

# Agenda

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## General Purposes Licensing Committee

Date: **Wednesday 23 January 2019**

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Time: **6.15 pm**

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Place: **Council Chamber - Oxford Town Hall**

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# General Purposes Licensing Committee

## Membership

**Chair** Councillor Mary Clarkson

**Vice-Chair** Councillor Colin Cook

Councillor Tiago Corais

Councillor Michael Gotch

Councillor Richard Howlett

Councillor Rae Humberstone

Councillor Tom Landell Mills

Councillor Mark Lygo

Councillor Sian Taylor

Councillor Christine Simm

**The quorum for this Committee is 4 Members, no substitutes are permitted.**

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## AGENDA

	Pages
1	<b>APOLOGIES FOR ABSENCE</b>
2	<b>DECLARATIONS OF INTEREST</b>
3	<b>MINUTES</b>
	7 - 10
	<b>Recommendation:</b> That the minutes of the meeting held on 22 October be APPROVED as a true and accurate record.
4	<b>LICENSED VEHICLES EMISSION STANDARDS</b>
	11 - 24
	The Head of Community Services has submitted a report to recommend introduction of emission standards for Hackney Carriage Vehicles and amend the vehicle age limit for Private Hire Vehicles licensed by this Authority.
	<b>Recommendations:</b> That the General Purposes Licensing Committee resolves to:
	<ol style="list-style-type: none"> <li>1. <b>Approve</b> the recommended option for introduction of new emission standards for Hackney Carriage Vehicles licensed by this Authority;</li> <li>2. <b>Approve</b> the recommended amendment to vehicle age criteria for licensing of new Low and Ultra Low Emission Private Hire Vehicles; and</li> <li>3. <b>Agree</b> that such proposals be recommended to Council for adoption.</li> </ol>
5	<b>LICENCE FEES AND CHARGES FOR 2019/20: COMMERCIAL EVENTS, HACKNEY CARRIAGE AND PRIVATE HIRE, ROAD CLOSURE ORDERS, SCRAP METAL DEALERS, SEX ESTABLISHMENTS AND STREET PARTIES</b>
	25 - 32
	The Head of Community Services has submitted a report to seek agreement to the licence fees for 2019/20 where the Council has discretion over the level of fee charged.
	<b>Recommendation:</b> That the General Purposes Licensing Committee resolves to:
	<b>Agree</b> the licence fees and charges for 2019/20 as set out in the Appendix 1 and recommend them to Council

**6 LICENCE FEES AND CHARGES FOR 2019/20: MISCELLANEOUS LICENSING**

The Head of Regulatory Services and Community Safety will submit a report to seek agreement to the licence fees for 2019/20 where the Council has discretion over the level of fee charged.

The report will be published as a Supplement to the agenda.

**7 DATES OF FUTURE MEETINGS**

The next meetings of the Committee are scheduled to take place on:

14 May 2019

18 September 2019

All meetings start at 6.15 pm or on the rising of the Licensing & Gambling Acts Committee.

## **DECLARING INTERESTS**

### **General duty**

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed “Declarations of Interest” or as soon as it becomes apparent to you.

### **What is a disclosable pecuniary interest?**

Disclosable pecuniary interests relate to your employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council’s area; licences for land in the Council’s area; corporate tenancies; and securities. These declarations must be recorded in each councillor’s Register of Interests which is publicly available on the Council’s website.

### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

### **Members’ Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members’ Code of Conduct says that a member “must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself” and that “you must not place yourself in situations where your honesty and integrity may be questioned”. What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those of the member’s spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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## **Minutes of a meeting of the GENERAL PURPOSES LICENSING COMMITTEE on Monday 22 October 2018**

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### **Committee members:**

Councillor Clarkson (Chair)

Councillor Gotch

Councillor Taylor

Councillor Cook (Vice-Chair)

Councillor Howlett

Councillor Simm

### **Officers:**

Daniel Smith, Lawyer

Joshua Curnow, Licensing Compliance Officer

Lesley Rennie, Business Regulation Team Manager

Samantha Broome, Licensing Officer

John Mitchell, Committee and Member Services Officer

## **9. Apologies for Absence**

Apologies for absence were received from Councillors Landell-Mills and Lygo.

## **10. Declarations of Interest**

None.

## **11. Update on Taxi Licensing Activity: April 2018 - July 2018**

The Head of Community Services had submitted a report to inform the Committee of the progress made by the Taxi Licensing team during the current Council year for the period April 2018 – July 2018.

The Licensing Officer introduced the report and drew attention to some of its key elements.

Attention was drawn to recent amendments to the Hackney Carriage and Private Hire Driver and Vehicle criteria made by the Head of Community Services to ensure that Licensing Authority documents, processes and procedures are kept up to date, offer adequate advice and support to the trade as well as continuing to set robust and high standards.

Amendments to the Vehicle Application Pack include: the updating of the name of the appointed licensed vehicle testing centre to Oxford Direct Services Testing Centre; amendments to align the Certificate of Compliance (CoC) testing with the new Driver and Vehicle Standards Agency rules for MOT testing; and ensuring that vehicles are presented for CoC no earlier than 28 days prior to expiry.

Amendments to the Driver application pack include: 'Transporting Disabled Passengers and How to Ensure Safety of Wheelchair Users'; and the new online procedure for checking DVLA Driver Licences for all applicants.

The report drew attention to implementation of the national register of Taxi Licence Refusals and Revocations in the process for determining new and renewal applications for Hackney Carriage and or Private Hire Driver Licences, the proposed date of implementation for which was 01 January 2019.

The Authority is reviewing current criteria and processes to encourage the trade to apply for licences with Oxford City Council and so minimise the incentive to be licensed by other authorities in order to tackle cross-border hiring. The Authority proposes to assist drivers currently licensed by other Oxfordshire Authorities by accepting valid documents and offering a discount in fee for every full year the driver has left on their current 3 year Oxfordshire licence.

In response to questions from the Committee the Licensing Officer confirmed that the rate of licence applications was more or less stable and comparable with the previous year.

It was confirmed that safeguarding training for drivers was in relation to both children and adults.

There was close co-operation with other licensing authorities in relation to drivers whose applications had been refused or in relation to whom there were significant concerns.

The requirements in relation to the contents of first aid kits to be carried on Hackney Carriages and Private Hire vehicles had been in place for several years and were observed to be a little out of date. It was suggested that thought should be given to the adoption of kits meeting British Standard 8599-1. The Licensing Officers agreed to pursue this suggestion.

It was noted that exhortations/requirements to use environmentally friendly vehicles, whilst desirable, were not the primary objective of vehicle licensing and were (and would be) pursued by the Council, by other means. The Licensing Authority is committed to support the reduction of air pollution and the implementation of the Council's Zero Emission Zone in the City of Oxford. Changes to the vehicle licensing criteria had been made to ensure that applicants wishing to use such vehicles were not prohibited from doing so.

The Solicitor updated the Committee in relation to the appeals against the General Purposes Licensing Casework Sub-Committee's decisions. One of the two appellants, appealing to the Crown Court having been dismissed by the Oxford Magistrates' Court, had since withdrawn his appeal. This left just one appeal awaiting court summons and hearing date.



The Committee resolved to:

- 1) **Note** the contents of the report; and
- 2) **Recommend** that consideration be given to requiring the adoption of British Standard 8599-1 for first aid kits for Hackney Carriages and Private Hire Vehicles.

## **12. Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018 and approval of associated licence fees and charges.**

The Head of Planning, Sustainable Development and Regulatory Services had submitted a report to bring to the Committee's attention the Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018 and to seek approval of associated licence fees and charges.

The Licensing Officer introduced the report. The Regulations came into force on 01 October 2018 and provided a much needed consolidation of previous animal welfare legislation, some of which had not been reviewed since 1925.

The new legislation outlines the general conditions which licence holders must meet. These were national conditions which could not be amended. The legislation allows licensing authorities to charge a reasonable amount to cover the cost of considering the grant, renewal or variation of a licence, assessing compliance and enforcement against unlicensed operators.

The Regulations covered 5 broad areas: selling animals as pets; providing or arranging for the provision of boarding for cats or dogs; hiring out horses; dog breeding; and keeping or training animals for exhibition.

While dog breeders and members of the Kennel club, for example, might be expected to be aware of the new Regulations, many other members of the public who would be affected by the requirements would not. While DEFRA was the lead organisation for these matters, there was an emerging expectation that local authorities would take the lead in publicising the new requirements and the Council would use a variety of social media and other means to do so.

The Licensing Officer explained that the Regulations included a number of exemptions to prevent them from being unduly onerous for people who might, for example, want to sell puppies occasionally on a domestic rather than commercial basis. The Regulations also permitted a flexible licensing system to allow authorities to licence for a period and fee that was proportionate to the risks of a particular case or application.

The Licensing Officer concluded by observing that following publication, a national petition had been launched, seeking improvements to the Regulations and accompanying guidance and which might result in some fine-tuning of both in the future.

The Committee resolved to:

1. **Note** the coming into effect of the Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018 and consequent powers and duties;
2. **Agree** the licence fees and charges as set out in Appendix A and recommend them to Council; and
3. **Recommend** Council delegate animal welfare licensing responsibilities to Head of Planning, Sustainable Development and Regulatory Services.

### **13. Minutes**

The Committee resolved to **approve** the minutes of the meeting held on 16 May 2018 as a true and accurate record.

### **14. Dates of Future Meetings**

The next meeting of the Committee is scheduled to take place on 23 January 2019, starting at 6.15 pm.

**The meeting started at 6.00 pm and ended at 6.40 pm**

Chair .....

**Date: Wednesday 23 January 2019**

**To:** General Purposes Licensing Committee  
**Date:** 23 January 2019  
**Report of:** Head of Community Services  
**Title of Report:** Licensed Vehicles Emission Standards

Summary and recommendations	
<b>Purpose of report:</b>	To recommend introduction of emission standards for Hackney Carriage Vehicles and amend the vehicle age limit for Private Hire Vehicles licensed by this Authority
<b>Corporate Priority</b>	Vibrant Sustainable Economy, A Clean and Green Oxford
<b>Policy Framework</b>	Air Quality Action Plan, Low Emission Strategy, Sustainability Strategy
<b>Recommendations:</b> That the General Purposes Licensing Committee resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> the recommended option for introduction of new emission standards for Hackney Carriage Vehicles licensed by this Authority;</li> <li>2. <b>Approve</b> the recommended amendment to vehicle age criteria for licensing of new Low and Ultra Low Emission Private Hire Vehicles; and</li> <li>3. <b>Agree</b> that such proposals be recommended to Council for adoption.</li> </ol>	

Appendices	
Appendix 1	Supporting Measures
Appendix 2	Full Analysis

## Introduction and background

1. Oxford City centre currently has high levels of toxic nitrogen dioxide, which contribute to diseases including cancer, asthma, stroke and heart disease; and, to around 40,000 deaths in the UK every year. Emissions from licensed vehicles contribute to these high levels.
2. Oxford has the potential for a great offer to its visitors, residents and businesses: a world class, clean, modern fleet of Hackney Carriage and Private Hire Vehicles.
3. Currently Oxford licensed Hackney Carriage fleet has an old age, polluting profile - the fleet consists 100% of diesel vehicles: 51% are older than 15 years, with the six oldest vehicles being 19 years old. Over half of the fleet are Euro standard 3 and lower.

4. 81% of the fleet would not meet the current Oxford Low Emission Zone standards (Euro 5 for buses), if it were extended to include taxis.
5. Trip patterns indicate that taxi emissions are largely generated within the central areas of Oxford.
6. None of the existing licensed vehicles are zero-emissions capable and none meet the proposed Zero Emission Zone (ZEZ) standards. Reducing emissions in the taxi fleet presents an opportunity not only to improve air quality, but to showcase electric vehicles to our residents, businesses and visitors.
7. Oxford is not alone in taking these steps. For example: Coventry already require all newly licensed vehicles to be EURO 6 and will have a fully ULEV fleet by 2024; London have required all new applicants to be ULEV since January 2018; and, Dundee already has 94 pure electric (private hire) taxis operating in the city.
8. The overarching goals of the proposals in this report are:
  - That the economic impact on the Hackney Carriage trade respects their livelihood and builds resilience to global trends in mobility.
  - Achieving the urgent air quality improvement needed to meet Council targets for clean, safe air.
  - That Oxford City Council be a leader in sustainability, helping to attract investment and funding.

### **Go Ultra Low Oxford: Taxi scheme**

9. The Hackney Carriage trade provides an important service, within our wider transport system, to meet the diverse needs of the residents, businesses and visitors to Oxford.
10. The global trend in mobility is towards rapid adoption of electric vehicles, especially in cities where new forms of mobility are concentrated and infrastructure investment is needed. Oxford City Council has been working to support the trade to build capacity and resilience to the forthcoming changes to our mobility to ensure the valuable services it provides are preserved for the future.
11. These measures include raising awareness of the benefits of low emissions vehicles, bringing the manufacturers to Oxford, capacity building workshops, financial incentives and investigation of the local investment case for ultra-low emissions purpose-built taxis. The summary of those measures can be found in **Appendix 1**. The Council continues to actively explore other sources of finance and support for the local trade.

### **Recommended option of emission standards for Hackney Carriage Vehicles (HCV) licensed by this Authority**

12. To help address the high levels of toxic nitrogen dioxide in some city centre streets, options for an emissions standard were developed in consultation with the City of Oxford Licensed Taxi Association (COLTA) and feedback from drivers and owners that have attended the Council's capacity building workshops.

13. The proposals are based on the latest study of real world emissions by taxis<sup>1</sup> which show that EURO 5<sup>2</sup> models perform worse than EURO 4 and EURO 3 models, and are comparable to EURO 2 models. The proposals are therefore designed to avoid new EURO 5 vehicles applications, in order to ensure a real world emissions improvement is achieved in the journey towards a fully zero emissions capable fleet. **Appendix 2** describes and assesses the options, accounting for the overarching goals described above.

14. The recommended requirement:

- A. From 1<sup>st</sup> January 2020 remove the current requirement for new Hackney Carriage Vehicle (HCV) applications where the maximum age for a new vehicle to obtain a licence is “less than five years of age”
- B. From 1<sup>st</sup> January 2020 all renewal HCV applications must meet the EURO 4 standard as minimum; and, all new HCV applications must meet either the EURO 4, EURO 6 or ULEV standard as a minimum (EURO 5 vehicles are not considered to meet that standard);
- C. From 1<sup>st</sup> January 2022 all new HCV applications must meet ULEV standard or at least Euro 4 if replacing an existing Euro 4, Euro 5 or Euro 6 due to the vehicle being written off by an insurance company or is a temporary courtesy vehicle due to repairs;
- D. From 1<sup>st</sup> January 2025 all new and renewal HCV applications must meet the Ultra-Low Emissions Vehicle standard

Date From	<u>Renewal</u> HCV Applications	<u>New</u> HCV Applications:
1 <sup>st</sup> January 2020	All HCV must meet EURO 4 emission standard	All HCV must meet EURO4, EURO 6 or ULEV emission standard (EURO 5 vehicles will not be considered to meet this standard)
1 <sup>st</sup> January 2022	All HCV must meet EURO 4 emission standard	All HCV must meet ULEV standard, or at least Euro 4 if replacing an existing Euro 4, Euro 5 or Euro 6 due to the vehicle being written off by an insurance company or is a temporary courtesy vehicle due to repairs
1 <sup>st</sup> January 2025	All HCV must meet ULEV standard	All HCV must meet ULEV standard

15. The dates that EURO standards come into effect can vary: e.g. a manufacturer may be producing EURO 4 qualifying vehicles for a “transition period” before the official date that the standard comes into effect. For the purposes of this emission standard the following table describes how the emission standard of a vehicle will be assessed. Where there are “transition periods” the table assumes the highest Euro standard possible.

<sup>1</sup> Dallmann et al (2018). Available from: <https://www.trueinitiative.org/media/597524/true-london-rs-report-fv-20181214.pdf>

<sup>2</sup> Euro Standards are increasingly stringent exhaust pollution limits for new car models, introduced by the European Union in the early 1990s, starting with Euro 1. The current Euro Standard is Euro 6.

<b>First DVLA Vehicle Registration Date</b>	<b>Standard assumed</b>
From 1 <sup>st</sup> July 1992	Euro 1
From 1 <sup>st</sup> January 1996	Euro 2
From 1 <sup>st</sup> January 2000	Euro 3
From 1 <sup>st</sup> January 2005	Euro 4
From 1 <sup>st</sup> September 2009	Euro 5
From 1 <sup>st</sup> September 2014	Euro 6

16. A vehicle will be considered to meet the Ultra Low Emissions Vehicle standard if it meets the UK government's definition of an Ultra Low Emission Taxi (as of November 2018) "Taxis - These vehicles are purpose-built taxis and have CO2 emissions of less than 50g/km and can travel at least 112km (70 miles) without any emissions at all."<sup>2</sup>
17. Any applicant who believes that their vehicle meets a higher emissions standard than indicated by the requirements, as set out in the table above, may submit evidence to the Council. Where reasonable evidence is provided, officers may agree the appropriate emissions standard for that vehicle and issue a licence.

### **Amendment of vehicle age limit for first licensing of new Low and Ultra Low Emission Private Hire Vehicles**

18. Oxford City Council licensed Private Hire fleet is currently considerably younger and less polluting than licensed Hackney Carriage fleet. However, the Authority desires to further encourage licensed Private Hire trade in supporting the Council vision in improving the air quality.
19. Current licensing age limit criteria for all new Private Hire Vehicles to obtain a licence are *"The maximum age for a new vehicle to obtain a licence is "less than five years of age" when it is licensed"*.
20. To support the trade further in investing and switching to Low and Ultra Low Emission Vehicles it is proposed to amend the current criteria to the following *"The maximum age for a new Private Hire Vehicle to obtain a license is "less than five years of age" or "less than seven years of age for Alternative Fuel Type Vehicles (Tax Code TC59 definition), OR petrol vehicles (TC 48 definition) OR diesel vehicles (TC 49 definition AND meeting the RDE2 standard), that also produce CO2 emission figures of 110g/km or less as displayed in the DVLA V5 Vehicle Registration Certificate."*

### **Financial implications**

21. A study of local Hackney Carriage duty cycles was carried out. The study modelled the payback on investments in ultra-low emissions purpose-built taxis. It showed that ultra-low emissions purpose-built taxis, including the LEVC eTX and the Dynamo models, are a viable investment in Oxford due to the lower running costs compared to conventional vehicles. This is particularly pronounced for the Dynamo,

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<sup>2</sup>See <https://www.gov.uk/plug-in-car-van-grants> - eligible taxis. Government ULEV definitions are expected to adapt to a developing market. Updated definitions might be considered for NEW applications post 2025.

which could generate a saving of £19,000 over 6 years of ownership at an average mileage of 25,000 per year. In comparison the LEVC eTX could generate a saving of £1,500 after six years based on the same mileage.

22. Access to capital may be a challenge for potential investors in the vehicles and is a key concern for the trade. The council has committed to subsidising the Certificate of Compliance test and Licensing Application fees for the first ten “early adopters” to invest in and license an ultra-low emissions Hackney Carriage Vehicle in Oxford.
23. It is expected that over the five year period of transition to the ULEV standard that the cost of new vehicles and models will become more affordable and that a second hand market will develop. As above, the Council continues to actively explore other sources of finance and support for the local trade.

### **Legal issues**

24. In order to be enforceable the application of new emission standards and amendment of age limits would require the attachment of additional conditions to vehicles licences. The Local Government (Miscellaneous Provisions) Act 1976 at sections 47, 48 and 51 allows the Licensing Authority to attach to vehicle licences such conditions as it considers ‘reasonably necessary’. Improving standards in vehicle safety and air quality are relevant factors in this respect.
25. Improving air quality is in the interests of all persons and therefore no separate equalities assessment is considered necessary.

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## Supporting measures

Measure	Description and progress to date
Information and awareness of ultra-low emissions vehicles on/coming to the market	<p>Awareness raising engagement workshops.</p> <p>February 2017 - London Electric Vehicle Company presentation and test drive/ride event</p> <p>July 2017 – Dynamo presentation and vehicle showcase</p>
Financing	Oxford City Council commissioned a project to model the pay back on investment in an ultra-low emissions vehicles based on our live data of local duty cycles.
Financing	Oxford City Council has been engaging with companies that offer leasing and/or financing packages for ultra-low emissions hackney carriage vehicles and has shared these offers with the trade. The Council plans to invite these companies to the next workshop for the trade in Oxford.
Provision of charging infrastructure	<p>Oxford City Council secured £373,000 of Government funding for provision of 19 rapid electric vehicle chargers in the city.</p> <p>Location planning has been based upon a survey of both hackney carriage and private hire drivers in Oxford. The first four chargers are on course for installation by end March 2019.</p>
Early-adopters group	Council officers have engaged on a one to one basis with vehicle owners who are actively considering purchasing an ultra-low emissions vehicle in order to understand the particular challenges and barriers that they face.
Local maintenance	<p>A key concern raised by the trade was that new technology may have teething problems and that the risk of being off the road for up to a week while a vehicle was taken to e.g. Birmingham for repair was a significant barrier.</p> <p>Oxford Direct Services are the sole licensed provider of maintenance for London Electric Vehicle Company. They offer local maintenance of older models as well as the new eTX.</p>

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### Full Analysis

In developing this recommendation a number of options have been assessed. These are presented below. Further details on the rationale behind the recommendation can be found in the tables on the following page.

Options	2020	2022	2023	2024	2025	2026	2027	2028
<b>Option 1</b>	All Renewals to be EURO 5 standard as minimum							All Renewals to be ULEV
<b>Option 2</b>	All Renewals to be EURO 5 standard as minimum				All Renewals to be ULEV			
<b>Option 3 (RECOMMENDED)</b> 19	Newly licensed vehicles to be EURO 4, EURO 6 or ULEV standard as minimum (not EURO 5). All Renewals to be EURO 4 standard as minimum	Newly licensed to be ULEV or at least Euro 4 if replacing an existing Euro 4, Euro 5 or Euro 6 due to the vehicle being written off by an insurance company or is a temporary courtesy car due to repairs			All Renewals to be ULEV			

### Impact on fleet profile

Options	2020	2022	2023	2024	2025	2026	2027	2028
<b>Option 1</b>	78% fleet upgrade to at least EURO 5							ALL ULEV
<b>Option 2</b>	78% fleet upgrade to at least EURO 5				ALL ULEV			
<b>Option 3 (RECOMMENDED)</b>	52% fleet upgrade from EURO 1,2,3 to 4, 6 or ULEV				ALL ULEV			

## Rationale for choice of milestone year for 100% ULEV fleet:

Options	Pros	Cons
<b>2028</b>	<p>9 years for an owner to invest in a EURO 5 now and recoup investment before moving to a ULEV</p> <p>Allows time before enforcing ULEV standard for teething problems with vehicles to be resolved.</p> <p>By 2028 there may be a second hand market for ULEV taxis</p> <p>Less ambitious than the County Council aspirations and the second phase of the Zero Emissions Zone roll out.</p>	<p>Does not provide certainty of ULEV adoption to the commercial operator of the taxi charging points that the city council is installing as part of the Go Ultra Low Oxford: Taxi Scheme. May impact Council's ability to secure the lowest charging tariff for drivers when tendering for this service.</p> <p>Is less ambitious than leading cities' emissions standard requirements. This is a reputational risk given Oxford's ambitious to move towards a zero emissions city. There may also be an impact on credibility with funding bodies.</p> <p>Relies on supporting measures to incentivise early adoption of ULEVs and achieve the desired outcome for emissions levels</p>
<b>2025</b> <b>(RECOMMENDED)</b>	<p>Emissions levels, and associated health benefits, improve three years earlier than the 2028 option.</p> <p>Offers certainty of ULEV adoption for the commercial operator of the taxi charging points. So the Council will have greater leverage to secure a low tariff for charging when selecting an infrastructure partner, which in turn benefits the taxi trade through lower running costs.</p> <p>A fully ULEV fleet three years earlier than the 2028 option – the co-benefits from showcasing ULEVs to customers are achieved earlier too.</p> <p>Owners who wish to invest in a EURO 4 or EURO 6 before the move to ULEV can do so now and are incentivised to do so asap – in order to maximise the payback. Thus incentivising improvement in emissions of fleet faster than a 2028 target year.</p> <p>Allows time before enforcing ULEV standard for teething problems with vehicles to be resolved.</p> <p>Aligns with the aspirations of Oxfordshire County Council, supported by Oxford City Council, phasing in of the Zero Emissions Zone.</p>	<p>This proposal just matches the timelines for fully ULEV fleet in Nottingham, Cambridge and Slough: it is not more ambitious. Coventry will bring in a full ULEV fleet earlier, in 2024.</p> <p>Relies on supporting measures to incentivise early adoption of ULEVs</p> <p>Impacts on the trade sooner regarding vehicle investments.</p>

**Rationale for introducing an interim emissions standard milestone:**

Options	Pros	Cons
<p><b>No interim milestone – just a year by which all are ULEV</b></p> <p>21</p>	<p>A simple policy that allows a market-led approach to adopting ULEV technology</p>	<p>Emissions levels will take longer to achieve – the oldest vehicles on the fleet could still be there up to 2025</p> <p>Is less ambitious than leading cities' emissions standard requirements. This would undermine Oxford's claim to lead the way and is a reputational risk. There may also be an impact on credibility with funding bodies in future project bids.</p> <p>By not triggering early upgrades of the worst vehicles we may miss opportunities to encourage and support early adoption in a targeted manner.</p> <p>Feedback from the local trade was broadly in favour of an achievable 2020 milestone.</p>
<p><b>Include one or more interim milestones (RECOMMENDED)</b></p>	<p>By triggering upgrade of part of the fleet, we can target and work with the willing to support early adoption of ULEV. Prioritising the poorest performing vehicles first.</p> <p>Feedback from the local trade was broadly in favour of an achievable 2020 milestone.</p> <p>This option recognises that not all owners are early adopters of new technology like ULEVs, but ensures that all must modernise and deliver improved emissions.</p>	<p>A slightly more complex policy to implement and communicate – though the owners do know the licensing policy in detail already.</p>

## Rationale for choice of interim milestones:

Options	Pros	Cons
<p><b>All vehicles at least Euro 5 from January 1 2020</b></p>	<p>Based upon feedback from the local trade.</p> <p>78% or 83 vehicles of the fleet will upgrade by 2020 – those currently EURO 1,2,3,4 standard</p>	<p>The most common Oxford Euro 5 Hackney carriage, the Euro 5 LTI TX4, has been found to produce 50% more NOx emissions than the LTI Euro 4 taxi, and 25 %more carbon. This means that a policy encouraging Euro 5 would have a negative impact on fleet emissions.</p> <p>Such a large number of upgrades may mean that the council isn't able to identify and support potential ULEV early-adopters as effectively due to lack of resource.</p> <p>EURO 5 is not a high standard for emissions. This standard in particular is evidenced to be very poor performing for real-life emissions compared to vehicle testing emissions. There is a reputational risk that it is associated with the emissions scandals of recent years.</p>
<p><b>Phased start</b></p> <p><b>(RECOMMENDED)</b></p> <p>From Jan 1<sup>st</sup> 2020. renewals must be vehicles at least Euro 4 New applications must be EURO 4, Euro 6 or ULEV standard</p> <p>All newly licensed vehicles must be ULEV standard from Jan 1<sup>st</sup> 2022, unless an exemption applies.</p>	<p>This is less stringent than the suggestion from the local trade.</p> <p>It allows owners of EURO 4 vehicles to continue to operate these models until 2025 and make the transition directly to the ULEV standard. This, in combination with ensuring all newly licensing vehicles are either EURO 4, EURO 6 or ULEV, we avoid increasing the number of poorer performing EURO 5 vehicles on the fleet.</p> <p>52%, or 56, vehicles of the fleet will upgraded by 2020 – those currently EURO 1, 2, 3 standard.</p>	<p>A slightly more complex policy to implement and communicate.</p> <p>EURO 4 may not appear to be a high minimum standard for emissions. However implementing a EURO 5 standard would incentivise owners to move from EURO 4 to EURO 5 and a recent study has shown that EURO 5 taxis are significantly worse in terms of emissions performance than EURO 4 models. A EURO 6 minimum standard for renewals is not consistent with a phased approach that allows the trade to thrive while making the journey to zero.</p>

## Environmental and health benefits

The proposed measures will lead to a phased improvement of the hackney fleet, beginning with the worst performing vehicles.

In the “fast take up” scenario it is assumed that all vehicles triggered for replacement are replaced by ultra-low emissions vehicles (even if a lower standard is allowed). In the “slow take up scenario” it is assumed that vehicles triggered for replacement are replaced with a vehicle meeting only the minimum permissible emissions standard.

In addition, as taxis are used by visitors and local residents we may expect an additional benefit due to the normalisation of electric vehicles accelerating uptake by other stakeholders.

## Fleet nitrogen oxides emissions

Take up	From 1 <sup>st</sup> Jan 2020	From 1 <sup>st</sup> Jan 2025
Fast	45% reduction NO <sub>x</sub>	93% reduction NO <sub>x</sub>
Slow	7 % reduction NO <sub>x</sub>	93% reduction NO <sub>x</sub>

Take up	Number taxis From 1 <sup>st</sup> Jan 2020				From 1 <sup>st</sup> Jan 2025
	EURO 4	EURO 5	EURO 6	ULEV	ULEV
Fast	27	20	4	56	107
Slow	27	48	32	0	107

## **Background: Measures in leading cities in the UK**

### **Coventry**

- From 1<sup>st</sup> January 2019 only EURO 3 or better will be renewed and new applicants must meet the EURO 6 standard
- From 1<sup>st</sup> January 2020 only EURO 4 or better will be renewed and new applicants must meet the ULEV standard
- From 1<sup>st</sup> January 2022 only EURO 5 or better will be renewed and new applicants must meet the ULEV standard
- From 1<sup>st</sup> January 2024 only ULEV or better will be renewed and new applicants must meet the ULEV standard

### **London**

- From 1 January 2018, new applicants will need to be Zero Emissions Capable (ZEC).
- A 1<sup>st</sup>-time vehicle licence will no longer be granted to a diesel taxi. ZEC taxis with petrol engines must meet the most recent emissions standard
- The existing 15 year age limit on renewals means that without further change, the fleet will be fully ULEV by 2032

### **Nottingham**

- From 2020: Vehicles over 10 years old must be Euro 6 or a ULEV. Vehicles over 14 years old will be refused a licence.
- From 2025: Newly licensed vehicles must meet the ULEV standard
- From 2030: No vehicle will be licensed unless it meets the ULEV standard

### **Birmingham**

- From December 31, 2019, vehicles must be either Euro 4 (petrol) or Euro 6 (diesel) standards, as a minimum.
- Ultra Low Emission Vehicles (eg hybrids), Zero Emissions Vehicles or Zero Emission Capable Vehicles will also be licensed.
- Licences for vehicles that don't comply with these standards can be renewed in the 12 months before this deadline, but will expire December 31, 2019.
- Drivers who have acquired a compliant vehicle before the deadline will not have to do anything as their vehicles will be licenced for 12 months.

### **Manchester**

- When a vehicle is first licensed (including a replacement vehicle) it is expected to meet (and maintain) the current (\*currently Euro 6) or immediate previous Euro emission standard (\*currently Euro 5). This standard must be maintained throughout the period that the specified vehicle is licensed.  
\*These will change as Euro emissions change.



**To:** General Purposes Licensing Committee  
**Date:** 23 January 2019  
**Report of:** Head of Community Services  
**Title of Report:** Commercial Events, Hackney Carriage and Private Hire, Road Closure Orders, Scrap Metal Dealers, Sex Establishments and Street Parties: Licence Fees and Charges for the 2019/20 financial year

Summary and recommendations	
<b>Purpose of report:</b>	To seek agreement of the licence fees for 2019/20 where the Council has discretion over the level of fee charged
<b>Corporate Priority</b>	Vibrant Sustainable Economy
<b>Policy Framework</b>	None
<b>Recommendation:</b> That the General Purposes Licensing Committee resolves to:	
1. <b>Agree</b> the licence fees and charges for 2019/20 as set out in the Appendix 1 and recommend them to Council	

Appendices	
Appendix 1	Commercial Events, Hackney Carriage and Private Hire, Road Closure Orders, Scrap Metal Dealers, Sex Establishments and Street Parties Fees and Charges 2019/20

## Introduction

1. The purpose of this report is to seek agreement to the licence fees and charges that should apply for 2019/20, for those activities where the Council has discretion. This report does not cover the fees for Licensing and Gambling Act activities, which are reported separately to the Licensing and Gambling Acts Committee.
2. The fees and charges detailed within this report and found at **Appendix 1** relate solely to the functions of the General Licensing Team. A further report will be

provided to Members in relation to the fees and charges related to the functions of the Miscellaneous Licensing Team.

3. The statutory principle in relation to the setting of fees is that they should be reasonable, proportionate and not exceed the cost of the procedures and formalities of the relevant licensing scheme, including staffing, training, administration, testing, inspections, hearings, and regulation.
4. Licence fees set by the Council and administered in the General Licensing function consist of Commercial Events, Hackney Carriage and Private Hire, Road Closure Orders, Scrap Metal Dealers and Sex Establishments.

### **Commercial Events**

5. The making of Temporary Road Closure Orders under the Town Police Clauses Act 1847 is a discretionary service and the Council may make a charge for carrying it out, as long as the charge does not exceed the costs to the Authority.
6. A number of Road Closure applications have been made in the last year for events involving a commercial element, such as for Christmas Market, Art Market, North Parade Market, Christmas Light Festival etc.
7. It is proposed that the fee of between £100 and £300 remains.

### **Hackney Carriage and Private Hire Licence Fees and Charges**

9. Amendments to some of the 'Additional Charges' section has been proposed to recover Authority costs. Those can be found in **Appendix 1**.
10. A new fee is proposed in the 'Drivers' section. All Oxfordshire Licensing Authorities operate under a Joint Operating Framework to ensure that standards are aligned. The new fee recognises that those drivers primarily operating in Oxford City but who are licensed in another Oxfordshire Authority should be licensed by Oxford City Council to enable the Council to conduct the necessary compliance activities. To encourage this, a one-off reduction is proposed to existing Oxfordshire licence holders applying for a three year City Council licence, corresponding to each full year of their existing licence. This shall support Oxfordshire Licensed drivers (licensed by neighbouring Authority) to apply for a drivers licence with Oxford City Council due to their licensed activities being carried out in Oxford City. The proposal can be found in **Appendix 1**.
11. A new fee is proposed in the 'Vehicle' section. This shall support the current vehicle fleet transition to Ultra Low Emission Vehicles. The proposal can be found in **Appendix 1**.

### **Scrap Metal Dealers**

12. The licensing of Scrap Metal Dealers and collectors is an executive function presided over by the City Executive Board. Therefore the setting of fees does not fall to this Committee. The revised and amended fees for this function can be found in **Appendix 1** for Members to note.

## **Sex Establishments (Sexual Entertainment Venues)**

13. On 6<sup>th</sup> November 2018, the Head of Governance and Head of Financial Services approved the report of the Head of Community Services detailing the level of fees to be set for the licensing of such premises. Those can be found in **Appendix 1.**

## **Sex Establishments**

14. On 6<sup>th</sup> November 2018, the Head of Governance and Head of Financial Services approved the report of the Head of Community Services detailing the level of fees to be set for the licensing of such premises. Those can be found in **Appendix 1.**

## **Road Closure with no commercial element including street parties**

15. The Council wishes to support the organisers of community based events such as street parties. However, due to the growing volume of such applications it is proposed that such applications shall include a fee to recover the Authority's costs. The proposed fee consists of half of the recovery costs due to commitment in supporting small street parties and community events.

## **Financial implications**

16. The Council is responsible for collecting licence fees for these functions. Predicted income from licence fees is included in the Council's budget estimates for 2018/19.

## **Legal issues**

17. The power to levy fees is contained in the legislation relevant to each function or in the Local Government Act 2003 in relation to discretionary services. Fees and charges should reasonably represent the costs of carrying out the function.

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# APPENDIX 1

GENERAL PURPOSES LICENSING COMMITTEE FEES & CHARGES 2019/2020	2018/19 Charge	2019/20 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<b>Taxi Licensing:</b>				
<b>VEHICLES</b>				
Hackney Carriage	400.00	400.00	0.00	0.00
Hackney Carriage (Low Emission Vehicle)	300.00	300.00	0.00	0.00
<b>Hackney Carriage (ULEV Early Adopter Discount)</b>	<b>N/A</b>	<b>0.00</b>		
Hackney Transfer of Ownership	100.00	100.00	0.00	0.00
Hackney Change of Vehicle	100.00	100.00	0.00	0.00
Hackney Temporary Vehicle	75.00	75.00	0.00	0.00
Private Hire	262.00	262.00	0.00	0.00
Private Hire (Low Emission Vehicle)	162.00	162.00	0.00	0.00
<b>Private Hire (ULEV Early Adopter Discount)</b>	<b>N/A</b>	<b>0.00</b>		
Private Hire Transfer	100.00	100.00	0.00	0.00
Private Hire Change of Vehicle	100.00	100.00	0.00	0.00
Private Hire Temporary Vehicle	75.00	75.00	0.00	0.00
<b>Taxi Licensing:</b>				
<b>DRIVERS</b>				
Hackney Combined (1 year licence)	115.00	115.00	0.00	0.00
Hackney Combined (3 year licence)	345.00	345.00	0.00	0.00
<b>Hackney Combined (3 year licence only) for Oxfordshire Licensed drivers with 1 full year on current licence</b>	<b>N/A</b>	<b>230.00</b>		
<b>Hackney Combined (3 year licence only) for Oxfordshire Licensed drivers with 2 full years on current licence</b>	<b>N/A</b>	<b>115.00</b>		
Private Hire (1 year licence)	101.00	101.00	0.00	0.00
Private Hire (3 year licence)	303.00	303.00	0.00	0.00
<b>Private Hire (3 year licence only) for Oxfordshire Licensed drivers with 1 full year on their current licence</b>	<b>N/A</b>	<b>202.00</b>		
<b>Private Hire (3 year licence only) for Oxfordshire Licensed drivers with 2 full year on their current licence</b>	<b>N/A</b>	<b>101.00</b>		
<b>Taxi Licensing:</b>				
<b>ADDITIONAL CHARGES:</b>				
Mandatory Safeguarding Awareness Test - provided by Oxfordshire County Council	15.00	15.00	0.00	0.00
Local Knowledge & Safeguarding Test	75.00	75.00	0.00	0.00
Local Knowledge & Safeguarding Re-Test	75.00	75.00	0.00	0.00
Disability Awareness Course	45.00	45.00	0.00	0.00
DBS check - all driver only, at cost	50.00	50.00	0.00	0.00
<b>DVLA check - for new applicants only, at cost</b>	<b>8.00</b>	<b>7.00</b>	<b>-1.00</b>	<b>-12.50</b>
Licence badge/replacement badge	10.00	10.00	0.00	0.00
Replacement external plate	25.00	25.00	0.00	0.00
Internal Vehicle Licence Plate	15.00	15.00	0.00	0.00

GENERAL PURPOSES LICENSING COMMITTEE	2018/19	2019/20	Increase/	Increase/
FEES & CHARGES 2019/2020	Charge	Charge	(Decrease)	(Decrease)
	£	£	£	%
Replacement Internal Vehicle Licence Plate	15.00	15.00	0.00	0.00
Exempt badge/replacement badge	25.00	25.00	0.00	0.00
Replacement approved fare chart	2.00	2.00	0.00	0.00
Replacement approved no smoking signs (includes VAT)	1.00	1.00	0.00	0.00
<b>Duplicate paper licence (replacement)</b>	<b>2.00</b>	<b>5.00</b>	<b>3.00</b>	<b>150.00</b>
Unpaid Cheque Charge	30.00	30.00	0.00	0.00
Amendments to Private Hire Operator Licence	25.00	<b>100.00</b>	<b>75.00</b>	<b>300.00</b>
Charge for Exemption Notice	50.00	50.00	0.00	0.00
<b>Taxi Licensing:</b>				
<b>PRIVATE HIRE OPERATOR LICENCE</b>				
Vehicle 3 & under (1 year licence)	490.00	490.00	0.00	0.00
Vehicle 4 & over (1 year licence)	980.00	980.00	0.00	0.00
Vehicle 3 & under (5 year licence)	2,450.00	2,450.00	0.00	0.00
Vehicle 4 & over (5 year licence)	4,900.00	4,900.00	0.00	0.00

GENERAL PURPOSES LICENSING COMMITTEE FEES & CHARGES 2019/2020	2018/19 Charge	2019/20 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<b>Road Closures</b>				
Commercial Event Road Closures- Events (under 500 people)	100.00	100.00	0.00	0.00
Commercial Event Road Closures- Market and Street Fairs	250.00	250.00	0.00	0.00
Commercial Event Road Closures- Events (500 or more people)	300.00	300.00	0.00	0.00
<b>Road Closure with no commercial element inc Street Parties</b>	<b>NO FEE</b>	<b>15.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Scrap Metal Dealers (Three Year Licence)</b>				
New Site Licence	1200.00	1220.00	20.00	1.67
Renewal Site Licence	1200.00	1220.00	20.00	1.67
Variation Site Licence	100.00	300.00	200.00	200.00
New Mobile Collector Licence	900.00	605.00	-295.00	-32.78
Renewal Mobile Collector Licence	900.00	605.00	-295.00	-32.78
Variation Mobile Collector Licence	100.00	300.00	200.00	200.00
<b>Sex Establishments</b>				
Sex establishment (Sex Shop or Sex Cinema)- New	2508.00	2508.00	0.00	0.00
Sex establishment (Sex Shop or Sex Cinema)- Renewal	2508.00	2508.00	0.00	0.00
Sex establishment (Sex Shop or Sex Cinema)- Variation/ transfer	1175.00	1175.00	0.00	0.00
Sexual entertainment venues new	5880.00	5880.00	0.00	0.00
Sexual entertainment venues renewal	5880.00	5880.00	0.00	0.00
Sexual entertainment variation/ transfer	1175.00	1175.00	0.00	0.00

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