# Hackney Carriage and Private Hire Vehicle Enforcement Management System

It is the policy of Cambridge City Council to ensure that proprietors, drivers and operators are licensed and carry out their trade in accordance with both the relevant law and the conditions attached to the licences. This will ensure a safe and secure Hackney Carriage and Private Hire Service.

In relation to private hire operators' licences and both hackney carriage and private hire drivers' licences the Council cannot grant or renew a licence unless they are satisfied that the applicant is a fit and proper person to hold the licence.

The enforcement management system is intended to fairly and firmly enforce the law in a consistent and transparent way. The Council is in agreement with the provisions of the Government's Enforcement Concordat. This is reflected in the Council's Common Enforcement Policy, which underpins all service or topic specific enforcement policies adopted by the Council. This represents a graduated approach to enforcement based on the principles of:

- Courtesy and Helpfulness
- Clear Standards and Practices
- Consistency
- Openness
- Proportionality
- Training of Staff

Achieving and maintaining a consistent approach to making decisions about taxi licensing and enforcement action, including prosecution, is of paramount importance. To achieve and maintain consistency, the guidelines must be considered and followed. Enforcement action will be related to the seriousness of the breach and the possible consequences arising out of it. Enforcement action will not, therefore, constitute a punitive response to minor technical contraventions of legislation.

When making enforcement decisions, Authorised officers will take this enforcement management system into account. Any departure from this must be fully considered, exceptional, capable of justification, and must be endorsed by the Licensing & Enforcement Manager or more senior officer before the decision is implemented, unless significant risk to the public may result from delaying the decision.

## 1. Enforcement Options

Licence application and enforcement decisions must always be consistent, balanced, proportionate and relate to common standards which ensure that the public is adequately protected. In reaching any decision many criteria must be considered including the:

- · seriousness of any offences;
- driver, proprietor or operator's past history;
- consequence of non-compliance;
- likely effectiveness of the various enforcement options;
- public safety;

Having considered all relevant information and evidence, the choices for action are:

# a) Licence Applications:

- Grant licences subject to the Council's Hackney Carriage and Private Hire Licensing Policy requirements and such conditions as the Council deems necessary and proportionate
- Refuse to grant or renew a licence.

## b) Enforcement Action:

- Take no action:
- Take informal action;
- Issue statutory notices, (stop notices etc.);
- Issue fixed penalty notices;
- Suspend a licence:
- Revoke a licence;
- Use simple cautions;
- Prosecute
- A combination of any of the above

## 1.1 Informal Action

Informal action to secure compliance with legislation includes offering advice, verbal or written warnings and requests for action, and the use of letters. Such informal enforcement action may be appropriate in any of the following circumstances: -

- The act or omission is not serious enough to warrant more formal action:
- It can be reasonably expected that informal action will achieve compliance, perhaps by taking into account the individual driver, proprietor or operator's past history;
- Confidence in the operator's management is high;
- The consequences of non-compliance will not pose a significant risk to the safety of the public.

Even where some of the above criteria are not met, there may be circumstances in which informal action will be more effective than a formal approach.

1.2 <u>Section 68 Local Government (Miscellaneous Provisions) Act 1976 (Suspension Notices)</u>

An authorised officer of the Council or any constable may at any reasonable time inspect and test any hackney carriage or private hire vehicle licensed by the Council or the taximeter affixed to such vehicle for the purpose of ascertaining its fitness. If the authorised officer is not satisfied as to the fitness of the vehicle or the accuracy of the taximeter, the officer may give notice in writing to require the proprietor of the vehicle to make the vehicle available for further inspection and testing at such reasonable time and place as specified in the notice, and suspend the licence until such time as the officer is satisfied that the vehicle or meter is again fit for purpose.

The suspension notice will remain in place until such time as the Officer issuing the notice is satisfied that the grounds for suspension have been satisfactorily resolved. Written confirmation of the lifting of the suspension notice will be given.

If the Authorised Officer or constable who issued the suspension notice is not satisfied as to the fitness of the vehicle or its taximeter before the expiration of a period of two months, the licence will, by virtue of the provisions of section 68, be deemed to have been revoked.

Where a licence is deemed to be revoked, the Council will write to the proprietor of the vehicle giving notice of the grounds on which the licence has been revoked within 14 days of the deemed revocation.

The proprietor may appeal to the Magistrates' Court.

## 1.3 Fixed Penalty Notices under the Health Act 2006

An authorised officer who has reason to believe that a person has been smoking in a licensed vehicle or that a person has failed to display the statutory 'no smoking' sign prominently in each compartment of a licensed vehicle and thereby committed an offence, may give that person a penalty notice in respect of the offence. This is a notice offering a person the opportunity to discharge any liability to conviction for the offence to which the notice relates by paying a penalty. The issuing of a fixed penalty notice is therefore an alternative to prosecution.

In deciding whether to issue a fixed penalty notice instead of prosecuting offenders, the Council will consider the seriousness of the offence, the history of the person and whether any previous fixed penalty notices have been issued to that person for similar offences. It is unlikely that more than two fixed penalty notices will be issued to a person before the Council will consider prosecuting that person for any further offences.

## 1.4 Appearance before the Licensing Sub Committee of the Council

A licence holder may be asked to appear before the licensing sub-committee to answer allegations of breaches of relevant legislation, byelaws or conditions attached to licences or a contravention of the Council's Hackney Carriage and Private Hire Licensing Policy. Prior to this, the licence holder may be provided with warnings, depending on the seriousness of the complaint or contravention. Section 2 provides a guide to the action that the Licensing & Enforcement team is likely to take in response to these matters. In exceptional circumstances, the Council may deviate from the indicated course of action.

Current licence holders who breach relevant legislation during the period of their licence may asked to appear before the Licensing Sub Committee. The Taxi Regulatory Committee Hearing Procedure is shown below in Section 3. This contains Cambridge City Council's 'Grounds for Disbarment' that indicate when a licence may be suspended, revoked or not renewed unless there are exceptional circumstances. The Council also has discretion to suspend, revoke, or refuse to renew a licence for "any other reasonable cause".

The licensing sub-committee will consider whether, in all the circumstances of the case, including the underlying facts of the incidents, including the incidents on previous occasions, the licence holder is a fit and proper person to hold a licence. The licensing sub-committee will consider whether there is reasonable cause to suspend or revoke a licence.

When considering an application or the standing of a licence holder the Committee may decide to take one or more of the following actions:-

- no action;
- a written warning;
- require the production of driving licences or other specified documentation at the Council's Office;
- suspend a licence;
- revoke a licence;
- recommend consideration of prosecution action;
- other appropriate action as deemed necessary

There is a right of appeal against any decision of the Licensing Sub Committee or authorised officers to suspend, revoke or refuse to renew a licence, or against the imposition of conditions on the licence. Any application to appeal against such a decision shall be made to the Magistrates' Court.

Any notifications of enforcement actions will include written information on how to appeal.

Usually a suspension or revocation of the licence of a driver takes effect at the end of the period of 21 days beginning with the day on which written notice is given to the driver.

If the Council considers that the interests of public safety require the suspension or revocation of a drivers' licence to have immediate effect and the written notice given to the driver by the Council includes a statement that this is so and an explanation why, the suspension or revocation takes effect when the notice is given to the driver.

. The revocation or suspension will then be effective when the notice is given to the driver, regardless of whether an appeal is lodged with the Magistrates' Court.

A driver can also appeal against a decision to refuse to renew his/her driver's licence, but if the previous licence has already expired when the decision is made, (s)he cannot continue to drive because (s)he would no longer hold a current licence.

#### 1.5 Simple Cautions

A simple caution may be used as an alternative to a prosecution in certain circumstances.

The purposes of the simple caution are:

- to deal quickly and simply with less serious offences;
- · to divert less serious offences away from the Courts;
- to reduce the chances of repeat offences

To safeguard the suspected offender's interests, the following conditions must be fulfilled before a caution is administered:

- there must be evidence of the suspected offender's guilt sufficient to give a realistic prospect of conviction;
- the suspected offender must admit the offence;
- the suspected offender must understand the significance of a simple caution and give informed consent to being cautioned.

If there is insufficient evidence to consider taking a prosecution, then by implication, the criteria are not satisfied to enable the offer of a simple caution. A simple caution should also not be used where the suspected offender does not make a clear and reliable admission of the offence. (It should be noted that there is no legal obligation for any person to accept the offer of a simple caution and no pressure should be applied to the person to accept a caution).

Where a person declines the offer of a simple caution, it will be necessary to consider taking a prosecution.

## 1.6 Prosecution

The decision to prosecute is a significant one as a conviction may impact on the licence holder's future employability. Prosecution will, in general, be appropriate for circumstances where the law is blatantly disregarded, legitimate requirements of the Council are not followed and / or the public is put at serious risk. Such circumstances are in a minority. The criteria on which a decision to prosecute is made should ensure a consistent approach.

The circumstances which are likely to warrant prosecution are characterised by one or more of the following:

- where there is a blatant disregard for the law, particularly where the
  economic advantages of breaking the law are substantial and the lawabiding are placed at a disadvantage to those who disregard it;
- when there appears to have been reckless disregard for the safety of passengers or other road users;
- where there have been repeated breaches of legal requirements;
- where a particular type of offence is prevalent;
- where a particular contravention has caused serious public alarm.

When circumstances have been identified which may warrant a prosecution, all relevant evidence and information must be considered, to enable a consistent, fair and objective decision to be made.

Before referring a matter for possible prosecution, the Head of Refuse and Environment must be satisfied that there is relevant, admissible, substantial and reliable evidence that an identifiable person or company has committed an offence. There must be a realistic prospect of conviction; a bare prima facie case is not enough. With insufficient evidence to prosecute, the issue of a simple caution is not an alternative.

In addition to being satisfied that there is sufficient evidence to provide realistic prospect of conviction, it must be established that it is in the public interest to prosecute. The Code for Crown Prosecutors (November 2004), issued by the Crown Prosecution Service, provides guidance (including relevant public interest criteria) that will be considered.

When a decision is being taken on whether to prosecute, the factors to be considered may include:

- the seriousness of the alleged offence;
- the risk or harm to the public;
- identifiable victims:
- failure to comply with a statutory notice served for a significant breach of legislation;
- disregard of safety for financial reward;
- the previous history of the party concerned;
- offences following a history of similar offences;
- failure to respond positively to past warnings;
- the ability of any important witnesses and their willingness to cooperate;
- the willingness of the party to prevent a recurrence of the problem;
- the probable public benefit of a prosecution and the importance of the case e.g. whether it might establish a legal precedent. (As indicated above, advice on the public interest is contained in the
- Code for Crown Prosecutors. The general thrust of the advice contained therein is that, the graver the offence, the less likelihood there will be that the public interest will allow anything other than a prosecution);

• whether other action, such as issuing a simple caution in accordance with the Home Office Circular 016/2008 would be more appropriate or effective.

## 1.7 Transparency

Following the completion of an investigation into a complaint or any enforcement activity, the licence holder will be informed of the action intended to be taken.

Any written documentation issued or sent will: -

- contain all the information necessary to understand the offence and what needs to be done to rectify it. Where works are required, the period allowed for them to be completed will be indicated;
- indicate the legislation or conditions contravened and measures which will enable compliance with the legal requirements and point out, where appropriate, that other means of achieving the same effect may be chosen;
- clearly indicate any recommendations of good practice under an appropriate heading, to show that they are not a legal requirement.

The clear distinction between legal requirements and matters that are recommended as good practice recommendations in all enforcement action, even if only giving verbal advice, is important.

## 2. Enforcement Action

## 2.1 Table of Enforcement Actions

To achieve a stepped approach to enforcement, the Council will generally take the following action when:

- a licence holder breaches a licence condition
- a licence holder commits an offence
- a complaint is received about the conduct of a licence holder or condition of a vehicle
- there is a combination of the above

At any stage in the process, Licensing Officers may, if they consider it appropriate to do so, refer a licence holder to the Licensing Sub-Committee for a decision as to whether the licence holder continues to be a fit and proper person to hold a licence.

1	For any of the following:
i)	A breach of a licence condition see appendix 2;
ii)	A road traffic offence witnessed by an Officer of the Licensing &
	Enforcement team (e.g. driving whilst using a mobile phone);
iii)	Two complaints of a similar nature in a 12-month period **;
	Any road traffic offence or combination of offences that resulted in
iv)	the accrual of penalty points except where the number of points
	accrued means that the licence holder falls within 4.
	Invited to provide a formal response in writing and appropriate
Action	action taken, which may include a letter of warning

When a complaint concerning a licence holder is received the complaint will be investigated and the Licence holder will be invited to provide comments in writing. The Licensing Officer will decide whether they consider, on the balance of probabilities that the complaint is justified.

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2	For any of the following:
i)	A simple caution for an offence under the Town Police Clauses Act
	1847, Part II of the Local Government (Miscellaneous Provisions) Act
	1976, Part IV of the Transport Act 1980, Part I of the Health Act 2006,
	Chapter 1 of Part 12 of the Equality Act 2010 see appendix 3;
ii)	Substantiated complaint regarding the conduct of the Licence holder
	(other than an offence) or the condition of a vehicle;
iii)	An offence under the Town Police Clauses Act 1847, Part II of the Local
	Government (Miscellaneous Provisions) Act 1976, Part IV of the
	Transport Act 1980, Part I of the Health Act 2006, Chapter 1 of Part 12
	of the Equality Act 2010 where legal proceedings are not instigated see
	appendix 3;
iv)	Two licence conditions are breached or two road traffic offences are
	witnessed by an Officer of the Licensing section (e.g. driving whilst using
	a mobile phone), or one of each occurs within a 12 month period;
v)	Three complaints of a similar nature in a 12-month period.
	Interviewed by an Officer of the Licensing & Enforcement team and
Action	appropriate action taken which may include reminder of expected
	standards

3 i)	For any of the following: A conviction for an offence under the Town Police Clauses Act 1847, Part II of the Local Government (Miscellaneous Provisions) Act 1976, Part IV of the Transport Act 1980, Part I of the Health Act 2006,
ii)	Chapter 1 of Part 12 of the Equality Act 2010; See appendix 3 The Licence holder commits an action resulting in them falling under 1 i)-ii) or 2 ii)-iii) where they have been interviewed by an Officer of the Licensing section in the previous 12-month period and reminded
iii)	of expected standards.  Four complaints of a similar nature within a 12-month period.
Action	Interviewed by an Officer of the Licensing & Enforcement team and a appropriate action taken, which may include a written warning

4	For any of the following:
i)	The Licence holder commits an action resulting in them falling under 1
	i)-ii) or 2 ii)-iii) where they have been interviewed by an Officer of the Licensing section in the previous 12-month period and a final written
	warning has been given;
ii)	Five unsubstantiated complaints of a similar nature within a 12-month
	period;
:::\	Or, in accordance with the Council's grounds for disbarment:
iii)	An unspent conviction of any offence of a sexual nature;
iv)	An unspent conviction of any offence involving possession, supply of drugs or related offence;
v)	An unspent conviction of any offence involving dishonesty;
vi)	An unspent conviction for any offence involving violence;
vii)	A second conviction within 5 years of an offence related drunkenness;
viii)	An unspent conviction of any offence relating to alcohol and motor vehicles:
ix)	An offence committed that resulted in more than 6 points being attached
,	to a driver's licence within the last 3 years;
x)	Any combination of offences committed that result in a total of 6 or more points being attached to a driver's licence within the past 1 year;
xi)	Any combination of offences committed that result in more than 9 points being attached to a driver's licence;
xii)	Two or more convictions for offences under the Town Police Clauses
,	Act 1847, Part II of the Local Government (Miscellaneous Provisions)
	Act 1976, Part IV of the Transport Act 1980, Part I of the Health Act
	2006, Chapter 1 of Part 12 of the Equality Act 2010 other than those that
	are spent under the Rehabilitation of Offenders Act 1974.
Action	Referred to the Licensing Sub-Committee to consider whether the
	licence holder is a fit and proper person to hold a licence; action
	that may be taken includes revocation, suspension or refusal to
	renew a licence.

The above gives an indication of the likely action that the Council will take. However, each case will be considered individually and, in exceptional circumstances, the Council may deviate from the above in order to take the appropriate enforcement action.

## 2.2 Referral to the Licensing Sub-Committee

Specific consideration will be given to the following Grounds for Disbarment by the Head of Refuse and Environment, and subsequently the Licensing Sub Committee, may exercise discretion to grant or to renew a licence, or to suspend or revoke an existing licence.

Unless there are exceptional circumstances it is unlikely that an individual will be granted a licence if they have:

- 1. Been convicted of any offence of a sexual nature which is not spent under the Rehabilitation of Offenders Act 1974
- 2. Been convicted of any offence involving possession, supply of drugs or related offence not spent under the Rehabilitation of Offenders Act 1974
- 3. Been convicted of any offence involving dishonesty not spent under the Rehabilitation of Offenders Act 1974
- 4. Been convicted of any offence involving violence not spent under the Rehabilitation of Offenders Act 1974
- 5. Been convicted within the last 5 years of more than one offence of drunkenness or related (see item 7 below)
- 6. Held their DVLA driver's licence for less than 2 years after its return as a result of suspension for <u>any reason</u>
- 7. Been convicted of any offence relating to alcohol and motor vehicles which is not spent under the Rehabilitation of Offenders Act 1974
- 8. Been convicted within the past 3 years of any offence which resulted in 6 or more points being attached to their driver's licence
- 9. Been convicted within 1 year of any combination of offences resulting in more than 6 points being attached to their driver's licence
- 10. If at the time of application (for grant, renewal or during the life of an existing licence) have more than 9 points attached to their driver's licence
- 11. If they have more than 1 conviction relating to 'taxi' law which is not spent under the Rehabilitation of Offenders Act 1974

## 3. Taxi Regulatory Committee Hearings Procedure

The purpose of this section is to provide a standardised procedure for hearings of taxi regulatory matters that are considered by the sub-committee. The procedure allows for all parties to exercise their right to a fair hearing.

The City Council, as licensing regulatory authority for Hackney Carriage and Private Hire matters within the City of Cambridge, has a responsibility to determine those matters within its jurisdiction. In many cases these will involve one or more of the Grounds for Disbarment.

In certain circumstances the authority will hold a hearing. It is considered good practice that a recognised procedure is followed and that parties to hearings should be advised of that procedure, in advance.

# 3.1 Preparation of report

Where the Licensing Enforcement Officer (LEO) considers that the Taxi Regulatory Sub-Committee should decide whether an applicant for a licence is a fit and proper to hold the licence for which she/he has applied, the LEO will refer the matter to the Sub Committee.

Where the LEO has reason to believe that any of the circumstances set out in Sections 60 and 61 of the 1976 Act may apply, the LEO will conduct an investigation on behalf of the Head of Refuse and Environment.

Following investigation and where the LEO considers it appropriate to do so, the LEO will prepare a report for the Sub-Committee setting out the relevant law, Council policy and the powers of the Sub-committee. The LEO will also submit any information obtained as a result of the investigation, the source of that information and any matters in dispute.

The LEO will write to the applicant or licence holder (driver, proprietor or operator) and ask her/him to say which of the witnesses she/he wants to attend the hearing to give their evidence in person. The Council will write to the applicant or licence holder, and the witnesses to tell them when and where the Sub-Committee meeting will be held.

Evidence can be given in writing or orally, by the LEO, the applicant or icence holder, or by their witnesss(es). There are no legal restrictions in terms of the kind of evidence that can be heard or the form in which it must be presented.

If a witness whose presence is requested by the applicant or licence holder is unable or unwilling to attend and the Sub-committee does not wish to adjourn the hearing, the evidence may be given in writing instead.

The applicant or licence holder can give evidence about her/his character in any way she/he thinks fit, e.g. by letters of reference or by calling witnesses

The Head of Refuse and Environment will send the applicant or licence holder a copy of the report at least 5 working days before the hearing to give her/him the opportunity to comment on it or, if she/he chooses, to submit further written representations or additional evidence. For example, a driver may wish to provide evidence that they have undertaken a speed awareness or advanced driving course since accruing penalty points for speeding.

When presenting the report to the Sub-Committee the LEO will inform the Sub-Committee of any comments, representations or additional evidence submitted by or on behalf of the applicant or licence holder.

At any stage the applicant or licence holder may instruct someone (such as a solicitor, a friend or relative, an employer or a member of a trade organisation) to act as her/his representative. The applicant or licence holder can be represented at the hearing whether or not the applicant or licence holder attends the hearing.

If the applicant or licence holder fails to attend the hearing the Sub-Committee may decide to continue in her/his absence.

Any references in this note to an applicant or licence holder should be taken to include her/his representative.

## 3.2 Conflict of Interest

If a member of the Taxi Regulatory Sub-Committee becomes aware of a possible conflict of interest before or during the hearing she/he should raise this with the Head of Legal Services.

Members should not take part in hearing a case if they have a personal interest or involvement with it or the issues raised by it might be seen as affecting their impartiality, e.g. if they know the applicant / licence holder or a complainant, or they have been previously involved with the case or a closely related case in another capacity.

## 3.3 The Hearing

Present at the hearing will be members of the Taxi Regulatory Sub-Committee, the LEO and a Legal Officer who will be the Sub-Committee's legal adviser. A Committee Manager will normally also be present.

At the start of the hearing the Chair of the Sub-Committee will open the meeting introduce the members of the committee and officers present and explain the procedure to be followed.

The committee members will decide whether members of the press and public should be excluded from the remainder of the hearing.

The LEO will outline the report and present any witnesses in support of the LEO's case.

Members may ask any relevant questions of the officer or witnesses.

The Chair will invite the applicant / licence holder or her/his representative to ask questions of the Officer or witnesses. The Chair will then invite the applicant / licence holder or a representative to put the their case to the

committee. This will include calling any witnesses. Witnesses will be allowed into the hearing only when giving their evidence.

Members may ask any relevant questions of the applicant / licence holder and/or her/his witnesses.

The LEO may ask any relevant questions to clarify the evidence or information that has been given.

When all the evidence has been offered, the Chair will invite all parties to summarise their points if they wish.

The Chair will ask all parties if they are satisfied that they have had the opportunity to say everything that they wish to say.

The Chair will invite the Legal Adviser to the Sub-Committee to give any legal advice that the advisor considers to be appropriate.

If the Sub-Committee wish to consider their decision in private, everyone except the members of the Sub-Committee, will be asked to leave the room; alternatively the Sub-Committee will withdraw to another room. The Sub-committee may invite the Legal Advisor to join them. Any legal advice given to the Sub-Committee when they are withdrawn will be reported back to the hearing before the Chair resumes it.

The Sub-Committee may reconvene the meeting in order to seek clarification of the facts.

When the decision has been made with Chair will announce this to the applicant or licence holder.

## 3.4 The applicant or licence holder

Following the hearing the Council will write to the driver with formal notification of the decision of the sub-Committee and informing the applicant or licence holder of the right of appeal to the Magistrates Court and the time within which appeals must be submitted.

A suspension or revocation of a licence will take effect at the end of the period of 21 days beginning with the day on which written notice of the Sub-Committee decision was given to the licence holder EXCEPT in the case of the suspension or revocation of a Driver Licence where the Sub-Committee have decided that the interest of public safety require the suspension or revocation to have immediate effect. The letter notifying the driver of the Sub-Committee's decision will include a statement that this is so and an explanation why. The suspension will then take effect when the letter notifying the decision is given to the driver.

In urgent cases, the Head of Refuse and Environment has delegated power to suspend a driver or vehicle licence.

The table below provides the rehabilitation period for offences. A conviction is deemed 'spent' under the Rehabilitation of Offenders Act 1974 once the rehabilitation period has expired.

Sentence	Rehabilitation Period
Two and a half years (30 months) imprisonment and over whether the sentence was suspended or not.	Never Spent
Six month imprisonment and over but under 30 months whether the sentence was suspended or not.	10 years
Under six months imprisonment/ youth custody whether the sentence was suspended or not.	7 years
A fine or community service order.	5 years
Conditional discharge, bound over or probation order. Also includes fit person, supervision and care orders.	One year or period of probation sentence, whichever is longer
Absolute discharge	6 months
Disqualification, disability or prohibition	Period of sentence unless a long period as above e.g. Disqualification and a fine five years
For applicants aged under 17 when they were convicted; The fixed rehabilitation periods for imprisonment are a fine are halved.	
For convictions which can only be passed on young offenders; they remain fixed and cannot be halved i.e.	
Borstal	7 years
Six months – two years detention in a place determined by the Secretary of State	5 years
Six months detention and less as above	3 years

All penalty points are normally spent for totting up purposes after three years from the date of offence. Exceptions to this are, for example, disqualifications for drink driving (10 years).

3 years

**Detention Centre Orders** 

The periods of time that must elapse in other cases before the conviction becomes spent vary considerably according to the nature of the offence and other circumstances.