

1 Item

1.3 **HACKNEY CARRIAGE AND PRIVATE HIRE VEHICLE TAXI POLICY**

To:

Licensing Committee [30/09/2019]

Report by:

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Wards affected:

All

1 **Executive Summary**

- 1.1 Under the powers conferred to Cambridge City Council under the Town Police Clauses Act 1847 and the Local Government (Miscellaneous Provisions) Act 1976, (as amended), Cambridge City Council has responsibility for licensing Hackney Carriage, Private Hire and Dual Licence Drivers as well as vehicle proprietors and Private Hire Operators within the City.

- 1.2 The Hackney Carriage and Private Hire Licensing policy (the 'policy') was produced in order to provide the Council, its officers, the trade and the public with appropriate guidelines that put the Council's licensing requirements into practice in a clear and transparent manner. In exercising its discretion in carrying out its regulatory functions, the Council shall have regard to the Hackney Carriage and Private Hire Licensing policy document.

1.3 The current Hackney Carriage & Private Hire Licensing Policy applies to all drivers, vehicles and operators and was last updated in July 2019.

<https://www.cambridge.gov.uk/media/5431/hackney-carriage-and-private-hire-licensing-policy.pdf>

1.4 Air quality and climate change are high priorities for Cambridge City Council. This is the reason policies have been developed, to support a more environmentally sustainable future, for the city. Within the Hackney Carriage and Private Hire Policy, one such policy is that to ensure all our licensed saloon vehicles will be Ultra-low or Zero emission, by December 2028.

1.5 The purpose of this report is to consider the current policy requirement that states “A set date for all new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission – with effect from 1 April 2020”

1.6 The above policy was agreed by members in March 2018, in light of supporting in the reduction of polluting emissions and, to improve air quality in city locations dominated by emissions from buses, taxis and service vehicles.

1.7 It was identified that the reduction of polluting emissions by vehicles in and around the city centre would be best achieved by intervening to help ensure the uptake of Ultra-Low and Zero emission technologies within those vehicle fleets.

1.8 To encourage and reward the uptake of Ultra-Low and Zero emission vehicles within the licensed vehicle fleet, the table below highlights actions agreed by members.

Item	Option	Rationale	Timeframe/ Implementation
1	Licence Fee Exemption for Zero emission,	Full Licence Fee Exemption is available for Zero Emission Vehicles ONLY.	With effect from 1 April 2018

	Vehicles	<p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	
2	Licence Fee Discount for Ultra-Low Emission Vehicles	<p>50% Licence Fee discount is available for Ultra-Low emission vehicles.</p> <p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	With effect from 1 April 2018
3	Extended Age Limit for Zero Emission Vehicles	<p>Zero Emission Vehicles can have an age limit of up to 15 years.</p> <p>This is subject to obtaining a Certificate of Compliance every 6 months.</p>	With effect from 1 April 2018
4	Extended Age Limit for Ultra-Low Vehicles	<p>Ultra-Low emission vehicles can have an age limit of up to 12 years.</p> <p>This is subject to obtaining Certificate of Compliance every 6 months.</p>	With effect from 1 April 2018
5	A set date for all new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission	<p>This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date.</p>	With effect from 1 April 2020
6	A set date for all Licensed Saloon Vehicles to be Zero or Ultra-Low Emission	<p>This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date and allows adequate business planning.</p>	By December 2028
7	To reduce the total % of Wheelchair Accessible Vehicles within the Hackney Carriage Fleet	<p>The % of Wheelchair Accessible Vehicles (WAV) to be reduced to 50% within the fleet.</p> <p>Proprietors will be offered the chance to 'give up' their Wheelchair Accessible Vehicle on the</p>	With effect from 1 April 2018

	to 50%	condition it is replaced with a Zero emission saloon vehicle. This will reduce the number of wheelchair accessible taxis from 213 to 163.	
8	A set date for all Wheelchair Accessible Vehicles to be Ultra-Low or Zero Emission as and when the market allows	Further to option 7 (above), currently the market does not provide Ultra-Low or Zero Emission Wheelchair Accessible Vehicles.	By December 2028. Subject to review in 2026
9	To restrict City Centre Access to Ultra-Low and Zero Emission Licensed Vehicles only	This is an important factor in ensuring compliance with the Ultra-Low and Zero Emission criteria. The Greater Cambridge Partnership project considers traffic restrictions on key access routes. This policy is outside the Licensing powers and would only be deliverable with the co-operation of the County Council. However, considering changes that have come into effect regarding access management of the City Centre to Automatic Number Plate Recognition (ANPR) there is the potential that this could be delivered.	By December 2028

Table 1: Hackney Carriage and Private Hire Vehicle Policy, Page 32

1.9 Since the introduction of Item 1 and 2 on 1 April 2018, a total of 31 Zero Emission and 3 Ultra Low vehicles have been licensed, though these incentives. Of these 7 vehicles were brought following previous vehicle exceeding the council 9 year age limits. 21 of these vehicles, have been licensed by drivers volunteering their previous Wheelchair Accessible Vehicle and purchasing a zero emission vehicle. The remainder were non existing vehicle plate owners.

1.10 To support the move of the Cambridge City Council taxi fleet to Ultra-low and Zero emission vehicles, the council is currently installing rapid and fast charging points for taxis only, across the city.

- 1.11 To date the council has installed 6 charge points in 3 different locations with over 2500 charges since the installations. Castle Hill charge point to be connected and available shortly. The council have committed to installing a further 15.
- 1.12 In addition to Council installed charging points, there are also public charging points which can be accessed.

2 Recommendations

- 2.1 Members of the Licensing Committee are recommended to agree the following;
- 2.2 To change the implementation date for “*all new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission*” from 1 April 2020 to 1 April 2021. The final date of 2028 will remain in place.
- 2.3 However, if the vehicle manufacturing market has not improved over the next 12 months to give delegated authority the Environmental Health Manager to review the above recommendation in consultation with the Chair of Licensing Committee
- 2.4 The removal of the 4 year maximum age limit for new licensed vehicles, which are Zero Emission and Ultra Low emissions (less than 75g/km of CO₂)

3 Background

- 3.1 Cambridge City Council has responsibility for licensing Hackney Carriage, Private Hire and Dual Licence Drivers as well as vehicle proprietors and Private Hire Operators within the City.
- 3.2 In doing so, Cambridge City Council seeks to promote the following objectives that impact on the Hackney Carriage and Private Hire trades:

- i) The protection of the public;
 - ii) The establishment of professional and respected hackney carriage and private hire trades;
 - iii) Access to an efficient and effective public transport service;
- and
- iv) The protection of the environment

All new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission

- 3.3 Members of the trade have approached Environmental Health Manager regarding the implementation date for all New Saloon Vehicles to be Ultra- Low or Zero emission. Members of the trade have expressed their concern that the implementation date of 1 April 2020 is too early as the specifications of electric vehicles are still at their infancy, and due to limited availability.
- 3.4 In response to Trade communication of concerns, consultation was held from 1 August 2019 until 31 August 2019 (Consultation document Appendix A).
- 3.5 There were 140 responses to the consultation, which can be found in Appendix B.
- 3.6 Consultation responses together with research conducted by officers regarding current Ultra-Low and Zero emission vehicle market, are to be presented to Licensing committee members.
- 3.7 Zero Emission vehicles emit zero emission in their life cycle. The mileage range of these vehicles vary depending on vehicle model and manufacturer (information can be found in Table 2).
- 3.8 Ultra low emission vehicles, use a conventional engine to act as an additional fuel source for the vehicle or as a source for the battery. These vehicles emit fewer emissions, with lower CO₂ emissions as a result of improved fuel economy and the ability to operate in electric

only mode.

3.9 The City council consider Ultra – Low vehicles as vehicles that emit less than 75g/km CO₂ emissions.

3.10 To date 6 charge points in 3 different locations have been installed, with a further 15 to be installed.

3.11 Table 2 below shows vehicles that meet Cambridge City Council vehicle standard to be licensed.

Vehicle	Mileage	Price From
ELECTRIC		
Nissan Leaf	Up to 168	£27,995
Nissan Leaf e+	Up to 239	£35,895
Hyundai Ioniq	Up to 194	£32,950
Audi e-tron	Up to 237	£71,560
Hyundai KODA	Up to 279	£38,600
Hyundai NEXO (H2)	Up to 414	£69,495
Jaguar I-PACE	Up to 292	£64,495
Kia e-Niro (delivery 2020)	Up to 282	£32,995
Toyota Mirai (H2)	Up to 300	£62,500
Volkswagen e-Golf	Up to 144	£27,575
LEVC TC	Up to 377	PCP £183/ HP £245 per week or pay as you drive
ULTRA – LOW EMISSIONS		
Hyundai Ioniq Plug in		£29,950
BMW 225xe		£35,300
BMW 330e Saloon		£37,875
BMW 530e Saloon		£46,820
Kia Niro PHEV		£31,945
Mitsubishi Outlander PHEV (SUV)		£35,455
Toyota Prius – Plug in		£32,125
Volkswagen Golf GTE		Closed for ordering
Volkswagen Passat GTE		£36,400
Volvo S90 Twin Engine		£57,655

Volvo V60 Twin Engine		£50,905
Volvo V90 Twin Engine		£59,655
Volvo XC60 Twin Engine		£55,005

Table 2: Data correct as of 12/09/2019

- 3.12 As time progresses more Ultra-low and Zero emission vehicles are being manufactured, however the availability of these vehicles has been questioned.
- 3.13 There are few Ultra Low and Zero emission vehicles that are considered affordable within the trade, which limits the amount of choice and availability to vehicle owners to purchase a vehicle that meets the needs of the trade (Table 2).
- 3.14 In regards to new vehicles officer research have attempted to contact manufactures directly and have been unsuccessful in getting responses to manufactures including Nissan, Toyota, Kia, Hyundai.
- 3.15 Further research from speaking to Next Green Car, a website which provides information regarding greener vehicles and showcasing new models, stated that anecdotally they had heard there were some supply problems related to only a few vehicles being allocated to Europe when they are launched and demand was outstripping supply.
- 3.16 Council officers also contacted Drive Electric, an electric vehicle leasing company, with regular contact with manufacturers and dealers. Drive Electric, advised that currently from their knowledge; the following lead times apply;
- Volkswagen eGolf – some stock available in UK
 - Tesla Model 3 has a 2-3 month lead time.
- 3.17 Officers visited dealers within Cambridge to identify if Ultra-Low and Zero emission vehicles were available to be purchased.
- Toyota Cambridge advised lead time for the Toyota Prius Plug-In was 12-14 ½ weeks to cover delivery time as they are manufactured in Japan.
 - Nissan advised lead time for Nissan Leaf 40KWh is currently 3-4 weeks but mileage range is much reduced. The newer Nissan Leaf E+ 62KWh with +200 mile range has a lead time of up to six months (New March Registration)

- Hyundai advised there is currently no lead time for IONIQ electric and IONIQ plug in as they are currently in stock as a result of cancelled orders but lead in time is usually approximately three months.

3.18 Drive electric did go on to inform officers, that currently the issue was one of supply and demand. Reasons for this included;

1. The ULEZ in London has come into place
2. The New tax incentive for company cars from April 2020, in which the benefit in kind rate for electric company cars in 2019/18 was 13%, and 2019/2020 was 16%, this rate drops to 2% in 2020/2021. The rates are also lower in 2020/2021 for ultra-low emission vehicles (less than 75g/km of CO2) ranging from 2% to 19%.

3.19 The table below illustrates the age profile of the Cambridge City fleet as vehicles reach 9 years old and will need replacing:

Year	Private Hire Saloon	Hackney Carriage Saloon	Hackney Carriage WAV
2020/21	13	17	13
2021/22	17	15	16
2022/23	12	13	28
2023/24	29	24	44
2024/25	27	23	20
2025/26	12	16	18
2026/27	15	6	17
2027/28	6	2	9

3.20 The policy of 1 April 2020 only applies to saloon vehicles, and does not apply to Hackney Carriage Vehicles Wheelchair accessible vehicles.

3.21 Due to the limited choice of vehicles that can be considered affordable, which can be demonstrated by the popularity of the Nissan Leaf vehicle, it may be the need to defer the date in which vehicles are to be Ultra low or Zero emissions to 1 April 2021.

3.22 South Cambridgeshire District Council within their consultation which closed on 23rd September 2019, propose to ensure that all new saloon vehicles are Zero or Ultra low emission as of December 2021.

3.23 Deferring implementation will allow for more vehicles to become available, with better range and price variability to purchase and will be in line with neighbour authority South Cambridgeshire District Council proposed policy.

3.24 Government guidance suggests that best practice is for local licensing authorities to adopt the principle of specifying as many different types of vehicle as possible. The policy must be based on specification rather than a make and model. Licensing Authorities are encouraged to leave it open to the trade to put forward vehicles of their own choice that can be shown to meet basic criteria. In that way, emerging designs for vehicles can be taken into account.

3.25 Table 3 below, highlights the Benefits and Limitations of the 1 April 2020 implementation date.

Implementing 1 April 2020 Benefits	Implementing 1 April 2020 limitations
<ol style="list-style-type: none"> 1. At least 17 vehicles which are Hackney Carriage Vehicles will be zero or Ultra-Low emission. 2. The potential of 13 Private Hire vehicles to be zero or Ultra-Low emission. 3. More Ultra-low or zero emission vehicles licensed with Cambridge City Council. 	<ol style="list-style-type: none"> 1. Private Hire vehicles may choose to be licensed with alternative councils (however, they will still be able to work within Cambridge City). These councils may not have the safeguarding and enforcement standards of Cambridge City Council. 2. New proprietors wishing to have a vehicle license will license their vehicle with other licensing authorities. 3. Vehicle Proprietors have limited range of vehicles to choose from (in regards to mileage and price below £35,000). 4. Policy is not in line with

	neighbour authority South Cambridgeshire District Council 5. Current number of charge points is limited
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Table 3

- 3.26 Air Quality and the reduction of pollution levels within Cambridge City are of great importance and our overall aim for 2028 will remain unchanged.
- 3.27 As a council we are required to take a pragmatic approach, as we are constraint by manufactures ability to produce a varied range of Ultra-low and Zero emission vehicles which are attainable, and the installation of charge points within the city.
- 3.28 The council is committed to reducing pollution levels within the city and understand some areas continue to exhibit relatively high levels of pollution, however these levels continue to decrease. For Nitrogen dioxide, monitored concentrations in the worst locations are close to the 40 micrograms per cubic metre annual mean objective. Measured levels of particulate matter (PM10) in Cambridge are also well below the current National Air Quality Objectives. In addition, there were no monitored breaches of the legal objectives, in the area around the station (as demonstrated in Appendix C) or at any other monitored locations in Cambridge for the latest full year of results (2018).

The removal of age limit for all new Zero or Ultra-Low Emissions

- 3.29 Currently the policy states *“a new vehicle licence will not be granted in respect of a vehicle unless it is less than 4 years old, and it meets the Euro 5 standard or higher”*
- 3.30 The reason for this was to ensure that the vehicles being licensed would emit less Co2 and be less polluting to the environment.
- 3.31 However, the introduction to the licensing of new Ultra- Low and Zero Emission vehicles, an age limit would be unnecessary, as these vehicles already emit less Co2 than previous taxi fleet

vehicles.

3.32 All vehicles will continue to be safety checked by the council garage to ensure all vehicles licensed with Cambridge City Council pass the Certificate of Compliance before it is licensed. Vehicles will also continue to be required to undergo a Certificate of Compliance every 6 months to ensure vehicle meets Council Standards and is safe to continue working as a Private hire or Hackney Carriage vehicle.

3.33 Maximum age limit a vehicle can be licensed with the City Council will remain the same. A 15 year maximum for Zero emission vehicles, 12 year maximum for Ultra Low emission vehicles, and 9 year age maximum for petrol and diesel vehicles.

3 Implications

a) Financial Implications

Cost of new vehicles will be borne by proprietors.

b) Staffing Implications

There are no staffing implications.

c) Equality and Poverty Implications

The overall goal for all Licensed Saloon Vehicles to be Zero or Ultra-Low Emission by December 2028 will remain the same. Therefore there will be a positive impact on public health, in particular benefitting those who live in areas of poor air quality.

An EQIA has been undertaken and can be found at Appendix D.

d) Environmental Implications

The overall policy in regards to Ultra-low and Zero emission vehicles remains the same and will reduce the overall use of Fossil Fuels and will reduce local CO2 and polluting emissions substantially.

e) Procurement Implications

Any projects that require the engagement of external contractors will be subject to the Council's procurement and contract procedure rules.

f) Community Safety Implications

All vehicles involved would be required to meet all the mandatory mechanical fitness tests.

The overall aim for 2028 is to provide some benefit to community health which would be as a result from the improvements in pollutant levels.

4 Consultation and communication considerations

- 6.1 Consultation was held from Thursday 1 August 2019 to 31 August 2019.
- 6.2 The consultation was advertised through a variety of means including
 - Email to license holders;
 - Taxi Trade Forum – July 2019;
 - E-mail to the trade and Key stakeholders; and
 - Publication on the City Council website.
- 6.3 Consultation document, Appendix A
- 6.4 All feedback was encouraged from license holders, taxi trade and key stake holder. All comments are to be considered as part of the review and in preparation of the final policy document.

5 Background papers

Background papers used in the preparation of this report:

- (a) Cambridge City Council's Hackney Carriage & Private Hire Taxi Policy
<https://www.cambridge.gov.uk/media/5431/hackney-carriage-and-private-hire-licensing-policy.pdf>
- (b) Cambridge City Council's Hackney Carriage & Private Hire Handbook
<https://www.cambridge.gov.uk/media/6738/hackney-carriage-and-private-hire-handbook.pdf>
- (c) <https://www.gov.uk/government/organisations/office-for-low-emission-vehicles>
- (d) <https://www.gov.uk/plug-in-car-van-grants>
- (e) <https://www.hyundai.co.uk/electric-and-hybrid-cars>
- (f) <https://www.nextgreencar.com/>

(g) <https://www.drive-electric.co.uk>

6 Appendices

Appendix A – Consultation document

Appendix B – Consultation responses

Appendix C - CB1/Station Road/Tenison Road air pollution readings

Appendix D – EqIA

7 Inspection of papers

To inspect the background papers or if you have a query on the report please contact Wangari Njiiri , Environmental Health and Licensing Support Team Leader, tel: 01223 - 458533, email: wangari.njiiri@cambridge.gov.uk.