

<b>REPORT TO:</b>	Climate & Environment Advisory Committee	19 November 2019
<b>LEAD CABINET MEMBER:</b>	Cllr Bill Handley, Lead Cabinet Member for Environmental Services & Licensing	
<b>LEAD OFFICER:</b>	Mike Hill, Director Housing, Health & Environmental Services	

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## Private Hire & Hackney Taxi Licensing Policy 2019

### Executive Summary

1. SCDC has a duty to licence Private Hire and Hackney Carriage vehicles, drivers and operators. In carrying out this function, SCDC has a duty to ensure that public safety is paramount whether it is to prevent direct danger to the passenger from the driver of the vehicle or danger to the passenger and other members of society from the vehicle itself.
2. This is a brand-new policy, updated to address the Council's Business Plan 2019-2024 and to increase protection of the public, deliver "Green to the Core" ambitions and support small local businesses.
3. To support improved air quality and health of residents, the Policy proposes introducing ultra-low and zero-emission vehicles for use as private hire and hackney taxis and to set a vehicle-age policy to reduce poor-performing and polluting vehicles from South Cambridgeshire and Cambridge City roads.
4. Climate & Environment Committee is requested to review and comment on the proposals to introduce ULEV and zero-emission vehicles, the associated vehicle age policy, and the emissions criteria against which vehicles will be judged fit to be licensed as "taxis" by South Cambridgeshire DC.

### Key Decision

No. Adoption of the Private Hire & Hackney Taxi Licensing Policy is a decision for Council on 28<sup>th</sup> November 2019.

### Recommendations

5. It is recommended that Climate & Environment Committee considers and provides advice to Council on the adoption of those parts of the Private Hire & Hackney Taxi Policy relating to the introduction of ULEV and zero-emission vehicles, the age of vehicles, and the emissions criteria against which vehicles will be judged fit to be licensed as "taxis" by South Cambridgeshire DC.

## Reasons for Recommendations

6. At its meeting on 11 November 2019, Licensing Committee agreed to seek further advice from Climate & Environment Committee on the environmental standards and vehicle age requirements proposed in the draft policy.

## Details

### **Introduction of ultra-low & zero emission vehicles for all new vehicle licences issued by South Cambridgeshire DC from 2021**

7. As part of the SCDC Business Plan 'Green to the Core' commitments, the proposed taxi policy introduces a requirement for all vehicles being licensed for the first time to be ultra-low or zero-emission with effect from 1<sup>st</sup> October 2021. This will have a significant impact on improving air quality across the district and Cambridge City.
8. An Ultra-Low Emission Vehicle is defined as one that emits less than 75g (or less) of CO<sub>2</sub> per kilometre from its exhaust pipe.
9. The introduction of ULEV and zero-emission vehicle standards recognises the contribution this policy change will make to improving the health of residents and children. Additionally, this policy change aligns South Cambridgeshire and Cambridge City providing consistency of approach for local businesses across the boundary.
10. However, concerns were raised by taxi drivers that this policy is being introduced too quickly and that there are not enough charging points in South Cambridgeshire. They are also concerned that there is only limited availability of second-hand ultra-low or zero emission vehicles that are suitable for use as taxis due to their relatively low mileage range. Overall drivers recognise that low emission vehicles have a positive impact on the environment but are concerned that the infrastructure is not there. Currently there are relatively few charging points in South Cambridgeshire and ULEV/Electric vehicles still do not have the mileage range to successfully act as taxis and cover all facets of service provision expected by public.
11. To begin to address these concerns, the following points are of note:
  - a. SCDC is installing 3 rapid charge-points for Hackney Carriage and Private Hire use only.
  - b. Public charge points in supermarkets/carparks are often free to use for the duration of your stay. There are a growing number of publicly available charge-points in and around South Cambridgeshire and that locations of these can be viewed at <https://www.zap-map.com>.
  - c. The Government has already taken steps to ensure that existing homes are electric-vehicle-ready by providing up to £500 grants towards the costs of installing a charge-point at home.
  - d. Technology allows drivers to be able to plan journeys taking into account distance, time and charging points available.

- e. There is a Government grant available for up to a maximum of £3,500 off the purchase of approved vehicles. These vehicles have CO2 emissions of less than 50g/km and can travel at least 112km (without) any emissions at all.
12. For information Cambridge City Council has already agreed this policy requirement, to be implemented from April 2020. Cambridge City recently consulted on changing this date to April 2021 but Elected Members have decided against this.

**Introduction of ultra-low & zero emission vehicles for all renewed vehicle licences issued by South Cambridgeshire DC from 2028**

13. Similarly, the new policy introduces a requirement for all vehicles submitted for a renewal of a license to be ultra-low or zero emission with effect from 1<sup>st</sup> October 2028. This will allow current licence holders adequate time to plan for this change. Again, this will have a significant impact on improving air quality across the district and Cambridge City.

**Vehicle Age Policy**

14. The “vehicle age policy” has been amended to encourage use of ultra-low and zero emission vehicles. It proposes:
- a. A vehicle will not be licensed for the first time unless it is less than 4 years old.
  - b. A vehicle license will not be renewed for a petrol or diesel vehicle unless that vehicle is less than 7 years old.
  - c. A vehicle license will not be renewed for an Ultra-low Emission Vehicle unless that vehicle is less than 12 years old.
  - d. A vehicle license will not be renewed for a zero-emission vehicle unless that vehicle is less than 15 years old.
15. The policy introduces an upper age limit of 7 years for the renewal of all petrol and diesel vehicles licences. There have been many consultation comments from operators and drivers requesting an extension to this age limit to allow current compliant vehicles to be fully utilised. It is therefore proposed to increase this vehicle age limit from 7 years to 9 years. This will assist with current hire purchase agreements entered into by current proprietors and enable them to complete these agreements.

**Vehicle Age & Emissions**

16. Licensing Committee challenged the focus on the age of the vehicles as a proxy for their mechanical and environmental performance. While Licensing Committee acknowledged that, at a global scale, environmental performance of vehicles must include a limit on CO2 emissions, it also asked to include limits based on Nitrogen Oxide and Particulate Matter emissions which are much more damaging to human health.
17. Appendix 1 sets out the Euro Emission Standards required of all new vehicles from their date of manufacture. The Proposed South Cambs policy is that all new vehicles be zero or ultra-low emissions with effect from October 2021 and all vehicles be zero or ultra-low from 2028. In the meantime, the Policy proposes that:
- a. all newly-licensed vehicles must be less than 4 years old. Under normal circumstances this would mean those vehicles must meet the Euro 6 standard, since this was brought in in Sep 2015.

- b. All renewals of petrol and diesel to be less than 9 years old. Under normal circumstances this would mean these vehicles must meet Euro 5 standards at date of manufacture, since this was brought in in Sep 2011.

18. Cambridge City Council has introduced age and emissions standards as follows:

- a. Until April 2020, for vehicles being licensed for the first time, the vehicle must be less than 4 years old and meet the Euro 5 Standard (or higher)
- b. From April 2020, all vehicles being licensed for the first time must be ULEV or zero-emissions vehicles.
- c. A vehicle license will not be renewed for a petrol or diesel vehicle unless that vehicle is less than 9 years old and it meets Euro 4 Standard
- d. By December 2028, all licence renewals will only be for vehicles which are ULEV or zero emissions.

19. Climate & Environment Committee is asked to comment and advise on the adoption of age and emissions standards for petrol and diesel “taxis”. In particular, that the SCDC Policy should include, in addition to the proposed age criteria, explicit adoption of the Euro 6 emission standard as a minimum for first-time licences and Euro 5 standard for the renewal of licences for petrol and diesel vehicles to reduce CO, NOX and practically eliminate Particulate Matter emissions.

## Options

- 20. Adopt the current proposed policy using vehicle age as a proxy for environmental performance.
- 21. Change the proposed Policy to state the air quality outcomes that the Council wishes to achieve via the Policy with reference to more precise emissions standards (CO, NOX and Particulate Matter) that the vehicle must meet as the sole criteria for licensing of vehicles.
- 22. Change the proposed Policy to adopt a combination of age and emission criteria for the first and subsequent renewal of licences for diesel and petrol private hire and hackney carriage taxis.
- 23. It is recommended that should Committee prefer options outlined in paras 20 and 21, that any detailed emission standards are included in the Private Hire & Hackney Carriage Handbook (rather than the Policy document) so that officers can update this without undertaking a full review of the Policy.

## **Implications**

24. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following have been considered:-

### **Financial**

25. If operators and drivers judge SCDC's policy requirements to be too difficult to meet, they may seek licences from local authorities with lower environmental standards. This will still allow them to do business in South Cambridgeshire but SCDC will no longer receive income from licensing those vehicles. As a result, SCDC will need fewer staff to run the taxi licensing regime.

### **Legal**

26. No implications identified.

### **Staffing**

27. No direct staffing implications identified (although see Financial considerations above)

### **Equality and Diversity**

28. There is currently understood to be limited availability of ULEV and zero-emission wheel-chair accessible vehicles. Officers will monitor availability with the taxi trade to ensure that there are no adverse impacts on residents with reduced mobility requiring wheel-chair accessible, ULEV and zero-emission taxis.

### **Climate Change**

29. Failure to adopt challenging emissions standards will risk a slower pace of change amongst the taxi trade, reducing the likelihood of SCDC meeting its "Green to the Core" ambitions to become zero carbon by 2050.

### **Consultation responses**

30. Full consultation has been undertaken with the taxi trade in the development of the proposed Policy. 54 responses were received to the on-line consultation and 150 people attended a 2-day open workshop for taxi operators and drivers in Summer 2019. Consultation responses are summarised in Table 1 below:

<b>Table 1 – Consultation Responses - Key points</b>	
•	Health of residents/children adversely affected by pollution, this policy will help tackle it
•	Consistency with Cambridge City a good thing
•	Long-term approach with investment in charging points helpful
•	Green cars and ultra-low emission vehicles
•	Time frame – fair and reasonable
•	Council is progressive and ambitious and aligning its licensing conditions with broader sustainability goals - encouraging.
•	Electric vehicles isn't feasible due to charge time and number of charging points in the area
•	Limited vehicles available and unsuitable for taxis
•	To reduce pollution, should reduce the number of vehicles licenced
•	Cost of vehicles too expensive at present
•	Blue efficiency diesel cars are less harmful to the environment overall
•	Hackney/Private Hire are different to Chauffeurs who do not operate in the city and this will put their businesses in jeopardy
•	Mileage range insufficient
•	Electric Wheelchair accessible vehicles not widely available and those that are - too expensive and are Hackney Carriage vehicles
•	No secondhand markets for vehicle
•	At present the market is unpredictable for vehicles
•	'Make all licensed cars electric and hybrid only from 2021. With help from the councils we could change our cars easily within a year! 'Massive improvement on Cambridge roads!'
•	A suggestion was made to support the transaction from petrol/ diesel car by creating a car loan scheme for private hire and hackney drivers.
•	Vehicles should comply with Euro 6 emissions standards at first to allow for owners who have entered into financial commitments

## Effect on Council Priority Areas

### Growing local businesses and economies

31. The proposed Private Hire and Hackney Carriage Policy supports local businesses via the continued use of a network of 20+ local garages for the undertaking of Certificate of Compliance checks every 6 months.

### Housing that is truly affordable for everyone to live in

32. In the absence of a developed public transport network, availability of private hire and hackney taxis provides much needed transport and access-to-services options for residents across rural South Cambridgeshire.

## **Being green to our core**

33. Introduction of age limits and emissions standards for taxi vehicles directly improves the environment and air quality across the District.

## **Background Papers**

South Cambridgeshire DC Proposed Private Hire & Hackney Taxi Licensing Policy 2019 at Licensing Committee, Monday 11 November 2019

<https://scambs.moderngov.co.uk/ieListDocuments.aspx?CId=414&MId=7712&Ver=4>

Cambridge City Council Hackney carriage and Private Hire Licensing Policy July 2019

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

## **Report Author:**

Jen Holah – Corporate Licensing Manager

Mike Hill – Director, Housing, Health & Environmental Services

Telephone: (01954) 713398

Appendix 1 – Euro Emission Standards	
Category	Definition and source
Ultra-Low Emissions Vehicle (ULEV)	<p>Usually defined as vehicles that emit less than 75g of carbon dioxide (CO<sub>2</sub>) for every kilometre travelled</p> <p><a href="https://www.vehicle-certification-agency.gov.uk/fcb/ulev.asp">https://www.vehicle-certification-agency.gov.uk/fcb/ulev.asp</a></p>
European ‘Euro’ emissions standards	<p>These define acceptable limits for exhaust emissions of new light duty vehicles sold in EU and EEA (European Economic Area) member states. The Euro 1 was introduced in 1992, and since then there have been a series of Euro standards leading to the current Euro 6.</p> <p>Because petrol and diesel engines produce different types of emissions they are subject to different standards.</p> <p><a href="https://www.rac.co.uk/drive/advice/emissions/euro-emissions-standards/">https://www.rac.co.uk/drive/advice/emissions/euro-emissions-standards/</a></p>
Euro 5	<p>introduced in Sep 2009 for new type approval and rolled out all new registrations in January 2011.</p> <p><b>Euro 5 emissions standards (petrol)</b></p> <p>CO: 1.0g/km  THC: 0.10g/km  NMHC: 0.068g/km  NOx: 0.06g/km  PM: 0.005g/km (direct injection only)</p> <p><b>Euro 5 emissions standards (diesel)</b></p> <p>CO: 0.50g/km  HC + NOx: 0.23g/km  NOx: 0.18g/km  PM: 0.005g/km  PN [# /km]: 6.0x10<sup>11</sup>/km</p>
Euro 6 and Euro 6 diesel	<p>introduced in Sep 2014 for new type approval and rolled out for most vehicle sales and registrations in September 2015.</p> <p><b>Euro 6 emissions standards (petrol)</b></p> <p>CO: 1.0g/km  THC: 0.10g/km  NMHC: 0.068g/km  NOx: 0.06g/km  PM: 0.005g/km (direct injection only)  PN [# /km]: 6.0x10<sup>11</sup>/km (direct injection only)</p> <p><b>Euro 6 emissions standards (diesel)</b></p> <p>CO: 0.50g/km  HC + NOx: 0.17g/km  NOx: 0.08g/km  PM: 0.005g/km  PN [# /km]: 6.0x10<sup>11</sup>/km</p>



Real Driving Emissions(RDE) tests	Introduced in 2017 to reflect actual emissions on the road, reducing the discrepancy between real-world emissions and those measured in a laboratory.
Euro 7 and Euro 7 diesel	<p>In addition to these new tests, it's been widely believed within the motoring world that the EU is planning to introduce a new Euro 7 emissions standard in the coming years.</p> <p>However, in April 2019 the European Parliament and Council adopted new regulations setting CO2 emission performance standards for new passenger cars and vans which will start applying from 1 January 2020.</p> <p>Unlike the previous Euro emissions standards, this regulation focuses solely on carbon emissions of new cars and vans, and includes a mechanism to incentivise the uptake of zero-emission vehicles.</p> <p>It remains to be seen if, and when, the EU will implement a Euro 7 emissions standard with the same requirements as previous standards alongside this new regulation.</p>
London Ultra-low emissions zone (ULEZ) standards	<p>Vehicles need to meet the different emissions standards for the Transport for London ULEZ based on their vehicle type and the type of emissions.</p> <p>The ULEZ standards are:</p> <ul style="list-style-type: none"> <li>• The Euro 3 for motorcycles, mopeds, motorised tricycles and quadricycles (L category)</li> <li>• Euro 4 (NOx) for petrol cars, vans, minibuses and other specialist vehicles</li> <li>• Euro 6 (NOx and PM) for diesel cars, vans and minibuses and other specialist vehicles</li> <li>• Euro VI (NOx and PM) for lorries, buses and coaches and other specialist heavy vehicles (NOx and PM)</li> </ul> <p><a href="https://tfl.gov.uk/modes/driving/ultra-low-emission-zone/ways-to-meet-the-standard#on-this-page-0">https://tfl.gov.uk/modes/driving/ultra-low-emission-zone/ways-to-meet-the-standard#on-this-page-0</a></p>