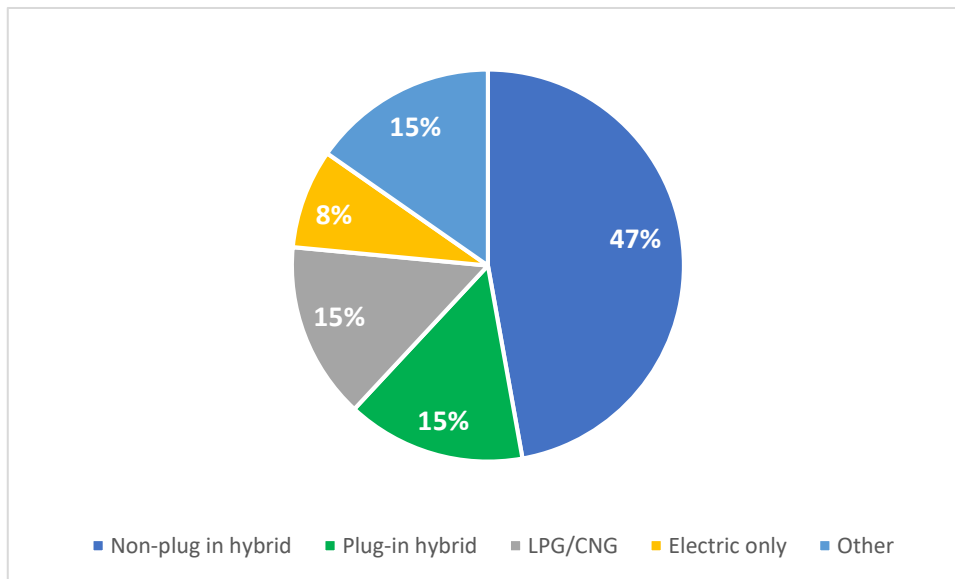
All three initiatives were ranked as being helpful to a moderate or great extent by half of the respondents and all were ranked helpful to a great extent by a third or more. The grant for upgrading vehicles is considered to be particularly helpful with over three fifths (61%) ranking it helpful to a great or moderate extent.

50% of drivers said the offer of free electricity until 2021 would help to a great or moderate extent in upgrading their vehicle. It is therefore likely that offering a support package inclusive of free electricity after 2021 would continue to help that 50% to a great extent. For the 28% of drivers who said free electricity until 2021 would help them upgrade their vehicle to some or a small extent, extending the duration within which free electricity is offered is likely to help drivers to upgrade their vehicle.

Preferred Ultra-Low Emission Vehicles

Taxi drivers were asked what their preferred vehicle type would be if they were to upgrade to an ultra-low emission vehicle that would not be subject to charges.

2.31 Preferred Ultra-Low Emission Vehicle – Taxi Driver

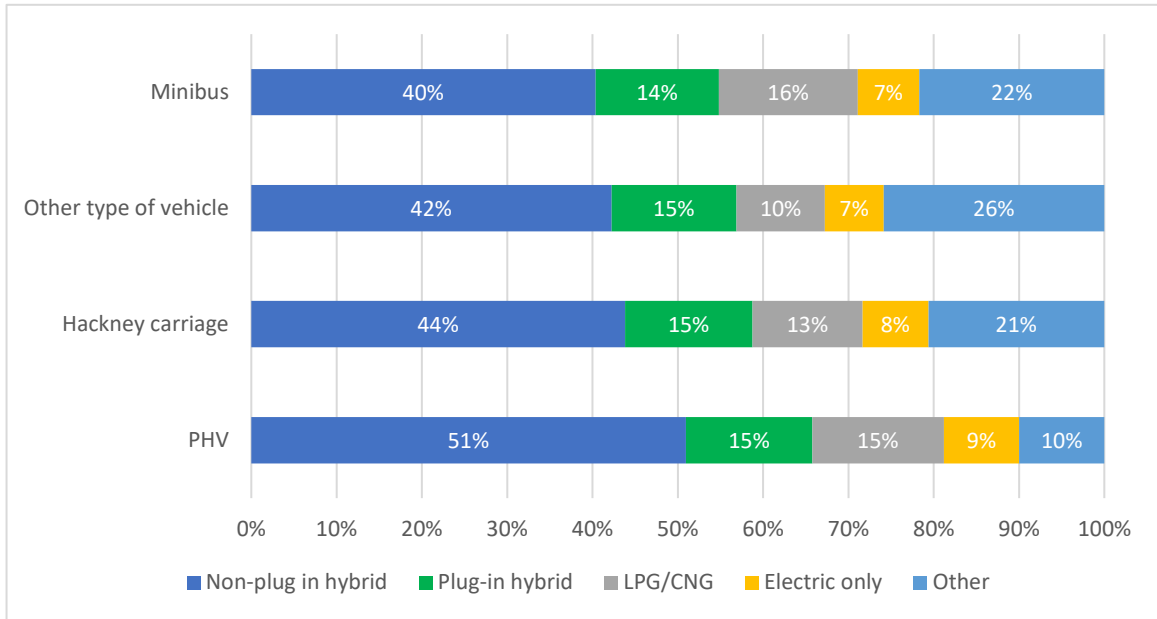


Respondents were able to select their preference for each of the different vehicle types (Hackney, PHV, Minibus and Other). Of all the responses given for all vehicle types the most popular with 47% of all responses is a non-plug in hybrid. For all vehicle types this was selected by 40% or more up to 51% of the responses for PHVs. Other vehicle types were similar in popularity with 15% of selections being for LPG/CNG, plug-in hybrids whereas 8% of the responses were electric vehicles.

Figure 2.33 breaks the responses to this question down by taxi vehicle type. The preference for non-plug in hybrids for PHV taxis is clearer here with over half of PHV drivers selecting this option.



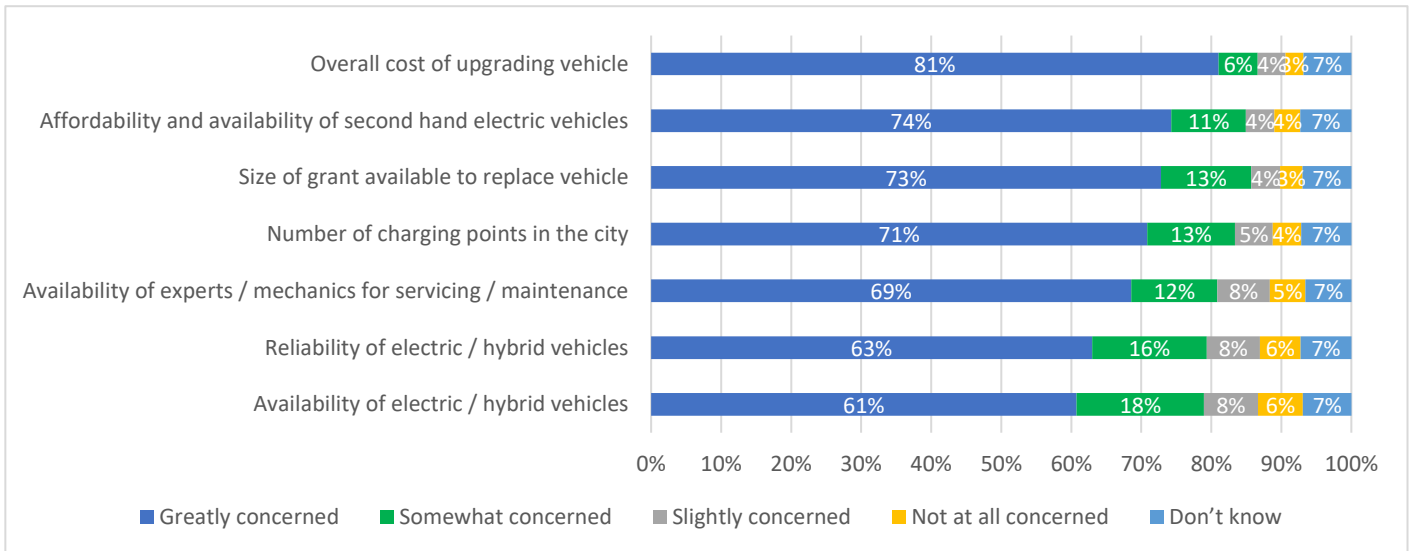
2.32 Preferred Low Emission Fuel-type Vehicle by Taxi Vehicle Type – Taxi Driver (n=622)



Concerns about Upgrading Vehicles

Taxi drivers were asked to what extent they are concerned about various aspects when it comes to upgrading their vehicle.

2.33 Concerns Regarding Vehicle Upgrades – Taxi Driver (n=658)



Of greatest concern is the overall cost (84% ranked to be of great concern), followed by the affordability and availability of second-hand electric vehicles (74%) and the size of the grants available (73%).

The high level of concern around factors relating to electric / hybrid vehicles, such as their reliability, provides evidence of need for the proposed 'Drive before you buy' electric vehicle

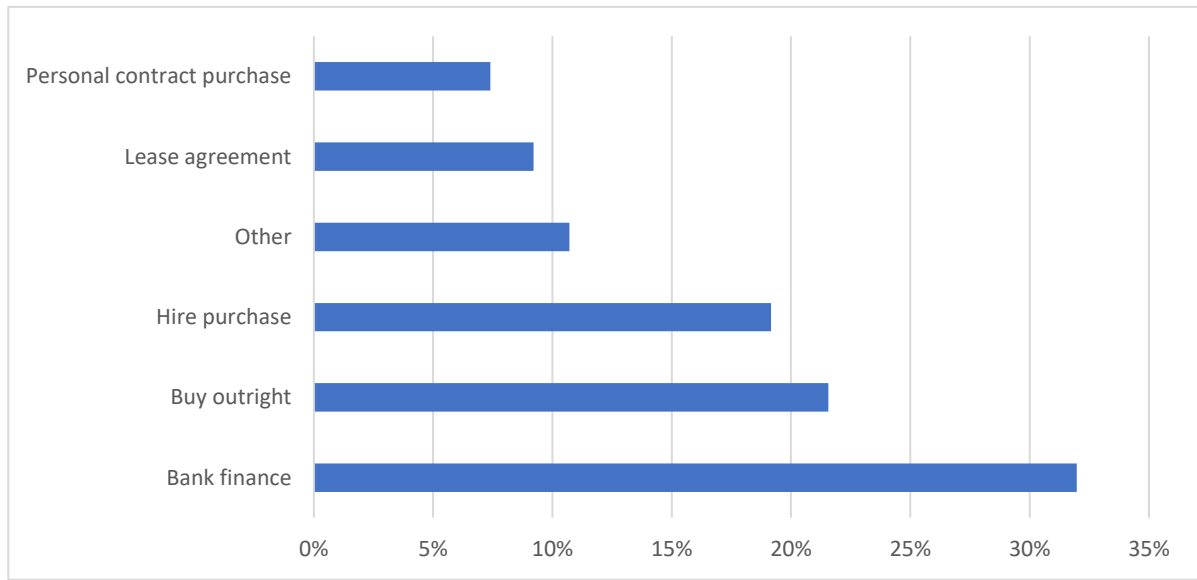


demonstration scheme. This would allow drivers to gain first - hand knowledge and experience of an electric vehicle, which may then encourage them to upgrade their vehicle to electric.

Upgrading Business Vehicles

Taxi drivers were asked how they would be likely to finance upgrading their business vehicles from non-compliant to compliant vehicles.

2.34 Financing Business Vehicle Upgrades – Taxi Driver (n=663)



Of the 663 taxi drivers who answered this question, the most frequently selected option was bank finance by just under a third (32%), followed by buying outright (22%) and hire purchase (19%).

Of the people who selected other, many said they wouldn't be upgrading, and a similar number said they would borrow money from friends or family (2% of all respondents).

Encouragement to Upgrade to Compliant Vehicles

The taxi drivers who currently drive a hackney carriage or PHV that would be charged to drive in the Clean Air Zone were asked to what extent a variety of aspects would encourage them to upgrade to a compliant vehicle:

- Having to pay a daily Clean Air charge to enter the city centre;
- Customer demand for non-polluting vehicles (LEVs); and
- Restrictions on the type of vehicle that can use certain taxi ranks (e.g. electric vehicle only rank).

2.35 Encouragement to Upgrade to Compliant Vehicles – Taxi Driver (n=637)

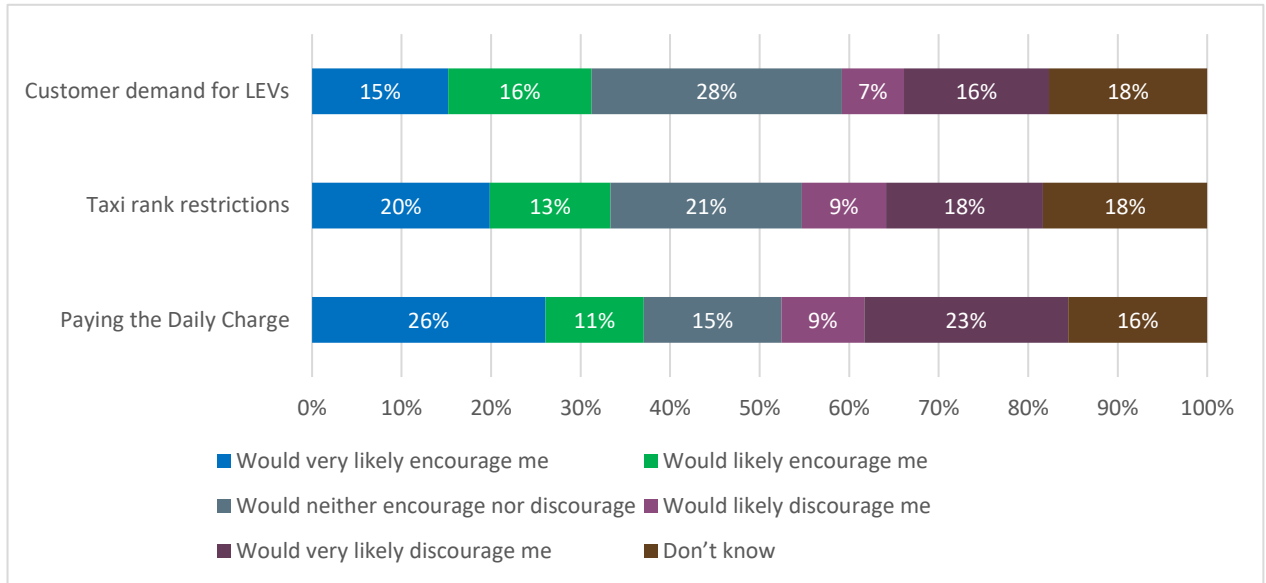


Figure 2.36 suggests that drivers would be more encouraged to upgrade to a compliant vehicle by having to pay the daily charge - over a quarter would be very likely encouraged versus 15% for customer demand. However, a similar proportion (between 31-37%) would either be likely or very likely to respond to all three proposed factors.

Support for CAZ Implementation

Taxi drivers were asked whether they generally support the implementation of a Clean Air Zone in Bradford and whether they feel it will have a positive impact on Bradford’s air quality.



2.36 Overall Support for the Implementation of a Clean Air Zone in Bradford – Taxi Driver (n=703)

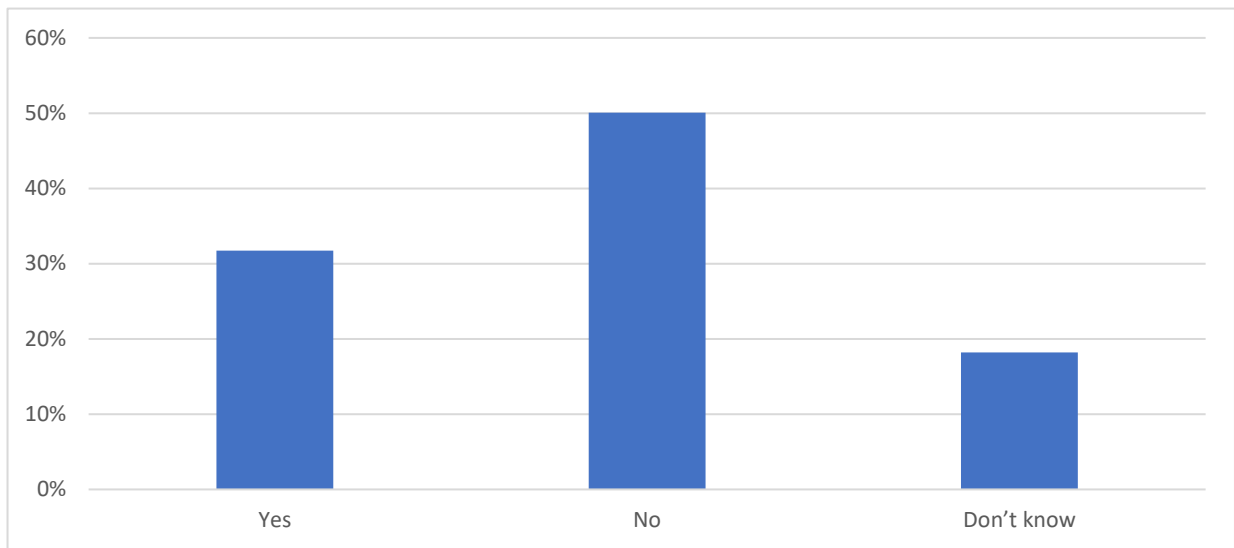
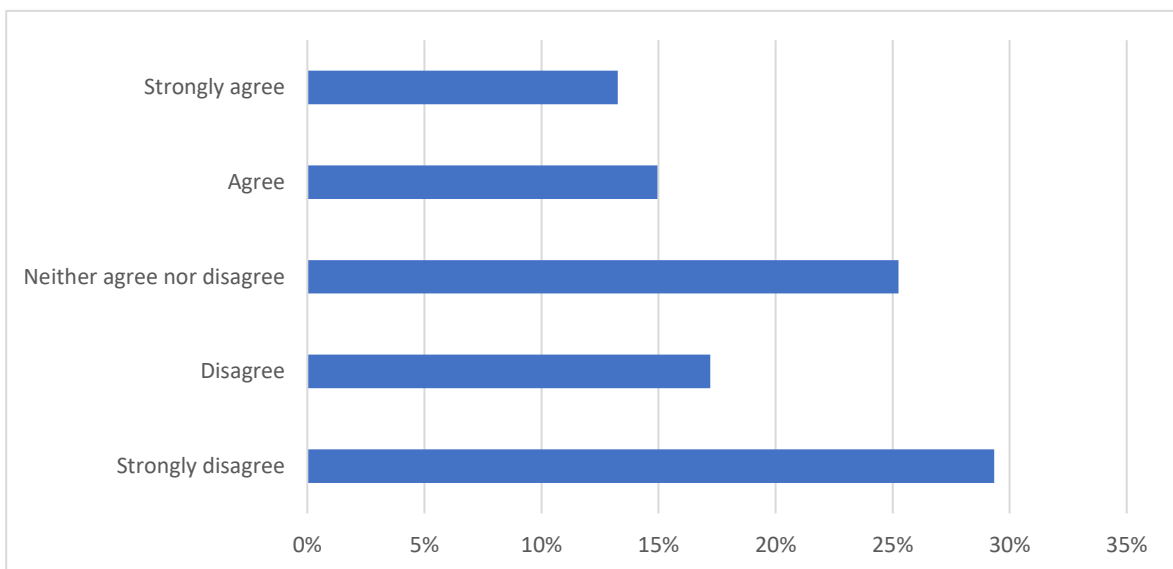


Figure 2.37 shows that just under a third of taxi drivers are in support of a CAZ in Bradford, whereas half are not.

2.37 Views on Whether a Clean Air Zone Will Have a Positive Impact on Bradford's Air Quality – Taxi Driver (n=709)



Although opinion is divided, **Figure 2.38** shows that taxi drivers do not generally feel the CAZ will have a positive impact on air quality in Bradford with just under half disagreeing with the statement versus 28% agreeing and the remainder not feeling strongly either way.



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- Worries about the grants being distributed on a 'first come first served' basis as drivers fear that they will not have access to any grants (12%).
- If the level of grants offered cannot be increased, then they should be given an extended time period within which to upgrade their vehicle before the CAZ charges are implemented (19%).
- Current infrastructure (i.e. the number of electric vehicle charging points) is insufficient. Drivers would like to see clearer plans of how this infrastructure will be developed and upgraded to cope with increased demand. This was of particular concern for drivers without off street parking at their home, where an electric vehicle charging point could be installed. Drivers were also concerned that compliant vehicles will not fulfil long distance journey requirements or have sufficient battery to sustain the length of their shift, without having to recharge multiple times (9%).
- Worries about the impact of introducing a CAZ on the Bradford economy, particularly following the coronavirus outbreak (14%).
- A feeling that taxi drivers should not be subject to the charge when private cars are not being charged (12%).



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