

Licensing and Public Safety Committee

Wednesday, 10th February 2021, 2.00 pm

Microsoft Teams

Call in (audio only) +44 20 3321 5257 Conference ID: 740 791 263#

Agenda

Apologies

- 1 **Minutes of meeting Wednesday, 19 February 2020 of Licensing and Public Safety Committee** (Pages 3 - 6)
- 2 **Declarations of Any Interests**

Members are reminded of their responsibility to declare any pecuniary interest in respect of matters contained in this agenda.

If you have a pecuniary interest you must withdraw from the meeting. Normally you should leave the room before the business starts to be discussed. You do, however, have the same right to speak as a member of the public and may remain in the room to enable you to exercise that right and then leave immediately. In either case you must not seek to improperly influence a decision on the matter.
- 3 **Public Questions**

Members of the public who have requested the opportunity to ask a question(s) on an item on the agenda will be asked to put their question(s) to the Committee. Each member of the public will be allowed to ask one supplementary question within his/her allocated 3 minutes.

<https://democracy.chorley.gov.uk/documents/s67429/Appendix%20%20Standing%20Orders%20Aug%202016.pdf>
- 4 **Minutes of the General Licensing Sub-Committees**

There have been no meetings of the General Licensing Sub-Committee since the last Licensing and Public Safety Committee.
- 5 **Minutes of the Licensing Act 2003 Sub-Committees**
 - a **Minutes of meeting Friday, 10 July 2020 of Licensing Act 2003 Sub-Committee** (Pages 7 - 10)
 - b **Minutes of meeting Thursday, 1 October 2020 of Licensing Act 2003 Sub-Committee** (Pages 11 - 14)

c	Minutes of meeting Tuesday, 13 October 2020 of Licensing Act 2003 Sub-Committee	(Pages 15 - 20)
6	Consideration of the Statutory Taxi and Private Hire Vehicle Standards, issued by the Department for Transport	(Pages 21 - 64)
7	Any urgent business previously agreed with the Chair	

Gary Hall
Chief Executive

Electronic agendas sent to Members of the Licensing and Public Safety Committee Councillor Matthew Lynch (Chair), Councillor Margaret France (Vice-Chair) and Councillors Terry Brown, Val Counce, Mark Clifford, Jean Cronshaw, Gordon France, Anthony Gee, Danny Gee, Tom Gray, Hasina Khan, Roy Lees, Laura Lennox, Sheila Long and Joyce Snape.

If you need this information in a different format, such as larger print or translation, please get in touch on 515151 or chorley.gov.uk

[To view the procedure for public questions/ speaking click here and scroll to page 119](#)

**MINUTES OF LICENSING AND PUBLIC SAFETY COMMITTEE****MEETING DATE** Wednesday, 19 February 2020**MEMBERS PRESENT:** Councillor Matthew Lynch (Chair), Councillor Margaret France (Vice-Chair) and Councillors Terry Brown, Mark Clifford, Jean Cronshaw, Gordon France, Danny Gee, Tom Gray, Steve Holgate, Laura Lennox, Joyce Snape and John Walker**OFFICERS:** Asim Khan (Director (Customer and Digital)), Nathan Howson (Enforcement Team Leader (Licensing)), Carl Gore (Enforcement Officer (Licensing and Empty Properties)), Stefanie Leach (Solicitor) and Philippa Braithwaite (Democratic and Member Services Officer)**APOLOGIES:** Councillors Val Caunce, Sheila Long and Debra Platt**20.L.116 Declarations of Any Interests**

There were no declarations.

20.L.117 Public Questions

There were no public questions received.

20.L.118 Minutes of meeting Wednesday, 13 November 2019 of Licensing and Public Safety Committee**RESOLVED – That the minutes of the Licensing and Public Safety Committee held on Wednesday, 13 November 2019 be confirmed as a correct record for signature by the Chair.****20.L.119 Minutes of the General Licensing Sub-Committees****RESOLVED – That the minutes of the General Licensing Sub-Committees held on 6 November, 4 December 2019 and 5 February 2020 be confirmed as a correct record.****20.L.120 Minutes of the Licensing Act 2003 Sub-Committees****RESOLVED – That the minutes of the Licensing Act 2003 Sub-Committee held on 13 December 2019 be confirmed as a correct record.**

20.L.121 Implementation of the Equality Act 2010 in relation to Wheelchair Accessible Vehicles

Nathan Howson, Enforcement Team Leader (Licensing), presented a report of the Director (Customer and Digital) requesting approval to go out to formal consultation on proposals regarding the implementation of a designated list of Wheelchair Accessible Vehicles (WAVs) under the provisions of the Equality Act 2020, an amendment to the conditions on vehicle types to enable rear wheelchair access for private hire vehicles, and minor policy changes to improve the application process for taxi licensing.

Members discussed the report, noting that exemptions to the duties placed on drivers of designated wheelchair accessible taxis and PHVs would only be given to drivers with medical or physical conditions or disabilities which made it unreasonably difficult for them to provide the sort of physical assistance required. Members were advised that the natural turnover of drivers made it unlikely that the majority of WAV drivers would hold exemptions.

Members discussed the availability of taxis during peak times (i.e. during the school run) and it was noted that different business models were used at different authorities to provide WAVs when required. The Chair advised that discussions with the trade at Licensing Liaison Panel meetings had highlighted financial difficulties for drivers undertaking WAV journeys and that the proposals in this report (i.e. allowing rear access for Private Hire vehicles) sought to address these. Members agreed this was a positive move forward as the demand for WAV journeys was increasing.

RESOLVED - That the Licensing and Public Safety Committee agree:

- 1. The approach to consultation;**
- 2. The decision to report responses to the consultation back to Committee for approval, and/or authorisation by a delegated officer, is made by the Chair of the Committee in consultation with a delegated officer;**
- 3. That a delegated officer may grant and/or refuse applications for an Exemption from the duties under the Act;**
- 4. To update the Hackney Carriage and Private Hire Licensing Policy once changes are approved.**

20.L.122 Support Provided for Licensing Applications

The Chair advised that he had been made aware of failures by applicants to disclose relevant information because of difficulties in reading, understanding, and completing the paperwork involved.

Members discussed the issue and agreed that some wording should be included to demonstrate that assistance was available but that the onus should still be on the applicant to request the Council for this. It was agreed that the availability of assistance should be consistent for all residents accessing services, and noted that the current Customer Charter stated that "If you have a particular requirement, or need support in accessing our services, we will do all that we can to ensure that you receive this." This Charter was in the process of being reviewed and the Committee's concerns would be included.

RESOLVED – That wording be added to Licensing applications clarifying that assistance could be given to applicants in certain circumstances upon request.

Chair

Date

This page is intentionally left blank



MINUTES OF	LICENSING ACT 2003 SUB-COMMITTEE
MEETING DATE	Friday, 10 July 2020
MEMBERS PRESENT:	Councillor Matthew Lynch (Chair), Councillor (Vice-Chair) and Councillors Mark Clifford and John Walker
OFFICERS:	Nathan Howson (Enforcement Team Leader (Licensing)), Elizabeth Walsh (Solicitor) and Philippa Braithwaite (Democratic and Member Services Officer)

20.101 Declarations of Any Interests

There were no declarations of interest received.

20.102 Procedure

The procedure was noted.

20.103 Determination of Application to Vary a Premises Licence for the Little Inn on the Park, 4 Hallgate

The Licensing Sub-Committee considered the application to vary a premises licence under Section 34 of the Licensing Act 2003, to which relevant representations had been received.

The Applicant Samuel Wells was in attendance along with Wendy Boyd, the Applicant's Partner's Mother who was responsible for day-to-day running of the premises, and Environmental Health Officer Paul Lee was in attendance to make his representations to the Sub-Committee.

The Council's Enforcement Team Leader for Licensing informed the Sub-Committee that the premises had benefitted from a premises licence since September 2013, and in December 2019 applications were received to transfer the premises licence and vary the designated premises supervisor at the premises into the name of the current licence holder. On 17 February 2020, an application to vary the premises licence was made by the licence holder seeking to replace the existing plan with an updated layout with new bar, extend permitted hours for licensable activity and opening hours, and proposing a number of additional measures as conditions in the operating schedule. It was understood that following consultation with Lancashire Constabulary, the Applicant agreed to a number of additional conditions.

On 09/03/20, a representation was received from an Environmental Health Officer regarding the likely effect of the grant of the variation on the promotion of the prevention of public nuisance objective. Members noted that no other relevant representations were received.

In response to Members' questions, it was noted that other than a noise complaint to Environmental Health in January 2020, no problems had been reported at the premises since the original licence was granted in 2013. The premises had changed since that time and was now a licenced café and was proposed to become a bar/pub in the evenings.

Wendy Boyd advised that the extension to Sunday hours was requested in order to be able to serve dinners with alcohol and close at a suitable hour. She stated that although the application requested an extension to 23.00, 22.00 would be acceptable. In response to a clarification from Members, Ms Boyd confirmed that the extension to hours for retail of alcohol and recorded music were a mistake and they were seeking to have overall weekly hours in line with Monday to Saturday to 23.00 and Sunday to 22.00 being suitable.

With regards to how the premises had mitigated the noise as a result of the complaint received in January, Ms Boyd confirmed that this had been a one-off lock in for a family party and they had not realised how the noise travelled. They had since spoken with the resident and if things were too loud music was turned off or people asked to leave. She also confirmed that lock ins had not happened since and would not happen again. She advised that no technology or soundproofing had been installed but had been looking into it recently and confirmed that they had another application with the Council to change the use of the premises from a café to a bar.

In response to questions from Environmental Health, Ms Boyd advised that bottles were kept in an outside wheelie bin unless it was too late in which case they were kept inside until the following morning. Kegs were also kept in the building.

Paul Lee from Environmental Health made his representations, which focussed on concerns based on his experience at other properties regarding the low level of insulation between the premises and surrounding flats and from disturbance from customers going outside to smoke. He advised that any insulation to dampen noise should be professionally installed.

In response to questions from Members, Mr Lee advised that no investigation had been carried out in relation to the noise complaint received in January as it hadn't progressed that far. He confirmed no investigations to judge likely impact on other neighbours had been carried out as these would only be done in response to a complaint being received. He confirmed no other complaints had been received and, to his knowledge, the premises had been operating (as far as possible during the lockdown period).

In summary, Mr Lee reiterated his concerns over the low level of insulation between the premises and residential properties and the impact this would have on noise nuisance. He also restated the possibility for smoke and noise nuisance from customers going outside.

Ms Boyd summarised by assuring the Sub-Committee that they wanted to work with the Council and with local residents and would comply with all conditions imposed on the licence (if the variation were to be granted) including consulting with an acoustic consultant.

The Licensing Sub-Committee carefully considered the applicant's written and verbal representations for the application to vary a premises licence, and have also taken into account all the representations both written and verbal that had been made by Environment Health who objected to the proposal.

Members noted that no responsible authorities had made representations about the application and the Applicant and Lancashire Constabulary had agreed additional conditions to be included onto the premises licence.

Whilst Members heard the issues raised by the Environmental Health Officers, there was no evidence to support that there had been an issue with noise relating to the disposal of bottles and from customers leaving the premises. Members also heard that the Environmental Health Officer had raised concern about the level of insulation in the premises but again no site investigations had been carried out in the premises to verify what insulation would be required. The Environmental Health Officer also raised concerns regarding smoking outside, however, there was no evidence based on this representation and no evidence to support that there was an issue with smoking. The issues raised by the Environmental Health Officer were based on experience from other premises, and not as a result of specific issues relating to the premises. Whilst the Environmental Health Officer had visited the premises and met with the Applicant and the Applicant's partner's mother who managed the premises during the day no investigations had been carried out on site.

Members noted that the Applicant had indicated to the Sub-Committee that they would do all they could to ensure that noise was kept to a minimum and acceptable standard and that they would consult with a specialist to ensure that the premises would comply. Members noted that they were keen to ensure that their business was successful and they wanted to ensure that they complied with the objectives of the licensing objectives.

This can be seen in particular by the agreement of the Applicant with Lancashire Constabulary to promote the licensing objectives, in particular, the crime and disorder objective, by the installation of the necessary CCTV equipment, reasonable management controls and procedures to be paramount, for the deterrence and prevention of crime and disorder.

Members noted that after the first noise complaint made on the 31 January 2020, the complaint was not taken any further and the matter was closed. Members considered the additional conditions proposed and agreed by Lancashire Constabulary and the Applicant subject to the amendments below are sufficient to meeting the licensing objectives. However, Members felt that the sale of alcohol Monday to Thursday should be kept the same.

The Sub-Committee have considered the amended guidance issued under Section 182 of the Licensing Act, together with the Council's Statement of Licensing Policy, in particular those paragraphs referred to within the report. The Sub-Committee also considered Human Rights implications, in particular Article 6, Article 8 and Article 1 of the First Protocol of the Proportionality Principle and the changes to the Act that have been made by the Police Reform and Social Responsibility Act 2011.

Having held a hearing to consider the relevant representation, the Licensing Act 2003 Sub-Committee **DETERMINED to grant only part of the application and to modify**

the operating schedule. Members of the Sub-Committee decided to grant an extension to the terminal hours for the following licensable activities:

1. The Sub-Committee agreed the extension of permitted hours for licensable activity and opening hours as follows:

Activity	Day	Authorised Times
Playing of Recorded Music	Sunday - Thursday	11:00-22:00
	Friday- Saturday	11:00-23:00
	New Year's Eve	11:00-00:30
The sale by retail of alcohol	Sunday - Thursday	11:00-22:00
	Friday- Saturday	11:00-23:00
	New Year's Eve	11:00-00:30
Hours open to the public	Sunday - Thursday	11:00-22:30
	Friday- Saturday	11:00-23:30
	New Year's Eve	11:00-00:30

2. The Sub-Committee modified the operating schedule to include the conditions agreed between the applicant and Lancashire Constabulary which were included in the report at Appendix 3 of the report. A further condition, requiring signage to be placed in a prominent position at exits/ entrances to the premises, asking patrons to the premises to respect neighbours when outside of the premises, was imposed.

3. The Sub-Committee agreed to the amendments to the plan at Appendix 2b and varied the licence to include this new drawing. Agreed to replace the existing plan with an updated layout plan with the relocation of the new bar.

Members felt that the sale by retail of alcohol Monday to Thursday had to remain 11am – 10:00pm as this was appropriate for the residential setting of the premises, and as the applicant had not given a reason for requiring this to be later than it was currently.

Members were assured that the Applicant recognises that there are residential properties above them and reminded them of the need to be mindful of the nuisance noise can cause. The Sub-Committee suggests the Applicant carry out a noise assessment with an acoustic consultant within 6 months of this notice and take steps to implement noise mitigation measures as necessary. The Sub-Committee also suggests disposal of bottles and kegs take place during daytime hours to limit any noise nuisance to surrounding residents.

Chair

Date

**MINUTES OF LICENSING ACT 2003 SUB-COMMITTEE****MEETING DATE Thursday, 1 October 2020****MEMBERS PRESENT:** Councillor Matthew Lynch (Chair), and Councillors Mark Clifford and Hasina Khan**OFFICERS:** Nathan Howson (Enforcement Team Leader (Licensing)), Carl Gore (Enforcement Officer (Licensing and Empty Properties)), Alex Jackson (Legal Services Team Leader), Ruth Rimmington (Democratic and Member Services Team Leader) and Matthew Pawlyszyn (Democratic and Member Services Officer)**20.104 Declarations of Any Interests**

No declarations of any interests were received.

20.105 Procedure

The Chair outlined the procedure to be used to conduct the meeting.

20.106 Determination of Application to Vary a Premises Licence- Weldbank Store and Off Licence

The Licensing Sub-Committee considered the application to vary a premises licence under Section 34 of the Licensing Act 2003, to which relevant representations had been received.

The Applicant was in attendance along with her representative, and Other Persons: two local residents were in attendance to make representations to the Sub-Committee.

The Council's Enforcement Team Leader for Licensing informed the Sub-Committee that the most recent premises licence was granted on 1 May 2019. The licence was transferred into the name of the current premises licence holder on 17 December 2019.

On 18 August 2020, an application to vary the premises licence was received, seeking to extend the permitted hours for the sale of alcohol from Monday to Sunday 08:00-22:00 with hours the premises are open to the public from 07:00hrs each day.

The applicant is not seeking to remove any conditions currently imposed on the licence and offers a number of steps intended to promote the objectives within Section 16 of the application.

Ten representations from Other Persons were received and relate to the Prevention of Crime and Disorder and the Prevention of Public Nuisance objectives. A number of complaints have been made regarding the alleged sale of alcohol at the premises outside of permitted hours. On every occasion these complaints have been made, an investigation has been conducted, to include review of the premises' CCTV systems, and has been unable to gather any evidence which corroborates the complaints made.

Members noted that no other relevant representations were received.

In response to Members' questions, it was noted that the applicant had some CCTV they may wish the Sub-Committee to view regarding the complaints made regarding the use of the premises outside of permitted hours.

The Applicant's representative explained that no complaints had been upheld since the Applicant took over the licence. A complaint had been made regarding the sale of alcohol at 21:05, but CCTV evidence shows that the Applicant's husband was closing down the shop at the time of the sale. Members were assured that this was an isolated incident. Members viewed the CCTV footage.

With regards to complaints from Other Persons the Applicant advised that new shutters have been ordered to address issues of noise raised. The Applicant commented that the existing shutters were very old. Deliveries are made to the front of the shop as there are no lights to the rear of the shop.

In response to questions from Members, the Applicant advised that there are three shutters in total. The window shutters are closed by 21:00. Members noted an issue in relation to the time stamp on the contactless card machines.

Members heard representations from the first local resident who advised that she represented a number of residents on Weldbank Lane. She related issues including noise from the shutters, parking issues, noise from car doors and anti-social behaviour outside the shop, including drug dealing. Members heard that customers sat on residents' walls drinking.

A second local resident reported that there are no serious issues currently with anti-social behaviour, but expressed concerns that the extension in opening hours would result in an increase. It was noted that what customers do once they leave the shop is not the responsibility of the shop owner. There are some council litter bins outside the shop along the highway for customers to use to reduce littering but in response to questions from Chair it emerged that the number had been reduced.

In summary, the first local resident reiterated concerns regarding noise, an increase in traffic and nuisance behaviour. In addition, noise from an air conditioning unit was raised.

The second local resident advised of anti-social behaviour experienced previously when a former applicant had opened until 22:00 and reiterated concerns regarding additional customers travelling to the shop in his words "from far and wide" if the opening hours are extended. Other premises do have extended opening hours in the vicinity.

The Applicant's representative summarised by highlighting that there have been no reports of crime since the current Applicant has had the licence. The shop serves the

community and this has taken on a new significance with the current Covid-19 pandemic. The shop does not only sell alcohol.

The Licensing Sub-Committee carefully considered the applicant's written and verbal representations for the application to vary a premises licence, and have also taken into account all the representations both written and verbal that had been made by Other Persons who objected to the proposal as well as viewing the CCTV footage.

Members noted that no responsible authorities had made representations about the application and that the applicant offers a number of steps intended to promote the objectives within Section 16 of the application.

Whilst Members heard the issues raised by the Other Persons, there was no evidence to substantiate the complaints which have been made regarding the alleged sale of alcohol at the premises outside of permitted hours.

Members noted that the Applicant is keen to ensure that their business was successful. This can be seen in particular by the actions of the Applicant in ordering new shutters to address the complaints made by neighbours.

The Sub-Committee have considered the amended guidance issued under Section 182 of the Licensing Act, together with the Council's Statement of Licensing Policy, and relevant representations.

Having held a hearing to consider the relevant representations, the Licensing Act 2003 Sub-Committee **DETERMINED to grant the application.**
to extend the permitted hours for the sale of alcohol as follows:

Day	Authorised Hours
Monday- Sunday	08:00-22:00

with hours the premises are open to the public from 07:00hrs each day.

subject to a condition requiring the premises to install appropriate signage clearly visible to customers that they should respect local residents when leaving and not trespass on their property, for the following reasons:

1. **No investigations by the Council had corroborated the allegation of sales of alcohol beyond the hours permitted on the premises licence.**
2. **There were no representations from any responsible authorities.**
3. **The applicant admitted that there may have been one sale which was strictly speaking after the terminal hour on the premises licence but possibly after the customer had entered the shop before 09:00 pm. There was no evidence of a pattern of unlawful sales outside of the licensed hours.**
4. **The first local resident could not say that customers leaving the shop after 9:00 pm carrying up to three bags of shopping had purchased alcohol.**
5. **The second local resident said that at present that there was not a lot of anti-social behaviour. His objection appeared to be based on speculation that the variation would make matters worse when there was not on his evidence a serious problem at present.**
6. **The second local resident's point that that there was adequate retail of alcohol in the area from existing premises was not relevant as the application must be decided on the merits of the application in relation to this premises.**

7. The first local resident did not object to the variation at the start of the day to 8:00 am
8. The issues around parking were not relevant to the licensing objectives. Members suggested to local residents that they may contact the Highways Authority Lancashire County Council and make the case for parking restrictions.
9. Members did not consider that the shutters if closed one hour later would be such a sustained problem to constitute a public nuisance. The second local resident had welcomed the promise from the applicant to replace the shutters.
10. The alleged drug dealing on Weldbank Lane was not related to the premises.
11. Members noted that on a personal level the relationship between the premises and the first local resident had broken down. However, any decision must be taken in relation to the licensable activities and not in connection with any tension between individuals.
12. Members did not take into account the discussion as to whether the first local resident had stirred up complaints. It was the substance of the representation which matters.

Members requested that the Licensing Unit ask the Council's Streetscene team to look into installing additional bins near the premises and seek assurances that the bins are being emptied with sufficient frequency.

Members suggested that the premises resolve the discrepancies in dates shown on the two credit card readers. If the same discrepancies recurred when there were further complaints examined by the Council that this might detract from the strength of the evidence.

Members recognised the value of the shop to the local community and urged all concerned to maintain good relationships.

Those persons who made relevant representations within the statutory period have the right to appeal to the local magistrates' court within 21 days of receiving notice of this decision.

The applicant has the right of appeal to the local magistrates' court against the imposition of conditions on the licence within the same period.

Chair

Date

**MINUTES OF LICENSING ACT 2003 SUB-COMMITTEE****MEETING DATE** Tuesday, 13 October 2020**MEMBERS PRESENT:** Councillor Matthew Lynch (Chair) and Councillors Gordon France and Margaret France**OFFICERS:** Nathan Howson (Enforcement Team Leader (Licensing)), Alex Jackson (Legal Services Team Leader), Nina Neisser (Democratic and Member Services Officer) and Matthew Pawlyszyn (Democratic and Member Services Officer)**20.107 Declarations of Any Interests**

No declarations of any interests were received.

20.108 Procedure

The Chair outlined the procedure to be used to conduct the meeting.

20.109 Hearing to Consider Application for Summary Review and any Relevant Representations- Bretherton Arms, 252 Eaves Lane

The Licensing Act 2003 Sub-Committee considered what measures (if any) were appropriate for the promotion of licensing objectives following an application for a summary review of the premises licence under Section 53A of the licensing Act 2003. This included a review of the interim steps taken on 25 September 2020 to determine whether they remain appropriate for the promotion of the licensing objectives.

The Police representative, Sergeant Richard Horton attended the meeting via Microsoft Teams, as did Andrew Cochrane of Flint Bishop Solicitors (Licence Holder's representative), Tracy Duncan of Star Pubs & Bars Limited (employee of Licence Holder), Nicola Steele (DPS) and Nick Yates (Tenant) to make their representations to the Sub-Committee.

The Council's Enforcement Team Leader for Licensing reminded the Sub-Committee that on 16 September 2020 an application was made by Lancashire Police under Section 53A of the Licensing Act 2003 for a Summary Review of the Premises Licence for Bretherton Arms, 252 Eaves Lane. Following this a hearing was held on 18 September 2020 to consider whether to take interim steps where the decision was made to suspend the premises licence with immediate effect.

At 06:53 hours on 24 September 2020, the Premises Licence Holder made representations against this interim step. In accordance with Section 53B of the Licensing Act 2003, a hearing took place within 48 hours of receiving the

representation to consider whether the interim step was appropriate for the promotion of licensing objectives. On 25 September 2020 Member's decided to modify the interim steps taken and at the time of writing the report it was confirmed that those interim steps remained in place.

On 24 September 2020 representation was received from Andrew Cochrane of Flint Bishop solicitors on behalf of Star Pubs & Bars Limited. Clarification regarding this representation was subsequently received on 25 September. On 30 September 2020, representation was received from Paul Lee, Environmental Health Officer, relating to the Prevention of Public Nuisance and Prevention of Crime and Disorder Objectives.

The Sub-Committee were advised that further representation from Mr Cochrane had been received via email in advance of the meeting. Members were provided with sight of this.

Sergeant Horton provided his representation on behalf of the police, as the applicant for the review. He reminded Members that an application was submitted on the grounds of prevention of crime and disorder. Since the Interim Steps hearings, the police had received a call from the premises when a patron caused a disturbance and threatened violence following the 10pm closure. Sergeant Horton suggested that it was entirely appropriate to call the police in to attend this incident and believed it showed responsibility under the new DPS, Ms Steele.

Sergeant Horton also noted the premises had recently joined Pubwatch, which was a positive step made by the DPS which put the premises in a good position going forward. The police were also satisfied that there were door staff present at the premises on Fridays and Saturdays and believed that the reduction in hours brought the Bretherton Arms in line with other premises in the area.

Sergeant Horton advised he had been in consultation with Mr Cochrane and invited Members to support the conditions imposed on the licence at the Interim Steps Hearing on 25 September.

In response to Member queries, Sergeant Horton confirmed that one man had been arrested for an offence of GBH in relation to the incident but was not aware of whether he had been charged or bailed. Sergeant Horton also advised that there had been no further issues at the premises and reiterated that he was satisfied with the improvements that had been made to the CCTV.

Mr Cochrane made his representations on behalf of the Premises Licence Holder, Star Pubs & Bars Limited (part of Heineken UK). The premises had been let on a long-term commercial lease to Mr Yates with Graham Moss as the DPS. The company were disappointed to hear about the incident and ensured Members that they were working with all parties to work out the best way to progress. Following Mr Yates' resignation as the premises licence holder and the removal of Mr Moss as DPS it was being proposed that Star Pubs & Bars Limited would temporarily retain the premises licence and Ms Steele would become the DPS on a permanent basis.

The Sub-Committee were advised that due to the current climate, it had been difficult to locate a tenant under the lease and it was therefore being proposed that Mr Yates would continue under a temporary management agreement, until another tenant was found.

Mr Cochrane reiterated that Ms Steele would remain as the DPS and believed that she had already taken responsibility and demonstrated her commitment to the premises in a short period of time. Star Pubs & Bars Limited had reviewed the imposed conditions and felt they were appropriate to remain on the licence.

Members were reminded that steps have already been taken to address their previous concerns, including improvements to fix the CCTV in the rear area of the premises and Ms Steele had actively joined Pubwatch. It was highlighted that there had been no representations from residents and additional noise complaints following representation from Environmental Health. It was hoped that extra steps taken to address this previously including extra signage in the premises, a new DPS in, early closing and doorstaff present had had a positive impact.

In summary, it was requested that the premises remain open subject to conditions imposed on 25 September 2020 and the further proposals put forward.

In response to a query from Members, regarding the DPS effectively running the premises alongside her existing management commitments at another job, Mr Cochrane reiterated that as tenant the premises would effectively be the business of Mr Yates, but Ms Steele had ensured that she was able to provide sufficient time for the day-to-day running of the premises. It was hoped that confidence could be restored in the interim with Star Pubs & Bar Limited as premises licence holder until a permanent premises licence holder was appointed. Mr Yates confirmed that the day to day running of his pubs was the responsibility of the DPS and he personally liaised with breweries and partners on a commercial basis.

Members expressed their concerns over the changing demographic at the premises following Covid-19 and sought clarity on the input of Star Pubs & Bars Limited regarding this, as well as clarity on how the conditions would be upheld and whether a risk assessment had been undertaken to reflect the issues discussed previously.

Mr Cochrane and Mr Yates believed that the premises had already started to exercise a plan to demonstrate that it can deal with the appropriate measures. This included improvements to CCTV, Ms Steele in place as an effective DPS who delivered a fresh approach at the premises, and the transfer of premises licence to Star Pubs & Bars Limited. A risk assessment was in place to cover issues such as Covid measures and social distancing and threats of violence to staff. This risk assessment would be updated as and when required.

Ms Duncan confirmed that in her role as Area Manager of Star Pubs & Bars Limited, she visited the premises every four weeks (these visits were more infrequent prior to Covid). Following queries from Members, Ms Duncan was unable to make a commitment for how long she would visit the premises or every four weeks for as this depended on the individual demands of the business but did advise she had weekly phone contact with the premises and this could be increased if required. It was also confirmed that there was an online portal available for premises to easily access information and risk assessments.

In response to Members' queries, Ms Steele confirmed that the doorstaff were currently present at the premises on Friday and Saturday evenings from 6.30pm until 10.30pm. It was recognised that there may be a time when doorstaff are no longer required but it was understood that further conditionality would be required in this instance. Ms Steele confirmed that she intended to remain a member of Pubwatch and

advised that since becoming a member and introducing signage at the premises, individuals who had been banned at other establishments as part of Pubwatch, had not returned.

In summary, Sergeant Horton reiterated the representations, evidence heard, and the interim steps put in place. He believed that the actions taken at the premises to address previous concerns had been reasonable and was happy to continue with the current conditions in place.

Mr Cochrane summarised by endorsing Sergeant Horton's statements and encouraged the Sub-Committee to allow the licence to continue with the appropriate conditions imposed on 25 September 2020. He felt that Ms Steele was an excellent DPS and hoped that the current positive progress continued.

Having considered the application from the police and the relevant representations, the Sub-Committee **resolved under Section 53C of the Licensing Act 2003 that the following steps were appropriate for the promotion of the licensing objectives:**

1. The modification of the conditions of the premises licence:

- a. Reduction in hours for the sale of alcohol by retail to 00:30 (presently 01:00) on a Friday and Saturday (it is presently only midnight for the rest of the week) with the Hours the premises is open to the public to be reduced to 01:00 (presently 02:00).**
- b. The addition of the following conditions of the licence:**
 - i. Graham Moss shall have no involvement in the management of the premises, nor the carrying on of any licensable activities, nor be employed by the premises.**
 - ii. At least two SIA door staff shall be employed on a Friday and Saturday from 22:00, until the premises are cleared of customers or 01:00 (whichever is the later).**
 - iii. The premises shall operate and maintain a CCTV system covering the interior of the premises, the outside area, the bar, the rear car park and the smoking shelter which shall be in use at all times that licensable activities are taking place. The focus of the camera(s) shall be so as to enable clear identification of persons on the premises.**
 - iv. The CCTV system shall correctly time and date stamp recordings and retain said recordings for at least 28 days.**
 - v. The Data Controller shall make footage available to a police officer or authorised officer of the Council, where such a request is made in accordance with the principles of the Data Protection Act 2018 or any subsequent legislation.**
 - vi. Appropriate signage shall be displayed advertising that CCTV is in operation.**
 - vii. Appropriate signage notifying customers that the rear area is not to be used after 10:30 pm shall be displayed in appropriately prominent positions in the premises.**

The above steps are subject to national Coronavirus restrictions.

Members came to the decision for the following reasons;

- The step regarding CCTV was imposed given the serious incident of violence and to promote the licensing objective of prevention of crime and disorder.
- The step at paragraph vii was imposed due to use of the rear outside area in breach of the existing licence condition at Annex 3.
- Members did not consider that it was reasonable to prohibit Mr Moss from being allowed on the premises as a customer. If the premises choose to exclude Mr Moss as a customer or at other times to the extent permissible by law that is a matter for the premises.
- Members' gravest concern on 18 September had been that it was envisaged that Mr Moss would still be employed in some capacity at the premises. The removal of Mr Moss as DPS and in any other employed capacity and other steps addressed members' concerns.
- Members' concerns were also alleviated by the improvement at the premises including the upgrade to the CCTV.

This decision will not take effect until the end of 21 days following notice of this decision to the licence holder, being the appeal period or until any appeal against this determination under section 53C is disposed of.

The Sub-Committee have separately resolved under Section 53D of the Licensing Act 2003 that the interim steps taken on 25 September 2020 (as above) shall not be modified or withdrawn, for the same reasons set out in the decision notice for that hearing. These only apply until the end of the of 21 days following notice of the decision to the licence holder or until any appeal made against the decision taken under section 53C is disposed of.

In respect of both determinations, members noted that the final reason in the decision notice arising from the hearing on 25 September (members disregarding Mr Yates handing in his notice as tenant) was no longer relevant. Members also noted that the penultimate reason (Ms Steele as proposed DPS was no longer relevant) as she is now DPS.

In respect of both determinations members also note that the police were reasonably comfortable with the premises remaining open subject to the steps taken on 25 September. This was an additional reason in respect of each determination.

Both determinations are subject to coronavirus regulations and the three tier system of local Covid alert levels expected to come into force on 15 October. Since members took the decisions above it is noted that the three tier system in fact came into force on 14 October 2020.

Chair

Date

This page is intentionally left blank



Report of	Meeting	Date
Director of Development and Place	Licensing and Public Safety Committee	10 th February 2021

Consideration of the Statutory Taxi and Private Hire Vehicle Standards, issued by the Department for Transport

Purpose of report

- To inform members of the published Statutory Taxi and Private Hire Vehicle Standards, issued by the Department for Transport.

Recommendation(s)

- That members note the content of the Statutory Standards document.
- That members note that officers shall now begin a review of the Council's hackney carriage and private hire licensing policies in light of this document.

Executive summary of report

- The Policing and Crime Act 2017 gave the Secretary of State (SoS) for Transport the power to issue statutory guidance on exercising taxi and private hire licensing functions. This guidance, Statutory Taxi and Private Hire Vehicle Standards, has now been issued. Although the word "Standards" is used, this status of this document is the Statutory Guidance, issued under the above Act. The Act requires that a local authority "must have regard" to this guidance, in exercising its taxi licensing functions.
- The guidance provides a number of requirements which the Department for Transport (DfT) expects licensing authorities to implement unless there is a compelling local reason not to do so.

Confidential report Please bold as appropriate	Yes	No

Corporate priorities

- This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all		A strong local economy	X
Clean, safe and healthy homes and communities	X	An ambitious council that does more to meet the needs of residents and the local area	

Background

7. Section 177 of the Policing and Crime Act 2017 enabled the SoS to issue statutory guidance to taxi and private hire licensing authorities as to how their licensing functions may be exercised so as to protect children and vulnerable individuals who are 18 and over from harm.
8. The legislation was to a large extent promoted by the Jay and Casey reports on child sexual abuse and exploitation (CSAE) in Rotherham. Both of these reports highlighted examples of taxi/ private hire vehicle drivers being directly linked to children that were abused, including instances when children were picked up from schools, children's homes or family homes and abused or sexually exploited.
9. A public consultation on draft statutory guidance ran between 12 February 2019 and 22 April 2019. Following lengthy consideration of the consultation responses, the DfT published guidance entitled Statutory Taxi and Private Hire Standards (hereafter referred to as "the Standards") on 21 July 2020. A copy of the Standards is appended at **Appendix 1**.

The Standards

10. The Standards contain a number of recommendations regarding matters connected to taxi and private hire licensing functions, including:
 - Criminality checks for licence holders,
 - Working with the Police,
 - Sharing information with other licensing authorities,
 - Dealing with complaints about drivers and operators,
 - Training for Members,
 - Criminal convictions and rehabilitation of offenders,
 - Safeguarding awareness advice, guidance and training for drivers,
 - Language proficiency,
 - CCTV in licensed vehicles,
 - Regulation of booking and dispatch staff, and
 - Record keeping.
11. The introduction to the Standards states that the DfT "expects these recommendations to be implemented unless there is a compelling local reason not to".
12. It is clear, therefore, that it is the desire of Government to see consistent standards applied by taxi and private hire licensing authorities across the country.
13. Officers believe that the Council's current Hackney Carriage and Private Hire Licensing Policy will now need to be reviewed carefully with a view to implementing any changes required in light of the recommendations set out in the Standards.
14. Members are asked to note the content of this report, give consideration to the Standards at Appendix 1 and note that officers will begin a review of the Council's hackney carriage and private hire licensing policies in light of the standards.

Implications of report

15. This report has implications in the following areas and the relevant Directors' comments are included:

Finance		Customer Services	
Human Resources		Equality and Diversity	
Legal	X	Integrated Impact Assessment required?	
No significant implications in this area		Policy and Communications	

- 16. Failure of the Council to have regard to this guidance would leave it in breach of a legal duty to do so.
- 17. Although the Council is ultimately responsible for its own decision making process and the policies it produces, it may be that the Standards might be drawn upon in any legal challenge to an authority’s practice and that any failure to adhere to the Standards without sufficient justification could be detrimental to the authority’s defence.

Comments of the Statutory Finance Officer

- 18. No comments.

Comments of the Monitoring Officer

- 19. Local authorities have a legal duty under S177 of the Policing and Crime Act 2017, to have regard to these Standards when exercising any functions relating to their taxi and private hire functions.
- 20. Although these standards are only guidance, it is clear that the DfT intends them to carry significant weight and that they should be “...implemented unless there is a compelling local reason not to” as stated at paragraph 1.3 of the standards. Any departure from these new standards should be carefully considered and only entertained where there is compelling reasoning to do so.

Jonathan Noad
 Director of Development and Place

Report Author	Ext	Date
Nathan Howson	5665	28 th January 2021

This page is intentionally left blank



Department
for Transport

Statutory Taxi & Private Hire Vehicle Standards

Contents

	Page
1. Introduction.....	4
2. Consideration of the Statutory Taxi and Private Hire Vehicle Standards.....	6
3. Administering the Licensing Regime.....	8
Licensing polices	8
Duration of licences	9
Whistleblowing.....	9
Consultation at the local level	10
Changing licensing policy and requirements	10
4. Gathering and Sharing Information.....	12
The Disclosure and Barring Service	12
The Disclosure and Barring Service Update Service	13
Common Law Police Disclosure	13
Licensee self-reporting	13
Referrals to the Disclosure and Barring Service and the Police	14
Working with the Police	15
Sharing licensing information with other licensing authorities.....	15
Multi-agency Safeguarding Hub (MASH).....	16
Complaints against licensees	17
Overseas convictions	17
5. Decision Making	19
Administration of the licensing framework	19
Training decision makers.....	19
The regulatory structure	20
Fit and proper test	21
Criminal convictions and rehabilitation	21
6. Driver Licensing.....	23
Criminality checks for drivers.....	23
Safeguarding awareness.....	23
‘County lines’ exploitation	24
Language proficiency	25

7. Vehicle Licensing.....26
 Criminality checks for vehicle proprietors26
 In-vehicle visual and audio recording – CCTV.....27
 Stretched Limousines28
 8. Private Hire Vehicle Operator Licensing29
 Criminality checks for private hire vehicle operators.....29
 Booking and dispatch staff.....30
 Record keeping31
 Use of passenger carrying vehicles (PCV) licensed drivers31
 9. Enforcing the Licensing Regime33
 Joint authorisation of enforcement officers33
 Setting expectations and monitoring.....33
 Suspension and revocation of driver licences.....33
 Annex – Assessment of Previous Convictions35
 Annex – Disclosure and Barring Service information37
 Annex – CCTV Guidance38
 Annex - Staying Safe: Guidance for Passengers40

1. Introduction

- 1.1 There is evidence to support the view that taxis and private hire vehicles are a high-risk environment. In terms of risks to passengers, this can be seen in abuse and exploitation of children and vulnerable adults facilitated and in some cases perpetrated by the trade and the number of sexual crimes reported which involve taxi and private hire vehicle drivers. Links between the trade and child sexual abuse and exploitation have been established in many areas and other investigations continue. Data on reported sexual assaults by taxi and private hire vehicle drivers evidence the risk to passengers; data from [Greater Manchester](#) and [Merseyside](#) suggest that, if similar offence patterns are applied across England, 623 sexual assaults per year are reported. These figures do not however account for the under reporting of crime which is estimated to be as high as 83 percent in the [Crime Survey for England and Wales](#).
- 1.2 The Policing and Crime Act 2017 enables the Secretary of State for Transport to issue statutory guidance on exercising taxi and private hire vehicle licensing functions to protect children and vulnerable individuals who are over 18 from harm when using these services. For the purposes of this document, a child is defined as anyone who has not yet reached their 18th birthday; and the term “vulnerable individual” has the same meaning as the definition of a ‘vulnerable adult’ for the purpose of section 42 of the [Care Act 2014](#), which applies where a local authority has reasonable cause to suspect that an adult in its area (whether or not ordinarily resident there):
- (a) has needs for care and support (whether or not the authority is meeting any of those needs),
 - (b) is experiencing, or is at risk of, abuse or neglect, and
 - (c) as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.
- 1.3 Whilst the focus of the Statutory Taxi and Private Hire Vehicle Standards is on protecting children and vulnerable adults, all passengers will benefit from the recommendations contained in it. There is consensus that common core minimum standards are required to regulate better the taxi and private hire vehicle sector, and the recommendations in this document are the result of detailed discussion with the trade, regulators and safety campaign groups. **The Department therefore expects these recommendations to be implemented unless there is a compelling local reason not to.**
- 1.4 It should be noted that as policing and criminal justice is not a devolved matter, the Statutory Taxi and Private Hire Vehicle Standards issued under the Policing and Crime Act 2017 will continue to have effect in Wales although responsibility for taxi and private hire vehicle policy was devolved to the Welsh Assembly in April 2018. Should the Welsh Government introduce legislation to regulate on these issues, the standards in this document would, cease to apply.

- 1.5 All local authorities and district councils that provide children's and other types of services, including licensing authorities, have a statutory duty to make arrangements to ensure that their functions and any services that they contract out to others are discharged having regard to the need to safeguard and promote the welfare of children. This means that licensing authorities should have in place arrangements that reflect the importance of safeguarding and promoting the welfare of children. This includes clear whistleblowing procedures, safe recruitment practices and clear policies for dealing with allegations against people who work with children, as set out in the [Working Together to Safeguard Children](#) statutory guidance.
- 1.6 The Statutory Taxi and Private Hire Vehicle Standards reflect the significant changes in the industry and lessons learned from experiences in local areas since the 2010 version of the Department's Best Practice Guidance. This includes extensive advice on checking the suitability of individuals and operators to be licensed; safeguarding children and vulnerable adults; the Immigration Act 2016 and Common Law Police Disclosure (which replaced the Notifiable Occupations Scheme).
- 1.7 The standards in this document replace relevant sections of the Best Practice Guidance issued by the Department in 2010, where there is a conflict between the Statutory Taxi and Private Hire Vehicle Standards and the Best Practice Guidance the Department issue on taxi and private hire vehicle licensing, the standards in this document take precedence.

Terminology

Taxis are referred to in legislation, regulation and common language as 'hackney carriages', 'black cabs' and 'cabs'. The term '**taxi**' is used throughout this document and refers to all such vehicles. Taxis can be hired immediately by hailing on the street or at a rank.

Private hire vehicles include a range of vehicles including minicabs, executive cars, chauffeur services, limousines and some school and day centre transport services. All private hire vehicle journeys must be pre-booked via a licensed private hire vehicle operator and are subject to a 'triple licensing lock' i.e. the operator fulfilling the booking must use vehicles and drivers licensed by the same authority as that which granted its licence. The term 'private hire vehicle' is used throughout this document to refer to all such vehicles.

2. Consideration of the Statutory Taxi and Private Hire Vehicle Standards

- 2.1 The past failings of licensing regimes must never be repeated. The Department has carefully considered the measures contained in the Statutory Taxi and Private Hire Vehicle Standards and recommend that these should be put in to practice and administered appropriately to mitigate the risk posed to the public. The purpose of setting standards is to protect children and vulnerable adults, and by extension the wider public, when using taxis and private hire vehicles.
- 2.2 The Government set out in the [Modern Crime Prevention Strategy](#) the evidence that where Government, law enforcement, businesses and the public work together on prevention, this can deliver significant and sustained cuts in certain crimes. That is good news for victims and communities and it makes clear economic sense too. Educating the public on the risks of using unlicensed drivers and vehicles, how to identify the licensed trade and appropriate measure to take when using these services will protect help all passengers, more information is annexed to this document (Annex - Staying safe: guidance for passengers).
- 2.3 The Strategy committed to protect children and young people from the risk of child sexual abuse and exploitation (CSAE), by working with local authorities to introduce rigorous taxi and private hire vehicle licensing regimes. Both the [Jay](#) and [Casey](#) reports on CSAE highlighted examples of taxi/private hire vehicle drivers being directly linked to children that were abused, including instances when children were picked up from schools, children's homes or from family homes and abused, or sexually exploited.
- 2.4 The Casey Report made clear that weak and ineffective arrangements for taxi and private hire vehicle licensing had left the children and public at risk. The Department for Transport has worked with the Home Office, Local Government Association (LGA), personal safety charities, trade unions and trade bodies,

holding workshops, forums, and sharing evidence and good practice with local authorities to assist in the setting of the standards.

- 2.5 This document is published by the Secretary of State for Transport under section 177(1) of the Policing and Crime Act 2017 following consultation in accordance with section 177(5).
- 2.6 The document sets out a framework of policies that, under section 177(4), licensing authorities “**must have regard**” to when exercising their functions. These functions include developing, implementing and reviewing their taxi and private hire vehicle licensing regimes. “Having regard” is more than having a cursory glance at a document before arriving at a preconceived conclusion.
- 2.7 “Having regard” to these standards requires public authorities, in formulating a policy, to give considerations the weight which is proportionate in the circumstances. **Given that the standards have been set directly to address the safeguarding of the public and the potential impact of failings in this area, the importance of thoroughly considering these standards cannot be overstated.** It is not a question of box ticking; the standards must be considered rigorously and with an open mind.
- 2.8 Although it remains the case that licensing authorities must reach their own decisions, both on overall policies and on individual licensing matters in light of the relevant law, it may be that the Statutory Taxi and Private Hire Vehicle Standards might be drawn upon in any legal challenge to an authority’s practice, and that any failure to adhere to the standards without sufficient justification could be detrimental to the authority’s defence. **In the interest of transparency, all licensing authorities should publish their consideration of the measures contained in Statutory Taxi and Private Hire Vehicle Standards, and the policies and delivery plans that stem from these.** The Department has undertaken to monitor the effectiveness of the standards in achieving the protection of children and vulnerable adults (and by extension all passengers).
- 2.9 The Statutory Taxi and Private Hire Vehicle Standards does not purport to give a definitive statement of the law and any decisions made by a licensing authority remain a matter for that authority.

3. Administering the Licensing Regime

Licensing policies

- 3.1 The Department recommends all licensing authorities make publicly available a cohesive policy document that brings together all their procedures on taxi and private hire vehicle licensing. This should include but not be limited to policies on convictions, a 'fit and proper' person test, licence conditions and vehicle standards.
- 3.2 When formulating a taxi and private hire vehicle policy, the primary and overriding objective must be to protect the public. The importance of ensuring that the licensing regime protects the vulnerable cannot be overestimated. This was highlighted in the [report by Dame Louise Casey CB](#) of February 2015 on safeguarding failings.

“It will be evident from this report that in many cases the activities of perpetrators take place in spheres which are regulated by the Council – taxis have been the focus of particular concern. Persistent and rigorous enforcement of the regulatory functions available to the council, including the placing of conditions on private hire taxi operator licences where appropriate, would send a strong signal that the trade is being monitored and would curtail the activities of opportunistic perpetrators whereby taxi drivers have solicited children to provide sex in return for cigarettes, alcohol or a fare free ride.”

- 3.3 The long-term devastation caused by CSAE was summarised in the same report:

“Victims suffer from suicidal feelings and often self-harm. Many become pregnant. Some have to manage the emotional consequences of miscarriages and abortions while others have children that they are unable to parent appropriately. The abuse and violence continues to affect victims into adulthood. Many enter violent and abusive relationships. Many suffer poor mental health and addiction.”

- 3.4 Rotherham Metropolitan Borough Council ('Rotherham Council') provides an example of how the systematic review of policies and procedures and the implementation of a plan to drive improvements in practice can result in a well-functioning taxi and private hire vehicle sector that is rebuilding local confidence in the industry. The history of past failings here and elsewhere is well known, but it is the transparency and resolution that Rotherham Council has demonstrated and the high standards they now require that are rebuilding public confidence.
- 3.5 One of the key lessons learned is that it is vital to review policies and reflect changes in the industry both locally and nationally. **Licensing authorities should review their licensing policies every five years, but should also consider interim reviews should there be significant issues arising in their area, and their performance annually.**

Duration of licences

- 3.6 A previous argument against issuing licences for more than a year was that a criminal offence might be committed, and not notified, during this period; this can of course also be the case during the duration of a shorter licence. This risk can be mitigated for drivers by authorities to undertaking regular interim checks. To help authorities monitor licensees' suitability, licensing authorities should engage with their police force to ensure that when the police believe a licensee presents a risk to the travelling public they use their Common Law Police Disclosure powers (see paragraphs 4.9 - 4.11) to advise them.
- 3.7 The Local Government (Miscellaneous Provisions) Act 1976 (as amended) sets a standard length at three years for taxi and private hire vehicle drivers and five years for private hire vehicle operators. Any shorter duration licence should only be issued when the licensing authority thinks it is appropriate in the specific circumstances of the case, if a licensee has requested one or where required (e.g. when the licence holder's leave to remain in the UK is time-limited) or when the licence is only required to meet a short-term demand; they should not be issued on a 'probationary' basis.

Whistleblowing

- 3.8 It is in the application of licensing authority's policies (and the training and raising of awareness among those applying them) that protection will be provided. Where there are concerns that policies are not being applied correctly, it is vital that these can be raised, investigated and remedial action taken if required. **Licensing authorities should have effective internal procedures in place for staff to raise concerns and for any concerns to be dealt with openly and fairly.**

A report into the licensing of drivers by South Ribble Borough Council highlights the implications of not applying the agreed policies. In early August 2015, concerns were raised regarding decisions to renew the licences of drivers where there were potential incidents of child sexual exploitation. An internal review concluded that there had been failings in local investigatory procedures which might have affected the ability of the General Licensing Committee to make proper decisions, and information sharing with the police and data recording was not satisfactory.

- 3.9 The external investigation in South Ribble concluded “that there had been a lack of awareness and priority given to safeguarding and the safety of taxi [and private hire vehicle] passengers in the manner in which licensing issues were addressed”. We are pleased to note that the [report](#) concludes, “The Council have been active at every stage in responding to issues and concerns identified. It has taken steps to address operational issues in the licensing function and has engaged fully with other agencies in so doing. In the light of the above, it is not necessary to make any further recommendations.”
- 3.10 It is hoped that all licensing authorities will have learnt from these mistakes but to prevent a repeat, **local authorities should ensure they have an effective ‘whistleblowing’ policy and that all staff are aware of it.** If a worker is aware of, and has access to, effective internal procedures for raising concerns then ‘whistleblowing’ is unlikely to be needed.
- 3.11 The Public Interest Disclosure Act 1998 (PIDA), commonly referred to as whistleblowing legislation, provides protection for those that have a reasonable belief of serious wrongdoing, including failure to comply with professional standards, council policies or codes of practice/conduct. The PIDA is part of employment law. In the normal course of events, if a worker reveals information that his employer does not want revealed it may be a disciplinary offence. If someone leaked their employer’s confidential information to the press, they might expect to be dismissed for that. The PIDA enables workers who ‘blow the whistle’ about wrongdoing to complain to an employment tribunal if they are dismissed or suffer any other form of detriment for doing so. It is a qualified protection and certain conditions would have to be met for the worker to be protected. More information is available online for [employees](#) and [employers](#):

Consultation at the local level

- 3.12 Licensing authorities should consult on proposed changes in licensing rules that may have significant impacts on passengers and/or the trade. Such consultation should include not only the taxi and private hire vehicle trades but also groups likely to be the trades’ customers. Examples are groups representing disabled people, Chambers of Commerce, organisations with a wider transport interest (e.g. the Campaign for Better Transport and other transport providers), women’s groups, local traders, and the local multi-agency safeguarding arrangements. It may also be helpful to consult with night-time economy groups (such as Pubwatch) if the trade is an important element of dispersal from the local night-time economy’s activities.
- 3.13 Any decision taken to alter the licensing regime is likely to have an impact on the operation of the taxi and private hire vehicle sector in neighbouring areas; and **licensing authorities should engage with these areas to identify any concerns and issues that might arise from a proposed change.** Many areas convene regional officer consultation groups or, more formally, councillor liaison meetings; this should be adopted by all authorities.

Changing licensing policy and requirements

- 3.14 **Any changes in licensing requirements should be followed by a review of the licences already issued.** If the need to change licensing requirements has been identified, this same need is applicable to those already in possession of a licence. That is not however to suggest that licences should be automatically revoked overnight, for example if a vehicle specification is changed it is proportionate to allow those that would not meet the criteria to have the opportunity to adapt or change their vehicle. The same pragmatic approach should be taken to driver licence changes - if requirements are changed to include a training course or qualification, a reasonable time should be allowed for this to be undertaken or gained. The implementation schedule of any changes that affect current licence holders must be transparent and communicated promptly and clearly.
- 3.15 Where a more subjective change has been introduced, for example an amended policy on previous convictions, a licensing authority must consider each case on its own merits. Where there are exceptional, clear and compelling reasons to deviate from a policy, licensing authorities should consider doing so. Licensing authorities should record the reasons for any deviation from the policies in place.

4. Gathering and Sharing Information

- 4.1 Licensing authorities must consider as full a range of information available to them when making a decision whether to grant a licence and to meet their ongoing obligation to ensure a licensee remains suitable to hold a licence.

The Disclosure and Barring Service

- 4.2 The Disclosure and Barring Service (DBS) provides access to criminal record information through its disclosure service for England and Wales. The DBS also maintains the lists of individuals barred from working in regulated activity with children or adults. The DBS makes independent barring decisions about people who have harmed, or where they are considered to pose a risk of harm to a child or vulnerable person within the workplace. The DBS enables organisations in the public, private and voluntary sectors to make safer employment decisions by identifying candidates who may be unsuitable for certain work, especially that which involves vulnerable groups including children.
- 4.3 Enhanced certificates with a check of the barred lists include details of spent and unspent convictions recorded on the Police National Computer (PNC), any additional information which a chief officer of police believes to be relevant and ought to be disclosed, as well as indicating whether the individual is barred from working in regulated activity with children or adults. Spent convictions and cautions are disclosed on standard and enhanced certificates according to rules set out in legislation. Convictions which resulted in a custodial sentence, and convictions or cautions for a specified serious offence such as those involving child sexual abuse will always be disclosed on a standard or enhanced certificate. Full details of the disclosure rules, and those offences which will always be disclosed, are available from the [DBS](#). As well as convictions and cautions, an enhanced certificate may include additional information which a chief police officer reasonably believes is relevant and ought to be disclosed. Chief police officers must have regard to the [statutory guidance](#) issued by the Home Office when considering disclosure. A summary of the information provided at each level of DBS checks is annexed to this document (Annex – Disclosure and Barring Service information).
- 4.4 It should be noted that licensing authorities must not circumvent the DBS process and seek to obtain details of previous criminal convictions and other information that may not otherwise be disclosed on a DBS certificate. Whilst data protection legislation (not just the Data Protection Act 2018 or General Data Protection Regulation (GDPR)) gives individuals (or data subjects) a 'right of access' to the personal data that an organisation holds about them, it is a criminal offence to require an individual to exercise their subject access rights so as to gain information about any convictions and cautions. This could potentially lead to the authority receiving information to which it is not entitled. The appropriate way of accessing an individual's criminal records is through an enhanced DBS and barred lists check.

The Disclosure and Barring Service Update Service

- 4.5 Subscription to the DBS Update Service allows those with standard and enhanced certificates to keep these up to date online and, with the individual's consent, allows nominees to check the status of a certificate online at any time. Subscription to the service removes the need for new certificates to be requested, reduces the administrative burden and mitigates potential delays in relicensing.
- 4.6 The DBS will search regularly to see if any relevant new information has been received since the certificate was issued. The frequency varies depending on the type of information; for criminal conviction and barring information, the DBS will search for updates on a weekly basis. For non-conviction information, the DBS will search for updates every nine months.
- 4.7 Licensing authorities are able to request large numbers of status checks on a daily basis. The DBS has developed a Multiple Status Check Facility (MSCF) that can be accessed via a web service. The MSCF enables organisations to make an almost unlimited number of Status Checks simultaneously. Further information on the MSCF is available from the [DBS](#).
- 4.8 Should the MSCF advise that new information is available the DBS certificate should no longer be relied upon and a new DBS certificate requested.

Common Law Police Disclosure

- 4.9 The DBS is not the only source of information that should be considered as part of a fit and proper assessment for the licensing of taxi and private hire vehicle drivers. Common Law Police Disclosure ensures that where there is a public protection risk, the police will pass information to the employer or regulatory body to allow them to act swiftly to mitigate any danger.
- 4.10 Common Law Police Disclosure replaced the Notifiable Occupations Scheme (NOS) in March 2015 and focuses on providing timely and relevant information which might indicate a public protection risk. Information is passed on at arrest or charge, rather than on conviction which may be some time after, allowing any measures to mitigate risk to be put in place immediately.
- 4.11 This procedure provides robust safeguarding arrangements while ensuring only relevant information is passed on to employers or regulatory bodies. **Licensing authorities should maintain close links with the police to ensure effective and efficient information sharing procedures and protocols are in place and are being used.**

Licensee self-reporting

- 4.12 Licence holders should be required to notify the issuing authority within 48 hours of an arrest and release, charge or conviction of any sexual offence, any offence involving dishonesty or violence and any motoring offence. An arrest for any of the offences within this scope should result in a review by the issuing authority as to whether the licence holder is fit to continue to do so. This must not

however be seen as a direction that a licence should be withdrawn; it is for the licensing authority to consider what, if any, action in terms of the licence should be taken based on the balance of probabilities. Should an authority place an obligation on licensees to notify under these circumstances, authorities should also ensure appropriate procedures are in place to enable them to act in a suitable timeframe if and when needed.

- 4.13 Importantly, a failure by a licence holder to disclose an arrest that the issuing authority is subsequently advised of might be seen as behaviour that questions honesty and therefore the suitability of the licence holder regardless of the outcome of the initial allegation.

Referrals to the Disclosure and Barring Service and the Police

- 4.14 In some circumstances it may be appropriate under the Safeguarding Vulnerable Groups Act 2006 for licensing authorities to make referrals to the DBS. **A decision to refuse or revoke a licence as the individual is thought to present a risk of harm to a child or vulnerable adult, should be referred to the DBS.** The power for the licensing authority to make a referral in this context arises from the undertaking of a safeguarding role. Further guidance has been provided by the [DBS](#).

- 4.15 The Department recommends that licensing authorities should make a referral to the DBS when it is thought that:

- an individual has harmed or poses a risk of harm to a child or vulnerable adult;
- an individual has satisfied the '[harm test](#)'; or
- received a caution or conviction for a relevant offence and;
- the person they are referring is, has or might in future be working in regulated activity;

if the above conditions are satisfied, the DBS may consider it appropriate for the person to be added to a barred list.

- 4.16 These referrals may result in the person being added to a barred list and enable other licensing authorities to consider this should further applications to other authorities be made. Further information on referrals to DBS is [available](#).

Working with the Police

- 4.17 The police are an invaluable source of intelligence when assessing whether a licensing applicant is a 'fit and proper' person. It is vital that licensing authorities have a partnership with the police service to ensure that appropriate information is shared as quickly as possible. As part of building an effective working relationship between the licensing authority and the police, **action taken by the licensing authority as a result of information received should be fed-back to the police.** Increasing the awareness among police forces of the value licensing authorities place on the information received, particularly on non-conviction intelligence, will assist furthering these relationships and reinforce the benefits of greater sharing of information.
- 4.18 This relationship can be mutually beneficial, assisting the police to prevent crime. The police can gain valuable intelligence from drivers and operators, for example, the identification of establishments that are selling alcohol to minors or drunks, or the frequent transportation of substance abusers to premises.
- 4.19 To aid further the quality of the information available to all parties that have a safeguarding duty, a revocation or refusal on public safety grounds should also be advised to the police.

Sharing licensing information with other licensing authorities

- 4.20 As has been stated elsewhere in this document, obtaining the fullest information minimises the doubt as to whether an applicant or licensee is 'fit and proper'. An obvious source of relevant information is any previous licensing history. **Applicants and licensees should be required to disclose if they hold or have previously held a licence with another authority. An applicant should also be required to disclose if they have had an application for a licence refused, or a licence revoked or suspended by any other licensing authority.** Licensing authorities should explicitly advise on their application forms that making a false statement or omitting to provide the information requested may be a criminal offence.
- 4.21 The LGA's Councillors' [Handbook on taxi and private hire vehicle licensing](#) advises that those responsible for licensing should "*communicate regularly with licensing committees and officers in neighbouring councils to ensure critical information is shared and that there is a consistency and robustness in decision-making. By working together, local government can make sure that this vital service is safe, respected, and delivering for local communities.*". While this approach may aid consistency and robustness in decision-making within regions, it has obvious inherent limitations as it is unlikely such protocols could be established between all licensing authorities. The LGA commissioned the National Anti-Fraud Network to develop a national register of taxi and private hire vehicle driver licence refusals and revocations (the register is known as 'NR3'). **Tools such as NR3 should be used by licensing authorities to share information on a more consistent basis to mitigate the risk of non-disclosure of relevant information by applicants.**

- 4.22 For these processes to be beneficial, all licensing authorities must keep a complete and accurate record as to the reasons for refusal, suspension or revocation of a licence in order that this might be shared if requested and appropriate to do so.
- 4.23 Data protection legislation provides exemption from the rights of data subjects for the processing of personal data in connection with regulatory activities. This includes taxi and private hire vehicle licensing. The exemption applies only to information processed for the core regulatory activities of appropriate organisations; it may not be used in a blanket manner. The exemption applies only to the extent that the application of the rights of data subjects to the information in question would be likely to prejudice the proper discharge of the regulatory functions. The Information Commissioner's Office has published [guidance](#) to assist organisations to fully understand their obligations and suggest good practice.
- 4.24 If notification under paragraph 4.20 or 4.21 of a refused or revoked licence is disclosed, the relevant licensing authority should be contacted to establish when the licence was refused, suspended or revoked and the reasons why. In those circumstances, the relevant licensing authority must consider whether it should disclose any information in relation to the previous decision, consistent with its obligations under data protection legislation. If information is disclosed, it can then be taken into account in determining the applicant's fitness to be licensed. The relevance of the reason for refusing/revoking a licence must be considered. For example, if any individual was refused a licence for failing a local knowledge test, it does not have any safeguarding implications. Conversely, a revocation or refusal connected to indecency would. Licensing authorities should not simply replicate a previous decision, authorities must consider each application on its own merits and with regard to its own policies.
- 4.25 Should a licensing authority receive information that a licence holder did not disclose the information referred to in paragraph 4.20, for example by checking the NR3 register, the authority should consider whether the non-disclosure represents dishonesty and should review whether the licence holder remains 'fit and proper'.

Multi-agency Safeguarding Hub (MASH)

- 4.26 Multi-Agency Safeguarding Hubs are a way to improve the safeguarding response for children and vulnerable adults through better information sharing and high quality and timely safeguarding responses. MASHs (or similar models) should operate on three common principles: information sharing, joint decision making and coordinated intervention.
- 4.27 The Home Office report on [Multi Agency Working and Information Sharing](#) recommended that effective multi-agency working still needs to become more widespread. The Children's Commissioner's 2013 [Inquiry into Child Sexual Exploitation in Gangs and Groups](#) found that both police and local authorities still identified the inability to share information as a key barrier to safeguarding children from sexual abuse and exploitation.

- 4.28 All licensing authorities should operate or establish a means to facilitate the objectives of a MASH (i.e. the sharing of necessary and relevant information between stakeholders). As has been emphasised throughout this document, one of the most effective ways to minimise the risk to children and vulnerable adults when using taxis and private hire vehicles is to ensure that decisions on licensing individuals are made with the fullest knowledge possible.

Complaints against licensees

- 4.29 Complaints about drivers and operators provide a source of intelligence when considering the renewal of a licence or to identify problems during the period of the licence. Patterns of behaviour such as complaints against drivers, even when they do not result in further action in response to an individual complaint, may be indicative of characteristics that raise doubts over the suitability to hold a licence. **All licensing authorities should have a robust system for recording complaints, including analysing trends across all licensees as well as complaints against individual licensees.** Such a system will help authorities to build a fuller picture of the potential risks an individual may pose and may tip the 'balance of probabilities' assessment that licensing authorities must take.
- 4.30 Licensees with a high number of complaints made against them should be contacted by the licensing authority and concerns raised with the driver and operator (if appropriate). Further action in terms of the licence holder must be determined by the licensing authority, which could include no further action, the offer of training, a formal review of the licence, or formal enforcement action.
- 4.31 To ensure that passengers know who to complain to, licensing authorities should produce guidance for passengers on making complaints directly to the licensing authority that should be available on their website. Ways to make complaint to the authority should be displayed in all licensed vehicles. This is likely to result in additional work for the licensing authority but has the advantage of ensuring consistency in the handling of complaints. Currently, it is more likely that a complaint against a taxi driver would be made directly to the licensing authority whereas a complaint against a private hire vehicle driver is more likely to be made to the operator. An effective partnership in which operators can share concerns regarding drivers is also encouraged.
- 4.32 Importantly, this approach will assist in the directing of complaints and information regarding the behaviour of drivers who may be carrying a passenger outside of the area in which the driver is licensed to the authority that issued the licence. In order for this to be effective licensing authorities must ensure that drivers are aware of a requirement to display information on how to complain and take appropriate sanctions against those that do not comply with this requirement.
- 4.33 In terms of investigating complaints CCTV footage of an incident can provide an invaluable insight, providing an 'independent witness' to an event. This can assist in the decision whether to suspend or revoke a licence. The potential benefits of mandating CCTV in vehicles is discussed in paragraphs 7.7 - 7.12.

Overseas convictions

- 4.34 The DBS cannot access criminal records held overseas, only foreign convictions that are held on the Police National Computer may, subject to the disclosure rules, be disclosed. Therefore, a DBS check may not provide a complete picture of an individual's criminal record where there have been periods living or working overseas; the same applies when an applicant has previously spent an extended period (three or more continuous months) outside the UK. It should however be noted that some countries will not provide an 'Certificate of Good Character' unless the individual has been resident for six months or more
- 4.35 Licensing authorities should seek or require applicants to provide where possible criminal records information or a 'Certificate of Good Character' from overseas in this circumstance to properly assess risk and support the decision-making process (. It is the character of the applicant as an adult that is of particular interest, therefore an extended period outside the UK before the age of 18 may be less relevant. As with all licensing decisions, each case must be considered on its own merits. For information on applying for overseas criminal record information or 'Certificates of Good Character' please see the Home Office [guidance](#).
- 4.36 Where an individual is aware that they have committed an offence overseas which may be equivalent to those listed in the annex to this document (Annex – Assessment of previous convictions), licensing authorities should advise the applicant to seek independent expert or legal advice to ensure that they provide information that is truthful and accurate.

5. Decision Making

Administration of the licensing framework

- 5.1 A policy is only effective if it is administered properly. The taxi and private hire vehicle licensing functions of local councils are non-executive functions i.e. they are functions of the council rather than the executive (such as the Cabinet). The functions include the determination of licence applications, reviews and renewals, along with the attachment of conditions when considered appropriate. The function may be delegated to a committee, a sub-committee or an officer – which should be set out within a clear scheme of delegation. In London the taxi and private hire vehicle licensing function is undertaken by Transport for London.
- 5.2 Licensing authorities should ensure that all individuals that determine whether a licence is issued or refused are adequately resourced to allow them to discharge the function effectively and correctly.

Training decision makers

- 5.3 **All individuals that determine whether a licence is issued should be required to undertake sufficient training.** As a minimum, training for a member of a licensing committee should include: licensing procedures, natural justice, understanding the risks of CSAE, disability and equality awareness and the making of difficult and potentially controversial decisions. Training should not simply relate to procedures, but should include the use of case study material to provide context and real scenarios. All training should be formally recorded by the licensing authority and require a signature from the person that has received the training. Training is available from a number of organisations including the Institute of Licensing and Lawyers in Local Government; the LGA may also be able to assist in the development of training packages.
- 5.4 Public safety is the paramount consideration but the discharge of licensing functions must be undertaken in accordance with the following general principles:
- policies should be used as internal guidance, and should be supported by a member/officer code of conduct.
 - any implications of the Human Rights Act should be considered.
 - the rules of natural justice should be observed.
 - decisions must be reasonable and proportionate.
 - where a hearing is required it should be fairly conducted and allow for appropriate consideration of all relevant factors.
 - decision makers must avoid bias (or even the appearance of bias) and predetermination.
 - data protection legislation.

- 5.5 When a decision maker has a prejudicial interest in a case, whether it be financial or a personal relationship with those involved they should declare their interest at the earliest opportunity; this must be prior to any discussions or votes and, once declared, they must leave the room for the duration of the discussion or vote.

The regulatory structure

- 5.6 It is recommended that councils operate with a Regulatory Committee or Board that is convened at periodic intervals to determine licensing matters, with individual cases being considered by a panel of elected and suitably trained councillors drawn from a larger Regulatory Committee or Board. This model is similar to that frequently adopted in relation to other licensing matters. To facilitate the effective discharge of the functions, less contentious matters can be delegated to appropriately authorised council officers via a transparent scheme of delegation.
- 5.7 It is considered that this approach also ensures the appropriate level of separation between decision makers and those that investigate complaints against licensees, and is the most effective method in allowing the discharge of the functions in accordance with the general principles referred to in 5.4. In particular, the Committee/Board model allows for:
- Each case to be considered on its own merits. It is rare for the same councillors to be involved in frequent hearings – therefore the councillors involved in the decision making process will have less knowledge of previous decisions and therefore are less likely to be influenced by them. Oversight and scrutiny can be provided in relation to the licensing service generally, which can provide independent and impartial oversight of the way that the functions are being discharged within the authority.
 - Clear separation between investigator and the decision maker – this demonstrates independence, and ensures that senior officers can attempt to resolve disputes in relation to service actions without the perception that this involvement will affect their judgement in relation to decisions made at a later date.
- 5.8 Avoidance of bias or even the appearance of bias is vital to ensuring good decisions are made and instilling and/or maintaining confidence in the licensing regime by passengers and licensees.
- 5.9 Unlike officers, elected members are not usually involved in the day to day operation of the service and as such do not have relationships with licence holders that may give the impression that the discharge of a function is affected by the relationship between the decision maker and the licence holder.
- 5.10 Some licensing authorities may decide to operate a system whereby all matters are delegated to a panel of officers; however, this approach is not recommended and caution should be exercised. Decisions must be, and be seen to be, made objectively, avoiding any bias. In addition, it may be more difficult to demonstrate compliance with the principles referred to above due to the close

connection between the officers on the panel, and those involved in the operational discharge of the licensing functions.

- 5.11 Whether the structure proposed is introduced or an alternative model is more appropriate in local circumstances, the objective should remain the same - to separate the investigation of licensing concerns and the management of the licence process. Regardless of which approach is adopted, **all licensing authorities should consider arrangements for dealing with serious matters that may require the immediate revocation of a licence.** It is recommended that this role is delegated to a senior officer/manager with responsibility for the licensing service.

Fit and proper test

- 5.12 Licensing authorities have a duty to ensure that any person to whom they grant a taxi or private hire vehicle driver's licence is a 'fit and proper' person to be a licensee. It may be helpful when considering whether an applicant or licensee is fit and proper to pose oneself the following question:

Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?

- 5.13 If, on the balance of probabilities, the answer to the question is 'no', the individual should not hold a licence.
- 5.14 Licensing authorities have to make difficult decisions but (subject to the points made in paragraph 5.4) the safeguarding of the public is paramount. All decisions on the suitability of an applicant or licensee should be made on the balance of probability. This means that an applicant or licensee should not be 'given the benefit of doubt'. If the committee or delegated officer is only "50/50" as to whether the applicant or licensee is 'fit and proper', they should not hold a licence. The threshold used here is lower than for a criminal conviction (that being beyond reasonable doubt) and can take into consideration conduct that has not resulted in a criminal conviction.

Criminal convictions and rehabilitation

- 5.15 In considering an individual's criminal record, licensing authorities must consider each case on its merits, but they should take a particularly cautious view of any offences against individuals with special needs, children and other vulnerable groups, particularly those involving violence, those of a sexual nature and those linked to organised crime. In order to achieve consistency, and to mitigate the risk of successful legal challenge, licensing authorities should have a clear policy for the consideration of criminal records. This should include, for example, which offences would prevent an applicant from being licenced regardless of the period elapsed in all but truly exceptional circumstances. In the case of lesser offences, a policy should consider the number of years the authority will require to have elapsed since the commission of particular kinds of offences before they will grant a licence.

- 5.16 Annexed to this document are the Department's recommendations on the assessment of previous convictions (Annex – Assessment of previous convictions). This draws on the work of the Institute of Licensing, in partnership with the LGA, the National Association of Licensing Enforcement Officers (NALEO) and Lawyers in Local Government, in publishing its guidance on determining the suitability of taxi and private hire vehicle licensees.
- 5.17 These periods should be taken as a starting point in considering whether a licence should be granted or renewed in all cases. The Department's view is that this places passenger safety as the priority while enabling past offenders to sufficiently evidence that they have been successfully rehabilitated so that they might obtain a licence. Authorities are however reminded that applicants are entitled to a fair and impartial consideration of their application.

6. Driver Licensing

Criminality checks for drivers

- 6.1 Licensing authorities are entitled to request an enhanced criminal record certificate with check of the barred lists from the DBS for all driver licence holders or applicants. The DfT's 2019 [survey of taxi and private hire vehicle licensing authorities](#) shows that all licensing authorities in England and Wales have a requirement that an enhanced DBS check is undertaken at first application or renewal.
- 6.2 All individuals applying for or renewing a taxi or private hire vehicle drivers licence licensing authorities should carry out a check of the children and adult Barred Lists in addition to being subject to an enhanced DBS check (in section x61 of the DBS application 'Other Workforce' should be entered in line 1 and 'Taxi Licensing' should be entered at line 2). All licensed drivers should also be required to evidence continuous registration with the DBS update service to enable the licensing authority to routinely check for new information every six months. Drivers that do not subscribe up to the Update Service should still be subject to a check every six months.
- 6.3 Driving a taxi or private hire vehicle is not, in itself, a regulated activity for the purposes of the barred list. This means that an individual subject to barring would not be legally prevented from being a taxi or private hire vehicle driver but the licensing authority should take an individual's barred status into account alongside other information available. **In the interests of public safety, licensing authorities should not, as part of their policies, issue a licence to any individual that appears on either barred list.** Should a licensing authority consider there to be exceptional circumstances which means that, based on the balance of probabilities they consider an individual named on a barred list to be 'fit and proper', the reasons for reaching this conclusion should be recorded.
- 6.4 Drivers working under an arrangement to transport children may be working in 'regulated activity' as defined by the [Safeguarding Vulnerable Groups Act 2006](#). It is an offence to knowingly allow a barred individual to work in regulated activity. The [guidance on home-to-school travel and transport](#) issued by the Department for Education should be considered alongside this document. Please see [guidance](#) on driver DBS eligibility and how to apply.

Safeguarding awareness

- 6.5 Licensing authorities should consider the role that those in the taxi and private hire vehicle industry can play in spotting and reporting the abuse, exploitation or neglect of children and vulnerable adults. As with any group of people, it is overwhelmingly the case that those within the industry can be an asset in the detection and prevention of abuse or neglect of children and vulnerable adults. However, this is only the case if they are aware of and alert to the signs of potential abuse and know where to turn to if they suspect that a child or vulnerable adult is at risk of harm or is in immediate danger.

6.6 All licensing authorities should provide safeguarding advice and guidance to the trade and should require taxi and private hire vehicle drivers to undertake safeguarding training. This is often produced in conjunction with the police and other agencies. These programmes have been developed to help drivers and operators:

- provide a safe and suitable service to vulnerable passengers of all ages;
- recognise what makes a person vulnerable; and
- understand how to respond, including how to report safeguarding concerns and where to get advice.

6.7 Since 2015, the Department for Education (DfE) has run a nationwide campaign – *‘Together, we can tackle child abuse’* which aims to increase public understanding of how to recognise the signs to spot and encourage them to report child abuse and neglect. The DfE continues to promote and raise awareness of the campaign materials through its [online toolkit](#), for local authorities, charities and organisations for use on their social media channels.

‘County lines’ exploitation

6.8 County lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs (primarily crack cocaine and heroin) into one or more importing areas [within the UK], using dedicated mobile phone lines or other form of “deal line”.

6.9 Exploitation is an integral part of the county lines offending model with children and vulnerable adults exploited to transport (and store) drugs and money between locations. Children aged between 15-17 make up the majority of the vulnerable people involved in county lines, but they may also be much younger. We know that both girls and boys are groomed and exploited and offenders will often use coercion, intimidation, violence (including sexual violence) and weapons to ensure compliance of victims. Children exploited by county lines gangs may have vulnerabilities besides their age, such as broader mental health issues, disrupted or chaotic homes, substance misuse issues, being excluded from school or frequently going missing.

6.10 The National Crime Agency’s 2018 county lines threat assessment set out that the national road network is key to the transportation of county lines victims, drugs and cash; with hire vehicles being one of the methods used for transportation between locations.

6.11 Safeguarding awareness training should include the ways in which drivers can help to identify county lines exploitation. Firstly, they should be aware of the following warning signs:

- Children and young people travelling in taxis or private hire vehicles alone;

- travelling at unusual hours (during school time, early in the morning or late at night);
- travelling long distances;
- unfamiliar with the local area or do not have a local accent;
- paying for journeys in cash or prepaid.

6.12 The Home Office is working with partners to raise awareness of county lines and has provided [material](#) to help taxi and private vehicle hire staff to identify victims and report concerns to protect those exploited through this criminal activity.

6.13 Drivers (or any person) should be aware of what to do if they believe a child or vulnerable person is at risk of harm. If the risk is immediate they should contact the police otherwise they should:

- use the local safeguarding process, the first step of which is usually to contact the safeguarding lead within the local authority;
- call Crime Stoppers on 0800 555 111.

Language proficiency

6.14 A lack of language proficiency could impact on a driver's ability to understand written documents, such as policies and guidance, relating to the protection of children and vulnerable adults and applying this to identify and act on signs of exploitation. Oral proficiency will be of relevance in the identification of potential exploitation through communicating with passengers and their interaction with others.

6.15 A licensing authority's test of a driver's proficiency should cover both oral and written English language skills to achieve the objectives stated above.

7. Vehicle Licensing

7.1 As with driver licensing, the objective of vehicle licensing is to protect the public, who trust that the vehicles dispatched are above all else safe. It is important therefore that licensing authorities are assured that those granted a vehicle licence also pose no threat to the public and have no links to serious criminal activity. Although vehicle proprietors may not have direct contact with passengers, they are still entrusted to ensure that the vehicles and drivers used to carry passengers are appropriately licensed and so maintain the safety benefits of the licensing regime.

Criminality checks for vehicle proprietors

7.2 Enhanced DBS and barred list checks are not available for vehicle licensing. **Licensing authorities should require a basic disclosure from the DBS and that a check is undertaken annually.** Any individual may apply for a basic check and the certificate will disclose any unspent convictions recorded on the Police National Computer (PNC). Licensing authorities should consider whether an applicant or licence holder with a conviction for offences provided in the annex to this document (Annex – Assessment of previous convictions), other than those relating to driving, meet the ‘fit and proper’ threshold.

7.3 However, it is important that authorities acknowledge that in many cases individuals that license a vehicle may already be licensed as a driver. An authority which undertakes the biannual DBS checks recommended for its drivers should not require those seeking to licence a vehicle to provide a basic DBS check as part of the application process; a basic DBS would not provide any information in addition to that disclosed under the enhanced DBS and barred lists check used for the driver assessment. In these circumstances, the authority should instead rely on the fact that the applicant is considered as fit and proper to hold a driver licence when considering their suitability to hold a vehicle licence. Should the individual cease to hold a driver licence a basic certificate should be required immediately.

7.4 A refusal to license an individual as a driver or to suspend or revoke a driver licence does not automatically mean that that individual cannot be issued or continue to hold a vehicle or private hire vehicle operator licence; these decisions must be independent of a driver licence refusal and based on the appropriate information i.e. it should not consider information that would only be available via an enhanced DBS check but instead that which would be disclosed on a basic check. DBS certificate information can only be used for the specific purpose for which it was requested and for which the applicant’s full consent has been given.

7.5 Private hire vehicle operator and vehicle licences may be applied for by a company or partnership; licensing authorities should apply the ‘fit and proper’ test to each of the directors or partners in that company or partnership. For this to be effective private hire vehicle operators and those to whom a vehicle licence should be required to advise the licensing authority of any change in directors or partners.

7.6 As explained earlier in the context of driver licensing, the DBS cannot access criminal records held overseas so other checks must be considered where and applicant has lived or worked overseas (see paragraph 4.34 - 4.36).

In-vehicle visual and audio recording – CCTV

7.7 Government has acknowledged the potential risk to public safety when passengers travel in taxis and private hire vehicles. It is unfortunately the case that no matter how complete the information available to licensing authorities is when assessing whether to issue any taxi or private hire vehicle licence, nor how robust the policies in place are and the rigor with which they are applied, it will never completely remove the possibility of harm to passengers by drivers.

7.8 The Department's view is that CCTV can provide additional deterrence to prevent this and investigative value when it does. The use of CCTV can provide a safer environment for the benefit of taxi/private hire vehicle passengers and drivers by:

- deterring and preventing the occurrence of crime;
- reducing the fear of crime;
- assisting the police in investigating incidents of crime;
- assisting insurance companies in investigating motor vehicle accidents.

7.9 All licensing authorities should consult to identify if there are local circumstances which indicate that the installation of CCTV in vehicles would have either a positive or an adverse net effect on the safety of taxi and private hire vehicle users, including children or vulnerable adults, and taking into account potential privacy issues.

7.10 While only a small minority of licensing authorities have so far mandated all vehicles to be fitted with CCTV systems, the experience of those authorities that have has been positive for both passengers and drivers. In addition, the evidential benefits of CCTV may increase the level of reporting of sexual offences. According to the [Crime Survey for England and Wales](#) only 17 percent of victims report their experiences to the police, 28 percent of rape or sexual assault victims indicated that a fear they would not be believed as a factor in them not reporting the crime. The evidential benefits CCTV could provide are therefore an important factor when considering CCTV in vehicles.

7.11 The mandating of CCTV in vehicles may deter people from seeking a taxi or private hire vehicle licence with the intent of causing harm. Those that gain a licence and consider perpetrating an opportunistic attack against a vulnerable unaccompanied passenger may be deterred from doing so. It is however unfortunately the case that offences may still occur even with CCTV operating.

7.12 CCTV systems that are able to record audio as well as visual data may also help the early identification of drivers that exhibit inappropriate behaviour toward passengers. Audio recording should be both overt (i.e. all parties should be aware when recordings are being made) and targeted (i.e. only when passengers (or

drivers) consider it necessary). The recording of audio should be used to provide an objective record of events such as disputes or inappropriate behaviour and must not be continuously active by default and should recognise the need for privacy of passengers' private conversations between themselves. Activation of the audio recording capability of a system might be instigated when either the passenger or driver operates a switch or button.

- 7.13 Imposition of a blanket requirement to attach CCTV as a condition to a licence is likely to give rise to concerns about the proportionality of such an approach and will therefore require an appropriately strong justification and must be kept under regular review. More information and guidance on assessing the impacts of CCTV and on an authority mandating CCTV is annexed to this document (Annex – CCTV guidance).

Stretched Limousines

- 7.14 Licensing authorities are sometimes asked to license small (those constructed or adapted to carry fewer than nine passengers) limousines as private hire vehicles, these vehicles may be used for transport to 'school proms' as well as for adult bookings. It is suggested that licensing authorities should approach such requests on the basis that these vehicles – where they have fewer than nine passenger seats - have a legitimate role to play in the private hire trade, meeting a public demand. It is the Department's view that it is not a legitimate course of action for licensing authorities to adopt policies that exclude limousines as a matter of principle thereby excluding these services from the scope of the private hire vehicle regime and the safety benefits this provides. A blanket policy of excluding limousines may create an unacceptable risk to the travelling public, as it may lead to higher levels of unsupervised operation. Public safety considerations are best supported by policies that allow respectable, safe operators to obtain licences on the same basis as other private hire vehicle operators.
- 7.15 Stretched large limousines which clearly seat more than eight passengers should not be licensed as private hire vehicles because they are outside the licensing regime for private hire vehicles. However, in some circumstances a vehicle with space for more than eight passengers can be licensed as a private hire vehicle where the precise number of passenger seats is hard to determine. In these circumstances, 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 eight passengers, bearing in mind that refusal may encourage illegal private hire operation.

8. Private Hire Vehicle Operator Licensing

8.1 As with driver licensing, the objective in licensing private hire vehicle operators is to protect the public, who may be using operators' premises and trusting that the drivers and vehicles dispatched are above all else safe. It is important therefore that licensing authorities are assured that those that are granted a private hire vehicle operator also pose no threat to the public and have no links to serious criminal activity. Although private hire vehicle operators may not have direct contact with passengers, they are still entrusted to ensure that the vehicles and drivers used to carry passengers are appropriately licensed and so maintain the safety benefits of the driver licensing regime.

Criminality checks for private hire vehicle operators

8.2 Enhanced DBS and barred list checks are not available for private hire vehicle operator licensing. **Licensing authorities should request a basic disclosure from the DBS and that a check is undertaken annually.** Any individual may apply for a basic check and the certificate will disclose any unspent convictions recorded on the Police National Computer (PNC). Licensing authorities should consider whether an applicant or licence holder with a conviction for offences provided in the annex to this document (Annex – Assessment of previous convictions), other than those relating to driving, meet the 'fit and proper' threshold.

8.3 However, it is important that authorities acknowledge that in many cases individuals that license as a private hire vehicle operator may already be licensed as a driver. An authority which undertakes the biannual DBS checks recommended for its drivers should not require those seeking a private hire vehicle operator licence to provide a basic DBS check as part of the application process; a basic DBS would not provide any information in addition to that disclosed under the enhanced DBS and barred lists check used for the driver assessment. In these circumstances, the authority should instead rely on the fact that the applicant is considered as fit and proper to hold a driver licence when considering their suitability to hold a vehicle licence. Should the individual cease to hold a driver licence a basic certificate should be required immediately

8.4 Refusal to license an individual as a driver or to suspend or revoke a driver licence does not automatically mean that that individual cannot be issued or continue to hold a private hire vehicle operator licence; this decision must be independent of a driver licence refusal and based on the appropriate information i.e. it should not consider information that would only be available via an enhanced DBS check but instead that which would be disclosed on a basic check. DBS certificate information can only be used for the specific purpose for which it was requested and for which the applicant's full consent has been given.

8.5 A private hire vehicle operator licence may be applied for by a company or partnership; licensing authorities should apply the 'fit and proper' test to each of the directors or partners in that company or partnership. For this to be effective

private hire vehicle operators should be required to advise the licensing authority of any change in directors or partners.

- 8.6 As explained earlier in the context of driver licensing, the DBS cannot access criminal records held overseas. Further information on assessing the suitability of those that have spent extended periods in overseas is provided in paragraphs 4.34 - 4.36.

Booking and dispatch staff

- 8.7 Private hire vehicle drivers are not the only direct contact that private hire vehicle users have with private hire vehicle operators' staff, for example a person taking bookings (be it by phone or in person). A vehicle dispatcher decides which driver to send to a user, a position that could be exploited by those seeking to exploit children and vulnerable adults. It is therefore appropriate that all staff that have contact with private hire vehicle users and the dispatching of vehicles should not present an undue risk to the public or the safeguarding of children and vulnerable adults.
- 8.8 Licensing authorities should be satisfied that private hire vehicle operators can demonstrate that all staff that have contact with the public and/or oversee the dispatching of vehicles do not pose a risk to the public. **Licensing authorities should, as a condition of granting an operator licence, require a register of all staff that will take bookings or dispatch vehicles is kept.**
- 8.9 Operators should be required to evidence that they have had sight of a Basic DBS check on all individuals listed on their register of booking and dispatch staff and to ensure that Basic DBS checks are conducted on any individuals added to the register and that this is compatible with their policy on employing ex-offenders. DBS certificates provided by the individual should be recently issued when viewed, alternatively the operator could use a [responsible organisation](#) to request the check on their behalf. When individuals start taking bookings and dispatching vehicles for an operator they should be required, as part of their employment contract, to advise the operator of any convictions while they are employed in this role.
- 8.10 The register should be a 'living document' that maintains records of all those in these roles for the same duration as booking records are required to be kept, this will enable cross-referencing between the two records. A record that the operator has had sight of a basic DBS check certificate (although the certificate itself should not be retained) should be retained for the duration that the individual remains on the register. Should an employee cease to be on the register and later re-entered, a new basic DBS certificate should be requested and sight of this recorded.
- 8.11 Operators may outsource booking and dispatch functions but they cannot pass on the obligation to protect children and vulnerable adults. Operators should be required to evidence that comparable protections are applied by the company to which they outsource these functions.

- 8.12 Licensing authorities should also require operators or applicants for a licence to provide their policy on employing ex-offenders in roles that would be on the register as above. As with the threshold to obtaining a private hire vehicle operators' licence, those with a conviction for offences provided in the annex to this document (Annex – Assessment of previous convictions), other than those relating to driving, may not be suitable to decide who is sent to carry a child or vulnerable adult unaccompanied in a car.

Record keeping

- 8.13 Section 56 of the [Local Government \(Miscellaneous Provisions\) Act 1976](#) requires private hire vehicle operators to keep records of the particulars of every booking invited or accepted, whether it is from the passenger or at the request of another operator. **Licensing authorities should as a minimum require private hire vehicle operators to record the following information for each booking:**

- the name of the passenger;
- the time of the request;
- the pick-up point;
- the destination;
- the name of the driver;
- the driver's licence number;
- the vehicle registration number of the vehicle;
- the name of any individual that responded to the booking request;
- the name of any individual that dispatched the vehicle.

- 8.14 This information will enable the passenger to be traced if this becomes necessary and should improve driver security and facilitate enforcement. It is suggested that booking records should be retained for a minimum of six months.

- 8.15 Private hire vehicle operators have a duty under data protection legislation to protect the information they record. The Information Commissioner's Office provides comprehensive on-line guidance on registering as a data controller and how to meet their obligations.

Use of passenger carrying vehicles (PCV) licensed drivers

- 8.16 PCV licensed drivers are subject to different checks from taxi and private hire vehicle licensed drivers as the work normally undertaken, i.e. driving a bus, does not present the same risk to passengers. Members of the public are entitled to expect when making a booking with a private hire vehicle operator that they will receive a private hire vehicle licensed vehicle and driver. **The use of a driver who holds a PCV licence and the use of a public service vehicle (PSV) such**

as a minibus to undertake a private hire vehicle booking should not be permitted as a condition of the private hire vehicle operator's licence without the informed consent of the booker.

- 8.17 Where a private hire vehicle is unsuitable, for example where a larger vehicle is needed because more than eight passenger seats required or to accommodate luggage, the booker should be informed that a PSV is necessary, and that a PCV licenced driver will be used who is subject to different checks and not required to have an enhanced DBS check.

9. Enforcing the Licensing Regime

9.1 Implementing an effective framework for licensing authorities to ensure that as full a range of information made available to suitably trained decision makers that are supported by well-resourced officials is essential to a well-functioning taxi and private hire vehicle sector. These steps will help prevent the licensing of those that are not deemed 'fit and proper' but does not ensure that those already licensed continue to display the behaviours and standards expected.

Joint authorisation of enforcement officers

9.2 Licensing authorities should, where the need arises, jointly authorise officers from other authorities so that compliance and enforcement action can be taken against licensees from outside their area. An agreement between licensing authorities to jointly authorise officers enables the use of enforcement powers regardless of which authority within the agreement the officer is employed by and which issued the licence. This will mitigate the opportunities for drivers to evade regulation. Such an agreement will enable those authorities to take action against vehicles and drivers that are licensed by the other authority when they cross over boundaries. A model for agreeing joint authorisation is contained in the [LGA Councillors' handbook](#).

Setting expectations and monitoring

9.3 Licensing authorities should ensure that drivers are aware of the policies that they must adhere and are properly informed of what is expected of them and the repercussions for failing to do so. Some licensing authorities operate a points-based system, which allows minor breaches to be recorded and considered in context while referring those with persistent or serious breaches to the licensing committee. This has the benefit of consistency in enforcement and makes better use of the licensing committee's time.

9.4 The provision of a clear, simple and well-publicised process for the public to make complaints about drivers and operators will enable authorities to target compliance and enforcement activity (see paragraphs 4.29 - 4.33). This will provide a further source of intelligence when considering the renewal of licences and of any additional training that may be required. It is then for the licensing authority to consider if any intelligence indicates a need to suspend or revoke a licence in the interests of public safety.

Suspension and revocation of driver licences

9.5 Section 61 of the Local Government (Miscellaneous Provisions) Act 1976 provides a licensing authority with the ability to suspend or revoke a driver's licence on the following grounds: -

(a) that he has since the grant of the licence—

- (i) been convicted of an offence involving dishonesty, indecency or violence; or
- (ii) been convicted of an offence under or has failed to comply with the provisions of the Act of 1847 or of this Part of this Act;
- (aa) that he has since the grant of the licence been convicted of an immigration offence or required to pay an immigration penalty; or
- (b) any other reasonable cause

- 9.6 Licensing authorities have the option to suspend or revoke a licence should information be received that causes concern over whether a driver is a fit and proper person. Where the licence holder has been served an immigration penalty or convicted of an immigration offence the licence should be revoked immediately. [Guidance for licensing authorities](#) to prevent illegal working in the taxi and private hire vehicle sector has been issued by the Home Office. As with the initial decision to license a driver, this determination must be reached based on the balance of probabilities, not on the burden of beyond reasonable doubt.
- 9.7 Before any decision is made, the licensing authority must give full consideration to the available evidence and the driver should be given the opportunity to state his or her case. If a period of suspension is imposed, it cannot be extended or changed to revocation at a later date.
- 9.8 A decision to revoke a licence does not however prevent the reissuing of a licence should further information be received that alters the balance of probability of a decision previously made. The decision to suspend or revoke was based on the evidence available at the time the determination was made. New evidence may, of course, become available later.
- 9.9 New evidence may be produced at an appeal hearing that may result in the court reaching a different decision to that reached by the council or an appeal may be settled by agreement between the licensing authority and the driver on terms which, in the light of new evidence, becomes the appropriate course. If, for example, the allegations against a driver were now, on the balance of probability, considered to be unfounded, a suspension could be lifted or, if the licence was revoked, an expedited re-licensing process used.
- 9.10 A suspension may still be appropriate if it is believed that a minor issue can be addressed through additional training. In this instance the licence would be returned to the driver once the training has been completed without further consideration. This approach is clearly not appropriate where the licensing authority believes that, based on the information available at that time, on the balance of probability it is considered that the driver presents a risk to public safety.

Annex – Assessment of Previous Convictions

Legislation specifically identifies offences involving dishonesty, indecency or violence as a concern when assessing whether an individual is 'fit and proper' to hold a taxi or private hire vehicle licence. The following recommendations to licensing authorities on previous convictions reflect this.

Authorities must consider each case on its own merits, and applicants/licensees are entitled to a fair and impartial consideration of their application. Where a period is given below, it should be taken to be a minimum in considering whether a licence should be granted or renewed in most cases. The Department's view is that this places passenger safety as the priority while enabling past offenders to sufficiently evidence that they have been successfully rehabilitated so that they might obtain or retain a licence.

Crimes resulting in death

Where an applicant or licensee has been convicted of a crime which resulted in the death of another person or was intended to cause the death or serious injury of another person they will not be licensed.

Exploitation

Where an applicant or licensee has been convicted of a crime involving, related to, or has any connection with abuse, exploitation, use or treatment of another individual irrespective of whether the victim or victims were adults or children, they will not be licensed. This includes slavery, child sexual abuse, exploitation, grooming, psychological, emotional or financial abuse, but this is not an exhaustive list.

Offences involving violence against the person

Where an applicant has a conviction for an offence of violence against the person, or connected with any offence of violence, a licence will not be granted until at least 10 years have elapsed since the completion of any sentence imposed.

Possession of a weapon

Where an applicant has a conviction for possession of a weapon or any other weapon related offence, a licence will not be granted until at least seven years have elapsed since the completion of any sentence imposed.

Sexual offences

Where an applicant has a conviction for any offence involving or connected with illegal sexual activity, a licence will not be granted.

In addition to the above, the licensing authority will not grant a licence to any applicant who is currently on the Sex Offenders Register or on any barred list.

Dishonesty

Where an applicant has a conviction for any offence where dishonesty is an element of the offence, a licence will not be granted until at least seven years have elapsed since the completion of any sentence imposed.

Drugs

Where an applicant has any conviction for, or related to, the supply of drugs, or possession with intent to supply or connected with possession with intent to supply, a licence will not be granted until at least 10 years have elapsed since the completion of any sentence imposed.

Where an applicant has a conviction for possession of drugs, or related to the possession of drugs, a licence will not be granted until at least five years have elapsed since the completion of any sentence imposed. In these circumstances, any applicant may also have to undergo drugs testing for a period at their own expense to demonstrate that they are not using controlled drugs.

Discrimination

Where an applicant has a conviction involving or connected with discrimination in any form, a licence will not be granted until at least seven years have elapsed since the completion of any sentence imposed.

Motoring convictions

Hackney carriage and private hire drivers are professional drivers charged with the responsibility of carrying the public. It is accepted that offences can be committed unintentionally, and a single occurrence of a minor traffic offence would not prohibit the granting of a licence. However, applicants with multiple motoring convictions may indicate that an applicant does not exhibit the behaviours of a safe road user and one that is suitable to drive professionally.

Any motoring conviction while a licensed driver demonstrates that the licensee may not take their professional responsibilities seriously. However, it is accepted that offences can be committed unintentionally, and a single occurrence of a minor traffic offence may not necessitate the revocation of a taxi or private hire vehicle driver licence providing the authority considers that the licensee remains a fit and proper person to retain a licence.

Drink driving/driving under the influence of drugs

Where an applicant has a conviction for drink driving or driving under the influence of drugs, a licence will not be granted until at least seven years have elapsed since the completion of any sentence or driving ban imposed. In the case of driving under the influence of drugs, any applicant may also have to undergo drugs testing at their own expense to demonstrate that they are not using controlled drugs.

Using a hand-held device whilst driving

Where an applicant has a conviction for using a held-hand mobile telephone or a hand-held device whilst driving, a licence will not be granted until at least five years have elapsed since the conviction or completion of any sentence or driving ban imposed, whichever is the later.

Annex – Disclosure and Barring Service information

Table 1: Information included in criminal record checks

Information included	Type of check			
	Basic check	Standard DBS check	Enhanced DBS check	Enhanced DBS (including barred list) check
Unspent convictions	Yes	Yes	Yes	Yes
Unspent cautions ¹	Yes	Yes	Yes	Yes
Spent convictions ²	No	Yes	Yes	Yes
Spent cautions ^{1 & 2}	No	Yes	Yes	Yes
Additional police Information ³	No	No	Yes	Yes
Barred list(s) Information ⁴	No	No	No	Yes

1. Does not include fixed penalty notices, penalty notices for disorder or any other police or other out-of-court disposals.
2. Spent convictions and cautions that have become protected under the Rehabilitation of Offenders Act 1974 (Exceptions Order) 1975, as amended, are not automatically disclosed on any level of certificate. Further guidance is available [the DBS filtering guide](#).
3. This is any additional information held by the police which a chief police officer reasonably believes to be relevant and considers ought to be disclosed.
4. This is information as to whether the individual concerned is included in the children’s or adults’ barred lists maintained by the Disclosure and Barring Service (DBS).

Annex – CCTV Guidance

It is important to note that, in most circumstances, a licensing authority which mandates the installation of CCTV systems in taxis and private hire vehicles will be responsible for the data – the data controller. It is important that data controllers fully consider concerns regarding privacy and licensing authorities should consider how systems are configured, should they mandate CCTV (with or without audio recording). For example, vehicles may not be exclusively used for business, also serving as a car for personal use - it should therefore be possible to manually switch the system off (both audio and visual recording) when not being used for hire. Authorities should consider the Information Commissioner's view on this matter that, in most cases, a requirement for continuous operation is unlikely to be fair and lawful processing of personal data.

The Home Office '[Surveillance Camera Code of Practice](#)' advises that government is fully supportive of the use of overt surveillance cameras in a public place whenever that use is:

- in pursuit of a legitimate aim;
- necessary to meet a pressing need;
- proportionate;
- effective, and;
- compliant with any relevant legal obligations

The Code also sets out 12 guiding principles which, as a 'relevant authority' under section 33(5) of the [Protection of Freedoms Act 2012](#), licensing authorities must have regard to. It must be noted that, where a licence is granted subject to CCTV system conditions, the licensing authority assumes the role and responsibility of 'System Operator'. The role requires consideration of all guiding principles in this code. The failure to comply with these principles may be detrimental to the use of CCTV evidence in court as this may be raised within disclosure to the Crown Prosecution Service and may be taken into account.

The Surveillance Camera Commissioner (SCC) has provided guidance on the Surveillance Camera Code of Practice in its '[Passport to Compliance](#)' which provides guidance on the necessary stages when planning, implementing and operating a surveillance camera system to ensure it complies with the code. The Information Commissioner's Office (ICO) has also published a [code of practice](#) which, in this context, focuses on the data governance requirement associated with the use of CCTV such as data retention and disposal, which it is important to follow in order to comply with the data protection principles. The SCC provides a [self-assessment tool](#) to assist operators to ensure compliance with the principles set out in the Surveillance Camera Code of Practice. The SCC also operate a [certification scheme](#); authorities that obtain this accreditation are able to clearly demonstrate that their systems conform to the SCC's best practice and are fully compliant with the Code and increase public confidence that any risks to their privacy have been fully considered and mitigated.

The [Data Protection Act 2018](#) regulates the use of personal data. Part 2 of the Data Protection Act applies to the general processing of personal data, and references and supplements the General Data Protection Regulation. Licensing authorities, as data controllers, must comply with all relevant aspects of data protection law. Particular attention should be paid to the rights of individuals which include the right to be informed, of access

and to erasure. The ICO has provided detailed [guidance](#) on how data controllers can ensure compliance with these.

It is a further requirement of data protection law that before implementing a proposal that is likely to result in a high risk to the rights and freedoms of people, an impact assessment on the protection of personal data shall be carried out. The ICO recommends in [guidance](#) that if there is any doubt as to whether a Data Protection Impact Assessment (DPIA) is required one should be conducted to ensure compliance and encourage best practice. A DPIA will also help to assess properly the anticipated benefits of installing CCTV (to passengers and drivers) and the associated privacy risks; these risks might be mitigated by having appropriate privacy information and signage, secure storage and access controls, retention policies, training for staff how to use the system, etc.

It is essential to ensure that all recordings made are secure and can only be accessed by those with legitimate grounds to do so. This would normally be the police if investigating an alleged crime or the licensing authority if investigating a complaint or data access request. Encryption of the recording to which the licensing authority, acting as the data controller, holds the key, mitigates this issue and protects against theft of the vehicle or device. It is one of the guiding principles of data protection legislation, that personal data (including in this context, CCTV recordings and other potentially sensitive passenger information) is handled securely in a way that 'ensures appropriate security', including protection against unauthorised or unlawful processing and against accidental loss, destruction or damage, using appropriate technical or organisational measures.

All passengers must be made fully aware if CCTV is operating in a vehicle. Given that audio recording is considered to be more privacy intrusive, it is even more important that individuals are fully aware and limited only to occasions when passengers (or drivers) consider it necessary. The recording of audio should be used to provide an objective record of events such as disputes or inappropriate behaviour and must not be continuously active by default and should recognise the need for privacy of passengers' private conversations between themselves. Activation of the audio recording capability of a system might be instigated when either the passenger or driver operates a switch or button. As well as clear signage in vehicles, information on booking systems should be introduced. This might be text on a website, scripts or automated messages on telephone systems; the Information Commissioner's Office (ICO) has issued guidance on privacy information and the right to be informed on its website.

Annex - Staying Safe: Guidance for Passengers

Licensing authorities should provide guidance to assist passengers in identifying licensed vehicles and the increased risks of using unlicensed vehicles. The guidance might include advice on:

- how to tell if a taxi or private hire vehicle is licensed.

Educate the public in the differences between taxis and private hire vehicles e.g.:

- a taxi can be flagged down or pre-booked.
- a private hire vehicle that has not been pre-booked should not be used as it will not be insured and may not be licensed.
- what a private hire vehicle should look like e.g. colour, signage, licence plates etc.
- the benefit of pre-booking a return vehicle before going out.
- arrange to be picked up from a safe meeting point.
- requesting at the time of booking what the fare is likely to be.

When using a private hire vehicle, passengers should always:

- book with a licensed operator.
- confirm their booking with the driver when s/he arrives.
- note the licence number.
- sit in the back, behind the driver.
- let a third party know details of their journey.

When using a taxi, passengers should where possible:

- use a taxi rank and choose one staffed by taxi marshals if available.