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LICENSING COMMITTEE

THURSDAY 16 FEBRUARY 2012 7.00 PM

Bourges/Viersen Rooms - Town Hall

AGENDA

Page No

1.	Analogiaa far Abaanaa	
1.	Apologies for Absence	
2.	Declarations of Interest	
3.	Minutes of the Meeting held on 15 December 2011	1 - 2
4.	Private Hire Licensing - Smart Cars	3 - 38
5.	Changes in the Licensing Policy for Hackney Carriage and Private Hire Vehicle Licences	39 - 72

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There is an induction hearing loop system available in all meeting rooms. Some of the systems are infra-red operated, if you wish to use this system then please contact Gemma George on 01733 452268 as soon as possible.

Committee Members:

Councillors: Dobbs (Chairman), Benton (Vice Chairman), Allen, Peach, Todd, Simons, Miners, Saltmarsh, Ash and Khan

Substitutes: Councillors: Kreling, Swift and Shearman

Further information about this meeting can be obtained from Gemma George on telephone 01733 452268 or by email – gemma.george@peterborough.gov.uk



MINUTES OF A MEETING OF THE LICENSING COMMITTEE HELD AT THE TOWN HALL, PETERBOROUGH ON 15 DECEMBER 2011

Present: Councillors Benton (Vice Chairman), Todd, Simons, Miners and Saltmarsh

Officers in Adrian Day, Licensing Manager attendance: Gemma George, Senior Governance Officer

1. Apologies for Absence

Apologies for absence were received from Councillors Dobbs, Allen, Peach, Ash and Khan.

Councillor Shearman was in attendance as a substitute.

2. Declarations of Interest

There were no declarations of interest.

3. Minutes of the Meeting held on 17 November 2011

The minutes of the meeting held on 17 November 2011 were approved as a true and accurate record.

4. Changes in the Licensing Policy for Hackney Carriage and Private Hire Vehicle Licences

The Licensing Manager addressed the Committee and advised that it had been identified that further consultation with trade members was required to be undertaken prior to the recommendations outlined in the report being approved by the Licensing Committee.

The Licensing Manager apologised for any inconvenience and requested that the item be deferred to a later date.

<u>RESOLVED</u>: (Unanimously)

The Committee agreed to defer the item to a later date.

Reasons for the decision:

It was agreed to defer the item to enable further consultation to be undertaken with trade members.

Members took the opportunity to question the Licensing Officer about various issues with regards to taxi enforcement and vehicle licensing. Topics discussed included:

- The two different types of trade, those being private and hackney, and the different vehicles utilised;
- The current age limits of the vehicles and the tests undertaken to ensure they were roadworthy;
- The age limits of vehicles in other Local Authorities;
- The average mileage clocked up by vehicles in Peterborough. Members were advised that further investigation would be made on this point;
- The number of taxis operating in the Peterborough area. Members were further advised that this point would also be investigated further;
- The cost effectiveness of the vehicles as they aged;
- The rigorous conditions imposed by the Licensing Authority on both private and hackney businesses;
- The misconception that the public did not realise the difference between private hire and hackney carriages;
- The number of taxis parking along Broadway and the subsequent overflow spaces which had been implemented, with success, in order to help with the congestion;
- The charges faced by taxi drivers when trading in places such as New Road and the train station; and
- The percentage of taxis that were able to carry disabled passengers.

7.00pm – 7.57pm Chairman

LICENSING COMMITTEE

AGENDA ITEM No. 4

16 FEBRUARY 2012

PUBLIC REPORT

Cabinet Member(s) responsible:		Councillor Peter Hiller – Cabinet Member for He Neighbourhoods and Planning	ousing,
Contact Officer(s):	lan Robinson	- Regulatory Officer	Tel. 453541
	Adrian Day - Licensing Manager		Tel. 454437

PRIVATE HIRE LICENSING – SMART CARS

RECOMMENDATIONS				
FROM : Licensing (Taxi Enforcement)	Deadline date : N/A			
Regulatory Officer Ian Robinson				
It is recommended that the Licensing Committee:				
 Consider a variation of private hire vehicle requirements to permit the licensing of the single passenger "Fortwo" Smart Car as a private hire vehicle; and 				
2. Approve the amendment of the aforesaid private hire vehicle requirements 1 (b) & 1(c) to read:				
1(b) No vehicle shall be licensed unless it is a standard car with a minimum of four doors, or a "Fortwo" Smart Car. (Sports saloons, drop head coupes, convertibles, touring cars, left hand drive cars or London type taxi-cabs will not be accepted.)				
1(c) The cubic capacity of the engine is not less than 1300cc, unless the vehicle in question is a "Fortwo" Smart Car.				

1. ORIGIN OF REPORT

1.1 This report is submitted to the Committee following a referral from the Licensing Department (Taxi Enforcement).

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to allow Members to determine whether to vary the licensing conditions to permit the licensing of single passenger "Fortwo" Smart Cars.
- 2.2 The Council has received a request from a licensed operator to amend current vehicle licensing requirements (**Appendix A**) to facilitate the licensing of a "Fortwo" Smart Car, as a private hire vehicle.
- 2.3 This report is for the Committee to consider under its Terms of Reference No. 2.5.1.1(a) "hackney carriage and private hire vehicle licensing" and 2.5.1.4 namely "To approve (and periodically review) the standard conditions to be attached to any licence/permit/consent issued by the Council".

3. TIMESCALE

Is this a Major Policy	NO
Item/Statutory Plan?	

4. MAIN REPORT

4.1 A licensed Operator, trading under the name of Green Leaf Cars is committed to being Peterborough's first truly environmentally friendly private hire company, advertising that his vehicles produce the lowest emissions. They currently operate a Toyota Prius Hybrid. His environmental credentials and strong customer service has led to a large amount of interest in his firm and a sharp rise in bookings. As a result he needs to expand his business to meet the demand, taking on two additional drivers and vehicles.

He wishes to expand his fleet to include another Prius hybrid and the diesel version of the single passenger "Fortwo" Smart Car (letter included as **Appendix B**).

4.2 As it currently stands the Operator would be prevented from licensing the Smart Car. Our vehicle requirements state:

1(b) No vehicle shall be licensed unless it is a standard car with a minimum of four doors.

1(c) The cubic capacity of the engine is not less than 1300cc.

- 4.3 The Licensing Department would not wish to remove the requirements laid down in paragraph 4.2, as they serve to ensure the private hire fleet provides a level of comfort and safety to the passenger. It is anticipated that if approved, the Committee would approve the "Fortwo" Smart Car as a separate tier within private hire licensing, and that specific model of vehicle be named within the private hire vehicle requirements, listing it as an exception to the requirements laid down in 1(b) & 1(c).
- 4.4 The Government's guidance regarding the specification for vehicle types that may be licensed states: "the legislation gives local authorities a wide range of discretion over the types of vehicle that they can licence as taxis or private hire vehicles." These guidelines are attached to the report as **Appendix C**. Most authorities do not licence Smart Cars, however Uttlesford District Council, West Oxfordshire Council, Cornwall County Council, Mendip, East Cambridgeshire District Council are among a number that do licence them and have done so because of the vehicle's environmental credentials. In licensing the Smart Car, they have not encountered any issues.
- 4.5 Although Smart Cars appear small, the applicant and manufacturer state that high levels of passenger comfort are found inside and that there is a generous amount of space in terms of head and leg room. The vehicle has wide doors and high supportive seats, allowing for comfortable boarding and alighting, for those passengers who are less agile. The vehicle type is approved for use as a mobility vehicle. There is a 220-340 litre luggage capacity, which can accommodate a number of suitcases (Photos in Appendix E) or a trolley of shopping. Checks undertaken by our officers indicate it can store a standard sized folding wheelchair in the boot (Photo in Appendix E) and it appears to have as much room in the front passenger seat as a normal saloon car to facilitate an assistance dog, this is corroborated by similar checks undertaken by Uttlesford Council prior to them licensing the same vehicle.
- 4.6 The vehicles have achieved the NCAP4 level of safety approval, has anti-lock brakes and an electronic stability programme, which controls the throttle and brakes to individual wheels to stabilise the car if it is in danger of swerving. The vehicle has two full size airbags, belt tensioners, and belt force-limiters. Dependent on the model, the engine would either be an 800cc (turbo diesel) or 999cc (petrol).
- 4.7 The vehicle manufacturer (part of the Mercedes / Daimler Group) boasts strong environmental credentials. Many of the components are made from renewable raw materials and 100% recycled plastic. The vehicle's main safety cell is powder coated, a painting technique generally regarded as the most environmentally friendly. This method of painting uses 40% less energy, with zero solvent emissions. All surplus powder paint is collected and 98% is reused. All vehicles are fitted with catalytic converters and offer 41.5 89 mpg and carbon dioxide emissions between 89 124 grams per kilometre, dependent on model (see chart overleaf).

Model	Fuel Consumption Urban	CO2 emissions
52kw (71 bhp)	54.3 mpg	104/106 g/km
62kw (84 bhp)	42.8 mpg	120/125 g/km
40kw diesel (54 bhp)	80.7 mpg	89 g/km
72kw turbo (98bhp)	41.5 mpg	124 g/km

5. CONSULTATION

- 5.1 The consultation period ran throughout July, with an article and advertisement appearing in the Evening Telegraph. The consultation was also included on the consultation page featured on our website. In addition, letters were sent to a number of interested parties, detailed in paragraph 5.3.
- 5.2 We have received three responses in total, which can be seen in **Appendix D**. Two responses came from the trade and one via Peterborough's Disability Forum. Many of the issues raised in the two trade responses are addressed within the report.

5.3 **Consultees**

The Peterborough Hackney Driver Federation. The Peterborough Private Hire Federation All Peterborough Private Hire Operators Advert placed in the Peterborough Evening Telegraph. Notification placed on council website. Sara Thompson - Passenger Transport Operations, Peterborough City Council Charlotte Palmer -Team Manager - Travelchoice and Climate Change Sgt. Nikki Hall – Cambs Constabulary The Physically Handicapped and Able Bodied Club (P.H.A.B.) The Peterborough Disability Forum

6. ANTICIPATED OUTCOMES

6.1 It is anticipated that Members of the Licensing Committee will approve the recommendations in order to amend the vehicle requirement relating to Private Hire vehicle licenses issued by Peterborough City Council, to specifically allow the licensing of the "Fortwo" Smart Car. The Committee may wish to go a step further and restrict approval to the diesel model, in order to fully maximise the environmental benefits.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The applicant has carried out some research which suggests that between 60-82% (depending upon time and day) of journeys were single person trips. The same statistic appears to be widely available on the internet, although we have been unable to locate the source of that statistic. Our own research, drawn from the National Travel Survey suggests that depending on the time / day, 40% would be a more realistic figure. The operator is committed to providing a more environmentally friendly private hire service, has already licensed a hybrid Toyota Prius and on discovering the mpg and carbon emission statistics relating to the Smart Car is interested in providing one of these vehicles as an option for single travellers. For these reasons he has approached the council with a view to licensing the Smart Car as a private hire.
- 7.2 Our strategic priorities include the desire to create the UK's environment capital. That being the case, the request to license the Smart Car is strengthened by the information laid down in paragraph 7.1 above, coupled with the vehicle's strong environmental qualifications i.e. that many of the components are made from renewable raw materials and 100% recycled plastic. The vehicle's main safety cell is powder coated, a painting technique generally regarded as the most environmentally friendly. This method of painting uses 40% less energy, with zero solvent emissions. All surplus powder paint is collected and 98% is

reused. In addition, dependant on model the vehicle could achieve up to 80.7 mpg, all vehicles are fitted with catalytic converters and offer 41.5 -85.6 mpg and carbon dioxide emissions between 89 – 124 grams per kilometre

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The Committee may decide not to licence Smart Cars and retain the current private hire vehicle requirements, or rather than licence all Smart Cars, they may wish to restrict approval to the diesel model to maximise the environmental benefits.

9. IMPLICATIONS

- 9.1 There should be no impact on, or increased risk to passenger safety. The vehicle concerned has achieved the NCAP 4 Star level of safety approval (4 out of a possible 5 stars), has anti-lock brakes and an electronic stability programme, which controls the throttle and brakes to individual wheels to stabilise the car if it is in danger of swerving. The vehicle has two full size airbags, belt tensioners, and belt force-limiters. The vehicle will be subjected to the same testing requirements as the rest of the private hire fleet.
- 9.2 The vehicle has wide doors and high supportive seats, allowing for comfortable boarding and alighting for those passengers who are less agile and is approved for use as mobility vehicles. Checks undertaken by other authorities indicate it can accommodate a passenger with an assistance dog and store a standard sized folding wheelchair. The luggage space available could restrict the carriage of some wheelchairs, but as these vehicles will be licensed as a private hire, they would therefore be booked in advance. That being the case the Operator can facilitate the passenger's journey by utilising another vehicle from the fleet, as they would currently for many other vehicles. If for example the passenger was wheel chair dependent, the operator would not send a saloon car. It would be expected that any issues would be addressed by the Operator at the time of booking, to allow an alternative vehicle to be booked if required.
- 9.3 Those passengers requiring transport for more than one person would be unable to use this vehicle; however the licensed operator could facilitate the passenger's journey by utilising another vehicle from the fleet, as they would if a customer required a 7-seater people carrier, as opposed to a saloon car. It would be expected that any issues would be addressed by the Operator at the time of booking, to allow an alternative vehicle to be booked if required.
- 9.4 It is recognised in the industry that some passengers, especially lone females may feel uncomfortable at having to sit alongside, rather than behind the driver, in fact many advisory and safety organisations advise from a safety point of view that the customer travel seated behind the driver. It would be expected that any issues would be addressed by the Operator at the time of booking, to allow an alternative vehicle to be booked if required.

10. BACKGROUND DOCUMENTS

- i) Section 48(1&2) Local Government (Miscellaneous Provisions) Act 1976 (attached).
- ii) Peterborough City Council Private Hire Vehicle requirements (Conditions Ib&1c).

11. Appendices:

Appendix A – Private Hire vehicle requirements Appendix B – Letter from Mr Howard of Green Leaf Cars Appendix C – Government guidelines re: taxi licensing Appendix D – Consultation documents Appendix E - Photographs

PRIVATE HIRE VEHICLES

Requirements Preceding the Inspection of Vehicles and Guidelines for the Maintenance and Care of Vehicles

A Private Hire Vehicle must:-

(a) pass an annual test by the City Council - 2 tests per year if over 5 years old
 (b) comply with the following vehicle specification -

1. <u>Type of Vehicle</u>

- (a) No vehicle shall be of such design and appearance so as to lead any person to believe the vehicle to be a hackney carriage
- (b) No vehicle shall be licensed unless it is a standard car with a minimum of four doors
 (Sports saloons, drop-head coupes, convertibles, touring cars, left hand drive cars or London type taxi-cabs will not be accepted) and
- (c) the cubic capacity of the engine is not less than 1300 cc

2. Age of Vehicle

- (a) No vehicle shall be first licensed which is more than three years old
- (b) A vehicle shall not be re-licensed which is more than eight years old

3. Coachwork

Saloon cars shall comply with the following:-

- (a) The width of the rear part of the body, measured six inches below the top and six inches in front of the rear back-rest, shall not be less than 4ft 4ins. This measurement to be made with both rear doors closed.
- (b) The minimum leg room for passengers using the rear seats shall be 8.5ins, the measurement to be taken from the rear door pillar to the nearest point of the rear seat squab.
- (c) All doors shall be capable of being opened from both the inside and outside. Two windows capable of being adjusted and secured in any open or partly open position shall be fitted.
- (d) All glass fitted shall be safety glass, i.e. glass that if fractured does not fly into fragments capable of causing severe cuts. It shall be free of chips or cracks or any other markings which might restrict vision. Tinted glass unless supplied and fitted as standard by the manufactures will not be accepted.
- (e) The vehicle shall not feature broken, discoloured or cracked glass, either in the windows, windscreen or other parts of the vehicle.
- (f) No celluloid or other highly inflammable material shall be used for fittings. The roof of the car shall be and kept watertight.
- (g) Every car shall be cellulosed (as often as necessary), and all coachwork shall be maintained in a clean condition and proper state of repair.

4. Seats

The upholstery shall be and kept clean and in good repair. Every vehicle shall be provided with a rug or mat for the inside which must be kept in a clean condition and good repair.

5. Luggage

Every vehicle shall be so constructed as to be capable of carrying a reasonable amount of luggage and adequate means for securing such luggage shall be provided.

6. Interior Markings

There shall be clearly marked and maintained inside the vehicle, in such a position as to be clearly visible at all times to persons conveyed therein the table of fares currently in operation.

7. <u>Safety Equipment</u>

There shall be provided and maintained in a vehicle and at all times when it is in use or available for hire a suitable and efficient fire extinguisher and a suitable first aid kit containing appropriate first aid dressings and appliances, such equipment to be carried in such a position in the vehicle as to be readily visible and available for immediate use in an emergency.

8. Advertising

There are specific advertising requirements relating to private hire cars:-

- the vehicle must not be equipped with any sign or notice such as the word 'CAB' or 'TAXI';
- (b) the vehicle must display on the front doors only the words 'PRIVATE HIRE ONLY' in 2" lettering and may if so desired advertise the name and telephone number of the firm employing the vehicle in 2" lettering provided no other form of advertising is displayed and that the words 'Taxi' or 'Cab' are not featured.

taxi/privhire

APPENDIX B



Ian Robinson Regulatory Officer Taxi Enforcement Office The Bungalow Bridge House Town Bridge Peterborough PE1 1HU

28 April 2011

Dear lan

Further to our conversation regarding the change in the current Peterborough conditions of private hire cars needing to have four doors.

I would like to bring the smart car to Peterborough this has now been implemented by some other local authorities across the country after seeing how impressive this little car can be with regards to space and its impact on the environment. I have enclosed some press and background information into the smart for your information.

Changing the private hire conditions and introducing the Smart car to my fleet would enable me to compliment the Toyota Prius with its great environmental qualities that I am already running likewise the Smart for two has some impressive Co2 and mileage figures for instance 87 co2 and 85.6mpg and with around 60% of taxi and private hire journeys being a single person this would further help to reduce the amount of co2 that is released into the atmosphere.

Luggage space is a minimum of 220litres and can accommodate passengers in extreme comfort and safety with a four star NCAP rating.

If at any time you would like to see the smart car or can assist me in what I need to do to progress with this further then please do not hesitate to contact me.

Yours sincerely,

Tod Howard

Mobile 07812135250 Enc.

Call us on: 01733 785 785 Visit our website at: www.GreenLeafCars.co.uk



GreenLeafcARS are Peterborough's very first environmentally friendly private hire company! vot Neconocource

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During a mundane car journey one day, former foreign exchange trader Justin Ott had a 'eureka moment' – why are so many big taxis cruising around nearly empty? So Cab4one was born, with Justin asking Business Link for help to get started.

One smart route to driving down cab firm's carbon footprint and costs

Justin Ott and his father, Martin, launched Cab4one to offer a lower cost, better value and more environmentally friendly alternative to mainstream taxicabs. By using low emission, high fuel economy Smart cars, the father and son team say they can cut passenger journey costs by as much as 30% and CO₂ emissions to as little as 89 grammes per kilometre. From the start, they benefitted from Business Link's advice. And, when seeking financing to

expand the business into London, Business Link helped the duo create a credible business plan to present to potential lenders and investors.

"I spent a year as a foreign exchange trader in the City after leaving school, but decided to return to university," says Justin. "Then, shortly after graduating last year, I was in the car with my dad on the way to the local DIY store when we had a 'lightbulb moment'!"

The flash of inspiration came when stuck in traffic, as Justin recalls: "At one point in the journey we were sat in a queue with an MPV taxi in front and a large saloon taxi

behind, and a single passenger in each. We got chatting about what a waste this was, having these huge, fuel-hungry vehicles cruising around mostly empty all day, pumping out exhaust fumes and consuming needless amounts of fuel when stuck in daytime traffic. Then we both came out with, 'Why don't single passengers book smaller cabs and save money, fuel and CO₂ emissions?"

Over 80% of daytime taxi journeys are for just one passenger

Armed with his university research skills and the business savvy learned on the trading floor, Justin started to investigate the taxicab and private hire market in greater depth. What he discovered amazed him: "A whopping 82% of daytime taxi journeys are completed with only one passenger. Based on this statistic from the Department of Transport, I thought someone else must have decided this presented a good business opportunity and looked for any firms that specialised in using smaller, low-emission vehicles. But apart from a couple of small operations, the market seemed wide open."

In addition to the lower environmental impact of using smaller, low-emission vehicles, Justin also discovered that they cost a lot less to run. "We opted for Smart cars as they have the right combination of features," he says. "Those included high fuel efficiency, low emissions and a high safety rating. With emissions of only 89 grammes of CO₂ per kilometre, the vehicle doesn't even have to pay road tax. And, when combined with the fuel efficiency, running costs are significantly lower than many models used as taxis. They're also big on the inside and small on the outside!"

But how best could Justin and Martin turn their lightbulb moment into a profitable business? Justin knew that Business Link offered support for start-ups, so he called its information team to find out what help might be available.

☎ 08457 17 16 15
 ☑ questions@businesslinkeast.org.uk

Business

LINK

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Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Table of contents

- Introduction
- The Role of Taxis and PHVs
- The Role of Licensing: Policy Justification
- <u>Scope of the Guidance</u>
- Consultation at the Local Level
- <u>Accessibility</u>
- Existing duties under the Disability Discrimination Act 1995 (DDA)
- Duties under the DDA, as amended by the Disability Discrimination Act 2005
- <u>Vehicles</u>
- Specification of Vehicle Types That May Be Licensed
- Imported vehicles: type approval (see also "stretched limousines", paras 26-28 below)
- <u>Vehicle Testing</u>
- <u>Security</u>
- <u>Vehicle Identification</u>
- Environmental Considerations
- <u>Stretched Limousines</u>
- Quantity Restrictions of Taxi Licences outside London
- Taxi Fares
- <u>Drivers</u>
- Acceptance of driving licences from other EU member states
- Criminal Record Checks
- Medical Criteria
- Age Limits
- Driving Proficiency
- Other training
- <u>Topographical Knowledge</u>
- <u>PHV Operators</u>
- Criminal Record Checks
- <u>Record Keeping</u>

- Insurance
- Licence Duration
- Enforcement
- <u>Taxi Zones</u>
- <u>Flexible Transport Services</u>
- Local Transport Plans
- Annex A: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance
- <u>Useful questions when assessing quantity controls of taxi licences</u>
- Questions relating to the policy of controlling numbers
- Questions relating to setting the number of taxi licences
- Questions relating to consultation and other public transport service provision
- Annex B: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance
- Assessing applicants for a taxi or PHV driver licence in accordance with C1 standard

October 2006

Introduction

1. This Guidance is issued with the aim of assisting those local authorities in England and Wales that have responsibility for the regulation of the taxi and private hire vehicle (PHV) trades.

2. The Guidance follows the publication in November 2003 by the Office of Fair Trading of a market study of the regulation of taxis and PHVs in the UK. One of the recommendations of that study was that the Department for Transport (DfT) should produce guidance on best practice for the local licensing authorities concerned. The Guidance is issued in fulfilment of that recommendation.

3. However, it will be appreciated that it is for individual licensing authorities to reach their own decisions both on overall policies and on individual licensing matters, in the light of their own views of the relevant considerations.

4. The Department consulted on a draft version of the guidance in the autumn of 2005. We are grateful for all the views expressed on that draft. A summary of the consultation responses and our reaction to them is available on the DfT web-site. Some respondents to the consultation draft felt that the document should be made more prescriptive whilst others felt that the draft struck the right balance in this respect. Taxi and private hire vehicle legislation makes it clear that it is primarily for local licensing authorities to make decisions on the matters covered in this guidance. Furthermore, it is right that local circumstances and requirements are taken into account in making these decisions in each licensing area. So we have in general resisted the calls for the guidance to be more prescriptive. The key purpose of the guidance remains, as proposed in the draft version, to assist local decision-making by setting out the main considerations authorities might wish to take into account in reaching the right balance between costs and benefits in determining the licensing policies for their area.

The Role of Taxis and PHVs

5. Taxis (more formally known as hackney carriages) and PHVs (or minicabs as some of them are known) play an important part in local transport. In 2003 some 650 million journeys were made by taxi and PHV in Great Britain, and households spent around $\hat{A}\pm3$ billion on taxi and PHV journeys; spending by businesses and foreign visitors was a substantial extra figure. Taxis and PHVs are used by all social groups; low-income young women (amongst whom car ownership is low) are one of the largest groups of users.

6. Taxis and PHVs are also increasingly used in innovative ways - for example as taxi-buses - to provide innovative local transport services (see paras 63-66).

The Role of Licensing: Policy Justification

7. The aim of local authority licensing of the taxi and PHV trades is to protect the public. Local licensing authorities will also be aware that the public should have reasonable access to taxi and PHV services, because of the part they play in local transport provision. Licensing requirements which are unduly stringent will tend unreasonably to restrict the supply of taxi and PHV services, by putting up the cost of operation or otherwise restricting entry to the trade. Local licensing authorities should recognise that too restrictive an approach can work against the public interest - and can, indeed, have safety implications.

8. For example, it is clearly important that somebody using a taxi or PHV to go home alone late at night should be confident that the driver does not have a criminal record for assault and that the vehicle is safe. But on the other hand, if the supply of taxis or PHVs has been unduly constrained by onerous licensing conditions, then that person's safety might be put at risk by having to wait on late-night streets for a taxi or PHV to arrive; he or she might even be tempted to enter an unlicensed vehicle with an unlicensed driver illegally plying for hire.

9. Local licensing authorities will, therefore, want to be sure that each of their various licensing requirements is in proportion to the risk it aims to address; or, to put it another way, whether the cost of a requirement in terms of its effect on the availability of transport to the public is at least matched by the benefit to the public, for example through increased safety. This is not to propose that a detailed, quantitative, cost-benefit assessment should be made in each case; but it is to urge local licensing authorities to look carefully at the costs - financial or otherwise - imposed by each of their licensing policies. It is suggested they should ask themselves whether those costs are really commensurate with the benefits a policy is meant to achieve.

Scope of the Guidance

10. This guidance deliberately does not seek to cover the whole range of possible licensing requirements. Instead it seeks to concentrate only on those issues that have caused difficulty in the past or that seem of particular significance. Nor for the most part does the guidance seek to set out the law on taxi and PHV licensing, which for England and Wales contains many complexities. Local licensing authorities will appreciate that it is for them to seek their own legal advice.

Consultation at the Local Level

11. It is good practice for local authorities to consult about any significant proposed changes in licensing rules. Such consultation should include not only the taxi and PHV trades but also groups likely to be the trades' customers. Examples are groups representing disabled people, or Chambers of Commerce, organisations with a wider transport interest (eg Transport 2000 and other transport providers), womens' groups or local traders.

Accessibility

12. Local licensing authorities will want to consider how accessible the vehicles they license as taxis are for disabled people (which includes - but is not limited to - people who need to travel in a wheelchair).

13. Licensing authorities will know that the Department has for some years now been working on proposals which would substantially improve taxi provision for people with disabilities. This work is continuing and an announcement will be made in due course. In the meantime licensing authorities are encouraged to introduce taxi accessibility policies for their areas. The Department's letter to local licensing authorities of 9 September 2002, the relevant part of which was repeated in the letter of 16 June 2004, gave more detailed guidance.

14. Different accessibility considerations apply as between taxis and PHVs. Taxis can be hired on the spot - in the street or at a rank - by the customer dealing directly with a driver; but PHVs can only be booked through an operator. It is important that a disabled person should be able to hire a taxi on the spot with the minimum delay or inconvenience, and having accessible taxis available helps makes that possible. For PHVs, it may be more appropriate for a local authority to license any type of saloon car, noting that some PHV operators offer accessible vehicles in their fleet.

Existing duties under the Disability Discrimination Act 1995 (DDA)

15. Since 31 March 2001 licensed taxi drivers in England and Wales have been under a duty (under s.37 of the Disability Discrimination Act 1995) to carry guide, hearing and other prescribed assistance dogs in their taxis, without additional charge. Drivers who have a medical condition that is aggravated by exposure to dogs may apply to their licensing authority for exemption from the duty on medical grounds. Any other driver who fails to comply with the duty is guilty of a criminal offence and liable, on summary conviction, to a fine of up to £1,000. Similar duties covering PHV operators and drivers have been in force since 31 March 2004.

16. Enforcement of the duties is the responsibility of local licensing authorities. It is therefore for authorities to decide whether breaches should be pursued through the courts or considered as part of the licensing enforcement regime, having regard to guidance issued by the Department.

- 4 -

Duties under the DDA , as amended by the Disability Discrimination Act 2005

17. The Disability Discrimination Act 2005 amended the DDA 1995 to enable the Government to lift the exemption in Part 3 of that Act for operators of transport vehicles. The amendment allowed for the exemption to be lifted for different services, at different times and to different extents. Regulations have been made to lift the exemption in relation to vehicles used to provide public transport services, including taxis and PHVs, as well as for vehicle hire services and breakdown services, These Regulations come into force on 4 December 2006 and will effectively apply certain duties in Part 3 of the DDA 1995 to providers of transport services who provide such services through the use of specified vehicles. In order to meet these new duties, licensing authorities will be required to review any practices, policies and procedures that make it impossible or unreasonably difficult for a disabled person to use their services. The Disability Rights Commission (DRC) has produced a Code of Practice to explain the new Part 3 duties for the transport industry. This is on the DRC's website at <u>www.drc-gb.org</u>. The Code is a supplement to, and should be read in conjunction with, the Code of Practice for Part 3 of the Act: Rights of Access to Services and Premises, which is also on the website. An example of responding to these new duties would be providing - for use in informing passengers - Braille cards to those drivers exempted from the duty to carry prescribed assistance dogs.

Vehicles

Specification of Vehicle Types That May Be Licensed

18. The legislation gives local authorities a wide range of discretion over the types of vehicle that they can license as taxis or PHVs. Some authorities specify conditions that in practice can only be met by purpose-built vehicles but the majority license a range of vehicles.

19. Normally, the best practice is for local licensing authorities to adopt the principle of specifying as many different types of vehicle as possible. Indeed, local authorities might usefully set down a range of general criteria, leaving it open to the taxi and PHV trades to put forward vehicles of their own choice which can be shown to meet those criteria. In that way there can be flexibility for new vehicle types to be readily taken into account.

20. It is suggested that local licensing authorities should give very careful consideration to a policy which automatically rules out particular types of vehicle or prescribes only one type or a small number of types of vehicle. For example, the Department believes authorities should be particularly cautious about specifying only purpose-built taxis, with the strict constraint on supply that that implies. (There are at present only two designs of purpose-built taxi.) But of course the purpose-built vehicles are amongst those which a local authority could be expected to license. Similarly, it may be too restrictive to automatically rule out considering Multi-Purpose Vehicles, or to license them for fewer passengers than their seating capacity (provided of course that the capacity of the vehicle is not more than eight passengers).

Imported vehicles: type approval (see also "stretched limousines", paras 26-28 below)

21. It may be that from time to time a local authority will be asked to license as a taxi or PHV a vehicle that has been imported independently (that is, by somebody other than the manufacturer). Such a vehicle might meet the local authority's criteria for licensing, but the local authority may nonetheless be uncertain about the wider rules for foreign vehicles being used in the UK. Such vehicles will be subject to the 'type approval' rules. For passenger cars up to 10 years old at the time of first GB registration, this means meeting the technical standards of either:

- a European Whole Vehicle Type approval;
- a British National Type approval; or
- a British Single Vehicle Approval.

Most registration certificates issued since late 1998 should indicate the approval status of the vehicle. The technical standards applied (and the safety and environmental risks covered) under each of the above are proportionate to the number of vehicles entering service. Further information about these requirements and the procedures for licensing and registering imported vehicles can be seen at www.dft.gov.uk/stellent/groups/dft roads/documents/page/dft roads 506867.hcsp.

Vehicle Testing

22. There is considerable variation between local licensing authorities on vehicle testing, including the related question of age limits. The following can be regarded as best practice:

- Frequency of Tests. The legal requirement is that all taxis should be subject to an MOT test or its equivalent once a year. For PHVs the requirement is for an annual test after the vehicle is three years old. An annual test for licensed vehicles of whatever age (that is, including vehicles that are less than three years old) seems appropriate in most cases, unless local conditions suggest that more frequent tests are necessary. However, more frequent tests may be appropriate for older vehicles (see 'age limits' below). Local licensing authorities may wish to note that a review carried out by the National Society for Cleaner Air in 2005 found that taxis were more likely than other vehicles to fail an emissions test. This finding, perhaps suggests that emissions testing should be carried out on ad hoc basis and more frequently than the full vehicle test.
- Criteria for Tests. Similarly, for mechanical matters it seems appropriate to apply the same criteria as those for the MOT test to taxis and PHVs*. The MOT test on vehicles first used after 31 March 1987 includes checking of all seat belts. However, taxis and PHVs provide a service to the public, so it is also appropriate to set criteria for the internal condition of the vehicle, though these should not be unreasonably onerous.

*A manual outlining the method of testing and reasons for failure of all MOT tested items can be obtained from the Stationary Office see www.tsoshop.co.uk/bookstore.asp?FO=1159966&Action=Book&From=SearchResults&ProductID=0115525726

- Age Limits. It is perfectly possible for an older vehicle to be in good condition. So the setting of an age limit beyond which a local authority will not license vehicles may be arbitrary and inappropriate. But a greater frequency of testing may be appropriate for older vehicles for example, twice-yearly tests for vehicles more than five years old.
- Number of Testing Stations. There is sometimes criticism that local authorities provide only one testing centre for their area (which may be geographically extensive). So it is good practice for local authorities to consider having more than one testing station. There could be an advantage in contracting out the testing work, and to different garages. In that way the licensing authority can benefit from competition in costs. (The Vehicle Operators and Standards Agency VOSA may be able to assist where there are local difficulties in provision of testing stations.)

Security

23. The owners and drivers of vehicles will often want to install security measures to protect the driver. Local licensing authorities may not want to insist on such measures, on the grounds that they are best left to the judgement of the owners and drivers themselves. But it is good practice for licensing authorities to look sympathetically on - or actively to encourage - their installation. They could include a screen between driver and passengers, or CCTV. Care however should be taken that security measures within the vehicle do not impede a disabled passenger's ability to communicate with the driver. Licensing authorities may want to encourage the taxi and PHV trades to build good links with the local police force, including participation in any Crime and Disorder Reduction Partnerships. There is extensive information on the use of CCTV, including as part of measures to reduce crime, on the Home Office web-site, www.homeoffice.gov.uk (and see for instance, www.crimereduction.gov.uk/cctv/cctvminisite4.htm).

Vehicle Identification

24. Members of the public can often confuse PHVs with taxis, failing to realise that PHVs are not available for immediate hire and that a PHV driver cannot be hailed. So it is important to distinguish between the two types of vehicle. Possible approaches might be:

- a licence condition that prohibits PHVs from displaying any identification at all apart from the local authority licence plate or disc. The licence plate is a helpful indicator of licensed status and, as such, it helps identification if licence plates are displayed on the front as well as the rear of vehicles. However, requiring some additional clearer form of identification can be seen as best practice. This is for two reasons: firstly, to ensure a more positive statement that the vehicle cannot be hired immediately through the driver; and secondly because it is quite reasonable, and in the interests of the travelling public, for a PHV operator to be able to state on the vehicle the contact details for hiring;
- a licence condition which requires a sign on the vehicle in a specified form. This will often be a sign of a specified size and shape which identifies the operator (with a telephone number for bookings) and the local licensing authority, and which also has some words such as 'pre-booked only'. This approach seems the best practice; it identifies the vehicle as private hire and helps to avoid confusion with a taxi, but also gives useful information to the public wishing to make a booking. It is good practice for vehicle identification for PHVs to include the contact details of the operator.
- Another approach, possibly in conjunction with the previous option, is a requirement for a

roof-mounted, permanently illuminated sign with words such as 'pre-booked only'. But it can be argued that any roof-mounted sign, however unambiguous its words, is liable to create confusion with a taxi. So roof-mounted signs on PHVs are not seen as best practice.

Environmental Considerations

25. Local licensing authorities, in discussion with those responsible for environmental health issues, will wish to consider how far their vehicle licensing policies can and should support any local environmental policies that the local authority may have adopted, bearing in mind the need to ensure that the benefits of any policies outweigh the costs (in whatever form). Local authorities may, for example, wish to consider setting vehicle emissions standards for taxis and PHVs. However, local authorities would need to carefully and thoroughly assess the impact of introducing such a policy; for example, the effect on the supply of taxis and PHVs in the area would be an important consideration in deciding the standards, if any, to be set.

Stretched Limousines

26. Local licensing authorities are sometimes asked to license stretched limousines as PHVs. It is suggested that local authorities should approach such requests on the basis that these vehicles have a legitimate role to play in the private hire trade, meeting a public demand. Consistent with this view licence applications involving use of these limousines should not be automatically rejected (for example just because the vehicles may be left-hand drive). The Department is currently revising its guidance on the licensing arrangements for stretched limousines.

27. Imported stretched limousines are normally checked for compliance with British regulations under the Single Vehicle Approval (SVA) inspection regime, before they are registered. A licensing authority might wish to request sight of the SVA certificate to ensure that the vehicle was tested by VOSA before being registered and licensed (taxed) by DVLA. The SVA test verifies that the converted vehicle is built to certain safety and environmental standards (there are some vehicles that have gained registration without an SVA and these may not comply with British regulations).

28. Stretched limousines which clearly have more than 8 passenger seats should not of course be licensed as PHVs because they are outside the licensing regime for PHVs. However, under some circumstances the SVA regime accepts vehicles with space for more than 8 passengers, particularly where the precise number of passenger seats is hard to determine. In these circumstances, if the vehicle has obtained an SVA certificate, the authority should consider the case on its merits in deciding whether to license the vehicle under the strict condition that the vehicle will not be used to carry more than 8 passengers, bearing in mind that refusal may encourage illegal private hire operation. Authorities should check with local MOT testing stations to find out if the station has the facilities to test such vehicles. If there is difficulty in finding a suitable station, the local enforcement office may be able to advise (contact details on www.vosa.gov.uk/vosacorp/contactus/vosalocations/vosaenforcementoffices.htm).

18

Quantity Restrictions of Taxi Licences outside London

29. The present legal provision on quantity restrictions for taxis outside London is set out in section 16 of the Transport Act 1985. This provides that the grant of a taxi licence may be refused, for the purpose of limiting the number of licensed taxis 'if, but only if, the [local licensing authority] is satisfied that there is no significant demand for the services of hackney carriages (within the area to which the licence would apply) which is unmet'.

30. Local licensing authorities will be aware that, in the event of a challenge to a decision to refuse a licence, the local authority concerned would have to establish that it had, reasonably, been satisfied that there was no significant unmet demand.

31. Most local licensing authorities do not impose quantity restrictions; the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered. The Department further urges that the issue to be addressed first in each reconsideration is whether the restrictions should continue at all. It is suggested that the matter should be approached in terms of the interests of the travelling public - that is to say, the people who use taxi services. What benefits or disadvantages arise for them as a result of the continuation of controls; and what benefits or disadvantages would result for the public if the controls were removed? Is there evidence that removal of the controls would result in a deterioration in the amount or quality of taxi service provision?

32. In most cases where quantity restrictions are imposed, vehicle licence plates command a premium, often of tens of thousands of pounds. This indicates that there are people who want to enter the taxi market and provide a service to the public, but who are being prevented from doing so by the quantity restrictions. This seems very hard to justify.

33. If a local authority does nonetheless take the view that a quantity restriction can be justified in principle, there remains the question of the level at which it should be set, bearing in mind the need to demonstrate that there is no significant unmet demand. This issue is usually addressed by means of a survey; it will be necessary for the local licensing authority to carry out a survey sufficiently frequently to be able to respond to any challenge to the satisfaction of a court. An interval of three years is commonly regarded as the maximum reasonable period between surveys.

34. As to the conduct of the survey, the Department's letter of 16 June 2004 set out a range of considerations. But key points are:

- the length of time that would-be customers have to wait at ranks. However, this alone is an inadequate indicator of demand; also taken into account should be...
- waiting times for street hailings and for telephone bookings. But waiting times at ranks or elsewhere do not in themselves satisfactorily resolve the question of unmet demand. It is also desirable to address...
- **latent demand**, for example people who have responded to long waiting times by not even trying to travel by taxi. This can be assessed by surveys of people who do not use taxis, perhaps using stated preference survey techniques.
- **peaked demand**. It is sometimes argued that delays associated only with peaks in demand (such as morning and evening rush hours, or pub closing times) are not 'significant' for the purpose of the

Transport Act 1985. The Department does not share that view. Since the peaks in demand are by definition the most popular times for consumers to use taxis, it can be strongly argued that unmet demand at these times should not be ignored. Local authorities might wish to consider when the peaks occur and who is being disadvantaged through restrictions on provision of taxi services.

- **consultation**. As well as statistical surveys, assessment of quantity restrictions should include consultation with all those concerned, including user groups (which should include groups representing people with disabilities, and people such as students or women), the police, hoteliers, operators of pubs and clubs and visitor attractions, and providers of other transport modes (such as train operators, who want taxis available to take passengers to and from stations);
- **publication**. All the evidence gathered in a survey should be published, together with an explanation of what conclusions have been drawn from it and why. If quantity restrictions are to be continued, their benefits to consumers and the reason for the particular level at which the number is set should be set out.
- **financing of surveys**. It is not good practice for surveys to be paid for by the local taxi trade (except through general revenues from licence fees). To do so can call in question the impartiality and objectivity of the survey process.

35. Quite apart from the requirement of the 1985 Act, the Department's letter of 16 June 2004 asked all local licensing authorities that operate quantity restrictions to review their policy and justify it publicly by 31 March 2005 and at least every three years thereafter. The Department also expects the justification for any policy of quantity restrictions to be included in the five-yearly Local Transport Plan process. A recommended list of questions for local authorities to address when considering quantity controls was attached to the Department's letter. (The questions are listed in Annex A to this Guidance.)

Taxi Fares

36. Local licensing authorities have the power to set taxi fares for journeys within their area, and most do so. (There is no power to set PHV fares.) Fare scales should be designed with a view to practicality. The Department sees it as good practice to review the fare scales at regular intervals, including any graduation of the fare scale by time of day or day of the week. Authorities may wish to consider adopting a simple formula for deciding on fare revisions as this will increase understanding and improve the transparency of the process. The Department also suggests that in reviewing fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed. There may well be a case for higher fares at times of higher demand.

37. Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver. It is not good practice to encourage such negotiations at ranks, or for on-street hailings; there would be risks of confusion and security problems. But local licensing authorities can usefully make it clear that published fares are a maximum, especially in the context of telephone bookings, where the customer benefits from competition. There is more likely to be a choice of taxi operators for telephone bookings, and there is scope for differentiation of services to the customer's advantage (for example, lower fares off-peak or for pensioners).

38. There is a case for allowing any taxi operators who wish to do so to make it clear - perhaps by advertising on the vehicle - that they charge less than the maximum fare; publicity such as '5% below the metered fare' might be an example.

Drivers

Duration of Licences

39. It is obviously important for safety reasons that drivers should be licensed. But it is not necessarily good practice to require licences to be renewed annually. That can impose an undue burden on drivers and licensing authorities alike. Three years is the legal maximum period and is in general the best approach. One argument against 3-year licences has been that a criminal offence may be committed, and not notified, during the duration of the licence. But this can of course also be the case during the duration of a shorter licence. In relation to this, authorities will wish to note that the Home Office in April 2006 issued revised guidance for police forces on the Notifiable Occupations Scheme. Under this new guidance the police are requested to notify the appropriate local licensing authority of convictions and other relevant information when it comes to their attention that an individual is working as a Taxi or PHV driver. (Further details are contained in Home Office Circular 6/2006. Further information can be obtained from the Criminal Records Section, Safeguarding Vulnerable Persons Team, Police Leadership and Powers Unit, Home Office, Fourth Floor, Peel Building, 2 Marsham Street, London SW1P 4DF; e-mail Robin.Manson@homeoffice.gsi.gov.uk)

40. However, an annual licence may be preferred by some drivers. That may be because they have plans to move to a different job or a different area, or because they cannot easily pay the fee for a three-year licence, if it is larger than the fee for an annual one. So it can be good practice to offer drivers the choice of an annual licence or a three-year licence.

Acceptance of driving licences from other EU member states

41. Sections 51 and 59 of the Local Government (Miscellaneous Provisions) Act 1976 as enacted stated that an applicant for a taxi or private hire vehicle (PHV) driver's licence must have held a full ordinary GB driving licence for at least 12 months in order to be granted a taxi or PHV driver's licence. This requirement has subsequently been amended since the 1976 Act was passed. The Driving Licences (Community Driving Licence) Regulations 1996 (SI 1996 No 1974) amended sections 51 and 59 of the 1976 Act to allow full driving licences issued by EEA states to count towards the qualification requirements for the grant of taxi and PHV driver's licences. Since that time, a number of central and eastern European states have joined the EU and the EEA and the Department take the view that drivers from the Accession States are eligible to acquire a taxi or PHV driver's licence under the 1976 Act if they have held an ordinary driving licence for 12 months which was issued by an acceding State. To complete the picture, the Deregulation (Taxis and Private Hire Vehicles) Order 1998 (SI 1998 No 1946) gave equal recognition to Northern Ireland driving licences for the purposes of taxi and PHV driver licensing under the 1976 Act.

Criminal Record Checks

42. A criminal record check is an important safety measure and is widely required. Taxi and PHV drivers can be subject to an Enhanced Disclosure through the Criminal Records Bureau; this level of disclosure includes details of spent convictions and police cautions. In considering an individual's criminal record, local licensing authorities will want to consider each case on its merits, but they will doubtless take a particularly cautious view of any offences involving violence, and especially sexual attack. In order to

achieve consistency, and thus avoid the risk of successful legal challenge, local authorities will doubtless want to have a clear policy for the consideration of criminal records, for example the number of years they will require to have elapsed since the commission of particular kinds of offences before they will grant a licence.

43. Local licensing authorities will also want to have a policy on background checks for applicants from elsewhere in the EU and other overseas countries. One approach is to require a certificate of good conduct authenticated by the relevant embassy. The Criminal Records Bureau website (<u>www.crb.gov.uk</u>) gives information about obtaining certificates of good conduct, or similar documents, from a number of countries. More generally, the Home Office's Employers' Helpline (0845 010 6677) can be used by licensing staff to obtain general guidance on immigration documentation, although this Helpline is not able to advise on individual cases. The authority can obtain case specific immigration status information, including whether a licensing applicant is permitted to work or details of work restrictions, from the Evidence and Enquiry Unit, Floor 12, Lunar House, Wellesley Road, Croydon CR9 2BY . Further details on the procedures involved can be obtained by contacting the Unit (020 8196 3011).

44. It would seem best practice for Criminal Records Bureau disclosures to be sought when a licence is first applied for and then every three years, even if a licence is renewed annually, provided drivers are obliged to report all new convictions and cautions to the licensing authority.

Medical Criteria

45. It is clearly good practice for medical checks to be made on each driver before the initial grant of a licence and thereafter for each renewal. It is common for licensing authorities to apply the 'Group 2' medical standards - applied by DVLA to the licensing of lorry and bus drivers - to taxi and PHV drivers. This seems best practice. The Group 2 standards preclude the licensing of drivers with insulin treated diabetes. However, exceptional arrangements do exist for drivers with insulin treated diabetes, who can meet a series of medical criteria, to obtain a licence to drive category C1 vehicles (i.e. 3500-7500 kgs lorries); the position is summarised at Annex B to the Guidance. In the light of the latest guidance from the Secretary of State's Honorary Medical Advisory Panel on Diabetes Mellitus and Driving, it is suggested that best practice is to apply the C1 standards to taxi and PHV drivers with insulin treated diabetes.

Age Limits

46. It does not seem necessary to set a maximum age limit for drivers provided that regular medical checks are made. Nor do minimum age limits, beyond the statutory periods for holding a full driver licence, seem appropriate. Applicants should be assessed on their merits.

Driving Proficiency

47. Many local authorities rely on the standard car driving licence as evidence of driving proficiency. Others require some further driving test to be taken. Local authorities will want to consider carefully whether this produces benefits which are commensurate with the costs involved for would-be drivers, the costs being in terms of both money and broader obstacles to entry to the trade. However, they will note that the Driving Standards Agency provides a driving assessment specifically designed for taxis.

Other training

48. There may well be advantage in encouraging drivers to obtain one of the nationally-recognised vocational qualifications for the taxi and PHV trades. These will cover customer care, including how best to meet the needs of people with disabilities. More information about these qualifications can be obtained from *GoSkills*, the Sector Skills Council for Passenger Transport. *GoSkills* is working on a project funded by the Department to raise standards in the industry and *GoSkills* can guide and support licensing authorities through its regional network of Business Advisers. Some licensing authorities have already established training initiatives and others are being developed; it is seen as important to do this in consultation with the local taxi and PHV trades. Training can cover customer care, including how best to meet the needs of people with disabilities and other sections of the community, and also topics such as the relevant legislation, road safety, the use of maps and GPS, the handling of emergencies, and how to defuse difficult situations and manage conflict. Authorities may wish to note that nationally recognised qualifications and training programmes sometimes have advantages over purely local arrangements (for example, in that the qualification will be more widely recognised).

Contact details are:

GoSkills, Concorde House, Trinity Park, Solihull, Birmingham, B37 7UQ.

Tel: 0121-635-5520

Fax: 0121-635-5521

Website: www.goskills.org

e-mail: info@goskills.org

Topographical Knowledge

49. Taxi drivers need a good working knowledge of the area for which they are licensed, because taxis can be hired immediately, directly with the driver, at ranks or on the street. So most licensing authorities require would-be taxi-drivers to pass a test of local topographical knowledge as a pre-requisite to the first grant of a licence (though the stringency of the test should reflect the complexity or otherwise of the local geography, in accordance with the principle of ensuring that barriers to entry are not unnecessarily high).

50. However, PHVs are not legally available for immediate hiring in the same way as taxis. To hire a PHV the would-be passenger has to go through an operator, so the driver will have an opportunity to check the details of a route before starting a journey. So it may be unnecessarily burdensome to require a would-be PHV driver to pass the same 'knowledge' test as a taxi driver, though it may be thought appropriate to test candidates' ability to read a map and their knowledge of key places such as main roads and railway stations.

23

PHV Operators

51. The objective in licensing PHV operators is, again, the safety of the public, who will be using operators' premises and vehicles and drivers arranged through them.

Criminal Record Checks

52. PHV operators (as opposed to PHV drivers) are not exceptions to the Rehabilitation of Offenders Act 1974, so Standard or Enhanced disclosures cannot be required as a condition of grant of an operator's licence. But a Basic Disclosure could be seen as appropriate, after such a system has been introduced by the Criminal Records Bureau. No firm date for introduction has yet been set; the Home Office during 2006/07 will be undertaking a new feasibility study in this regard. Overseas applicants may be required to provide a certificate of good conduct from the relevant embassy if they have not been long in this country. Local licensing authorities may want to require a reference, covering for example the applicant's financial record, as well as the checks outlined above.

Record Keeping

53. It is good practice to require operators to keep records of each booking, including the name of the passenger, the destination, the name of the driver, the number of the vehicle and any fare quoted at the time of booking. That will, for example, enable police checks to be made if any mishap should befall a passenger and may also be of use to licensing authorities in enforcement enquiries. It is suggested that 6 months is generally appropriate as the length of time that records should be kept.

Insurance

54. It is appropriate for a licensing authority to check that appropriate public liability insurance has been taken out for premises that are open to the public.

Licence Duration

55. A requirement for annual licence renewal does not seem necessary or appropriate for PHV operators, whose involvement with the public is less direct than a driver (who will be alone with passengers). Indeed, a licence period of five years may well be appropriate in the average case. Although the authority may wish to offer operators the option of a licence for a shorter period if requested.

Enforcement

56. Well-directed enforcement activity by the local licensing authority benefits not only the public but also the responsible people in the taxi and PHV trades. The resources devoted by licensing authorities to enforcement will vary according to local circumstances, including for example any difficulties with touting by unlicensed drivers and vehicles (a problem in some urban areas). Local authorities will also wish to liaise closely with the police.

57. Local licensing authorities often use enforcement staff to check a range of licensed activities (such as market traders) as well as the taxi and PHV trades, to make the best use of staff time. But it is desirable to ensure that taxi and PHV enforcement effort is at least partly directed to the late-night period, when problems such as touting tend most often to arise.

58. Some local licensing authorities employ taxi marshals in busy city centres where there are lots of hirings, again perhaps late at night, to help taxi drivers picking up, and would-be passengers queuing for taxis.

59. As part of enforcement, local licensing authorities will often make spot checks, which can lead to their suspending or revoking licences. They will wish to consider carefully which power should best be used for this purpose. They will note, among other things, that section 60 of the Local Government (Miscellaneous Provisions) Act 1976 provides a right of appeal for the licence-holder, whereas section 68, which is also sometimes used, does not; this can complicate any challenge by the licence-holder.

Taxi Zones

60. The areas of some local licensing authorities are divided into two or more zones for taxi licensing purposes. Drivers may be licensed to ply for hire in one zone only. Zones may exist for historical reasons, perhaps because of local authority boundary changes.

61. The Department recommends the abolition of zones. That is chiefly for the benefit of the travelling public. Zoning tends to diminish the supply of taxis and the scope for customer choice - for example, if fifty taxis were licensed overall by a local authority, but with only twenty five of them entitled to ply for hire in each of two zones. It can be confusing and frustrating for people wishing to hire a taxi to find that a vehicle licensed by the relevant local authority is nonetheless unable to pick them up (unless pre-booked) because they are in the wrong part of the local authority area. Abolition of zones can also reduce costs for the local authority, for example through simpler administration and enforcement. It can also promote fuel efficiency, because taxis can pick up a passenger anywhere in the local authority area, rather than having to return empty to their licensed zone after dropping a passenger in another zone.

62. It should be noted that the Government intends to make a Regulatory Reform Order which will remove the need for the Secretary of State to approve amalgamation resolutions made by local licensing authorities. It is intended that the RRO should be introduced for Parliamentary scrutiny during 2006.

Flexible Transport Services

63. It is possible for taxis and PHVs to provide flexible transport services in a number of different ways. Such services can play a valuable role in meeting a range of transport needs, especially in rural areas though potentially in many other places as well. In recent years there has been a significant increase in the provision of flexible services, due partly to the availability of Rural Bus Subsidy Grant and Rural Bus Challenge Support from the Department.

64. The Department encourages local licensing authorities, as a matter of best practice, to play their part in promoting flexible services, so as to increase the availability of transport to the travelling public. This can be done partly by drawing the possibilities to the attention of taxi and PHV trade. It also should be borne in mind that vehicles with a higher seating capacity than the vehicles typically licensed as taxis (for example those with 6, 7 or 8 passenger seats) may be used for flexible services and should be considered for licensing in this context.

65. The main legal provisions under which flexible services can be operated are:

- Shared taxis and PHVs advance bookings (section 11, Transport Act 1985): licensed taxis and PHVs can provide a service at separate fares for up to eight passengers sharing the vehicle. The operator takes the initiative to match up passengers who book in advance and agree to share the vehicle at separate fares (lower than for a single hiring). An example could be passengers being picked up at home to go to a shopping centre, or returning from the shops to their homes. The operator benefits through increased passenger loadings and total revenues.
- Shared taxis immediate hirings (section 10, Transport Act 1985): such a scheme is at the initiative of the local licensing authority, which can set up schemes whereby licensed taxis (not PHVs) can be hired at separate fares by up to eight people from ranks or other places that have been designated by the authority. (The authority is required to set up such a scheme if holders of 10% or more of the taxi licences in the area ask for one.) The passengers pay only part of the metered fare, for example in going home after a trip to the local town, and without pre-booking, but the driver receives more than the metered fare.
- Taxibuses (section 12, Transport Act 1985): owners of licensed taxis can apply to the Traffic Commissioner for a 'restricted public service vehicle (PSV) operator licence'. The taxi owner can then use the vehicle to run a bus service for up to eight passengers. The route must be registered with the Traffic Commissioner and must have at least one stopping place in the area of the local authority that licensed the taxi, though it can go beyond it. The bus service will be eligible for Bus Service Operators Grant (subject to certain conditions) and taxibuses can be used for local authority subsidised bus services. The travelling public have another transport opportunity opened for them, and taxi owners have another business opportunity.

66. The Department is very keen to encourage the use of these types of services. More details can be found in the Department's publication 'Flexible Transport Services' (available from <u>dft@twoten.press.net</u>). The document itself can be accessed at: www.dft.gov.uk/stellent/groups/dft localtrans/documents/page/dft localtrans 504004.hcsp.

Local Transport Plans

67. The Transport Act 2000 requires most local transport authorities in England (not London) to produce and maintain a Local Transport Plan (LTP), having regard to any guidance issued by the Secretary of State. The latest guidance was published in December 2004 asking for a provisional LTP by 29 July 2005 and a final one by 31 March 2006. LTPs set out the authority's local transport strategies and policies, and an implementation programme over a five year period. Authorities report each year on their delivery of policies and programmes in Annual Progress Reports.

68. All modes of transport including taxi and PHV services have a valuable part to play in overall transport provision, and so local licensing authorities have an input to make to the LTP process. The key policy themes for such services could be availability and accessibility. LTP input could include statements of policy on:

- quantity controls, if any, and plans for their review;
- licensing conditions, with a view to safety but also to good supply of taxi and PHV services;
- fares;
- on-street availability, especially through provision of taxi ranks;
- vehicle accessibility for people with disabilities;
- encouragement of flexible services.

69. There should also be a statement of changes in policy since the last LTP and changes that are intended. It would be useful to provide statistics of changes in the number of licences for vehicles, drivers and operators, so that trends in availability can be identified.

Annex A: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Useful questions when assessing quantity controls of taxi licences

• Have you considered the Government's view that quantity controls should be removed unless a specific case that such controls benefit the consumer can be made?

Questions relating to the policy of controlling numbers

- Have you recently reviewed the need for your policy of quantity controls?
- What form did the review of your policy of quantity controls take?
- Who was involved in the review?
- What decision was reached about retaining or removing quantity controls?
- Are you satisfied that your policy justifies restricting entry to the trade?
- Are you satisfied that quantity controls do not:
- •
- reduce the availability of taxis;
- increase waiting times for consumers;
- reduce choice and safety for consumers?
- What special circumstances justify retention of quantity controls?
- How does your policy benefit consumers, particularly in remote rural areas?
- How does your policy benefit the trade?
- If you have a local accessibility policy, how does this fit with restricting taxi licences?

Questions relating to setting the number of taxi licences

- When last did you assess unmet demand?
- How is your taxi limit assessed?
- Have you considered latent demand, ie potential consumers who would use taxis if more were available, but currently do not?
- Are you satisfied that your limit is set at the correct level?
- How does the need for adequate taxi ranks affect your policy of quantity controls?

Questions relating to consultation and other public transport service provision

- When consulting, have you included etc
- •
- \circ all those working in the market;
- consumer and passenger (including disabled) groups;
- groups which represent those passengers with special needs;
- local interest groups, eg hospitals or visitor attractions;
- \circ the police;
- a wide range of transport stakeholders eg rail/bus/coach providers and traffic managers?
- Do you receive representations about taxi availability?
- What is the level of service currently available to consumers (including other public transport modes)?

Annex B: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Assessing applicants for a taxi or PHV driver licence in accordance with C1 standard

Exceptional circumstances under which DVLA will consider granting licences for vehicles over 3.5 tonnes or with more than 8 passenger seats.

Insulin treated diabetes is a legal bar to driving these vehicles. The exceptional arrangements that were introduced in September 1998 were only in respect of drivers who were employed to drive small lorries between 3.5 tonnes and 7.5 tonnes (category C1). The arrangements mean that those with good diabetic control and who have no significant complications can be treated as "exceptional cases" and may have their application for a licence for category C1 considered. The criteria are

- To have been taking insulin for at least 4 weeks;
- Not to have suffered an episode of hypoglycaemia requiring the assistance of another person whilst driving in the last 12 months;
- To attend an examination by a hospital consultant specialising in the treatment of diabetes at intervals of not more than 12 months and to provide a report from such a consultant in support of the application which confirms a history of responsible diabetic control with a minimal risk of incapacity due to hypoglycaemia;
- To provide evidence of at least twice daily blood glucose monitoring at times when C1 vehicles are being driven (those that have not held C1 entitlement in the preceding 12 months may provide evidence of blood glucose monitoring while driving other vehicles);
- To have no other condition which would render the driver a danger when driving C1 vehicles; and
- To sign an undertaking to comply with the directions of the doctor(s) treating the diabetes and to report immediately to DVLA any significant change in condition.

Page 1 of 4 APPENDIX D

Robinson lan

From:BRYAN TYLER |Sent:20 June 2011 10:27To:Robinson Ian; Brian GascoyneSubject:Fwd: Consultation

Hi guys

Thought i would send you this. Its from a chap that had a serious stroke a few years ago Cheers Bryan

Hi Bryan,

Had the opportunity to try a Smart car this week end.

The access was fine.

They are very compact, a great little runabout.

hk it is important for someone with reduced mobility to give one a try.

Otherwise fine for one person for a short trip eg to town.

Regards

Robert

From: BRYAN TYLER [mailto: Sent: 17 June 2011 06:59

Mohammad Arif Associated Adams Taxis Station Road Peterborough PE1 1QL 11th July 2011

R.E: Proposed variation of Private Hire vehicle Requirements

To whom it may concern,

Firstly I would like to say that that I do not agree with this idea like probably a lot of other taxi drivers and owners in Peterborough. This is mainly because when I came into the taxi trade it was quite clear the requirements for private hire vehicle and I have gone with these rules along.

Secondly it will not go in the favour of the Taxi Enforcement as you are altering the rules for someone who has not been in the trade for long and his wishes are being granted in a short space of time. Also just say for example tomorrow someone else comes up with an idea that they put forward to you, will you be doing these changes for them? I have heard of many applications in the past that have not been granted but we have never received a proposition for change.

Finally I would to add that the safety in a "fortwo" Smart Car is not the greatest as I have read in many stories of fatal injuries in minor accidents. I am sure that you have seen this particular vehicle and how small and compact it is. It may not be the drivers fault as over 60% of accidents are always the third parties fault.

There are many vehicles out there that can be passed as private hire. There are also a new range coming out in 2012 with lox CO2 emissions so I do not think that there is a need for this type to available for private hire and for the safety of public.

Yours Faithfully

Mohammad Arif

18 .111

The Peterborough Hackney Drivers Federation wish to register opposition to the proposed "Smart Car" on the following grounds.

- 1. Whilst there is no doubt that a disabled person in a standard wheelchair may be able to fit the wheelchair in the boot of the vehicle, there is no room for luggage (i.e. suitcases). Given the fact that wheelchairs are changing and developing all the time there is no provision for a disabled person that is wheelchair bound. The entire hackney fleet in Peterborough is designed to take wheelchairs. The private hire sections of the trade have several vehicles that are capable of taking wheel chairs. There is therefore no requirement to have this form of vehicle operating in the city.
- 2. Notwithstanding the technicalities of the wheelchair issues, the complications and problems that could very well be raised is that of communicating requirements to the private hire operator with those who are able-bodied. Whereas at present, a customer will telephone a private hire company and request a vehicle for one person and is quoted a fare, it is not uncommon to pick up two or even three people. The fare quoted will at present usually cover up to four passengers. The operator will have to be very vigilant, particularly at peak times of the day and especially at night when alcohol come in to the equation and the driver becomes a target for any confusion. There is a huge safety issue here.
- 3. There have been various codes of conduct for many years regarding travelling in private hire cars with the emphasis being that for both the passenger and drivers' sake, the rear seat is recommended. This alleviates the chance or risk of accusations of any impropriety by either party being alleged.
- 4. The current minimum conditions regarding the vehicle specification were produced to ensure that the vehicle is robust enough to take up to

four fare paying passengers in comfort and would be able to fulfill the majority of requirements that a private hire vehicle would be likely to undertake on a day to day basis. The smart car does not fit that specification. It would not be right, proper or fair to introduce a vehicle that only can be used for certain types of journeys without discarding the current regulations which are only upheld by a minority of current private hire operators. Taxi Enforcement Officers have difficulty in policing private hire in this city and non-compliancy of the law is fairly rife to say the least. The licensing of this vehicle would create all sorts on anomalies that would be difficult to address, justify. police or enforce.

- 5. The only point that is in the smart cars' favour is the fuel consumption and its' green credentials. To claim that such savings would be passed on to the customer is naïve to say the least. The private hire companies are at present in a price war that has created major problems throughout the industry involving both the private hire and hackney trade with some owner drivers making so little they are claiming benefits to survive. Further cuts in pricing would be catastrophic for the private hire owner drivers.
- 6. The majority of current private hire vehicles that service Peterborough are improving their green credentials year on year as newer models replace older ones. The current hackney carriages in Peterborough are all (but one) LTI TX models that have award winning low emissions and very "green" credential. There are even "greener" models in the pipeline on the purpose built vehicles, designed to do one specific job and that is to transport the public any member of the public irrespective of their physical impairment, sight impairment or hearing impairment. Purpose built to carry up to five passengers, and in some cases six.

7. The smart car should be considered as no more than a novelty and, as with all novelties, their time will be short lived. However, consequences of altering the regulations that govern the trade would be longer lasting and may very well destroy the reasons that they were placed there in the first place and that is for public safety.

There is no doubt the technology to produce "greener" vehicles is improving day by day and we shall all benefit in the long-term. However, the only person to benefit from the one passenger smart car will be the owner of it, and that is all!

Brian W J Gascoyne

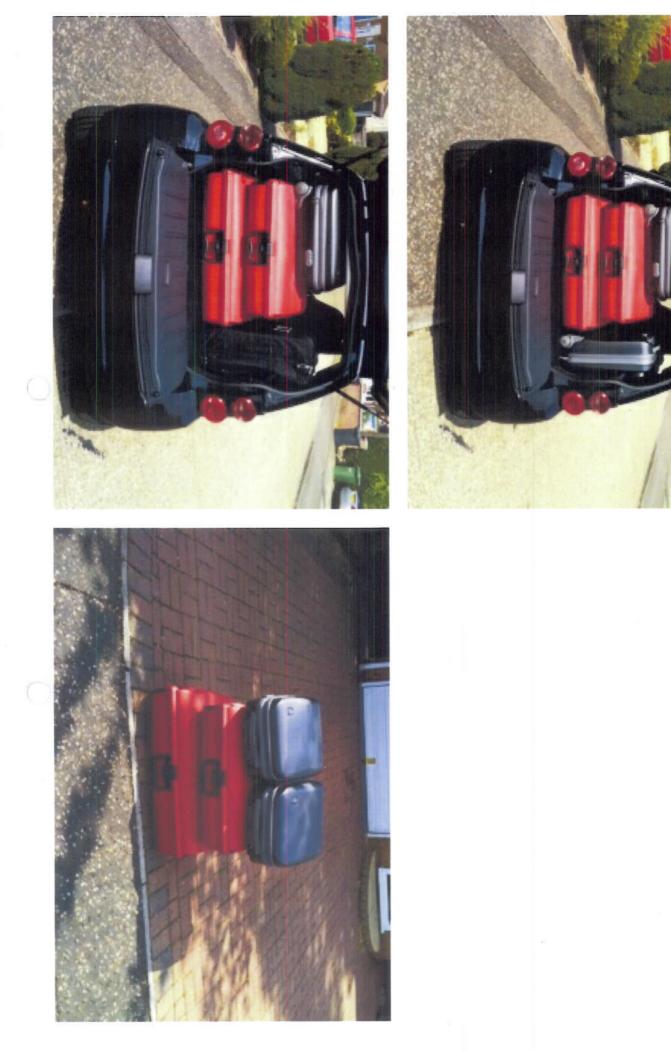
Secretary Peterborough Hackney Drivers Federation This page is intentionally left blank

APPENDIX E









LICENSING COMMITTEE

AGENDA ITEM No. 5

16 FEBRUARY 2012

PUBLIC REPORT

Cabinet Member(s) r	esponsible: Cllr Hiller	
Contact Officer(s):	Licensing Manager Adrian Day Strategic Regulatory Services Manager Peter Gell	Tel. 454437 Tel. 453429
	Strategie Regulatory Services Manager Feter Sen	101. 400420

CHANGES IN THE LICENSING POLICY FOR HACKNEY CARRIAGE AND PRIVATE HIRE VEHICLE LICENCES

RECOMMENDATIONS	
FROM : The Licensing Team	Deadline date : N/A
Licensing Manager Adrian Day	

The Licensing Committee is requested to approve the following recommendations relating to the Councils Vehicle Age Policy in relation to Hackney Carriage and Private Hire Vehicles:

- 1) To extend the upper age limit for which Hackney Carriage Vehicles can be licensed from 12 years to 15 Years;
- To extend the upper age limit for which Private Hire Vehicles can be licensed from 8 years to 10 years;
- 3) To extend the time at which 6 monthly testing commences from 5 years to 6 years; and
- 4) The committee are also asked to consider a request from the Peterborough Private Hire Drivers Association to extend the lower age limit for which Private Hire Vehicles can first be licensed from 3 years to 6 years.

1. PURPOSE OF REPORT

- 1.1 Members are asked to consider requests received from both the Peterborough Private Hire Drivers Association and the Peterborough Hackney Carriage Drivers Federation to amend the Council's vehicle age restrictions. These relate to the lower age limit this being the maximum age of a vehicle when it is first licensed, and the upper age limit when a vehicle is considered no longer eligible to be licensed.
- 1.2 Officers would also like to recommend that the Committee considers a revision of the current 6 monthly testing frequency insofar as the frequency of 6 monthly testing commences when the age of a vehicle reaches 6 years (currently this commences when the age of a vehicle 5 years).
- 1.3 The tables below show the current situation in relation to the vehicle age restrictions and also the changes requested:

Current Situation

	Hackney Carriage	Private Hire
Maximum age at time of first being licensed	3 years	3 years
Maximum age limit for a vehicle	12 years	8 years

Requested Changes

	Hackney Carriage	Private Hire
Maximum age at time of first being licensed	3 years	6 years
Maximum age limit for a vehicle	15 years	10 years

The table below highlights the proposed maximum mileage limit according to the age of a vehicle that will be applied when considering an application to licence a new vehicle.

TTOPOSCUT	Troposed Trivate Time Venicie Mileage Oriteria (new Venicies)					
Age (months)	0 - 12	13 - 24	25 - 36	37 - 48	49 - 60	61 -72
Mileage (maximum)	No restriction	No restriction	No restriction	No restriction	65,000	75,000

Proposed Private Hire Vehicle Mileage Criteria (new vehicles)

1.4 The Council currently has no mileage restrictions for new vehicles, it is proposed that if the lower age limits are increased from 3 years to 6 years as requested that the above mileage criteria would be applied. This would ensure that any vehicle being licensed for the first time above 4 years of age would be of average mileage, therefore not allowing older vehicles with high mileage to become licensed.

(It should be noted that if it comes to light that the mileage of a vehicle is not genuine and that the true mileage at the time of licensing was in fact above the maximum limit, the vehicle will be de-licensed).

2. BACKGROUND INFORMATION

- 2.1 All Councils have different policies in relation to Hackney Carriage and Private Hire Vehicles, when it comes to age restrictions and the testing of vehicles some council have decided not to set any restrictions at all, whereas others have decided to have very stringent restrictions, with others adopting restrictions somewhere between both extremes. The reasoning behind setting any restriction is to put measures in place to in order to achieve the required level of mechanical safety and that the interior and exterior of the vehicle is of a standard that is expected of the licensing authority. A summary of vehicle age limits for neighbouring authorities can be seen at **Appendix A.** (age policy benchmark.doc)
- 2.2 Peterborough City Council adopted its policy on age restrictions many years ago and is considered to have some of the most stringent of conditions where compared to many of its neighbouring authorities. Since the original age restrictions were adopted both technology and build quality of vehicles has moved on producing a higher quality of vehicles which are designed to last longer, and in turn supports the worlds sustainable resources. Many manufacturers are now offering 5 and 7 year warranties as standard on vehicles which would indicate confidence in quality of build. Technology in relation to body work and painting processes have also developed in recent years meaning that the life expectancy of a vehicle in relation to rust and corrosion has greatly increased due to these advances.
- 2.3 Maintenance is a key factor with any vehicle and good practice for all commercial vehicles is to be part of a planned preventative maintenance programme where all vehicles are routinely serviced to ensure safety and quality. The council expects this level of commitment from drivers and it should be noted that the 12 monthly and 6 monthly tests carried out by the testing centres are to confirm a level of safety and quality, rather than highlight to the driver what maintenance needs to be carried out.
- 2.4 Both the Peterborough Hackney Carriage Federation and the Peterborough Private Hire Drivers Association have spoken on many occasions regarding the possibilities of amending the council's age restriction policy. Both the Hackney Carriage and Private Hire trades have different requirements due to the way they operate in accordance with legislation and therefore have different opinions insofar as a blanket decision or restriction is not always relevant, suitable or appropriate to apply to both Hackney and Private Hire licenses.

2.5 With the down turn in the economic climate and the ever increasing costs of fuel together with the inflated cost of insurance premiums drivers are looking at ways to survive. We must appreciate that both Hackney Carriage and Private Hire vehicles provide a service to the city, a service that has to play a key role in the economic growth of the city and the plans to make the City of Peterborough a destination centre.

3. REQUEST FROM THE PETERBOROUGH HACKNEY CARRIAGE FEDERATION

- 3.1 The Peterborough Hackney Carriage Federation has requested that the council review its vehicle age policy in relation to the upper age restriction this current sets the maximum age limit of a Hackney Carriage at 12 years. The federation have requested that the upper age limit is raised to 15 years, as indicated by the Public Carriage Office guidelines.
- 3.2 The reason for the request is to allow vehicles that are still in a good mechanical condition, meet safety requirements, and have a good interior / exterior to remain in service for an additional 3 years. It has been indicated that this will also encourage drivers to maintain vehicles to a higher standard as the money spent on maintaining the vehicles of an older age can be more justified and cost effective.
- 3.3 It should be noted that the Hackney Trade are not in favour of any changes in the lower age restrictions for either Hackney or Private Hire in relation to the lower age restriction of a vehicle when it is first licensed. Instead they feel that this should remain at 3 years for both Hackney and Private Hire. The reason for this is that they believe this would encourage an increase in the market place of the number of vehicles licensed to operate.
- 3.4 A representative from the Peterborough Hackney Carriage Federation has been asked to attend the committee meeting to discuss the federation's requests in detail and concerns relating to the possible changes in the lower age restrictions an email outlining the reasons for the federation's requests and highlighting their concerns can be seen at **Appendix B**. *(hackney carriage vehicle age response.doc)*

4. REQUEST FROM THE PETERBOROUGH PRIVATE HIRE DRIVERS ASSOCIATION

- 4.1 The Peterborough Private Hire Drivers Association has requested that the council review its vehicle age policy in relation to the upper age restriction this currently sets the maximum age limit of a Private Hire Vehicle to 8 years. The association has requested that the upper age limit is raised to 10 years. The association have also requested that the lower age restriction or the maximum age of a vehicle when first licensed be increased from its current 3 years to 6 years.
- 4.2 The reason for the request is to allow vehicles that are still in a good mechanical condition, meet safety requirements, and have a good interior / exterior to remain in service for an additional 2 years. It has been indicated that this will also encourage drivers to maintain vehicles to a higher standard as the money spent on maintaining the vehicles of an older age can be more justified and cost effective.
- 4.3 The reason for the request to increase the lower age restriction is to enable drivers to invest in more executive type vehicles such as Audi, Mercedes, and BMW's at a suitable entry point in the marketplace. It is also to allow the drivers to become more empowered and purchase their own vehicles and work for themselves instead of working for some of the larger private hire companies where they are expected to work long hours for a minimum income.
- 4.4 A representative from the Peterborough Private Hire Drivers Association has been asked to attend the committee meeting to discuss the association's requests in detail and concerns relating to the possible changes in the lower age restrictions an email outlining the reasons for the association's requests can be seen at **Appendix C.** (private hire vehicle age response.doc)

5. CONSULTATION

- 5.1 Original consultation was carried out with both the Peterborough Hackney Carriage Federation and the Peterborough Private Hire Drivers Association, and their original responses can be seen at **Appendix B.** (hackney carriage vehicle age response.doc) and **Appendix C.** (private hire vehicle age response.doc)
- 5.2 A further 28 day consultation was carried out with all licensed drivers which ended on the 29 January 2012, a total of <u>33</u> individual responses were received have been summarised below: A log of the responses received can be seen at **Appendix D.** (*driver consultation log.pdf*)

To extend the upper age limit for which Hackney Carriage Vehicles can be licensed from 12 years to 15 years. **(26 Drivers - In favour)**

To extend the upper limit for which Private Hire Vehicles can be licensed from 8 years to 10 years. (**19 Drivers – In favour, 14 Drivers – No comment**)

To extend the time at which 6 monthly testing commences from 5 years to 6 years. (23 Drivers – In favour, 10 Drivers – No comment)

To extend the lower age limit at which Private Hire Vehicles can first licensed from 3 years to 6 years. (17 Drivers – In favour, 12 Drivers – No comment, 4 Drivers – Against)

* The 3 drivers who have responded against the amendment of the lower age limit have stated that they feel this change if implemented would cause an increase in the number of vehicles licensed within the city and hence have a detrimental effect on the trade.

** One driver who is in favour of extending the lower age limit has suggested an extension to 5 years rather than 6 years.

5.3 As a result of the further 28 day consultation with all licensed drivers the Peterborough Private Hire Drivers Association have submitted a further response to the consultation supporting the proposed changes. This is supported by a list of the Association's members which can be seen at **Appendix E.** (private hire vehicle age response 2.pdf)

6. ENVIRONMENTAL IMPACT

- 6.1 We have considered the environmental impact very carefully when considering the requests and although there is no way of quantifying or even determining the exact effect on the environment if the changes are implemented we have to be aware of the risks insofar as emissions etc. We have added to the new proposed licensing conditions mileage limits in order to stop older, high mileage vehicles being licensed for the first time. We have also added stringent conditions where if a vehicle fails its 6 monthly test for set criteria in its extended period it will be immediately de-licensed, this includes emissions.
- 6.2 In 2010 a massive piece of work was undertaken to asses the possibility of introducing a pricing structure where vehicles which are more environmentally friendly vehicles featuring low emissions would be subject to reduced licensing fees and in the same respect vehicles with much higher emissions would be charged much higher licensing fees.
- 6.3 At the time we were able to identify 2 councils which had adopted policies relating to emissions. Although the authorities could claim that they had adopted the policies and therefore promoting a greener environment, in reality they could not demonstrate any measurable benefit had been achieved.
- 6.4 With no hard evidence of any improvement to the environment together with a high cost of administering such a scheme a conclusion was made that it was almost considered a "tick in the box" scenario, this was also agreed with ClIr Sam Dalton and ClIr Peter Hiller.
- 6.5 It was agreed that we would look at other initiatives which would enable us to benefit drivers who choose to purchase more environmentally friendly vehicles, we are currently

looking at the possibility of reducing fees for dual fuel, electric and low tax band vehicles. The key are here is to adopt a policy where there is very little or no administrative burden.

7. OFFICER COMMENTS

- 7.1 The principles relating the requests from the trade have been discussed with the Peter Gell Regulatory Services Manager, Adrian Chapman Head of Neighbourhoods and Cllr Peter Hiller Cabinet Member for Neighbourhoods, Housing and Business and they have agreed in principal that the requests should be presented to the Licensing Committee in order for them to consider all relevant information for the purpose of making a decision.
- 7.2 It is very apparent that the manufacturing processes have improved over the years where companies have been tasked with not only guaranteeing increased build quality along with increased longevity of vehicles. From an environmental aspect it is very important to consider sustainable resources and our carbon footprint. It can be seen as a benefit environment to increase the life span of vehicles rather than insisting that a perfectly serviceable vehicle is de-licensed.
- 7.3 It should be noted that the Hackney Carriage is a purpose built vehicle and according to the Public Carriage Office guidelines is expected to be serviceable for at least 15 years from manufacture.
- 7.4 If the committee approves the recommendation to extend the upper age limits as requested the licensing department will implement essential testing criteria for vehicles that fail tests starting from the commencement of the extended period (from year 8 for Private Hire, and year 12 for Hackney Carriages). Where a failure occurs in this period relating to one or more of the critical items as highlighted on the critical items list which can be seen at **Appendix F** (*vehicle critical testing criteria.doc*) then vehicle will be immediately de-licensed and will no longer be regarded as suitable for service. The type of failure is what should consider as being major and would indicate that regular preventative maintenance has not been carried out, or if it has it has not been effective. This decision as with any of the council's decisions will be able to be appealed at the Magistrates Court within 21 days of the decision being made.
- 7.5 With regard to the amendment on the lower age restriction both trades have their opinions on the effect of extending this limit from 3 years to 6 years, insofar as the Private Hire Drivers feel this will be a vessel to enable individuals to become more self-sufficient and move away from the dominance and monopolies of some of the private hire companies. They have indicated that individuals want to become more self-sufficient and developing a sustainable income for themselves rather than subsidising the larger companies, thus creating a greater community. It has been suggested that this in turn we would see a decline in the number of vehicles the larger companies are operating as more drivers branch out. Where as the Hackney Drivers have a different outlook on extending the lower age restriction, they have indicated concerns that this has the potential of increasing the number of vehicles entering service, and in turn this will have a detrimental effect on the trade overall, in a time where the market is already increasingly difficult.
- 7.6 An issue that is very pertinent to both trades is where a few private hire companies who charge extremely low fares which many of the other Private Hire and Hackney Carriage Drivers cannot compete with as they are not cost effective. It is believed that the only way the companies concerned can in fact charge such low fares is at the detriment on the drivers who work for them who are expected to split their takings with the company for whom they work.
- 7.7 A representative from both groups has been invited to speak at the meeting and they will demonstrate their reasoning behind the requests and also their concerns; the difficulty is that we are not lucky enough to definitely know what the actual outcome and effect of increasing the lower age restriction will have on the market place and therefore need to consider the benefits as well as the possible risks.

7.8 As a result of working very closely with both groups of the trade, the Hackney Carriage Federation and the Private Hire Association have demonstrated that they are very passionate, committed and focussed on improving not only their own areas of the business but also in developing the level of service that meets the requirements of the city.

8. IMPLICATIONS

8.1 Corporate Resources

The Legal Division support the Licensing Team regarding the provision of advice and guidance on taxi licensing issues matters.

Guidance has been sought from the Legal Section on the compilation of this report.

Vehicle Age Restrictions (Neighbouring Authorities)

The information below has been provided by the local neighbouring authorities, this highlights the differences in age policies across the region.

East Cambs

> No age limits exist.

Huntingdon District Council

> No age limits exist.

Fenland District Council

> No age limits exist.

South Kesteven

- > No age limits exist currently however, from July 2012
- > New vehicles up to 7 years
- > Upper age limit 10 years, or 12 years for purpose built vehicles.

South Holland District Council

- > No age limits exist for Private Hire Vehicles.
- > New Hackney Carriage Vehicles less than 5 years.
- > Hackney Carriage Vehicle upper limit 10 years.

> For a Hackney Carriage Vehicle to be licensed after 10 years it must be in exceptional condition (mechanically and bodywork). If the vehicle fails its compliance test a report is issued by the compliance test centre stating the nature of the failure. The driver can appeal to licensing officers in order to keep the vehicle in service, if refused the decision can be appealed at the Magistrates Court.

Cambridge City Council

- > New vehicles up to 4 years
- > Upper age limit 8 years

> The council use Euro Standards covering emissions (air quality management) to justify the age limits. They may consider using this standard to negate the requirement for the lower age limit.

Kings Lynn and West Norfolk

- > New vehicles as follows:
- > Up to 5 years or 60,000 miles
- > Up to 6 years or 55,000 miles
- > Up to 7 years with 45,000 miles requires authorised officer approval
- > Up to 4 years with 60,000+ miles requires authorised officer approval

> Upper age limit 10 years, anything over must be in exceptional condition and requires approval by two authorised officers, if refused the decision can be appealed at the Magistrates Court.

Luton Borough Council

> New vehicles Hackney and Private Hire less than 5 years at time of submission.

> No upper limit for Private Hire Vehicles, at 7 years must pass annual inspection first time and be deemed exceptional condition.

> No upper limit for Hackney Carriage Vehicles, at 15 years must pass annual inspection first time and be deemed exceptional condition.

> All appeals must go through the Magistrates Court, none received so far.



Secretary: Brian W J Gascoyne

APPENDIX B

PHDF SUBMISSIONS REGARDING AGE LIMITS ON HACKNEYS

The Federation seeks only to increase the current age limit from 12 to 15 years on Peterborough hackney carriages, given that:

- 1. The downturn in the economy has resulted of a lower mileage of all vehicles and given the that all but a handful of hackney carriages are LTI TX2 or TX4 models, and the manufacturers promote the fact that their vehicles are built to run for at least 15 years in service, there Is a case in favour of lengthening the licensing of hackney carriages.
- 2. The current testing every six months would closely monitor the condition of the vehicles and any detrimental issues of safety as it does at present. Obviously any safety issues that may be picked up would need to be dealt with as a part of the Certificate of Compliance in the normal way.

The Federation would not seek to alter the current three year limitation that presently exists and suggests that the status quo remains in this regard because:

- 3. A raising of the age limit any higher than the current three years would, we feel allow the flooding of the trade of 5 and 6 year old vehicles that fail to improve the fleet image of the hackney carriage business in Peterborough.
- 4. As each year passes, manufacturers are upgrading both the customer service elements of their vehicles particularly with regard to assisting the disabled and it is important the Peterborough has the benefit of new innovations in this regard and not have to wait for six years to upgrade the hackney fleet.

The Federation is also mindful of the need to also maintain the current three year age limitations on the private hire section of the trade to ensure that the highest possible standards are maintained overall in general for both sections of the trade and for the safety and peace of mind of the public and the council.

It is one of the Objects within the constitution of the Federation to improve standards and the safety of the travelling public in Peterborough.

Brian Gascoyne Secretary Peterborough Hackney Drivers Federation

1st December 2011

Peterborough is striving to become the Environment Capital of Britain and all Peterborough Licensed Hackney Cabs meet the stringent Euro III or Euro IV emissions requirements. So not only are they purpose built for the work they perform they are environmentally friendly too!!



PPHDA Recommendations Regarding Vehicle Age increase Proposals

change in vehicle age policy from 3yrs to 6yrs when first entered and from 8yrs to 10yrs of Max life in service

Background

At the present moment to enter a new vehicle in to the Private Hire Trade it must be no older than 3yrs from first registered and the running life in service is up to 8yrs. In Peterborough there has always been more drivers that have owned their own cars and have been in control of livelihoods. Due to the economical situation many of the owner drivers have found it difficult to sustain a good standard of living and as a result we now find more and more drivers opting to relocate to other towns and cities, as Peterborough City Council have some of the most stringent licensing policies within the eastern region.

A few years ago a Peterborough based Private Hire Company King Carz who had a fleet of 40 vehicles, had to relocate their business to Yaxley which is under Huntingdon District Council, have relaxed conditions on vehicles among other things. There is no limit on age at HDC and with over 90% of King Carz customer base being in Peterborough they operate with lower operating cost. In 2009 there was a lot of talk that having no age limit King Carz would be unstoppable and would fast grow and flood the market with older and cheaper vehicles and lots of Peterborough drivers would follow suit and take advantage of the lower running costs. We now can see that having older cheaper vehicles does not necessarily mean that their would be a flooding of vehicles, as King Carz two years on only have 43 vehicles and with all new vehicles entering the trade are within the age that we are recommending to the committee from 3yrs to increase to 6yrs. Evidence shows that by allowing this increase will not flood the market but would be a step in the right direction in supporting the trade in these economically difficult times. Initially several but not all drivers who moved to Yaxley purchased older and cheaper vehicles, but soon realised that this was not financially viable due to the unreliability of these types of older vehicles (some of which where 12 years and over in age)

At the moment King Carz operate within Peterborough but are not licensed by PCC and there for PCC have no enforcing powers over these drivers which is a loophole. We are confident that by allowing this change in policy the attraction to move to Yaxley from others in Peterborough would be addressed appropriately and would be highly beneficial to PCC. As this would be the first positive step towards strengthening the partnership with the PPHDA and PCC which we have built over the past 12 months.

since 2007 to the current time there has been a massive 35% reduction in new vehicles being sold in the UK, as a result there are fewer vehicles within the current 3 year age limit available on the open market. Hence the used car price has also increased according to Parker's Used Car Guide.

An increasing number of older drivers are moving over to places like Stamford, Spalding, Huntingdon, Cambridge and even as far as Milton Keynes Newer drivers coming in to the trade are unable to purchase their own vehicles and as result are having to drive Company cars and this has fuelled a price war as the average driver cant afford to purchase their own vehicle and are taken advantage of by Company owners. Until this situation isn't made easier by empowering drivers the situation in Peterborough will go from bad to worse. As an association for the drivers we are committed to promoting fairness and equality across the trade by empowering and educating members of their rights.

Safeguards:

Current policy in Peterborough with regard to the 3 year age limit hasn't stopped more and more people applying to become Private Hire Drivers within Peterborough. We feel in controlling numbers PCC should consider introducing NVQ's for all new applicants in conjunction with any change in age policy. We have recommended to PCC Licensing that to control the number of drivers applying for licences should undergo a more rigorous form of testing for potential licensees in English reading, writing, and most importantly oral, along with a maths and knowledge test at a minimal of NVQ level.

We are working very closely with all operators in controlling the number of vehicles entering the trade and trying to work to a level of earnings that are in line with the current minimum wage.

Some of the other reasons why our recommendation should be considered:

• It will enable drivers to become more independent.

• A massive price war has had a serious impact of the overall earnings of drivers, this is all as a result of drivers being unable to purchase vehicles for themselves, and having to drive for the Owner/Operators.

• In the current economical climate it will be more financially viable for drivers to buy their own vehicles.

• By allowing older vehicles in to the trade this would as a result increase the number of owner drivers and lower the amount of company cars hence creating a more fairer equitable work place.

- Financially drivers would benefit with a lower outlay.
- Vehicles would change more frequently.
- Better makes and models of vehicles.
- Having more control in amount of new driver applicants

We have given long and deep thought to our recommendation and have considered all risks and possibility's as we have had considerable consultation with the trade and PCC, we are all in agreement that change in vehicle age policy is a much needed step in the right direction.

It has come to our knowledge that the Hackney Federation do not wish to take advantage of the change in age restrictions being considered, we respect their view and hope they understand our reasons for wanting change as this would be the first step in reforming the trade and will provide a sound footing in tackling the issue of ridiculously low fixed prices, we have started to address the issue of low fixed pricing by working with PCC, Trading Standards, OFT and the trade.

Peterborough Private Hire Drivers Association

Indivi	Individual Consultation Responses (period 2 to 29 January 2012)				
Badge No	Badge type	Hackney from	Private Hire from	6 monthly test	New Private Hire
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APPENDIX E

PETERBOROUGH PRIVATE HIRE



To whom it may concern

This letter is from the Peterborough Private Hire Drivers Association and its members, in response to the consultation on vehicle age policy.

We feel our proposals set out in the initial consultation to extend the upper age limit of Private Hire Vehicles from 8 years to 10 years and to extend the lower age limit of Private Hire Vehicles from 3 years to 6 years when first licensed is a step in the right direction, and at the right time.

In the current economical climate it is becoming ever so more difficult for drivers to purchase vehicles which are within the current PCC guidelines at a reasonable price and without having to break the bank, when the overall earnings of drivers have taken a dive and the cost of living is ever on the increase.

We understand that there is concern from some within the trade who are not members of our Association, and feel that this would not benefit the trade. However we can only say that we have worked extensively over the past 10 months on this and have researched and tried to cover ever possibility and concern that may arise. Even though we do not have a crystal ball to see how this change may affect the trade, we are however very confident that there will not be an influx and "flooding" of the trade, as we have shown in the initial consultation.

We the below have been involved in the consultation process and agree that these changes would in deed benefit the trade in the long run. We show our support for this change in policy by signing this letter in response to the consultation.

We recognise and fully support the PPHDA, the initiatives that they are looking to bring forward and thank them for all the hard work and effort that they have been putting in on behalf of us, its members this past year.

PPHDA Committee and its Members

PPHDA Chairman Shahid Mohammed, PPHDA General Secretary Mohammed Zahoor. 37 Gladstone St. Peterborough, PE1 2BE. Tel:- 07931 589843 Email:- shahidmohammed3@gmail.com - Email:- mzahoorqadri@live.com

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RAZA HUSTAIN	359	
JAAN HAYADULLAH	967	
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STEVE BARNSLEY	124	
HIDAYATULLAN KHAN	688	
ABDVIZ MOMMAND	798	
DELROY CRAWSTON	754	
LEANNE SMITH	562	
RAY VELLAM	701	
CURIS CORLEY	443	
GARY ELY	531	
BILL WALKER	432	
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WASIM FAROOD	PH	158	
CHARLES CARTER	PH	554	
HARRY LETTCH			
MOHAMMED TUSSTIN	PH	336	
MOHAMMED SARFRAZ	PH	200	
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MOHAMMED SETED		2
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Peterborough City Council Critical Item Criteria

Inspection of licensed Hackney Carriages / Private Hire Vehicles

The critical item failure criteria will apply to vehicles failing their 6 monthly tests in the following periods:

Hackney Carriage

Tests carried out between 12 and 15 years of age

Private Hire Vehicles

Tests carried out between 8 years and 10 years of age

The table below highlights the items that the council consider to be critical area's of a vehicle test. Therefore if a vehicle fails its vehicle test on any of the items highlighted below the vehicle will be considered no longer fit for service and will de-licensed immediately.

Vehicles should be presented to the testing centre in a good serviceable condition, and subject to routine planned preventative maintenance in order to ensure the safety of passengers, the driver and the general public. Therefore if a vehicle fails its test for any of the items below it must be assumed that the vehicle has not been part of a regular maintenance programme thus resulting in the vehicle being de-licensed.

Critical Items		
Section 2 - Steering and suspension		
Steering mechanism / system	Failure will result in immediate de-licence of vehicle	
Transmission shafts	Failure will result in immediate de-licence of vehicle	
Front suspension	Failure will result in immediate de-licence of vehicle	
Rear suspension	Failure will result in immediate de-licence of vehicle	
Section 3 - Brakes		
Condition of service brake system	Failure will result in immediate de-licence of vehicle	
Condition of parking brake system	Failure will result in immediate de-licence of vehicle	
Section 4 – Tyres and Wheels		
Tyre type and condition	Failure will result in immediate de-licence of vehicle	
Road wheels	Failure will result in immediate de-licence of vehicle	
Section 5 - General		
Exhaust emissions	Failure will result in immediate de-licence of vehicle	
Vehicle structure	Failure will result in immediate de-licence of vehicle	
Appearance - interior	Must be clean and tidy and presented in a good condition	
Appearance - exterior	Must be clean and tidy and presented in a good condition	
Road test	Where an issue is highlighted by the testing centre this will be determined on an individual basis depending on diagnosis	