

Customer Equality Impact Assessment (EQIA)



1. Key information and clarifying aims

Title of strategy, service, business plan, programme, or project	Taxi (Black Cab) Fares and Tariffs Review 2024/25				Unique ID No. <i>(To be assigned by the D&I team)</i>	D&IC/24/651
Team/Department/Directorate	Transport for London (TfL), Licensing and Regulation					
EQIA author	Darren Crowson, TfL Taxi and Private Hire Policy Manager					
Senior accountable person	Charlotte Reynolds, TfL Head of Taxi and Private Hire Policy					
Date EQIA started	21 August 2024			Date EQIA completed	20 September 2024	
Project Stage	Preparing public consultation for launch in October 2024					
What is the focus of this EQIA? <i>(Please tick which is appropriate)</i>	Service	Project	Programme	Strategy or business plan	Others <i>(please state below)</i>	
					<ol style="list-style-type: none"> 1. Potential changes to taxi (black cab) fares and tariffs 2. Public consultation on taxi fares and tariffs and if the consultation is accessible and inclusive 	
Who would benefit or be impacted by your strategy, service, business plan, programme, or project <i>(Please provide details of below)</i>						
Customer	The main groups impacted are: <ul style="list-style-type: none"> • Taxi passengers • Taxicard members • Taxi drivers 					
Employee <i>(for workforce or employee only)</i>	None					

impact assessment, please email the D&I workforce team at EQIA@tfl.gov.uk

<p>Provide background information and outline the aims/objectives/scope of the strategy, service, business plan, programme, or project</p>	<p>We normally review taxi fares and tariffs annually and aim to implement changes in April of each year.</p> <p>When we review taxi fares and tariffs, we try to strike an appropriate balance between drivers being fairly paid and taxi users getting fair and affordable fares.</p> <p>We consult on potential changes to the taxi fares and tariffs and also the extra charges taxi drivers are allowed to add to the taxi fare.</p> <p>The documents for the 2024/25 taxi fares and tariffs consultation have been drafted and are enclosed.</p> <p>Draft consultation documents</p> <p>The enclosed draft taxi fares and tariffs consultation document provides information on:</p> <ol style="list-style-type: none"> 1. Our role in licensing and regulating taxi services 2. How taxi fares are calculated 3. Taxi fares and tariffs consultation options 4. Other consultation items 5. The Cost Index 6. Taxi passengers' and taxi drivers' views on fares and tariffs 7. Taxicard 8. Impact assessments and other factors to consider <p>This information and the EQIA will be published when the consultation is launched and will be publicly available.</p>
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Previous review of taxi fares and tariffs

Taxi fares and tariffs were last updated by TfL in April 2024. The changes from the previous review came into effect on Saturday 20 April 2024 and are listed below.

Taxi fares and tariffs

- Minimum fare frozen at £3.80
- Tariffs 1, 2 and 3 were increased by 8.92%
- This reflected the increase in taxi drivers' operating costs (+4.17%) and the increase in average national earnings (+3.31%)
- The Tariff 4 rates were made the same as the Tariff 2 rates

Heathrow extra

- The extra charge taxi drivers can add to the fare when a passenger takes a taxi from one of the taxi ranks at Heathrow Airport was reduced from £3.60 to £2.00

Wimbledon Tennis Championships fixed-fare, shared-taxi scheme

- The Wimbledon Tennis Championship fixed fare for shared taxis was increased from £2.50 per passenger to £3.50 per passenger for journeys between:
 - Wimbledon Station and the Wimbledon Tennis Championships
 - Southfields Station and the Wimbledon Tennis Championships

2024/25 consultation proposals and questions

This year's consultation covers three areas:

1. Potential changes to the minimum fare and taxi tariffs
2. Potential changes to the Heathrow extra
3. Potential changes to the Heathrow drop off charge

1. Potential changes to the minimum fare and taxi tariffs

For this year’s consultation we’re not consulting on a single proposal but instead asking respondents whether:

- The minimum fare and if this should be increased
- Whether we should increase Tariffs 1, 2 and 3

The minimum fare

The minimum fare is currently £3.80. We would like to know if respondents think the minimum fare should be:

- Frozen at £3.80
- Increased by 20 pence to £4.00
- Increased by 40 pence to £4.20

Tariffs 1, 2 and 3

We would like to know if respondents think Tariffs 1, 2 and 3 should be frozen or if they should be increased. If respondents think Tariffs 1, 2 and 3 should be increased we would like to know if they think the increase should be based on:

- The total Cost Index figure (+7.48 per cent)
- The change in taxi drivers’ operating costs (+4.17 per cent)

Any increase could be applied to just Tariffs 1, 2 and 3. Alternatively it could be split across the minimum fare, and Tariffs 1, 2 and 3. The table below shows different options.

Option	1	2	3	4	5	6	7
Cost Index figure used	7.48%	7.48%	7.48%	4.17%	4.17%	4.17%	0.00%
Current minimum fare	£3.80	£3.80	£3.80	£3.80	£3.80	£3.80	£3.80
Minimum fare increase	£0.00	£0.20	£0.40	£0.00	£0.20	£0.40	£0.00
New minimum fare	£3.80	£4.00	£4.20	£3.80	£4.00	£4.20	£3.80



Increase to Tariffs 1, 2 and 3	7.48%	6.27%	5.05%	4.17%	2.96%	1.74%	0.00%
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2. Potential changes to the Heathrow extra

- Taxi drivers have to pay Heathrow Airport Limited (HAL) a fee to access the taxi ranks at the airport
- We allow taxi drivers to charge a Heathrow extra to help them cover part of the fee they must pay to HAL
- The Heathrow extra is normally around 50 per cent of the fee taxi drivers pay to HAL
- HAL have reduced the fee taxi drivers must pay from £3.60 to £3.00
- We are now proposing to reduce the Heathrow extra from £2.00 to £1.60

3. Potential changes to the Heathrow drop off charge

- Taxi drivers have to pay HAL a fee when they drop off passengers in one of the terminal forecourts at Heathrow Airport
- HAL have advised us that they plan to increase the fee to £6.00 from 1 January 2025
- We allow taxi drivers to charge a Heathrow drop off to help them cover the cost of the fee they must pay to HAL
- We plan to ask respondents if the extra charge taxi drivers can add to the fare when dropping off passengers at one of the terminal forecourts should be:
 - Increased to £6.00 so it is the same as the fee HAL charge taxi drivers
 - Reduced so it is less than £5.20
 - Frozen
 - Removed altogether

In the consultation respondents will also be asked:

	<ul style="list-style-type: none"> • For any suggestions they have for how any potential negative impacts on taxi users, Taxicard members or taxi drivers might be mitigated or avoided • If they think there are any additional impacts on people with protected characteristics (e.g. older people, disabled people, etc.) that may be affected by our proposals and possible ways these could be mitigated
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2. The Evidence Base

Consider evidence in relation to all relevant protected characteristics and inclusion group listed in the table below. Please note that change always disproportionately impacts all protected characteristics, so there should be no blank boxes. Consideration should be given not just to the proposal impact but how you intend to communicate and engage on the proposed change.

The separate evidence base document contains information to support the EQIA and the 2024/25 review of taxi (black cab) fares and tariffs.

The document contains the following sections:

- Taxi users – London residents
- Taxicard journeys and members
- Driving Change: Improving the Accessibility of Taxis and Private Hire Vehicles for Disabled People
- Disability and mobility data for Londoners
- Income and poverty amongst Londoners
- UK LGBT survey
- Taxi and Private Hire Driver Diary Survey
- Travel in London report
- Use of wheelchair accessible taxis
- Designated wheelchair accessible taxis and PHVs in London
- Carers in London
- Visitors to London
- Licensed taxi drivers



- Use of smartphones and other devices

Engagement and consultation

Outline how engagement and consultation with inclusion groups, people who share a protected characteristic, and other project teams have informed your work

	Yes	No	Don't Know	Comments
Has there been any engagement or consultation activity relating to this strategy, service, business plan, programme, or project?	Yes			<ul style="list-style-type: none"> - There has been pre-consultation engagement with the main taxi trade associations - Potential changes to taxi fares and tariffs have been shared with TfL's Assisted Transport Services Team and London Councils - A full public consultation will be carried out
List the relevant stakeholders and inclusion groups you have consulted/engaged or intend to consult/engage with below. Please include any relevant consultation or engagement undertaken prior to completing this EQIA which relates each protected characteristic and inclusion group.				
Stakeholders and inclusion groups consulted/engaged with			Date	Feedback comments / issues raised
Taxi Trade Tariff Team – this includes representatives from: <ul style="list-style-type: none"> • Licensed Taxi Drivers Association (LTDA) • London Cab Drivers Club (LCDC) • RMT • Unite the Union 			Monthly meetings	<ul style="list-style-type: none"> - They support taxi fares and tariffs increasing as taxi drivers' operating costs and average national earnings have increased - They want changes to be implemented in April 2025 - They support using the Cost Index and the full Cost Index figure (+7.48%)



<ul style="list-style-type: none"> • United Cabbies Group (UCG) 		<ul style="list-style-type: none"> - They have initially indicated that they would like to see Tariffs 1, 2 and 3 increased by 7.48%, or the minimum fare increased by 40 pence and Tariffs 1, 2 and 3 increased by 5.05%. These are options 1 and 2 in the draft consultation - They would like to see the Tariff 4 rates increased to match any increase in the Tariff 2 rates - They do not support reducing the Heathrow extra and instead would like this to be the same as the fee taxi drivers must pay HAL - They support increasing the Heathrow drop off charge to £6.00 so it is the same as the fee taxi drivers must pay HAL
<p>The consultation will be sent to:</p> <ul style="list-style-type: none"> • Passengers • Accessibility and disability organisations • Older people’s groups • Women’s safety groups • Business groups • Tourism and travel groups • Night-time economy • Lesbian, gay, bisexual and transgender (LGBT+) groups • London boroughs • London MPs and Assembly Members • Licensed taxi drivers • Taxi vehicle owners 	<p>October 2024</p>	<ul style="list-style-type: none"> - All consultation responses will be reviewed, and a consultation report will be prepared - This will be used to inform recommendations



<ul style="list-style-type: none"> • Taxi trade associations • Taximeter companies 				
<p>To help ensure that the consultation is accessible and inclusive we will do the following:</p> <ul style="list-style-type: none"> • Prepare an Easy Read version of the consultation material and consultation questions • Prepare a British Sign Language (BSL) video on the consultation • Provide options (online survey, email, post, phone) for submitting a response • TfL’s Stakeholder, Advocacy and Engagement (SAE) Team will help promote the consultation to a wide audience • The consultation will be featured in the Metro newspaper and if possible in the TfL accessibility newsletter 	<p>October 2024</p>	<ul style="list-style-type: none"> - All consultation responses will be reviewed, and a consultation report will be prepared - This will be used to inform any recommendations we make - If people submit a response through the TfL Consultation Portal, then demographic information (age, gender, etc.) will be collected when they register and create an account 		
<p>TfL’s Consultation Delivery Team</p>	<p>October 2024</p>	<ul style="list-style-type: none"> - Following feedback from TfL’s Consultation Delivery Team and also the company who have produced some of the Easy Read and BSL material for previous taxi fares consultations, we have tried to make the fares and tariffs options in the consultation easier to understand and compare - By doing this we hope to make the consultation less complex, more accessible, and easier for everyone to engage with and respond to 		
	<p>Yes</p>	<p>No</p>	<p>Don’t Know</p>	<p>Comments <i>(state clearly what this engagement or consultation will be and how it will be organised)</i></p>



<p>Does there need to be any further engagement or consultation? If yes, please add this as an action to the action planning section below. Please note that in some circumstances your work may require formal consultation</p>	<p>Yes</p>		<p>- We are aiming to launch a full public consultation in October 2024</p>
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3. Impact assessment – Protected characteristics and inclusion groups

Given the evidence listed in section 2 and 3, consider and describe the potential impacts this work could have on people with protected characteristics and other inclusion groups.

Potential positive and negative impacts that could affect all taxi passengers, Taxicard members and taxi drivers

Listed below are:

- Potential negative and positive impacts that could affect all taxi passengers, Taxicard members and taxi drivers
- Potential negative and positive impacts that could affect all taxi passengers, Taxicard members and taxi drivers with protected characteristics or who are in other inclusion groups

Taxi passengers and Taxicard members

There are some negative impacts that could affect all taxi passengers and Taxicard members:

- They could be negatively impacted by increases to the minimum fare or tariff rates as the fares they pay would increase
- If the total number of licensed taxi drivers reduces because there is no increase to the minimum fare or tariffs, drivers cannot cover increased operating costs and so stop being a taxi driver, this could mean increased wait times or taxis not being available when they want to travel



- If the total number of licensed taxi drivers reduces because there is no increase to the minimum fare or tariffs and people are deterred from applying to become a licensed taxi driver, this could also mean increased wait times or taxis not being available when they want to travel
- They could be negatively impacted if the Heathrow drop off charge increases as fares for taxis to the airport would increase

There are some positive impacts that could affect all taxi passengers and Taxicard members:

- They would experience a positive impact if the minimum fare or tariffs are increased and taxi drivers can cover operating costs and remain in the taxi trade. This could help ensure that a certain level of taxi availability is maintained, and passengers can still access taxi services. However, taxi passengers would still be negatively impacted by taxi fares increasing
- If freezing the minimum fare or tariffs results in an increase in the number of people using taxis this could encourage more people to apply to become a licensed taxi driver, as they consider this a viable career. This could have a positive impact on taxi passengers as it could increase the availability of taxis or reduce wait times
- Taxi passengers and Taxicard members could experience a positive impact if the Heathrow extra is reduced as the fares for taxi journeys from Heathrow airport could be reduced, although if the minimum fare or tariffs are increased then the fares could still increase despite any reduction in the Heathrow extra
- Taxi passengers and Taxicard members could experience a positive impact if the Heathrow drop off charge is reduced or removed as the fares for taxi journeys to Heathrow airport could be reduced, although if the minimum fare or tariffs are increased then the fares could still increase

Taxi drivers

All taxi drivers could be negatively impacted if:

- No change to the minimum fare or tariffs is made and they cannot cover increased operating costs
- Any increase to the minimum fare or tariffs is less than the increase in taxi drivers' operating costs (+4.17 per cent) and they cannot cover increased operating costs
- The increase to the minimum fare or tariffs is less than the total Cost Index figure (+7.48 per cent) as taxi drivers may feel this is in effect a pay cut, as it would be lower than the sum of the increase in taxi drivers' operating costs (+4.17 per cent) and the increase in average national earnings (+3.31 per cent)
- Increases to the minimum fare or tariffs result in fewer people using taxis or a decline in the number of taxi journeys and drivers' incomes reducing
- The Heathrow extra is reduced as this could mean fares are lower for journeys from Heathrow Airport

- The Heathrow drop off charge is reduced or removed as this could mean fares are lower for journeys to Heathrow Airport

All taxi drivers will experience a positive impact if:

- Freezing the minimum fare or tariffs results in the number of taxi journeys or people using taxis increasing and drivers' incomes increase
- The minimum fare or tariffs are increased and there is no decline in the number of taxi journeys or people using taxis as this could mean drivers' incomes increase
- The number of taxi drivers falls, either because of the tariffs not being increased and drivers not being able to cover increased operating costs or the tariffs increasing and fewer people using taxis. Then the remaining taxi drivers could experience a positive impact as there could be less competition for work amongst the taxi drivers still licensed and they may be busier, and their incomes may increase. However, the long-term impact may be negative if a fall in licensed taxi drivers results in passengers switching to other modes instead of taxis as the wait times for taxis have increased or taxis are not available when they want to travel

Race and ethnicity

Taxi passengers and Taxicard members

- People from Black, Asian and minority ethnic groups could experience or perceive higher levels of crime, fear, abuse or harassment on public transport and so for some journeys may choose to use taxis, as they may feel less safe using public transport. They may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay would increase. This could mean they are not able to travel as often, have to use public transport despite not feeling safe when doing so, or may be more likely to consider using an unbooked PHV, unlicensed vehicle or walking when this is a less safe option
- The poverty rate in London for people from Black, Asian and minority ethnic groups is higher than the poverty rate for white people¹ and so taxi passengers and Taxicard members from Black, Asian and minority ethnic groups could be disproportionately impacted if the minimum fare or tariffs are increased and they cannot afford to travel by taxi

Taxi drivers

¹ Trust for London, London's Poverty Profile, 27 June 2023, <https://trustforlondon.org.uk/>



The number of taxi drivers who have said they are from Black, Asian and minority ethnic groups is low and not representative of the capital's population.² The 2021 Census data for England and Wales³ showed that:

- 46.2 per cent of the capital's residents identified with Asian, Black, mixed or 'other' ethnic groups,
- A further 17.0 per cent with white ethnic minorities
- 36.8 per cent identified as White British
- Not increasing the minimum fare or tariffs, despite taxi drivers' operating costs and average national earnings increasing, could have a negative impact on taxi drivers from Black, Asian and minority ethnic groups. This could also create a perception that being a taxi driver is not an attractive career and deter people from Black, Asian and minority ethnic groups from applying to become a taxi driver
- However, there could also be a negative impact if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining, and taxi drivers' incomes declining

Sex (male, female, non-binary and other identities)

Taxi passengers and Taxicard members

- Female taxi passengers and Taxicard members may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay would increase. They may be disproportionately impacted if they have concerns about the safety of using certain modes of transport or walking or cycling at certain times and use taxis more often
- Twenty-six per cent of women and 23 per cent of men in London are living in poverty⁴ and they could be disproportionately impacted if the tariffs increase and they cannot afford to travel by taxi
- Female taxi passengers and Taxicard members who are older may be disproportionately impacted if they have greater concerns about safety and so are more likely to want to use a taxi. As they are older they may also face barriers with using some other modes of transport (e.g. buses, Tube) or not being able to consider walking or cycling as an alternative. If the minimum fare or tariffs are increased the fares they pay will increase
- The impact may be positive for female taxi passengers and Taxicard members if the minimum fare or tariffs are frozen and this makes them more likely to use taxis, especially at night, instead of using an unlicensed vehicle or unbooked PHV, or choosing to walk when this is a less safe option

² TfL licensing data

³ Office for National Statistics, regional ethnic diversity, 22 December 2022, <https://www.ethnicity-facts-figures.service.gov.uk/uk-population-by-ethnicity/national-and-regional-populations/regional-ethnic-diversity/latest>

⁴ Trust for London, London's Poverty Profile, 27 June 2023, <https://trustforlondon.org.uk/>



- There could be a positive impact for female taxi passengers and Taxicard members if the minimum fare or tariffs are increased and taxi drivers' incomes increase and they continue being a licensed taxi driver, or more people apply to become a licensed taxi driver. This could help increase the supply of available taxis and reduce wait times. However, female taxi passengers would still experience a negative impact as the fares they pay would increase

Taxi drivers

- The number of female taxi drivers is extremely low and not representative of the capital's population. Not increasing the minimum fare or tariffs, despite taxi drivers' operating costs and average national earnings increasing, could have a negative impact on female taxi drivers. It could also create a perception that being a taxi driver is not an attractive career and this could deter women from applying to become a taxi driver
- However, they could also be deterred from applying to become a taxi driver if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining
- Female taxi drivers who are also carers may be disproportionately impacted if there is no increase in the minimum fare or tariffs, or any increase is less than the increase to operating costs, or increases to the tariffs result in fewer people using taxis or a decline in the number of taxi journeys. They may be unable to increase the number of hours they work as a result of having caring responsibilities

Gender reassignment

Taxi passengers and Taxicard members

- Taxi passengers and Taxicard members whose gender identity is different from the gender assigned to them when they were born may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay will increase. They may be disproportionately impacted if they have concerns about the safety of using certain modes of transport or walking or cycling at certain times and use taxis more often
- The impact may be positive for taxi passengers and Taxicard members whose gender identity is different from the gender assigned to them when they were born if the minimum fare or tariffs are frozen and this makes them more likely to use taxis at night and 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 taxi passengers and Taxicard members whose gender identity is different from the gender assigned to them when they were born if the minimum fare or tariffs are increased and taxi drivers' incomes increase and they continue being a licensed taxi driver, or more people apply to become a licensed taxi driver. This could help increase the supply of available taxis and reduce wait times. However, they would still experience a negative impact as the fares they pay would increase



Taxi drivers

- Not increasing the minimum fare or tariffs despite taxi drivers' operating costs and average national earnings increasing could create a perception that being a taxi driver is not an attractive career. This could deter people whose gender identity is different from the gender assigned to them when they were born from applying to become a taxi driver
- However, they could also be deterred from applying to become a taxi driver if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining

Age

Taxi passengers and Taxicard members

- Younger and older taxi passengers and Taxicard members may be disproportionately impacted by increases to minimum fare or taxi fares. They may not be working, or if they are their income may be low, and they may be less able to afford taxi fare increases, pay more and continue to use taxis as frequently as they did before any increases
- Some children may use taxis to travel to or from school or college. They may be disproportionately negatively impacted by any increase in taxi fares. Local authorities who use taxis for special educational needs and disabilities (SEND) transport may also find it more difficult to continue to use taxis if fares increase
- Older taxi passengers and Taxicard members may also be disproportionately impacted by increases to taxi fares as they may be more reliant on taxis, need an accessible vehicle or a door-to-door service, and may not be able to consider using some other modes of transport (e.g. buses, Tube). They may also not be able to consider walking or cycling as an alternative
- Although smartphone usage appears to be increasing amongst older people, they are still less likely to have a smartphone. Taxi passengers and Taxicard members will be negatively impacted by increases to the tariffs but may have fewer alternative options, such as app based PHV services, they can use as they may be less likely to have a smartphone
- Single pensioners may be more likely to own a car so they may be able to use a car for some or all journeys instead of a taxi.⁵ However, they will be negatively impacted if they travel in the Congestion Charging Zone (CCZ)⁶ when this is in operation or travel in

⁵ Travel in London Report 12, TfL, 2019, <http://content.tfl.gov.uk/travel-in-london-report-12.pdf>

⁶ The Congestion Charge is an £11.50 daily charge for driving a vehicle within the charging zone between 07:00 and 18:00, Monday to Friday, <https://tfl.gov.uk/modes/driving/congestion-charge>

the Ultra Low Emission Zone (ULEZ) and need to pay the ULEZ charge.⁷ They will also have to cover parking and fuel costs if they use a car instead of taking a taxi

- Above the age of 70 car ownership starts to decline considerably and taxi passengers and Taxicard members who are over 70 may be disproportionately impacted by increases to taxi fares as they are less likely to own a car and so may be more reliant on taxis. They may be unable to switch to using a car if taxis become unaffordable
- Some older people with mobility issues or who cannot walk very far may be unable to use a car if they cannot park close to their destination and so a taxi may still be needed as it can provide a door-to-door service in most areas
- Londoners aged 60 or over may be disproportionately impacted as they are more likely than younger Londoners to be a wheelchair user, have walking difficulties or have other disabilities. They may be more reliant on taxis, as these are fitted with a wheelchair ramp, and may face barriers with using other forms of transport and not able to consider walking or cycling as an alternative. They may also find it more difficult to use a PHV instead of a taxi as only 390 PHVs are designated wheelchair accessible vehicles, this is only 0.42 per cent of the total PHV fleet in London⁸
- Just under one third (29 per cent) of single pensioners and 13 per cent of pensioners in a couple in London are in poverty.⁹ They may be disproportionately impacted by increases to taxi fares and may be unable to afford to travel. Although being older they may be more reliant on taxis, require a door-to-door service, face barriers with using other forms of transport and not be able to consider walking or cycling as an alternative
- Younger London residents may be disproportionately impacted by increases to taxi fares as they may travel at night more. They may be more likely to consider using taxis as other modes of transport may not be available or it may be less safe to walk
- There could be a positive impact for older taxi passengers and Taxicard members if the minimum fare or tariffs are increased and taxi drivers' incomes increase and they continue being a licensed taxi driver, or more people apply to become a licensed taxi driver. This could help increase the supply of available taxis and reduce wait times. However, they would still experience a negative impact as the fares they pay would increase
- Older people may be negatively impacted if they are more likely to use taxis to travel to Heathrow Airport and the Heathrow drop off charge is increased as this will mean fares increase

Taxi drivers

⁷ ULEZ) operates 24 hours a day, 7 days a week, every day of the year, except Christmas Day, within the same area of central London as the Congestion Charge. The charge is £12.50 for most vehicle types, including cars, <https://tfl.gov.uk/modes/driving/ultra-low-emission-zone?intcmp=26434>

⁸ TfL licensing data, August 2023

⁹ Trust for London, London's Poverty Profile, 27 June 2023, <https://trustforlondon.org.uk/>



- Just under 15 per cent of taxi drivers are aged 65 or older.¹⁰ Older taxi drivers may be disproportionately impacted if there is no increase to the minimum fare or tariffs or any increase is lower than the increase in taxi drivers' operating costs or average national earnings. They may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs
- Older taxi drivers may also be disproportionately impacted if the minimum fare or tariffs are increased and this results in fewer people using taxis or a decline in the number of taxi journeys and drivers' incomes reducing. They may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs
- Older taxi drivers may also be less likely to have a smartphone and so may not be able to access work through an app
- Taxi drivers who are London residents and are aged 60 or more may be disproportionately impacted if the minimum fare or tariffs are not increased as they are more likely than younger Londoners to be a wheelchair user, have walking difficulties or have other disabilities. They may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs
- Just under one third (29 per cent) of single pensioners and 13 per cent of pensioners in a couple in London are in poverty.¹¹ Taxi drivers who are pensioners and live in London may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs
- The number of younger taxi drivers is extremely low and not representative of the capital's population. Not increasing the minimum fare or tariffs, despite taxi drivers' operating costs and average national earnings increasing, could deter young people from applying to become a licensed taxi driver. However, they could also be deterred from applying to become a taxi driver if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining

Religion and belief

Taxi passengers and Taxicard members

- Taxi passengers and Taxicard members with religious or other beliefs may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay would increase. They may be disproportionately impacted if they have concerns about the safety of other modes of transport and use taxis more often

¹⁰ TfL licensing data

¹¹ Trust for London, London's Poverty Profile, 27 June 2023, <https://trustforlondon.org.uk/>

Disability (please consider all forms of disabilities)

Taxi passengers and Taxicard members

- Just over a fifth (21 per cent) of adults in London have a disability which has a substantial and long-term adverse impact on the ability of individuals to carry out day-to-day tasks. Among those of working age the figure is 15 per cent.¹² Disabled taxi passengers and Taxicard members may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay will increase. They may be disproportionately impacted if they have concerns about the safety of using certain modes of transport or walking or cycling at certain times and use taxis more often. They may rely on taxis or use them more often as they may face barriers with using some other modes of transport (e.g. buses, Tube) or not be able to consider walking or cycling as an alternative
- Disabled taxi passengers and Taxicard members may also be disproportionately impacted if the minimum fare or tariffs are increased as they may be more likely to use taxis, despite making fewer journeys than non-disabled Londoners. Disabled Londoners travel less frequently than non-disabled Londoners (1.9 journeys per weekday compared with 2.5 for non-disabled Londoners). While the main transport types used by disabled Londoners are the same as those used by non-disabled Londoners (namely walking, bus, and car both as a driver and a passenger), lower or equal proportions of disabled people use each type of transport at least once a week than non-disabled Londoners. The exception to this is the use of PHVs and taxis, where disabled Londoners are slightly more likely to use them than non-disabled Londoners¹³
- Disabled taxi passengers and Taxicard members may also be disproportionately impacted if the minimum fare or tariffs are increased as they may be more likely to be in poverty. Londoners who live in families that include a disabled person are more likely to be in poverty than those living in families that do not include a disabled person. In the three years to 2022/23, 30 per cent of families that included a disabled person were in poverty compared to 22 per cent of those without a disabled household member¹⁴
- Disabled taxi passengers and Taxicard members may also be disproportionately impacted if the minimum fare or tariffs are increased as they may they require a door-to-door service or use the accessibility features in taxis
- Taxi passengers and Taxicard members who are wheelchair users may be disproportionately impacted if the minimum fare or tariffs are increased as they may be more likely to use a taxi because all taxis are fitted with a wheelchair ramp. They may also find it more difficult to use a PHV instead of a taxi as only 390 PHVs are designated wheelchair accessible vehicles, this is only 0.42 per cent of the total PHV fleet in London¹⁵

¹² Measuring the Disability Pay Gap in London, Social market Foundation, September 2019, <https://www.smf.co.uk/wp-content/uploads/2019/09/Disability-Pay-Gap.pdf>

¹³ TfL Travel in London: Understanding our diverse communities 2019, <http://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

¹⁴ Trust for London, London's Poverty Profile, 27 June 2023, <https://trustforlondon.org.uk/>

¹⁵ TfL licensing data

- Taxi passengers and Taxicard members who have an assistance dog may be disproportionately impacted if the minimum fare or tariffs are increased and they prefer to use taxis for some journeys instead of public transport. They may prefer to use taxis because of concerns around overcrowding, access or other issues
- Disabled taxi passengers and Taxicard members may be disproportionately impacted if the minimum fare or tariffs are increased as they may be less likely to have a smartphone and so may have fewer alternative transport options available (e.g. app based PHV services)
- Taxicard members will be negatively impacted by increases to the minimum fare or tariffs as this would mean taxi fares increasing for journeys where the fare is still below the capped Taxicard fare level
- Taxicard members will be negatively impacted if taxi drivers are more reluctant to accept Taxicard fares. The risk of taxi drivers not accepting Taxicard capped fares could increase if taxi drivers feel the capped Taxicard fares are too low or they are not willing to accept less than the full metered fare
- There could be a positive impact for disabled taxi passengers and Taxicard members if the minimum fare or tariffs are increased and taxi drivers' incomes increase and they continue being a licensed taxi driver, or more people apply to become a licensed taxi driver. This could help increase the supply of available taxis and reduce wait times. However, they would still experience a negative impact as the fares they pay would increase
- Disabled people may be negatively impacted if they are more likely to use taxis to travel to Heathrow Airport and the Heathrow drop off charge is increased as this would mean fares increase

Taxi drivers

- Disabled taxi drivers may be disproportionately impacted if the minimum fare or tariffs are increased and there is a decline in the number of taxi journeys or people using taxis, as they may be unable to increase the number of hours they work
- The number of taxi drivers who have declared that they are disabled is extremely low and not representative of the capital's population. A perception that being a taxi driver is not an attractive career could deter disabled people from applying to become a taxi driver. Not increasing the minimum fare or tariffs, despite taxi drivers' operating costs and average national earnings increasing, could deter disabled people from applying to become a licensed taxi driver
- However, they could also be deterred from applying to become a taxi driver if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining

Sexual orientation

Taxi passengers and Taxicard members



- LGB Londoners are significantly more likely than heterosexual Londoners to have experienced incidents of unwanted sexual behaviour or hate crime while travelling on the capital's public transport network. Fears of intimidation and/or abuse are sometimes mentioned by LGB Londoners as barriers for increased public transport use.¹⁶ LGB taxi passengers and Taxicard members may be disproportionately impacted if the minimum fare or tariffs are increased as they may have concerns about the safety of using certain modes of transport or walking or cycling at certain times and use taxis more often
- There could be a positive impact for LGB taxi passengers and Taxicard members if the minimum fare or tariffs are increased and taxi drivers' incomes increase and they continue being a licensed taxi driver, or more people apply to become a licensed taxi driver. This could help increase the supply of available taxis and reduce wait times. However, they would still experience a negative impact as the fares they pay would increase

Taxi drivers

- A perception that being a taxi driver is not an attractive career could deter LGB people from applying to become a taxi driver. Not increasing the minimum fare or tariffs, despite taxi drivers' operating costs and average national earnings increasing, could deter LGB people from applying to become a licensed taxi driver
- However, they could also be deterred from applying to become a taxi driver if the minimum fare or tariffs are increased and this results in the number of taxi journeys or people using taxis declining

Marriage or civil partnership

Taxi passengers and Taxicard members

- No impacts on taxi passengers and Taxicard members who are married or in a civil partnership have been identified

Taxi drivers

- No impacts on taxi drivers who are married or in a civil partnership have been identified

Pregnancy and maternity

Taxi passengers and Taxicard members

¹⁶ TfL Travel in London: Understanding our diverse communities 2019, <http://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>



- Taxi passengers and Taxicard members who are pregnant may experience a negative impact if the minimum fare or tariffs are increased as the fares they pay will increase. They may be disproportionately impacted if they have concerns about the safety of using certain modes of transport or walking or cycling and use taxis more often

Taxi drivers

- Taxi drivers who are pregnant or who have recently given birth may be disproportionately impacted if there is no increase to the minimum fare or tariffs or any increase is lower than the increase in taxi drivers' operating costs or average national earnings. They may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs
- Taxi drivers who are pregnant or who have recently given birth may also be disproportionately impacted if the minimum fare or tariffs are increased and this results in fewer people using taxis or a decline in the number of taxi journeys and drivers' incomes reducing. They may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs

Disadvantaged, inclusion groups and communities e.g., carers, refugees, low income, homeless people etc

Taxi passengers and Taxicard members

- Some taxi passengers and Taxicard members may be experiencing financial problems as a result of high inflation, the cost of living crisis and costs increasing for a range of items (e.g. food, utility bills, etc). They would experience a negative impact if the minimum fare or tariffs increase, and taxi fares increase. This could mean that they are not able to travel as often or are unable to make some journeys. This could affect travelling for work and leisure and potentially increase their feelings of isolation

Taxi drivers

- Taxi drivers are asked what their annual household income is in the annual Taxi and Private Hire Licensee Customer Satisfaction Survey (CSS).¹⁷Over half (59 per cent) didn't know or preferred not to say but six per cent said it was lower than £21,750
- Some taxi drivers will be negatively impacted if they are experiencing financial problems because of high inflation, the cost of living crisis, operating costs increasing or other items (e.g. food, utility bills, etc.) increasing. If the minimum fare or tariffs are increased and this results in a decline in the number of taxi journeys or people using taxis this could result in drivers' incomes reducing
- However, they may also experience a negative impact if no change is made to the minimum fare or tariffs and they are struggling to cover increased costs

¹⁷ Taxi and Private Hire Licensee CSS 2022/23, Kantar

- Taxi drivers on a low income may be less likely to have a smartphone and may be disproportionately impacted if they cannot access work through an app or if the proportion of taxi work from apps increases
- Taxi drivers who provide care may be disproportionately impacted if there is a decline in the number of taxi journeys or people using taxis as they may be unable to increase the number of hours they work

Deprivation and socio-economic disadvantage of local communities e.g., people with lack of access to housing, education, social resources, geographic location, and income

Taxi passengers and Taxicard members

- Taxi passengers and Taxicard members may experience a negative impact if they use taxis in the suburban licence areas and the number of licensed suburban taxi drivers reduces because the minimum fare or tariffs are not increased, suburban taxi drivers cannot cover increased operating costs and so stop being a taxi driver

Taxi drivers

- The demand and usage of taxis in suburban areas is generally lower and so the income of suburban taxi drivers may be lower and there may be fewer opportunities to increase the number of taxi journeys they do. Suburban taxi drivers may be disproportionately impacted if they cannot work longer to try and maintain their income or cover increased operating costs if there is no increase to the minimum fare or tariffs despite their operating costs increasing
- They could also be negatively impacted if the minimum fare or tariffs are increased and this results in fewer people using taxis and drivers' incomes reducing

People who share more than one protected or other characteristic

Some taxi passengers, Taxicard members and taxi drivers may share more than one protected or other characteristic, and the severity of the potential negative impacts identified may be greater for them.

Taxi passengers, Taxicard members and taxi drivers may share any combination of protected or other characteristics including:

- Age and disability

- The severity of the negative impacts on older, disabled taxi passengers and Taxicard members may be greater. They may be more reliant on taxis or use taxis for a greater proportion of their journeys. They may also be less able to use other forms of transport (e.g. bus, Tube, cycle, car) or walk
- Some children may be entitled to free transport if they cannot walk to school because of their special educational needs and disabilities (SEND) or mobility problem. Some 16-19 year olds in education may also be eligible for travel to school sixth form or college. The severity of some of the negative impacts on them may be greater if they use taxis to travel to or from school or college
- The severity of the negative impacts on older, disabled taxi drivers may be greater as they may be less able to increase the hours they work if their operating costs increase, or the number of taxi journeys or people using taxis declines
- Age and gender
 - The severity of the impacts on older, female taxi passengers and Taxicard members may be greater. They may be more reliant on taxis or use taxis for a greater proportion of their journeys and also have concerns about the safety of using other modes of transport (e.g. bus or Tube) or walking, particularly late at night
 - The severity of the impacts on older, female taxi drivers may be greater as they may have more concerns about working increased hours or at night, or other issues (e.g. caring responsibilities) may prevent them from being able to work longer hours
- Gender and disability
 - The severity of the impacts on disabled, female taxi passengers and Taxicard members may be greater. They may be more reliant on taxis or use taxis for a greater proportion of their journeys and also have concerns about the safety of using other modes of transport (e.g. bus or Tube) or walking, particularly late at night
 - The severity of the impacts on disabled, female taxi drivers may be greater as they may have more concerns about working increased hours or at night, or other issues (e.g. caring responsibilities) may prevent them from being able to work longer hours
- Age, gender and disability
 - The severity of the impacts may be even greater on older, female, disabled taxi passengers and Taxicard members. They may be even more reliant on taxis or use taxis for a greater proportion of their journeys and also have concerns about the safety of using other modes of transport (e.g. bus or Tube) or walking, particularly late at night
 - The severity of the impacts on older, female, disabled taxi drivers may be even greater as they may have more concerns about working increased hours or at night, or other issues (e.g. caring responsibilities) may prevent them from being able to work longer hours



The severity of the potential positive impacts identified may not be affected as a result of people sharing more than one protected or other characteristic.

TfL employees

- There could be a negative impact on some TfL staff if the minimum fare or tariffs are increased and TfL is less willing to pay for taxis for staff travel (e.g. at the start or end of shifts)
- No negative or positive impacts on TfL employees sharing one or more protected or other characteristics have been identified

Comments and actions to mitigate or take forward (please include actions to mitigate the potential negative impact for this protected characteristic)

Item	Potential mitigations
<p>The minimum fare or taxi tariffs are increased</p> <ul style="list-style-type: none"> - This would mean taxi fares increase for Taxicard members and other taxi passengers - It would mean they have to pay higher fares - It could also mean they cannot travel as often or cannot make certain journeys - If some taxi passengers cannot travel as often or make certain journeys this could: <ul style="list-style-type: none"> o Increase the risk of them feeling isolated or being unable to get out o Mean they cannot access education or work o Mean they cannot attend medical or other appointments - There could also be an increased risk that some passengers consider using an unbooked PHV, unlicensed vehicle or 	<ul style="list-style-type: none"> - There are several public transport alternatives available if some people decide to stop using taxis as a result of taxi fares increasing - Walking and cycling may also be feasible options for some people who decide to stop using taxis as a result of taxi fares increasing and there are several schemes that aim to improve walking and cycling in the capital - Taxis can use most bus lanes in London and these can help to reduce journey times and mean fares are lower than if taxis could not use bus lanes - Some people with a permanent or long-term disability and who are unable to use public transport will be eligible to become a Dial-a-Ride member and can use this service instead of taxis - 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 - Increasing the number of taxi drivers who can access and accept Taxicard bookings may also mitigate some of the potential negative impacts on taxi drivers as they will have the opportunity to access more work and increase their income



Item	Potential mitigations
<p>choosing to walk when this is less safe instead of using a taxi</p> <ul style="list-style-type: none"> - Although increasing the minimum fare or tariffs could mean taxi drivers' incomes increase, it could mean they decline if increased fares result in fewer people using taxis or the number of taxi journeys falling 	<ul style="list-style-type: none"> - Some people may be able to use a PHV instead of a taxi. Information about licensed PHV operators in London, the services they offer, areas they cover, times they operate and contact details is available on our website. Some PHV operators may offer fares that are cheaper than taxis - New PHV applications for some designated wheelchair accessible vehicles that do not meet the zero emissions capable (ZEC) emissions licensing requirements for PHVs will be considered on a case by case basis - Some taxi passengers may have a Freedom Pass and be able to travel for free on the bus, tram, Tube, Docklands Light Railway (DLR), London Overground and Elizabeth line. They may be able to use these services instead of a taxi for all or part of their journey - 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
<p>No change is made to the minimum fare or taxi tariffs</p> <ul style="list-style-type: none"> - This could mean that taxi drivers cannot cover their operating costs and stop being a taxi driver - This could mean people are deterred from applying to become a taxi driver - A reduction in the number of existing and newly licensed taxi drivers could reduce the availability of taxis for passengers or increase wait times 	<ul style="list-style-type: none"> - We promote the Taxicard service to taxi drivers to try and increase the number of taxi drivers available to accept Taxicard jobs. This may also mitigate some of the potential negative impacts on taxi drivers as they will have the opportunity to access more work and increase their income - We plan to implement changes to 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



Item	Potential mitigations
<p>The Heathrow drop off charge increases</p> <ul style="list-style-type: none"> - Increasing the Heathrow drop off charge would make it more expensive for passengers to take a taxi to Heathrow Airport 	<ul style="list-style-type: none"> - Blue Badge holders can apply for an exemption from the drop off charge Heathrow Airport charge. If they are granted an exemption then taxi drivers do not add the extra charge to the fare - To avoid paying the drop off charge passengers can be asked to be dropped off in the long stay car parks at the airport and then take the free bus to one of the terminals
<p>Making the consultation accessible and inclusive</p> <ul style="list-style-type: none"> - If the consultation is not accessible and inclusive then it may mean that some taxi passengers or taxi drivers are not able to respond and let us know their views 	<ul style="list-style-type: none"> - We've tried to make the options for the fares and tariffs easier to understand, compare and comment on - We've also tried to make the other items in the consultation easy to understand and comment on - By doing this we hope to make the consultation less complex, more accessible and easier for everyone to engage with and respond to - An Easy Read version of the consultation document and questions will be provided - A BSL video of the consultation will be provided - The consultation will be promoted to a wide range of groups, this includes: <ul style="list-style-type: none"> o Passenger groups o Accessibility and disability organisations o Older people's groups o Women's safety groups o LGBT+ groups - We will provide options (online survey, email, post, phone) for how people can submit a response

4. Action planning

List all planned actions - actions which could help mitigate any potential negative impacts. Additionally, please remember to include in your plan any 'positive action'.



	Actions	Owner	Deadline
1	<p>Carry out a full public consultation</p> <p>Following the close of the consultation and a review of the responses the TfL Finance Committee will be asked to consider recommendations and take into account the positive and negative impacts identified</p>	TfL Licensing and Regulation	<p>The consultation is due to launch in October 2024</p> <p>Recommendations will be submitted to the Finance Committee meeting on 26 February 2024</p>
2	<p>Continue to review taxi fares and tariffs to see if changes can be made which achieve the balance of ensuring drivers can continue to cover their costs and maintain a certain income but also avoiding fares being excessively high or a barrier to people using taxis</p> <p>This will involve meetings with the trade associations and taxi booking companies plus research (Taxi and Private Hire Customer Satisfaction Surveys) amongst taxi users and taxi drivers</p>	TfL Licensing and Regulation	Ongoing
3	<p>Continue working with the Assisted Transport Services Team, London Councils and the Taxicard service provider to discuss and implement actions to improve the Taxicard service for members and improve the supply of taxis</p>	TfL Licensing and Regulation	Ongoing

	Actions	Owner	Deadline
4	<p>Promote the consultation to a wide range of stakeholders so their views can be taken into consideration. This will include:</p> <ul style="list-style-type: none"> • Emailing details of the consultation to all licensed taxi drivers and taxi vehicle owners • Advising the taxi trade associations of the consultation so as they can respond and make their members aware of it • Promoting the consultation in the weekly email updates sent to taxi and private hire licensees and on the TfL Taxi and Private Hire Twitter account • Making taxi users, accessibility groups and passenger groups aware of the consultation • Using the TfL page in the Metro to promote the consultation to the general public • We will contact London TravelWatch to inform them of the consultation and seek their views • The taxi fares and tariffs consultation will be sent to accessibility and disability groups (e.g. Age UK, Guide Dogs, RNIB, Transport for All, etc) 	TfL Licensing and Regulation	<p>Promotion of consultation – during consultation period</p> <p>Review of consultation responses – after close of consultation</p>



5. Monitoring and evaluation

Detail how you will or plan to monitor and evaluate the success of the mitigation actions and the overall impact of your decision or proposal

1.	How would you monitor and evaluate the success of the mitigating actions once your proposal has been implemented?	<p>These will both be monitored through a combination of ways including:</p> <ul style="list-style-type: none"> • Stakeholder feedback • Asking taxi users about taxi fares in the annual user customer satisfaction survey • Asking taxi drivers about taxi fares in the annual licensee customer satisfaction survey
2.	How would you monitor the actual impact of your proposal or decision once your proposal has been implemented?	

6. Decision-Making

Based on the above assessment, please select one of the options below that describe what you propose to do next. It is important that you provide the reason(s) for your decision and the evidence that supported these reasons.

1	Continue with your work because the assessment demonstrates that the work will have no potential negative or adverse impact on equality and inclusion groups.	
2	Justify and continue with your work despite negative equality impacts, and because there are	<ul style="list-style-type: none"> • We're planning to proceed with the consultation



	<p>other factors which make it reasonable for you to decide to continue with your work.</p>	<ul style="list-style-type: none"> • Once the consultation ends, we will review and consider all the responses received and the impacts identified. These will inform our recommendations for any changes to taxi fares and tariffs • TfL's Finance Committee is authorised to approve proposed changes to taxi fares and tariffs • Once the Finance Committee have reached a decision, we will publish the outcome, consultation report and the response to the issues raised during the consultation • If we decide to make any changes, these would normally be implemented between six to eight weeks after being approved by the Finance Committee. This is to allow time for the taximeters and fares information to be updated
<p>3</p>	<p>Change or adapt your work to ensure it does not adversely or disproportionately impact certain groups of people, communities, or miss opportunities to affect them positively</p>	
<p>4</p>	<p>Stop your work because there is a high probability of noticeable discrimination and negative impacts which cannot be objectively justified. Further research work may be needed.</p>	



