

Please reply to:

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Date: 14 November 2025

Notice of meeting

Licensing Committee

Date: Monday, 24 November 2025

Time: 7.00 pm

Place: Council Chamber, Council Offices, Knowle Green, Staines-upon-Thames TW18 1XB

To the members of the Licensing Committee

Councillors:

S.A. Dunn (Chair)
M.J. Lee (Vice-Chair)
M. Arnold
M. Bing Dong

T. Burrell
M. Buck
K.M. Grant
N. Islam

A. Mathur
J.A. Turner
P.N. Woodward

Substitute Members: Councillors C. Bateson, R. Chandler, S.M. Doran, R.V. Geach, M. Gibson and K.E. Rutherford

Councillors are reminded that the Gifts and Hospitality Declaration book will be available outside the meeting room for you to record any gifts or hospitality offered to you since the last Committee meeting.

Spelthorne Borough Council, Council Offices, Knowle Green

Staines-upon-Thames TW18 1XB

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Agenda

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- | | | |
|-----------|---|----------------|
| 1. | Apologies and Substitutes

To receive any apologies for absence and notification of substitutions. | |
| 2. | Minutes

To agree the minutes of the meeting held on 2 October 2025 as a correct record. | 3 - 4 |
| 3. | Disclosures of Interest

To receive any disclosures of interest from Councillors in accordance with the Council's Code of Conduct for Members. | |
| 4. | Hackney Carriage Table of Fare Review 2025

Committee is asked to approve the proposed table of fares set out at Appendix A following public consultation. | 5 - 38 |
| 5. | Review and Setting of Fees & Charges for the licensing of Hackney Carriages, Private Hire, and Private Hire Operators

Committee is asked to approve the proposed licensing fees and charges set out at Appendix B for consultation purposes and statutory advertising requirements. | 39 - 52 |

**Minutes of the Licensing Committee
2 October 2025**

Present:

Councillor M.J. Lee (Vice-Chair)

Councillors:

M. Arnold	M. Buck	J.A. Turner
M. Bing Dong	K.M. Grant	
T. Burrell	A. Mathur	

Substitutions: Councillors C. Bateson (In place of S.A. Dunn)

Apologies: Councillors S.A. Dunn, P.N. Woodward

1/25 Minutes

The Committee confirmed the minutes of the meeting held 4 December 2024 as a correct record.

2/25 Disclosures of Interest

There were none.

3/25 Hackney Carriage Table of Fare Review 2025

The Committee considered the Hackney Carriage Table of Fare Review for 2025 for consultation purposes. The Table of Fares set out the maximum fare drivers could charge for their service. The proposed Table of Fares had been calculated using a methodology adopted by Guildford Borough Council that had been legally challenged and upheld as lawful. The fares should allow the driver to recover a salary for themselves as well as vehicle running costs, but not be inaccessible to members of the public. The Principal Licensing Officer acknowledged the fares had not been reviewed for ten years, and there had been no adjustment for inflation. Matt Lewin, Cornerstones Barristers, advised the Committee there was flexibility in the methodology that could reduce the proposed fares depending on the results of the consultation.

The Committee acknowledged the need for the fares to be raised, but cautioned against a substantial rise that would prevent members of the public from using the service. However, if fares weren't appropriately raised, there was also a risk of drivers leaving the trade and the Council being at risk of not being able to provide a service for those who depend on hackney carriages in the borough.

The Committee noted the methodology adopted by Guildford was reasonable, though the calculations used in the proposed table of fares for Spelthorne were based on assumptions and averages as the Council held no data to calculate the fares. Consultation responses, if received, would provide the Committee with further data to be able to suggest adjustments to the fares calculated using the methodology if they were felt to be unreasonable.

The Committee **resolved** to:

1. Approve the proposed table of fares set out in Appendix A for consultation purposes and statutory advertising requirements; and
1. Approve the methodology to calculate the table of fares.



Committee Report Checklist

Please submit the completed checklists with your report. If final draft report does not include all the information/sign offs required, your item will be delayed until the next meeting cycle.

Stage 1

Report checklist – responsibility of report owner

ITEM	Yes / No	Date
Councillor engagement / input from Chair prior to briefing	Yes	06.11.2025
Commissioner engagement (if report focused on issues of concern to Commissioners such as Finance, Assets etc)	N/A	N/A
Relevant Group Head review	Yes (SM)	04.11.2025
MAT+ review (to have been circulated at least 5 working days before Stage 2)		04.11.2025
This item is on the Forward Plan for the relevant committee	Yes	
	Reviewed by	
Risk comments	LC/TWF	
Legal comments	WB	12.11.2025
HR comments (if applicable)	n/a	n/a

For reports with material financial or legal implications the author should engage with the respective teams at the outset and receive input to their reports prior to asking for MO or s151 comments.

Do not forward to stage 2 unless all the above have been completed.

Stage 2

Report checklist – responsibility of report owner

ITEM	Completed by	Date
Monitoring Officer commentary – at least 5 working days before MAT	L Heron	13/11/26
S151 Officer commentary – at least 5 working days before MAT	Ola Owolabi	12.11.2025
Confirm final report cleared by MAT		

Licensing Committee

24 November 2025

Title	Hackney Carriage Table of Fare Review 2025
Purpose of the report	To make a decision
Report Author	Lucy Catlyn, Principal Licensing Officer
Ward(s) Affected	All Wards
Exempt	No
Exemption Reason	N/A
Corporate Priority	Resilience and Service Delivery Services
Recommendations	Committee is asked to: - 1. Approve the proposed table of fares set out at Appendix A following public consultation.
Reason for Recommendation	In accordance with the Constitution, Committee is asked to approve the table of fares for Hackney Carriage Vehicle Licensing.

1. Executive summary of the report

What is the situation	Why we want to do something
<ul style="list-style-type: none">The table of fares need to be approved by the Licensing Committee	<ul style="list-style-type: none">Need to have the table of fares approved for implementation following objections at consultation
This is what we want to do about it	These are the next steps
<ul style="list-style-type: none">The Licensing Authority asks the Committee to approve and/or make amendments to the table of fares.	<ul style="list-style-type: none">Following Licensing Committee the table of fares will come into effect.

2. Key issues

- 2.1 This report seeks to inform the Licensing Committee of the consultation comments that have been received following public consultation to increase the Hackney Carriage Fares set by the Council for journeys undertaken in licensed taxis in the Borough.
- 2.2 The Licensing Committee adopted the methodology on 2 October 2025. Having a methodology allows drivers to fairly cover the costs of running a taxi and providing a service to the public when it is needed, whilst ensuring that fares are reasonable for the public to pay.

- 2.3 By fixing the fares, the Council is effectively setting the maximum fare that hackney carriage drivers can charge. Legally, taxi drivers may charge less than this rate but may not charge more.
- 2.4 The Licensing Authority consulted on the fare chart (**Appendix A**) from 16 October 2025 to 5 November 2025. A public consultation in the newspaper was also submitted. There was also a copy of the fare chart at the Council Offices, and it was emailed to all current Hackney Carriage Drivers.
- 2.5 The Licensing Authority has received two email objections to the proposed table of fares that went out for consultation (**Appendix D and E**).
- 2.6 **Objection One - (from a Meter Company) – Appendix D**
- a) Raised that Tariff 3 is specified for Christmas Day, Boxing Day, and New Years Eve. The objection state this should read New Years Day as New Years Day as not mentioned; this is because New Years Day is normally treated the same as Christmas Day and Boxing Day.
 - b) The objector has suggested that we should insert the word "where" between "except" and "Tariff" under Tariff 2.
 - c) The objector has suggested changing the "BANK HOLIDAY RATE" to "CHRISTMAS & NEW YEAR RATE" (or similar) under Tariff 3 because "BANK HOLIDAY RATE" contradicts Tariff 2. (Normal Bank Holidays *not* being 2 x Tariff 1).
- 2.7 The Licensing Authority response to objection One: -
- The Licensing Authority proposes that the fare chart should be amended in line with the above suggestions as it will help clarify the fare chart. Also, because New Years Eve is not a bank holiday until after 23:59 hours.
- 2.8 **Objection Two - 10 Spelthorne Hackney Carriage Drivers – Appendix E**
- An objection has been received from 10 hackney carriage drivers contained and undersigned within one email (represents 25% of the hackney carriage drivers, which is a statistically significant representation of the trade).
- The objectors state they work at night and raise the points summarised below in respect of **tariff two**:
- (a) They are concerned that a very high tariff may suppress demand.
- The objectors have suggested that the charge for the first mile should be £6.50 - £7.00, and a subsequent milage rate of £3.50 - £4.00¹. The objectors feel customers would understand this rate for a late-night service.
- Table 1 below provides details of the current, the proposed, and the newly proposed rates following consultation.
- 2.9 The Licensing Authority response to objection Two: -
- The Licensing Authority has asked the drivers how much 'dead mileage' they have at night, and they have said this is a major factor after 10pm. They estimate that between 50% and 80% of their mileage after 10pm is "dead" or unproductive, that is without passengers.

¹ The new nighttime rate has been set at £9.10 for the 1st mile and £4.40 for each mile thereafter).

- There is no provision within the methodology to apply a different dead mileage for day and night. For consultation the table of fares methodology for day and night dead mileage was 55%.
- If the Licensing Authority was to increase the dead mileage on the methodology calculator to 80% this would increase the overall fare on all tariffs significantly.

For example, the first mile at night would be £18.06 and the rate for subsequent mile would be £13.36.

Consequently, this is not considered a satisfactory solution because the drivers who have objects are concerned that the rate being set for Tariff Two is too high; as such the replacement rate being higher still would therefore be unacceptable to both drivers and the public.

- The Licensing Authority amended the calculator to dead mileage of 50% and this dropped the Tariff Two to £8.38 for the first mile and to £3.68 for each subsequent mile thereafter. Overall, this is a total of £12.06 for a two-mile journey, which is £1.06 higher than the amount that 25% of the trade has request.

2.10 To address the concerns of the trade, it is proposed that the maximum end of what the trade have proposed for Tariff Two should be adopted (leaving tariff one and tariff three as proposed in the original consultation).

2.11 Table 1 below details the current 2015 table of fares alongside the proposed hackney carriage fare tariffs, and those now being proposed after consideration of the objections raised by the drivers.

The final column in Table 1 (in red) shows the newly proposed rates being put forward for Committee's consideration.

Table 1	2015	2025 - consultation with 55% dead mileage	Lowering the dead mileage to 50%	Proposal from Trade	Proposed rates after considering objections
Tariff One					
First Mile	£3.70	£6.43	£5.95	None	£6.43
Subsequent Mile	£2.50	£2.93	£2.45	None	£2.93
Total Two Miles	£6.20	£9.36	£8.40	None	£9.36
Tariff Two					
First Mile	£5.40	£9.10	£8.38	£6.50 - £7.00	£7.00
Subsequent Mile	£3.00	£4.40	£3.68	£3.50 - £4.00	£4.00
Total Two Mile	£8.40	£13.50	£12.06	£10.00 - £11.00	£11.00
Tariff Three					
First Mile	£7.20	£12.86	£11.90	None	£12.86
Subsequent Mile	£4.00	£5.86	£4.90	None	£5.86
Total Two Mile	£11.20	£18.72	£16.80	None	£18.72

3. Options appraisal and proposal

- 3.1 **Option 1** – to adopt the fare chart that went out for consultation with amendments to tariff two (as outlined in table 1 above) and incorporating the meter company's suggested amendments as demonstrated in **Appendix F. (This is the preferred option).**
- 3.2 **Option 2** – to adopt the fare chart with a lower 50% dead mileage overall, rather than the 55% dead mileage fare that was consulted on. This would consider some of the concerns of the trade but still be higher than they would like for Tariff Two. It would also make the rates of Tariffs One and Three drop, which the trade has not asked for (**Appendix G**). This would not be a preferred option given the objections.
- 3.3 **Option 3** – to adopt the fare chart that went out for consultation (**Appendix A**). This would not be a preferred option given the objections.

4. Risk implications

- 4.1 It is important to ensure that Hackney Carriage fares are reviewed in line with the costs of providing the service, as this allows drivers to cover the costs of running a taxi and provide a service to the public whilst also ensuring that fares are reasonable for the public to pay.
- 4.2 Failing to review fares may affect the ability of drivers to cover their costs and their ability to earn a living. This may result in the public not being able to access these services. It may also cause drivers to leave Spelthorne and seek a hackney carriage license elsewhere.
- 4.3 There is a risk of challenge, however the methodology proposed for adoption is based on another Council's hackney carriage fare rate calculator (after it has been adapted for the Spelthorne area) which has been scrutinised by way of Judicial Review and found to be robust.
- 4.4 Implementing the methodology might bring dissatisfaction and complaints from passengers unhappy at the increase in the cost of service. However, as mentioned in paragraph 2.3 above, the fares set are at maximum permissible rate. Each hackney carriage driver can set their own fare rates below this with their passenger.

5. Financial implications

- 5.1 The Local Government (Miscellaneous Provisions) Act 1976 allows the Council to recover the costs associated with the setting of Hackney Carriage Fares through the fees for vehicle licences.

6. Legal comments

- 6.1 Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 ("the Act") states that "a district council may fix the rates or fares within the district for a time as well for distance, and all other charges in connection with the hire of a vehicle or with the arrangements for the hire of a vehicle, to be paid in respect of the hire of hackney carriages by means of a table (hereafter in this section referred to as a "table of fares") made or varied in accordance with the provisions of this section."
- 6.2 A notice of the proposed fare increase went into the newspaper on [date] with a date by which representations were to be received. This report flows from those representations being made and means they must be considered by the Licensing

Committee before the table of fares is brought into force with or without modifications.

- 6.3 The setting of licence fees/fares is a function of the Licensing Committee.
- 6.4 The Department for Transport Best Practice Guidance (2023) indicates that it is good practice for a local authority to use a simple formula to calculate taxi fares. The Council has such a formula which has been scrutinised by way of Judicial Review and found to be robust.

Corporate implications

7. S151 Officer comments

- 7.1 The costs associated with reviewing and setting Hackney Carriage fares, including legal advice and public consultation, can be recovered through vehicle licence fees in accordance with the Local Government (Miscellaneous Provisions) Act 1976. While the fare increase may generate public concern due to higher travel costs, it is necessary to reflect the substantial rise in operating expenses since the last review in 2015. The updated methodology ensures that fares are calculated in a transparent, evidence-based manner, balancing the financial sustainability of the taxi trade with reasonable costs for passengers. There are no additional budgetary implications for the Council beyond those recoverable through licensing income.

8. Monitoring Officer comments

- 8.1 The Monitoring Officer confirms that the relevant legal implications have been considered.

9. Procurement comments

- 9.1 There are no procurement implications arising directly from this report.

10. Equality and Diversity

- 10.1 Under the general equality duty as set out in the Equality Act 2010, public authorities are required to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation as well as advancing equality of opportunity and fostering good relations between people who share a protected characteristic and those who do not.
- 10.2 The protected grounds covered by the equality duty are age, disability, sex, gender reassignment, pregnancy and maternity, race, religion or belief, and sexual orientation. The equality duty also covers marriage and civil partnership, but only in respect of eliminating unlawful discrimination.
- 10.3 The law requires that this duty to have due regard be demonstrated in decision making processes. Assessing the potential impact on equality of proposed changes to policies, procedures and practices is one of the keyways in which public authorities can demonstrate that they have had due regard to the aims of the equality duty.
- 10.4 The review of taxi fares will ensure that all customers are charged a fair price for the taxi service. Furthermore, the Taxis and Private Hire Vehicles (Disabled Persons) Act 2022 ensures that disabled people can access transport services, free from the fear of discriminatory treatment or being faced with additional charges.

11. Sustainability/Climate Change Implications

- 11.1 The Council's current Taxi and Private Hire Licensing Policy sets out a vehicle age and emissions criteria to help improve air quality in the Borough. There are no changes to this position.

12. Other considerations

- 12.1 There are none.

13. Timetable for implementation

Licensing Committee to agree proposed table of fare	24 November 2025
If agreed the proposed table of fares will take effect	24 November 2025

14. Contact

Lucy Catlyn, Principal Licensing Officer
01784 444295 l.catlyn@spelthorne.gov.uk or licensing@spelthorne.gov.uk

Please submit any material questions to the Committee Chair and Officer Contact by two days in advance of the meeting.

Background papers: There are none.

Appendices:

Appendix A - Proposed Table of Fares that went for Consultation with 55% dead mileage

Appendix B - Existing 2015 Table of Fares

Appendix C - Table of Fares Methodology

Appendix D - Objection from Meter Company

Appendix E - Objection from Trade

Appendix F - Recommended Table of Fares

Appendix G - Proposed Table of Fare with 50% dead mileage

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SPELTHORNE BOROUGH HACKNEY CARRIAGE FARE CHART effective 5 February 2015

FARES FOR DISTANCE & TIME



All distance and time charges include uncompleted parts thereof.

Tariff 1: DAYTIME RATES: (except where rates 2 or 3 apply)		Tariff 2: NIGHT / PUBLIC HOLIDAY RATE		Tariff 3: BANK HOLIDAY RATE:		4. EXTRA CHARGES:	
Rate per mile: £2.50 after first mile		Rate per mile: £3.00 after first mile		Rate per mile: £4.00 after first mile			
HIRINGS BETWEEN 6am and 10pm		HIRINGS BETWEEN 10pm and 6am AND NATIONAL PUBLIC HOLIDAYS (except where tariff 3 applies)		Christmas Day, Boxing Day and New Years Day <u>only</u>			
£3.70	Maximum charge up to 1 mile	£5.40	Maximum charge up to 1 mile	£7.20	Maximum charge up to 1 mile	Each passenger in excess of two:	20p
						Each article of luggage conveyed outside the passenger compartment:	
						Each animal, <u>excluding assistance dogs</u> :	
25p	For each additional 176 yards or 40 seconds	30p	For each additional 176 yards or 40 seconds	40p	For each additional 176 yards or 40 seconds	Soiling the carriage leaving it unfit for immediate subsequent hiring:	£50
IMPORTANT							
If the journey takes the taxi outside the Spelthorne Borough area, the driver MUST still charge in accordance with the above scale unless s/he has agreed otherwise with the hirer before the journey has started. These are the maximum fares chargeable.							
COMPLAINTS							
Any complaints about a taxi or driver should be directed to: Licensing, Spelthorne Borough Council, Council Offices, Knowle Green, Staines upon Thames, TW18 1XB or 01784 446439 / 444202 quoting, if possible, the taxi plate number and/or the driver's badge number							
Assistant Chief Executive, Spelthorne Borough Council							

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Spelthorne Borough Council
Hackney Carriage Table of Fares Methodology¹

Introduction

1. The Council is required by section 65 of the Local Government (Miscellaneous Provisions) Act 1976 to set a table of maximum fares which apply to hackney carriage journeys which start in the borough. Fares are calculated using a taximeter and the taximeter shows the maximum fare that can be charged at the end of a journey that terminates within the borough of Spelthorne.²
2. This methodology is based on that originally adopted by Guildford Borough Council, Following a judicial review challenge, that methodology was scrutinised by the High Court and confirmed to be robust and lawful.
3. The objective of this methodology is to calculate – as objectively and transparently as possible – a set of fares which strike an appropriate balance between ensuring fair remuneration to the hackney carriage trade and value for money for the travelling public. It has borne in mind the need to ensure sufficient incentives for people to enter the trade to maintain the supply of hackney carriages to meet demand in the borough. The Council also recognises that business models will vary among its licensed hackney carriage fleet and that some businesses will be better run than others.
4. This methodology has calculated a reasonable average of all relevant costs incurred in running a hackney carriage which are then recovered over each mile travelled by the vehicle with a paying passenger on board (i.e. “live” mileage) – assuming the vehicle does the average number of journeys over the average journey distance each year.
5. The costs taken into account can be summarised as follows:

Item	Cost description	Cost
1	Median annual salary (A)	£38,963.00
2	Vehicle running costs (B x E) + (C + D + G + H + I)	£20,784.13
3	Total running costs (1 + 2)	£59,747.13
4	Average live mileage (E – F)	12,498
5	Total cost per mile (3 / 4)	£4.78
6	Total charge per mile ((3 – K x T1) / 4)	£2.93
7	Unit charge (6 / M)	£0.20 (Tariff 1), £0.30 (Tariff 2), £0.40 (Tariff 3)
8	Time charge (5 mins 10 secs / M)	21 secs

¹ Prepared by Matt Lewin of Cornerstone Barristers. With thanks for his advice and assistance to Mike Smith of Guildford Borough Council.

² The fare chart produced by this methodology also applies to journeys finishing outside Spelthorne unless otherwise agreed with the hirer before the journey has started.

9	Each passenger in excess of one, animal, luggage (O)	£0.30
10	Soiling charge (P)	£100

6. This methodology will take effect from **DATE**. The Council will keep it under review and will update it as appropriate.

Calculation of inputs

Item 1: Median annual salary (A)

7. The person who holds the proprietor's licence (the owner) for a hackney carriage may not be the driver. Different arrangements may exist regarding any income generated from use of the vehicle as a hackney carriage. An owner-driver will retain all the income whereas a driver who is not the vehicle owner may pay rent to the owner (usually on a weekly or monthly basis) to use it and will retain the fare revenue.
8. Therefore this methodology seeks to determine an appropriate level of remuneration taking into account that different business models exist among the licensed hackney carriage fleet. It does so by adopting the median annual gross salary for Spelthorne, as calculated by data published by the Office for National Statistics in its Annual Survey of Hours and Earnings (ASHE).
9. The median is the ONS' preferred measure of average earnings because it is less affected by a relatively small number of very high earners and the skewed distribution of earnings. It therefore gives a better indication of typical pay than the mean and has been adopted for this methodology.
10. The relevant figures³ are as follows:
- (a) earnings and hours worked, place of work by local authority⁴ = £39,703; and
 - (b) earnings and hours worked, place of residence by local authority⁵ = £36,993;
 - (c) earnings and hours worked, place of work by Parliamentary constituency⁶ = £38,577;
 - (d) earnings and hours worked, place of residence by Parliamentary constituency⁷ = £40,579.
11. The mean average of these figures produces a result of £38,963 which is the figure adopted for this methodology in respect of Item 1.

Item 2: Vehicle running costs

³ Derived from ONS' published provisional statistics for 2024

⁴ [Work Geography Table 7.7a – Annual Pay Gross 2024](#)

⁵ [Home Geography Table 8.7b – Annual Pay Gross 2024](#)

⁶ [ASHE Table 9](#)

⁷ [ASHE Table 10](#)

12. For the purposes of this methodology, vehicle running costs are calculated by taking into account (1) day-to-day costs of actually using the vehicle and (2) standing charges which are related to the costs of owning a vehicle and keeping it available for use.
13. For the year 2024, the licensed hackney carriage fleet in Spelthorne comprised 52 vehicles, of which 32 (62%) were diesel vehicles, 8 (15%) were petrol vehicles and 11 (21%) were hybrid vehicles. There was 1 (diesel) wheelchair accessible vehicle. The balance between the different types of licensed hackney carriages has remained more or less consistent since 2022 (during which time the number of licensed vehicles has decreased by about 15%). Therefore, given that a clear majority of licensed vehicles run on diesel, it is reasonable to adopt running costs for diesel vehicles for the purpose of this methodology.
14. This methodology has derived average running costs of a car from the AA's now discontinued annual Motoring Costs reports. The last AA report was published in July 2014.⁸ All of the running costs and standing charges referred to below are derived from the AA report, as Guildford Borough Council has done. Following the example of Guildford, those historic figures have been adjusted for inflation by applying an adjustment factor of 1.45 based on the [ONS RPI Motoring Expenditure Costs Index](#).⁹
15. The AA figures are calculated based on the purchase price of the car when new and fall into five brackets:
- up to £16,000
 - £16,000-£22,000
 - £22,000-£26,000
 - £26,000-£36,000
 - over £36,000.
16. As noted by Guildford Borough Council, the purchase price of a typical vehicle capable of being used as a hackney carriage tends to fall within the £22,000-36,000 brackets. Given that running costs vary considerably between each bracket, the higher of these two brackets has been adopted for this methodology in recognition that a vehicle used as a hackney carriage tends to be used more intensively than a vehicle used purely for private use.

Day-to-day costs (B)

17. Day-to-day costs comprise:

(a) Fuel

The AA has temporarily suspended its monthly Fuel Price Report series with the last available report published in March 2024. At the time of preparing this

⁸ Included as Annex 1 to this methodology.

⁹ Q21 2014 = 239.5; Jan 2025 = 346.8

methodology, the latest available data published by the RAC reported that average diesel prices at the end of February 2025 were 146.48 pence per litre.¹⁰

According to the RAC fuel prices at the end of February 2025 were the highest they had been since September 2024 but were below the 12-month high (158.30 pence per litre for diesel) and well below the record highs recorded in July 2022.¹¹ The RAC also reported the persistent trend of supermarkets selling fuel at lower prices than the UK average. Guildford Borough Council's methodology allowed for an additional 5 pence per litre to allow for any future increase in the cost of fuel and this methodology has also adopted that approach.

This produces a figure of 151.48 pence per litre for fuel.

(b) Tyre replacement costs

The Guildford Borough Council methodology assumes that an average tyre life is approximately 27,000 miles. This is just short of the 27,774 annual average mileage per vehicle calculated for this methodology.

The AA assumed a cost for tyre replacement of 2.02 pence per mile. Adjusted for inflation the cost works out at 2.92 pence per mile

Multiplied by annual average mileage (E) produces a result of £444.35.

(c) Service labour costs

Service labour costs cover normal servicing and parts replacement based on UK average labour rates.

The AA assumed a cost for service labour of 2.24 pence per mile. Adjusted for inflation the cost works out at 3.23 pence per mile.

Multiplied by annual average mileage (E) produces a result of £492.74.

(d) Replacement part costs

Car parts which might need to be replaced regularly under normal driving conditions include brake materials, oils, filters, bulbs and wipers. Sometimes larger parts (e.g. exhaust) may need replacement.

The AA assumed a cost for replacement parts of 2.99 pence per mile. Adjusted for inflation the cost works out at 4.31 pence per mile.

Multiplied by annual average mileage (E) produces a result of £657.72.

(e) Parking and toll charges

Parking and toll charges will vary depending on where the vehicle is used, such as journeys to Heathrow Airport.

¹⁰ <https://media.rac.co.uk/pressreleases/february-fuel-rise-sends-pump-prices-to-six-month-high-3373256>

¹¹ https://www.racfoundation.org/wp-content/uploads/Fuel_Factsheet_24_February_2025.pdf?v=25022025

The AA assumed a cost for parking and toll charges of 2.00 pence per mile. Adjusted for inflation the cost works out at 2.88 pence per mile.

Multiplied by annual average mileage (E) produces a result of £439.95.

Standing charges (B)

18. Standing charges comprise:

(a) Road tax

Road tax is based on the amount of CO2 produced (based on official figures in the vehicle V5C log book). Vehicles (other than zero-emission vehicles) registered after April 2017 pay a standard rate after the first year.

The AA assumed a cost for road tax of £180. Adjusted for inflation the cost works out at £259.20. This is equivalent to a Band G (151-165g/km of CO2 emissions) vehicle registered between 2001 and 2017. This is currently a reasonable assumption given that the Council's current policy applies a 15 year age limit for ULEZ-compliant vehicles. However this figure will need to be reviewed in future because the Council is introducing stricter emissions limits for new licensed vehicles from 1 October 2025.

(b) Insurance

Any vehicle used on the public highway requires to be insured and this is also a requirement of the Council's Hackney Carriage and Private Hire Vehicles and Operators policy.

The AA assumed a cost for insurance of £601. Adjusted for inflation the cost works out at £865.44.

(c) Cost of capital

The cost of capital represents the loss of income from the vehicle owner having the money tied up in a vehicle which could otherwise be earning money in a deposit account.

The AA assumed a cost of capital of £541. Adjusted for inflation the cost works out at £779.04.

(d) Depreciation over four years

A hackney carriage is an asset which depreciates over time. The rate of depreciation will vary depending on the vehicle's make, age, mileage and condition.

The AA assumed a cost for depreciation over four years at £3,373 per year. Adjusted for inflation the cost works out at £4,857.12.

(e) Breakdown cover

The figure allowed for this item is based on the cost of annual roadside vehicle-based cover.

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The AA assumed a cost for breakdown cover of £50. Adjusted for inflation the cost works out at £72.

Additional allowance for insurance (C)

19. Hackney carriages must be insured for use for hire and reward which incurs a higher premium than a standard insurance policy due to the increased risks associated with using a vehicle for commercial purposes, such as higher mileage, busier driving conditions and time pressures.
20. Guildford Borough Council assumed an additional cost of £500 and this figure has been adopted as a reasonable estimate for this methodology.

Annual cost of hackney carriage vehicle licence (D)

21. In October 2024 the Council published its proposed fees for hackney carriage and private hire vehicles and operators which are due to come into effect on 1 April 2025.¹² The annual cost of a hackney carriage vehicle licence (which includes the cost of a vehicle inspection test) will be £260 and the discounted rate for wheelchair-accessible vehicles is £130. Given that there is just one licensed WAV the standard cost of £260 has been assumed for this methodology.

Annual station rank fee (G)

22. From 1 April 2025, Southwestern Railway introduced a fee for using the rank at Staines railway station of £300. However take up among the trade was very low and the railway company have now told the Council that they will be removing the rank altogether. Therefore no allowance has been made for a station rank fee.

Annual cost of driver's licence (pro rata) (H)

23. From 1 April 2025 the fee for a three-year hackney carriage driver's licence is £468 or £156 per year.

Additional licensing charges (I)

24. The Council does not require hackney carriages to display livery other than an illuminated roof sign, does not require the use of card payment devices and does not mandate CCTV to be installed. Guildford Borough Council's enquiries suggested that a roof sign costs £100, a taxi meter costs £400 and an annual tariff change costs £10. These costs are reasonable and have been adopted in this methodology.
25. Therefore over the 15-year maximum period for which a hackney carriage could remain licensed these additional licensing charges work out at £43 per year.

¹² https://www.spelthorne.gov.uk/media/27368/Proposed-taxi-and-private-hire-fees-for-2025-2026/pdf/Proposed_new_taxi_and_private_hire_licence_fees_for_20252026.pdf?m=1729849127890

Total vehicle running costs (Item 2)

26. Adding all of these vehicle running costs together the total cost is £20,784.13.

Item 3: Total running costs

27. Total running costs = Item 1 (annual salary) + Item 2 (average running costs). This produces a result of £59,747.13. These running costs are then recovered over each mile travelled with a paying passenger on board.

Item 4: Average live mileage

28. Average live mileage = annual average mileage (E) – dead mileage (F).

Average annual mileage (E)

29. In order to calculate the average annual mileage completed by a hackney carriage in Spelthorne the Council has taken a sample of 9 vehicles using data obtained from MOT tests. The sample data refers to different time periods and therefore an average mileage per day has been calculated in order to calculate an average annual mileage for each vehicle. The results vary between less than 9,000 miles and more than 70,000 miles. In order to reduce the influence of the outlier results, a median has been taken producing a result of 27,774 miles per year per vehicle.

30. Guildford Borough Council's methodology uses average miles per *vehicle* because in recent years (following the introduction of an online knowledge test) there has been a significant increase in the number of licensed hackney carriage drivers, resulting in a disparity of almost 3:1 between drivers and vehicles. This was a departure from earlier versions of their methodology which had calculated average miles *per driver* in order to account for multiple drivers using the same vehicle.

31. However, at the time of drafting this methodology, total annual mileage for all licensed hackney carriages was not available. Therefore it would not be possible to calculate average mileage per *driver*. Therefore this methodology has adopted a figure representing the average annual mileage per *vehicle*.

Dead mileage (F)

32. A hackney carriage does not travel all of its mileage with a fare paying passenger on board. This is usually referred to as "dead mileage".

33. It is not possible to calculate the exact amount of dead mileage comprised within the annual average mileage as there are too many variables which cannot be accounted for. For instance a hackney carriage may not always return empty to its initial point of departure (which would imply 50% dead mileage), it may return with a fare-paying passenger or it may carry a fare paying passenger to another location before returning to its initial point of departure.

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34. Other factors such as mileage spent on commuting into and out of the borough and personal would also need to be excluded and these factors are dependent on the individual circumstances of the vehicle's owner.
35. Furthermore enquiries made by Guildford Borough Council have concluded that it is not possible to reliably calculate dead mileage based on data obtained from taximeters. For instance a hackney carriage may lawfully undertake pre-booked work and may carry out contract work or journeys with a pre-agreed fare that are not recorded by the taximeter and therefore could appear to be dead mileage when in fact they are not.
36. By increasing the allowance for dead mileage, the cost of running a hackney carriage also increases and therefore the cost of the fare and income will also increase. Careful consideration should therefore be given to the amount allowed for dead mileage.
37. The estimate of dead mileage adopted by Guildford Borough Council has been 45% since its methodology was first introduced in 2013. However, in Spelthorne, the feedback received from the trade is that dead mileage is likely to be higher than the rate in Guildford. Therefore this methodology estimates dead mileage at 55%.
38. Adopting a figure of 50% for dead mileage produces a result of 15,276 miles.

Average live mileage

39. Average live mileage = E (annual average mileage) – F (dead mileage). This produces a result of 12,498.3.

Item 5: Cost per mile

40. Cost per mile = Item 3 (total running costs) / Item 4 (average live mileage). This produces a result of £2.93 and represents the cost which needs to be recovered per mile with a paying passenger on board.

Item 6: Total charge per mile

41. Item 6 calculates the total charge per mile of a journey. The charge per mile includes an uplift for the first part of the journey which is known as the "flag drop" (T1, T2 or T3 depending on the applicable tariff). The flag drop is a fixed amount charged for all journeys regardless of distance and so provides an incentive to the trade to meet demand for short journeys.

42. In this methodology the total charge per mile is calculated as follows:

$$\text{Item 3 (total running costs)} - (K (\text{average number of journeys}) \times TX (\text{flag drop}))$$

Distance per journey (J)

43. Based on consultation with the trade, Guildford Borough Council estimated an average journey distance of 2.5 miles.

44. Guildford borough is much larger (270.9 km²) than Spelthorne borough (51.18 km²) and, unlike Spelthorne, has just one principal settlement (Guildford). Guildford has a much lower population density (around 529 residents per km²) compared with Spelthorne which has one of the highest population densities in south east England (approximately 2,295 residents per km²).

45. Given these points of difference it is reasonable to assume that the average distance per journey is shorter than it would be for Guildford, likely in the region of 1.5-2 miles per journey. Feedback from the trade indicates that there is strong demand for journeys between Staines station and Thorpe Park (outside of the borough) which is approximately 3 miles. This suggests that the higher end of this estimate would be appropriate. Therefore this methodology has assumed an average distance per journey of 2 miles.

Average number of journeys (K)

46. Average number of journeys = Item 4 (average live mileage) / J (average distance per journey). This produces a result of 6,249.15 journeys on average per vehicle per year.

Flag drop (T1)-T(3)

47. As noted above, the “flag drop” sets the minimum fare for any journey regardless of the overall distance travelled: this is the amount that appears on the meter as soon as the journey begins. Under the Council’s current fare table the flag drop is £3.70 for journeys of up to 1 mile, meaning a vehicle would need to travel further than a mile to earn more than £3.70 for that journey.

48. Although the amount of the flag drop is at the discretion of the Council, it needs to be carefully calibrated. This is because the methodology seeks to recover running costs over each mile of a journey carried out by an average vehicle travelling an average distance with a paying passenger on board. Therefore increasing the flag drop means that a lower amount needs to be charged beyond the minimum distance/time in order to recover that cost.

49. In order to assess a reasonable amount for the flag drop, a benchmarking exercise has been carried out with a sample of neighbouring or nearby licensing authorities:

Licensing authority	Tariff 1 flag drop		First mile fare
	Charge	Distance/time	
Guildford Borough Council	£3.60	99 yds/17 secs	£6.36
	£4.00	99 yds/17 secs	£7.36
Elmbridge Borough Council	£6.10 (Mon-Sat)	1760 yds	£6.10
	£7.10 (Sun)	1760 yds	£7.10
Woking Borough Council	£3.10 (Mon-Sat)	125 yds/22 secs	£5.72
	£4.00 (Sun)	125 yds/22 secs)	£6.62

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Runnymede Borough Council	£5.00	1760 yds	£5.00
Surrey Heath Borough Council	£3.60	1210 yds/32 secs	£5.80
Royal Borough of Windsor and Maidenhead	£6.00	0	£6.00*

* minimum fare per journey irrespective of distance travelled

50. This table demonstrates that there are varying approaches to setting the flag drop, with a very wide range in terms of distance/time units used.

51. As noted above, the Council's 2015 fare table set a minimum fare of £3.70 for journeys up to 1 mile. This amount has not been increased since then. Noting the benchmark examples above, and bearing in mind that this methodology significantly increases the overall first mile cost compared to the current fare table (to £5.97), a flag drop of £3.70 (Tariff 1), £5.00 (Tariff 2) and £7.40 (Tariff 3) has been adopted.

Total charge per mile (Item 6)

52. Applying the formula in paragraph 42 above, the total charge per mile for Tariff 1 works out at £2.93 per mile. For Tariff 2 it works out at £4.40 per mile. For Tariff 3 it works out at £5.86 per mile. This works out higher than the current charge per mile for each of Tariff 1 (£2.50), Tariff 2 (£3) and Tariff 3 (£4).

Item 7: Unit charge

53. The unit charge represents the cost for travelling one distance unit. In this methodology it is calculated (and rounded to the nearest 10p) at £0.20 for Tariff 1, £0.30 for Tariff 2 and £0.40 for Tariff 3 (N). In other words, a distance unit represents how far a hackney carriage can travel for 20p (under Tariff 1), 30p (under Tariff 2) or 40p (under Tariff 3). In this methodology that distance (the distance unit) is 120 yards (L).

54. As there are 1,760 yards to a mile, 1 mile works out at 14.65 distance units (M).

Item 8: Time charge

55. An alternative to the unit charge (i.e. charging by distance unit) is the time charge (i.e. charging by time unit). In other words, a taximeter can calculate a fare with reference to distance travelled or time spent on the journey.

56. In this methodology the time charge is calculated by dividing 5 minutes and 10 seconds by Item M (distance units per mile). This produces a result (a time unit) of 21 seconds.

Items 9-10: extra charges and soiling charge

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57. The Council's current fare table included an additional charge of £0.20 for (i) each passenger in excess of two; (ii) each article of luggage conveyed outside the passenger compartment; (iii) and each animal (excluding assistance dogs).

58. A benchmarking exercise against the same authorities has been carried out:

Licensing authority	Additional passenger	Animal	Luggage	Soiling
Guildford Borough Council	£0.50	n/a	£0	£100
Elmbridge Borough Council	£0.40	£0.60	n/a	£100
Woking Borough Council	£0.50	n/a	£0	£100
Runnymede Borough Council	£0.30	£0.30	£0.30	£50
Surrey Heath Borough Council	£0.20	n/a	£0.20	£100 (int) £20 (ext)
Royal Borough of Windsor and Maidenhead	£1.00 (4 passengers only)		£1.00	£80 (ext) £20 (int)

59. In light of the above examples, an extra charge of £0.30 for carrying each additional passenger, animal or item of luggage has been adopted. A soiling charge of £100 has been adopted.

Overall fare calculation

60. The above inputs result in the following fare calculations:

	Tariff 1 ¹³	Tariff 2 ¹⁴	Tariff 3 ¹⁵
Flag drop (first 120 yards/25 seconds)	£3.70	£5.00	£7.40
First mile (including flag drop)	£6.43	£9.10	£12.86
For each additional 120 yards/21 seconds	£0.20	£0.30	£0.40
Subsequent mile	£2.93	£4.40	£5.86

61. This represents a substantial increase on the first mile rates compared with the Council's current (2015) fare table:

First mile rate	Current	Proposed	Increase
Tariff 1	£3.70	£6.43	74%
Tariff 2	£5.40	£9.10	69%
Tariff 3	£7.20	£12.86	79%

62. According to [Private Hire & Taxi Monthly's table of hackney carriage fares](#), the cost of a two mile Tariff 1 journey (£6.20) under the 2015 table of fares placed Spelthorne 294th out of 337 licensing authorities. This methodology would result in a two mile Tariff 1 journey costing £9.36, which would place the Council in 10th

¹³ Monday-Sunday 10.00-18.00

¹⁴ Monday-Sunday and national public holidays (except for Christmas Day, Boxing Day and New Year's Day) 18.00-10.00

¹⁵ Christmas Day, Boxing Day and New Year's Day only

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position in the country. The following table draws a comparison with neighbouring authorities:

Licensing authority	2 mile fare	Position
Guildford Borough Council	£10.00	5
Elmbridge Borough Council	£9.50	9
Spelthorne Borough Council	£9.40	10
Woking Borough Council	£8.70	27
Runnymede Borough Council	£8.30	46
Surrey Heath Borough Council	£7.80	98
Royal Borough of Windsor and Maidenhead	£7.10	184

Document date: 30 July 2025

Appendix D Objection from Meter Company

From: Sent: 19 October 2025 14:42

To: Licensing <licensing@spelthorne.gov.uk>.

Tracey - I have observed that the statutory notice that you have had published in the Surrey Advertiser regarding the above appears to have a serious error.

Tariff 3 is specified for Christmas Day and Boxing Day as might reasonably be expected, but also for New Year's Eve. I feel that this should really read New Year's Day as New Year's Day is not actually mentioned, and this is often treated the same as Christmas Day and Boxing Day whereas New Year's Eve is usually not (except maybe for late evening/night sometimes).

Whilst editing you might care to insert the word "where" between "except" and "Tariff" under Tariff 2, and also change "BANK HOLIDAY RATE:" substituting "CHRISTMAS & NEW YEAR RATE" (or similar) under Tariff 3 because "BANK HOLIDAY RATE:" contradicts Tariff 2. (Normal Bank Holidays *not* being 2 x Tariff 1).

Please contact me if you require any further assistance.

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Appendix E Objection from Trade

From:

Sent on: Tuesday, November 4, 2025 9:23:02 PM

To: Catlyn, Lucy <L.Catlyn@spelthorne.gov.uk>

CC: Licensing <licensing@spelthorne.gov.uk>;

Subject: Re: OBJECTIONS: Re: New Hackney carriage fare chart

Good evening Lucy,

Thank you for your prompt reply and for your willingness to discuss this further.

In response to your question, our proposed figures for Tariff 2 are based on a combination of practical experience and observed passenger behaviour. While we don't have access to formal corporate data, our consensus as drivers working the night shift is built on the following methodology:

1. Balancing Earnings with Passenger Demand

Our primary concern is that a very high tariff may suppress demand. The goal is to find a sweet spot, a price that justifiably compensates for the challenges of night work without making short journeys economically unviable for customers. A first mile of £6.50-£7.00 and a subsequent rate of £3.50-£4.00 is a significant and clear premium over Tariff 1, which we believe customers will understand and accept for a late-night service. A higher rate risks passengers opting for alternative transport or simply not travelling at all, especially on shorter trips which are common.

2. Compensating for "Dead Mileage":

You specifically asked about "dead mileage." This is a major factor after 10 pm. The landscape of fares changes significantly.

- Cluster-to-Cluster Travel: Journeys often involve taking a fare from one location (e.g., a city centre) to a residential area. The return trip to a profitable area is frequently without a passenger.
- Reduced Public Transport: With many buses and trains no longer running, we are the only option. This means we travel much further into suburbs and remote areas with a very low chance of finding a return fare.
- Estimated Dead Mileage: Based on our collective experience, we estimate that between 50% and 80% of our mileage after 10 pm is "dead" or unproductive, spent returning to viable pickup locations. This is substantially higher than during daytime hours.

Our proposed rates are calculated to ensure that the profitable portion of our shift (the fares we do get) adequately covers the cost and time of this unproductive return travel.

In summary, our proposal is not an arbitrary figure. It is a calculated suggestion designed to:

- Fairly compensate drivers for their time, vehicle wear, and the significant dead mileage incurred.
- Maintain attractive pricing to ensure a consistent volume of fares.

Appendix E Objection from Trade

- Secure the long-term viability of the night-time service for both the public and its drivers.

We hope this provides the helpful detail you required. We are all very keen to see a successful and sustainable new fare structure and are happy to provide any further insight from the driver's perspective.

Best regards,
The undersigned Night-Time Drivers

On Tue, Nov 4, 2025 at 6:16 PM Catlyn, Lucy wrote:

Hello

Please ensure I receive a response by the morning as the deadline to consider is then please for me to be able to consider your views.

Many thanks

Lucy

**Lucy Catlyn
Principal Licensing Officer
Environmental Health and Licensing**

From: Catlyn, Lucy

Sent: 03 November 2025 09:11

To:

Subject: RE: OBJECTIONS: Re: New Hackney carriage fare chart

Good Morning

Thank you for your email and your feedback on tariff two

Please can I ask what you have based the figure's on that you have proposed? I need to propose fees using methodology – it would be helpful to know some more details regarding that. For example, what percentage of journeys are 'dead' mileage for you after 10pm (tariff two)?

Many thanks

Lucy

**Lucy Catlyn
Principal Licensing Officer
Environmental Health and Licensing**

From:

Sent: 02 November 2025 14:08

To: Licensing <licensing@spelthorne.gov.uk>;

Subject: OBJECTIONS: Re: New Hackney carriage fare chart

Principal Licensing Officer - Lucy Catlyn,

We are writing as a group of drivers in response to the proposed new fare chart that

Appendix E Objection from Trade

was sent to all drivers on 16th October 2025. First and foremost, we would like to express our appreciation for the ongoing review of the fare structure and the effort to ensure it remains competitive and fair.

We have discussed the proposal amongst ourselves and have the following collective feedback:

1. General Support for Tariff 1: We are all very happy with the proposed adjustments to Tariff 1 and believe it is a positive step forward for drivers working standard hours.
2. Concerns Regarding Tariff 2: Our primary feedback concerns the new proposed rates for Tariff 2 (after 22:00). While we fully support a higher rate for night-time work, which rightly accounts for the unique challenges of these hours, we feel the proposed increase is slightly high. We are concerned that such a significant jump may discourage customer use during these times, ultimately reducing the number of fares and negatively impacting our earnings.

With this in mind, we would like to propose a modest adjustment to the Tariff 2 structure that we believe would be more balanced for both passengers and drivers:

- A first mile rate between £6.50 - £7.00
- A subsequent per-mile rate between £3.50 - £4.00

We are confident that this adjusted rate would still provide fair compensation for the night-time service we provide, while also ensuring our fares remain attractive to customers who need a taxi later in the evening.

We are a united group of drivers who regularly work after 22:00, and we are all in agreement on this proposed adjustment. Below are names and badge numbers of the drivers who endorse this feedback.

Thank you for taking the time to consider our perspective. We are eager to work with you to find a solution that benefits everyone, the drivers and most importantly, our passengers.

We look forward to your response.

Yours respectfully,

The undersigned Night-Time Drivers

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Appendix F Recommended Table of Fares

SPELTHORNE BOROUGH HACKNEY CARRIAGE FARE CHART effective 24 NOVEMBER 2025							
FARES FOR DISTANCE & TIME							
All distance and time charges include uncompleted parts thereof.							
Tariff 1: DAYTIME RATES: (except where rates 2 or 3 apply)		Tariff 2: NIGHT AND HOLIDAY RATE:		Tariff 3: CHRISTMAS & NEW YEAR RATE:		4. EXTRA CHARGES:	
Rate for the first mile: £6.43		Rate for the first mile: £7.00		Rate for the first mile: £12.86			
Rate for each mile thereafter: £2.93		Rate for each mile thereafter: £4.00		Rate for each mile thereafter: £5.86			
HIRINGS BETWEEN 6am and 10pm		HIRINGS BETWEEN 10pm and 6am AND NATIONAL PUBLIC HOLIDAYS (except where Tariff 3 applies)		Christmas Day, Boxing Day and New Year's Day only			
£3.70	Maximum charge up to 120 yards or 21 seconds	£5.00	Maximum charge up to 120 yards or 21 seconds	2 x Tariff 1		For each passenger in excess of one; for each animal (excluding assistance dogs); for each item of luggage conveyed outside the passenger compartment	30p
20p	For each additional 120 yards or 21 seconds.	30p	For each additional 120 yards or 21 seconds.			Soiling the carriage leaving it unfit for immediate subsequent hiring:	
ANY ASSISTANCE DOG IS REQUIRED BY LAW TO BECARRIED FREE OF CHARGE. PAYMENT BY CREDIT/DEBIT CARD IS FREE OF CHARGE.							
IMPORTANT							
If the journey takes the taxi outside the Spelthorne Borough area, the driver MUST still charge in accordance with the above scale unless he/she has agreed otherwise with the hirer before the journey has started. These are the maximum fares chargeable.							
COMPLAINTS							
Any complaints about a taxi or driver should be directed to: Licensing Team, Spelthorne Borough Council, Environmental Health and Licensing, Council Offices, Knowle Green, Staines-upon-Thames, TW18 1XB or 01784 444213 (Ext. 3), licensing@spelthorne.gov.uk; quoting, if possible, the taxi plate number and/or the driver's badge number.							
Assistant Chief Executive, Spelthorne Borough Council							

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Appendix G Proposed Table of Fare with 50% dead mileage

SPELTHORNE BOROUGH HACKNEY CARRIAGE FARE CHART effective 24 NOVEMBER 2025							
FARES FOR DISTANCE & TIME							
All distance and time charges include uncompleted parts thereof.							
Tariff 1: DAYTIME RATES: (except where rates 2 or 3 apply)		Tariff 2: NIGHT AND HOLIDAY RATE:		Tariff 3: CHRISTMAS & NEW YEAR RATE:		4. EXTRA CHARGES:	
Rate for the first mile: £5.95		Rate for the first mile: £8.38		Rate for the first mile: £11.90			
Rate for each mile thereafter: £2.45		Rate for each mile thereafter: £3.68		Rate for each mile thereafter: £4.90			
HIRINGS BETWEEN 6am and 10pm		HIRINGS BETWEEN 10pm and 6am AND NATIONAL PUBLIC HOLIDAYS (except where Tariff 3 applies)		Christmas Day, Boxing Day and New Year's Day only			
£3.70	Maximum charge up to 120 yards or 21 seconds	£5.00	Maximum charge up to 120 yards or 21 seconds	2 x Tariff 1		For each passenger in excess of one; for each animal (excluding assistance dogs); for each item of luggage conveyed outside the passenger compartment	30p
20p	For each additional 120 yards or 21 seconds.	30p	For each additional 120 yards or 21 seconds.			Soiling the carriage leaving it unfit for immediate subsequent hiring:	
ANY ASSISTANCE DOG IS REQUIRED BY LAW TO BECARRIED FREE OF CHARGE. PAYMENT BY CREDIT/DEBIT CARD IS FREE OF CHARGE.							
IMPORTANT							
If the journey takes the taxi outside the Spelthorne Borough area, the driver MUST still charge in accordance with the above scale unless he/she has agreed otherwise with the hirer before the journey has started. These are the maximum fares chargeable.							
COMPLAINTS							
Any complaints about a taxi or driver should be directed to: Licensing Team, Spelthorne Borough Council, Environmental Health and Licensing, Council Offices, Knowle Green, Staines-upon-Thames, TW18 1XB or 01784 444213 (Ext. 3), licensing@spelthorne.gov.uk; quoting, if possible, the taxi plate number and/or the driver's badge number.							
Assistant Chief Executive, Spelthorne Borough Council							

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Committee Report Checklist

Please submit the completed checklists with your report. If final draft report does not include all the information/sign offs required, your item will be delayed until the next meeting cycle.

Stage 1

Report checklist – responsibility of report owner

ITEM	Yes / No	Date
Councillor engagement / input from Chair prior to briefing	Yes – no comment	09.10.2025 & TBC
Commissioner engagement (if report focused on issues of concern to Commissioners such as Finance, Assets etc)	Yes – no comment	09.10.2025
Relevant Group Head review	Yes (SM)	05.11.2025
MAT+ review (to have been circulated at least 5 working days before Stage 2)	Yes	09.10.2025 05.11.2025
This item is on the Forward Plan for the relevant committee	Yes	08.10.2025
	Reviewed by	
Finance comments (circulate to Finance)	Yes – no comment	09.10.2025 & 05.11.2025
Risk comments (circulate to Lee O'Neil)	Yes	09.10.2025
Legal comments (circulate to Legal team)	Yes	09.10.2025 & 05.11.2025 13.11.2025
HR comments (if applicable)	n/a	n/a

For reports with material financial or legal implications the author should engage with the respective teams at the outset and receive input to their reports prior to asking for MO or s151 comments.

Do not forward to stage 2 unless all the above have been completed.

Stage 2

Report checklist – responsibility of report owner

ITEM	Completed by	Date
Monitoring Officer commentary – at least 5 working days before MAT	L Heron	13/11/25
S151 Officer commentary – at least 5 working days before MAT	T. Collier	12/11/25
Confirm final report cleared by MAT		

Licensing Committee

24 November 2025

Title	Review and Setting of Fees & Charges for the licensing of Hackney Carriages, Private Hire, and Private Hire Operators
Purpose of the report	To make a decision
Report Author	Lucy Catlyn, Principal Licensing Officer
Ward(s) Affected	All Wards
Exempt	No
Exemption Reason	Not applicable
Corporate Priority	Environment Services
Recommendations	Committee is asked to: 1. Approve the proposed licensing fees and charges set out at Appendix B for consultation purposes and statutory advertising requirements.
Reason for Recommendation	In accordance with the Constitution, Committee is asked to approve the Licensing Fees for Taxi and Private Hire Licensing. Committee's approval is also sought to submit the fees for public consultation and statutory advertising requirements.

1. Executive summary of the report

What is the situation	Why we want to do something
<ul style="list-style-type: none">The fees for 26/27 need to be approved for public consultation by the Licensing Committee	<ul style="list-style-type: none">The Committee need to approve the fees before public consultation
This is what we want to do about it	These are the next steps
<ul style="list-style-type: none">The Licensing Authority asks the Committee to approve and/or make amendments to the fees.	<ul style="list-style-type: none">Following the Licensing Committee's recommendation if fees are approved consultation will commence

2. Key issues

Taxi and Private Hire Licensing:

- 2.1 Spelthorne Borough Council in its role as the Licensing Authority (LA) is responsible for licensing Taxis and Private Hire drivers, vehicles, and operators.
- 2.2 The taxi licensing regime is a “two tier” system involving five categories of licence, hackney carriages, and private hire: -
- (a) Tier 1 – the licensing of hackney carriage drivers and hackney carriage vehicles.
 - (b) Tier 2 - the licensing of private hire drivers, vehicles, and operators.
- 2.3 Spelthorne Borough Council currently licenses the following: -
- a) 13 Operators
 - b) 55 Hackney Carriage Drivers (mixture of 3-year and 1-year licences)
 - c) 46 Private Hire Drivers (mixture of 3-year and 1-year licences)
 - d) 40 Hackney Carriage Vehicles
 - e) 42 Private Hire Vehicles

Taxi and Private Hire Licensing Fees:

- 2.4 This report seeks Licensing Committee’s approval to set 2026-2027 fees for hackney carriage vehicles and drivers and private hire licensing, and to initiate public consultation and statutory advertising.
- 2.5 The Council is entitled to recover costs associated with licensing hackney carriage (vehicle and driver), private hire (vehicle and driver), and private hire operator.
- 2.6 The proposed fees for 2026-2027 are provided in Table 1 below.

Table 1 - Proposed licence fees for 2026/27		Licence fees - 2025/26
Hackney Carriage		
New Driver (1 year)	£275	£249
New Driver (3 year)	£464	£429
Renewal Driver (1 yr)	£260	£233
Renewal Driver (3 yr)	£505	£468
Upgrade private hire driver to a Hackney carriage driver	£246	£234
Vehicle licence	287	£260
Private Hire		
New Driver (1 year)	£280	£253
New Driver (3 year)	£466	£429
Renewal Driver (1 yr)	£262	£236
Renewal Driver (3 yr)	£494	£457
Vehicle licence	£270	£257
Operators		
1-Year	£385	£367
3-Year	£1,082	£1,030

- 2.7 The proposed fees consider the increase in costs of providing the service arising from: -

- (a) Full recovery of officer costs including salaries and on-costs, sundries (plates, computer & associated software, stationary, and sundries, and premises (heating, etc.) have been included within the fees proposed for 2026/27.
- 2.8 An increase in the provision of specialist independent medical advice to ensure drivers meet the Group 2 DVLA medical standard in respect of medical reports for hackney carriage and private drivers.
- Independent medical advisor costs increased this year from £32.46 to £50.00 per review, with effect from 1 January 2025. Estimated annual cost of medical referrals to the Council is £1000 per year, giving an average cost of £9.90 per driver, which is reflected in the proposed driver badge fees for 2026-2027.
- (a) The “Hackney Carriage Fare Chart” was reviewed this year and the methodology was approved by the Licensing Committee on 2 October 2025. The cost of performing this work (£3,198) can be recovered as part of the cost of providing the service and is included. To minimise the impact of recovering these costs from the trade, the cost has been spread over a five-year period at based on £14.21 per hackney carriage vehicle.
- 2.9 A list of the current 2025-2026 fees is attached at **Appendix A**, along with a list of the proposed fees which is attached at **Appendix B**.
- 2.10 If approved by Licensing Committee, the proposed fees will be subject to a full consultation process with the licensed trade and other relevant parties. The consultation period would begin following the Licensing Committee.
- 2.11 Following the statutory four-week consultation process, and if no objections are received, the fees will take effect on 1 April 2026.
- 2.12 If objections are received, a further report will be presented to the Licensing Committee meeting setting out the results of the consultation and any amendments made to the proposed fees as a result. The Licensing Committee will determine the fees as well as the date from which it will take effect.
- 3. Options appraisal and proposal**
- 3.1 **Option 1** – to agree to consult with the taxi trade on the proposed fees. **(This is the preferred option)**
- 3.2 **Option 2** – to agree the proposed fees with other amendments providing such amendments are permitted and do not take the budget beyond cost neutral.
- 3.3 **Option 3** – not to agree the proposed fees - while this is an option the service will not be cost neutral if agreed.
- 4. Risk implications**
- 4.1 Fees may be challenged in the High Court (Judicial Review). It is therefore important that the process the Council follows is fair, open, and transparent.
- 4.2 In setting its fees and charges, consideration and attention have been made to relevant caselaw.
- 4.3 To date, the Council has not been challenged on the setting of its fees for licensing. However, a comparable methodology is used for the setting of our

housing enforcement fees, which has been reviewed by the Housing Tribunal in a legal enforcement case and were found to be acceptable.

5. Financial implications

- 5.1 Table 2 below summarises the above-mentioned annual costs incurred by Spelthorne Borough Council in carrying out its duties for the licensing of hackney carriages, private hire vehicles, and operators.

Table 2	*Annual Cost	Notes
Officer salary & on-costs including premises and heating, etc	£41,520	Officers spend 35% of their working time on licensing matters relating to hackney carriages vehicles & drivers, private hire vehicles & drivers, operators
Consumables, supplies, and external services	£2,400	Including specialist medical advice
Total	£43,920	
*Financial data provided by Centros (SBC financial database)		

- 5.2 Table 3 below provides a breakdown of the number of hackney carriage, private hire, and operators licensed by Spelthorne Borough Council, together with proposed licence fees. Also provided is the summation of the fees generated and then used to work towards cost neutrality for this service.

Table 3	No of licensees	Proposed licence fees for 2026/27	Estimated licence fees to be recovered in 2026/27
Hackney Carriage			
New Driver (1 year)	1	£275	£275
New Driver (3 year)	0	£464	£0
Renewal Driver (1 yr)	9	£260	£2,340
Renewal Driver (3 yr)	13	£505	£6,565
Upgrade private hire driver to a Hackney carriage driver	0	£246	0
Vehicle licence	40	287	£11,480
Sub-total			£20,660
Private Hire			
New Driver (1 year)	3	£280	£840
New Driver (3 year)	0	£466	£0
Renewal Driver (1 yr)	14	£262	£3,668
Renewal Driver (3 yr)	7	£494	£3,458
Vehicle licence	42	270	£11,340
Sub-total			£19,306
Operators			
1-Year	4	£385	£1,540
3-Year	2	£1,082	£2,164
Sub-total			£3,704
Total of fees			£43,670
* Data provided by Centros (SBC financial database) & Uniform (EH / licensing database)			

- 5.3 Table 4 below provides a summary of the total costs to the Council in providing the Licensing service balanced against the fees for applications and renewal licences received from the trade.

Table 4	*Estimated Annual Cost	Notes
Cost to Council to provide the service (for hackney carriages vehicles & drivers, private hire vehicles & drivers, operator licensing) (Total from table 2)	£43,920	Officers spend 35% of their working time on licensing matters relating to hackney carriages vehicles & drivers, private hire vehicles & drivers, operators
Money received from licence fees (for hackney carriages vehicles & drivers, private hire vehicles & drivers, operator licensing) (Total from table 3)	£43,670	
Difference	£250	Estimate total shortfall between Council's expenses and fees charged for these licencing activities.

- 5.4 As can be seen the balance is showing a shortfall of £250 on the recovery of the Council's expenses. This is because adhoc licence replacement requests (e.g. due to vehicle accidents) are random and cannot be included within accounting at this stage as the number varies from year to year. Should the council have any applications for these it would increase the cost recovery accordingly.
- 5.5 If the proposed percentage fee increase is not agreed, then the income from hackney carriage and private hire licensing will not cover the expected costs of running the service, and the additional cost will be met by the taxpayer.

6. Legal comments

- 6.1 Section 53 of the Local Government (Miscellaneous Provisions) Act 1976 ('the Act') enables the Council as licensing authority to recover the costs related to the grant of any hackney carriage or private hire drivers licence together with the costs of issue and administration of private hire vehicle licences can be recovered in driver's licence fees.
- 6.2 Section 70 of the Act enables the Council as licensing authority to charge such fees for the grant of vehicle and operators licences that the Council resolve may be sufficient in the aggregate to cover in whole or in part the reasonable cost of inspecting hackney carriage and private hire vehicle; of providing hackney carriage stands and any reasonable administrative costs in connection with the control and supervision of hackney carriages and private hire vehicles.
- 6.3 The legislation does not require the Council to make a precise calculation to arrive at an income which exactly meets the cost of the administration of the various licences. Councils are required, however, to take a reasonable and

proportionate approach and should aim to set a fee level that is sufficient to cover the cost but not make a surplus.

- 6.4 Although driver enforcement costs cannot be recovered by vehicle licences they can be covered by driver licence fees. This was established **Rehman (on behalf of the Wakefield District Hackney Carriage and Private Hire Association), R (On application of) v Local Government Association [2019] v Wakefield**. Similarly, enforcement activities against licensed operators can similarly be met. Under **R (on application of Cummings & others v Cardiff City Council [2014]** granted a claim for judicial review over the manner in which fees had been calculated. He made declarations that:
- (a) A local authority when determining hackney carriage and private hire licence fees under ss.53 and 70 of the LG(MP) Act 1976 must take into account any surplus or deficit generated from fees levied in previous years in respect of meeting the reasonable costs of administering the licence fees as provided by ss.53 and 70 above.
 - (b) A local authority must:
 - i) keep separate accounts for hackney carriage and PHV licence fees under ss.53 and 70 of the LG(MP) Act 1976;
 - ii) ensure that any surplus or deficit identified under each part of the hackney carriage and private hire licensing regimes is only applied to the part of the system from which it has been raised/lost; and
 - iii) ensure that any surplus from one licensing regime shall not to be used to subsidise a deficit in another.

Corporate implications

7. S151 Officer comments

- 7.1 The proposals meet the requirement to set taxi licencing fees based on a full cost recovery basis.

8. Monitoring Officer comments

- 8.1 The Monitoring Officer confirms that the relevant legal implications have been taken into account.

9. Procurement comments

There are no procurement implications in this report.

10. Equality and Diversity

- 10.1 An equality impact assessment has been carried out. No significant impacts were identified through the assessment.

11. Sustainability/Climate Change Implications

- 11.1 Taxi and Private Hire vehicles help reduce the need for private ownership of cars. They also play a pivotal role in transporting children to/from school and supporting the night-time economy. In addition, vulnerable and elderly persons are reliant on licensed vehicles. They can also help reduce emissions to the atmosphere by multiple people sharing vehicles and use of electric/hybrid vehicles. These are becoming increasingly common as licenced vehicles.

12. Other considerations

- 12.1 There are none.

13. Timetable for implementation

Licensing Committee to agree proposed fees	24 November 2025
Public Consultation 13.1 Website 13.2 Notice board 13.3 Council Offices 13.4 Newspaper 13.5 Email to all licensed trade (hackney, private hire and operators)	5 December 2025 for not less than 28 days but not including bank holidays.
End of Consultation	7 January 2026
If no objections fees take effect	1 April 2026
If objections received Licensing Committee to be convened	Within two months of 24 November 2025, so by or before 24 January 2026 Licensing Committee to determine when fees take effect. Fees must be implemented on or before

14. Contact

Lucy Catlyn, Principal Licensing Officer

(01784 444295) l.catlyn@spelthorne.gov.uk or licensing@spelthorne.gov.uk

***Please submit any material questions to the Committee Chair and Officer
Contact by two days in advance of the meeting.***

Background papers:

LGA Guidance on locally set fees:

<https://www.local.gov.uk/open-business-lga-guidance-locally-set-licence-fees>

Appendices:

- **Appendix A – Current Fees & Charges 2025/2026**
- **Appendix B – Proposed fees for 2026/2027**

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Appendix A Taxi and Private Hire Fees with effect from 1 April 2025

Licence	Fee	1 year fee	3 year fee	5 year fee
New Driver Hackney Carriage		£249	£429	
New Driver Private Hire		£253	£429	
Renewal Driver Hackney Carriage		£233	£468	
Upgrade Private Hire Driver to Hackney Carriage Driver (Includes 1 attempt at conditions test, 1 attempt at geographic test, vehicle check & processing & issuing driver and vehicle licence)	£234			
Renewal Driver Private Hire		£236	£457	
Vehicle Hackney Carriage		£260		
Vehicle Private Hire		£257		
Change of Vehicle	£180			
Discounted PH/HC vehicle with wheelchair accessibility		£130 / £128.50		
Operators		£367		£1030
Hackney Carriage Geographic Test & Retest	£76			
Hackney Carriage Conditions Test & Retest	£54			
Private Hire Geographic Test & Retest	£54			
Private Hire Conditions Test & Retest	£54			
English & Numeracy Test & Retest	£32			
DBS	£48.50			
Cancellation of booked appointment fee (payment code depends on appt type)	£44			
Reissue of PH/HC driver or vehicle licence due to any other reason	£29			
Replacement of plates	£27			

Taxi and Private Hire Fees with effect from 1 April 2026

Licence	Fee	1 year fee	3 year fee	5 year fee
New Driver Hackney Carriage		£275	£464	
New Driver Private Hire		£280	£466	
Renewal Driver Hackney Carriage		£260	£505	
Upgrade Private Hire Driver to Hackney Carriage Driver (Includes 1 attempt at conditions test, 1 attempt at geographic test, vehicle check & processing & issuing driver and vehicle licence)	£246			
Renewal Driver Private Hire		£262	£494	
Vehicle Hackney Carriage		£287		
Vehicle Private Hire		£270		
Change of Vehicle	£189			
Discounted PH/HC vehicle with wheelchair accessibility		£137 / £149		
Operators		£385		£1082
Hackney Carriage Geographic Test & Retest	£80			
Hackney Carriage Conditions Test & Retest	£57			
Private Hire Geographic Test & Retest	£57			
Private Hire Conditions Test & Retest	£57			
English & Numeracy Test & Retest	£34			
DBS	£48.50			
Cancellation of booked appointment fee (payment code depends on appt type)	£46			
Reissue of PH/HC driver or vehicle licence due to any other reason	£30			
Replacement of plates	£28			

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