

Assessment of other impacts and factors to consider

The information below on impact assessments and other factors to consider was published as part of the consultation.¹

¹ 2022 Review of taxi (black cab) fares and tariffs in London, Impact assessments and other factors to consider, <https://haveyoursay.tfl.gov.uk/19789/widgets/56152/documents/33584>

Impact assessments and other factors to consider

This document provides information about the potential impacts and other factors to consider.

We've considered the following:

- Health and safety, including crime and disorder, impacts
- Economic impacts
- Environmental impacts
- Impacts in relation to the protection of children and vulnerable adults
- Equality impacts – there is a separate equality impact assessment (EqIA) document

We've assessed the impacts of:

- Increases to taxi fares and tariffs (Options 1-4)
- No change to taxi fares and tariffs (Option 5)
- Removing the requirement for the extra charge for booked taxis to be added to the taximeter by taxi drivers
- Changes to the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme

Health and safety, including crime and disorder, impacts

TfL is subject to [Section 17 of the Crime and Disorder Act 1998](#). This places a duty on public authorities to give due regard to the likely effect on crime, disorder, anti-social behaviour and substance misuse in the exercising of all its functions, and to do all that it reasonably can to prevent crime and disorder.

Licensed taxis play an important role in providing safer transport, especially late at night, and it is important that:

- There is a sufficient supply of taxis to meet demand
- The public do not perceive taxis as too expensive or unaffordable and instead use unlicensed vehicles or unbooked private hire vehicles (PHVs), or walk when this could be a less safe option
- The public are able to get a taxi when they want to travel at night and do not face unacceptably long wait times

Item	Potential negative impacts	Potential positive impacts
<p>Taxi fares and tariffs</p>	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • Increasing the minimum fare or tariffs will mean passengers pay higher fares and this could make some of them more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option • If the minimum fare or Tariff 3 is increased there may be a greater impact on people travelling late at night as they may be more likely to use a taxi and their other transport options may be limited • If the minimum fare or tariffs increase and some taxi drivers' can earn the same money but work fewer hours this could have a negative impact on passengers as this could reduce the supply of available taxis and passengers may have to wait longer to get a taxi or be unable to find an available taxi when they want to travel • Taxi drivers may experience a negative impact, with their health and wellbeing negatively affected, as increases to the minimum fare or tariffs may deter people from using taxis. If fewer people are travelling by taxi, drivers' incomes may fall and some could struggle to cover increased operating costs or may have to work longer • People who use taxis more often or are more reliant on them (e.g. Taxicard members, disabled people, older people, etc.) may be disproportionately negatively impacted if the minimum fare or tariffs increase and they have to pay higher fares • Taxicard members' health and wellbeing may be negatively impacted as they may be more reliant on 	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • Taxi drivers may experience a positive impact, with their health and wellbeing positively affected, as increases to the minimum fares or tariffs may help them cover increased operating costs • Increases to the minimum fares and tariffs could also mean taxi drivers' incomes increase and they can work fewer hours • Taxi passengers and Taxicard members may experience a positive impact if increasing the minimum fare or tariffs means that taxi drivers continue to work or the number of people applying to become a taxi driver increases. This could help ensure that taxis are available when users want to travel or wait times are reduced

Item	Potential negative impacts	Potential positive impacts
	<p>taxis but increases to the minimum fare or tariffs could mean they cannot travel as often. This could increase the risk of them feeling isolated or being unable to get out</p> <p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> • Not increasing the minimum fare or tariffs despite drivers' operating costs increasing could mean drivers stop working at certain times or stop being a taxi driver altogether. It could also deter people from applying to become a licensed taxi driver. This could reduce the supply of available taxis. People travelling late at night may be disproportionately negatively impacted • This could also mean drivers have to work longer hours to cover increased operating costs. This could increase the risk of fatigue amongst taxi drivers and increase the risk of accidents • A reduction in the supply of available taxis or longer wait times for a taxi could mean that some people are more likely to consider using an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option • Longer wait times could also mean that people are more vulnerable for longer periods, especially at night. People who use taxis more often or are more reliant on them (e.g. disabled people, older people, etc.) may be disproportionately negatively impacted • Some taxi passengers and Taxicard members travelling late at night may experience a negative impact as they may already consider taxis too expensive and so freezing Tariff 3 will not persuade 	<p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> • No increases would mean passengers do not pay more. This may particularly benefit passengers who use taxis more often or are more reliant on them (e.g. Taxicard members, disabled people, older people, etc.) • Not increasing fares may have a positive impact on taxi drivers' health and wellbeing as more people may be willing to consider using taxis • There could be a positive impact for passengers and Taxicard members travelling late at night as the taxi fares they pay won't increase. This could mean some people choose to use a taxi instead of using an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option • There could be a positive impact for passengers and Taxicard members if taxi drivers have to work longer to cover increased operating costs and this increases the availability of taxis or reduces wait times • If the number of people using taxis at night increases this could encourage more drivers to work at night and increase the supply of available taxis or reduce wait times

Item	Potential negative impacts	Potential positive impacts
	<p>them to consider using a taxi instead of using an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option</p>	
<p>Changes to the extra charge for booked taxis</p>	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> No negative impacts identified 	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> No positive impacts identified
<p>Changes to the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme</p>	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme will mean passengers pay higher fares and this could make some of them more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option. The risk of this at the Wimbledon Tennis Championships may be lower than in areas with busy late night economies and where people are travelling later. However, there may still be a risk and this may be greater now that two tennis courts have roofs and lighting fitted and matches can finish later <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> No negative impacts identified 	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme in Wimbledon could have a positive impact on passengers as it could increase the number of taxi drivers accepting fixed-fare, shared-taxi jobs. This could reduce the likelihood of some people choosing to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> No positive impacts identified

Economic impacts

The main economic impacts from any changes to taxi fares and tariffs are on:

- The fares taxi users pay
- Taxicard members and funding for the scheme
- Taxi drivers' incomes
- Taxi drivers' ability to cover their operating costs

The overall impact of the fares and tariffs options may be positive if it results in taxi drivers' incomes increasing. However, the impacts could be negative as it could lead to passengers paying more or drivers struggling to cover increased operating costs.

Increasing the minimum fare or tariffs will mean that some passengers pay more. Disabled and elderly residents, and some visitors to London may use taxis more often or be more reliant on them. These groups may be disproportionately negatively impacted by any increases in fares.

Members of the Taxicard scheme, which provides subsidised taxi travel for disabled Londoners and is funded by TfL and the London boroughs, are affected by any increase to the minimum fare or tariff rates. Increases to taxi fares can potentially result in members not being able to make as many trips unless funding for the Taxicard scheme is increased.

From 1 January 2019 capped fares for Taxicard journeys were introduced so members would have more certainty about their fare and be less severely affected by increases in taxi fares.²

Taxicard members will be affected if taxi drivers are less willing to accept Taxicard jobs because they dislike the capped fares being charged and the difference between these and the metered fares increases. Following the introduction of the capped fares some Taxicard jobs were not being accepted as taxi drivers considered the capped fares too low. Changes were made to the fares drivers receive and they now receive either the capped fare or 90 per cent of the metered fare, whichever is higher. The feedback following this change was positive.

² London Councils press release, 14 December 2018, <https://www.londoncouncils.gov.uk/node/34901>

Taxicard members would be negatively impacted by increases to the minimum fare or tariff rates as this would mean taxi fares increasing for journeys where the fare is still below the capped fare level. They could be disproportionately impacted by increases to the minimum fare if they use taxis for short journeys. If Taxicard members mostly travel on weekdays during the daytime, they could be disproportionately impacted by increases to Tariff 1.

Some stakeholders have previously suggested that an increasing proportion of each taxi fare is based on time and they believe this is primarily due to increased congestion in London, falling traffic speeds, changes to roads, traffic restrictions and road closures. If journey times are increasing then increasing the time rate of any of the tariffs may have a greater impact on fares and mean users paying more.

Many taxi drivers experienced a negative economic impact from the coronavirus pandemic with incomes reduced as a result of a decline in the number of taxi journeys and people using taxis because:

- Fewer people were going out
- Fewer tourists were coming to London
- More people were working from home
- Events had been cancelled

While demand for taxis was at an all-time low during the coronavirus pandemic, taxi drivers are reporting that there has been a strong and quick recovery in the demand for taxis with this returning to, or in some cases exceeding, pre-pandemic levels.

A number of factors may have contributed to this including:

- Lockdown restrictions have been lifted and people are going out more in London
- There are now fewer licensed taxi drivers than there were before the pandemic started and so less competition for work
- Some people may be concerned about coronavirus and may prefer to travel by taxi instead of using public transport
- There are reports of an increase in demand for PHVs and some PHV fares have increased leading them to be comparable to or higher than taxi fares

The demand for taxis appears to be mainly driven by leisure trips, as business journeys and journeys by overseas tourists are not thought to have returned to the pre-pandemic levels.

There is a risk that the demand for taxis could be negatively affected by events including:

- Rising rates of coronavirus infections and people travelling less or staying in more
- The cost of living crisis and prices for many items increasing, meaning people have less money to spend on taxis
- The risk of recession and increased unemployment

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • Taxi passengers and Taxicard members will experience a negative impact if the minimum fare or tariffs are increased as this will mean the fares they pay increase • Taxi drivers may experience a negative impact if the minimum fare or tariffs are increased as this would mean fares increase and there could be a decline in taxi journeys or fewer people using taxis 	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • Taxi drivers may experience a positive impact if increasing the minimum fare or tariffs results in their incomes increasing • Taxi drivers will experience a positive impact if the minimum fare or tariffs are increased as this may help them cover increased operating costs
	<p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> • Taxi drivers may experience a negative impact if no change is made to the minimum fare or tariffs and they cannot cover increased operating costs • The Cost Index shows that taxi drivers' operating costs have increased and so freezing the minimum fare and tariff rates could potentially mean a real terms reduction in drivers' incomes • Freezing Tariff 3 may have a negative impact on taxi drivers who work late at night • Freezing Tariff 4 may have a negative impact on taxi drivers who work at Heathrow Airport as they are 	<p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> • Taxi passengers and Taxicard members may experience a positive impact if no change is made to the minimum fare or tariffs as the fares will not increase • There could be a positive impact on taxi passengers making shorter journeys if the minimum fare is frozen and any increases are not 'front loaded' on to the fares and tariffs. This may be particularly beneficial for Taxicard members • Taxi drivers may experience a positive impact if no change is made to the minimum fare or tariffs, as this could potentially mean the number of taxi journeys or

Item	Potential negative impacts	Potential positive impacts
	<p>more likely to do longer journeys</p>	<p>people using taxis increases and drivers' incomes increase</p> <ul style="list-style-type: none"> • Taxi drivers and the taximeter companies may experience a positive impact as the taximeters would not have to be updated
<p>Changes to the booked taxi extra</p>	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> • Taxi passengers who use booked taxis will experience a negative impact if taxi drivers add the extra charge to the metered fare but the taxi company also charge the extra, although this is a risk at the moment as some taxi companies are charging passengers directly 	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> • Taxi passengers who use booked taxis will experience a positive impact if taxi drivers no longer have to add this extra to the taximeter and this reduces the risk of passengers being charged twice – once by the driver adding this to the taximeter and once by the taxi booking company
<p>Changes to the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme</p>	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> • Increasing some of the fares for the fixed-fare, shared taxi scheme will mean some taxi passengers experience a negative impact as the fares will be higher <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> • No negative impacts identified 	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> • Increasing some of the fares for the fixed-fare, shared taxi scheme could have a positive impact on some taxi drivers as they will receive higher fares • Taxi passengers may experience a positive impact as there may be more taxis available for shared journeys and passengers will pay less than they would for an exclusively hired taxi <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> • No positive impacts identified

Environmental impacts

Some taxis are diesel and contribute to poor air quality issues in London. Some negative and positive environmental impacts from the options and proposals in this consultation have been identified. However, it is not our policy to try and reduce taxi emissions by increasing taxi fares with the aim of reducing the demand for taxis or the number of taxi journeys in London.

Instead other initiatives have been introduced to reduce emissions from taxis and help improve air quality in the capital:

- Since 1 January 2018 all newly licensed taxis must be zero emission capable (ZEC)
- We helped to fund a government-led plug-in vehicle grant, which gives taxi drivers up to £7,500 off the price of a new ZEC taxi
- We funded a taxi delicensing scheme to help speed up the removal of the oldest diesel taxis
- On 1 November 2019 the taxi age limit exemptions were removed
- Since 1 November 2019 taxis have not been licensed to operate past their relevant age limit³
- Between 1 November 2020 and 1 November 2022 the age limit of Euro 3, 4 and 5 diesel taxis was reduced by one year, each year

More information about these initiatives is available on our website.⁴

As of 1 October 2022 there were:

	Licensed taxis ⁵	Percentage of fleet
ZEC taxis	6116	40.78%
Other taxis	8880	59.22%
Total	14996	100.00%

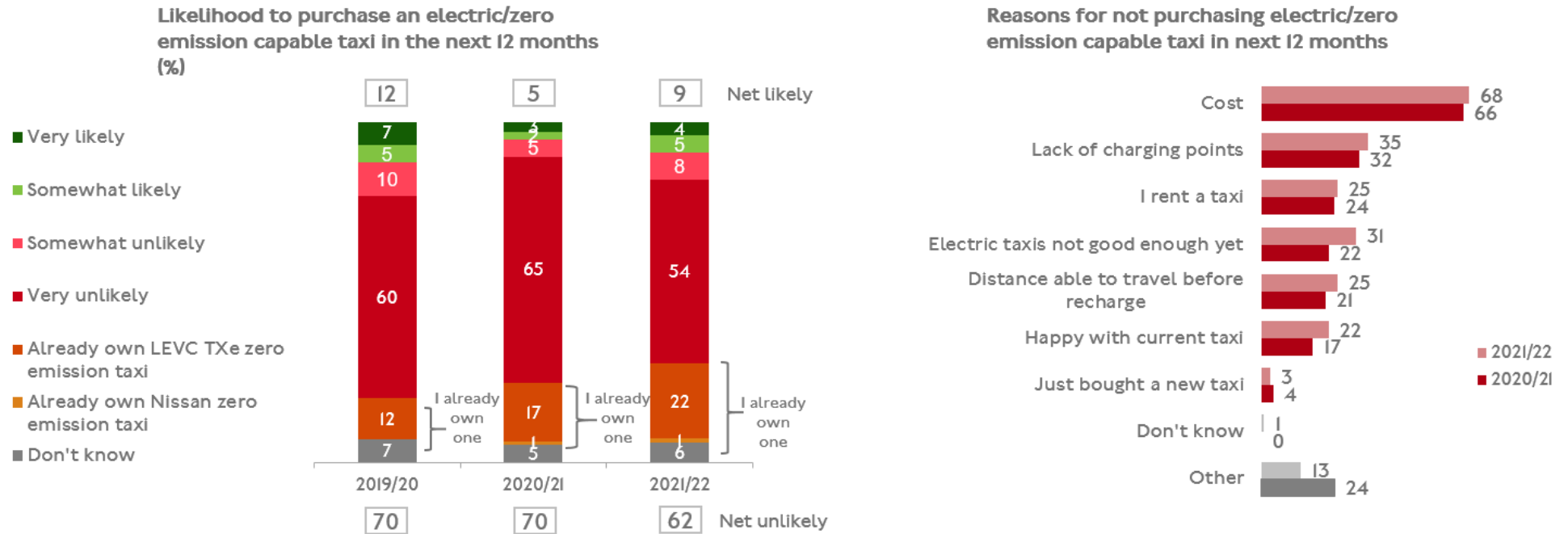
³ A small number of taxis were relicensed during the coronavirus pandemic and the licence expired after the taxi had reached the maximum age limit. This was a limited arrangement and permitted as some of the vehicle inspection centres were closed at the start of the pandemic and taxi vehicle owners were unable to get their taxi relicensed for one final time

⁴ Emissions standards for taxis, <https://tfl.gov.uk/info-for/taxis-and-private-hire/emissions-standards-for-taxis>

⁵ TfL licensing data

Costs for the ZEC taxis plus charging/electricity costs have been added to the Cost Index and the 2022 total Cost Index figure takes these costs into account.

In the most recent Taxi and Private Hire Licensee Customer Satisfaction Survey (CSS) we asked taxi drivers how likely they were to purchase a ZEC taxi in the next 12 months and their reasons for not purchasing a ZEC taxi in the next 12 months.⁶ The results are shown below.



⁶ Taxi and Private Hire Licensee Customer Satisfaction Survey (CSS), Kantar, 2021/22

Cost was the top reason given by taxi drivers not purchasing a ZEC tax in the next 12 months. Cost could be an issue for more taxi drivers if:

- Taxi fares and tariffs are not increased and they are less able to afford a ZEC tax
- Taxi fares and tariffs are increased but taxi drivers' incomes fall as a result of fewer people using taxis

Cost could also be less of an issue if:

- Taxi fares and tariffs are not increased but taxi drivers' incomes increase as a result of more people using taxis
- Taxi fares and tariffs increase and taxi drivers can afford a ZEC tax

Mayor's Transport Strategy

The Mayor's Transport Strategy (MTS) includes a policy to "*reduce Londoners' dependency on cars in favour of active, efficient and sustainable modes of travel, with the central aim for 80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041*".

We are not proposing changes to taxi fares with the aim of making fares too expensive for some people or too expensive for certain journeys (e.g. short journeys). Increasing the minimum fare or tariffs would mean that the cost of taxi journeys increases and some people may switch from using taxis to walking, cycling or using public transport. The potential positive impact in relation to the MTS policy has been included in the table below. However, it is not our policy to try and make journeys in taxis prohibitively expensive with the aim of deterring people from using taxis.

⁷ MTS 2018, Policy 1, <https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • If increases to the minimum fare or tariffs results in the number of taxi journeys or people using taxis declining this could have a negative environmental impact as it may mean drivers' incomes reduce and they could be deterred from purchasing a new ZEC taxi or they may delay any decision to replace their diesel taxi. This would have a negative environmental impact if it means that diesel taxis are licensed and operated for longer • Air pollution caused by diesel emissions, high levels of nitrogen dioxide (NO₂) and particulate matter (PM) exacerbate poor health conditions and shorten the lives of Londoners. Taxi drivers, taxi users and the public may experience a negative impact if diesel taxis are licensed and operated for longer 	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> • Increasing the minimum fare or tariffs could mean drivers' incomes increasing and it could make them more likely to consider purchasing a new ZEC taxi or they may bring forward any decision to replace their diesel taxi potentially resulting in a positive impact • Air pollution caused by diesel emissions, high levels of nitrogen dioxide (NO₂) and particulate matter (PM) exacerbate poor health conditions and shorten the lives of Londoners. Taxi drivers, taxi users and the public may experience a positive impact if diesel taxis are replaced more quickly • Increasing the minimum fare or tariffs could mean that fewer people use taxis. If people switch from taxis to walking, cycling or public transport then this will have a positive impact in terms of the MTS policy to <i>"reduce Londoners' dependency on cars in favour of active, efficient and sustainable modes of travel, with the central aim for 80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041"</i> although taxi drivers will experience a negative impact if people switch from using taxis to other modes as drivers' incomes will reduce
	<p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> • ZEC taxis are more expensive than diesel taxis and taxi drivers could be deterred from purchasing a new ZEC taxi or they may delay any decision to replace their diesel taxi if their income does not increase as a result of the minimum fare or tariffs being frozen • Air pollution caused by diesel emissions, high levels 	<p>No change to minimum fares or tariffs</p> <ul style="list-style-type: none"> • Freezing the minimum fare and tariff rates could mean the number of taxi journeys or people using taxis increases as the fares have not increased. If this results in drivers' incomes increasing it could make them more likely to consider purchasing a new ZEC taxi or they may bring forward any decision to

Item	Potential negative impacts	Potential positive impacts
	<p>of nitrogen dioxide (NO₂) and particulate matter (PM) exacerbate poor health conditions and shorten the lives of Londoners. Taxi drivers, taxi passengers, Taxicard members and the public may experience a negative impact if diesel taxis remain licensed and in operation for longer</p>	<p>replace their diesel taxi</p> <ul style="list-style-type: none"> • Air pollution caused by diesel emissions, high levels of nitrogen dioxide (NO₂) and particulate matter (PM) exacerbate poor health conditions and shorten the lives of Londoners. Taxi drivers, taxi users, Taxicard members and the public may experience a positive impact if diesel taxis are replaced more quickly • Over 40 per cent of the taxi fleet is now ZEC and there could be a positive impact if fares are not increased and some people decide to use a ZEC taxi instead of driving a diesel or petrol car
<p>Changes to the extra charge for booked taxis</p>	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> • No negative impacts identified 	<p>Removing the requirement for the booked taxi extra to be added to the taximeter</p> <ul style="list-style-type: none"> • No positive impacts identified
<p>Changes to the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme</p>	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> • There could be a negative impact if some shared-taxi fares increase and some people decide not to use a shared taxi and instead switch to a mode of transport that produces a higher level of emissions compared to a taxi <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> • No negative impacts identified 	<p>Increasing some of the fares for the fixed-fare, shared taxi scheme</p> <ul style="list-style-type: none"> • There could be a positive impact if some shared-taxi fares increase and some people decide not to use a shared taxi and instead switch to cycling or walking, or to a mode of transport that produces a lower level of emissions compared to a taxi <p>Amending the authorised place where the fixed-fare, shared-taxi scheme operates from</p> <ul style="list-style-type: none"> • No positive impacts identified

Protection of children and vulnerable adults impact assessment

The Secretary of State may issue statutory guidance to taxi and private hire licensing authorities in relation to the safeguarding of children and vulnerable adults under section 177 of the Policing and Crime Act 2017 and licensing authorities must have regard to the guidance when exercising their taxi and private hire licensing functions. A note on our consideration of the Standards can be found at Appendix 7.

The Department for Transport (DfT) has published Statutory Taxi and PHV Standards⁸ and the focus of these is on protecting children and vulnerable adults.

We have published our consideration of the Statutory Standards⁹ and welcome the package of measures within the Standards which are aimed at enhancing the safety of passengers using taxi and private hire services.

To help improve the safety of taxi and PHV passengers we have:

- Created a new safeguarding training awareness course for taxi and PHV drivers¹⁰
- Introduced a requirement that all newly licensed PHV drivers and existing PHV drivers must pass a safety, equality and regulatory assessment¹¹

We will be consulting separately on proposals on how to implement the recommendations in the Statutory Taxi and PHV Standards we are not already compliant with. We will also be consulting on additional proposals to improve the safety of taxi and PHV passengers.

Some London boroughs may use taxis to provide transport services for children or vulnerable adults and so there will potentially be impacts on these services if the minimum fare or tariffs change.

⁸ DfT statutory taxi and PHV standards, July 2020, <https://www.gov.uk/government/publications/statutory-taxi-and-private-hire-vehicle-standards>

⁹ TfL response to the DfT's Statutory Taxi and PHV Standards, December 2021, <https://content.tfl.gov.uk/statutory-taxi-and-phv-standards-tfl-response-dec-2021.pdf>

¹⁰ TfL taxi and PHV driver safeguarding awareness training course, <https://tfl.gov.uk/info-for/taxis-and-private-hire/safeguarding-awareness>

¹¹ TfL taxi and PHV driver safety, equality and regulatory assessment, <https://tfl.gov.uk/info-for/taxis-and-private-hire/safety-equality-and-regulatory-understanding-requirement>

One London borough has recently reported issues with taxis and PHVs being used to provide transport for students with special educational needs (SEN) and services not being available or drivers cancelling jobs they have previously accepted. The borough has suggested that there are pan-London problems in this area.

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> Some children and vulnerable adults will experience a negative impact if London boroughs use taxis to provide transport services for them and increasing the minimum fare or tariffs means they have to reduce or make cuts to these services Some children and vulnerable adults will experience a negative impact if the minimum fare or tariffs are increased and they cannot afford to use taxis. Some may choose to use an unlicensed vehicle or unbooked PHV, or walk when this is a less safe option This could mean some children or vulnerable adults being unable to access education, medical treatment or other activities 	<p>Increasing the minimum fare or tariffs</p> <ul style="list-style-type: none"> Increasing the minimum fare or tariffs could help taxi drivers cover increased operating costs and mean that they continue to work as taxi drivers or that more people consider applying to become a licensed taxi driver. This could increase the supply of available taxis or reduce wait times and some children and vulnerable adults will experience a positive impact. This could also mean they are less likely to choose to use an unlicensed vehicle or unbooked PHV, or walk when this is a less safe option This could mean some children or vulnerable adults are able to access education, medical treatment or other activities
	<p>No change to the minimum fares or tariffs</p> <ul style="list-style-type: none"> Some children and vulnerable adults will experience a negative impact if they already consider taxis to be too expensive and so still cannot afford to use them. Some may choose to use an unlicensed vehicle or unbooked PHV, or walk when this is a less safe option Some children and vulnerable adults will experience a negative impact if London boroughs use taxis to provide transport services for them and the number of licensed taxi drivers and supply of available taxis declines as drivers cannot cover increased operating 	<p>No change to minimum fares or tariffs</p> <ul style="list-style-type: none"> Some children and vulnerable adults will experience a positive impact if there is no increase to fares, this could mean they are less likely to choose to use an unlicensed vehicle or unbooked PHV, or walk when this is a less safe option Some children and vulnerable adults will experience a positive impact if London boroughs use taxis to provide transport services for them and no increase to fares means that the boroughs do not have to reduce or make cuts to these services This could mean some children or vulnerable adults

Item	Potential negative impacts	Potential positive impacts
	costs and stop working as taxi drivers <ul style="list-style-type: none"> This could mean some children or vulnerable adults being unable to access education, medical treatment or other activities 	are able to access education, medical treatment or other activities
Changes to the extra charge for booked taxis	Removing the requirement for the booked taxi extra to be added to the taximeter <ul style="list-style-type: none"> No negative impacts have been identified 	Removing the requirement for the booked taxi extra to be added to the taximeter <ul style="list-style-type: none"> No positive impacts have been identified
Changes to the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme	Increasing some of the fares for the fixed-fare, shared taxi scheme <ul style="list-style-type: none"> Some children or vulnerable adults attending the Wimbledon Tennis Championships may experience a negative impact if they use a shared taxi when leaving the event as they would pay higher fares Amending the authorised place where the fixed-fare, shared-taxi scheme operates from <ul style="list-style-type: none"> No negative impacts have been identified 	Increasing some of the fares for the fixed-fare, shared taxi scheme <ul style="list-style-type: none"> Some children or vulnerable adults attending the Wimbledon Tennis Championships may experience a positive impact if they travel by shared taxi when leaving the event as increasing the fares could improve the service as more taxi drivers may be willing to accept these shared taxi jobs Amending the authorised place where the fixed-fare, shared-taxi scheme operates from <ul style="list-style-type: none"> No positive impacts have been identified

Equality impacts

Information about the equality impacts is available in the separate equality impact assessment (EqIA) document.

Other factors to consider

Congestion, delays, increased journey times and restrictions

Some taxi drivers and stakeholders have said that the minimum fare and rates for some tariffs are competitive. They feel that the problem of fares being considered too expensive is not due to increases to the minimum fare or tariff rates but is partly a result of:

- Increased congestion and delays
- Increased journey times
- A reduction in road space capacity
- The reallocation of road space
- Restrictions on access for taxis
- Increased journey distances

Some stakeholders have also said that these factors have had a significant negative impact on taxi drivers and their income, as some people have been deterred from using taxis after having a negative experience where their journey took longer and the fare was higher.

Competitiveness and fares for other services

Following feedback from the Finance Committee in 2018, the issue of competition has been given greater consideration in taxi fares and tariffs reviews.

Some stakeholders questioned the greater focus on competition and feedback includes:

- It is unfair to try and compare taxi services with private hire services as differences (e.g. the wide range of cheaper vehicles PHV drivers can use) mean that this is an unfair comparison
- PHV operators are able to set their own fares and increase or decrease fares at any time and in response to varying factors, and this was seen as another reason for comparisons and focussing on competition being unfair
- Comparing taxi fares with fares for some PHV operators is an unfair comparison as some operators are heavily subsidised by investors and may be keeping their fares artificially low
- Some operators' fares are automatically increased during periods of high demand and this can actually make taxis much more competitive and cheaper than booking a PHV with some operators
- Taxi drivers are competing with each other for taxi journeys and are increasingly being asked for quotes or if they will accept a fixed fare before being hired, with more taxi drivers offering fixed fares

- Questions have been asked about what services we should be comparing taxis to and if taxi fares should be compared to fares for:
 - Minicabs
 - Minicab and all other private hire services (e.g. executive/chauffeur services)
 - Specific private hire operators
 - All modes including buses and the Tube
- The aim and desired outcome of considering competition has also been questioned and whether we are trying to make taxis cheaper than these other services, around the same price or if we accept that they will be more expensive because of certain factors (e.g. taxi drivers must undertake the Knowledge of London or the requirements that vehicles must meet)

When considering competition, care needs to be taken as there are differences between taxi and private hire services. Furthermore passengers can compare private hire fares prior to making a booking but this is not an option when hailing a taxi on the street or from a taxi rank.

Although there are concerns about taxi fares being or becoming too expensive, a significant number of respondents to the previous consultation rated the value for money of taxi fares in London as good. In the previous consultation respondents were asked to rate the value for money of taxi fares in London on a scale of zero (extremely poor value for money) to 10 (extremely good value for money). Forty-one per cent of taxi users gave a score of eight or above with a quarter (24 per cent) giving a score of three or lower. The majority (87 per cent) of taxi drivers gave a score of eight or more.

While it has been suggested that taxi fares should be compared to fares for some other modes, fare reviews for other modes do differ. The Retail Prices Index (RPI) figure is normally used when reviewing rail fares and in March 2022 rail fares increased by 4.8 per cent.¹²

Fares across the TfL network increased by an overall average of 4.8 per cent on 1 March 2022.¹³¹⁴ It is possible that fares may increase by nine or 10 per cent in 2023 if the increase applied is required to be RPI plus one.¹⁵

¹² Office of Rail and Road, Rail fares, <https://dataportal.orr.gov.uk/statistics/finance/rail-fares/>

Impact of the coronavirus pandemic

The full impact of the coronavirus pandemic on taxi drivers, the taxi industry and taxi passengers is not known as this has not been assessed or analysed. However, it is still clear that there has been a massive impact on the taxi trade and the use of taxis fell dramatically as a result of lockdowns and there being fewer people travelling in London.

The number of people in the capital from groups who might use taxis most often (e.g. commuters, office workers, businesspeople visiting London for meetings, tourists, people going out at night or to events) was significantly lower than normal during the lockdowns and periods when restrictions applied.

In the 2021/22 Taxi and Minicab User Customer Satisfaction Survey (CSS)¹⁶ we asked taxi and minicab users if the coronavirus pandemic has changed their use of taxis, booked minicabs and unbooked minicabs. The results are shown below.

Response	Taxis	Booked minicabs	Unbooked minicabs
Yes – use more	28%	33%	24%
Yes – use less	29%	29%	34%
No – use the same	43%	38%	42%

In the 2021/22 Taxi and Private Hire Licensee CSS¹⁷ we asked taxi drivers how they had been impacted by the coronavirus pandemic. The results are shown below:

¹³ TfL, Fares from 1 March 2022, <https://tfl.gov.uk/campaign/new-fares>

¹⁴ Mayor of London, Mayor outlines details of TfL fare changes from March 2022, 14 February 2022, <https://www.london.gov.uk/press-releases/mayoral/fares-on-tfl-services-will-rise-by-48-per-cent>

¹⁵ London Assembly (Plenary), 9 June 2022, item 4, Question and Answer Session: Transport for London, <https://www.london.gov.uk/about-us/londonassembly/meetings/ieListDocuments.aspx?CId=179&MId=7220>

¹⁶ Black Cabs and Minicabs CSS, Kantar, 2021/22

¹⁷ Taxi and Private Hire Licensee CSS, Kantar, 2021/22

Response	%
Stopped working as a taxi driver completely and haven't started working again	14%
Stopped working as a taxi driver completely but have now gone back to work	46%
Continued to work as a taxi driver but worked fewer hours than normal	21%
Continued to work as a taxi driver but worked more hours than normal	4%
Continued to work as a taxi driver but worked the same hours as normal	3%
Continued to work as a taxi driver but delivering parcels/goods	2%
Had to stop working as a taxi driver as I had symptoms of coronavirus/tested positive for coronavirus	4%
Had to stop working as a taxi driver as I was shielding/clinically extremely vulnerable	5%
Had to stop working as a taxi driver to care for someone else	3%
Got another job	13%
Sold my taxi	5%
Delicensed my taxi	3%
My income increased	1%
My income decreased	40%
My income stayed the same	0%
Registered for the Government's Self-employment Income Support Scheme	32%
Applied for Universal Credit or other benefit	10%
Volunteered	2%
I have not been impacted	0%
Other	3%
Prefer not to say	4%

Licensee numbers

There has been a significant reduction in the number of licensed taxis and drivers in London since the start of the coronavirus pandemic.¹⁸

	15 March 2020	16 October 2022	Difference	%
Taxis	18961	14892	-4069	-21.46%
Taxi Drivers	22409	18754	-3655	-16.31%
PHV Operators	2124	1640	-484	-22.79%
PHV Drivers	111590	96225	-15365	-13.77%
PHVs	95955	83401	-12554	-13.08%

There are concerns about the decline in the number of people applying to become a licensed taxi driver and the number of newly licensed taxi drivers. The table below shows the number of new taxi driver licences issued from 2016 up to and including September 2022.

New taxi driver licences issued	2016	2017	2018	2019	2020	2021	2022
	1016	803	494	393	179	187	158

Taxi journeys

When reviewing taxi fares and tariffs, we consider the impact of potential changes on both taxi users and drivers, and if fare increases will lead to fewer people using taxis and result in reduced income for taxi drivers.

Previous research has shown that the number of taxi journeys in a typical day has been falling. In 2009¹⁹ there were around 185,000 taxi journeys in a typical day but in 2016/17²⁰ this figure had fallen to around 109,000.

¹⁸ TfL licensing data

How people get a taxi and drivers receive work has changed with the use of taxi apps significantly increasing since these services were first launched.

Changes to the requirements for the extra charge for booked taxis will affect a greater number of taxi passengers and taxi drivers than they would have done prior to the launch of taxi apps.

In our annual survey amongst taxi and minicab passengers²¹ we ask respondents which method of getting a taxi or minicab they used most recently. In the most recent survey 29 per cent of taxi passengers had used a taxi app most recently.

Year	Percentage who hired a taxi using a taxi mobile phone app
2014	8%
2015	14%
2016	16%
2017	19%
2018	19%
2019	22%
2020	26%
2021	29%

The number of taxi drivers receiving work from apps has grown since these services were first launched. However, since the coronavirus pandemic restrictions were eased and people have been travelling more there have been reports that taxi drivers are doing more on street hails and work from taxi ranks. This has led to reports that some people have had longer waits when trying to book a taxi using an app or there have been no taxis available to book.

¹⁹ Taxi & PHV Driver Diary Survey, GfK NOP, 2009

²⁰ Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017

²¹ Black Cabs and Minicabs CSS, Kantar, 2021/22

The tables below are from the 2021/22 annual Taxi and Private Hire Licensee CSS. These show how taxi drivers split their working time before the coronavirus pandemic started (pre-march 2020) and at the time of the survey (November 2021).

Pre-March 2020	From ranks	On-street	Radio circuit	Booking app
0%	13%	8%	84%	44%
1-20%	25%	21%	6%	25%
21-40%	24%	27%	5%	17%
41-60%	20%	25%	2%	8%
61-80%	10%	11%	1%	4%
81-100%	8%	8%	1%	2%

November 2021	From ranks	On-street	Radio circuit	Booking app
Not working at present	19%	19%	19%	19%
0%	11%	6%	63%	32%
1-20%	25%	19%	13%	19%
21-40%	16%	21%	3%	13%
41-60%	15%	18%	1%	8%
61-80%	8%	12%	1%	5%
81-100%	5%	6%	1%	2%

In the same survey 56 per cent of taxi drivers said they were on an app and 14 per cent said they were on a radio circuit. Nine per cent were on both an app and a radio circuit. Of the drivers who were on an app, 39 per cent said they were on one app with 60 per cent being on two or more apps.

Finance Committee update

At its meeting on 9 March 2022 the Finance Committee approved the changes to taxi fares and tariffs that came into effect on 30 April 2022. The Committee also requested an update in six months on the impact of the fare changes, cost pressures such as fuel prices and the situation at Heathrow, particularly once the Elizabeth line opened.

The update provided to the Finance Committee is available [here](#).

Potential mitigations

Listed below are ways some of the negative impacts identified might be mitigated:

- Capped fares have been introduced for Taxicard members and these help partly mitigate the impact on them from increases to the minimum fare or tariffs
- We are continuing to work with City Fleet, who have the contract to provide the Taxicard service, and London Councils to explore measures to improve the availability of taxis for Taxicard members, reduce wait times and help ensure that members can make a Taxicard journey by increasing the number of taxi drivers who can access and accept Taxicard bookings
- We promote the Taxicard service to taxi drivers to try and increase the number of taxi drivers available to accept Taxicard jobs and improve the service for members
- Increasing the number of taxi drivers who can access and accept Taxicard bookings may also mitigate some of the potential negative impacts on taxi drivers as they will have the opportunity to increase their income
- Some people may be able to use a PHV instead of a taxi and information about licensed PHV operators in London, the services they offer, areas they cover, times they operate and contact details is available on our website²²
- Some PHV operators may offer fares that are cheaper than taxis, although there have been reports of the fares for some PHV journeys being more expensive than taxis
- Some people may be able to use the bus, Night Bus or trams instead of a taxi for all or part of their journey. Bus and tram fares were frozen for four years in a row although on 1 March 2021 average fares were increased by 2.6 per cent and on 1 March 2022 they were increased by 4.8 per cent²³

²² TfL Findaride service, <https://tfl.gov.uk/forms/12389.aspx>

- Some people may be able to use the Tube or Docklands Light Railway (DLR) instead of a taxi for all or part of their journey. Single pay as you go and paper single tickets on the Tube and DLR were frozen for four years in a row although on 1 March 2021 average fares were increased by 2.6 per cent and on 1 March 2022 they increased by 4.8 per cent²⁴
- At the weekends some people may be able to use the Night Tube instead of a taxi for all or part of their journey. Night Tube services are running on Friday and Saturday nights on the Central, Jubilee, Northern, Piccadilly and Victoria lines²⁵
- At the weekends some people may be able to use the Night Overground service instead of a taxi for all or part of their journey. The London Overground Night Service runs on weekends between Highbury & Islington and New Cross Gate²⁶
- Research has previously shown that the average duration of a taxi journey is 19 minutes and the average distance is 2.6 miles.²⁷ Some people may be able to walk or cycle for all or part of their journey instead of using a taxi. All Santander Cycle hire and access charges were previously frozen for four years in a row. Dockless cycle schemes which allow people to hire a bicycle also operate in some parts of London
- E-bikes are now available as part of the Santander Cycle Hire scheme and these may make it easier for some people to cycle for part or all of their journey²⁸
- An electric scooter trial is operating in some parts of London and some people may be able to use an e-scooter for all or part of their journey instead of using a taxi²⁹
- We've also worked with Go Jaunty³⁰ to make walking information, including station accessibility information, walking times and step by step directions, available on smartphones
- The TfL Go app³¹ may help people plan journeys in London and use other modes of transport instead of a taxi. The app allows people to:

²³ TfL fares increase, <https://tfl.gov.uk/campaign/new-fares>

²⁴ TfL fares increase, <https://tfl.gov.uk/campaign/new-fares>

²⁵ TfL The Night Tube, <https://tfl.gov.uk/campaign/tube-improvements/what-we-are-doing/night-tube#on-this-page-0>

²⁶ TfL London Overground Night Service, <https://tfl.gov.uk/modes/london-overground/london-overground-night-service>

²⁷ Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017

²⁸ Docked e-bikes now available for hire as part of London's record-breaking Santander Cycles scheme, TfL, 6 October 2022, <https://tfl.gov.uk/info-for/media/press-releases/2022/october/docked-e-bikes-now-available-for-hire-as-part-of-london-s-record-breaking-santander-cycles-scheme>

²⁹ TfL Electric scooters, <https://tfl.gov.uk/modes/driving/electric-scooter-rental-trial>

³⁰ TfL and Go Jaunty partnership, <https://www.gojaunty.com/tfl-partnership>

³¹ TfL Go app, https://tfl.gov.uk/maps_/tfl-go

- Use our live map to see their route or search for any place or address across London
- Get live bus and train times for every station and the quieter times to travel
- Get live updates on all bus, Tube, London Overground, DLR, TfL Rail and tram lines
- Check walking and cycling routes for all or part of a journey
- Use step-free mode for planning accessible journeys - this includes information on toilet availability, platform access and live lift status
- Some people may require step free access and so choose to use a taxi however, they may be able to use the Tube, DLR, London Overground or tram for all or part of their journey. Currently 91 Tube stations, 60 London Overground stations and 27 stations served by TfL Rail have step-free access. All DLR stations and tram stops are step-free. All stations on the Elizabeth Line have step-free access. In some places portable ramps or platform humps are available to help ensure a full step-free route from the street to the train³²
- We advise the public of safer options when travelling late at night and to not use to use an unlicensed vehicle or unbooked PHV. We also work closely with the police and taxi and private hire trades to detect, disrupt and deter unlicensed drivers from touting and licensed private hire drivers accepting jobs that have not been booked through a licensed PHV operator
- Actions have already been taken to reduce emissions from diesel taxis and the initiatives listed in the environmental impacts section will help continue to mitigate the negative environmental impacts
- The MTS sets out a number of initiatives to reduce congestion (e.g. reducing the number of lorries and vans entering central London in the morning peak, investigating proposals for the next generation of road user charging systems). The initiatives in the MTS and other measures (e.g. new bus lanes that taxis can also use) may help to reduce taxi journey times and this could mean fares are reduced for some journeys
- We will continue to monitor the taxi service, including the fixed-fare, shared-taxi scheme, during the Wimbledon Tennis Championships and consider if further changes may be needed

³² TfL step-free access, <https://tfl.gov.uk/travel-information/improvements-and-projects/step-free-access>