Fares & Ticketing Committee 30.11.10



Secretariat memorandum

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Agenda item 7 FT49

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Taxi Fares consultation 2011

1 Purpose of report

1.1 To advise members of the recent consultation by Transport for London (TfL) on a proposed revision to taxi fares in London from 2nd April 2011.

2 Recommendations

2.1 It is recommended that London TravelWatch writes to TfL welcoming the continuation of the existing cost index structure, the fixed fare schemes and the introduction of better arrangements for fixed and pre agreed fares, but also asking that the mechanism for in year price increases in the event of high fuel prices is withdrawn.

3 Information

- 3.1 The TfL consultation document is attached as appendix A.
- 3.2 Discussion
- 3.2.1 It is proposed that there is an overall increase in fares in line with the taxi cost index which has been used in previous years. Evening, weekend and night time tariffs would likewise increase to maintain the differential with daytime fares so as to maintain supply of taxis at these times. This is in line with existing London TravelWatch policy.
- 3.2.2 In-year increases in fares due to variations in fuel prices would still be authorised if the price threshold had been reached before 1st January of the following year. London TravelWatch has previously resisted the need for such a mechanism to increase fares at times other than the annual increase for cost inflation. TfL has invited comment on the scale of increase, the time of year and the ease with which the extra charge can be added. Current London TravelWatch policy is that it is not in the passenger interest for such additional increases in fares to be permitted. It should be noted that in previous years this mechanism has never been initiated, because even when large increases in fuel prices have occurred they have often been followed by corresponding large decreases a few months later. It is therefore recommended that the existing London TravelWatch policy is maintained and that TfL are asked to remove this provision.
- 3.2.3 Fixed fare schemes. No changes are proposed at Paddington, Euston or Wimbledon, but an increase is proposed in relation to the one operating in connection with garden parties at Buckingham Palace. The late night scheme in Westminster which has yet to commence would also be unchanged, except that it is proposed that passengers and

drivers should be allowed to agree a fixed fare independent of the metered fare for journeys longer than the current 12 mile limit but within the Greater London area. This addresses one of our previous areas of concern with this scheme. It is therefore recommended that this proposal is supported.

3.2.4 Pre-agreed fares. There is a proposal to promote to drivers the fact that the regulated fare is the maximum fare that can be charged and that they can agree a lower fare with the passenger in advance. This proposal is welcome, but does not suggest that this fact should be promoted similarly amongst passengers. It is therefore recommended that TfL should also be asked to promote this facility amongst passengers. The proposal regarding booked journeys to be able to offer fixed fares is welcome from a passenger perspective.

4 Equalities and inclusion implications

4.1 No equalities and inclusion implications for London TravelWatch arise from this report.

5 Legal powers

5.1 Section 248 of the Greater London Authority Act 1999 places upon London TravelWatch (as the London Transport Users Committee) a duty to consider - and where it appears to the Committee to be desirable, to make recommendations with respect to - any matter affecting the functions of the Greater London Authority or Transport for London which relate to transport (other than of freight).

6 Financial implications

6.1 This report raises no specific financial implications for London TravelWatch.

Transport for London

London Taxi and Private Hire



Consultation on taxi fares

November 2010

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1 Introduction

- 1.1 This is a consultation document which sets out proposals relating to the annual revision of taxi fares in London.
- 1.2 The proposals cover the possible contents of the taxi tariff revision which would take effect in April 2011.
- 1.3 Comments are invited from all those who have an interest in these matters, by following the procedure for responding to this consultation set out in section 11. Consultation responses must be received by 20 December 2010.

2 Background

- 2.1 Taxi and private hire services in London are licensed and regulated by London Taxi and Private Hire (LTPH), part of Transport for London (TfL). TfL is the transport agency of the Mayor of London.
- 2.2 TfL licenses London taxis ('hackney carriages') and taxi drivers under the Metropolitan Public Carriage Act 1869. Section 9 of this Act allows TfL to make regulations which fix the rates or fares to be paid for hackney carriages. The London Cab and Stage Carriage Act 1907 allows TfL to make regulations to fix the fares to be paid for the hire of taxis fitted with taximeters, on the basis of time or distance or both. The London Cab Order 1934 ('the 1934 Order') is the main set of regulations made under these Acts and, with subsequent amendments, sets the fares regime that covers most taxi journeys in London.
- 2.3 Annexes A summarises the regulations governing taxi fares.
- 2.4 London has about 25,000 licensed taxi drivers and around 22,000 taxis. Drivers can be licensed to ply for hire anywhere in London (Green Badge, around 21,500 drivers) or in one or more of nine suburban sectors (about 3,500 Yellow Badge drivers)¹. Journeys from Heathrow Airport can only be made by Green Badge drivers, although any driver can take a customer to wherever they wish to go. A driver plying for hire is obliged to accept a hiring in many circumstances.

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¹ Licensing information

- 2.5 There are estimated to be about 200,000 taxi journeys a day, with an average fare of around £12 for a journey of about 3 miles². Although all cabs can carry five passengers and some can hold six, there are one or two passengers in a typical hiring. Approximately 1.6 million trips a year are made under the Taxicard scheme, in which Transport for London (TfL) and the London boroughs provide subsidised taxi travel for disabled Londoners.³
- 2.6 London's taxis were recently voted best in the world for the third year running by customers of Hotels.com.⁴

Proposals

3 Annual revision – general change in tariffs

- 3.1 We propose that the tariff review for 2011 will adhere to the three basic principles used in previous years to guide fare revisions. These are:
 - Using the taxi cost index to guide the increase in average fares;
 - Maintaining reasonable differentials between the day, evening/weekend and late night tariffs;
 - Maintaining a reasonable progression of fare with journey length.
- 3.2 A list of the current status of the cost index elements is attached as Annex B. The final cost index figures will be published in early December, allowing time to consider the final index value in responding to this consultation.
- 3.3 We propose to increase overall average fares by the cost index percentage, subject to the adjustment discussed below. This increase will take effect on 2 April 2011.
- 3.4 The increase will be implemented by keeping the flagfall fixed and changing the distances and times covered for each 20p unit. No changes to the tariff structure or to the extras that can be charged are proposed for 2011.
- 3.5 The increased tariffs in the evenings, at weekends and at night encourage drivers to work at these times, when supply of taxis has been poor. Although supply is good in many areas at night at the moment, this is largely the consequence of the current depressed economic climate and it is appropriate to maintain the present differentials.
- 3.6 TfL seeks your views on the principle of a revision based on the cost index, and the proposed approach to implement this.

² Taxi and PHV Driver Diary surveys, GfK NOP, 2010

³ Taxicard statistics

⁴ Hotels.com survey, May 2010.

4 Fuel prices

- 4.1 Since July 2008, special provisions have been in place to allow an extra charge to be added to taxi fares if rising fuel costs make this appropriate. Fuel prices can vary rapidly and unpredictably, and a high increase during the year would result in additional costs for drivers which they would not be able to recover from passengers.
- 4.2 The extra would be authorised if fuel prices reach a threshold, chosen as the price at which the overall increase in taxi costs would be in proportion to the increase in average fare represented by the fuel charge. To illustrate, if the fuel charge were a 4% increase on the average taxi fare, the threshold would represent a 4% increase in the total costs; and if the fuel costs represented 10% of the cost index elements, this would correspond to a 40% increase in fuel prices.
- 4.3 If the threshold diesel price is exceeded before 1 January 2012, appropriate publicity materials (including stickers to be displayed in the taxi) would be circulated to ensure passengers and drivers were aware of the extra fuel charge to be added. Once in place, the metered extra would remain in force until the annual tariff revision, even if fuel prices fell subsequently. If the fuel price did not reach the threshold level by 1 January, the metered extra would not be authorised because any adjustment after that date would be too close to the fares revision that is due to take place the following April.
- 4.4 We propose to revise and renew this arrangement, setting an appropriate threshold for fuel prices to trigger the approval of an extra on taxi fares during 2011/12. The details of this will depend on the level of the general fares increase and the fuel price taken into account in this.
- 4.5 TfL invites comments and suggestions relating to the scale of the increase, the time of year and the ease with which the extra charge can be added.

5 Existing fixed-fare sharing arrangements

- 5.1 Fixed fare sharing arrangements have operated from Paddington and Euston stations on weekday mornings, Buckingham Palace at the end of Garden parties, and between Wimbledon Tennis Ground and the nearby stations during tennis tournaments.
- 5.2 These arrangements have been regulated since 2005. They provide benefit to all parties involved:
 - Passengers have a shorter wait and reduced fares;
 - Drivers get more revenue than for an equivalent exclusive hiring;
 - The local community benefits from fewer taxi movements, giving less congestion, noise and pollution.

5.3 It is proposed to increase the shared fares from Buckingham Palace as follows:

Destination	Current fare per person	Proposed fare
Waterloo area	£3.50	£4.00
WC1 area	£5.00	£6.00
City area	£5.00	£5.50

These proposals have been put forward by drivers operating this scheme. No change is proposed to other fares from Buckingham Palace, or to the fares from Euston and Paddington stations.

- 5.4 Experience suggests that marshalling is necessary for these schemes to work effectively, and the principal barrier to further sharing schemes is the funding for marshals. The marshals at Paddington, Euston and Buckingham Palace are taxi drivers, funded by Heathrow Express, Network Rail and the Royal Household respectively. At Wimbledon, funding has not been obtained and marshals are found from among the local taxi community, funded by contributions from drivers participating in the sharing arrangements.
- 5.5 TfL seeks your views on these arrangements and the fares that apply.

6 Fixed-fare sharing arrangements for exceptional circumstances

- 6.1 During the industrial action on the Underground in 2009, fixed fare sharing was operated with TfL support at four main line stations in addition to the normal arrangements at Paddington and Euston. While this was effective in increasing the utilisation of taxis, it required considerable effort and expense to make the necessary arrangements.
- 6.2 Regulations are in place to allow fixed-fare sharing from main line termini to central London destinations, to be put into effect when resources are available for marshalling and the Commissioner determines that exceptional circumstances apply.
- 6.3 Taxi ranks at five main line termini were marshalled in the mornings of industrial action on the Tube in 2010. The marshals' role was to assist customers into taxis and maintain a high turnover of taxis. If customers chose to share taxis they were assisted, but the formal shared arrangements were not applied. This also proved effective and popular.
- 6.4 No change is proposed to the regulations for fixed fares to apply in exceptional circumstances. TfL invites comments on this.

7 Fixed fares - Westminster late night scheme

7.1 The fixed fare scheme for late nights from the Leicester Square area is due to start operation late in 2010. This scheme has been proposed as a way to encourage more taxi drivers to serve the busy late-night economy in this area, and reduce the opportunities for illegal cabs.

- 7.2 There have been suggestions to extend this scheme to journeys within Greater London but outside the 12-mile radius covered by the current regulations (see Annex C). This would cover hirings that drivers would not be obliged to accept in other circumstances.
- 7.3 It is proposed that the passenger and driver should be allowed to agree a fixed fare independent of the metered fare, in the same way that is permitted for journeys to destinations outside Greater London. This would only apply to journeys starting from the Westminster Fixed Fare rank at times when the fixed fare scheme is in operation. If no fare is agreed before the start of the journey and the driver accepts the hiring, the driver cannot charge more than the metered fare.
- 7.4 TfL invites comments and suggestions relating to this proposal.

8 Pre-agreed fares

(a) General

- 8.1 In April 2005, to remove any uncertainty, the wording of the tariff regulations were revised to make clear that the regulated fare is the maximum fare that can be charged, with drivers free to charge a lower fare if they wish.
- 8.2 It is proposed to promote this fact.
- 8.3 Advice will be published to drivers, reminding them that they can agree fares with customers before the journey starts as long they are clear that, if the metered fare is lower than the fare agreed, the driver will charge no more than the metered fare. In many circumstances, this will give the passenger assurance regarding the maximum fare they might have to pay for a journey and encourage greater use of taxis.
- 8.4 TfL invites comments and suggestions relating to this proposal.

(b) Booked journeys

- 8.5 Regulation of taxi fares is justified for street or rank hirings because there can be little effective competition and regulation is necessary to protect vulnerable consumers.⁵ These arguments do not apply to pre-booked taxi hirings, as competitive forces (between taxi operators and with private hire) are likely to prevent excessive fares.
- 8.6 It has been suggested that greater freedom to offer fixed fares for booked journeys would help taxis compete for bookings, as many businesses would prefer a predictable price structure rather than fares that depend on the meter calculation for each journey.
- It is proposed that firms that meet specified standards should be allowed to offer fixed fares for taxi journeys, regardless of the metered fare for the journey.
- 8.8 Potential criteria for these firms could include:
 - Limited company status;
 - A minimum number of participating taxi drivers;
 - Structures to check the licence status of participating drivers;
 - Structures to ensure that restrictions on plying for hire by suburban drivers are complied with:
 - Appropriate processes for recording bookings and dealing with complaints and lost property
- 8.9 TfL invites comments and suggestions relating to this proposal and the criteria that might apply.

9 Impact assessment

(a) Costs

- Any taxi fare increase will be borne by taxi customers. The cost index has been established for almost thirty years as the most appropriate way of ensuring that regulated fares remain in line with the costs of providing the taxi service.
- 9.2 No other significant cost implications have been identified.

(b) Crime and Disorder

- 9.3 The impact of the Westminster fixed fare scheme has been discussed above.
- 9.4 No other significant implications for crime and disorder have been identified.

⁵ 'The regulation of licensed taxi and PHV services in the UK', Office of Fair Trading, 2003

(c) Equalities

9.5 No significant implications for equalities have been identified.

(d) Health and Safety

9.6 No significant implications for health and safety have been identified.

(e) Environmental Sustainability

9.7 No significant environmental implications have been identified.

10 Making a submission

- 10.1 This consultation document seeks views on a number of issues relating to taxi fares. Respondents are also invited to provide relevant information to support decisions by TfL on these issues.
- 10.2 The document is being sent initially to the organisations and individuals listed at Annex D. Comments from other interested organisations or individuals are also welcome. TfL welcomes suggestions as to other organisations that should see this document.
- 10.3 An Aide Memoire is provided in Annex E listing the issues on which comments are specifically invited. However, the document in its entirety forms the consultation document and any part of it may be referred to in a response.
- 10.4 Consultation responses must be sent in writing by **20 December 2010**.

 Responses by email should be addressed to: tph.consultation@tfl.gov.uk They can alternatively be sent by post or fax to:

Taxi Fares Regulations Consultation, London Taxi & Private Hire, TfL 4th Floor Yellow Zone Palestra, 197 Blackfriars Bridge Road London, SE1 8NJ

Fax number: 020 3054 3160

If you are responding by post, please submit two copies in total of your response.

If you are responding as a representative organisation, please include in your response some background information about your organisation and the people that you represent.

10.5 Consultees are asked to make clear which part of the consultation document their comments refer to by reference to the paragraph numbers used in this document.

- 10.6 TfL will give full consideration to all points raised in responses to this consultation. The decision on whether to proceed with the changes proposed will be informed by these responses, along with a range of other factors. A summary of the comments received will be published on the TfL web-site at the end of the consultation period.
- 10.7 The Freedom of Information Act 2000 requires public authorities to disclose information they hold if it is requested. This includes information contained in responses to public consultations. If you ask for your response to be kept confidential this will only be possible if it is consistent with TfL's obligations under the Freedom of Information Act.
- 10.8 Enquiries about the contents of this consultation document may be made by email to tph.consultation@tfl.gov.uk.
- 10.9 Further copies of the consultation document can be obtained via the TfL website: www.tfl.gov.uk/tph or by telephone to 020 3054 2944.

11 Next steps

- 11.1 This document has set out issues concerning taxi fares and the information provided to taxi passengers. It is a consultation document and responses are invited from interested parties as set out in section 11.
- 11.2 A summary of the responses will be published on the TfL website after the consultation period ends.
- 11.3 The responses to this consultation will be considered and taken into account in deciding whether to act on the proposals contained in this document or other proposals that are put forward. If appropriate, The TfL Board will be invited to approve changes to appropriate Regulations.
- 11.4 TfL would plan to make such decisions within a period of three months from the end of the public consultation, and would then make an announcement about the implementation of any changes.



Annex A: Summary of taxi fares regulations

(a) General

- 1.1 The London Cab Order 1934 ('the 1934 Order') sets the fares regime that covers most taxi journeys in London. Article 35 of the 1934 Order provides that taximeters must be fitted to cabs to calculate the fare. Article 40 of the 1934 Order provides the maximum fare payable, which is a hiring charge plus the applicable rate (a sum based on the time and distance travelled and the circumstances of the journey). Values prescribed in article 40 are programmed into taximeters which automatically calculate the amount the driver can charge.
- 1.2 These values are revised each year by decision of the TfL Board after a consultation with taxi trade stakeholders, with new fares taking effect at or about the first weekend in April. Fare changes are implemented by revision of the 1934 Order.
- 1.3 Most revisions since the early 1980s have been based on a cost index that reflects the costs of operating a taxi in London, with a few other occasions when tariffs were restructured such as the introduction of evening and night tariffs and the removal of "extras" for luggage or additional passengers. Specific provision has been made to cater for exceptional costs, such as the additional costs of making the fleet wheelchair accessible in the 1990s and the costs of bringing all cabs up to Euro III emissions standards in 2004-2008. The underlying principle is that the costs of providing the taxi service should be borne by the passengers.

(b) Taxi sharing schemes

- 1.4 Section 10 of the Transport Act 1985 provides that TfL may make a scheme which allows for shared taxi journeys. The London Taxi Sharing Scheme Order 1987 provides for separate fares to be calculated based on the metered fare for the journey. This requires a conversion chart to be carried in the taxi and explained to the passengers, and works best if all passengers are going to the same destination. It is not believed that this scheme is used widely.
- 1.5 The London Taxi Sharing Scheme Order 2005 allows for fixed fare shared journeys. The 2005 Order sets a pre-determined, per-passenger fare that applies to a journey from a specified origin to a particular destination or area at a certain time. Each passenger pays less than they would do for an exclusive taxi journey, although the total fare received by the driver is more than the metered fare would be. This operates successfully in a number of sites, particularly where marshals are employed to group passengers with similar destinations. These arrangements have proven popular with drivers and customers.

1.6 The London Taxi Sharing Scheme Order was revised in 2010 to make provision for slightly different arrangements in exceptional circumstances, as defined by TfL. Fares for the fixed fare sharing schemes are reviewed with other taxi tariffs and changes are decided by the TfL Board.

(c) Fixed fares

1.7 Regulations have been introduced in 2010 to authorise a fixed fare scheme for journeys from Leicester Square late on Friday and Saturday nights. This scheme has been proposed as a way to encourage more taxi drivers to serve the busy late-night economy in this area, and reduce the opportunities for illegal cabs.



Annex B: Cost Index

Projected Licensed Taxi Cost Index Changes 2011 (draft - liable to change)

Index Component ¹	Cost Increase ²	Weight ³	Contribution to Total⁴	Data availability⁵	
		Last Year		Current	Normally used
Vehicle Cost	0.0%	8.6%	0.0%	N/A	Nov 10
Parts	0.0%	4.1%	0.0%	N/A	Nov 10
Tyres	0.0%	0.6%	0.0%	N/A	Nov 10
Garage & servicing – premises	-0.8%	0.6%	0.0%	3 rd ¼ 10	3 rd ¼ 10
Garage & Servicing – labour ⁶	1.7%	2.0%	0.0%	Provisional	Nov 10
Fuel	10.4%	10.2%	1.1%	Aug - Oct	Sep - Dec
Insurance	5.3%	4.0%	0.2%	Dec 10	Dec 10
Miscellaneous	0.0%	1.1%	0.0%	N/A	Dec 10
The Knowledge	1.7%	5.5%	0.1%	Jun – Aug	3 rd ¼ 10
Social Costs	1.7%	2.8%	0.0%	Jun – Aug	3 rd ¼ 10
Total Operating Costs	3.7%	39.4%	1.4%		
Average national earnings	1.7%	60.6%	1.0%	Jun – Aug	3 rd ¼ 10
Grand Total		100%	2.5%		

Notes

- 1. The index components are as normally used in the cost formula. Further details are available on request.
- 2. Many of the cost increases shown are not final values. For most missing values a zero increase has been provisionally assumed as no viable estimates are yet available, and changes could plausibly be in either direction.
- 3. 'Weight' is the proportion that the component contributes to the total cost per mile.
- 4. 'Contribution to total' indicates the importance of each component's cost change in determining the overall cost change. It is calculated for each component as the product of its percentage cost increase and its weight. The Grand Total is the sum of the individual components' contributions.
- 5. The 'current' column under 'Data availability' indicates the dates to which data in the 'cost increase' column relates. The 'normally used' column shows the dates relating to the data normally used for the final cost index update.
- 6. In lieu of final figures for Garage & Servicing labour costs, the latest average national earnings increase has been provisionally used.

TfL Fares & Ticketing, November 2010 Final version due December 2010.

1 Note: comparison of national Average Earnings Index with London index

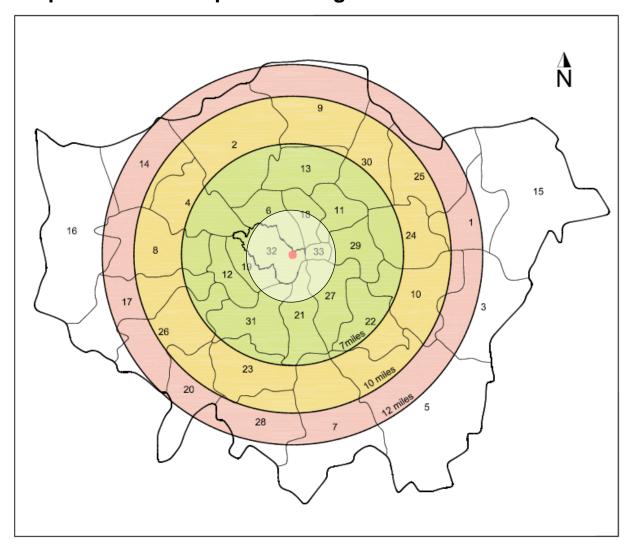
- 1.1 A major part of the cost index (CI) is the earnings element. The most appropriate earnings index has been the Average Earnings Index (AEI) produced monthly by the Office of National Statistics (ONS). Although there would be some logic in basing the cost index calculation on London earnings, no suitable statistics are available. Although ONS publishes information on London earnings as part of the Annual Survey of Hours and Earnings (ASHE), the figures are provided with a long delay (the figure for the year to April is published in October each year). The AEI information is published monthly a few weeks after the period covered, and TfL has regarded this recent information as a more appropriate base for the cost calculation because of the reduced time lag.
- 1.2 When the CI review was completed in 2005, TfL agreed to make a comparison between the AEI and the London ASHE figures and decide whether any adjustment to the CI would be appropriate. This comparison has now been made.
- 1.3 For the five years between July 2005 (the time of the CI review) and July 2009 (the most recent ASHE data available) the cumulative increase in London ASHE was 13.5%. The AEI increase over the same period was 13.7%. This indicates that there is no case for adjustment to reflect London earnings.

2 Note: ONS change in earnings index

- 2.1 As stated, the ONS Average Earnings index has been used to provide the earnings data for cost calculations. This series has now been replaced as the lead measure of short-term changes in earnings by the Average Weekly Earnings figures, and publication of AEI figures has now ceased.
- 2.2 The cumulative increase in AWE over the period considered above was 13.9%. This suggests that any differences between this series and AEI are relatively small. AWE will therefore be used for this calculation going forward.



Annex C: Map of Leicester Square late night fixed fares



Fixed fares:

- £20 for journeys up to 3 miles,
- £30 for journeys up to 7 miles,
- £40 for journeys up to 10 miles,
- £50 for journeys up to 12 miles



Annex D: Initial Consultation List

Note that consultees are welcome to forward the consultation document to other interested parties, and responses from these parties are also invited.

Taxi drivers' associations:

- Licensed Taxi Drivers' Association
- London Cab Drivers' Club Ltd
- Heathrow Taxis
- Heathrow Airport Taxi Drivers United Ltd (HATDU)
- Unite the Union Cab Trade Section
- RMT Cab trade section

Other taxi trade bodies

- Dial-a-Cab
- Radio Taxis Group
- Computer Cab
- London Motor Cab Proprietors Association

LTPH-authorised card payment agencies

- CabCard Services (UK) Ltd
- Adelante Software Ltd
- Computer Cab PLC
- Radio Taxis Group Limited
- Verrus UK Ltd
- 123 SEND Ltd
- Verifone
- Visa Card Payments

LTPH-authorised taximeter companies

City of London Police Metropolitan Police Service

Taxi user bodies:

- Help The Aged
- London Accessible Transport Alliance
- London Chamber of Commerce & Industry
- London First
- London TravelWatch
- Suzy Lamplugh Trust
- Visit London

Department for Transport
All London Local Authorities
London Councils
National Association of Licensing and
Enforcement Officers (NALEO)
London Assembly Members
London MPs



Annex E: Aide Memoire

Purpose of the consultation

TfL is conducting this consultation on matters relating to taxi fares.

In particular, TfL seeks views on the following proposals set out in this annex.

This document in its entirety forms the consultation document and any part of it may be referred to in a response.

Comments or information are specifically invited on the following points, but comment need not be limited to these.

Tariff revision

3.1 The proposed tariff revision based on the cost index

Fuel Prices

4.4 The proposed renewal of the provision for abnormal fuel price increases

Fixed-fare sharing arrangements

5.3 The proposed revision to some of the fixed fares for shared journeys from Buckingham Palace

Exclusive Fixed fare schemes

7.3 The proposed revision to allow agreed fares for longer journeys in association with the fixed fare scheme for journeys from Leicester Square late on Friday and Saturday nights

Agreed fares

- 8.2 The proposed promotion of the possibility of agreeing fares in general, to be capped by the metered fare.
- 8.7 The proposed freedom for certain organisations to agreed fixed fares for booked taxi journeys, independent of the metered fare.

Making a Submission

Instructions and requirements for responses are given in Section 10.