Classification Open	Item No.

Meeting:	Licensing & Safety Committee / Full Council
Meeting date:	11 November 2021 – Licensing and Safety Committee 24 November 2021 – Full Council
Title of report:	Common Minimum Licensing Standards
Report by:	Executive Director (Operations)
Decision Type:	Council
Ward(s) to which report relates	All

Executive Summary:

This report outlines the work that has been undertaken by the Greater Manchester Licensing Network, Transport for Greater Manchester and Bury Council in relation to Common Minimum Licensing Standards for hackney carriage and private hire vehicle licensing. It details the consultation that has taken place and feedback and comments received. The standards detailed in the report relate to licensed drivers, licensed private hire operators and the local authority and the proposals and recommendations made in the report are designed to ensure a safe, visible, accessible and high-quality hackney and private hire service.

Recommendations

- To adopt the recommendations presented in Section 4 (Lead Officer Recommendations) for each proposed standard for implementation by a time determined by the Licensing & Safety Committee, unless an alternative date is specified, or a further report is required, except for Vehicle Proposed Standard 5 in relation to Vehicle Livery.
- In relation to Vehicle Proposed Standard 5 (Vehicle Livery), Bury Council have carried out further consultation with taxi drivers and operators and following this

recommend that the Council implements the following GM livery standards proposed:

That all vehicles will:

- display permanently affixed licence plates on the front and back of the vehicle

That all PHVs will:

- only display stickers provided by the licensing authority (at cost) which will bear the operator name and phone number, 'advanced bookings only', 'not insured unless pre-booked' and the licensing authority logo (the design, dimensions and placement of the stickers on the vehicle is to be determined at a future date)
- display those stickers on both rear side doors and the back window
- not use any magnetic stickers

Any decision regarding the implementation of the proposed 'GM approved' bonnet sticker will be delayed for a period of 2 years while more work is carried out with the trade and GMP to address the concerns raised by the trade relating to antisocial behaviour.

Existing vehicle livery standards in Bury will be retained until the new GM livery design, dimensions and placement are confirmed and procured. Ahead of the changes, the existing lively standards will be reviewed to accommodate the GM livery. A further update report will be presented to the Licensing and Safety Committee.

1.0 Introduction

1.1 Background

Around 2,000 hackney vehicles, approximately 11,500 private hire vehicles and upwards of 18,600 drivers are currently licensed across the ten Greater Manchester Authorities. Whilst there are many similarities in terms of policy standards and licence conditions, there are also significant differences, particularly when it comes to policies relating to the licensing of vehicles, the calculation of licensing fees and the approach to proactive compliance.

In 2018, Greater Manchester's ten local authorities agreed to collectively develop, approve and implement a common set of Minimum Licensing Standards (MLS) for taxi and private hire services.

At that time, the primary driver for this work was to ensure public safety and protection, but vehicle age and emission standards in the context of the Clean Air and the decarbonisation agendas are now also major considerations. In addition, by establishing standards around common vehicle specifications, MLS

is an important mechanism that permits the systematic improvements to taxi and private hire service across Greater Manchester and their visibility.

This approach stands to benefit drivers and the trade more widely as public confidence in a well-regulated and locally licensed taxi and private hire sector grows and will contribute directly to better air quality and lower carbon emissions. By establishing and implementing Greater Manchester-wide MLS, the 10 licensing authorities can help to ensure that all residents and visitors see these services as safe and reliable, and preferable to those not licensed by Greater Manchester local authorities.

This collaborative approach seeks to establish basic and GM MLS in key areas, whilst allowing Districts to exceed these minimums where they consider this to be appropriate. As licensing is a local authority regulatory function, the Standards have been devised by the GM Licensing Managers Network who work in partnership across Greater Manchester to drive innovation, partnership and change agendas. MLS is also related to other key Greater Manchester priorities, most notably the GM Clean Air Plan and decarbonisation strategies, hence TfGM has been supporting the development of MLS ensuring it complements wider objectives.

Ultimately the collaborative approach that MLS represents will help achieve the vision of Taxis and Private Hire as a crucial part of the overall transport offer; a strong, professional and healthy taxi sector that can deliver safe and high-quality services to residents and visitors across the whole of Greater Manchester. The proposed MLS, together with funding from the GM Clean Air Plan, will help deliver improved safety, customer focus, higher environmental standards and accessibility.

Local reform through MLS can deliver real improvements across Greater Manchester, but the growth of out-of-area operation undermines local licensing. This gives cause for real concern that vehicles and drivers licensed outside our conurbation (but carrying Greater Manchester residents and visitors) may not be regulated to the high standards GM authorities and the travelling public expect.

In devising these MLS, officers are all too aware that out-of-area operation sets very real limits on what can be achieved within the current regulatory environment. Not all of our policy goals can be achieved in this stage of reform.

And it is in this regard, that Government reform of taxi and private hire legislation remains as critical as ever. Further work to press the case to Ministers and officials for reform is a key part of the overall approach.

1.2 Minimum Licensing Standards

The GM MLS were ready to be consulted on when the Department for Transport published Statutory guidance for taxi and private hire licensing authorities in July 2020. The MLS project has had regard for that guidance, which largely mirrors

what is already proposed across GM, and reference is made in the report where appropriate.

It should be noted however that the Statutory guidance firmly highlights the past failings of licensing regimes in putting public safety at the forefront of their policies and procedures. The guidance asks authorities to have due regard to reviewing its policies thoroughly and considering good practice in the implementation of robust standards that address the safeguarding of the public and the potential impact of failings in this area.

It is with public safety as our primary duty in mind as Licensing Authorities that the MLS are proposed.

Overall, the GM approach looks to provide:

- the public with safe, visible, accessible and high-quality hackney and private hire services.
- the hackney and private hire trades with clarity over what the required standards will be over the long term, and through the GM Clean Air Plan, with unprecedented investment to help renew the fleet.
- local authorities with the continued regulatory role in relation to driver, vehicle and operator licensing whilst retaining scope to exceed the MLS as agreed locally by elected members.

The MLS are divided into four distinct sections as follows:

Licensed Drivers; including criminal records checks, medical examinations, local knowledge test, English language requirements, driver training including driving proficiency and common licence conditions.

Licensed vehicles; including vehicle emissions**,** vehicle ages**,** common vehicle colour and livery**,** vehicle testing**,** CCTV, Executive Hire and vehicle design common licence conditions.

Licensed private hire operators; including common licence conditions, DBS checks for operators and staff every year, fit and proper criteria for operator applications and common licence conditions.

Local Authority Standards: including application deadlines and targets, GM Enforcement Policy, Licensing Fee Framework, Councillor training requirements and Officer delegations.

1.3 As Members will know, due to the breadth of proposals to be considered, the final Standards recommendations have been split into two Stages. Stage 1 standards related to drivers, operators and local authority standards and this Stage 2 report seeks to provide Members with detailed consultation feedback and officer recommendations on the Vehicle Standard proposals.

1.4 Link to the Clean Air Plan

An important element of the overall approach is to provide clarity and long term certainty for vehicle owners, so that they are able to plan the upgrade of their vehicles in a way that meets and contributes positively to GM's Air Quality, Carbon and other environmental obligations.

This will also help ensure that applicants to the £19.7m Clean Taxi Fund (CTF), secured as part of the GM Clean Air Plan, will have a clear understanding of what locally licensed vehicle requirements will be over the longer term, for example in terms of emissions, age and other criteria, so they can determine the best use of the available funds given their specific circumstances. Note that Applicants for the CTF will need to demonstrate that:

- they are the owner/registered keeper of the non-compliant vehicle;
- the non-compliant vehicle is licensed for the purposes of Hackney Carriage or a private hire services with one of the 10 Local Authorities in GM and has been so licensed for not less than twelve (12) uninterrupted consecutive calendar months immediately prior to the date of Application;
- the non-compliant vehicle has been owned by the Applicant for not less than twelve (12) uninterrupted consecutive calendar months immediately prior to the date of Application;

2. The Consultation

2.1 Members have already been provided with a summary of the GM wide public consultation that took place between 8 October and 3 December 2020 in the Stage 1 Report.

2.2 For a full breakdown of demographics and to view the complete GM consultation report please visit www.gmtaxistandards.com

2.3 The response breakdown for Bury Council was as follows:
In total, 43 members of the public and 16 private hire drivers commented about the vehicle standards.

Main themes from the public

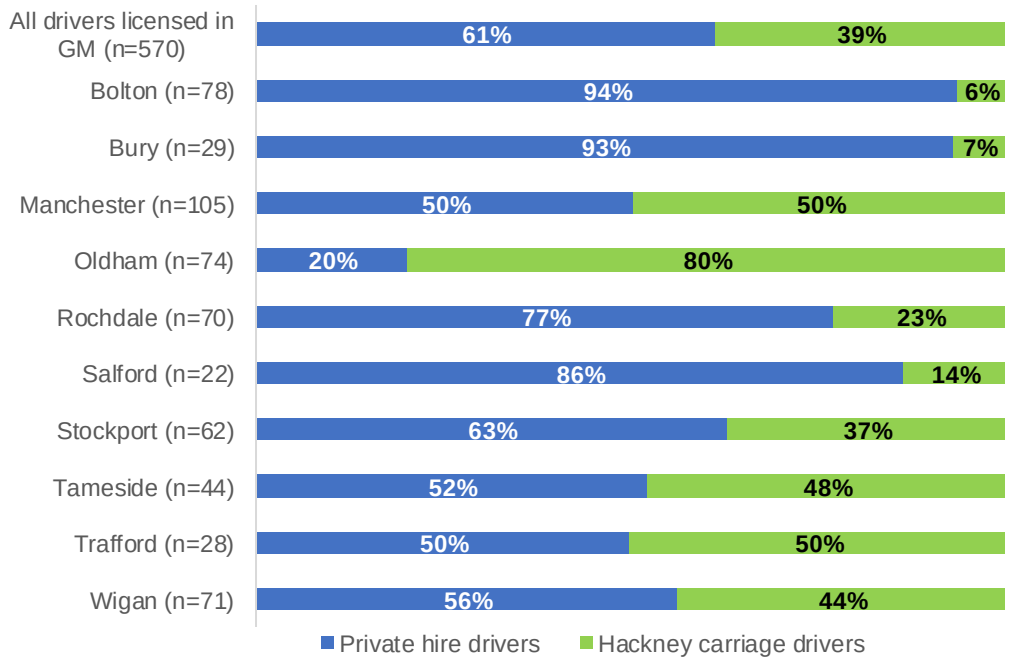
	Number of comments
Vehicle Colour	21
General Comments	9
Vehicle Maintenance and Testing	7
Vehicle Livery	6
Age of Vehicle	6
Accessible vehicles	6

Vehicle Conditions	5
CCTV	4
Vehicle Emissions	4
Vehicle Design	1

Main themes from private hire drivers

	Number of comments
Vehicle Colour	9
Age of Vehicle	7
General Comments	5
CCTV	4
Vehicle Livery	3
Vehicle Conditions	1
Vehicle Maintenance and Testing	1
Executive Hire and specialist vehicles	1

2.4 The following table provides a comparison of driver trade response levels across each of the 10 districts (with numbers on the left column and split shown between Hackney and Private Hire):



2.5 As Members will see, the response rates were generally low across the board, particularly from members of the trades. This isn't uncommon compared to Officers reflections on previous engagement with the trade. At a GM level, there are enough responses to draw conclusions, however, the number of responses in

some sub-groups at district level is small and as such, the data should be treated with caution.

2.6 Across GM there were monthly meetings with trade and union representatives to update and reflect on the work being undertaken. Twelve briefings were held for representatives at GM level in MLS and clean air. There were also 25 briefing sessions for all trade sectors affected by clean air and at local level a number of local briefings were held and various communication methods used to notify all affected that consultation was underway including emails, newsletters and contact via operator bases.

2.7 It should be noted that the findings of the in-depth interviews and focus groups have been included alongside the findings from the questionnaire, expanding on the findings to provide deeper insight and examples in commentary form. The in-depth interviews enabled those who may be specifically impacted to provide additional detail and specific examples, for example from a specific business sector.

2.8 The Consultation document provided detail on 10 separate vehicle standard proposals and asked the following questions:

1. To what extent do you agree or disagree with the proposed minimum licensing standards for Vehicles in Greater Manchester?

2. Please use this space to provide any comments relating to the proposals for the minimum licensed standards for Vehicles

For question 1 on each section, response options were:

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree
- don't know

Respondents were then asked a series of other questions to gain further insight into their views on implementation and impact of the proposals, including free text responses to gain more qualitative feedback.

2.9 Copies of the Consultation Questionnaire and accompanying information booklet are available at www.gmtaxistandards.com

3. SUMMARY FINDINGS

3.1 This section provides higher level summaries of the consultation responses at a GM level. Detailed comments and District specific feedback on individual standards are included later in the report in section 4.

3.2 Vehicle Standards

- High level of agreement from members of the public (88%)
- Greater overall level of disagreement from Trade (Hackney 69% and PH 63%)
- Trade mostly commented on age policy proposals; disagreeing
- Concerns raised about the charging infrastructure for electric vehicles
- Public liked the proposal of CCTV but concerns raised by the Trade with regards to cost and data privacy
- High number of comments and disagreement across both public and trade with regards to colour policy proposals

3.3 Drivers who rent or lease their vehicle were more likely to agree with the proposed vehicle standards compared to those who own their vehicle (37% and 22% respectively), likely due to the lower likelihood of significant direct financial impact, however in both cases more drivers disagree than agree with the proposed vehicle standards.

3.4 The following table shows the number of total comments made (GM level) for each standard category by respondent type:

Category	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
General Comments	95	11	32	6	3	1	3
Vehicle Emissions	39	20	10	5	1	2	4
Age of Vehicle	82	78	84	8	1	1	10
Vehicle Colour	214	23	95	12	2	1	13
Accessible vehicles	54	38	1	1	1	0	4
Vehicle Livery	62	7	47	6	1	3	11
Vehicle Maintenance and Testing	44	20	31	4	0	0	2
CCTV	83	16	51	6	1	3	8
Executive Hire specialist vehicles	8	0	5	2	0	0	1

Vehicle Design	9	4	0	0	0	0	1
Vehicle Conditions	24	1	3	2	0	0	0
Base	449	114	187	24	7	6	20
Proportion of respondent type	45 %	49 %	53 %	75 %	37 %	60%	56 %

3.5 Some of the general comments about the vehicle standards as a whole are as follows:

"Really impressed with the standards I hope it is brought in sooner rather than later." (Public, age 35-44, Trafford)

"All of these are important" (Public, age 55-64, Bury)

"These measures will make all passengers safer." (Public, age 35-44, Tameside)

"I feel this is a policy that is being rushed through without full thought of the cost and consequences to the self-employed sole trader who has been badly affected by Covid 19." (Hackney Driver, Tameside)

"Standardising of vehicles leads to a higher demand for a smaller range of vehicles which, in turn, increases initial purchase cost and ongoing maintenance costs (due to high parts demand). The vast majority of private hire drivers are living close to minimum wage and any increasing in their running cost will be pushed directly onto the customers. Resulting in the continuing demise of the industry and customers turning to subsidised transport systems." (Public, age 25-34, Wigan)

"I believe that wanting completely emission-free taxis by 2028 is a goal that should be circumstantial. Most drivers use these vehicles for their private life too and electric vehicles must have the range and practicality to serve both needs before making it mandatory to have an emission-free vehicle." (PHV Driver, Stockport)

3.6 Additional Consultation with the Trade in Bury

To ensure the Council fully understood the views of the trade in relation to MLS and their concerns, the Council has engaged with Trade representatives through Trade Liaison meetings to go through the details of the proposals.

3.7 GM Wide Amendments

Concerns raised by the trade in relation to a number of the standards were amended across GM following the consultation e.g., in relation to:

- Vehicle emission – The date to move all licensed vehicles to ZEC was amended from April 2028 to as soon as possible.
- Vehicle colour – The proposed single colour for PHVs was removed and changed to an aspiration of the MLS programme.
- CCTV – The proposed implementation was amended to a recommendation to approve the drafting of a CCTV policy for further consideration and consultation.
- Vehicle Design – The specification for window tints was changed to allow manufacturers tint to a minimum of 20% light transmission.

3.8 Bury Specific Amendments

- Vehicle Livery - During liaison meetings, the trade representatives raised concerns relating to projectiles being thrown at licensed vehicles and the possibility bonnet lively would increase the risk to drivers. As a result, Bury Council have chosen to amend the recommendation from the original GM report in relation to bonnet livery.
- Vehicle Colour – In relation to the proposal to implement a single colour for Hackney Cartridge Vehicles, Bury Council have recommended the standard is only applied to all new and replacement vehicles to take on board the trades concerns relation to the cost and availability of vehicles to comply with the colour policy.

4 RECOMMENDATIONS

4.7 This section of the report provides further detailed and qualitative feedback and officer recommendations for each proposed standard. A separate Equality Impact Assessment has been carried out.

4.8 Each Standard is set out in individual tables below detailing:

- the proposed Standard and the rationale for the proposal
- the current standard in district
- feedback and comments made in the consultation in relation to the specific standard (both at a GM and local level),
- outline of relevant points, considerations and risks in response to the consultation
- officer recommendation for that proposed standard.

VEHICLE STANDARDS PROPOSALS

Vehicle Proposed Standard 1	Bury Council Current standard
Hackney Carriages It was proposed that all licensed hackney carriages should be wheelchair accessible vehicles (WAV), and that there is a consistent approach to makes and models of vehicles that will be accepted onto fleets as Hackney Carriages. It was also posed for consultation whether a purpose-built HC vehicle should be side or rear loading.	Bury Council currently has a policy that any vehicle being licensed as Hackney Carriage must be wheelchair accessible. However, we do not permit rear loading vehicles due to issues of opening door if parked on a rank with a vehicle behind.

Reason for Proposal

Currently not all GM authorities have a wheelchair accessible or purpose-built hackney carriage policy. Passengers with additional mobility needs should not have to wait for long periods at a taxi rank for a suitable accessible vehicle. Licensing Authorities need to ensure their policies are non-discriminatory and inclusive. This standard proposal seeks to ensure that there is sufficient availability of accessible vehicles for residents and visitors to the region, and that there is a more consistent standard across the conurbation for the makes/model and specifications of Hackney Carriage vehicle allowed onto the fleets.

Consultation Response

GM level response:

This proposal elicited a fair number of comments compared to some other standards, as per the table below:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre ent-atives
Accessible vehicles	54	38	1	1	1	0	4

This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
A mixed fleet (types of vehicles) is important	13	23	0	1	0	0	2
Accessible vehicles are expensive / need to be subsidised	3	6	1	0	0	0	0
PHV should have to have same rules about accessibility	1	0	0	0	0	0	0
More accessible vehicles are needed	34	6	0	0	1	0	3
More consultation with disabled people required	5	0	0	0	0	0	0
Problem with design of accessible vehicles	3	5	0	0	0	0	2
Base	**54**	**38**	**1**	**1**	**1**	**0**	**4**

34 members of the public commented that more accessible vehicles were needed as did 6 hackney drivers. Some members of the public shared how they often encounter difficulty booking wheelchair accessible vehicles due to their lack of availability, and those hackney drivers who have accessible vehicles noted how they are relied upon by many who do not have many other options for transport.

> *"Accessible Hackney carriages - we have extreme trouble booking a taxi in advance that has wheelchair access as the taxi company do not always know when their wheelchair accessible vehicle will be available. In the past we have been asked to ring at the time an accessible taxi is needed - and in every occasion one was not and our family has had to pick her up instead - not an ideal situation for a young lady who would like some independence." (Public, age 45-54, Bury)*

"Make it all wheelchair accessible vehicles, known as a level playing field." (Hackney Driver, Wigan)

In contrast, 23 hackney drivers felt having a mixed fleet was more important, with some sharing how they feel some passengers are deterred by larger vehicles.

"As a Hackney driver, I don't agree for all Hackney carriage vehicles to be wheelchair accessible. Reason is for that we do, need mixed fleet for elderly people who do not like getting into bigger vehicles. I believe it will make them go to private hire offices and that will affect our business. Also, it's more affordable to buy a normal electric car." (Hackney Driver)

One operator who took part in the focus groups specialises in the transportation of customers who need wheelchair accessible vehicles. He stated hackneys were not suitable for all.

"On the black cabs and I've got two of them, okay. The ramps that come down, they come down on an angle and, you know, that ramp the wheelchairs cannot actually get up on them and also the people, when they're sat in them, they'll bang their head against the roof. So for some reason licensing seemed to think that anybody who's in a wheelchair would fit in a black cab. It's not the case, so you might have two thousand black cabs out there and they could say, oh, they're all wheelchair accessible. They are for full manual wheelchairs. Electric ones they can't fit. (Operator, Trafford).

Representatives also argued for a mixed fleet:

"This is totally not acceptable because [it] is not meeting the needs of vulnerable or disabled [people]. Many old [and] disabled don't use wheelchair vehicles either [because] it's too high or [they] dislike it them". (Organisation, NPHTA)

"There is very little evidence to support the need for an entire trade to cater for wheelchair bound passengers, potentially at the cost of the majority of disabled passengers who are not confined to a wheelchair and therefore find it far more difficult to access the higher vehicles that are WAV, so a mixed fleet is a better approach". (Organisation, NPHTA)

Some hackney drivers and operators expressed concerns with the design of wheelchair accessible vehicles, with 5 explaining their preference is for side loading accessible vehicles rather than rear loading and expressing their safety concerns.

"All Hackney carriages should be side loading wheelchair accessible, rear loading takes up too much space on ranks, they are also dangerous when unloading passengers in the middle of the road." (Hackney Driver, Wigan)

"Accessible Hackney carriages: It is proposed that all hackney carriages should be wheelchair accessible. Agreed. Particularly important condition which will help to prevent the influx of out-of-town licensed saloon cars plated as Hackney carriages from working within the GMC area. Side and / or rear loading without the need for swivel seats: A policy as to whether purpose-built accessible vehicles should be side

and/or rear loading without the need for swivel seats is being considered. The choice of entry location generally determines the floor plan available. Rear entry vehicles offer two floor plans for up to four or six passengers. A side entry van has more options when it comes to the floor plan. Side entry vehicles will lower the available space inside, as the maximum number of ambulatory passengers in this option is four including three in the rear bench seat. Swivel seats in taxis where fitted should remain as they are an additional feature making it easier to enter or exit the car without undue discomfort. For those who have conditions such as arthritis, multiple sclerosis, or osteoarthritis, which can limit their mobility will benefit as they reduce strain otherwise placed on the hips and back." (Operator, Manchester)

"I mean I have a sliding door on the side, two sliding ones and the rear loaded is the big door that comes up. Okay, there's a row of seats there, but the row of seats can be moved. I mean I do put, where the large wheelchairs fit and if I do one, because it can be that you can't get them through the side door, because there's a big person, so they have to go through the rear door. So, what you do is, you just push the seats right forward, because they're all tracking, you just push them right forward. So, I would be fine." (Licensed hackney driver – own my vehicle, Stockport)

A further 6 hackney drivers felt wheelchair accessible vehicles were expensive or need to be subsidised if they are all required to be wheelchair accessible.

"Vehicle emissions. what I can gather from the information available is that driver is responsible for all the costs involved. Accessible Hackney is very expensive it will put almost every Hackney driver out of business in Rochdale for sure even Euro six diesel is unaffordable." (Hackney Driver, Rochdale)

Concerns were raised by members of the public about the impact on the cost of using a hackney / PHV.

"Wheelchair accessible vehicles are more expensive than normal cars. And that's tough for people who need them. One solution would be to provide a subsidy to anyone buying an accessible vehicle to use as a taxi. But what makes absolutely zero sense is to make the non-wheelchair-using public (the VAST majority of people) pay for accessibility features they do not need." (Public, age 35-44, Manchester)

Some users and drivers felt a few drivers use the fact they are transporting someone who needs an accessible vehicle to their advantage:

"But a lot of the time they do treat you, you know, what they do is they charge, they put the timer on and if it takes you ages to get into the cab and put your belt on and everything, they charge you for all that, you know and getting out the cab, they don't always put seatbelts on properly and things like that, but then the private hire companies don't usually have accessible vehicles." (User, Group 1)

Others highlighted not all disabilities are visible:

"More accessible vehicle design for disabled people. Not everyone with a disability you see looks disabled very important not to forget for drivers." (Public, age 45-54, Oldham)

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Accessible vehicles	6

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed.

Accessible vehicles: four people commented there needs to be more accessible vehicles available, with two similar comments adding that a mixed fleet is important;

Main themes from private hire drivers

	Number of comments
General Comments	5

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

No specific comments made in relation to this standard.

Comments and considerations

All purpose-built Hackney Carriages are wheelchair accessible, but also have additional mobility and accessibility design features such as passenger compartment controls, additional lighting, additional space, visibility strips, audio loops, steps, swivel seats (may built in as standard), wide doors etc.

As well as providing better access for those with additional needs, purpose-built Hackneys also make it much easier for the travelling public to distinguish between a licensed Taxi and a private hire vehicle. As such, 7 of the 10 districts currently only licence purpose built/Wheelchair Accessible vehicles as Hackney Carriages in their policy.

Where mixed fleets exist, and ordinary saloon cars are licensed as Hackneys, these are commonly permitted to have a hire light installed on the roof to enable them to legally ply for hire. However, in the current landscape where these vehicles can undertake pre-booked private hire work in other areas, and/or are more likely to be crossing local boundaries, it can serve to undermine local purpose built only Hackney policies, and potentially undermine the legitimate business undertaken by Hackneys in certain areas. The public observe saloon vehicles in one area legally plying for hire and not understand that this is not permissible in another area, and this serves to encourage illegal activity as confusion provides an opportunity for those looking to illegally ply.

Therefore, it should also be noted that a decision on this policy standard has knock on considerations/decisions for the following:

- Age Policy for Hackneys (WAV/non-WAV – standard Proposal 2)
- Colour and livery policies for Hackney vehicles (see Standards Proposals 4 and 5)
- Intended use policy for Hackneys (see Standard Proposal 10 – Hackney Carriage Vehicle Conditions)

As outlined within the proposal section above, this policy standard is not just about wheelchair accessibility. For a City Region like Greater Manchester, with ambition to licence a high-quality service offer that supports economic and business growth, including accessibility standards within the public transport network; it must therefore follow that all licensed Hackney Carriages are purpose built accessible vehicles, providing all the benefits to users that such vehicles do. The objective to ensure that no one with additional needs should ever have to wait on a rank for a suitable vehicle has considerable merit, and the policy has the added safety benefit of properly distinguishing licensed Hackneys and Private Hire vehicles in all fleets. An additional consideration is that there will be no better time to implement this transition, as the funding opportunity provided through the Clean Air Plan is unique and time limited providing much needed support to those that seek to make this transition.

Lead Officers recommendation

To implement the standard for all licensed Hackney Vehicles to be WAV (already in place in Bury).

To defer the decision on side/rear loading at this time as the consultation response on this specific point was particularly low.

Vehicle Proposed Standard 2	**Bury Council Current standard**
Vehicle Age It was proposed that all licensed vehicles are under 5 years old at first licensing and no more than 10 years old. Views were sought on consideration of a different age policy for electric and wheelchair accessible vehicles (WAV).	Bury Council currently licenses vehicles that must be under 10 years old at first grant. Then on reaching 10 years should go off, unless exceptional condition (private hire) or pass 5 fault rule (hackney). Currently Bury have no lower age limit for vehicles coming onto the fleet for both Hackney Carriage or Private Hire.

Reason for Proposal

The majority of GM districts have upper limits for both the age at which a vehicle must be under to be first licensed, and the age at which it will cease to be licensed, although these currently vary across the conurbation, with some districts having

never implemented any age restriction on its licensed fleets. The proposal seeks to rationalise the variance across the conurbation and ensure that GM districts do not undermine each other's policies; deterring applicants from seeking the authority with a significantly lower standard in this regard.

Licensed vehicles undertake significantly more miles than an average domestic vehicle, meaning they are likely to deteriorate more quickly and experience structural weaknesses over time which impacts on vehicle safety. Where vehicle testing data is held by the local authority (as it is delivered inhouse), this generally evidences that the older a vehicle is, the more likely it is to fail tests, and usually with a higher number of major faults. So where vehicle age policies already exist within GM, this encouraged lower polluting vehicles, ensured higher levels of safety in vehicles and also supported the strategic objectives to have a better quality of fleet for residents and visitors within this key section of the transport network. The specific purpose of having an age limit for vehicles 'coming on to fleet' is to safeguard against having the majority of the licensed fleet at the older end of the age limit scale and is a common policy among licensing authorities nationally.

Consultation Response

GM level response:

This proposal elicited a much higher number of comments:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre ent-atives
Age of Vehicle	82	78	84	8	1	1	10

The following table sorts the comments by theme according to respondent:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Agree with Age Limit proposals	18	1	7	1	1	0	0
Age limit should be higher than 10 years	4	37	16	1	0	0	2
Age limit should be less than 10 years	11	1	4	0	0	0	0

Electric cars should have same age limit as non-electric	7	4	0	1	0	0	3
No age limit or higher for electric vehicles	1	5	5	0	0	0	1
Minibus maximum age should be 15years	0	0	2	0	0	0	0
Age is not important	45	33	47	6	0	1	6
10 years isn't enough time to return investment	0	8	2	2	0	0	2
Suggestion of different Minimum age	2	4	13	2	0	0	0
Base	**82**	**78**	**84**	**8**	**1**	**1**	**10**

A relatively small number of comments were made (28) in support of the age limit proposals. Comments included the reference to the poor condition of vehicles not subject to an age limit:

> *"I live in Bolton, and the current standard of taxis is appalling - it's like a rolling scrap yard. Other parts of Greater Manchester seem to have much nicer, newer taxis, but Bolton is full of decrepit, shonky old rust boxes, limping around the town, pumping out clouds of smoke and regularly breaking down. I saw an "S" reg taxi not long ago - registered in 1997! The car was older than it's driver! We pay good money to be driven around in these awful heaps, and it's about time something was done about it" (Public, age 45-54, Bolton)*

However, the vast majority of comments expressed a view that the age limit was either not important/not necessary or should be higher than 10 years, with significantly fewer responses supporting the proposal. A high number of comments were received expressing the age of a vehicle should not matter if the vehicle is well-serviced and maintained, with this being expressed by 33 hackney drivers, 47 PHV drivers, 6 PHV operators, and 45 of members of the public.

> *"Vehicle age shouldn't matter as long as it is in good condition. We have two MOTs in a year, so the vehicles are good for customers". (PHV Driver, Bolton)*

Some respondents commented about hackneys being more expensive to replace and upgrade, with some comparing the costs to PHVs. Therefore, 37 hackney drivers and 16 of PHV drivers felt the age limit should be higher. Drivers licensed in Manchester raised this more than any other area.

> *"Age shouldn't be a problem as long as kept up with maintenance and repairs to a good standard. Personally, I think if a vehicle needs welding, it's past its best for the job, and licenses should be granted for 12 months after repairs to give drivers the time to invest in a replacement. Also, Hackney carriages cost a hell of a lot more money than a private hire car, £30.000 upwards whereas a new Dacia car can be purchased for £8000, so should be given 15-year age limit" (Hackney Driver, Stockport)*

Both the LPHCA and Unite Union did not feel the age standard was appropriate:

> *"As a former qualified engineer and operator that had over 2,000 vehicles used, leased or owned by my business for Private Hire usage and as many experienced operators, taxi & PHV hirers will tell you – it is the condition of, not the age of a vehicle that is critical. A combination of condition and vehicle emissions requirements (as you have set out above) is a far better way to determine the fitness for a taxi or PHV to be licensed. It is reasonable to subject older PHVs to more frequent MOTs and other inspections whilst meeting established Euro Standards and Air Quality requirements, rather than the outdated and inappropriate use of age policies." (Organisation, LPHCA)*

> *Setting the hackney vehicle age limit at 10 years is a nonsense. It provides insufficient time for recovery on investment. And these vehicles will become scrap at end of arbitrary lifespans as numbers of charging CAZs increase and residual values disappear, accordingly. The upper age limit for hackneys should be 15 years". (Organisation, Unite the Union-Manchester Hackney Carriage)*

The same argument was strongly raised in the in-depth interviews with both users, drivers and operators arguing a vehicle should be able to be used regardless of age if it was fit for purpose and passed all the relevant tests.

> *"And most people get cars maybe like every five or six years, so ten is quite old for a car. The more modern the car is, the less likely it is to have bad emissions and a lot of them have things put in place when they're being built to not release as many". (User, Group 15)*

The in-depth interviews with hackney and private hire drivers highlighted concerns about removing vehicles considered roadworthy and of a good standard from working. This was felt to be not only wasteful but forced drivers to replace their vehicles earlier than envisaged. This was particularly mentioned by drivers in Rochdale and Oldham as they currently have a longer age limit on their vehicles.

> *"This will hit drivers hard in this area. You only need to look at the cars on the road currently to see that a lot of them will not meet this age criteria. No one has the money to update these cars, we are all still paying money*

off on them and getting no money in at the moment. Here is one of the most deprived parts of Manchester." (PHV Driver, Rochdale)

Drivers and operators currently trading in the regions that are currently under standards of between 7 and 12 years for the age limit of their vehicle understood why ten had been suggested and felt it fell in line with their own district. A couple of drivers / operators highlighted specialist vehicles, i.e. adapted for wheelchair transportation should be given an exemption to the age standard due to the need for their type of vehicles.

"Number one, the most important thing for me in my business, I need vehicles to be able to drive, okay, to be able to bring people. The maximum age of ten years for a vehicle in my opinion is going to wipe out, number one my company completely and 80% of the hackney carriage trade." (Operator, Trafford)

Two operators mentioned the impact the standard would have on their operations as currently they are able to manage their fleet by moving older vehicles to other areas where the current age standards are lower for example, Manchester to Trafford, enabling them to stagger the replacement of their vehicles and therefore the finance needed to do this.

"I usually move the vehicles from Manchester to Trafford once they hit their age limit in Manchester. I now will be able to keep them longer in Manchester but will get less out of them overall and won't be able to move them on to Trafford so I will now need to update more vehicles in a smaller timescale." (Operator, Trafford / Manchester).

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Age of Vehicle	6

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle Age: Half of the comments here (n=3) suggested vehicle age is not important, two suggested a different minimum age. One suggested that the age limit should be under 10 years;

Main themes from private hire drivers

	Number of comments
General Comments	5
Age of Vehicle	7

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular

Vehicle Age: Most of the comments from drivers (n=5) suggested vehicle age is not important, one comment suggested a different minimum age and one that the age limit should be under 10 years;

Comments and considerations

Upper age limits across GM currently vary from 7 years (for private hire) to 15 years (for Hackneys), with 3 authorities currently not having any upper age limit at all. As can be seen from some of the comments, this has resulted in older, more polluting and lower standard vehicles being passed to those authorities with higher or no age limits. This practice undermines the attempt by those authorities seeking to raise the quality and safety standard of its vehicle fleet and goes against the collaborative approach that GM districts wish to take. It also means that residents and visitors will have a significantly different experience depending on which district they live/visit and that is a scenario this project aims to address.

Many individuals within the trade expressed views that standards in relation to vehicle condition and emissions could negate the need for an age policy altogether. Whilst there initially appears to be some merit in this assertion, it is important to note that compliance with an emissions policy that required (for example) the vehicle to be of the current Euro emissions standard, would currently allow a vehicle registered in 2005 to be licensed on the fleet. Similarly, a significantly older vehicle can be fitted with retrofit technology to bring it into emissions standard compliance, but all the other risk associated with the vehicle age will continue to exist. There is also significant testing data to evidence that the older the licensed vehicle is (and the more mileage it undertakes), the more likely it is to fail mechanical tests.

It should also be noted that there is currently a wide variance across GM districts on how authorities monitor/test the condition of vehicles. Whilst some authorities carry out this function in house and can therefore conduct a full compliance check (ensuring compliance with all licence conditions/policy as well as testing the mechanical structure) and be fully assured as to the mechanical and cosmetic condition of the vehicle; others permit proprietors to test vehicles at approved testing stations and usually only require the tester to perform a DVSA standard MOT, which will not consider whether the other aspects of the vehicle are compliant with relevant policies. Therefore in order to fully rely upon the testing regime to safeguard against the risk that vehicles that fall below the desired standard on the licensed fleets, a deeper review of the how this is harmonised and delivered across the conurbation would be required.

It is critically important for all districts, but primarily the trade themselves, that the Hackney and Private Hire sectors remain integrated into the sustainable transport network within GM, moving passengers with minimal environmental impact and remain a key transport mode of choice. To this end, it would be desirable to implement a limit to ensure a 'line in the sand' for all concerned and continue to promote the safety and quality that a younger fleet provides. However, officers are cognisant of the strong views expressed by the trade in relation to the capital cost and return on investment particularly with regards to purpose built and ZEC/EV taxis, as well as the ongoing impact of Covid.

Further research of other non-GM authorities policies in this regard provides that the majority of licensing authorities do impose an age limit (both for coming on to the fleet and for continuing to be licensed), including those authorities who are also subject to Clean Air Zone emissions requirements; further supporting the view that an age limit is a useful policy standard in ensuring a better quality fleet.

In considering all the consultation feedback and the relevant risks, it is proposed that the age limits are changed from that proposed to:

PHV – under 5 on to fleet and 10 years off
PHV WAV – under 7 on to fleet and 15 years off
Purpose built WAV HCV – under 7 on to fleet and 15 years off

Testing data (where held) will be reviewed periodically by the Licensing Network group, alongside air quality metrics to assess any negative impacts of these age policies on both the safety of vehicles and air quality. Any issues or future risks will be brought back to Members as necessary.

Subject to policy decisions (where relevant) with regards to the Hackney Carriage Vehicle Policy and Wheelchair Accessibility, a separate age policy for non-WAV Hackneys may also need to be introduced.

Members should be aware that some authorities in GM and beyond currently operate an 'Exceptional Use' or 'Beyond the Age Limit' or similar policy that enables vehicles of a determined condition and testing record to continue to be licensed as exceptions to the normal age limit policy. However, in recognition of the significant concession made on the age policy, it is proposed that such explicit exception policies are removed. As with any Council policy, it will always be within the gift of an individual to ask the authority to depart from policy.

Lead Officers recommendation

To implement the following as the minimum standard:

- PHV – under 5 years on to fleet and 10 years off
- PHV WAV – under 7 years on to fleet and 15 years off
- Purpose built HVC – under 7 on to fleet and 15 years off
- Air quality metrics and impacts and testing data to be reviewed over the next 2-3 years by the Licensing Network and risks or proposed amendments brought back to Members as necessary
- To remove exceptional use or beyond the age limit (or similar) policies where they currently exist.

That the above policy be implemented for new to licence vehicles as soon as the policy takes effect. That existing fleets begin transitioning and are compliant with the policy standard by 1 April 2024.

Vehicle Proposed Standard 3	**Bury Council Current standard**
Vehicle Emissions It was proposed for consultation that all licensed vehicles must comply with the current Euro standard when they are first licensed with	Bury Council does not have any emission standard

an ambition for a zero-emission capable fleet by 2028. The following was also proposed within the Timetable section of the consultation: i. New vehicles being licensed from 1 April 2021 will be required to meet the standards approved following this consultation ii. From April 2021, existing licensed vehicles will begin transitioning to comply with the standards approved following consultation iii. Transition periods will be determined by each district having considered existing local policies and impacts on the trade with an expectation that all vehicles will be compliant by 1 April 2024 (non-compliant vehicles will still be liable to pay the Clean Air Zone charge subject to any exemptions permitted under the Clean Air Plan) – this will be that all licences due for renewal from April 2023 onwards will need to have a compliant vehicle attached to be compliant by 1 April 2024. iv. From 2025 all <u>new to licence</u> would need to be Zero Emissions Capable (ZEC*) v. From April 2028 onwards all vehicle licences would need a ZEC vehicle attached to the licence.	

Reason for Proposal

It is important that taxi and private hire vehicle policies interrelate with other relevant policies, and in this case that the emissions standard requirement for licensed vehicles reflects the ambition set out in the Greater Manchester Combined Authority (GMCA) Environmental Plan which states:
"We want Greater Manchester to be a clean, carbon neutral, climate resilient city region with a thriving natural environment and circular, zero-waste economy".

It was therefore proposed that all licensed vehicles comply with the vehicle emissions standards set out in the government's Clean Air Zone framework and thereby will comply with the GM Clean Air Zone as proposed in the GM Clean Air Plan in the short to medium term.

In recognition of the fact that the GM Environmental Plan has also set the date of 2038 to be carbon neutral, it was proposed for consultation that all licensed vehicles should therefore be zero-emissions capable (ZEC) by 2028 (to take vehicle age requirements into account). The GM Environment Plan clearly indicates that this shift from vehicles powered by fossil fuels to ones that are ZEC is required as soon as possible in order to achieve carbon

neutral targets within the set timeframe and it is important that licence holders understand these key dates to inform their business choices.

Consultation Response

GM level summary:

This proposal elicited one of the smallest number of responses across vehicle standards, with only 39 members of the public commenting and 42 members/representatives of the trades:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Vehicle Emissions	39	20	10	5	1	2	4

There was a mix of views in the comments, with some support for the timeline, particularly from the public, but many concerns expressed about the timings, funding support and charging infrastructure:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Agree with timeline for a transition to a fully electric fleet	23	3	4	0	1	0	0
Should have a fully electric fleet earlier than proposed	8	1	0	0	0	0	0
Should give more time to switch to a fully electric fleet	3	3	5	2	0	2	1
Comment / concerns about suitability of	2	7	3	1	0	0	3

some electric vehicles							
Electric vehicles too new to understand suitability	1	1	0	1	0	0	0
Charging infrastructure needs improving / not yet ready	5	7	2	3	0	0	1
General Disagreement with Age	1	2	0	0	0	0	0
Base	**39**	**20**	**10**	**5**	**1**	**2**	**4**

Comments in support included:

> *"Good to aim for fully electric fleet by 2028, but I feel taxi drivers should be offered grants and financial incentives to encourage early take up, therefore creating demand and bringing down the price." (Public, age 35-44, Manchester)*

> *"Agree with emission requirements given ample support is provided to upgrade vehicles." (PHV Driver, Stockport)*

> *"Vehicle emissions: what will it take to move to electric vehicles at a faster pace than proposed? I think the [proposal] is too loose around what's going to be expected of taxi operators so surely we should be looking for their commitment to move to electric as early as possible." (Public, age 65-74, Stockport)*

Concerns expressed from the trade included detailed comments made during in depth interviews where drivers and operators describe purchasing a vehicle as an investment, budgeted for the expected lifespan of a vehicle. Therefore, drivers who have already invested in vehicles that haven't reached their expected lifespan cannot afford to replace them within the proposed timescale.

> *"Vehicle Emissions. This is a very big step, and I think the GM Councils should allow more time to help operators safely and economically phase out old cars." (Operator, Trafford)*

> *"Emissions should be allowed to come in as and when the vehicles are replaced so that over the coming years the fleet would naturally be replaced with zero emission vehicles. Retrofitting of emission kits on older vehicles should be allowed, as the money is not being earned by the drivers to be able to afford an electric taxi." (Hackney Driver, Trafford / Manchester and Salford)*

"I think it's going to be unfair to say to someone your vehicle's not fit for purpose, you need to go and buy this vehicle now and it's just going to be really really difficult to do that to people who've been doing it thirty, forty years, they're struggling to make ends meet and it's hard work." (Operator, Bury)

"We agree with the first part but must point out the ambition for a zero-emission capable fleet by 2028, whilst sensible cannot at this stage form a policy as the supply, charging infrastructure, cost, ability for drivers to charge at home is uncertain, especially post-pandemic. There is also uncertainty on grant funding for drivers, so this aspiration needs to be kept under review as events become clearer." (Organisation, LPHCA)

"The effect on me in terms of additional crippling costs to comply with some of the proposals in terms of going electric will be detrimental, and restrictions on vehicle colour and age limit is questionable. If TfGM are willing to supply all the taxi industry with all new electric vehicles and guarantee a lifetime service and warranty, then we, the taxi industry, can consider the proposals. The support funding for drivers to switch to electric is nowhere near enough to cover the cost of these vehicles, and limited charging points which you can never match the fuelling stations accessibility and coverage for petroleum fuelling." (PHV Driver, Manchester)

The in-depth interviews provided more detail of the industry's concerns with electric vehicles; the lack of electric charging points infrastructure and the lack of technological advancements in battery life, parts maintenance and overall servicing and trust in the lifespan of the vehicle.

"A brand new electric cab, the bottom end is £55,000. So even if they gave you £17,500 towards one of those vehicles you're saddling somebody with a debt of almost £30,000." (Hackney Driver, Salford)

"70,000 miles he said he'd done, and his batteries are goosed and he didn't realise how much the batteries were. It's all right for 180 miles, then you get 160 miles and as the batteries start to die and get weaker and weaker you start getting electrical problems, you're getting forty miles, fifty miles, you've got to replace them for new ones then. So that's the problem with having electric vehicles on, good for the environment, but rubbish for the job, unless Tesla with their million-mile battery come along with a decent priced vehicle." (Operator, Tameside)

"Right, because they've now set the standards of Euro 6, Euro 5 vehicles are not wanted, they're not worth the trade-in. I've enquired about this. The best they would offer me is three grand." (Hackney Driver, Stockport)

"I bought a very very clean 11 plate cab in February (right before COVID) and I paid £5,000 for it. I won't get £1,000 for that now, purely because of this." (Operator, Stockport)

"That's one of their standards, they've raised it to thirteen years now, but at the time, my vehicle was too old, so I asked specifically what vehicle I needed to get, they told me a Euro 5, I've gone out and got it and now they've moved the goalpost, Euro 6 or you pay this emissions charge." (Hackney Driver, Manchester)

Bury Response:

Main themes from the public

	Number of comments
Vehicle Emissions	4
General Comments	9

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle emissions: Two people suggested that more time is needed to switch to a fully electric fleet. One comment was provided that electric vehicle charging infrastructure wasn't ready yet and one agreed with the timeline.

Main themes from Private Hire Drivers

	Number of comments
General Comments	5

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Vehicle Emissions: No specific comments were made regarding this standard.

Comments and considerations

Regardless of licensing policy, a required emissions standard for licensed vehicles will be implemented by way of the GM Clean Air Zone (where taxis and private hire vehicles feature in every zone category), and so it is important that the licensing regulatory framework complements those same requirements. It is also important in any event that local authorities do all they can to support the move towards a carbon neutral city region by 2038, and this means ensuring all council services and policies seek to reduce emissions at every possible opportunity, including our licensed vehicle sector.

In terms of the existing fleet becoming compliant with both this policy standard and the CAZ; in recognition of the challenge this poses to many of our vehicle licence holders who own their vehicles, the disparity across the districts, as well as the impact of the pandemic, the GM local authorities

have worked closely with TfGM to secure essential financial support from government totalling £19.7m (£9.5m for Taxis and £10.2m for Private Hire). This funding support will be managed through a Clean Taxi Scheme, where licensees will be able to apply for various grants ranging from £3k to £10k that will be paid directly to accredited suppliers of retrofit and replacement upgrade options. The higher-level grants are limited to replacing existing vehicles with ZEC or electric vehicles in order to support and encourage vehicle owners to transition as soon as possible.

To set a date in licensing policy for a requirement to be ZEC at this time poses a significant risk to authorities in the current regulatory landscape. If GM authorities require ZEC only vehicles on the fleet when this is not a national requirement, the risk is that existing fleets will use the GM funding scheme to upgrade to an emissions compliant vehicle, but then move to non-GM licensing authorities who do not require ZEC vehicles in their policies. Under current regulations, these private hire vehicles and drivers will be able to work and operate in GM, with a CAZ compliant vehicle (assuming the CAZ requirement remains as is) but not be governed by GM regulations and therefore the only disbenefit will be to GM licensing authorities who stand to lose income recovery and regulatory authority. Further discussions with government about these impacts of the current regulatory system need to be had.

Therefore, in consideration of this significant risk alongside the impacts of Covid on the trade, the proposal is that in the short to medium term authorities in GM will only require licensed vehicles to be compliant with the current emissions standard, and not to set a date at this time by which vehicles need to be ZEC. However, it is extremely important that the licensed vehicle trade understand that there is a pressing need to shift to ZEC only vehicles over the next decade, in order to achieve our carbon neutral targets and that it remains our joint ambition across the combined authorities to move existing fleets to ZEC in line with the GMCA Environment Plan. Proprietors would be wise to transition earlier wherever possible, using the funding available.

The policy to require licensed vehicles to be compliant with the current emissions standard is now proposed as follows:

- From the date local policy is determined; all new to licence vehicles (not temporary replacement vehicles on an existing licence), must be compliant with the current emissions standard.
- Local transition arrangements can commence for existing fleets to be current emissions compliant from the date the policy decision is confirmed – with all existing licenses required to have compliant vehicles attached to them by 1 April 2024.

In further recognition of the significant challenge posed by this policy change, the current proposal under the CAZ will be that all non-compliant GM licensed vehicles will be exempt from the daily CAZ charge until 31 May 2023.

Whilst the challenges of this proposal are acknowledged and efforts to mitigate the impact are proposed, the transport sector has to make significant changes at pace to support the reduction in harmful emissions and the achievement of carbon neutrality. As such, it is considered that the proposed timeline and support package will provide the existing fleet adequate time and opportunity to make suitable business choices going forward.
Lead Officer recommendation
To implement the policy: To require licensed vehicles to be compliant with the current emissions standard (Currently Euro 4 petrol and Euro 6 diesel) as follows: • For all new to licence vehicles – with immediate effect • For existing fleets – to begin transitioning as soon as the policy is in place and to complete transitioning by 1 April 2024* • To note the strong ambition to move existing fleets to ZEC as soon as possible *vehicle must also be compliant with the age policy

Vehicle Proposed Standard 4	**Bury Council Current standard**
Vehicle Colour It was proposed that all private hire vehicles should be white in colour and hackney carriages should be black with the following exceptions: • London style taxis which may be of the manufacturer's colour; • To allow advertising on some hackney carriages; • Executive hire (for example chauffeur services)	Bury Council currently does not have any colour policy for Hackney Carriage or Private Hire Vehicles.
Reason for Proposal	
The Standard was proposed primarily in the interests of public safety, to enable passengers to better distinguish (alongside other vehicle standard requirements) between a licensed Hackney Carriage and a licensed Private Hire Vehicle; to distinguish between a legitimately licensed vehicle and a bogus vehicle, and to better distinguish between a vehicle licensed by a GM authority and that from out of the area. The proposal also intended to bring a more uniform appearance to vehicles licensed in GM to support strategic objectives around the quality of offer withing the transport network. The exception to allow London Style cabs to be of the manufacturer's colour was in acknowledgement of the very recognisable and unique design of the traditional	

London Style cab, which doesn't have to be black in colour to be clearly recognised as a Hackney Carriage.

Consultation Response

GM level response:

This proposal provoked a significantly larger number of comments than other standards, particularly amongst the public and private hire trade as can be seen below:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre-sent-atives
Vehicle Colour	214	23	95	12	2	1	13

This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Agree with white colour proposals	46	2	3	0	1	0	2
Support one colour but not white	27	0	11	1	0	0	3
Don't think standard colours are necessary	138	20	68	10	1	1	8
Vinyl wraps should be allowed as well as full resprays	1	0	1	0	0	0	0
Driver should have a choice of colour	8	1	14	2	0	0	0
Base	**214**	**23**	**95**	**12**	**2**	**1**	**13**

Whilst there was some support for this proposal, the overwhelming majority of respondents that commented opposed the proposal of a colour policy. Not many comments referenced the proposal with regards to Hackney vehicles, although the following comments were made in relation to this which assumed that non purpose-built taxis will still be allowed to be licensed as Hackneys:

"As Oldham, Rochdale and Wigan councils are allowed white saloon cars as Hackney, these white cars can be changed to black colour with minimum cost. Then black saloon cars can be easily blended with rest of Hackney fleets". (Association Rep, Oldham)

Most respondents only referencing the proposal with regards to private hire:

> *"There will be a massive shortage in available white vehicles suitable for private hire use, and the few that are available (New or used) will be at premium cost. Will the licensing district be assisting in paying this extra cost or assisting to resolve the lack of supply." (Organisation, Anonymous)*
>
> *"There's ten boroughs in the whole of Greater Manchester, right. Only one borough has got white colour private hire taxis, which is Manchester, so shouldn't they come to our standard and be a normal colour, why should we go to their standard? I don't understand, above the rules, so why are we being pushed to Manchester standards, when Manchester city, they can afford, they have the businesses, there, what do we have in Rochdale? You know, how can we sustain, how can they justify making us pay extra money to paint our car a white colour, what's the benefit for the driver, tell me what is the benefit for our drivers? I'm sorry, but there's no benefit, is there?" (Licensed private hire driver – own my vehicle, Rochdale)*
>
> *"We are supportive of any measure that can assist in promoting the safety of private hire passengers and the public more generally. However, it is unclear to us how a single colour policy would contribute to the safety message and we are concerned that it could be detrimental to passenger safety and hinder the transition to a zero emission private hire fleet. By anchoring passengers to the belief that their private hire vehicle will be white, it potentially reduces the additional safety checks passengers will make prior to entering a vehicle. The limited supply of electric vehicles and wheelchair accessible vehicles in white will also exacerbate the shortage of suitable vehicles of these types forcing drivers into vehicles that do not support Manchester's zero carbon ambitions" (PH Operator, Manchester)*
>
> *"I think it's an unreasonable request, because it doesn't affect the running of the car, but I think certain companies like to have all their vehicles a certain colour and I think they're the people who could dictate. It's like corporate identity, really, it's corporate identity and I think it would be wrong of the Government or any local authority to say this has to be this colour". (Licensed private hire driver – own my vehicle, Trafford)*

This was also raised in the in-depth interviews as the following quotes illustrate:

> *"Yeah, I just don't understand that possibly spraying up to fifty thousand cars white is good for the environment." (PHV driver, Wigan)*

> *"What about the likes of like me who bought this two years ago, a couple of drivers have just bought new vehicles that are blue, there's one company that's bought twenty odd, dark blue and red minibus wheelchair vehicles, so have they got to spray all their vehicles white?" (Hackney Driver, Tameside)*

Many of the comments related to how quickly white cars become dirty. Not all PHV drivers were opposed to the idea of a common colour, but they were opposed to the colour white as the following quote illustrates:

> *"With white cars, we struggle to keep them looking clean. There have been times where I've taken my white car for a wash in the morning, and by the evening, the car is dirty from outside. I'm not saying that my silver car remains clean. However, I'd like to point out the fact that dirt stands out significant on white cars than it does on silver cars." (PHV driver, Manchester)*

The following comment was received about the risk to people with sight impairments:

> *Guide Dogs welcomes the proposal for standardised colours and marking on private hire vehicles and taxis across Greater Manchester … however some passengers with low vision told us that they had concerns regarding the use of the colour white for PHVs, as it may make it more difficult to identify a PHV easily. This is because sunlight reflecting off a white car creates glare, which can, in the words of one GM guide dog owner, "cause white vehicles to blend into the background". Another regular taxi user with sight loss also expressed concerns that white isn't a colour that is easily identifiable." (Guide Dogs organisation)*

Most members of the public were also less concerned about colour of the vehicle:

> *"I'm not concerned on the colour of the vehicles as long as they display the correct approval information (decals) on the bodywork" (Public, age 45-54, Bolton)*

> *"Vehicle colour - I don't agree with. I don't understand why having a white car for private hire will improve the service and standards. What will be put on place to support drivers in replacing brand new vehicles?" (Public, age not provided, Bolton)*

However, a few members of the public did feel a consistent colour would make it easier to identify a PHV.

> *"Vehicle colour - Would not improve driving standards but easier for public to identify" (Public, age 45-54, Bolton)*

Representatives also argued against the proposed standard colours:

"With respect this is an extremely poor proposal, the few people within the PHV industry that I have spoken to that would accept this as being rational, either run or own white vehicles and even they accept that prescribing white only will almost certainly increase prices, reduce model availability and potentially create a shortage of available vehicles. Here are just some of the other reasons not to do this:

- *Private Hire Vehicles are Privately booked not taxis*
- *A uniform colour will make PHVs look more like taxis*
- *Modern technology and the number plate identifies vehicles to customers*
- *Passengers will start approaching white vehicles (this is dangerous)*
- *Bogus drivers will use a white vehicle (this is dangerous)*
- *Passengers from neighbouring authorities will be confused*
- *Tourists travelling to multiple destinations will be confused*
- *Drivers who move into TfGM with a vehicle they used elsewhere won't be able to get licensed*
- *Electric and Hybrid vehicles are not predominantly white*
- *Colour schemes are unwelcomed by vehicle hirers, replacement vehicle suppliers and major trade suppliers*
- *Colour schemes for PHVs have been successfully challenged in the courts*
- *Some excellent PH industry vehicles are not available in white" (Organisation LPHCA)*

"This approach actually promotes, encourages and support the issue of cross border hiring, since all 10 districts (and indeed further afield such as Rossendale and others.) will look identical, and therefore there will be very little to demonstrate to passengers whether the vehicle is correctly licensed or not" (Organisation, NPHTA)

"Making all the vehicles uniform in colour could result in some negative unintended consequences. Suddenly, a fleet of white GM private hire vehicles become taxis and many will exploit this by plying for hire without a relevant licence". (Unite the Union - Manchester Hackney Carriage)

Bury Response:

Main themes from the public

	Number of comments
Vehicle Colour	21

General Comments	9

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Colour of vehicle (n=21): Half of all the comments were about the vehicle colour and the majority of public who commented stated that a specific colour is unnecessary and will not improve standards.

> *"The colour of the car isn't that important." (Public, age 65-74)*

> *"Some of these things would price a lot of private hire cars off the road. There is no need to all have one colour. Hackney cabs should be of a higher spec but even then one colour is not required. Firms should also have different vehicle types as whilst I don't need an all access vehicle, some people would." (Public, age 65-74)*

Main themes from private hire drivers

	Number of comments
Vehicle Colour	9
General Comments	5

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Vehicle colour: All PHV drivers stated the standard colour suggestion is unnecessary, and it will increase the cost of the vehicle.

> *"Vehicle colour I disagree with all white no thanks. Availability on these vehicles will be low and the price hike and who is going to pay for this." (PHV driver)*

"I don't agree with this proposal because if you are to pass this motion than can manufacturers and sellers will put their prices up on white colour cars (private hire) and black colour MVPs knowing the demand for these have gone up in our trade." (PHV driver.

Comments and considerations

Background in GM and the National landscape

It is generally accepted in licensing practice that in order to support and promote public safety, the public need to be able to clearly identify legitimately licensed Hackney Carriage and Private Hire vehicles; that licensed vehicles must be distinguishable from each other (clear demarcation between Hackney and Private Hire) and from other vehicles. As such, many licensing authorities have requirements on the types of vehicles that can be licensed as either a Hackney or Private Hire, have stipulations around signage/livery and plates, and have some element of colour policy (usually requiring Hackney's to be of a certain colour, and stipulating that private hire vehicles can be anything but that colour). Having clear identifiers for a legitimately licensed vehicle (and enforcing those policies) better mitigates the risks of travelling in a mode of transport that carries the highest risk for individuals and vulnerable passengers.

Across GM, policies relating to colour, make/model, roof signs, livery, stickers and plates vary widely. Within these proposals are other standards around vehicle specifications to bring about consistency of these identifying requirements. This standard proposal deals with colour only and as set out above, proposed that Hackney's be black and Private Hire be white in colour to support clear identification and public safety.

Most members may be aware that several GM authorities have had Hackney vehicle colour policies for some time; currently requiring within their Hackney Carriage Vehicle Policy that all licensed Hackneys (that are not purpose built taxis) must be black in colour. Purpose Built or London Style Hackney vehicles may be the manufacturer's colour.

Manchester City Council (MCC) also currently has a Private Hire Vehicle (PHV) Colour Policy, which appears unique in the industry (officers are not aware of any similar PHV policy in the UK). This policy was introduced in 2001 alongside other vehicle requirements in response to the death of student Rachel Thacker, who was brutally sexually assaulted and murdered in Manchester after getting into a vehicle posing as a licensed PHV after a night out in 1996. The policy intention was to improve public safety by making legitimately licensed PHVs more distinguishable and make it more difficult for an unlicensed driver to masquerade in the City. This approach was supported by the Suzy Lamplugh Trust, whose longest running campaign related to the regulation of the taxi and private hire industry. The Suzy Lamplugh Trust were also a member of the Task and Finish Group on Taxi and Private Hire Vehicle Licensing that presented its report to government in September 2018, and they state in their continued lobbying of government: *"National minimum standards should also strengthen requirements to ensure that the public are able to distinguish easily between taxis and PHVs, and licensed and unlicensed vehicles".*

Initially in 2001, MCC's policy stated that all licensed PHVs had to be white in colour (and gave over 5 years for the existing fleet at the time to transition). In 2003, the policy was amended following submissions by the trade about the increased cost of white vehicles as a direct consequence of the policy, as well as the availability of vehicles. The trade at the time suggested the inclusion of silver within the PHV colour policy and this amendment was accepted by the Committee at the time. The only subsequent change to the policy since 2003 was to clarify what would be acceptable as 'silver' due to wide variances from manufacturers. The trade have not expressed any major issues obtaining white or silver vehicles since 2003. The size of the licensed PHV fleet in MCC has increased in that time from under 2000 to currently around 2860, having previously peaked at over 3400.

It is fair to say that there is no hard evidence by which to accurately assess the impact of MCC's colour policy and no data is held about enforcement activity 20 years ago by which to compare current data. From a proactive compliance point of view, it has certainly made it easier for officers to distinguish between an MCC and non-MCC licensed vehicle and anecdotally officers say there is some public awareness of this, but also there remains significant levels of ignorance of and/or apathy towards the policy amongst the public and particularly the younger generations within the night time economy. It is also fair to say that the policy has been undermined since its inception by the fact that vehicles from neighbouring

districts (and more recently from further afield) with no colour and varying vehicle identifying policies, have always been able to enter the city to pick up, drop off or sub-contract; and this undermining has increased tenfold since the changes made in the Deregulation Act.

Response to specific concerns raised in the consultation

It should be noted that apart from generalised comments in relation to 'not thinking standardised colours are necessary', there were no specific comments disagreeing with the proposal for all licensed Hackney Vehicles to be black in colour (or manufacturer's colour for London Style cabs). Some comments have however been received with regards to extending the exception on manufacturer's colour to any Hackney Carriage that is purpose built as such by the manufacturer, which includes all the additional needs adaptations built as standard (and not converted to a Wheelchair Accessible Taxi after manufacture). Given the significant challenge to proprietors in acquiring second hand compliant purpose built/WAV Hackneys at present, it is considered reasonable at this stage to permit manufacturer's colour for any purpose-built Hackney.

All the following concerns outlined are in relation to the proposal for PHVs to be white in colour:

Expense/Availability: there were a number of comments raise in relation to the cost of vehicles of a specified colour increasing (as they did in response to Manchester's 2001 policy) or the cost of re-sprays to make vehicles compliant. This risk could be mitigated with the introduction of another specified colour, and/or the phasing of a transition period for existing licence holders (for example 5 years) should the policy proposal go ahead. However the availability of specific vehicles, particularly EV, Hybrid models remains limited on the market at present and it may be considered too onerous to have the additional requirement that it be a specific colour also at this stage.

Uniformity would make PHVs look more like Taxis / reduce safety: This is a relevant consideration and one which should be carefully considered. Whilst on the one hand without the policy standard it could be more difficult for members of the public to easily identify operators that use vehicles licensed within a GM district, on the other hand, the higher the number of PHVs operating within GM, the higher the possibility that members of the public don't perceive them as working for separate businesses or indeed as licensed by separate authorities. In turn it stands to reason that there also follows a higher possibility of illegal plying for hire, as the uniformity of appearance across a larger fleet comprising of all 10 districts could be perceived as 'taxis' by the public. Practically this could also be a challenge for compliance officers, who may struggle to identify which district a vehicle is licensed by sight, and it could increase the possibility of cross border hiring.

The comments from the Guide Dogs organisation about the colour white being challenging for those with sight impairments have not been expressed previously in relation to MCC's current policy but will need to be given due consideration in the context of this proposal.

Risk of licensees moving out of GM: As this was one of the standards within the policy proposals that members of the trade most disagreed with, it can reasonably be inferred that there is a significant risk that existing PHV licence holders would move out of GM before they were subjected to the policy condition, possibly after already making use of the Clean Taxi Fund. Members will know that this won't preclude those licensees (both drivers and vehicles) from operating and working back within GM, but subject to the policies, conditions and checks conducted by other authorities. As well as losing recovery of costs within licensing regimes, the public safety assurances afforded by GM districts' policies will not necessarily apply. The further risk to licensing services business models is that given the strength of negative feeling in relation this policy, it could preclude GM districts attracting licensees back to their local area.

Modern Technology and number plates identify vehicles to customers: It is a relevant point that the technology that currently exists and is used by many PH Operators, was not available in 2001 when Manchester introduced its policy and there are now other means available to assist the public in ensuring they are entering the correct vehicle they have pre-booked. It should be noted that not all PH Operators make use of such technology and so this cannot be fully relied upon. It is also the case that despite these provisions and other identifying specifications, many passengers, particularly those travelling in the night-time economy, will still enter vehicles they have not pre-booked.

Bogus drivers can still use the colour white: It is a fact that a bogus driver with ill intent could just as easily access a white coloured vehicle and attempt to pose as a legitimately licensed driver. The colour policy alone was never intended to mitigate this risk in isolation, and it is alongside other policies relating to livery requirements that a colour policy would have more effect. However, as outlined above, the impact of such a policy can also be severely undermined if not implemented at a national level in the current landscape.

Other considerations:

In Manchester where the policy has existing for almost 20 years, intelligence from MCC's compliance officers suggests that bogus/unlicensed drivers has reduced significantly over that time, but this cannot necessarily be solely attributed to the policy in isolation and it is likely there are a number of factors contributing to this. MCC also conducts regular undercover operations with GMP (on average once a month) where plain clothed Special Constables, posing as potential customers, undertake journeys when approached by private hire drivers illegally plying for hire. Operations are run during peak periods into the early hours during of the night-time economy and often detect upwards of seven offences each night, and since it has been running over the last four years, has detected no unlicensed/bogus drivers. Whilst it is not known that any licensed drivers illegally approaching customers without a booking have any malintent, clearly the existence of the colour policy in conjunction with other policies and a robust proactive compliance approach, does not sufficiently deter many drivers from approaching customers without bookings within a busy social economy.

There is a strong argument that the existence of other official livery requirements, i.e. properly attached and easily readable plates and non-magnetic Council issued

stickers placed in specific locations on the vehicle, alongside other vehicle specifications should be sufficient to assist passengers in identifying a properly licensed private hire vehicle, particularly if they have any additional identifying information provided by the Operator when they book. Recommendation 5 helps fulfil this important consideration.

All of these concerns emphasise the importance of public awareness and personal responsibility around the risks posed by not properly pre-booking PHVs, and not checking the vehicle you are entering is the one dispatched by the Operator. There is another risk that passengers could overly rely on the colour policy and may be less likely therefore to make additional checks prior to entering a vehicle. Whilst licensing authorities can seek to mitigate the very real risks as much as possible, it is known that people are less inclined to take necessary precautions in particular circumstances, there is only so much that authorities can do to remove these risks entirely and continuing to raise public awareness to encourage individuals to make sufficient checks and supporting better travel choices is key to improving public safety.

Finally, if Members are not inclined to support this proposal either in part or whole, it is important to note that this will not preclude any authority from retaining or introducing a specific colour policy if they wish to do so.

Lead Officers recommendation

To implement the policy standard that all Hackney Carriage Vehicles should be black in colour for all new and replacement vehicles with the following exceptions:

- Purpose-built* Taxis may be of the manufacturer's colour
- Advertising is allowed on London Style Taxis

Not to recommend a specific colour requirement for Private Hire vehicles at this stage. A piece of research is to be commissioned to further consider the risks/benefits of this policy in light of concerns raised by the trade. However, single colour for private hire vehicles remains an aspiration of the MLS programme.

* A Purpose-built Hackney Carriage is defined as a vehicle that has been manufactured and sold by the relevant manufacturer as a Hackney Carriage. A vehicle that has been manufactured and registered, but subsequently converted is not considered to be purpose-built. Whilst vehicles converted by an approved company post manufacturing process may be permitted onto the fleet, it does not meet the definition of purpose-built and therefore any new Hackney Carriage vehicles of this nature that are licensed must be black in colour.

Vehicle Proposed Standard 5	**Bury Council Current standard**
Vehicle Livery It was proposed that all vehicles will: • display permanently affixed licence plates on the front and back of the vehicle	Bury Council requires all Hackney Carriage and Private Hire vehicles to display front and rear plates.

• display a 'GM approved' sticker on the bonnet It was proposed that all PHVs will: • only display stickers provided by the licensing authority (at cost) which will bear the operator name, 'advanced bookings only', 'not insured unless pre-booked' and the licensing authority logo • display those stickers on both rear side doors and the back window • not use any magnetic stickers	In respect of Private hire vehicles, they must display the following as well as the plates: • Operator stickers on two front doors. • The name of the operator's firm on the front windscreen at the top left-hand side, the name of the operator's firm at the bottom of the back windscreen. • Bury Insurance stickers on two rear doors. • We do not allow any signage to be on magnets. • The operator signage is currently approved and then provided by the Operator. • All signs, including phone numbers and logos, must be between 4cm and 7cm high. We do find that several drivers make their own versions of this signage, so is not standard. Action is taken against those not meeting the standard.

Reason for Proposal

As outlined in Standard 4 above, having clear and consistent specification for livery that helps identify and distinguish properly licensed vehicles as either Hackney Carriages or Private Hire vehicles is a significant aspect of reducing the risk to public safety. Stipulating that officially issued plates and stickers have to be properly affixed is an important feature of this mitigation, so that stickers and plates cannot be easily transferred or used on non-licensed vehicles and help give assurance and confident to the travelling public.

Specifying and standardising what stickers can be placed where also helps raise the aesthetic look of the fleet, ensuring consistency, neatness and guards against the use of inappropriate material or messaging that would fall below the standard the authority expects in representing the district.

Consultation Response

<u>GM level response:</u>

This proposal generated a fairly high number of comments compared to many other standards:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Vehicle Livery	62	7	47	6	1	3	11

This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Vehicle liveries should still be regulated	9	3	9	2	0	0	3
Problems with liveries e.g. distracting	3	1	27	1	0	2	0
Liveries cause devaluation	0	0	6	0	0	0	1
Use stickers / livery to make cabs identifiable	27	1	1	1	0	0	4
Large fines for improper use of liveries	2	0	0	0	0	0	0
Include GM branding e.g. bee / variation by district	9	0	0	0	0	0	2
Liveries can hinder driver ability to use vehicle for personal use	2	0	3	0	1	1	0
Disagree with livery - unspecified	12	2	7	3	0	0	2

Advertisement is a source of income	6	1	0	0	0	0	2
Base	**62**	**7**	**47**	**6**	**1**	**3**	**11**

27 Members of the public and 1 PHV operator agreed with use of stickers/livery to make vehicles more identifiable for customers and authorities equally, on the road and on CCTV. Some feel it will increase safety, such as making it easier for customers to hail hackney in the evening / when visibility is poor.

> *"Vehicle livery - operator logo should also be displayed on bonnet to assist authorities in identifying taxi via CCTV when required." (Public, age 35-44, Bury)*

> *"I think it's very important that taxis still have their company logo on the side. When I personally order a taxi that's the first thing I look for before checking with the driver." (Public, age 25-34, Stockport)*

There were some suggestions to include Manchester branding like "The Bee" symbol or have colour on bonnet based on the licensing authority.

> *"Livery: I think it's important to recognise each vehicle especially at night-time and have Manchester Theme e.g. "the Bee" symbol. Name of operator or driver again may not be too visible at night" (Public, age 75+, Bolton)*

> *"All private hire vehicle should be white with an identifiable stripe on the side/bonnet depicting a colour coordinating with the issuing authority. ie Stockport Mauve. Tameside Yellow, Bolton blue etc. This would identify the vehicle to that particular issuing authority, ensuring an easily identifiable vehicle correct to the area." (Public, age 55-64, Tameside)*

Eight respondents commented about how they felt livery could be a means of additional income to drivers, with some feeling advertisements add interest and support their use.

> *"The advertisements that sometimes cover Hackney cabs can be interesting and eye catching to passengers. They make the city more colourful and interesting." (Public, age 25-34, Manchester)*

> *"As regard to advertising on cabs this is a second source of income and a big part of diversity of generating revenue." (Hackney Driver, Tameside)*

However, PHV drivers raised issues with the use of livery including:

- **Use of vehicle for personal use:** PHV owners were concerned they will not be able to use their vehicle for personal use.

> *"I think there is no need to slap stickers on private hire cars. We can't use that car for personal use or social, if I would out with family people would approach my car asking if it is their taxi. That's mean I have to buy another car for personal use causing more pollution and traffic on the road. I hope this makes sense. Greater London has no stickers on*

PHVs, which is much bigger in size and population. Thanks." (PHV Driver, Bolton)

- **Lead to distraction:** liveries on vehicles may lead to distraction and take the essence of the hackney.

  "Another thing I don't agree with is that purpose-built black cabs e.g. London style only taxis would lose their prestige if stickers were put all over them and could cause a distraction if they are on the bonnet, as well as they don't slope away like in other vehicles." (Hackney Driver, Wigan)

- **Vehicles become targeted:** liveries lead to vehicles being targeted by vandals, with some respondents expressing concerns about their vehicles being damaged deliberately.

  "Vehicle Livery - this is already an issue for Manchester licensed vehicles that become a target for vandals as they are easily recognisable. Stone throwing, egg throwing is commonplace on the streets of Manchester. I would like to see an alternative to the visible livery." (Vehicle leasing company, Manchester)

- **Devaluation of Vehicles:** stickers affect the paintwork leading to devaluation of the taxis.

  "Vehicle livery I agree with this but NOT the placement of the bonnet sticker as a Manchester licence vehicle this has always been and caused issues with paintwork damage as any stickers on the bonnet and wings of a vehicle are the worst place you could choose to put them as the heat from the engine causes paint damage and discolouration when they are on for many years and cause vehicle depreciation value due to the paintwork damage and in my honest opinion make the vehicles look horrible just stickers on the rear doors is good placement even the sticker in the rear window is sometimes now not suitable as with the shape and style of some vehicles rear window the sticker placement can cause issues with rear view through the rear view mirror when reversing a vehicle." (PHV Driver, Manchester)

  "Why is there a need to have a sticker on the bonnet? With licence plates front and back plus side stickers. The stickers cause damage to paint work plus discolouration." (PHV Driver, outside Greater Manchester)

Two representatives suggested including livery **advertisement as a source of income** within the current restrictions.

"The restriction on livery has been long established, but there is merit in considering an exemption for public health or public interest livery pre-approved by the licensing authority. This could provide additional income to drivers who are faced with escalating costs and increased competition, and assist with public health campaigns; for instance, on Covid-19, smoking cessation or other important campaigns." (Councillor / Elected official, Oldham West)

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Vehicle Livery	6

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle livery: Half of the comments given here (n=3) felt the use of stickers would make taxis more identifiable, two other comments were that there should be some Manchester branding e.g. district or the bee. One person commented that liveries should still be regulated;

Main themes from private hire drivers

	Number of comments
General Comments	5
Vehicle Livery	3

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular

Vehicle livery: Most of the drivers (n=2) felt the livery is distracting to them, with one comment that the livery may hinder them when driving for their personal use;

Comments and considerations

As outlined above, the livery policies are integral to supporting the identification of properly licensed vehicles and help distinguish between the two sectors. The governing legislation simply requires that the council issue a plate and stipulate how it should be 'exhibited on the vehicle', but caselaw has determined that the design of the plate is a matter for the issuing authority and cannot be challenged by the licence holder. Most licensing authorities stipulate additional identification requirements in order to support proper identification, and therefore in turn support public safety.

This proposal requires both a rear and front plate to better enable the public and officers to identify properly licensed vehicles more readily. Requiring the plate to be properly affixed also safeguards against the plate being used on non-licensed vehicles and in turn supports public confidence in the regulatory regime. Too often licensed vehicles are seen with plates that are affixed with clips, Velcro or other temporary fixings from other authorities and this undermines our local efforts to safeguard the travelling public. Whilst the DfT did not refer to any specific vehicle standards in its Statutory Guidance published in 2020, it did make reference in its 'Best Practice Guide' March 2010 to it being helpful 'if licence plates are displayed on the front as well as the rear of vehicles', and it suggests that licence conditions requiring a sign on the vehicle in specified forms that help identify the operator, the licensing authority and some words such as 'pre-booked only' seem to be best practice. It stands to reason therefore that policies prohibiting the use of other signs/stickers would be preferable so as not to confuse the public and make identification a clearer process. The best practice guide also warns against the use of roof mounted signs on PHVs which are liable to cause confusion with a taxi.

Similarly, not permitting the use of stickers that are not permanently affixed has the same safeguarding intention. When officers are conducting proactive compliance on the streets, particularly within the night-time economy when passengers may be more vulnerable, it is much more effective if officers can easily identify a licensed vehicle, the authority it is licensed by and for PHVs, the Operator it is working for. Without this easier identification on the street, lengthy enquiries may need to be conducted and drivers/vehicles cannot be dealt with as quickly if there are concerns warranting the use of immediate action. If licensees can only use officially approved stickers for example (and in addition their distribution is effectively managed) it makes it much more difficult to obtain those stickers and pose as a legitimately licensed vehicle. Additionally, those drivers in vehicles that may not be as easily identifiable, may be subject to less scrutiny when in other districts and therefore less accountable to their licence conditions and responsibilities.

Some respondents in the consultation made a number of points in relation to stickers which are addressed in turn below:

Personal Use: Caselaw has determined that a private hire vehicle is always a private hire vehicle (Benson v Boyce 1997), even if it is being used for domestic/personal use and cannot be driven by a non-licensed driver; therefore there can be no scope for enabling licence holders to remove identification if they wish to use it for personal use.

Licensed Vehicles being targeted: Authorities are aware of allegations being made that licensed private hire vehicles are targeted with anti-social behaviour and therefore request the removal of identifying stickers. For all the reasons outlined above, most authorities in GM that have relevant sticker policies have resisted this. Anti-social behaviour in all its forms should be challenged and tackled directly by partners working effectively together to identify the offenders and take relevant action.

It is considered the best approach that licensing authorities do not remove or relax safeguarding measures with regards to stickers, but instead work with drivers, operators and partners wherever anti-social behaviour is reported to hold those individuals to account and deter such behaviour.

Devaluation of vehicles: Whilst there may be some risk of discolouration or damage to paintwork from the use of adhesive stickers if they are left affixed for a long period, it is not considered a strong enough reason to allow the public safety risks associated with the use of magnetic stickers. A licensed vehicle is a business and just like any other business that may use vehicles (that will always depreciate in value in any event) as well as use identifiers on vehicles, should consider and build these costs into the business model.

Depictions of the proposals can be found at **Appendix 1.** It should be noted that colour of the vehicles is for illustrative purposes only, and exact branding has not been finalised; but the intention is that:

- required stickers be yellow in colour with an ambition to link to the wider Bee Network transport brand for Greater Manchester
- have the local authority crest/logo clearly identifiable

- plate colours and sizes will be specified by individual districts

Lead Officers recommendation

Bury Council have carried out further consultation with taxi drivers and operators and following this recommend that the Council implements the following GM livery standards proposed:

That all vehicles will:

- display permanently affixed licence plates on the front and back of the vehicle

That all PHVs will:

- only display stickers provided by the licensing authority (at cost) which will bear the operator name and phone number, 'advanced bookings only', 'not insured unless pre-booked' and the licensing authority logo (The design, dimensions and placement of the stickers on the vehicle is to be determined at a future date)
- display those stickers on both rear side doors and the back window
- not use any magnetic stickers

Any decision regarding the implementation of the proposed 'GM approved' bonnet sticker will be delayed for a period of 2 years while more work is carried out with the trade and GMP to address the concerns raised by the trade relating to antisocial behaviour.

Existing vehicle livery standards in Bury will be retained until the new GM livery design, dimensions and placement are confirmed and procured. Ahead of the changes, the existing lively standards will be reviewed to accommodate the GM livery. A further update report will be presented to the Licensing and Safety Committee.

Vehicle Proposed Standard 6	**Bury Council Current standard**
Vehicle Testing It was proposed that all vehicles more than 3 years old will be tested at least twice a year and that all vehicles will be tested against the DVSA MOT standard as a minimum. (This will be at cost to the vehicle licence proprietor/driver).	Bury Council currently tests all vehicles over two years old at least twice a year. However, if a vehicle fails two consecutive tests with three or more MOT faults the vehicle is put on three tests a year. For the vehicle that is on three tests a year to go back to 2 test a year it has to pass two consecutive tests with less than 3 MOT faults.

Reason for Proposal

The legal requirement for licensed vehicles is that they are subject to at least an annual test (MOT or equivalent) – for taxis this is always at least annually and for PHVs this is after the vehicle is 3 years old.

Those authorities within GM that have introduced a more frequent testing regime to the basic annual test required by law, have done so on the back of testing data that has evidenced high levels of testing failures in older vehicles.

Licensing figures would also suggest that with the increase of 'licence shopping' since the impact of the Deregulation Act, vehicle licence holders have sought out those authorities that have lower testing frequencies (alongside other lower policy standards) and so this proposal seeks to harmonise the testing regimes across GM to minimise the variance and better ensure the safety standard of vehicles carrying the public.

Consultation Response

GM level response:

This standard received a fair number of responses compared to some others:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre ent-atives
Vehicle Maintenance and Testing	44	20	31	4	0	0	2

This table breaks down those comments thematically across the respondent categories:

Comment Category	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Agree with proposed plan for vehicle testing	20	7	8	1	0	0	1
More vehicle testing required than proposed	3	1	0	1	0	0	0
Less vehicle testing required than proposed	10	4	16	2	0	0	1
Reporting unroadworthy	4	0	0	0	0	0	0

vehicles should be simple							
Maintenance spot checks should be performed	3	0	0	0	0	0	0
Stricter checks on testing centres	2	3	0	0	0	0	0
Need more places to be able to conduct tests	0	6	5	0	0	0	0
Cars that have been written off and repaired should be allowed to be licensed again	0	1	4	0	0	0	1
Testing frequency should be based on the vehicle mileage	5	1	0	0	0	0	0
Base	**44**	**20**	**31**	**4**	**0**	**0**	**2**

Most respondents that commented provided a general comment of support for the proposed standard:

> *"Vehicle testing should be twice a year, main renewal and a 6-month inspection throughout the 10 years of licence as Manchester have 4 tests for vehicles over 5 years old which is ridiculous as the standard DVSA MOT test is valid for all road vehicles for 12 months by general public, so for taxis, twice a year is acceptable." (PHV Driver, Manchester)*

> *"Also, important that if we're mandating twice-yearly safety checks these are not prohibitively expensive or driver's may be priced out of operation." (Public, age 25-34, Rochdale)*

Five respondents suggested more testing is needed than what is proposed, feeling the additional checks are needed due to the high mileage such vehicles generally do.

> *"Vehicle testing should be more frequent; these vehicles are higher than average mileage vehicles so need more testing." (Public, age 45-54, Oldham)*

Four hackney drivers, 16 PHV drivers and 10 members of the public felt less testing was needed. *"Testing - Tests should not be conducted twice per year. This is overkill." (Public, age 18-24, location not provided)*

> *"Annual mot test seems adequate to me. As I have a 14-year-old car, I would be ok with a taxi over 10 years old." (Public, age 65-74, Stockport)*

Some respondents suggested the amount of vehicle testing should depend on the age of the vehicle, with newer vehicles requiring less testing.

> *"Vehicle age: having bought many vehicles for private hire. Usually around 3-4 years old, and financing over three years. Doesn't leave me with a finance free private hire vehicle for very long. So I would welcome the 10 years. The vehicle is being tested twice a year. Maybe the final one or two years could be three times a year." (PHV Driver, Manchester)*

> *"On vehicle testing, I think vehicles under three years old should have one test a year, and vehicles three years and over should have two." (Hackney Driver, Stockport)*

> *"Vehicle testing instead of making a car redundant at 10 years old. Why not change and at eight years old and put the cars on three tests per year at least then the vehicle stays in maintained condition and keeps the driver in work as there are enough taking taxpayers money without the councils making more unemployed." (Public, age 55-64, Wigan)*

A small number of respondents, both members of the public and drivers, suggested testing frequency should be based on vehicle mileage.

> *"Vehicle testing should be linked to the amount of mileage a taxi covers." (Public, age 55-64, Rochdale)*

> *"Vehicle testing - I believe a more onerous testing regime should be avoided. Speaking personally, I have seen the number of miles that I cover in a year reduce to a level that is less than most private cars, yet I have to produce my vehicle for two enhanced tests every year. Obviously, vehicles must be safe as a priority but so should every vehicle that is on the road." (Hackney Driver, Stockport)*

Six hackney drivers and five PHV drivers felt more testing places were needed, and three Hackney drivers also felt stricter checks should be required at testing centres to ensure vehicles are roadworthy and safe.

> *"Vehicle Testing Vehicles should be tested twice a year to a more rigorous test at a local authority test centre and not at a for profit MOT station. There should be less chance of favouritism and corruption." (Hackney Driver, Wigan)*

> *"Private hire should not look like a Hackney Hackneys should be the most versatile vehicle Testing Vehicles should be tested at least twice a year at the local authority testing facilities. At a higher standard than*

the MOT standard. And not at any MOT station or not for profit." (Hackney Driver, Wigan)

"Vehicle testing should be allowed at any government approved testing station and not just be tested by local authorities so they can take advantage." (Hackney Driver, Manchester)

Three respondents suggested maintenance spot checks should be performed.

"Vehicle conditions should be subject to an annual check to ensure fit for purpose and that spot checks should be made around the Borough to ensure these standards are maintained." (Public, age 45-54, Rochdale)

Four respondents felt the process for reporting unroadworthy vehicles should be simple.

"Members of the public should have the ease of reporting the poor condition of a vehicle to the issuing authority easily through a call centre or web address instead of going through the hoops and jumps that occurs today." (Public, age 55-64, Tameside)

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Vehicle Maintenance and Testing	7

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle maintenance and testing: Most of the comments agreed with the proposed plans for vehicle testing (n=4), with two comments suggesting the reporting of unroadworthy vehicles should be simple and one suggested that stricter checks should be done on testing centres;

Main themes from private hire drivers

	Number of comments
General Comments	5
Vehicle Maintenance and Testing	1

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Vehicle maintenance and testing: A driver commented that to deliver this, there needs to be more places to test their vehicle;

Comments and considerations

In busier licensing authorities, where licensed vehicles may be more likely to conduct higher mileage compared to other less populated areas, it is considered reasonable

to test vehicles more frequently than the minimum required by law – a view also supported by the DfT's Best Practice Guidance March 2010. A quick review of several city and large town licensing authorities reveals a varied picture with 6 monthly tests as common as the basic minimum requirement.

In general, licensed vehicles undertake much higher mileage than domestic vehicles (a recent report from one GM authority shows that in 2018-19 both Hackneys and PHVs were conducted on average around 30,000 miles per annum) and therefore will wear more quickly (both mechanically and cosmetically). Therefore, in the interests of passenger and other road user's safety, a more stringent maintenance and testing regime is required. A best practice guide for the Inspection of Hackney Carriage and Private Hire Vehicles produced by the Freight Transport Association (published August 2012) on behalf of the Hackney Carriage and Private Hire Inspection Technical Officer Group, Public Authority Transport Network (PATN) (and supported by VOSA), states:

The purpose of the HC and PHV test is to confirm vehicles meet these more stringent standards. Vehicles must be submitted fully prepared for the test. It is not intended that the test be used in lieu of a regular preventative maintenance programme. If, in the opinion of the vehicle examiner, the vehicle has not been fully prepared, the test will be terminated and a further full test shall be required. It is an offence under the road traffic regulations to use an unroadworthy vehicle on the public highway. HC proprietors and PHV drivers/owners and operators failing to maintain their vehicles in a safe and roadworthy condition may have their vehicle licence suspended, revoked or their licensing application refused by the local licensing authority. In addition, licence holders risk the suspension or revocation of their driver or operator licences by the local licensing authority. This best practice guide should be read in conjunction with Vehicle & Operator Services Agency (VOSA) publication 'MOT Inspection Manual – Private Passenger and Light Commercial Vehicle Testing', ISBN 978-0-9549352-5-2. This best practice guide provides a working document for those who inspect, maintain and prepare vehicles for inspection prior to being issued with a hackney carriage or private hire licence. Although detailed in its content the best practice guide is not exhaustive. However, in assessing the mechanical condition of a vehicle, it is more likely an item which would ordinarily pass an MOT test with an advisory note, could fail the HC and PHV test.

As with many of these standard proposals, there is a risk that introducing more stringent requirements than other local authorities, may result in private hire licensees taking their business to other authorities of lower standards. As many other authorities already require more than the minimum annual test, this standard may be considered to present a lower risk than others. As with all proposals that seek to raise the quality and safety of the fleet licensed within GM, the key to effective implementation will be public awareness and continued lobbying of government to highlight the constraints and risks to authorities that strive to improve standards.

Authorities have a duty and must be able to assure the public with regards to the safety levels of its licensed fleet and it is considered that once a vehicle is over 3 years of age, it is reasonable to seek to ensure that both the mechanical and internal/cosmetic features of the vehicle remain to a standard expected by the authority.

Lead Officers recommendation
To implement the standard as proposed.

Vehicle Proposed Standard 7	Bury Council Current standard
CCTV It was proposed that all licensed vehicles are fitted with mandatory CCTV to a standard yet to be determined.	Bury Council does not have a current CCTV requirement or policy.

Reason for Proposal

The presence of cameras can act as a deterrent to criminal behaviour and can protect both drivers and passengers. If the principle of a CCTV policy is agreed, it is proposed that audio as well as video recording is required, triggered by a panic button system.

Consultation Response

GM level response:

This proposal evoked a greater number of comments from both the public and members of the trade:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre ent-atives
CCTV	83	16	51	6	1	3	8

This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Agree CCTV should be mandatory	46	6	12	2	0	0	3
CCTV should not be necessary it's should be optional / no need for CCTV	10	1	11	0	0	0	3

CCTV is expensive / Council should help fund	5	5	21	2	0	2	2
All vehicles should also have a dash-cam filming outside of the car	7	1	2	0	0	0	0
CCTV should be used to assess driving standards too	4	0	0	0	0	0	0
Concern about privacy / data protection worries	20	4	11	3	0	0	2
Both drivers and passenger should have panic button	5	0	0	1	1	1	1
Base	**83**	**16**	**51**	**6**	**1**	**3**	**8**

The majority of respondents were in favour of the proposal in principle:

> *"CCTV if used in a way that doesn't cause an invasion of privacy to the driver, is very important for the safety of the public. Any livery should be suitably visible for people with limited vision" (Organisation, Brandlesholme Community Centre)*

> *"CCTV will be essential to ensure safety and crime prevention on both sides" (Public, age 25-34, Rochdale)*

> *"I like the CCTV has this will help the trade in lots of ways including Panel Hearings" (Organisation, The Hackney Drivers Association Ltd)*

However, 5 hackney drivers and 21 PHV drivers expressed concerns about the cost of CCTV and felt funding should be provided via the council for this purpose. This was also raised in the in-depth interviews where drivers questioned the cost implications of the installation and maintenance of CCTV and what expense would be incurred to download and submit data when there was a problem.

> *"It's a very good idea having CCTV in the vehicle, because at the end of the day it's safety for yourself and safety for your passengers, but you know, who's going to pay for it, it's about £1,500 for a CCTV in a vehicle, especially for licensed." (PHV Driver, Rochdale)*

There were several concerns raised about privacy, GDPR, and the use and storage of recordings, with 4 hackney drivers and 11 PHV drivers raising concerns related to this, compared with 3 PHV operators and 20 members of the public.

> *"CCTV is an invasion of the public privacy and I'm sure will be challenged in Court. whose paying for this, who under the GDPR is retaining the recordings? How long are those recording retained? Who gets to see them? (Operator, Trafford)"*

> *"We support the introduction of mandatory CCTV in taxi and private hire vehicles and the role that it can play in protecting drivers and passengers and reducing the incidents of serious safety incidents. In order for CCTV to act as an effective deterrent it must be only accessible by the Local Authority, acting as Data Controller, to prevent unauthorised access, distribution or deletion of data by drivers or proprietors." (Operator, several GM authorities)*

Two vehicle leasing companies suggested a panic button would be more effective.

> *"More than CCTV a panic button is a more effective tool. Panic buttons which are connected directly to the police are important CCTV is not very clear when these incidents happen the perpetrators are always wearing caps and hoodies which makes them hard to identify. Therefore, panic buttons alone are more effective." (Vehicle leasing company, Salford)*

In the in-depth interviews further concerns were raised by drivers about the responsibility for data storage and management. Queries were raised about whether drivers would be required to upload data to the authority and how will the data recorded be secure and managed by the drivers.

> *"Who is going to be responsible for the data? Are we going to have to download the data all the time and provide it? At what cost? I understand why this is being considered but practically I'm not sure how this will work." (Hackney Driver Manchester)*

Some drivers already had dashcams, which offered the additional benefit of lowering their insurance however, there are strict rules on ensuring the camera only points outwards of the vehicle and not into the car therefore protecting the privacy of the occupants. Questions were raised about the impact of CCTV on their insurance.

> *"You see I have a dashcam as it is cheaper for my insurance, but it has to point outwards, my insurance is very clear on that. Will my insurance now accept this CCTV inside the car? (PHV Driver, Tameside)*

<u>Bury Response:</u>

Main themes from the public

	Number of comments
General Comments	9
CCTV	4

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

CCTV: Two comments were about privacy concerns, one comment suggested that both drivers and passengers have panic buttons and one comment stated that CCTVs are expensive.

Main themes from private hire drivers

	Number of comments
General Comments	5
CCTV	4

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

CCTV: Four drivers commented that CCTV is expensive;

Comments and considerations

A mandatory CCTV policy is a complex stand alone piece of work and so the purpose of proposing this standard as part of the MLS project, was to consider whether the introduction of a mandatory policy would be supported in principle.

It is clear that there is considerable support for such a policy, notwithstanding the concerns raised which would need to be addressed within a separate policy proposal, and this will now enable officers to draft a full policy for further public consultation.

Lead Officers recommendation

To approve the drafting of a CCTV policy for further consideration and consultation.

Vehicle Proposed Standard 8	**Bury Council Current standard**
Executive Hire It was proposed that the following conditions apply to executive hire vehicle (eg chauffeur driven) policies • Bookings to be confirmed by written contract • Payments made in advance of the journey or by invoice afterwards • Stipulation on the types of vehicles to be licensed • Dress code • Business plan shared with licensing authority	Bury Council does have a policy and therefore this standard is part met for our executive vehicles. We also currently require:- • Business plan • The contracts they hold • A dress code Exemption is given from plates and signage. A disc is instead provided to be displayed in the front windscreen of the car.

• Vehicles not to be fitted with data heads, radios or meters • Exemptions from plates and door signs only to be given when used exclusively for executive hire	

Reason for Proposal

This proposal seeks to ensure that policies relating to Executive Hire services across GM are consistent.

Consultation Response

GM level response:

Extremely few comments were received about this standard proposed:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Repre-sentatives
Executive Hire and specialist vehicles	8	0	5	2	0	0	1

This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Executive hire should be exempt from colour regulations	0	0	1	2	0	0	0
Executive hire operators should have more duties of care	1	0	0	0	0	0	0
Executive hire should be	0	0	0	2	0	0	0

exempt from CCTV							
Should be exclusions for specialist vehicles	3	0	1	1	0	0	1
The exclusive use clause for executive hire vehicles may be unfair on owner drivers	1	0	1	0	0	0	0
Executive hire shouldn't have different rules	3	0	4	0	0	0	0
Base	**8**	**0**	**5**	**2**	**0**	**0**	**1**

Two operators provided comments citing executive hire vehicles should be exempt from CCTV:

> *"Executive Fleet. This will raise a lot of issue with the high-end customers we pick up on daily basis. Celebrities, Corporate Staff and others who will surely object to being recorded in the vehicle. Privacy is very important to these individuals." (Operator, Trafford)*

> *"CCTV will break NDA's and client confidentiality and would be strongly opposed by clients who use executive hire services. Colour creates issues within Chauffeur/Executive hire and would destroy industry if it resulted in having to have white cars." (Operator, Bury)*

The two operators and respondents who took part in the focus groups gave the following arguments for why the colour standard should not be applied.

> *"We believe there should be at least 2 vehicle choices. Executive Fleet. We work with lots of Global Travel agents and Executive Chauffeur companies and the most preferred colour for executive work is BLACK / SILVER. White colour for corporate Executive Fleet is a NO NO. Majority of such firms specifically ask that the vehicle be strictly Black or Silver in colour. White Executive cars are mostly in demand for Weddings etc but DEFINITELY NOT FOR CORPORATE SECTOR." (Private hire operator)*

Two respondents felt executive hire operators should have more duties of care and they must maintain their high standards.

> *"Executive hire operator should have greater operating duties as to drivers' hours records vehicle usage." (Public, age 55-64, Tameside)*

> *"Executive taxi operators must use latest technologies and way of communication with the customers and drivers to maintain the highest*

standards in the business, bringing in line with the European, American or Australian counterparts' standards." (PHV Driver, Bury)

However, five respondents (4 PHV drivers and 3 members of the public) felt executive hire should not have different rules, explaining the same rules should apply to all.

> *"Why does "executive" hire get lower restrictions and some exemptions? It's elitist. Manchester is a city of Marx and Engels. All should adhere to the same standards. People with money should not be exempt from ANY rules or regulations. Why should their cars not have plates? But the working classes have? Zero justification." (Public, age 35-44, Manchester)*
>
> *"As for executive hire as far as I am concerned they should be treated in the same way as private hire as they are just a glorified taxi for people with a bit more money to waste such as councillors etc." (Public, age 55-64, Wigan)*
>
> *"It is also discriminatory as you have allowed executive vehicles to drive with door stickers, yet you have discriminated us normal PHVs. Why are executive taxis allowed to drive without signage and not us? They are pre booked so are we. We take care of our customers as much as them, by creating a separate rule for executive taxis, you have inadvertently discriminated against normal taxis and it promotes classism and shows that you have 2 different standards in your dealings with us. One for the rich and one for the poor. We should be allowed to drive without any livery at all." (PHV Driver, Rochdale)*

Bury Response:

Main themes from the Public

	Number of comments
General Comments	9

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Executive Hire: No comments were made by the public on this standard

Main themes from private hire drivers

	Number of comments
General Comments	5
Executive Hire and specialist vehicles	1

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Executive hire: This person felt that the exclusive clause for executive hire vehicles may be unfair on drivers.
Comments and considerations
Policies for Executive Hire (or Non-Standard Private Hire) are common amongst licensing authorities and a number of such policies already exist within GM and have done for some time. The purpose of such policies are to recognise the difference in business/service offer of specialised contract executive or chauffeur hire services. These services are markedly different to standard private hire, in their business plans (for example prestige or vintage vehicles are often used with a much higher monetary value), clientele who may be in the public eye and require a higher level of security; and therefore in working with such companies, a separate set of licence conditions are determined in recognition of the very different type of service they operate. Non-standard or Executive Private Hire vehicles are not permitted to also operate as standard private hire vehicles, which is how risk to public safety is mitigated. This proposal seeks to bring about a level of consistency for these elements of Executive Hire policies across GM.
Lead Officers recommendation
To implement the standard as proposed.

Vehicle Proposed Standard 9	**Bury Council Current standard**
Vehicle design It was proposed that: • all vehicles conform to the M1 standard (any modified vehicle at M2 standard must have an appropriate test to ensure conformity with single vehicle type approval) • No retrofitting of engines into older vehicles will be allowed. LPG conversions will be accepted • Where retrofit emissions technology is installed it shall be approved as part of the Clean Vehicle Retrofit Accreditation Scheme (CVRAS) • Specification for window tints will be: a) Front windscreen – min. 75% light transmission b) Front side door glass – min. 70% light transmission c) Remaining glass (exc. Rear window) min. 70% light tranmission	Bury Council currently allows signage on private hire vehicles that has been approved by the Licensing Unit Manager. Bury Council do not permit roof signs on Private hire vehicles. Bury Council used to allow window tints as described in this proposed standard, but this has been considered by the Licensing and Safety Committee and we no longer test the percentage of light transmission.

• No vehicle first being licensed will have been written off in any category and will not be renewed (if previously written off) after 1 April 2021. • No roof signs permitted on PHVs • No advertising other than Council issued signage on PHVs • The question was also posed whether a swivel seat should be required in a Hackney Carriage vehicle	We allow window tints that are manufacture fitted i.e. privacy glass

Reason for Proposal

GM districts currently have fairly similar licensing requirements with regards to the type and design of vehicles permitted on fleets, however where some minor variations do exist, these proposals bring those into line and provide consistency for what will and won't be acceptable criteria for vehicles being licensed. Requirements relating to the categorisation of vehicles having had modifications or accidental damage are clearly aimed at ensuring the structural safety of such vehicles to carry passengers.

Window tint requirements are for the safety of passengers and drivers; to ensure that compliance and other authorised officers (but also generally members of the public) can conduct a quick visual check inside the vehicle, view how many passengers are being transported, and safeguard against criminal activity taking place inside the vehicle. Some passengers, particularly vulnerable passengers may feel safer if they can be seen from outside the vehicle.

At the time of consultation, the proposed effective date for written off vehicles not being renewed was 1 April 2021, and as this date has passed, it is proposed that this date now be amended to be effective immediately upon the determination of policy locally.

Roof signs on PHVs give a false impression to the public that the vehicle is a licensed Hackney Carriage and works against our aim to ensure greater awareness among the public about the key differences between the two sectors and prevent/deter illegal ply for hire, so it is proposed that this cease to be allowed where it currently is.

In support of our objective to have a clearer and cleaner visual identity for vehicles licensed by GM districts, it is proposed that advertisements on PHVs are not permitted unless they are issued/approved by the relevant authority. Currently where there are no restrictions on this, vehicles can have advertising stickers placed in various places around the vehicle, often haphazardly, which really detracts from the image of a high-quality licensed fleet that authorities wish to promote. It will also safeguard against the use of material that could cause offence or be in poor taste.

It was also posed within the consultation document, whether Hackney Carriages should have a requirement to have a swivel seat or not.

Consultation Response

GM level response:

This proposal received the second fewest number of comments within the vehicle standards:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Rep en ativ
Vehicle Design	9	4	0	0	0	0	1

Comments that were made, touched upon the following themes:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
General Disagreement	6	1	0	0	0	0	1
Issue with the accessible vehicle	1	3	0	0	0	0	0
Roof top signs that light up to identify a PHV	2	0	0	0	0	0	0
Base	**9**	**4**	**0**	**0**	**0**	**0**	**1**

Those 12 respondents who expressed disagreement with the vehicle design standards and elaborated explained they felt the required standards were "too severe", need "further consideration", and the swivel seat requirement "restricts vehicle availability" and is not necessary or asked for by passengers.

> *"I feel that the vehicle design propositions are too severe." (Public, age 55-64, Manchester)*
>
> *"I think the seats and loading rules appear to exclude virtually all private hire vehicles. This needs further consideration." (Public, age 75+, Trafford)*
>
> *"The swivel seat requirement needs to go. It restricts vehicle availability and is almost never requested out on the streets." (Hackney Driver, Manchester)*

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Vehicle Design	1

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle design: One respondent suggested rooftop lights to make PHVs recognisable;

Main themes from private hire drivers

	Number of comments
General Comments	5

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Vehicle Design: No comments were made on this standard

Comments and considerations

The general vehicle design specifications are mainly enshrining in a consistent policy many requirements that already exist throughout GM, and general requirements in law for passenger carrying vehicles. Whilst consultation responses were very low, it makes sense for all GM authorities to take a consistent approach to some of the more common design variations, particularly where they affect public safety.

One issue that trade bodies did raise strong objection to was the tint level allowed (or minimum light transmission) for rear side windows. Whilst purpose built taxis are manufactured without significant window tints as standard, standard saloon vehicles used for private hire work are not similarly purpose built, and manufacturers who are making vehicles for the wider market are increasingly manufacturing' with a rear side window tint or 'privacy glass' as standard. As such, the private hire trade are finding it increasingly difficult to source a vehicle that complies with the tint requirements, and costs can be up to £1000 for window replacements, which in turn may then carry a safety risk dependent on the standard of replacement. Authorities have also acknowledged the intent to move to mandatory CCTV requirements for vehicles that would mitigate the safety concerns relating to tint. Therefore, in recognition of this fact, the significant additional cost to the trade within the context of the other costs associated with these proposals, and the risks of licence shopping if introducing significantly more stringent policies than other authorities for private hire, it is proposed to amend this part of the policy standard to:

- Remaining glass or rear side windows (excl. rear window) allow manufacturer's tint to a minimum of 20% light transmission

On reflection and in light of experience during the pandemic (where districts were happy to approve a use of a product i.e. NHS signage, but don't necessarily wish to issue), it is intended to amend the advertisement proposal from: • No advertising other than Council *issued* signage on PHVs to: • No advertising other than Council *approved* signage on PHVs
Lead Officers recommendation
To implement the standard as proposed with the following minor amendments: To change the minimum light transmission specific for point c) remaining glass and specify: • Remaining glass or rear side windows (exc. Rear window) - allow manufacturer's tint to a minimum 20% light transmission To change: • No advertising other than Council *issued* signage on PHVs to: • No advertising other than Council *approved* signage on PHVs To amend the start date for non-renewal of licences with vehicles that have been previously written off to 1 April 2022. To defer the decision on swivel seats at this time as the consultation response on this specific point was particularly low.

Vehicle Proposed Standard 10	**Bury Council Current standard**
Vehicle Licence Conditions A set of proposed conditions for Hackney Carriage and Private Hire Vehicles are set out at **Appendix 2 and Appendix 3** respectively. The conditions cover a comprehensive set of expectations with regards to the livery, condition, fares and the responsibilities of the proprietor.	Bury Council currently has vehicle licence conditions for both Hackney Carriage and Private Hire Vehicles, but these are in need of updating.
Reason for Proposal	
Each local authority already has licence conditions for each vehicle fleet, but they vary across the conurbation. The Licensing Managers Group reviewed their own conditions and collectively proposed a set of updated and revised conditions, that reflect proposed policy standards and complement conditions also required of drivers and operators, to set clear parameters by which licence holders can be held to account.	
Consultation Response	

GM level response:

There were relatively few comments made with regards to the proposed vehicle licence conditions, with most coming from members of the public and only 6 comments coming from the trade:

Standard	General public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Vehicle Conditions	24	1	3	2	0	0	0

Comments tended to centre around vehicle cleanliness. This table breaks down those comments thematically across the respondent categories:

Comment Theme	General Public	Hackney Drivers	PHV Drivers	PHV Operators	Business	Vehicle Leasing Company	Represent-atives
Vehicle cleanliness is important	24	1	3	2	0	0	0

Respondents discussed how vehicle condition is important, including interiors, condition of current vehicles, hygiene, smell, and general road worthiness.

> *"Vehicle Conditions: in our geographical area, the condition of some of the vehicles are a disgrace - just by looking at them you can see they are not fit for purpose ie battered, worn tyres, rust, filthy and disgusting with drivers smoking in them and not maintaining them inside or out; some are totally unhygienic which, at the best of times is unhealthy but particularly now during the Covid-19 pandemic. Our suggestion would be that testing standards are raised and adhered to, to ensure, that only roadworthy and clean cars are licensed i.e. only the very best cars are licensed." (Operator, Wigan)*

> *"People should feel safe in the vehicle they are travelling in. Regular testing should be compulsory as well as a standard of cleanliness." (Public, age 45-54, Oldham)*

> *"Our suggestion would be that testing standards are raised and adhered to, to ensure, that only roadworthy and clean cars are licensed i.e. only the very best cars are licensed." (Operator, Wigan)*

"Vehicle colour is not particularly important. Emphasis should be on condition of vehicle both mechanically and inside." (Public, age 55-64, Salford)

Bury Response:

Main themes from the public

	Number of comments
General Comments	9
Vehicle Conditions	5

General comments: Over two-thirds of the comments here (n=7) welcomed the proposed changes. One commented on the current state of taxis and one suggested that changes are not needed;

Vehicle conditions: All comments were about the importance of vehicle cleanliness.

Main themes from private hire drivers

	Number of comments
General Comments	5
Vehicle Conditions	1

General comments: Five drivers felt these changes were unnecessary without specifying any part of the standard in particular;

Vehicle Conditions: One driver agreed that vehicle cleanliness is important;

Comments and considerations

Whilst responses were relatively low, there were no strong objections to any specific aspects of the proposed vehicle licence conditions.

It should be noted that the requirement for a vehicle licence holder to undertake a basic DBS check will be added into both sets of licence conditions. This was recommended in the Department for Transport's Statutory Guidance for Taxi and Private Hire Licensing Authorities in July 2020.

Lead Officers recommendation

To implement the standard as proposed with the addition of the DBS requirement for vehicle proprietors who are not licensed drivers.

5 Timescales for Implementation

5.7 It should be noted that similar reports to this are going through District governance contemporaneously making the same recommendations. These recommendations were also outlined and endorsed by the Combined Authority at their October meeting.

5.8 All districts are expected to have completed Stage 2 governance by mid-January 2022. Districts will move to embed new policy decisions within existing policies with immediate effect.

5.9 The following table provides a summary of key milestones:

Activity	Target Date
Stage 2 Report to GMCA	29 Oct 2021
District Governance for Stage 2 begins District Governance for Stage 2 concludes	6 Nov 2021 13 Jan 2022
Clean Taxi Fund Scheme Go Live	End Jan 2022
Stage 2 standards implementation	With immediate effect (upon determination of policy at district level) for new licences Recommended that all existing fleets are compliant with policies by 1 April 2024 With agreed longer transitional arrangements for existing fleets on WAV requirement for Hackneys
Clean Air compliance requirements	All GM Licensed vehicles given exemption until 31 May 2023 Recommended in MLS that licensed vehicles should be compliant with CAZ requirements by 1 April 2024

6 Conclusion

6.1 The 'golden thread' of licensing is that of public protection. The consultation has demonstrated that the public are overwhelmingly in support of the additional

safeguards and protection that this project can deliver. As well as the local policy strengthening that minimum licensing standards will bring across Greater Manchester it delivers on the implementation of the statutory standards on safeguarding that the Government have introduced.

6.2 The vision of Greater Manchester is to continue to work closely together, influence policy change and support the licensed trade by delivering on its promise to provide financial support to move to greener vehicles. This is the start of a journey to continue to deliver excellence in licensing regulation in Greater Manchester. This in turn will help drive more business and passengers to a well-regulated, safe and efficient locally licensed hackney and private hire trade, for example by GM local authorities, TfGM and the GMCA delivering PR and other campaigns encouraging the public to only use and book local licensed services.

6.3 However, it is important not to underestimate the challenges the trade continues to face and the balance that must be struck in order to continue to support the trade whilst safeguarding the public; delivering a licensing regime that offers journeys in safe licensed vehicles, driven by safe licensed drivers. the 10 GM licensing authorities will continue to work with the hackney and private hire trade to provide that ever-important support and guidance whilst ensuring that public protection is at the forefront of our considerations.

Community impact / Contribution to the Bury 2030 Strategy

Local Neighbourhoods: The proposals will improve safety standards within the Taxi trade which will increase safety for Bury/GM residents using their services.
Enterprise: The proposals support GM economic growth and will promote and provision and use of local, safer and more consistent GM private hire and hackney carriage trade.
Economic Growth and Inclusion: The implementation of the proposals and improved safety standards will include GM wide promotion of the GM Taxi trade. Public awareness will be increased outlining the benefits following the improved standards and will increasing awareness of the trade and services they provide to the public in Bury/GM.

Equality Impact and considerations:

A GM-wide Equality Impact Assessment has been undertaken and a copy is available on request.

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:
A public authority must, in the exercise of its functions, have due regard to the need to -

a. *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*

b. *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*

c. *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	**Mitigation**
Opportunity - Improved/co-ordinated safety and standards for hackney carriage and private hire licensing across GM.	Not applicable.
Risk – Licensed vehicle proprietors may choose to obtain licences outside of GM resulting in loss of income and lower standards.	Continued lobbying of Government to review the issue of out of town (not licensed in GM) drivers and vehicles operating in GM. The GM Clean Air Plan exemption will be restricted to those vehicles licensed in GM. Following implementation there will be GM-wide publicity to promote to members of the public the benefits of using GM licensed vehicle.

Consultation:

A Consultation was undertaken by Aecom on behalf of Transport for Greater Manchester and the ten Greater Manchester Authorities. The consultation took place for an eight-week period between the 8 October 2020 until the 3 December 2020.

Legal Implications:

The granting of private hire and hackney carriage and private hire vehicle licences is governed by legislation and gives local authorities powers to attach conditions on grant. In addition, the legislative requirements place duties on local authorities granting such licences.

The current proposals of common minimum licensing standards will require adoption by the Council. Their application is open to legal challenge either by way of an appeal against the attachment of conditions to a licence or by way judicial review in relation to the overall decision to adopt.

Further reports will be required in due course on a limited number of the proposals and advice will be required as to the appropriate governance route at that time.

Financial Implications:

There are no significant financial costs associated with adopting the common minimum licensing standards for Bury and the work associated with administering and monitoring the scheme will be subsumed within existing resources. Work is ongoing as part of this project to develop and adopt a common fee methodology at which time an assessment will be required as to the financial impact favourable or adverse this may have on existing income budgets.

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Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
GM	Greater Manchester
MLS	Minimum licensing Standards
PH	Private Hire
HC	Hackney Carriage
PHV	Private Hire Vehicle
PHO	Private Hire Operator
TfGM	Transport for Greater Manchester
WAV	Wheelchair Accessible Vehicle

Standard Proposal 5: Livery

Illustrative examples (NB. Vehicle colour is not relevant):

OPERATOR NAME
0161 123 4567

ADVANCE
BOOKINGS ONLY

Not insured unless booked

GREATER MANCHESTER TAXI AND
PRIVATE HIRE VEHICLE STANDARDS

APPROVED
DRIVER AND
VEHICLE

Licensed by

Oldham
Council

STANDARD PROPOSAL 10 ***APPENDIX 2***

PROPOSED PRIVATE HIRE VEHICLE CONDITIONS

The licensee shall at all times comply with the provisions of Part II of the local Government (Miscellaneous Provisions) Act 1976 and the conditions hereinafter provided.

1. Definitions

For a legal definition of the following terms, see the Local Government (Miscellaneous Provisions) Act 1976.

"Appointed Test Station" a garage approved by the Council for the purposes of carrying out a Vehicle Test

"Authorised Officer" any Officer of the Council authorised in writing by the Council for the purposes of the Local Government (Miscellaneous Provisions) Act 1976

"The Council" Bury Council

"Identification Plates" means the plates issued by the Council for the purpose of identifying the vehicle as a private hire vehicle

"The Licensee" means the holder of a private hire vehicle licence.

"The Operator" / "PHO" a person who makes provisions for the invitation and acceptance of booking / hiring for a Private Hire Vehicle.

"The Private Hire Vehicle" a motor vehicle constructed to seat fewer than nine passengers, other than a hackney carriage or public service vehicle which is provided for hire with the services of a driver for the purpose of carrying passengers

"The Proprietor" means the person(s) who owns, or part owns the private hire person who is in possession of the vehicle if subject to a hiring or hire purchase agreement.

"The Meter" means any device for calculating the fare to be charged in respect of any journey in a private hire vehicle by reference to the distance travelled or time elapsed since the start of the journey or a combination of both

"Test" a compliance test of the vehicle undertaken at an Appointed Test Station

Words importing the masculine gender such as "he" and "him" shall include the feminine gender and be construed accordingly.

Where any condition below requires the Licensee to communicate with the Council, unless otherwise stipulated, all communication must be to the Council's Licensing Department.

2. Identification Plates

2.1 The vehicle front and rear licence identification plates must be displayed in the authorised plate holder, obtained from the Licensing Department; and the plate must be fixed in the plate holder using the clips provided, so as to allow them to be easily removed by an authorised officer. The plate holder should be securely fixed to the vehicle in such a way that neither it, nor the number plate are obscured; and that both are 100% visible. Cable ties are not an acceptable means of fixing plates to a vehicle or indeed to the plate holder.

2.2 The Licensee shall ensure that the 'Identification Plates' are maintained and kept in such condition that the information contained on the plate is clearly visible to public view at all times.

2.3 The Council has specified that the vehicle licence number, make, model and licence expiry date together with the number of passengers it is licensed to carry shall be placed on the identification plate attached to the vehicle. This plate must not be tampered with or amended by anybody other than an Authorised Officer.

3. Condition of Vehicle

3.1 The Licensee shall ensure that the private hire vehicle shall be maintained in good mechanical and structural condition at all times and be capable of satisfying the Council's mechanical and structural inspection at any time during the period the vehicle is licensed.

3.2 The interior and exterior of the Private Hire Vehicle shall be kept in a clean and safe condition by the Proprietor.

3.3 The Licensee shall not allow the mechanical and structural specification of the Private Hire Vehicle to be varied without the written consent of the Council.

3.4 The Licensee of the Private Hire Vehicle shall: -

- provide sufficient means by which any person in the Private Hire Vehicle may communicate with the driver during the course of the hiring;
- ensure the interior of the vehicle is kept wind and water tight and adequately ventilated;
- ensure the seats in the passenger compartment are properly cushioned and covered;
- ensure the floor in the passenger compartment has a proper carpet, mat or other suitable covering;
- ensure fittings and furniture of the Private Hire Vehicle are kept in a clean condition and well maintained and in every way fit and safe for public use;
- provide facilities for the carriage of luggage safely and protected from damaging weather conditions.

3.5 All vehicles must undertake and pass any further Test at the Appointed Test Station in accordance with Council policy (Arrangements for vehicle testing are entirely the responsibility of the Licensee).

3.6 A daily vehicle check log must be completed by the driver of the vehicle at the beginning of each shift. The checks to be carried out are as follows:

- Lights and indicators
- Tyre condition, pressures and tread
- Wipers, washers and washer fluid levels
- Cleanliness inside and out
- Bodywork – no dents or sharp edges
- Licence plates present and fixed in accordance with these conditions
- Any internal discs on display and facing inwards so customers can see.
- Door and bonnet stickers on display
- Tariff sheet in display
- Horn in working order

The Licensee shall record the above information and keep it in the vehicle at all times and make it available to an authorised officer upon request.

4. Accidents

4.1 The Licensee shall report to the Council, in writing, as soon as is reasonably practicable and in any case within 72 hours any accident causing damage materially affecting the safety, performance or appearance of the vehicle or the comfort or convenience of passengers. The report should contain full details of the accident damage including photos.

5. Vehicle signage

5.1 No sign, notice, flag or emblem or advertisement shall be displayed in or on any Private Hire Vehicle without the express permission of the Council.

5.2 The Licensee shall ensure that the Council issued mandatory bonnet and rear door and rear window signs are affixed permanently to the vehicle and are not removed whilst the vehicle is licensed.

6. Assistance Dogs

6.1 The Licensee shall permit any assistance dog to ride in the vehicle (in the control and custody of the passenger) and allow it to be carried in the front passenger seat footwell of the vehicles if required.

6.2 The location of the assistance dog must be agreed with the passenger at all times.

6.3 The Licensee will ensure that any certificates exempting drivers of the vehicle from duties to carry assistance dogs, are displayed visibly and prominently as prescribed by the Council.

7. Other Animals

7.1 Any other animal may be carried in the vehicle at the discretion of the driver and must be carried in the rear of the vehicle in the custody and control of the passenger.

8. Meters

8.1 If the vehicle is fitted with a meter:

- The licensee shall ensure the meter is of a type approved by the Council and maintained in a sound mechanical condition at all times
- The licensee shall ensure the meter is set to display any fare table which may be adopted by the private hire operator
- The Council may ensure calibrate and seal, at the expense of the licensee, any meter which is to be used in the licensed vehicle
- The licensee shall ensure the meter is illuminated and is located in a position where any hirer can see the fare easily
- The licensee shall ensure that the words 'FARE' shall be printed on the face of the meter in clear letters so as to apply to the fare recorded thereon
- The licensee shall ensure that the meter and any connected equipment is fitted securely without the risk of impairing the driver's ability to control the vehicle or be a risk to any person in the vehicle
- No meter shall be replaced without the consent of an authorised officer of the council.

9. Fare Tables

9.1 The Licensee shall ensure that a copy of the current fare table is available, when not working for an 'app only' based operator, at all times, so it can be easily read by passengers.

9.2 The Licensee shall ensure that the fare table is not concealed from view or rendered illegible whilst the vehicle is being used for hire.

10. Licence

10.1 The Licensee shall retain a copy of the original private hire vehicle drivers' licences of all drivers driving the private hire vehicle and produce the same to an Authorised Officer or Police Constable on request.

11. Convictions and Suitability Matters

11.1 The licensee shall ensure they provide a relevant DBS certificate as required by the Council to assess their fit and proper status; and that it is kept up to date and remains 'valid' in line with the Council's policies.

11.2 The licensee will register and remain registered with the DBS Update Service to enable the Council to undertake regular checks of the DBS certificate status as necessary.

11.3 The licensee shall notify the Council if they are subject to any:

- arrest or criminal investigation,
- summons,
- charge,
- conviction,
- formal/simple caution,
- fixed penalty,
- criminal court order,
- criminal behaviour order or anti-social behaviour injunction,
- domestic violence related order,
- warning or bind over
- or any matter of restorative justice

against them immediately in writing (or in any case within 24 hours) and shall provide such further information about the circumstances as the Council may require.

12. Notifications and Licence Administration

12.1 For the duration of the licence, the licensee shall pay the reasonable administration charge or fee attached to any requirement to attend training, or produce a relevant certificate, assessment, validation check or other administration or notification process.

12.2 The Licensee shall notify the Council in writing within 14 days of any transfer of ownership of the vehicle. The notice will include the name, address and contact details of the new owner.

12.3 The Licensee shall give notice in writing to the Council of any change of his address or contact details (including email address) during the period of the licence within 7 days of such change taking place.

12.4 If requested by an Authorised Officer the Licensee must provide, in the timescale requested, in writing, to Council the following information: -

- The name of the driver and their badge number;
- The address of the driver;
- The company for whom the driver works for;
- The date and time you hired / lent / leased / rented your vehicle to the driver;
- Whose insurance the driver will be using the vehicle under;
- Whether the driver will have sole use of the vehicle; if not sole use whom else will have access to the vehicle;
- The expected duration the vehicle will be hired / lent / leased / rented to the driver

13. CCTV

13.1 The licensee shall ensure that, in accordance with any Council policy, that CCTV cameras are fitted and in good working order.

NB: This proposed condition is subject to change and further consultation if CCTV is mandated either by GM or the Government. At this stage further conversations will take place with the Surveillance Commissioner and relevant parties.

PROPOSED HACKNEY CARRIAGE VEHICLE CONDITIONS

This Licence is issued subject to compliance with the Council's current Hackney Carriage byelaws and the relevant provisions of the Town Police Clauses Act 1847 and the Local Government (Miscellaneous Provisions) Act 1976.

1. Definitions

"Appointed Test Station" a garage approved by the Council for the purposes of carrying out a Test

"Authorised Officer" any Officer of the Council authorised in writing by the Council for the purposes of the Local Government (Miscellaneous Provisions) Act 1976

"The Council" means Bury Council

"Hackney Carriage" has the same meaning as in the Town Police Clauses Act 1847

"The Identification Plates" the plates issued by the Council for the purpose of identifying the vehicle as a hackney carriage

The "Licensee" is the person who holds the Hackney Carriage Vehicle Licence

"The Proprietor" means the person(s) who owns or part owns the private hire person who is in possession of the vehicle if subject to a hiring or hire purchase agreement.

"Taximeter" any device for calculating the fare to be charged in respect of any journey in a hackney carriage or private hire vehicle by reference to the distance travelled or time elapsed since the start of the journey, or combination of both

"Test" a compliance test of the vehicle undertaken at an Appointed Test Station

"Vehicle" the vehicle licensed as a Hackney Carriage

Words importing the masculine gender such as "he" or "him" shall include the feminine gender and be construed accordingly.

Where any condition below requires the Licensee to communicate with the Council unless otherwise stipulated, all communication must be with the Council's Licensing Department.

2. Identification Plates

2.1 The front and rear vehicle identification plates must be displayed in the authorised plate holder, obtained from the Licensing Department; and that the

plate must be fixed in the plate holder using the clips provided so as to allow them to be easily removed by an authorised officer. The plate holder should be fixed to the vehicle in such a way that neither it nor the number plate are obscured; and that both are 100% visible. Cable ties are not an acceptable means of fixing plates to a vehicle or indeed to the plate holder.

2.2 The Licensee of the vehicle shall ensure that the 'Identification Plates' are maintained and kept in such condition that the information on the plate is clearly visible to public view at all times.

2.3 The Council has specified that the vehicle licence number, make, model and licence expiry date together with the number of passengers it is licensed to carry shall be placed on the identification plate attached to the vehicle. This plate must not be tampered with or amended by anybody other than an Authorised Officer.

3. Condition of Vehicle

3.1 The Licensee shall ensure that the vehicle is always maintained in a good mechanical and structural condition and be capable of satisfying the Council's mechanical and structural inspection at any time during the period of the licence.

3.2 The interior and exterior of the Hackney Carriage shall be kept in a clean condition by the Proprietor.

3.3 The Licensee shall not allow the mechanical and structural specification of the vehicle to be varied without the consent of the Council.

3.4 The Licensee of the vehicle shall: -

- provide sufficient means by which any person in the vehicle may communicate with the driver during the course of the hiring;
- ensure the interior of the vehicle to be kept wind and water tight and adequately ventilated;
- ensure the seats in the passenger compartment are properly cushioned and covered;
- cause the floor in the passenger compartment to be provided with a proper carpet, mat or other suitable covering;
- ensure fittings and furniture of the vehicle are kept in a clean condition and well maintained and in every way fit and safe for public use;
- provide facilities for the carriage of luggage safely and protected from damaging weather conditions.

3.5 All vehicles must undertake and pass any further Test at the Appointed Test Station in accordance with Council policy (Arrangements for vehicle testing are entirely the responsibility of the Proprietor).

3.6 The Licensee must ensure that a daily vehicle check log must be completed by the licensee or driver(s) of the vehicle at the beginning of each shift. The checks to be carried out are as follows:

- Lights and indicators
- Tyre condition, pressures and tread
- Wipers, washers and washer fluid levels
- Cleanliness inside and out
- Bodywork – no dents or sharp edges
- Licence plates present and fixed in accordance with these conditions
- Any internal discs on display and facing inwards so customers can see.
- Door and bonnet stickers on display
- Tariff sheet in display
- Horn in working order

3.7 The Licensee shall ensure that he or the driver shall record the above information and keep it in the vehicle at all times and make it available to an authorised officer upon request.

4. Accidents

4.1 The Licensee shall report to the Council, in writing, as soon as is reasonably practicable and in any case within 72 hours any accident causing damage materially affecting the safety, performance or appearance of the vehicle or the comfort or convenience of passengers. The report should contain full details of the accident damage including photos.

5. Advertisements

5.1 The Licensee may only display advertisements on the outside of a London Style Hackney Carriage which must comply with the Council's policy and for which consent has been provided by an Authorised Officer.

6. Vehicle Signage

6.1 The Licensee will not allow any sign, notice flag, emblem or advertisement to be displayed in or from any Hackney Carriage Vehicle without the express permission of the Council

6.2 The Licensee will ensure that any mandatory signs be affixed permanently to the vehicle as directed by the Council and are not removed whilst the vehicle is licensed.

7. Assistance Dogs

7.1 The Licensee shall permit any assistance dog to ride in the vehicle (in the control and custody of the passenger) and allow it to be carried in the front passenger seat footwell of the vehicles if required.

7.2 The location of the assistance dog must be agreed with the passenger at all times.

7.3 The Licensee will ensure that any certificates exempting drivers of the vehicle from duties to carry assistance dogs, are displayed visibly and prominently as prescribed by the Council.

8. Other Animals

8.1 Any other animal may be carried in the vehicle at the discretion of the driver and must be carried in the rear of the vehicle in the custody and control of the passenger.

9. Taximeters

9.1 The Licensee shall ensure the vehicle is fitted with a Council approved, tested and sealed Taximeter before plying or standing for hire and shall use the approved meter only.

9.2 The Licensee shall ensure that the Taximeter is located within the vehicle in accordance with the reasonable instruction of an authorised officer, and sufficiently illuminated that when it is in use, it is visible to all passengers.

9.3 The Licensee shall ensure that the authorised Taximeter is maintained in a sound mechanical/electrical condition at all times and programmed to calculate the fare in accordance with the current fares tariffs fixed by the Council.

9.4 The Licensee shall ensure that the 'for hire' sign is extinguished when the fare commences, and the taximeter is brought into operation.

9.5 The Licensee shall ensure that the 'for hire' sign is not illuminated when the vehicle is outside of its licensing district.

10. Tampering with Taximeters

10.1 Taximeters must not be tampered with by anybody other than an Authorised Officer or an approved contractor approved by the Council.

11. Fare Table

11.1 The Licensee shall ensure that a copy of the current fare table supplied by the Council is displayed and visible at all times so that it can be easily read by passengers.

12. Drivers Licence

12.1 The Licensee shall retain copies of the hackney carriage drivers' licence of each driver of his vehicle and produce the same to an Authorised Officer or Police Officer on request.

13. Communication Equipment

13.1 The Licensee shall ensure that any communication equipment, used to communicate with passengers, fitted to his Hackney Carriage is at all times kept in a safe and sound condition and maintained in proper working order.

14. Convictions and Suitability Matters

14.1 The licensee shall ensure they provide a relevant DBS certificate as required by the Council to assess their fit and proper status; and that it is kept up to date and remains 'valid' in line with the Council's policies.

14.2 The licensee will register and remain registered with the DBS Update Service to enable the Council to undertake regular checks of the DBS certificate status as necessary.

14.3 The licensee shall notify the Council if they are subject to any:

- arrest or criminal investigation,
- summons,
- charge,
- conviction,
- formal/simple caution,
- fixed penalty,
- criminal court order,
- criminal behaviour order or anti-social behaviour injunction,
- domestic violence related order,
- warning or bind over
- or any matter of restorative justice

against them immediately in writing (or in any case within 24 hours) and shall provide such further information about the circumstances as the Council may require.

15. Notifications and Licence Administration

15.1 For the duration of the licence, the licensee shall pay the reasonable administration charge or fee attached to any requirement to attend training, or

produce a relevant certificate, assessment, validation check or other administration or notification process.

15.2 The Licensee shall notify the Council in writing within 14 days of any transfer of ownership of the vehicle. The notice will include the name, address and contact details of the new owner.

15.3 The Licensee shall give notice in writing to the Council of any change of his address or contact details (including email address) during the period of the licence within 7 days of such change taking place.

15.4 If requested by an Authorised Officer the Licensee must provide, in the timescale requested, in writing, to Council the following information: -

- The name of the driver and their badge number;
- The address of the driver;
- The company for whom the driver works for;
- The date and time you hired / lent / leased / rented your vehicle to the driver;
- Whose insurance the driver will be using the vehicle under;
- Whether the driver will have sole use of the vehicle; if not sole use whom else will have access to the vehicle;
- The expected duration the vehicle will be hired / lent / leased / rented to the driver

16. Intended Use

16.1 The Licensee of the Hackney Carriage vehicle licence shall ensure that an accurate and contemporaneous record is made and maintained either by himself or the driver of the vehicle, of all uses of the vehicle when being used to fulfil pre-booked hiring's on behalf of a private hire operator licensed by another local authority;

16.2 The accurate and complete record should include, as a minimum, the following information, and be recorded in a stitch or heat / glue bound book so as to provide a continuous record without breaks between rows: -

- date;
- time of first pick up;
- first 'pick up' point by location / name / address including house number;
- destination point by location / name / address including house number;
- the name and address of the operator on behalf of which the journey was being undertaken.

16.3 Each book shall legibly and clearly display the details of the vehicle to which it relates, including the make, model, registration number and vehicle licence number;

16.4 The record of journeys shall be available for inspection at any time by a Police Officer or PCSO; and an Authorised Officer of any local authority who through the course of their normal duties are authorised to inspect the licensed vehicle;

16.5 Each book, when full, shall be delivered to the Council's Licensing Department;

16.6 Where the Licensee wishes to maintain a record of use in any other format than set out above, prior approval must be obtained from an Authorised Officer.

17. CCTV

17.1 The licensee shall ensure that, in accordance with any Council policy, that CCTV cameras are fitted and in good working order.

NB: This proposed condition is subject to change and further consultation if CCTV is mandated either by GM or the Government. At this stage further conversations will take place with the Surveillance Commissioner and relevant parties.