

Appendix 6: 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 taxi fares and tariffs consultation.¹

¹ Review of taxi (black cab) fares and tariffs, Impact Assessments, 2023, <https://haveyoursay.tfl.gov.uk/27856/widgets/79011/documents/48097>

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 Department for Transport (DfT) Statutory Taxi and Private Hire Vehicle (PHV) Standards, and the protection of children and vulnerable adults
- Equality impacts – there is a separate equality impact assessment (EqIA) document

We've assessed the impacts of:

- Increasing taxi fares and tariffs and making no change
- Making Tariff 4 the same as Tariff 2
- Increasing the booked taxi extra
- Decreasing the Heathrow extra
- Increasing some of the fares for 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 PHVs, or walk when this could be a less safe option

- The public are able to get a taxi when they want to travel, especially late 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 tariffs</p> <ul style="list-style-type: none"> • Increasing the tariffs would 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 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 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 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 tariffs increase and they have to pay higher fares • Taxicard members' health and wellbeing may be 	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Taxi drivers may experience a positive impact, with their health and wellbeing positively affected, as increasing the tariffs may help them cover increased operating costs • Increasing the 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 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>negatively impacted as they may be more reliant on taxis but increases to the 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 tariffs</p> <ul style="list-style-type: none"> • Not increasing the tariffs despite drivers' operating costs and average national earnings 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 or increase wait times which could mean some people are more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option. People travelling late at night may be disproportionately negatively impacted • 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 • Not increasing the tariffs could mean some taxi 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 	<p>No change to the tariffs</p> <ul style="list-style-type: none"> • Not increasing the tariffs 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 the tariffs 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
<p>Making Tariff 4 the same as Tariff 2</p>	<ul style="list-style-type: none"> • Making Tariff 4 the same as Tariff 2 could have a negative impact on some passengers as it would mean Tariff 4 is higher than the current Tariff 4 rate and so fares would increase for passengers whose 	<ul style="list-style-type: none"> • Taxi drivers may experience a positive impact, with their health and wellbeing positively affected, as making Tariff 4 the same as Tariff 2 would increase fares for longer journeys and this may help some taxi

Item	Potential negative impacts	Potential positive impacts
	<p>journey is over six miles</p> <ul style="list-style-type: none"> • Making Tariff 4 the same as Tariff 2 would have a negative impact on passengers making longer journeys at night, as the fares for these journeys would increase. This could make some passengers travelling at night more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option • Taxi drivers may experience a negative impact, with their health and wellbeing negatively affected, as increasing the fares for journeys over six miles may deter people from using taxis for longer journeys. 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. This may have a greater impact on taxi drivers who predominantly work at Heathrow Airport as they may be more likely to do longer journeys • People who use taxis more often or are more reliant on them (e.g. Taxicard members, disabled people, older people, etc.) for longer journeys may be disproportionately negatively impacted if the 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 taxis for longer journeys but increasing the fares for these journeys could mean they cannot travel as often. This could increase the risk of them feeling isolated or being unable to get out 	<p>drivers cover increased operating costs</p> <ul style="list-style-type: none"> • Making Tariff 4 the same as Tariff 2 could also mean some taxi drivers' incomes increase and they can work fewer hours • Some taxi passengers and Taxicard members may experience a positive impact if making Tariff 4 the same as Tariff 2 means that taxi drivers are not deterred from accepting hirings for longer journey. This could help ensure that taxis are available when people want to make a longer journey in a taxi or wait times are reduced
Booked taxi extra	<ul style="list-style-type: none"> • Increasing the booked taxi extra could mean that fares increase for passengers who book a taxi. This 	<ul style="list-style-type: none"> • Some taxi drivers may experience a positive impact impact, with their health and wellbeing positively

Item	Potential negative impacts	Potential positive impacts
	<p>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</p> <ul style="list-style-type: none"> • There may be a greater impact on people travelling late at night as they may be more likely to use a booked taxi and their other transport options may be limited • Taxi drivers may experience a negative impact, with their health and wellbeing negatively affected, as increasing the booked taxi extra 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 	<p>affected, as increasing the booked taxi extra may deter people from using booked taxis and they may hail a taxi on the street or use a taxi rank instead. If this happens taxi drivers' incomes may increase as they will receive the full fare for journeys where the passenger has hailed the taxi in the street or used a taxi rank</p>
Heathrow extra	<ul style="list-style-type: none"> • Reducing the Heathrow extra would have a negative impact on taxi drivers as at present the extra (£3.60) is covering the full fee drivers pay to enter the taxi feeder park at the airport. However, the extra has always been around 50% of the taxi feeder park fee so the reduction would maintain this and it would not be a new arrangement • Reducing the Heathrow extra would have a negative impact on passengers if taxi drivers are deterred from working at the airport and this reduces the supply of taxis or increases wait times for passengers 	<ul style="list-style-type: none"> • Reducing the Heathrow extra would have a positive impact on taxi passengers taking a taxi from one of the airport taxi ranks as the fares will be reduced • Reducing the Heathrow extra could have a positive impact on taxi drivers if it helps to encourage people to take a taxi from the airport and as a result of this taxi drivers' incomes increase
Wimbledon Tennis Championships fixed-fare, shared-taxi	<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 	<ul style="list-style-type: none"> • Increasing some of the fares for the fixed-fare, shared taxi scheme could have a positive impact on passengers as it could encourage more taxi drivers to use the taxi ranks at the Wimbledon Tennis Championships and as a result increase the supply

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scheme	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	of available taxis or reduce wait times for passengers <ul style="list-style-type: none"> • This could also 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 • Increasing some of the fares for the fixed-fare, shared taxi scheme could have a positive impact on taxi drivers as it could mean their income increases

Economic impacts

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

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

The impact of increasing the tariffs may be positive if it results in taxi drivers' incomes increasing. However, there would also be a negative impact as passengers would pay higher fares.

Making no change to the tariffs would mean fares do not increase for passengers but there could be a negative impact on drivers if they are struggling to cover increased operating costs. It would also mean taxi drivers' incomes do not increase despite average national earnings increasing.

Increasing the tariffs would mean that 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 tariffs. Increased 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.

Taxicard members would be negatively impacted by increases to the tariffs as this would mean taxi fares increasing for journeys where the fare is still below the capped fare level. 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

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

- Events had been cancelled

While demand for taxis was at an all-time low during the coronavirus pandemic, taxi drivers and the taxi trade associations have reported that there was 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 were lifted and people are going out more in London
- There are fewer licensed taxi drivers than there were before the pandemic started and so less competition for work
- Some people may have been concerned about coronavirus and preferred to travel by taxi instead of using public transport
- There were reports of an increase in demand for PHVs and some PHV fares 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 remains a risk that the demand for taxis could be negatively affected by events including:

- 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
- The increase in the number of licensed PHV drivers. As well as increasing the supply of PHVs this could mean wait times for PHVs reduce, and where PHV fares are linked to supply and demand the PHV fares are lower
- Increases in the number of coronavirus cases or a new wave of coronavirus infections

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Taxi passengers and Taxicard members would experience a negative impact if the tariffs are increased as this will mean the fares they pay will increase 	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Taxi drivers may experience a positive impact if increasing the tariffs results in their incomes increasing • Taxi drivers will experience a positive impact if the

Item	Potential negative impacts	Potential positive impacts
	<ul style="list-style-type: none"> Taxi drivers may experience a negative impact if the tariffs are increased as this will mean fares increase and there could be a decline in taxi journeys or fewer people using taxis <p>No change to the tariffs</p> <ul style="list-style-type: none"> Taxi drivers may experience a negative impact if no change is made to the tariffs and they cannot cover increased operating costs The Cost Index shows that taxi drivers' operating costs and average national earnings have increased and so freezing the tariff rates could potentially mean a real terms reduction in drivers' incomes 	<p>tariffs are increased as this may help them cover increased operating costs</p> <ul style="list-style-type: none"> Other modes and transport providers may experience a positive impact if the tariffs are increased and the increase in taxi fares means some passengers switch from taxis to other forms of transport <p>No change to the tariffs</p> <ul style="list-style-type: none"> Taxi passengers and Taxicard members may experience a positive impact if there is no change to the tariffs as the fares will not increase Taxi drivers may experience a positive impact if there is no change to the tariffs, as this could potentially mean the number of taxi journeys or people using taxis increases and drivers' incomes increase Taxi drivers and the taximeter companies may experience a positive impact if there is no change to the tariffs as the taximeters would not have to be updated
<p>Making Tariff 4 the same as Tariff 2</p>	<ul style="list-style-type: none"> Making Tariff 4 the same as Tariff 2 would mean Tariff 4 is higher than the current rate. Passengers using taxis for journeys over six miles would experience a negative impact as the fares for these journeys would increase Taxi drivers may experience a negative impact if Tariff 4 is made the same as Tariff 2 as this will mean fares increase for longer journeys and there could be fewer people using taxis for longer journeys This may have a greater impact on taxi drivers who predominantly work at Heathrow Airport as they may be more likely to do longer journeys 	<ul style="list-style-type: none"> Taxi drivers may experience a positive impact if making Tariff 4 the same as Tariff 2 results in their incomes increasing. This may help them cover increased operating costs Some taxi passengers may experience a positive impact if Tariff 4 is made the same as Tariff 2 and this encourages more taxi drivers to do longer journeys as the fare they will receive will be higher

Item	Potential negative impacts	Potential positive impacts
Booked taxi extra	<ul style="list-style-type: none"> Increasing the booked taxi extra could mean passengers who book taxis could experience a negative impact as the fares they pay would increase Taxi drivers may also experience a negative impact as passengers could stop using booked taxis because of the increase in fares 	<ul style="list-style-type: none"> Increasing the booked taxi extra could mean taxi drivers experience a positive impact if part of the extra charge is passed to them, although this is unlikely as the taxi booking companies tend to retain the extra charge Some taxi drivers may experience a positive impact, as increasing the booked taxi extra may deter people from using booked taxis and they may hail a taxi on the street or use a taxi rank instead. If this happens taxi drivers' incomes may increase as they will receive the full fare for journeys where the passenger has hailed the taxi in the street or used a taxi rank Other modes and transport providers may experience a positive impact if the booked taxi extra is increased and the increase in taxi fares means some passengers switch from taxis to other forms of transport
Heathrow extra	<ul style="list-style-type: none"> If the Heathrow extra is reduced then taxi drivers who work at Heathrow Airport would experience a negative impact as the total fare they receive for journeys from one of the taxi ranks at the airport would be lower 	<ul style="list-style-type: none"> If the Heathrow extra is reduced then passengers who take a taxi from one of the taxi ranks at Heathrow Airport would experience a positive impact as the fares they pay would be lower
Wimbledon Tennis Championships fixed-fare, shared-taxi scheme	<ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme would mean passengers experience a negative impact as the fares they pay would be increased Taxi drivers may experience a negative impact as passengers could be deterred from using taxis to travel between Southfields and Wimbledon stations and the tennis 	<ul style="list-style-type: none"> Increasing some of the fixed-fares between Southfields and Wimbledon stations and the tennis could have a positive impact on taxi drivers as the fares they receive would increase Other modes and transport providers may experience a positive impact if the booked taxi extra is increased. An extra bus service operates between Wimbledon Station and the tennis during the Championships and some passengers may use this

Item	Potential negative impacts	Potential positive impacts
		instead of taxis

Environmental impacts

Taxis contribute to poor air quality issues in London and some negative and positive environmental impacts from the options and proposals in this consultation have been identified. Although half of London's taxi fleet are now zero emissions capable (ZEC), ZEC taxis still contribute to poor air quality issues and there are still a large number of diesel taxis in the fleet.

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.

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 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 limit
- 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 and these taxis now have a maximum age limit of 12 years

More information about these initiatives is available on our website.³

As of 1 August 2023 there were:

	Licensed taxis⁴	Percentage of fleet
ZEC taxis	7,305	48.09%
Other taxis	7,884	51.91%
Total	15,189	100.00%

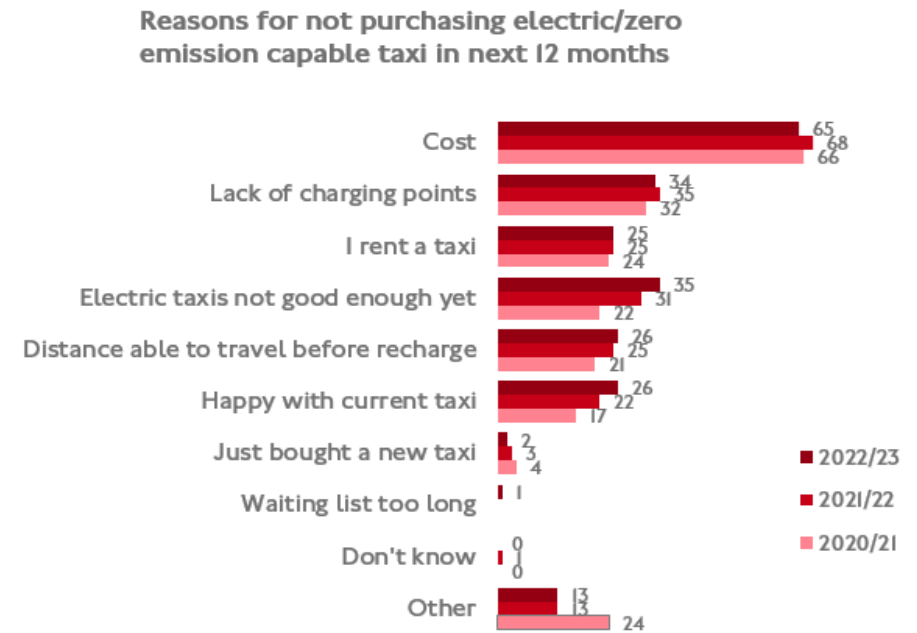
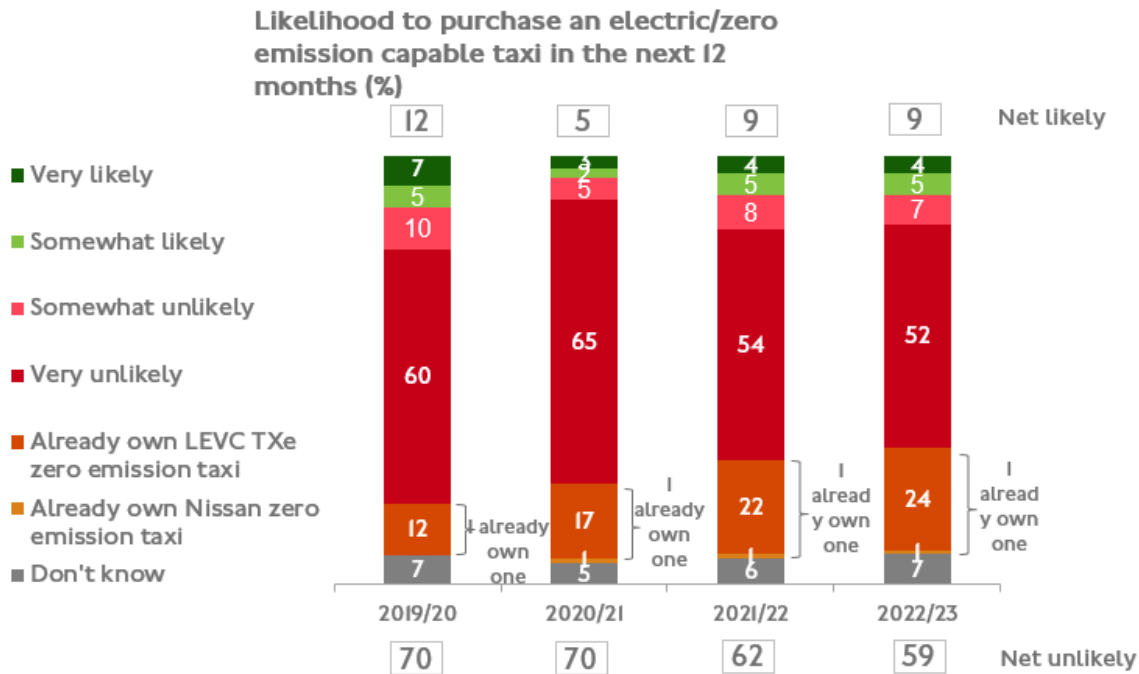
Costs for the ZEC taxis plus charging/electricity costs are included in the Cost Index and the total Cost Index figure takes these costs into account.

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.⁵ The results are shown below.

³ Emissions standards for taxis, <https://tfl.gov.uk/info-for/taxis-and-private-hire/emissions-standards-for-taxis>

⁴ TfL licensing data

⁵ Taxi and Private Hire Licensee Customer Satisfaction Survey (CSS), Kantar, 2022/23



Cost continues to be the top reason given by taxi drivers for not purchasing a ZEC taxi 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 taxi
- Taxi fares and tariffs are increased but taxi drivers' incomes fall as a result of fewer people using taxis

Cost could 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 more taxi drivers can afford a ZEC taxi

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.”⁶ Taxis, PHVs and private cars could make up the remaining 20 per cent of daily trips.

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 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.

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Increasing the tariffs could result 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 a 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. Taxi drivers, taxi users and the public may experience a negative impact if diesel taxis are licensed and operated for longer 	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Increasing the tariffs could mean taxi drivers’ incomes increase and it could make them more likely to consider purchasing a new ZEC taxi or they may bring forward a decision to replace their diesel taxi potentially resulting in a positive impact. Taxi drivers, taxi users and the public may experience a positive impact if diesel taxis are replaced more quickly • Increasing the tariffs could mean that fewer people use taxis as the fares increase. 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 “reduce Londoners’ dependency on cars in favour of active, efficient and sustainable modes of travel,

⁶ MTS 2018, Policy 1, <https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>

Item	Potential negative impacts	Potential positive impacts
	<p>No change to the tariffs</p> <ul style="list-style-type: none"> Not increasing the tariffs could have a negative environmental impact. Taxi drivers could be deterred from purchasing a new ZEC taxi or they may delay a decision to replace their diesel taxi if their income does not increase as a result of the tariffs being frozen. 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><i>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” although taxi drivers will experience a negative impact if people switch from using taxis to other modes as drivers’ incomes will reduce</i></p> <p>No change to the tariffs</p> <ul style="list-style-type: none"> Not increasing the tariffs could have a positive environmental impact. It 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 a decision to replace their diesel taxi. Taxi drivers, taxi users, Taxicard members and the public may experience a positive impact if diesel taxis are replaced more quickly 48.09% 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>Making Tariff 4 the same as Tariff 2</p>	<ul style="list-style-type: none"> Making Tariff 4 the same as Tariff 2 could have a negative impact if fewer people use taxis for longer journeys because these fares have increased and taxi drivers are deterred from purchasing a new ZEC taxi or they delay replacing their diesel taxi if their income does not increase or it falls. Taxi drivers, taxi passengers, Taxicard members and the public may experience a negative impact if diesel taxis remain licensed and in operation for longer 	<ul style="list-style-type: none"> Making Tariff 4 the same as Tariff 2 could have a positive impact if fewer people use taxis for longer journeys because these fares have increased and switch to modes with lower levels of harmful emissions or do not make these journeys Making Tariff 4 the same as Tariff 2 could have a positive impact if fewer people use taxis as the fares increase. 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 “reduce

Item	Potential negative impacts	Potential positive impacts
		<p><i>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" although taxi drivers will experience a negative impact if people switch from using taxis to other modes as drivers' incomes will reduce</i></p>
Booked taxi extra	<ul style="list-style-type: none"> Increasing the booked taxi extra could have a negative impact if fewer people use taxis and taxi drivers are deterred from purchasing a new ZEC taxi or they delay replacing their diesel taxi if their income does not increase or it falls. 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 passengers, Taxicard members and the public may experience a negative impact if diesel taxis remain licensed and in operation for longer 	<ul style="list-style-type: none"> Increasing the booked taxi extra could have a positive impact if fewer people use taxis as the fares increase. 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
Heathrow extra	<ul style="list-style-type: none"> Reducing the Heathrow extra could have a negative impact if people use taxis for journeys from the airport instead of using modes with lower levels of harmful emissions Reducing the Heathrow extra could have a negative impact if people use taxis for journeys from the airport. If people still use taxis instead of switching to walking, cycling or public transport this would have a negative 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</i> 	<ul style="list-style-type: none"> Reducing the Heathrow extra could have a positive impact if people continue to use taxis for journeys from the airport. 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 replace their diesel taxi. Taxi drivers, taxi users, Taxicard members and the public may experience a positive impact if diesel taxis are replaced more quickly

Item	Potential negative impacts	Potential positive impacts
	<i>to be made on foot, by cycle or using public transport by 2041</i> ” although taxi drivers will experience a positive impact if people switch to using taxis as drivers’ incomes will increase	
Wimbledon Tennis Championships fixed-fare, shared-taxi scheme	<ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme could have a negative impact if 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 	<ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme could have a positive impact if 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

DfT Statutory Taxi and PHV Standards

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.

The Department for Transport (DfT) has published Statutory Taxi and PHV Standards⁷ and the focus of these is on protecting children and vulnerable adults.

We have published our consideration of the DfT’s Statutory Taxi and PHV Standards⁸ and welcome the package of measures within the Standards which are aimed at enhancing the safety of passengers using taxi and private hire services. We have also consulted on our proposals for implementing the standards not already in place in London.⁹

⁷ DfT statutory taxi and PHV standards, July 2020, <https://www.gov.uk/government/publications/statutory-taxi-and-private-hire-vehicle-standards>

⁸ 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>

⁹ Improving safety for taxi and PHV passengers, February 2023, <https://haveyoursay.tfl.gov.uk/improvingsafetyfortaxiandphvpassengers>

The table below lists the standards in the DfT's Statutory Taxi and PHV Standards. These have all been considered as part of this review of taxi fares and tariffs. For most of the standards no impact has been identified but we welcome comments as part of the consultation from anyone who thinks that there are additional impacts that have not been identified.

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	Administering the licensing regime	
3.1	All licensing authorities make publicly available a cohesive policy document that brings together all their procedures on taxi and private hire vehicle licensing. This should include but not be limited to policies on convictions, a 'fit and proper' person test, licence conditions and vehicle standards.	<ul style="list-style-type: none"> • Information on the taxi fares and tariffs review has been made publicly available as part of the public consultation • The consultation webpage will be updated with the outcome of the review of the fares and tariffs • Details of any changes to the taxi fares and tariffs will be published and made available on the TfL website
3.5	Licensing authorities should review their licensing policies every five years, but should also consider interim reviews should there be significant issues arising in their area, and their performance annually.	<ul style="list-style-type: none"> • Taxi fares and tariffs are normally reviewed annually • The consultation is part of the 2023/24 review
3.7	Shorter duration licence should only be issued when the licensing authority thinks it is appropriate in the specific circumstances of the case, if a licensee has requested one or where required (e.g. when the licence holder's leave to remain in the UK is time-limited) or when the licence is only required to meet a short-term demand; they should not be issued on a 'probationary' basis.	None
3.8	Licensing authorities should have effective internal procedures in place for staff to raise concerns and for any concerns to be dealt with openly and fairly.	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
3.10	Local authorities should ensure they have an effective 'whistleblowing' policy and that all staff are aware of it.	None
3.12	Licensing authorities should consult on proposed changes in licensing rules that may have significant impacts on passengers and/or the trade.	<ul style="list-style-type: none"> • We are publicly consulting on potential changes to taxi fares and tariffs • The consultation is open to everyone including taxi passengers, taxi drivers and the taxi trade associations
3.13	Licensing authorities should engage with neighbouring areas to identify any concerns and issues that might arise from a proposed change. Many areas convene regional officer consultation groups or, more formally, councillor liaison meetings; this should be adopted by all authorities	<ul style="list-style-type: none"> • The consultation has been shared with neighbouring areas
3.14	Any changes in licensing requirements should be followed by a review of the licences already issued.	None
Gathering and sharing information		
4.4	Licensing authorities must not circumvent the DBS process and seek to obtain details of previous criminal convictions and other information that may not otherwise be disclosed on a DBS certificate.	None
4.11	Licensing authorities should maintain close links with the police to ensure effective and efficient information sharing procedures and protocols are in place and are being used.	None
4.12	Licence holders should be required to notify the issuing authority within 48 hours of an arrest and release, charge or conviction of any sexual offence, any offence involving dishonesty or violence and any motoring offence.	None
4.12	An arrest for any of the offences within this scope should result in a review by the issuing authority as to whether the licence holder is fit to continue to do so.	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
4.12	Authorities should also ensure appropriate procedures are in place to enable them to act in a suitable timeframe if and when needed	None
4.13	A failure by a licence holder to disclose an arrest that the issuing authority is subsequently advised of might be seen as behaviour that questions honesty and therefore the suitability of the licence holder regardless of the outcome of the initial allegation	None
4.14	A decision to refuse or revoke a licence as the individual is thought to present a risk of harm to a child or vulnerable adult, should be referred to the DBS.	None
4.17	Action taken by the licensing authority as a result of information received should be fed-back to the police	None
4.19	A revocation or refusal on public safety grounds should also be advised to the police	None
4.20	Applicants and licensees should be required to disclose if they hold or have previously held a licence with another authority. An applicant should also be required to disclose if they have had an application for a licence refused, or a licence revoked or suspended by any other licensing authority.	None
4.20	Licensing authorities should explicitly advise on their application forms that making a false statement or omitting to provide the information requested may be a criminal offence	None
4.21	Tools such as NR3 should be used by licensing authorities to share information on a more consistent basis to mitigate the risk of non-disclosure of relevant information by applicants	None
4.22	All licensing authorities must keep a complete and accurate record as to the reasons for refusal, suspension or revocation	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	of a licence in order that this might be shared if requested and appropriate to do so	
4.24	If notification of a refused or revoked licence is disclosed, the relevant licensing authority should be contacted to establish when the licence was refused, suspended or revoked and the reasons why	None
4.24	If information is disclosed, it can then be taken into account in determining the applicant's fitness to be licensed.	None
4.28	All licensing authorities should operate or establish a means to facilitate the objectives of a MASH (i.e. the sharing of necessary and relevant information between stakeholders)	None
4.29	All licensing authorities should have a robust system for recording complaints, including analysing trends across all licensees as well as complaints against individual licensees	None
4.30	Licensees with a high number of complaints made against them should be contacted by the licensing authority and concerns raised with the driver and operator (if appropriate). Further action in terms of the licence holder must be determined by the licensing authority, which could include no further action, the offer of training, a formal review of the licence, or formal enforcement action.	None
4.31	Licensing authorities should produce guidance for passengers on making complaints directly to the licensing authority that should be available on their website.	None
4.31	Ways to make complaints to the authority should be displayed in all licensed vehicles.	None
4.31	An effective partnership in which operators can share concerns [with the licensing authority] regarding drivers is also encouraged	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
4.32	Licensing authorities must ensure that drivers are aware of a requirement to display information on how to complain and take appropriate sanctions against those that do not comply with this requirement	None
4.35	Where an applicant has spent three or more continuous months outside the UK, licensing authorities should seek or require applicants to provide where possible criminal records information or a 'Certificate of Good Character' from overseas to properly assess risk and support the decision-making process. It is the character of the applicant as an adult that is of particular interest, therefore an extended period outside the UK before the age of 18 may be less relevant.	None
4.36	Where an individual is aware that they have committed an offence overseas which may be equivalent to those listed in the annex to [the Statutory Standards] document (Annex – Assessment of previous convictions), licensing authorities should advise the applicant to seek independent expert or legal advice to ensure that they provide information that is truthful and accurate	None
	Decision making	
5.2	Licensing authorities should ensure that all individuals that determine whether a licence is issued or refused are adequately resourced to allow them to discharge the function effectively and correctly	None
5.3	All individuals that determine whether a licence is issued should be required to undertake sufficient training.	None
5.3	As a minimum, training for a member of a licensing committee should include: licensing procedures, natural	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	justice, understanding the risks of CSAE, disability and equality awareness and the making of difficult and potentially controversial decisions.	
5.5	When a decision maker has a prejudicial interest in a case, whether it be financial or a personal relationship with those involved they should declare their interest at the earliest opportunity	None
5.6	It is recommended that councils operate with a Regulatory Committee or Board that is convened at periodic intervals to determine licensing matters, with individual cases being considered by a panel of elected and suitably trained councillors drawn from a larger Regulatory Committee or Board.	None
5.6	Less contentious matters can be delegated to appropriately authorised council officers via a transparent scheme of delegation.	None
5.11	It may be helpful when considering whether an applicant or licensee is fit and proper to pose oneself the following question "Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?" If, on the balance of probabilities, the answer to the question is 'no', the individual should not hold a licence.	None
5.13	All licensing authorities should consider arrangements for dealing with serious matters that may require the immediate revocation of a licence. It is recommended that this role is delegated to a senior officer/manager with responsibility for the licensing service.	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
5.15	Licensing authorities should have a clear policy for the consideration of criminal records. This should include, for example, which offences would prevent an applicant from being licensed regardless of the period elapsed in all but truly exceptional circumstances. In the case of lesser offences, a policy should consider the number of years the authority will require to have elapsed since the commission of particular kinds of offences before they will grant a licence.	None
	Driver licensing	
6.2	All individuals applying for or renewing a taxi or private hire vehicle drivers licence licensing authorities should carry out a check of the children and adult Barred Lists in addition to being subject to an enhanced DBS check	None
6.2	All licensed drivers should also be required to evidence continuous registration with the DBS update service to enable the licensing authority to routinely check for new information every six months. Drivers that do not subscribe up to the Update Service should still be subject to a check every six months.	None
6.3	In the interests of public safety, licensing authorities should not, as part of their policies, issue a licence to any individual that appears on either barred list.	None
6.6	All licensing authorities should provide safeguarding advice and guidance to the trade and should require taxi and private hire vehicle drivers to undertake safeguarding training.	None
6.15	A licensing authority's test of a driver's proficiency should cover both oral and written English language skills to achieve the objectives [at 6.14].	None
	Vehicle licensing	

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
7.2	Licensing authorities should require a basic disclosure from the DBS and that a check is undertaken annually.	None
7.2	Licensing authorities should consider whether an applicant or licence holder with a conviction for offences provided in the annex to [the Statutory Standards] document (Annex – Assessment of previous convictions), other than those relating to driving, meet the 'fit and proper' threshold.	None
7.3	An authority which undertakes the biannual DBS checks recommended for its drivers should not require those seeking to licence a vehicle to provide a basic DBS check	None
7.6	Overseas checks to be considered where applicable	None
7.9	All licensing authorities should consult to identify if there are local circumstances which indicate that the installation of CCTV in vehicles would have either a positive or an adverse net effect on the safety of taxi and private hire vehicle users, including children or vulnerable adults, and taking into account potential privacy issues.	None
7.13	Imposition of a blanket requirement to attach CCTV as a condition to a licence is likely to give rise to concerns about the proportionality of such an approach and will therefore require an appropriately strong justification and must be kept under regular review.	None
7.14	It is the Department's view that it is not a legitimate course of action for licensing authorities to adopt policies that exclude limousines as a matter of principle thereby excluding these services from the scope of the private hire vehicle regime and the safety benefits this provides.	None
	Operator licensing	
8.2	Licensing authorities should request a basic disclosure from	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	the DBS and that a check is undertaken annually.	
8.2	Licensing authorities should consider whether an applicant or licence holder with a conviction for offences provided in the annex to this document (Annex – Assessment of previous convictions), other than those relating to driving, meet the 'fit and proper' threshold.	None
8.3	An authority which undertakes the biannual DBS checks recommended for its drivers should not require those seeking a private hire vehicle operator licence to provide a basic DBS check as part of the application process	None
8.5	A private hire vehicle operator licence may be applied for by a company or partnership; licensing authorities should apply the 'fit and proper' test to each of the directors or partners in that company or partnership. For this to be effective private hire vehicle operators should be required to advise the licensing authority of any change in directors or partners	None
8.6	Overseas checks to be considered where applicable	None
8.8	Licensing authorities should, as a condition of granting an operator licence, require a register of all staff that will take bookings or dispatch vehicles is kept	None
8.9	Operators should be required to evidence that they have had sight of a Basic DBS check on all individuals listed on their register of booking and dispatch staff and to ensure that Basic DBS checks are conducted on any individuals added to the register and that this is compatible with their policy on employing ex-offenders.	None
8.9	When individuals start taking bookings and dispatching vehicles for an operator they should be required, as part of their employment contract, to advise the operator of any	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	convictions while they are employed in this role.	
8.11	Operators may outsource booking and dispatch functions but they cannot pass on the obligation to protect children and vulnerable adults. Operators should be required to evidence that comparable protections are applied by the company to which they outsource these functions.	None
8.12	Licensing authorities should also require operators or applicants for a licence to provide their policy on employing ex-offenders in roles that would be on the register as above.	None
8.13	<p>Licensing authorities should as a minimum require private hire vehicle operators to record the following information for each booking:</p> <ul style="list-style-type: none"> • the name of the passenger; • the time of the request; • the pick-up point; • the destination; • the name of the driver; • the driver's licence number; • the vehicle registration number of the vehicle; • the name of any individual that responded to the booking request; • the name of any individual that dispatched the vehicle. 	None
8.14	It is suggested that booking records should be retained for a minimum of six months.	None
8.16	The use of a driver who holds a PCV licence and the use of a public service vehicle (PSV) such as a minibus to undertake a private hire vehicle booking should not be permitted as a condition of the private hire vehicle operator's licence without	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	the informed consent of the booker.	
	Enforcing the licensing regime	
9.2	Licensing authorities should, where the need arises, jointly authorise officers from other authorities so that compliance and enforcement action can be taken against licensees from outside their area.	None
9.3	Licensing authorities should ensure that drivers are aware of the policies that they must adhere and are properly informed of what is expected of them and the repercussions for failing to do so.	<ul style="list-style-type: none"> • When changes to taxi fares and tariffs are made we notify taxi drivers, taxi vehicle owners, the taxi trade associations and taximeter companies of the changes and when these come into effect • A TPH notice listing changes to taxi fares and tariffs is normally issued • The new tariffs will be published on the TfL website
9.7	Before any decision is made, the licensing authority must give full consideration to the available evidence and the driver should be given the opportunity to state his or her case.	None
9.7	If a period of suspension is imposed, it cannot be extended or changed to revocation at a later date	None

Protection of children and vulnerable adults

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.

A London borough has previously 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.

Havering Council recently announced plans to stop using taxis to provide transport for children with Special Educational Needs and Disabilities (SEND) in order to help reduce costs.¹⁰

Item	Potential negative impacts	Potential positive impacts
Taxi fares and tariffs	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Increasing the tariffs could mean that some children and vulnerable adults experience a negative impact if London boroughs use taxis to provide transport services for them and increasing the tariffs means they have to reduce or make cuts to these services • Increasing the tariffs could mean some children and vulnerable adults will experience a negative impact if the 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 • Increasing the tariffs could mean some children or vulnerable adults being unable to access education, medical treatment or other activities 	<p>Increasing the tariffs</p> <ul style="list-style-type: none"> • Increasing the 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 • Increasing the supply of available taxis could mean some children or vulnerable adults are able to access education, medical treatment or other activities

¹⁰ The Havering Daily, 19 September 2023, Council funded taxi trips for children with special needs set to stop, <https://thehaveringdaily.co.uk/2023/09/19/council-funded-taxi-trips-for-children-with-special-needs-set-to-stop/>

Item	Potential negative impacts	Potential positive impacts
	<p>No change to the tariffs</p> <ul style="list-style-type: none"> • If there is no change to the tariffs this could mean some children and vulnerable adults 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 • No change to the tariffs could mean 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 costs and stop working as taxi drivers • A reduction in the supply of available taxis could mean some children or vulnerable adults being unable to access education, medical treatment or other activities 	<p>No change to the tariffs</p> <ul style="list-style-type: none"> • If there is no change to the tariffs this could mean some children and vulnerable adults 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 • No change to the tariffs could mean some children and vulnerable adults 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 • An increase in the supply of available taxis could mean some children or vulnerable adults are able to access education, medical treatment or other activities
Making Tariff 4 the same as Tariff 2	<ul style="list-style-type: none"> • Making Tariff 4 the same as Tariff 2 could mean some children and vulnerable adults experience a negative impact if they use taxis for longer journeys as the fares for these journeys will increase 	<ul style="list-style-type: none"> • Making Tariff 4 the same as Tariff 2 could mean some children and vulnerable adults experience a positive impact if they use taxis for longer journeys and taxi drivers are more likely to accept these jobs as Tariff 4 has been increased
Booked taxi extra	<ul style="list-style-type: none"> • Increasing the booked taxi extra could mean some children and vulnerable adults experience a negative impact if they use booked taxis as the fares for these could increase 	<ul style="list-style-type: none"> • No positive impacts have been identified
Heathrow extra	<ul style="list-style-type: none"> • No negative impacts have been identified 	<ul style="list-style-type: none"> • Reducing the Heathrow extra could mean some children and vulnerable adults experience a positive impact if they use taxis to travel from Heathrow

Item	Potential negative impacts	Potential positive impacts
Wimbledon Tennis Championships fixed-fare, shared-taxi scheme	<ul style="list-style-type: none"> Increasing some of the fares for the fixed-fare, shared taxi scheme could mean some children and vulnerable adults experience a negative impact if they use the fixed-fares, shared-taxi scheme as the fares will increase 	<p>airport as the fares will decrease</p> <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 issues and factors to consider

In previous reviews of taxi fares and tariffs some other issues and factors to consider have been raised. Other issues and factors that are relevant to this review are below.

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, 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:

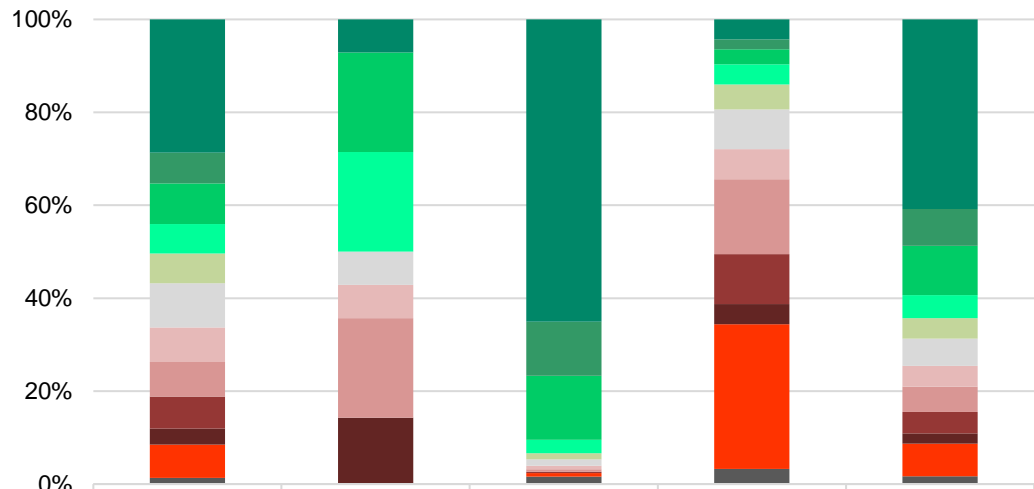
- It is unfair to try and compare taxi services and taxi fares with PHV services and PHV fares, as differences (e.g. the wide range of cheaper vehicles PHV drivers can use) mean that this is an unfair comparison
- PHV operators are able to set their own fares and increase or decrease fares at any time and in response to varying factors, and this is 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 may be 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 may be asked for quotes or if they will accept a fixed fare before being hired
- 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 PHV services. Passengers can compare PHV fares prior to making a booking but this is not an option when hailing a taxi on the street or from a taxi rank.

Concerns have been raised about taxi fares being too expensive and taxis not being good value for money.

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). The results are shown below.



	A taxi (black cab) user(n=380)	A Taxicard member(n=14)	A taxi (black cab) driver(n=379)	A non-taxi (black cab) user(n=94)	All respondents(n=904)
10	28	7	65	4	40
9	7	0	12	2	8
8	9	21	14	3	11
7	6	21	3	4	5
6	6	0	1	5	4
5	9	7	1	9	6
4	7	7	1	6	4
3	7	21	1	16	5
2	7	0	0	11	5
1	3	14	0	4	2
0	7	0	1	31	7
No opinion	1	0	2	3	2

- Forty-four 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 (91 per cent) of taxi drivers gave a score of eight or more, with just two per cent giving a score of three or lower

It has been suggested that taxi fares should be compared to fares for some other modes. However, fare reviews for other modes differ to taxi fares and tariff reviews. The change in regulated rail fares is usually linked to the July RPI figure in the previous year. Before the pandemic, regulated rail fares were increased in January of each year and the increase was based on the RPI figure from the previous July plus one per cent. Due to the high levels of inflation, the 2023 increase for England and Wales was instead linked to average earnings growth in July 2022.

Rail fares increased by 5.7 per cent in March 2023 compared with a 13.5 per cent in the Retail Prices Index (RPI) over the same period. Fares in London and the southeast had the largest increase at 6.0 per cent.¹¹ Fares across the TfL network increased by an overall average of 5.9 per cent on 5 March 2023.¹²

The government has said that the rise in regulated rail fares in 2024 will be below the rate of inflation. RPI in July 2023 was nine per cent but it is not known yet what the increase will be.

Impact of the coronavirus pandemic

The full impact of the coronavirus pandemic on taxi drivers, the taxi industry and taxi passengers is unknown as this was not assessed or analysed. However, it is still clear that there was 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.

¹¹ Office of Rail and Road, Rail fares, <https://dataportal.orr.gov.uk/statistics/finance/rail-fares/>

¹² TfL, Fares from 5 March 2023, <https://tfl.gov.uk/campaign/new-fares>

In the 2022/23 Taxi and Minicab User Customer Satisfaction Survey (CSS)¹³ we asked taxi and minicab users if the coronavirus pandemic had changed their use of taxis and booked minicabs. The results are shown below.

Response	Taxis	Booked minicabs
Yes – use more	26%	24%
Yes – use less	25%	30%
No – use the same	49%	46%

In the 2022/23 Taxi and Private Hire Licensee CSS¹⁴ we asked taxi drivers how they had been impacted by the coronavirus pandemic. The results are shown below.

Impact of coronavirus	Taxi drivers
Stopped working as a taxi driver/private hire vehicle driver completely and haven't started working again	6%
Stopped working as a taxi driver/private hire vehicle driver completely but have now gone back to work	50%
Continued to work as a taxi driver/private hire vehicle driver but worked fewer hours than normal	21%
Continued to work as a taxi driver/private hire vehicle driver but worked more hours than normal	6%
Continued to work as a taxi driver/private hire vehicle driver but worked the same hours as normal	6%
Continued to work as a taxi driver/private hire vehicle driver but delivering parcels/goods	2%
Had to stop working as a taxi driver/private hire vehicle driver as I had symptoms of coronavirus/tested positive for coronavirus	5%
Had to stop working as a taxi driver/private hire vehicle driver as I was shielding/clinically extremely vulnerable	3%
Had to stop working as a taxi driver/private hire vehicle driver to care for someone else	3%
Got another job	11%
Sold my taxi/private hire vehicle/minicab	4%
Delicensed my taxi	3%
My income increased	1%

¹³ Black Cabs and Minicabs CSS, Kantar, 2022/23

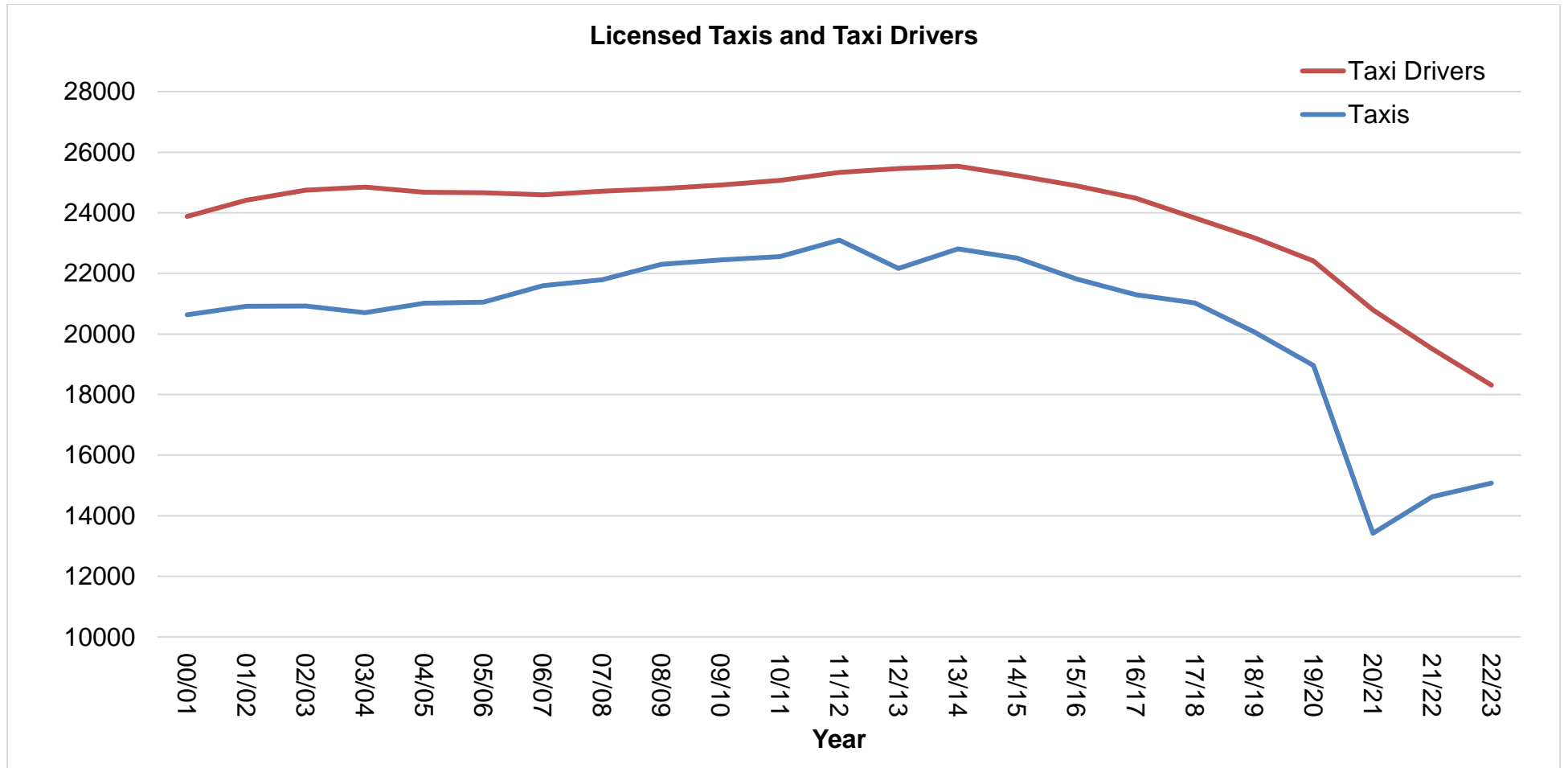
¹⁴ Taxi and Private Hire Licensee CSS, Kantar, 2022/23

Impact of coronavirus	Taxi drivers
My income decreased	37%
My income stayed the same	0%
Previously registered for the Government's Self-employment Income Support Scheme	21%
Applied for Universal Credit or other benefit	8%
Volunteered	2%
I have not been impacted	2%
Other	2%
Prefer not to say	5%

Licensee numbers

The number of licensed taxis and taxi drivers had been falling for several years and the rate of decline accelerated during the coronavirus pandemic. There has since been an increase in the number of licensed taxis but the number of licensed taxi drivers continues to fall.¹⁵

¹⁵ TfL licensing data



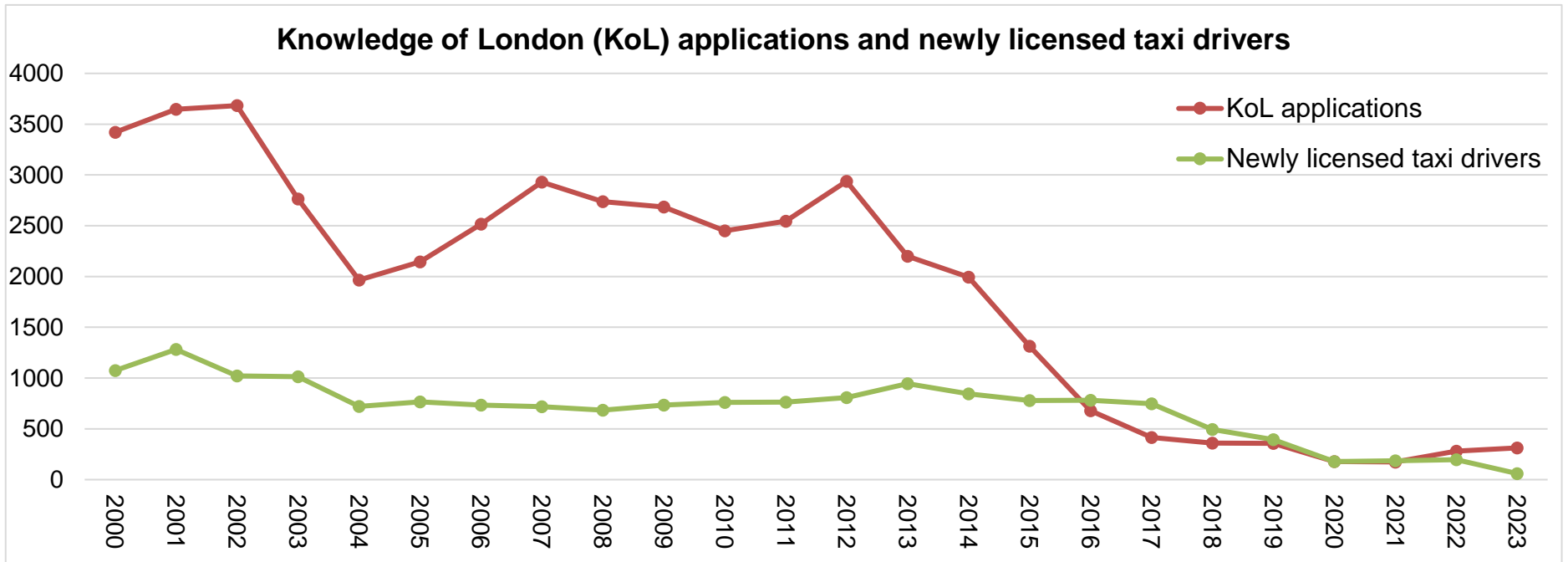
There has been a significant reduction in the number of licensed taxis and drivers in London since the start of the coronavirus pandemic. By contrast the number of licensed PHV drivers and PHVs has almost returned to pre-pandemic levels.¹⁶

	15 March 2020	24 September 2023	Difference	%
Taxi drivers	22,409	17,868	-4,541	-20.26%
Taxis	18,961	15,116	-3,845	-20.28%
PHV drivers	111,590	106,474	-5,116	-4.58%
PHVs	95,955	90,520	-5,435	-5.66%
PHV operators	2,124	1,663	-461	-21.70%

Concerns continue to be raised about the decline in the number of people applying to become a licensed taxi driver and the number of newly licensed taxi drivers. There has been a steep decline in the number of people applying to become a licensed taxi driver since 2012. The number of newly licensed taxi drivers has been slowly falling since 2013.

The chart below shows the number of applications from people to do the Knowledge of London (KoL) and become a licensed taxi driver. It also shows the number of newly licensed taxi drivers. The figures for 2023 are for January to June 2023.

¹⁶ Ibid



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.

We do not hold data on the current number of taxi or PHV trips each day and are not able to observe or record this. Research has previously been conducted to estimate the number of taxi journeys in a typical day and this showed that the number was falling. In 2009¹⁷ there were around 185,000 taxi journeys in a typical day but in 2016/17¹⁸ this figure had fallen to around 109,000.

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

Increasing the booked taxi extra will affect a greater number of taxi passengers and taxi drivers than it would have done prior to the launch of taxi apps.

In our annual survey amongst taxi and minicab passengers¹⁹ we asked taxi users which method of getting a taxi they used most recently. In the most recent survey 22 per cent of taxi users 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%
2022	22%

¹⁷ Taxi & PHV Driver Diary Survey, GfK NOP, 2009

¹⁸ Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017, <https://content.tfl.gov.uk/driver-diaries.pdf>

¹⁹ Black Cabs and Minicabs CSS, Kantar, 2022/23

The number of taxi drivers receiving work from apps has grown since these services were first launched. However, since the coronavirus pandemic restrictions were lifted 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.

The tables below are from the 2022/23 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 2022).

Pre-March 2020	From ranks	On-street	Radio circuit	Booking app
0%	12%	6%	84%	44%
1-20%	29%	20%	7%	25%
21-40%	23%	26%	6%	18%
41-60%	21%	27%	2%	8%
61-80%	9%	13%	1%	5%
81-100%	6%	8%	1%	1%

November 2022	From ranks	On-street	Radio circuit	Booking app
Not working at present	9%	9%	9%	9%
0%	10%	4%	73%	36%
1-20%	31%	19%	12%	25%
21-40%	20%	23%	3%	14%
41-60%	16%	23%	1%	9%
61-80%	8%	14%	%	5%
81-100%	5%	7%	1%	2%

In the same survey:

- Four per cent of taxi drivers said they were on a radio circuit only
- 52 per cent of taxi drivers said they were on a booking app only
- Seven per cent of taxi drivers said they were on both a radio circuit and booking app
- 37 per cent said they did not use a radio circuit or booking app
- Of the drivers who were on an app, 38 per cent said they were on one app with 61 per cent saying they use more than one app

Potential mitigations

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

Impacts	Mitigations
Negative impacts from increasing the tariffs and taxi fares	<ul style="list-style-type: none"> • Some people may be able to use a PHV instead of a taxi and information about licensed PHV operators in London (services offered, areas covered, times of operation, contact details) is available on our website²⁰ • 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, Tube, Docklands Light Railway (DLR) or trams instead of a taxi for all or part of their journey. For most journeys the fares for these services should be cheaper than using a taxi, although fares for these services increased in March 2023²¹ • 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 lines²² • 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 Gate²³

²⁰ TfL Findaride service, <https://tfl.gov.uk/forms/12389.aspx>

²¹ TfL fares increase, <https://tfl.gov.uk/campaign/new-fares>

²² TfL The Night Tube, <https://tfl.gov.uk/campaign/tube-improvements/what-we-are-doing/night-tube#on-this-page-0>

²³ TfL London Overground Night Service, <https://tfl.gov.uk/modes/london-overground/london-overground-night-service>

- Research has previously shown that the average duration of a taxi journey is 19 minutes and the average distance is 2.6 miles.²⁴ Some people may be able to walk or cycle for all or part of their journey instead of using a taxi. As well as the Santander cycle hire scheme, 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 journey²⁵
- The London e-scooter trial has been extended to 31 May 2024. The 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 taxi²⁶
- We've worked with Go Jaunty²⁷ to make walking information, including station accessibility information, walking times and step by step directions, available on smartphones
- The TfL Go app²⁸ may help people plan journeys in London and use other modes of transport instead of a taxi. The app allows people to:
 - 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 92 Tube stations and 60 London Overground stations 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

²⁴ Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017

²⁵ 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>

²⁶ TfL Electric scooters, <https://tfl.gov.uk/modes/driving/electric-scooter-rental-trial>

²⁷ TfL and Go Jaunty partnership, <https://www.gojaunty.com/tfl-partnership>

²⁸ TfL Go app, https://tfl.gov.uk/maps/_tfl-go

	<p>ramps or platform humps are available to help ensure a full step-free route from the street to the train²⁹</p> <ul style="list-style-type: none"> • 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 PHV drivers accepting jobs that have not been booked through a licensed PHV operator • 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, enhancement 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
Negative impacts on passengers if the number of available taxis decreases or wait times increase	<ul style="list-style-type: none"> • We have reviewed the Knowledge of London, partly with the aim of making it more attractive to people to apply to become a licensed taxi driver. If more people apply to become a taxi driver and the number of newly licensed taxi drivers increases then this could help mitigate some of the negative impacts and avoid wait times for taxis increasing or taxis being unavailable when people want to travel
Negative impacts on Taxicard members from fares increasing or drivers not accepting Taxicard jobs	<ul style="list-style-type: none"> • Capped fares have been introduced for Taxicard members and these help partly mitigate the impact on them from increases to the tariffs • 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 • Some Taxicard members may be able to use the Dial-a-Ride service, which is a free door-to-door service for people with permanent or long-term disabilities. It was recently announced that the operating hours are being extended to midnight with the last pick up at 23:00
Negative impacts on taxi drivers if fares increase and demand for taxis falls	<ul style="list-style-type: none"> • We promote the Taxicard service to taxi drivers and this may mitigate some of the potential negative impacts on taxi drivers, as they will have the opportunity to increase their income
Negative impact on passengers if some of	<ul style="list-style-type: none"> • During the Wimbledon Tennis Championships an additional bus service operates between Wimbledon Station and the tennis and some people may be able to use this instead of a taxi³⁰

²⁹ TfL step-free access, <https://tfl.gov.uk/travel-information/improvements-and-projects/step-free-access>

³⁰ Wimbledon Tennis Championships 2023, Go Ahead bus service, <https://www.goaheadlondon.com/events-and-hire/events/wimbledon>

<p>the fares for the Wimbledon Tennis Championships fixed-fare, shared-taxi scheme increase</p>	
<p>Negative environmental impacts if taxi drivers are deterred from purchasing a new ZEC taxi or delay a decision to replace their diesel taxi</p>	<ul style="list-style-type: none"> • 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