

## **Appendix 7: Assessment of other impacts and factors to consider**

Information on other impacts and factors to consider was published as part of the taxi fares and tariffs consultation.

The document that was published is available here:

<https://haveyoursay.tfl.gov.uk/36361/widgets/106528/documents/70504>

Following the close of the consultation and a review of all of the consultation responses the assessment of other impacts and factors to consider has been updated.

The document now covers the recommended changes to the fixed-fare, shared-taxi scheme that operates during Wimbledon tennis Championships.

The dates when the document was updated have been included to make it clear what information was included in the document published with the consultation and what has been added after the consultation closed.

## **Impact assessments and other factors to consider**

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

### **Impact assessments**

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 the minimum fare or tariffs
- No change to the minimum fare and tariffs (i.e. fares are frozen)
- Reducing the Heathrow extra
- Reducing, increasing, freezing or removing the Heathrow drop off charge

### **27 December 2024 – Wimbledon Tennis Championships fixed-fare, shared-taxi scheme**

Following a review of the consultation responses and requests we are recommending changes to the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships and have assessed the impacts of:

- Increasing the fixed-fares for shared-taxis from the All England Lawn Tennis Club (AELTC) to central London by £1.50
- Amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships
- Extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships

### **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><b>Taxi fares and tariffs</b></p>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>• Increasing the minimum fare or tariffs would mean taxi fares increase and this could mean some passengers are more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option (e.g. at night)</li> <li>• 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</li> <li>• 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</li> <li>• If any increase is lower than the total Cost Index figure then this could mean some taxi drivers choose to stop working as a taxi driver and this could also 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</li> <li>• 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</li> </ul>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>• Taxi drivers may experience a positive impact, with their health and wellbeing positively affected, as increasing the minimum fare or tariffs may help them cover increased operating costs</li> <li>• Increasing the minimum fare or tariffs could also mean taxi drivers' incomes increase and they can work fewer hours</li> <li>• 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 more taxis are available when people want to travel or wait times are reduced</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<ul style="list-style-type: none"> <li>• Taxi drivers may also experience a negative impact if any increase is lower than the total Cost Index figure as this could mean they have to work longer hours to maintain or increase their income</li> <li>• 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</li> <li>• Taxicard members' health and wellbeing may be 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</li> </ul>	
<b>Taxi fares and tariffs</b>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>• Not increasing the tariffs despite taxi 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</li> <li>• 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</li> </ul>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>• Not increasing the minimum fare or 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.)</li> <li>• Not increasing the minimum fare or tariffs may have a positive impact on taxi drivers' health and wellbeing as more people may be willing to consider using taxis</li> <li>• 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</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<p>reliant on them (e.g. disabled people, older people, etc.) may be disproportionately negatively impacted</p> <ul style="list-style-type: none"> <li>• 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</li> </ul>	<p>unbooked PHV, or choosing to walk when this is a less safe option</p> <ul style="list-style-type: none"> <li>• 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</li> <li>• 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</li> </ul>
<b>Reducing the Heathrow extra</b>	<ul style="list-style-type: none"> <li>• Reducing the Heathrow extra could have a negative impact on taxi drivers as at present the extra (£2.00) is covering the more than 50% of the fee taxi 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</li> <li>• Reducing the Heathrow extra could 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</li> </ul>	<ul style="list-style-type: none"> <li>• Reducing the Heathrow extra could have a positive impact on taxi passengers taking a taxi from one of the airport taxi ranks as the fares will be reduced</li> <li>• 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</li> </ul>
<b>Reducing, increasing, removing or freezing the Heathrow drop off charge</b>	<ul style="list-style-type: none"> <li>• Reducing, freezing or removing the Heathrow drop off charge could have a negative impact on taxi drivers as they would still have to pay the terminal drop off charge (TDOC) to Heathrow Airport Limited (HAL) and this is due to increase to £6.00 from 1 January 2025</li> <li>• Reducing, freezing or removing the Heathrow drop off charge could have a negative impact on</li> </ul>	<ul style="list-style-type: none"> <li>• Reducing, freezing or removing the Heathrow drop off charge could have a positive impact on passengers as fares for taxis to the airport would decrease</li> <li>• Increasing the Heathrow drop off charge could have a positive impact on taxi drivers as this would cover the TDOC they have to pay to HAL</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<p>passengers if taxi drivers are less likely to accept fares to the airport</p> <ul style="list-style-type: none"> <li>Reducing, freezing or removing the Heathrow drop off charge could have a negative impact on passengers if taxi drivers are more likely to drop off passengers in places where it is not safe in order to avoid paying the TDOC, instead of dropping them off at a terminal</li> <li>Increasing the Heathrow drop off charge could have a negative impact on passengers as fares for taxis to the airport would increase</li> </ul>	
<p><b>27 December 2024 update</b></p> <p><b>Changes to the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships</b></p>	<ul style="list-style-type: none"> <li>Increasing some of the fixed-fares for shared-taxis could have a negative impact as fares would increase and this could mean some passengers are more likely to use an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option (e.g. at night)</li> <li>No negative impacts from amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships have been identified</li> <li>No negative impacts from extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships have been identified</li> </ul>	<ul style="list-style-type: none"> <li>Increasing some of the fixed-fares for shared-taxis could have a positive impact as it could mean that more taxi drivers are doing these journeys and the supply of available taxis increases</li> <li>No positive impacts from amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships have been identified</li> <li>Extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships could have a positive impact as it could mean more people are able to use a shared taxi to travel to central London</li> </ul>

## **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.<sup>1</sup>

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

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<sup>1</sup> London Councils press release, 14 December 2018, <https://www.londoncouncils.gov.uk/node/34901>



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 passengers paying more.

Item	Potential negative impacts	Potential positive impacts
<b>Taxi fares and tariffs</b>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>• Taxi passengers and Taxicard members would experience a negative impact if the minimum fare or tariffs are increased as this will mean the fares they pay will increase</li> <li>• Taxi drivers may experience a negative impact if the minimum fare or tariffs are increased as this will mean fares increase and there could be a decline in taxi journeys or fewer people using taxis</li> <li>• Increasing the minimum fare or tariffs but not including the increase in average national earnings could potentially mean a real terms reduction in taxi drivers' incomes</li> </ul>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>• Taxi drivers may experience a positive impact if increasing the minimum fare or tariffs results in their incomes increasing</li> <li>• Taxi drivers will experience a positive impact if the minimum fare or tariffs are increased as this may help them cover increased operating costs</li> <li>• Other modes and transport providers may experience a positive impact if the minimum fare or tariffs are increased and the increase in taxi fares means some passengers switch from taxis to other forms of transport</li> </ul>
<b>Taxi fares and tariffs</b>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>• Taxi drivers may experience a negative impact if no change is made to the minimum fare and tariffs and they cannot cover increased operating costs</li> </ul>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>• Taxi passengers and Taxicard members may experience a positive impact if there is no change to the minimum fare and tariffs as the fares will not increase</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<ul style="list-style-type: none"> <li>The Cost Index shows that taxi drivers' operating costs and average national earnings have increased and so freezing the minimum fare and tariffs could potentially mean a real terms reduction in taxis drivers' incomes</li> </ul>	<ul style="list-style-type: none"> <li>Taxi drivers may experience a positive impact if there is no change to the minimum fare and tariffs, as this could potentially mean the number of taxi journeys or people using taxis increases and drivers' incomes increase</li> <li>Taxi drivers and the taximeter companies may experience a positive impact if there is no change to the minimum fare and tariffs as the taximeters would not have to be updated</li> </ul>
<b>Reducing the Heathrow extra</b>	<ul style="list-style-type: none"> <li>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 the taxi ranks at the airport would be lower</li> </ul>	<ul style="list-style-type: none"> <li>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</li> </ul>
<b>Reducing, increasing, removing or freezing the Heathrow drop off charge</b>	<ul style="list-style-type: none"> <li>Reducing, freezing or removing the Heathrow drop off charge could have a negative impact on taxi drivers as they would still have to pay the full TDOC to HAL</li> <li>Increasing the Heathrow drop off charge could have a negative impact on passengers as fares for taxis to the airport would increase</li> </ul>	<ul style="list-style-type: none"> <li>Reducing, freezing or removing the Heathrow drop off charge could have a positive impact on passengers as fares for taxis to the airport would decrease</li> <li>Increasing the Heathrow drop off charge could have a positive Impact on taxi drivers as this would cover the TDOC they have to pay to HAL</li> </ul>
<b>27 December 2024 update</b>  <b>Changes to the fixed-fare, shared-taxi scheme that operates during the Wimbledon</b>	<ul style="list-style-type: none"> <li>Increasing some of the fixed-fares for shared-taxis could have a negative impact on passengers as fares would increase. It could also have a negative impact on taxi drivers if the increase in the fixed fares deters some people from using taxis</li> <li>No negative impacts from amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships have been identified</li> </ul>	<ul style="list-style-type: none"> <li>Increasing some of the fixed-fares for shared-taxis could have a positive impact as it could mean that taxi drivers' incomes increase</li> <li>No positive impacts from amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships have been identified</li> <li>Extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates</li> </ul>

Item	Potential negative impacts	Potential positive impacts
<b>Tennis Championships</b>	<ul style="list-style-type: none"> <li>No negative impacts from extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships have been identified</li> </ul>	during the Wimbledon Tennis Championships could have a positive impact as it could mean more people use a shared taxi to travel to central London and taxi drivers' incomes increase

## 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 over 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 (NO<sub>2</sub>) and particulate matter (PM) exacerbate poor health conditions and shorten the lives of Londoners. Taxi drivers, taxi passengers 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.<sup>2</sup>

As of 25 August 2024 there were:

	<b>Licensed taxis<sup>3</sup></b>	<b>Percentage of fleet</b>
<b>ZEC taxis</b>	8,603	58.86%
<b>Total taxis</b>	<b>14,615</b>	<b>100.00%</b>

Costs for the ZEC taxis plus charging/electricity costs are included in the Cost Index.

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.<sup>4</sup> The results are shown below.

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<sup>2</sup> Emissions standards for taxis, <https://tfl.gov.uk/info-for/taxis-and-private-hire/emissions-standards-for-taxis>

<sup>3</sup> TfL licensing data

<sup>4</sup> Taxi and Private Hire Licensee Customer Satisfaction Survey (CSS), Verian, 2023/24

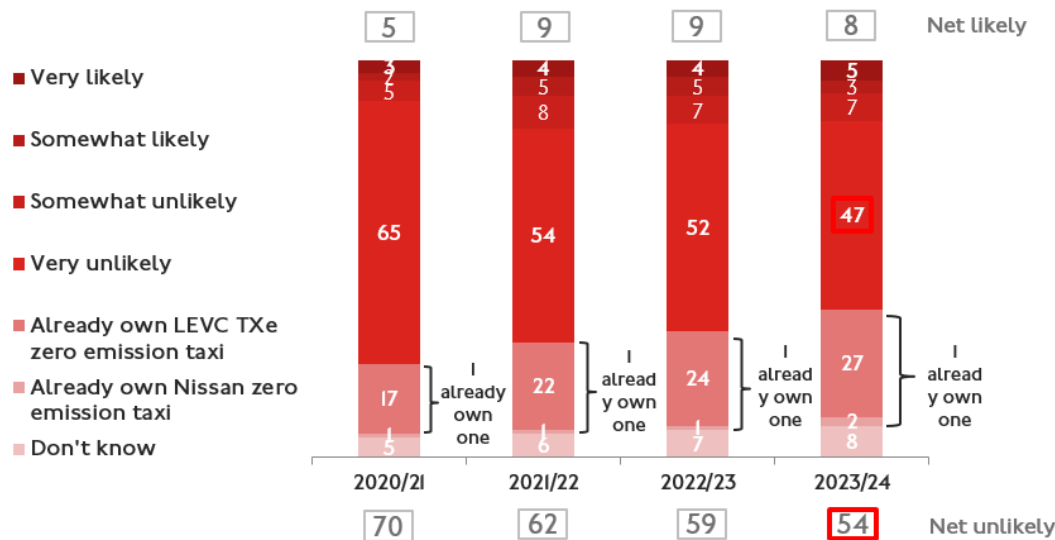
Repayment and upfront costs are the top reasons given by taxi drivers for not purchasing a ZEC taxi in the next 12 months. Cost could be an issue for more taxi drivers if:

- 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

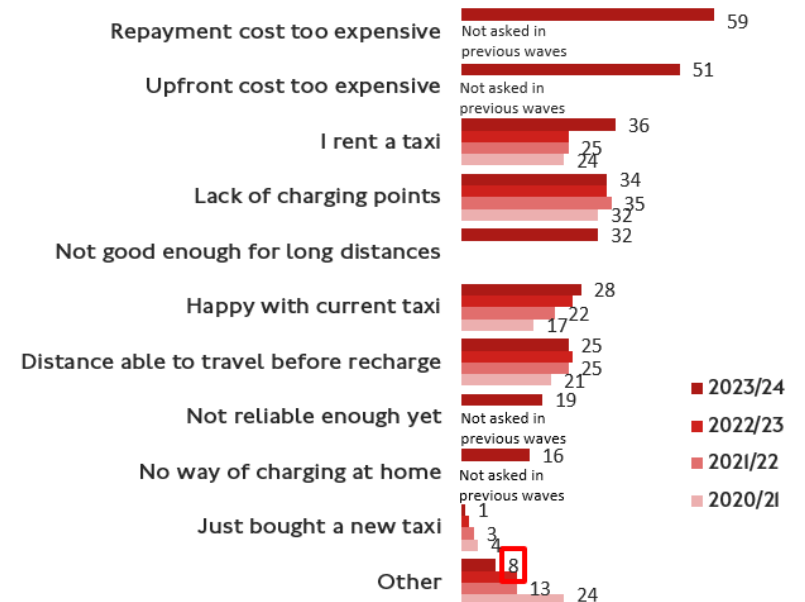
Cost could be less of an issue if:

- 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

**Likelihood to purchase an electric/zero emission capable taxi – Taxi Drivers (%)**



**Reasons unlikely to purchase an electric vehicle (%)**



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.*”<sup>5</sup> 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
<b>Taxi fares and tariffs</b>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>Increasing the minimum fare or 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 passengers and the public may experience a negative impact if diesel taxis are licensed and operated for longer</li> </ul>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>Increasing the minimum fare or 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 passengers and the public may experience a positive impact if diesel taxis are replaced more quickly</li> <li>Increasing the minimum fare or 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 “<i>reduce Londoners’ dependency on cars in favour of active, efficient and sustainable modes</i></li> </ul>

<sup>5</sup> 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><i>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>
<p><b>Taxi fares and tariffs</b></p>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>Freezing the minimum fare and 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</li> </ul>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>Freezing the minimum fare and 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 passengers, Taxicard members and the public may experience a positive impact if diesel taxis are replaced more quickly</li> <li>58.86% 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</li> </ul>
<p><b>Reducing the Heathrow extra</b></p>	<ul style="list-style-type: none"> <li>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</li> <li>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</li> </ul>	<ul style="list-style-type: none"> <li>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 passengers, Taxicard members and the public</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<p>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 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</p>	<p>may experience a positive impact if diesel taxis are replaced more quickly</p>
<p><b>Reducing, increasing, removing or freezing the Heathrow drop off charge</b></p>	<ul style="list-style-type: none"> <li>• Reducing, freezing or removing the Heathrow drop off charge could have a negative impact if people use taxis for journeys to the airport instead of using modes with lower levels of harmful emissions</li> <li>• Increasing the Heathrow drop off charge could have a negative impact if people use taxis for journeys to 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 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</li> </ul>	<ul style="list-style-type: none"> <li>• Reducing, freezing or removing the Heathrow drop off charge could have a positive impact if people continue to use taxis for journeys to 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 passengers, Taxicard members and the public may experience a positive impact if diesel taxis are replaced more quickly</li> </ul>
<p><b>27 December 2024 update</b></p> <p><b>Changes to the fixed-fare, shared-taxi scheme that</b></p>	<ul style="list-style-type: none"> <li>• 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</li> <li>• No negative impacts from amending some of the authorised places where the fixed-fare, shared-taxi</li> </ul>	<ul style="list-style-type: none"> <li>• 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</li> </ul>



Item	Potential negative impacts	Potential positive impacts
<b>operates during the Wimbledon Tennis Championships</b>	<p>scheme operates from during the Wimbledon Tennis Championships have been identified</p> <ul style="list-style-type: none"> <li>No negative impacts from extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships have been identified</li> </ul>	<ul style="list-style-type: none"> <li>No positive impacts from amending some of the authorised places where the fixed-fare, shared-taxi scheme operates from during the Wimbledon Tennis Championships have been identified</li> <li>Extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships could have a positive impact as it could mean more people are able to use a shared taxi to travel to central London instead of a mode of transport that produces a higher level of emissions compared to a taxi</li> </ul>

### 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 Standards<sup>6</sup> and the focus of these is on protecting children and vulnerable adults.

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.

<sup>6</sup> DfT statutory taxi and PHV standards, July 2020, <https://www.gov.uk/government/publications/statutory-taxi-and-private-hire-vehicle-standards>

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	<b>Administering the licensing regime</b>	
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"> <li>• Information on the taxi fares and tariffs review has been made publicly available as part of the public consultation</li> <li>• The consultation webpage will be updated with the outcome of the review of the fares and tariffs</li> <li>• Details of any changes to the taxi fares and tariffs will be published and made available on the TfL website</li> </ul>
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"> <li>• Taxi fares and tariffs are normally reviewed annually</li> <li>• The consultation is part of the 2024/25 review</li> </ul>
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
3.10	Local authorities should ensure they have an effective 'whistleblowing' policy and that all staff are aware of it.	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
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"> <li>• We are publicly consulting on potential changes to taxi fares and tariffs</li> <li>• The consultation is open to everyone including taxi passengers, taxi drivers and the taxi trade associations</li> </ul>
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"> <li>• The consultation will be shared with neighbouring areas</li> </ul>
3.14	Any changes in licensing requirements should be followed by a review of the licences already issued.	None
<b>Gathering and sharing information</b>		
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

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
4.22	All licensing authorities must keep a complete and accurate record as to the reasons for refusal, suspension or revocation of a licence in order that this might be shared if requested and appropriate to do so.	None
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

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
4.31	An effective partnership in which operators can share concerns [with the licensing authority] regarding drivers is also encouraged.	None
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
	<b>Decision making</b>	
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

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
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 justice, understanding the risks of CSAE, disability and equality awareness and the making of difficult and potentially controversial decisions.	None
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

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
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
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
	<b>Driver licensing</b>	
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



Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
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
	<b>Vehicle licensing</b>	
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	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	require an appropriately strong justification and must be kept under regular review.	
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
	<b>Operator licensing</b>	
8.2	Licensing authorities should request a basic disclosure from the DBS and that a check is undertaken annually.	None
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

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
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 convictions while they are employed in this role.	None
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"> <li>• Name of the passenger</li> <li>• Time of the request</li> <li>• Pick-up point</li> <li>• Destination</li> </ul>	None

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
	<ul style="list-style-type: none"> <li>• Name of the driver</li> <li>• Driver's licence number</li> <li>• Vehicle registration number of the vehicle</li> <li>• Name of any individual that responded to the booking request</li> <li>• Name of any individual that dispatched the vehicle</li> </ul>	
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 the informed consent of the booker.	None
	<b>Enforcing the licensing regime</b>	
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"> <li>• 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</li> <li>• <a href="#">A TPH notice</a> listing changes to taxi fares and tariffs is normally issued</li> <li>• The new tariffs will be published on the TfL website</li> </ul>

Paragraph in DfT's Statutory Standards	Statutory Standard	Impacts identified
		<p><b>27 December 2024</b></p> <ul style="list-style-type: none"> <li>Information about the fixed-fare, shared-taxi scheme will be published before the start of the 2025 Wimbledon Tennis Championships</li> </ul>
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, or the supply of taxis declines.

Item	Potential negative impacts	Potential positive impacts
<b>Taxi fares and tariffs</b>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>Increasing the minimum fare or 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</li> <li>Increasing the minimum fare or 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</li> <li>Increasing the minimum fare or tariffs could mean some children or vulnerable adults being unable to access education, medical treatment or other activities</li> </ul>	<p><b>Increasing the minimum fare or tariffs</b></p> <ul style="list-style-type: none"> <li>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</li> <li>Increasing the supply of available taxis could mean some children or vulnerable adults are able to access education, medical treatment or other activities</li> </ul>
<b>Taxi fares and tariffs</b>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>If there is no change to the minimum fare and 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</li> </ul>	<p><b>No change to the minimum fare and tariffs</b></p> <ul style="list-style-type: none"> <li>If there is no change to the minimum fare and 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</li> </ul>

Item	Potential negative impacts	Potential positive impacts
	<ul style="list-style-type: none"> <li>No change to the minimum fare and 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</li> <li>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</li> </ul>	<ul style="list-style-type: none"> <li>No change to the minimum fare and 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</li> <li>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</li> </ul>
<b>Reducing the Heathrow extra</b>	<ul style="list-style-type: none"> <li>Reducing the Heathrow extra could mean some children and vulnerable adults experience a negative impact if they use taxis to travel from Heathrow airport but the number of taxi drivers working at the airport reduces</li> </ul>	<ul style="list-style-type: none"> <li>Reducing the Heathrow extra could mean some children and vulnerable adults experience a positive impact if they use taxis to travel from Heathrow airport as the fares will decrease</li> </ul>
<b>Reducing, increasing, freezing or removing the Heathrow drop off charge</b>	<ul style="list-style-type: none"> <li>Increasing the Heathrow drop off charge could mean some children and vulnerable adults experience a negative impact if they use taxis to travel to Heathrow airport as the fares will increase</li> </ul>	<ul style="list-style-type: none"> <li>Reducing, freezing or removing the Heathrow drop off charge could mean some children and vulnerable adults experience a positive impact if they use taxis to travel to Heathrow airport as the fares will decrease</li> </ul>
<b>27 December 2024 update</b>  <b>Changes to the fixed-fare, shared-taxi scheme that operates</b>	<ul style="list-style-type: none"> <li>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-fare, shared-taxi scheme as the fares will increase</li> <li>No negative impacts from amending some of the authorised places where the fixed-fare, shared-taxi</li> </ul>	<ul style="list-style-type: none"> <li>Increasing some of the fares for the fixed-fare, shared taxi scheme could mean some children and vulnerable adults experience a positive impact as the number of taxi drivers participating in the scheme and available taxis may increase</li> <li>No positive impacts from amending some of the authorised places where the fixed-fare, shared-</li> </ul>

Item	Potential negative impacts	Potential positive impacts
<b>during the Wimbledon Tennis Championships</b>	scheme operates from during the Wimbledon Tennis Championships have been identified <ul style="list-style-type: none"> <li>• No negative impacts from extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships have been identified</li> </ul>	taxi scheme operates from during the Wimbledon Tennis Championships have been identified <ul style="list-style-type: none"> <li>• Extending one of the areas covered by the fixed-fare, shared-taxi scheme that operates during the Wimbledon Tennis Championships could have a positive impact as it could mean some children and vulnerable adults are able to use a shared taxi to travel to this part of central London</li> </ul>

### Equality impacts

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

### Other issues and factors to consider

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**

The issue of competition has been given greater consideration in recent taxi fares and tariffs reviews. It has been suggested that when reviewing taxi fares and tariffs we should consider the competitiveness of taxi services in London. However, some stakeholders have questioned this 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 sometimes 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)
  - App based PHV 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 our annual taxi and minicab customer satisfaction survey taxi and minicab passengers are also asked to rate the value for money of their most recent taxi or minicab journey. The results are reported on a scale of zero (very poor/extremely dissatisfied) to 100 (excellent/extremely satisfied) and are shown below.<sup>7</sup> A score of between 70 and 79 would normally be interpreted as something being rated as ‘fairly good’.

Year	2016	2017	2018	2019	2020	2021	2022	2023
<b>Taxi passengers rating of value for money of taxis</b>	76	76	79	76	71	73	72	73
<b>Minicab passengers rating of value for money of minicabs</b>	81	82	80	76	74	74	71	73

It has previously 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 retail price index (RPI) figure in the previous year, although the most recent average increase was capped at 4.9 per cent. This was significantly lower than the July RPI figure of 9 per cent.<sup>8</sup> London

<sup>7</sup> Black Cabs and Minicabs Customer Satisfaction Survey (CSS), Verian, 2023/24

<sup>8</sup> Significant intervention to cap rail fares comes as government delivers target to halve inflation, 22 December 2023, <https://www.gov.uk/government/news/significant-intervention-to-cap-rail-fares-comes-as-government-delivers-target-to-halve-inflation>

and south east fares increased by 5.0 per cent. Most TfL fares have been frozen, with Tavelcards and fare caps increasing by 4.9 per cent.<sup>9</sup>

**27 December 2024 update:** Tube and rail fares will rise by an average of 4.6 per cent from 2 March 2025, with bus and tram fares frozen.<sup>10</sup>

### **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.<sup>11</sup>

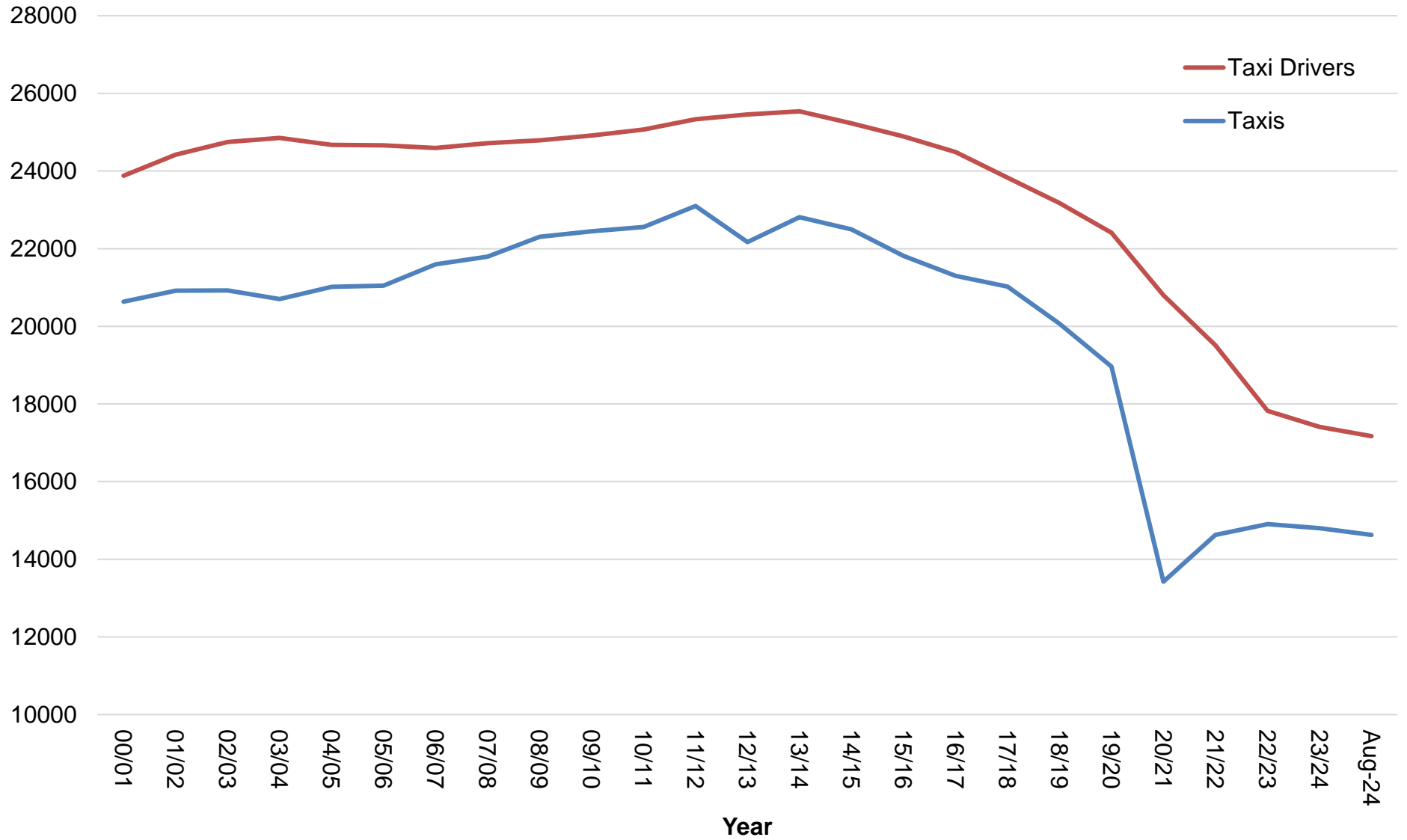
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<sup>9</sup> TfL, Fares from 3 March 2024, Tube fares up 4.6% in 2025 while bus fares frozen, 13 December 2024, <https://tfl.gov.uk/campaign/new-fares>

<sup>10</sup> <https://www.bbc.co.uk/news/articles/c62wz7v0qnwo>

<sup>11</sup> TfL licensing data

### Licensed Taxis and Taxi Drivers



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.<sup>12</sup>

	<b>15 March 2020</b>	<b>04 August 2024</b>	<b>Difference</b>	<b>%</b>
<b>Taxis</b>	18961	14634	-4327	-22.82%
<b>Taxi drivers</b>	22409	17153	-5256	-23.45%
<b>PHV Operators</b>	2124	1775	-349	-16.43%
<b>PHV Drivers</b>	111590	107980	-3610	-3.24%
<b>PHVs</b>	95955	93795	-2160	-2.25%

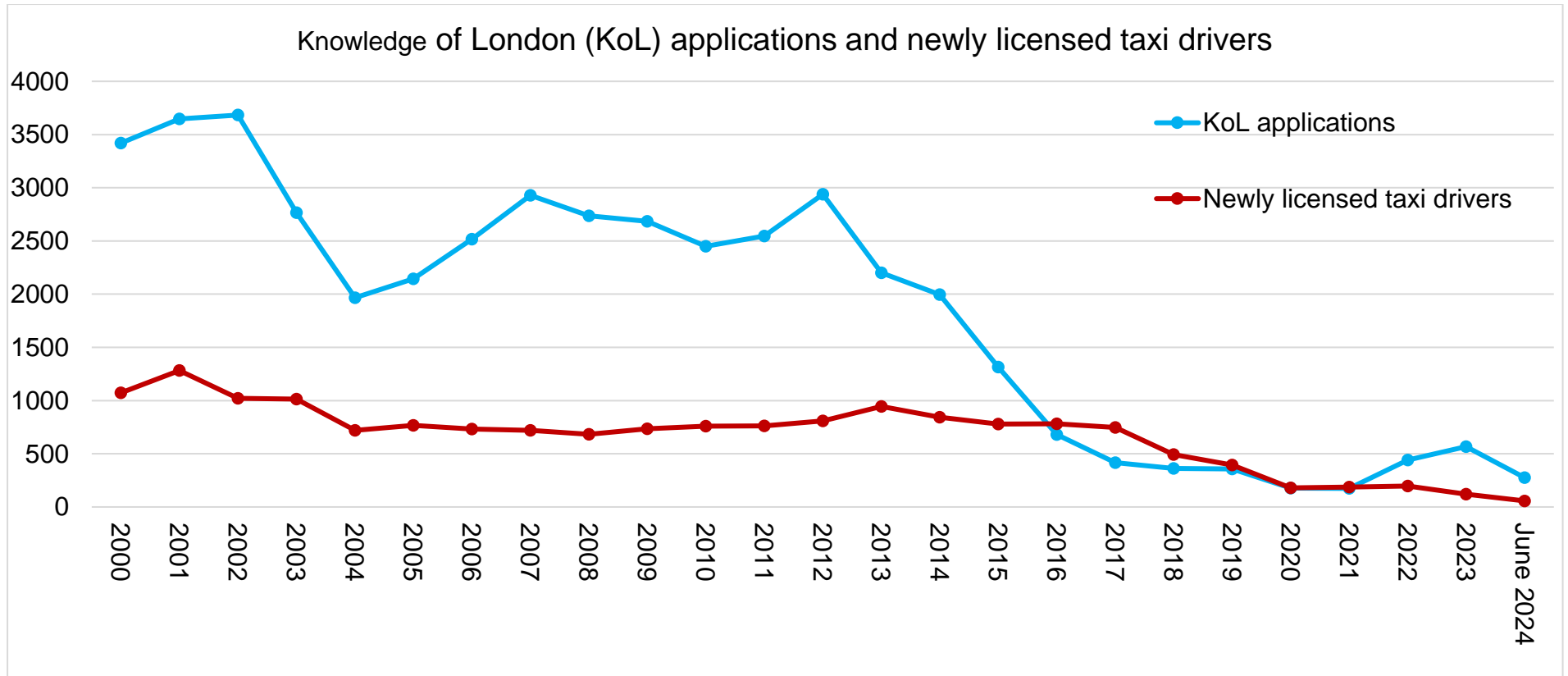
Concerns continue to be raised about the decline in the number of licensed taxis and taxi drivers, and also the number of people applying to become a licensed taxi driver and the number of newly licensed taxi drivers.

There has been a steep decline in the number of people applying to become a licensed taxi driver since 2012, although the number of people applying did increase in 2022 and 2023. 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.

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<sup>12</sup> TfL licensing data



## Taxi journeys

When reviewing taxi fares and tariffs, we consider the impact of potential changes on both taxi passengers 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 2009<sup>13</sup> there were around 185,000 taxi journeys in a typical day but in 2016/17<sup>14</sup> this figure had fallen to around 109,000.

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

In our annual survey amongst taxi and minicab passengers<sup>15</sup> we asked taxi passengers which method of getting a taxi they used most recently. In the most recent survey 27 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%
2022	22%
2023	27%

<sup>13</sup> Taxi & PHV Driver Diary Survey, GfK NOP, 2009

<sup>14</sup> Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017, <https://content.tfl.gov.uk/driver-diaries.pdf>

<sup>15</sup> Black Cabs and Minicabs CSS, Verian, 2023/24

## How taxi drivers work

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.

We ask taxi drivers what proportion of their time is spent working from ranks, on-street, radio circuits and booking apps in an average week and the results are shown below.<sup>16</sup>

Type of work	Proportion of work done using ranks, on-street, radio circuits and booking apps
Booking apps	19%
Radio circuit	4%
On-street	42%
From taxi ranks	35%

The survey also showed that:

- Three per cent of taxi drivers were on a radio circuit only
- Forty-nine per cent of taxi drivers were on a booking app only
- Eight per cent of taxi drivers were on both a radio circuit and booking app
- Thirty-nine per cent did not use a radio circuit or booking app
- Of the drivers who were on an app, 32 per cent said they were only on one app with 67 per cent saying they use more than one app

## Potential mitigations

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

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<sup>16</sup> Taxi and Private Hire Licensee CSS, Verian, 2023/24



Impacts	Mitigations
<p>Negative impacts from increasing the minimum fare, tariffs and taxi fares</p>	<ul style="list-style-type: none"> <li>• Some people may be able to use a PHV instead of a taxi and information about licensed PHV operators in London, including services offered, areas covered, times of operation and contact details, is available on our website<sup>17</sup></li> <li>• 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 at certain times</li> <li>• 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 some of the fares for these services increased in March 2024<sup>18</sup></li> <li>• 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 lines<sup>19</sup></li> <li>• 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 &amp; Islington and New Cross Gate<sup>20</sup></li> <li>• Research has previously shown that the average duration of a taxi journey is 19 minutes and the average distance is 2.6 miles.<sup>21</sup> 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</li> <li>• 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 journey<sup>22</sup></li> </ul>

<sup>17</sup> TfL Findaride service, <https://tfl.gov.uk/forms/12389.aspx>

<sup>18</sup> TfL fares increase, <https://tfl.gov.uk/campaign/new-fares>

<sup>19</sup> TfL The Night Tube, <https://tfl.gov.uk/campaign/tube-improvements/what-we-are-doing/night-tube#on-this-page-0>

<sup>20</sup> TfL London Overground Night Service, <https://tfl.gov.uk/modes/london-overground/london-overground-night-service>

<sup>21</sup> Taxi and Private Hire Driver Diary Survey 2016/17, Steer Davies Gleave, October 2017

<sup>22</sup> 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>

	<ul style="list-style-type: none"> <li>• E-scooters are being trialled in several London boroughs and some people may be able to use an e-scooter for all or part of their journey instead of using a taxi<sup>23</sup></li> <li>• Information about some walking routes in London has been published on our website<sup>24</sup> and is also available in an app<sup>25</sup>. Some people may be able to walk for all or part of their journey instead of using a taxi</li> <li>• The TfL Go app<sup>26</sup> may help people plan journeys in London and use other modes of transport instead of a taxi. The app allows people to: <ul style="list-style-type: none"> <li>○ Use our live map to see their route or search for any place or address across London</li> <li>○ Get live bus and train times for every station and the quieter times to travel</li> <li>○ Get live updates on all bus, Tube, London Overground, DLR, TfL Rail and tram lines</li> <li>○ Check walking and cycling routes for all or part of a journey</li> <li>○ Use step-free mode for planning accessible journeys - this includes information on toilet availability, platform access and live lift status</li> </ul> </li> <li>• 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 ramps or platform humps are available to help ensure a full step-free route from the street to the train<sup>27</sup></li> <li>• We advise the public of safer options when travelling late at night and to not use an unlicensed vehicle or unbooked PHV. We are committed to tackling illegal activities and keeping passengers safe. This includes working closely with our police partners and local authorities, using different operational tactics to support passengers and drivers, promoting the safety of women, girls, and vulnerable people at night, and reducing the chances of being approached by unlicensed drivers or taking unbooked journeys</li> </ul>
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<sup>23</sup> TfL Electric scooters, <https://tfl.gov.uk/modes/driving/electric-scooter-rental-trial>

<sup>24</sup> TfL Walking, <https://tfl.gov.uk/modes/walking/>

<sup>25</sup> TfL and Go Jaunty partnership, <https://www.gojaunty.com/tfl-partnership>

<sup>26</sup> TfL Go app, [https://tfl.gov.uk/maps/\\_tfl-go](https://tfl.gov.uk/maps/_tfl-go)

<sup>27</sup> TfL step-free access, <https://tfl.gov.uk/travel-information/improvements-and-projects/step-free-access>

	<ul style="list-style-type: none"> <li>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). 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<sup>28</sup></li> </ul>
Negative impacts on passengers if the number of available taxis decreases or wait times increase	<ul style="list-style-type: none"> <li>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 but at the same time not lowering the standards applicants must meet in order to be a licensed taxi driver</li> <li>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</li> </ul>
Negative impacts on Taxicard members from fares increasing or drivers not accepting Taxicard jobs	<ul style="list-style-type: none"> <li>Capped fares have been introduced for Taxicard members and these help partly mitigate the impact on them from increases to the tariffs</li> <li>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</li> <li>Some Taxicard members may be able to use the <a href="#">Dial-a-Ride service</a>, which is a free door-to-door service for people with permanent or long-term disabilities</li> <li>The Dial-a-Ride service now operates between 07:00-23:00</li> </ul>
Negative impacts on taxi drivers if fares increase and demand for taxis falls	<ul style="list-style-type: none"> <li>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</li> </ul>
Negative impacts on taxi passengers if fares to or from Heathrow Airport increase	<ul style="list-style-type: none"> <li>Some passengers may be able to take the Tube, Elizabeth line or Heathrow Express to or from the airport instead of a taxi and so would not have to pay any increased extra charges</li> <li>Passengers can avoid paying the drop off charge by asking to be dropped off in the long stay car parks at the airport and then taking the free bus to the terminals</li> </ul>
Negative impacts on taxi drivers if fares to or from Heathrow	<ul style="list-style-type: none"> <li>Taxi drivers can choose not to charge the Heathrow extra or the drop off charge if they think this is deterring people from taking a taxi to or from the airport</li> </ul>

<sup>28</sup> The Mayor's Transport Strategy, <https://tfl.gov.uk/corporate/about-tfl/the-mayors-transport-strategy>

<p>Airport increase and demand for taxis falls</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"> <li>• 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</li> </ul>
<p>Negative impacts from increasing some of the fixed fares for the shared taxis</p>	<ul style="list-style-type: none"> <li>• Passengers can choose to take a non-shared/exclusively hired taxi, although this may be more expensive than a shared taxi</li> <li>• Passengers can choose to use an alternative mode of transport for part of their journey in order to reduce the taxi fare. For example they could take a shared taxi from the AELTC to Wimbledon or Southfields stations and then transfer to the Tube, rail or tram</li> <li>• Passengers can choose to use an alternative mode of transport for all of their journey</li> </ul>