

MAYOR OF LONDON



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Deputy Mayor's foreword

Taxi and private hire services play an essential role in London's green, safe and sustainable transport network



I am proud of our taxi trade and private hire industry in London and of the excellent progress we have made together on reducing emissions and improving safety since our first action plan in 2016. But challenges remain: falling numbers of licensed taxis and taxi drivers; concerns about driver and passenger safety and accessibility; and the need to continue to improve air quality and reduce carbon emissions. In this, the I60th year of the famous Knowledge of London, and now over 20 years since we saw licensed private hire vehicles on the streets of London. it is timely to review and refresh our vision for the taxi trade and private hire industry as part of the transport mix in the capital.

Our Transport Strategy sets out the ambition for 80 per cent of all trips in the capital to be undertaken by active, efficient and sustainable modes. This recognises that there will always be some trips that cannot be walked, cycled or taken by public transport and taxis and private hire vehicles are crucial to providing accessible, sustainable options within the remaining 20 per cent of trips. They provide important door-to-door services, especially where there are still gaps in the public transport network or where it cannot yet meet all our customers' needs. This action plan is the result of wide-ranging engagement with stakeholders, the taxi trade and the private hire industry, as well as customer groups - and I extend my thanks to everyone for their support to devise this plan. Through this engagement, we have developed four key goals, underpinned by multiple actions, to deliver change, overcome the barriers faced by drivers and passengers, and support the progress towards realising the Mayor's Transport Strategy.

Some of the actions in this plan require action from Transport for London (TfL), and some require action from Government. Others can only be achieved by us working together with the taxi trade and private hire industry, along with other stakeholders. These include driver representatives, private hire operators, taxi booking companies, groups representing passengers including those with disabilities, as well as London Councils, London boroughs and vehicle manufacturers. I look forward to working in partnership so that we can secure a strong, safe and green future for taxi and private hire services in London. We want to support London's taxi trade and private hire industry to provide safe, accessible and inclusive options that complement the public transport network.

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Seb Dance Deputy Mayor

Commissioner's foreword

Helping the taxi trade and private hire industry provide excellent services for London



Taxi and private hire services are an essential and valued part of London's transport offering, providing a 24/7 door-to-door service across the capital which complements the public transport network.

Much has been achieved since the last taxi and private hire action plan was published in 2016. But in that time, a lot has changed – and this new action plan reflects how we propose to respond to the challenges of 2025 and beyond.

I want to bring positive change for taxi and private hire drivers and their passengers, and ensure the fleet becomes even greener to meet our environmental commitments and clean London's air. The plan has been written following engagement with the taxi trade and private hire industry, and other stakeholders.

At the heart of this plan is an ambition to realise the vision of our licensed taxi and private hire services playing their full role in London's green and sustainable transport network, providing Londoners and visitors to our city an important public service with safe, accessible and inclusive options that complement our comprehensive public transport network. There are four key goals outlined in this plan. We want to do all we can to ensure being a London taxi or private hire driver is an attractive career; that all passengers experience high standards of service; that we're supporting the taxi trade and the private hire industry to continue to reduce their environmental impact; and we want drivers, passengers and other road users to be safe, and feel safe, when travelling.

Safety is at the heart of everything we do at TfL, and I am committed to ensuring that everyone who works to deliver transport services in London is, and feels, safe when doing their job. This includes those working in the taxi trade and private hire industry. It's unacceptable that drivers should be abused or assaulted while working, and our new plan includes specific actions to improve drivers' safety.

As well as responding to feedback from the taxi trade and private hire industry, this new action plan also seeks to address concerns raised by passengers. We know taxi and private hire services are vital for people who may face barriers using other forms of transport, or who need an accessible or door-to-door service. We've spoken to accessibility and disability groups about their experiences of using taxis and private hire vehicles in London. They have shared their views on what needs to change and the problems they encounter, and the plan includes actions to try and address these concerns. We know taxi and private hire services are vital for people who face barriers to using other forms of transport, or who need an accessible or door-to-door service.

I believe that by working together with the taxi trade and private hire industry, alongside stakeholders and passengers, we can ensure that London has safe, accessible and green taxi and private hire services, recognised across the world.

Andy Lord Commissioner



Background

Taxi and private hire services are a vital part of London's transport network

Taxi and private hire services in London

London has a long history of first taxis and later private hire services

London's taxi trade is recognised around the world. Taxis, also known as black cabs, have been an important feature of London's streets since the first horse-drawn hackney coaches of the I600s. Since then, the London taxi has evolved into the iconic vehicle we know today. London taxi drivers must pass the Knowledge of London (the Knowledge) before becoming licensed. This comprehensive and unique assessment ensures taxi drivers can offer passengers the most direct route to their destination. The Knowledge is celebrating its 160th year in 2025.

All London taxis currently seat five or six passengers and the vehicle must meet certain requirements in order to

be licensed. For example, taxis must be wheelchair accessible and have a range of additional accessibility features including, but not limited to, a large interior passenger compartment, visible grab handles at the door, hearing induction loops and a wheelchair ramp. Taxi fares are regulated by us and calculated using a taximeter. Taxis can be hailed on the street, hired at taxi ranks or booked by phone, online or via an app.

Taxis generally have access to all bus lanes except where specific safety or bus operational issues make this impractical. They provide an important public service for those who may not be able to access public transport.

Private hire vehicles first appeared on London's streets in the 1960s to meet demand for pre-booked and suburban journeys. We have regulated private hire services since the early 2000s and in that time, the industry has grown exponentially, particularly since app based services have become more popular.

The private hire industry offers a diverse range of services including minicabs, chauffeur and executive services, tour guides, and accessible and school transport services, with some vehicles seating up to eight passengers. Private hire journeys must be booked in advance with a private hire operator and



passengers can do this by phone, online or via an app. The private hire operator sets the fare and allocates bookings to a licensed private hire driver to carry out the journey using a licensed private hire vehicle.

Both taxis and private hire vehicles must carry assistance dogs free of charge. The taxi trade and private hire industry provide Londoners and visitors to the capital with safe and reliable additional transport options.

Looking back at the Taxi and private hire action plan 2016

We've made changes to improve safety and the passenger experience since the 2016 action plan

Since the publication of the Taxi and private hire action plan 2016, we have made many changes to improve passenger safety and the passenger experience of taxi and private hire services. We now report annually on our enforcement and compliance activity and we have introduced new signage in taxis and private hire vehicles to make our role in regulating the services clearer and included details of how passengers can contact us about their journey.

Taxis and private hire vehicles have a key role to play in improving London's air quality. To encourage and support this, we have brought in emissions-based licensing requirements, reduced taxi vehicle age limits for the most polluting vehicles and, with our partners, have delivered electric vehicle charging infrastructure to support the shift to zero emission capable vehicles. We have supported the taxi trade with our taxi delicensing scheme, paying up to £10,000 per vehicle to remove over 4,000 vehicles. We also contributed to the plug-in taxi grant, taking £7,500 off the price of a zero emission capable taxi until March 2024.

The Taxi and private hire action plan 2025 is part of our coordinated approach to achieve the Mayor's Transport Strategy



Key delivery highlights since the publication of the first taxi and private hire action plan in 2016

20%

increase in the number of taxi ranks, with locations now available on our journey planner*

60% of taxis are zero emission capable vehicles



charge points

rapid charge points delivered, including 80 taxi-dedicated

* TfL taxi rank data

** TfL analysis of licensing and DVLA data



100%

of taxis fitted with a TfL-approved card payment device so passengers can pay by credit, debit and contactless card



of private hire vehicles are electric or zero emission capable vehicles**







Introduced the private hire driver safety equality and regulatory understanding assessment (SERU)

Our vision for taxi and private hire services in London

The Mayor's Transport Strategy guides our decision making for transport in London

The central aim of the Mayor's Transport Strategy is for 80 per cent of trips in London to be made by walking, cycling or public transport by 2041, up from 63 per cent in 2016. This means we expect 20 per cent of road-based trips to remain, recognising that not all trips can be made by sustainable modes.

Taxi and private hire services perform a crucial public service role within this 20 per cent. They are needed to provide an important door-to-door service, especially where there are gaps in the public transport network or where the current public transport network is inaccessible or does not yet meet all our customers' needs.

We recognise travel by public transport and active modes will not be suitable for all trips at all times and the role of taxis and private hire vehicles in supporting trips that would otherwise be made by private vehicles will be critical to meeting the 80 per cent sustainable mode share target. For this to happen we need the remaining road-based trips to be able to move efficiently on London's road network.

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Our vision

London's licensed taxi and private hire services play a crucial role in London's green and sustainable transport network. They provide an important public service for Londoners and visitors alike, with safe, accessible and inclusive options that complement London's public transport network.

To deliver our vision for taxi and private hire services we have developed actions under four key goals:



Being a London taxi or private hire driver is an attractive career for current and future drivers



Every driver, passenger and road user should feel safe, and be safe, when travelling in London



Every taxi and private hire passenger experiences high standards of service

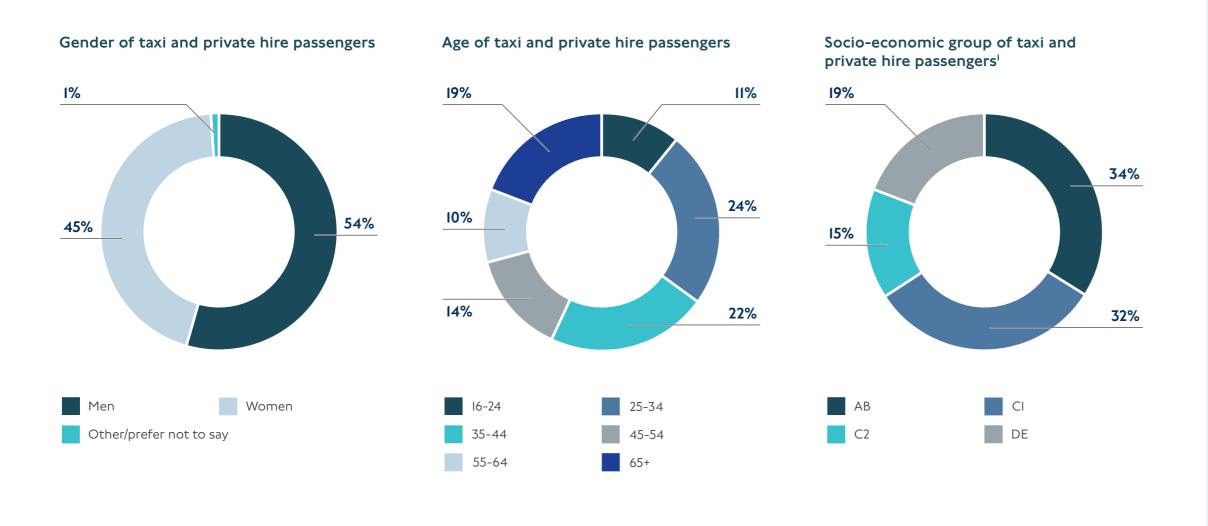


The taxi trade and private hire industry continue to reduce their environmental impact



London's taxi and private hire passengers

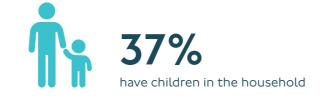
London's taxi and private hire passengers are from diverse backgrounds





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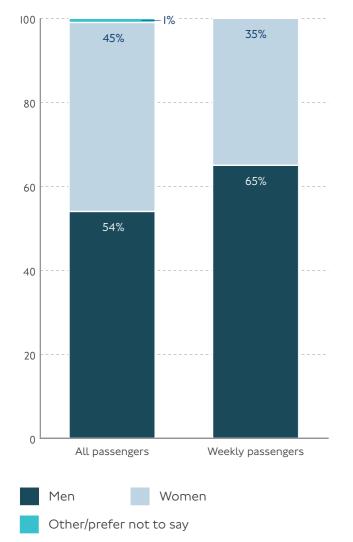
2 Taxi, private hire and car clubs customer tesearch, 2024, 2CV



23% have a physical or mental disability that limits their daily activities

Recent research² with London residents shows taxis and private hire vehicles are widely used. Sixty-six per cent of Londoners report they have used a taxi or private hire vehicle before, with 53 per cent having used them in the past I2 months and 29 per cent in the past month. Londoners report using taxi and private hire vehicles less frequently than public transport or private car/van. Although this research focused on Londoners. non-London residents and tourists also use taxi and private hire vehicles widely.

These charts show overall, taxi and private hire vehicle passengers are broadly representative of the London population, when compared with <u>2021 Census data</u>.

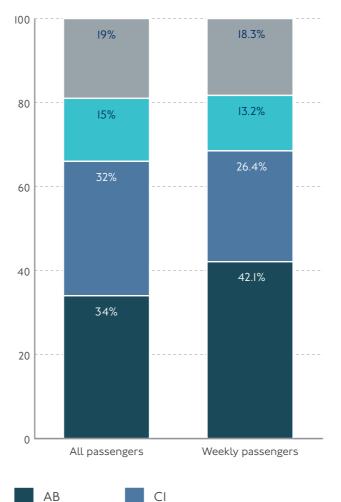


Gender of passengers using taxis and minicabs

Age of passengers using taxis and minicabs



Socio-economic group of passengers using taxis and minicabs



DE

C2

of Londoners use taxis and minicabs at least weekly

3 Taxi, private hire and car clubs customer research, 2024, 2CV

However, as shown in these graphs,³ the small group who use these services weekly (I6 per cent of Londoners) are more likely to be younger men with a high household income.

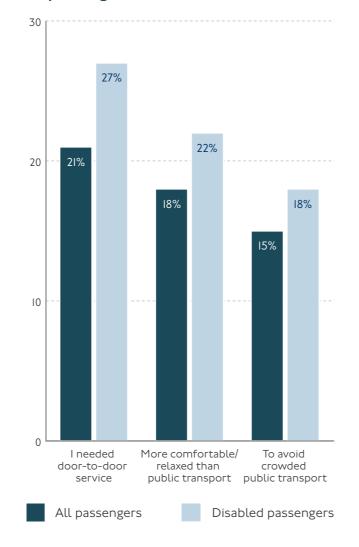
The research suggests that most taxi and private hire vehicle journeys are for leisure purposes such as meeting up with friends/ family, onward travel to train stations and airports, and personal errands such as hospital appointments and shopping.

The four key drivers that strongly influence taxi and private hire vehicle journey choice and decision making are: timeliness/efficiency, convenience, ease, and comfort. Convenience is cited as the main reason why passengers chose taxis and private hire vehicles, alongside speed, punctuality, and ease of access. Comfort factors like avoiding public transport crowds and privacy were lesser factors for most passengers. Comfort factors were reported to be more important for disabled passengers. Taxis and private hire vehicles are not seen by passengers as replacements for public transport. This is due to the cost difference, particularly between taxis and public transport. Cost was the top barrier to use reported by people who have not used a taxi or private hire vehicle in the past I2 months. Sixty-five per cent of this group thought taxis were too expensive and 43 per cent thought private hire vehicles were too expensive. Ten per cent of people said they have not used taxis in the last I2 months due to lack of availability in their area.

Research has also shown that taxi and private hire services provide an important option for some women who use these services to enable travel late at night or to areas where there are fewer transport options and so they would prefer a door-to-door service. Women are more likely to cite personal safety than other reasons to take taxis and private hire vehicles.

Our research found that the travel needs of disabled passengers are centred around comfort and control of their journey as shown in the graph on this page. For disabled passengers, comfort is not framed as improving their enjoyment of the journey, but rather minimising pain and distress. For some passengers travelling by public transport and navigating the road network can be overwhelming. Others need physical accessibility assurance and a door-to-door service. Taxis and private hire vehicles can meet specific passenger requirements that public transport cannot always fulfil.

Reasons disabled passengers use taxi and private hire services compared to all passengers⁴



These customer insights illustrate that despite their lower frequency of use per individual, taxi and private hire services are a valued part of London's transport offering.

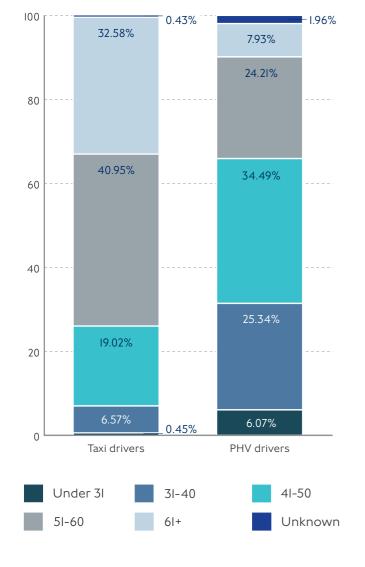
4 Taxi, private hire and car clubs customer research, 2024, 2CV

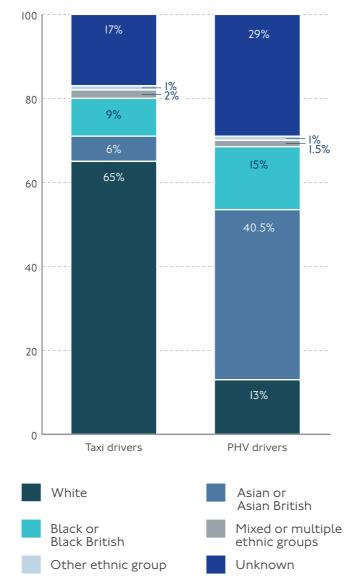


Trends in taxi and private hire services in London

A current overview of London's taxi trade and private hire industry

Age of taxi and private hire drivers





Ethnicity of taxi and private hire drivers

Being a London taxi or private hire driver is open to everyone, but the current licensed taxi and private hire driver population does not reflect the diversity of the capital, when compared to <u>2021 Census data</u>.

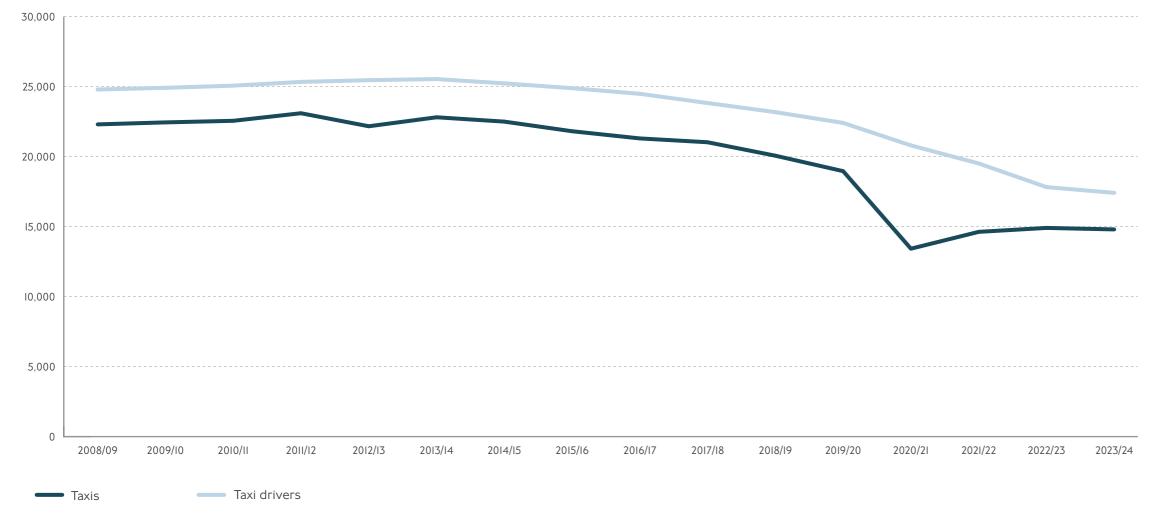
The number of licensed taxis, taxi drivers, private hire vehicles, private hire drivers and private hire operators has changed over the last 15 years, increasing and decreasing in response to the changing landscape in which they operate.

Source: TfL licensing data

Source: TfL licensing data

Licensed taxi and private hire drivers must be at least 21 years old. There is no upper age limit.





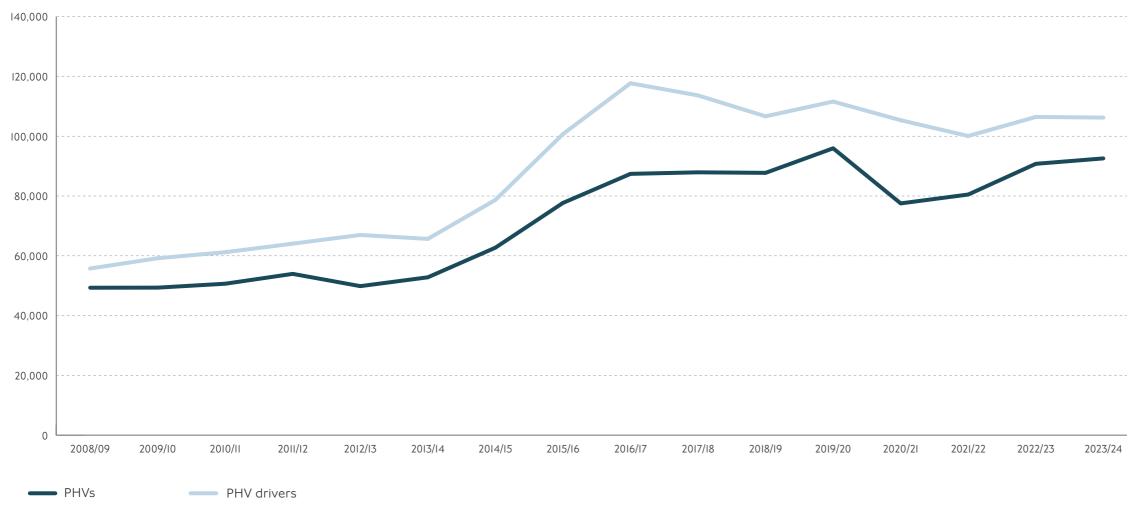




Source: TfL licensing data

This graph shows the trend in the number of licensed taxis and taxi drivers in London since 2008/09. The number of licensed taxis in London has declined gradually since 2013/14, with 18,961 licensed taxis in 2019/20. This declined further due to the coronavirus pandemic, decreasing by 29 per cent to 13,423 in 2020/21. There was a nine per cent increase in 2021/22, but the number of licensed taxis is still well below pre-pandemic levels at 14,800 in 2023/24.

The total number of licensed taxi drivers has shown a continued decline since 2013/14 to 17,412 in 2023/24. This is 32 per cent below the highest point in 2013/14. The age profile of taxi drivers suggests that this decline will increase further as more taxi drivers retire. We recognise the taxi trade's concern about the reduction in licensed taxis and taxi drivers and will continue to work with them to help overcome barriers to entering the trade and support efforts to attract diverse new applicants.



Trend in the number of licensed private hire vehicles and private hire drivers in London since 2008/09





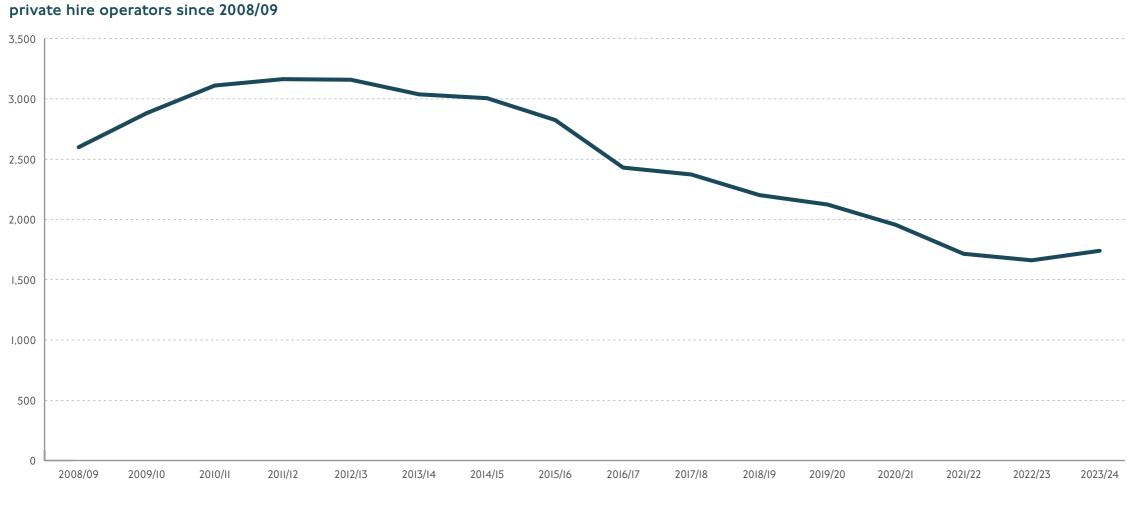
Source: TfL licensing data

This graph shows the trend in the number of licensed private hire vehicles and private hire drivers in London since 2008/09. From 2008/09 to 2012/13 the number of licensed private hire drivers grew steadily at around five per cent per year. This increased at a higher rate to a peak of II7,712 in 2016/17 before a small decrease. At the start of the coronavirus pandemic, the number of licensed private hire drivers was around II2,000, falling to 100,000 in 2021/22 but is now 107,998.

The number of licensed private hire vehicles in London increased by 88 per cent between 2008/09 and 2023/24 to 92,578, despite a decline in 2020/21 due to the coronavirus pandemic. On an average weekday licensed private hire vehicles accounted for approximately 28 per cent of daily vehicle kilometres in central London, 14 per cent in inner London and seven per cent in outer London.⁵

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⁵ Automatic Number Plate Recognition (ANPR) data, May 2024



Trend in the number of licensed

Private hire operators



Source: TfL licensing data

While there has been an increase in private hire driver and vehicle numbers since 2008/09, the number of private hire operators in London has declined as shown in this graph. This may partly be due to consolidation in the industry.

In 2023/24, there were I,740 private hire operators in London. This is a decrease of 45 per cent since 2011/12. The number of private hire operators increased slightly between 2022/23 and 2023/24.



Our role as a regulator

Safety is at the heart of everything we do

Our role as the licensing authority and regulator for London is to protect the travelling public by setting appropriate standards for the industries we regulate, including the taxi trade and private hire industry. We are the largest taxi and private hire licensing authority in the UK.

Our primary aim is to protect taxi and private hire passengers and the Metropolitan Public Carriage Act 1869 and London Cab Order 1934 provide the main regulatory framework for taxi services in London. The Private Hire Vehicles (London) Act 1998 and associated regulations provide the main regulatory framework for private hire services. The legislation allows us to grant licences to taxi and private hire drivers, taxis and private hire vehicles, and private hire operators in Greater London. We can also introduce new regulations in order to improve taxi and private hire services (for example, to improve passenger safety or reduce emissions).

The Department for Transport's (DfT) Statutory taxi and private hire vehicle standards and Best practice guidance provide advice for licensing authorities in carrying out their responsibilities. We are responsible for regulating taxi fares and tariffs, and the London Cab Order sets out details of the tariffs and authorised extra charges. We do not have the powers to regulate the taxi booking companies but we are aware that some charge passengers additional fees. We do not have the powers to regulate private hire fares, instead fares are set by private hire operators. Taxi and private hire drivers are exempt from the EU working time directive and we do not regulate or control when they work or the number of hours they work.

Taxi drivers are self-employed and can choose whether to do on-street work, work from a taxi rank or receive jobs from a taxi booking company. Private hire bookings can only be accepted by a licensed private hire operator and private hire operators allocate bookings to private hire drivers. The employment arrangements for private hire drivers vary, with some being self-employed and others being employed by a private hire operator. Some private hire drivers are also licensed as private hire operators and take bookings, and then fulfil these themselves. Through our role as the transport authority and licensing authority we ensure taxi and private hire services positively impact London across the following themes:

Safety and security

We undertake comprehensive background checks before and during licensing to enable the delivery of safe and secure taxi and private hire services that meet the needs of passengers across London through monitoring and enforcing safety standards for drivers and vehicles alongside our policing partners.

Accessibility

All taxis are wheelchair accessible with a range of other accessibility features. We ensure taxi and private hire services meet the needs of passengers with a diverse range of disabilities throughout the whole journey, and that vehicles are as accessible as possible. All taxis and designated wheelchair accessible private hire vehicles are exempt from our road user charging schemes.

Environment

We monitor and enforce environmental standards, ensuring progress towards taxis and private hire vehicles becoming zero emission at the tailpipe. We engage with a diverse range of stakeholder groups and organisations, including our licensees, to inform our decision making and help us understand the needs and experiences of passengers and licensees. They include taxi and private hire driver representatives, fleet owners, motor vehicle industry manufacturers, private hire operators, and groups representing passengers, including those with disabilities. Ensuring we are transparent in our regulatory approach means we can work with our stakeholders to provide world-class taxi and private hire services to meet London's needs. We also meet regularly with the DfT to discuss taxi and private hire matters.

Change and legislation for taxi and private hire services

There has been significant change and innovation in the taxi trade and private hire industry over the past decade. These services continuously evolve in response to new legislation and technological advancements and we must also be prepared to adapt. Working with stakeholders in the taxi trade and private hire industry, and learning from other cities, enables us to stay at the forefront of developments and challenges in both industries, and develop responses which support the objectives of the Mayor's Transport Strategy. Automated vehicles are being developed and in some places deployed commercially, with potential to reduce road danger and expand access to transport. The Automated Vehicles Act 2024 created a legal framework for the use of automated vehicles on roads in Great Britain, an automated vehicle being a vehicle that satisfies the 'self-driving test' as set out in the Act.

We will continue to expand our understanding of the potential benefits and impacts of automated vehicles on the transport network as the technology and legal framework develops. Research is needed on the potential impact of automated vehicles on operations, road safety, traffic congestion, accessibility, air quality, carbon emissions and security. We will continue to engage with the Government, the automated vehicle and private hire industry, and other stakeholders to ensure that automated vehicles support the aims of the Mayor's Transport Strategy.

DfT Statutory taxi and private hire vehicle standards and Best practice guidance

The DfT Statutory taxi and private hire vehicle standards were introduced in 2020. Most of the recommendations were already in place in London and new regulations have been created to implement the remaining recommendations. In 2023, the DfT published updated Best practice guidance on how the taxi and private hire sector should be regulated across England, including London. As the regulator for taxi and private hire services in London we have a responsibility to review the Best practice guidance and reappraise our policies to ensure we continue to provide a regulatory environment that enables the taxi trade and private hire industry to deliver safe and accessible services.

We have reviewed the guidance to determine what, if any, changes are necessary in London. Most of the recommendations in the guidance are already in place or we do not consider appropriate for London. The remaining recommendations are being considered for inclusion in future regulation.

Pedicabs

The Pedicabs (London) Act 2024 came into force in June 2024, giving us powers to regulate and license pedicabs in the capital. We are considering the appropriate regulatory framework for pedicabs and it is out of scope for this action plan.



Our actions

To achieve our four goals, we have developed 14 actions

Our goals

Actions will support achieving these goals

This action plan sets out our ambition for taxi and private hire services in London to 2030. We have engaged a wide range of stakeholders to help inform and shape the action plan. Using this feedback alongside the latest evidence, we have developed I4 actions to ensure we can achieve our vision for taxi and private hire services in London.

The actions are set out under four key goals:



Attracting drivers Being a London taxi or private

hire driver is an attractive career for current and future drivers



Ensuring safety

Every driver, passenger and road user should feel safe, and be safe, when travelling in London



Consistently high standards

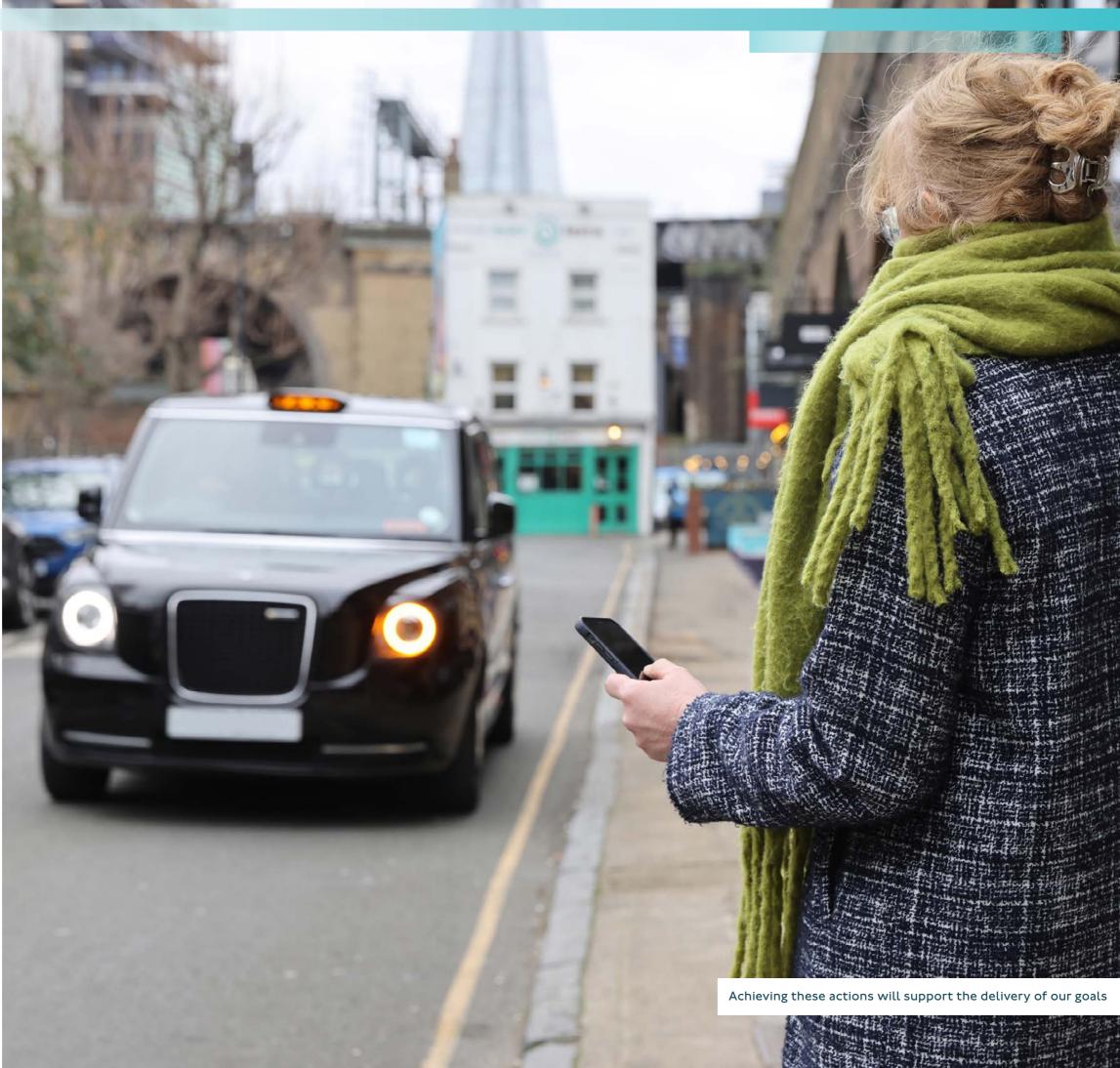
Every taxi and private hire passenger experiences high standards of service



Reducing environmental impact

The taxi trade and private hire industry continue to reduce their environmental impact

Working closely with our delivery partners and stakeholders, we will further develop and deliver these actions from 2025 to 2030.





Attracting drivers

Being a London taxi or private hire driver is an attractive career for current and future drivers

London's taxi and private hire drivers do a valued and valuable job, in sometimes difficult conditions. They adapt to passengers' needs and different driving environments. They play a vital role in keeping London moving and provide a unique door-to-door public service which is used by Londoners and visitors. We want to attract brilliant, diverse applicants who are looking to make a positive contribution to London as professional drivers.

To become a licensed taxi or private hire driver, applicants must meet a number of criteria, including an

enhanced Disclosure and Barring Service (DBS) check and meet DVLA Group 2 medical guidelines. Applicants must pass mandatory assessments before they can be considered for licensing.



We want to attract brilliant, diverse applicants who are looking to make a positive contribution to London.



To become a licensed private hire driver, all applicants must pass a:

- Topographical skills assessment to show they can plan a route
- English speaking and listening test
- Safety, Equality and Regulatory Understanding (SERU) assessment. This assessment is used to check an applicant's ability to read and write in English to an appropriate level as well as to check their understanding of safety, equality and regulatory matters

To become a licensed taxi driver, all applicants must pass the Knowledge. The Knowledge involves a series of in-person tests where applicants must demonstrate they know the shortest route between two points. In order to comply with the recommendations in the DfT's Statutory taxi and private hire vehicle standards, we are introducing a taxi driver version of the SERU assessment. All applicants and existing drivers will have to pass this new assessment before they will be licensed or relicensed as a taxi driver. London taxi drivers and the wheelchair accessible taxi fleet play an important role in London's wider transport system. Concerns have been raised about the decline in the number of taxi drivers and vehicles, and the potential impacts on passengers. We want to halt the decline in the number of taxi drivers as it is important to ensure we have a taxi trade which is fit for the future and meets passengers' needs.

We want to support London's prospective and current taxi and private hire drivers in their careers as professional drivers to ensure Londoners have access to safe, reliable and high-quality taxi and private hire services. We will continue to develop drivers so they feel confident and have the necessary tools and support to provide an excellent service for London.

There is no target number of vehicles or taxis required in London as drivers can work flexibly in different hours or locations according to personal circumstance, or demand. Our aim is to ensure a thriving and attractive trade that ensures its long-term future and meets the needs of passengers.

Access to London's roads

All taxis are wheelchair accessible and offer transport to wheelchair users when public transport is inaccessible. We value the role taxis can play in enabling wheelchair users and passengers with other accessibility requirements to travel and want to ensure taxis can move efficiently through the capital.

Some London boroughs have introduced road access schemes such as low traffic neighbourhoods, school streets and ultra low emission streets to manage traffic at a local level. These schemes do not prevent taxis and private hire vehicles from delivering a door-to-door service. However, access routes may be longer after a scheme is introduced. Some taxi and private hire passengers have reported difficulties when being picked up or dropped off within a road access scheme. Drivers report finding road access schemes confusing as the access restrictions vary across schemes and boroughs.

To provide clearer information on access restrictions to drivers, some private hire operators have worked with London boroughs to integrate this information into their app based booking platforms. Digital Traffic Regulation Orders are currently being introduced nationally and will make it easier for mapping apps to identify and display restrictions by vehicle type. This will improve the information available on access restrictions to taxi and private hire drivers and passengers. Some London boroughs have granted exemptions to their road access schemes to all taxis, or to taxis carrying passengers with accessibility requirements. Boroughs will consider requests on a case-by-case basis.

We encourage taxi and private hire stakeholders and boroughs to work together to share learning and information to ensure passengers and drivers understand routes and restrictions so they can continue to seamlessly provide the door-to-door service so valued by Londoners.

Taxi ranks

Taxi ranks are found at key locations, including public transport hubs, and can help passengers with accessibility needs to get to their final destination. Taxi ranks are an important part of the transport network and we will continue to appoint new taxi ranks where needed. We will also seek to improve safety, security and accessibility at existing taxi ranks.

Modernising the Knowledge

London taxi drivers are world-renowned for setting the gold standard for taxi services, due to the Knowledge. Taxi drivers have an unrivalled ability to recall thousands of landmarks and streets within London.

We carried out a review of the Knowledge in 2022, which included discussions with taxi trade representatives, about how to maintain standards while ensuring the Knowledge remains relevant and up to date.

In 2025, we published a list of points candidates can be asked in their assessments – examiners will only ever ask points on this list. We will also update the Guide to Learning the Knowledge of London for candidates (also known as the 'Blue Book') to reflect these changes.

The list and Blue Book will be kept under review to ensure they remain relevant and appropriate. We will also continue to keep the Knowledge process under review and consider whether further improvements are required to modernise it and make the process more efficient, where possible.

We will work with taxi trade stakeholders to raise awareness of taxi driving as a career choice, particularly among under-represented groups.

Action I

We will take steps to halt the decline of London's taxi trade to ensure Londoners continue to have access to a safe, reliable and high-quality taxi service both now and in the future, through the following:

- Our general policy is to allow taxis access in all bus lanes. except where specific safety or bus operational issues make this impractical. Exceptions to the general policy include where there are, in our view, safety, operational and/or Mayor's Transport Strategy reasons to limit access. Where an exception arises or is likely to arise, we will table discussion of proposals at regular stakeholder forums unless it is impractical to do so. Boroughs are encouraged to consider access for taxis to all streets for which they are responsible and to which buses have access in their areas
- Reviewing the optimum allocation, position and design of taxi ranks, including at public transport hubs
- Our work to make amendments to the 'Knowledge of London' to attract more applicants



Access to London's kerbside

We want to provide an excellent, accessible transport network where everyone can travel safely and reliably. In the case of our streets, this means balancing the needs of different users. Taxis and private hire vehicles are one of many frequent users of London's kerbside. They require access to pick up and set down passengers, to charge their vehicles at electric vehicle charge points and hubs, and to stop, rest and access driver welfare facilities. Taxis also require access to the kerbside to ply for hire on roads and at taxi ranks.

We understand challenges may arise when taxis and private hire vehicles need to pick up and drop off passengers on street, particularly when picking up and setting down disabled passengers. We recognise there is more we can do to ensure drivers are engaged in and aware of changes to London's streets and to ensure their needs and those of their customers are considered in scheme development.

We are developing a new approach to engagement for safe and healthy streets schemes, with a focus on involving communities and stakeholders earlier in the decision-making process.

Action 2

We will ensure taxis and private hire vehicles can safely access the kerbside where appropriate, by:

 Updating our design guidance within the relevant parts of the streets toolkit by the end of 2026/27 to ensure that kerbside access for taxi and private hire passengers is considered in street scheme design, where appropriate

Expanding training opportunities for taxi and private hire drivers

We want taxi and private hire drivers to feel confident to drive safely on London's roads and to provide excellent customer service to all passengers. The need to provide online training resources for taxi and private hire drivers has been highlighted by several stakeholders, representing taxi and private hire drivers, as well as passengers.

They have suggested a range of topics that could be covered, including safety advice, conflict management, customer service skills and, health and wellbeing advice.

They also suggested that disability equality training should be provided to taxi and private hire drivers. Disability equality training aims to promote understanding of disability from the Social Model perspective, that is, removing barriers in society so people can be independent and equal, with choice and control over their own lives. We are developing a new online disability equality training resource that could be adapted and made available to taxi and private hire services.

Currently taxi drivers are not assessed on assisting wheelchair users as part of the driver assessment process. A review of this assessment process will take place to ensure taxi drivers are sufficiently trained to support wheelchair users and passengers with other disabilities. Similarly, we will engage with the private hire industry to explore the best way to provide practical training to private hire vehicle drivers so they are equipped to support disabled passengers. This could include the development of online training modules to showcase best practice 'whole journey' service for all passengers but particularly those with disabilities.

As well as exploring opportunities to create training material specifically for London taxi and private hire drivers, we will also review and collate other relevant and existing voluntary training materials to share with drivers.

Access to toilet and rest facilities

We understand taxi and private hire drivers can find it difficult to access toilets when working. We have been taking action to increase and improve toilet facilities across the TfL network. However, these facilities are not always easily accessible for taxi and private hire drivers due to safety and security requirements on operational sites, or toilet facilities may be located inside the ticket gates at stations. Working closely with our partners, we will explore opportunities for increasing access to toilet facilities across the capital, for example, where feasible, for users of new Places for London electric vehicle charging hubs. We will also encourage boroughs and businesses to share toilet facilities location data with national and London toilet location websites and apps, and continue to raise awareness among taxi and private hire drivers about the tools available to help them locate toilet facilities.

The Mayor has made a commitment to create a private hire vehicle taskforce to examine what can be done to support private hire drivers in London, for example, by providing access to toilets, kitchen facilities and somewhere they can rest. The Mayor has committed to encouraging private hire operators to develop hubs that can provide these facilities in order to improve working conditions for private hire drivers and ensure they have somewhere safe they can stop, especially when working unsociable hours. We will work with the Mayor to support this private hire vehicle taskforce.

New training opportunities for drivers could include:



Action 3

We will support the continuous professional development and wellbeing of taxi and private hire drivers by:

- Providing access to online voluntary training resources covering a range of topics such as safety advice and conflict management, customer service skills and health and wellbeing advice, commencing in 2025/26
- Improving the training available to taxi and private hire drivers to ensure they are equipped to assist disabled passengers with a diverse range of needs, including by offering disability equality training that will be designed in partnership with our stakeholders, by the end of 2026/27
- Continuing to work with stakeholders and partners to improve access to toilet facilities and support the Mayor's private hire vehicle taskforce



Ensuring safety

Every driver, passenger and road user should feel safe, and be safe, when travelling in London

The role of the taxi trade and private hire industry in delivering Vision Zero

The Mayor's Transport Strategy sets out the Vision Zero goal that, by 2041, all deaths and serious injuries will be eliminated from London's roads and transport network. Creating a safer transport network in London requires every component of the five pillars of Vision Zero to work together safe speeds, safe streets, safe vehicles, safe behaviours and post collision response.

Taxis and private hire vehicles are high-mileage professional drivers and are essential to achieving Vision Zero. We expect all taxi and private hire drivers to demonstrate professional behaviours and driving at all times when carrying out their duties, as well safe vehicles – both in terms of vehicle standards and maintenance/ inspections. Changes such as new training requirements, vehicle signage, guidance in driver handbooks, licensing requirements and implementing vehicle age limits all contribute to achieving Vision Zero.

London's taxi and private hire services provide a safe and convenient way to travel across the capital at any time of the day. As the regulator and licensing authority, we work in partnership with the taxi trade and private hire industry to reduce the number of collisions involving taxis and private hire vehicles and improve driving standards to eliminate road danger from London's streets.



We work in partnership with the taxi trade and private hire industry to reduce the number of collisions involving taxis and private hire vehicles.

Professional driving ability

Taxi driver licence applicants are normally required to pass a taxi driving and wheelchair assessment before they will be licensed. This assessment checks the ability of a prospective taxi driver to load, secure and unload a wheelchair. It also involves checking the prospective driver can drive safely to a professional standard. The taxi driving assessment was previously conducted by the Driver and Vehicle Standards Agency (DVSA), but they stopped offering this service in December 2016.

Since December 2016, newly licensed taxi drivers have not taken a driving assessment. Instead we have issued new taxi driver licences with a condition that the drivers complete a taxi driving and wheelchair assessment once a new provider has been identified to carry it out.

Private hire drivers are not required to pass a driving assessment. In 2018 we consulted on introducing a driving assessment for private hire drivers.⁶ We prioritised implementing the DfT's Statutory taxi and private hire vehicle standards, but we will now review whether a driving test would improve safety.

Restarting the taxi driving assessment and introducing a private hire driver assessment are likely to bring safety benefits for taxi and private hire passengers and drivers, plus other road users. We will explore the different types of advanced driving tests available, understand their aims and potential impact on driving behaviours and attitudes nationally as part of future licensing proposals.

Salvage vehicles

We set the standards for taxis and private hire vehicles we license to ensure they are as safe as possible. These requirements include emissions, safety and accessibility, and ensure older vehicles are removed from the fleet. This means new vehicles with the latest technology (for example, in vehicle safety features) come into the fleets and are licensed.

However, some licensed vehicles are 'salvage' vehicles. These vehicles have been involved in a collision, 'written off' by an insurance company and then repaired. According to our licensing statistics, as of the end 2024, 3,345 salvaged vehicles were licensed in London. Although these vehicles have been repaired, the integrity of them may have been compromised. There is a greater risk to the safety of drivers, passengers, and other road users as there can be safety issues that are not easily identifiable.

We will review whether we should stop licensing salvage vehicles for use as taxis and private hire vehicles.

Improving our data and evidence base on taxi and private hire collisions

To continually improve our approach to reducing road danger, we need to build our understanding of the factors that influence the level of risk posed and faced by taxi and private hire drivers and vehicles. This includes examining factors which may increase the risk of a collision taking place and identifying interventions to prevent risks from materialising. We recognise there is more we can do to help close the gap in our aim of achieving Vision Zero and minimise the risks faced by taxi and private hire drivers, their passengers and other road users.

We will benchmark and review our taxi and private hire licensing requirements in order to improve passenger, driver and road safety.

In-vehicle safety features and mechanisms

Several safety features have emerged in recent years which can assist taxi and private hire drivers when confronted with hazards. Many are increasingly available as standard on vehicles we license as private hire vehicles, and zero emission capable taxis also have these features.

One of these is Intelligent Speed Assistance. This automatically adjusts the vehicle's speed in line with the designated speed limit for the road. This is a useful feature which helps drivers keep within the speed limit, minimising the risk of speeding. This can help taxi and private hire drivers significantly and benefits passengers by giving them a smoother journey. Other safety features in vehicles include automatic emergency braking and lane departure assist, which may be useful for taxi and private hire drivers in busy urban environments.

6 TfL Improving safety in PHVs consultation, 26 March 2018

Action 4

We will continue our work to reduce road danger and enhance our understanding of taxi and private hire vehicle collisions by:

- Considering a range of measures to further enhance passenger safety, such as restarting the taxi driving and wheelchair assessments and introducing a driving assessment for private hire drivers. These measures will be explored through consultation where appropriate in 2026/27
- We will review whether we should stop licensing salvage vehicles for use as taxis and private hire vehicles, commencing in 2025/26
- Improving data and our understanding of collisions involving taxis and private hire vehicles commencing in 2025/26
- Benchmarking and reviewing taxi and private hire licensing with other licensing authorities commencing in 2025/26 to determine if other road risk interventions have been successful and could be implemented in London
- Providing guidance to taxi and private hire drivers on the benefits of advanced driver safety assist systems in 2025/26



Advancing positive driving behaviours

More than 90 per cent of collisions of London's roads are linked to unsafe behaviours and 87 per cent of Londoners believe collisions on the road are inevitable.⁷

We expect all taxi and private hire drivers to demonstrate professional behaviours and driving at all times when carrying out their duties.

We want to ensure our licensed drivers are well equipped to continue to give passengers the best possible experience travelling by taxi or private hire vehicle.

Ensuring taxi and private hire drivers are fit for work

As professional drivers, we expect taxi and private hire drivers to be role models of good driving attitudes and behaviour and work hard to give passengers the best possible experience.

Our operations officers work to ensure the highest standards of passenger safety, operation, and compliance with regulations through a range of tactics, including on-street high visibility stop site operations, patrols of hotspot locations and targeted private hire operator visits. However, we recognise there are areas that could be further improved to help reduce the risk of a collision.

7 TfL customer pulse survey: road danger reduction 2023/24

Managing fatigue

Fatigue is a common contributory factor in both work-related and general road traffic collisions. <u>Research shows driver fatigue</u> (for drivers generally) may be a contributing factor in up to 20 per cent of all road collisions, and up to 25 per cent of fatal and serious collisions.

The risk of taxi and private hire drivers driving while tired may be greater due to several factors (for example, drivers working long hours, drivers having more than one job, some private hire fares being relatively low, there being no restrictions in place for how many taxi booking companies or private hire operators drivers can work for).

While some private hire operators may set some form of restriction for drivers, there remains a risk that drivers may still work excessive hours.

Minimising distractions while driving

Mobile phones are becoming increasingly used by private hire drivers and some taxi drivers who secure work while driving.⁸

It is illegal to hold and use a mobile phone, 'sat nav', tablet, or any device that can send or receive data, while driving or riding a motorcycle.

Using a mobile phone while driving

slows reaction times, makes it difficult to keep in the correct lane and to keep the correct distance between you and the vehicle in front. To minimise the risk to passengers, drivers and road users, we provide guidance to taxi and private hire drivers on where they should keep their mobile phone cradle in their vehicles. However, more could be done to help reduce the risk of drivers securing their phone in a position where it blocks their view. This could include:

- More on-street checks of where devices are being secured in taxis and private hire vehicles
- More information provided to taxi and private hire drivers about where devices should not be secured
- Creating a new campaign specifically aimed at taxi and private hire drivers on where devices should be secured
- Ensuring this information is included in any new taxi and private hire driving tests
- Ensuring taxi booking companies and private hire operators regularly remind drivers of this best practice

We will engage with private hire operators and taxi booking companies on potential innovations in app designs to minimise distractions from mobile phones for taxi and private hire drivers while working.

Seatbelts

Under <u>current legislation</u>, taxi drivers are exempt from wearing a seatbelt when they are looking for passengers to hail them in the street or when waiting at a taxi rank. Taxi and private hire drivers do not need to wear a seatbelt when carrying passengers.

Child seats

Child car seats are also currently not a requirement for children travelling with an adult in a taxi or private hire vehicle. If a taxi or private hire driver does not provide the correct child seat, children under the age of three can travel without a seatbelt and children aged three years or older must wear an adult seat belt. It can be difficult for taxi and private hire drivers to store a child seat in their vehicle due to limited storage space and the different types of child seats for different ages and heights of children. Child restraints are estimated to reduce deaths in collisions by up to 7I per cent among younger infants. We will work with private hire operators, taxi booking companies, the taxi trade and private hire industry to provide options to passengers to select a vehicle with a child restraint.

8 TfL taxi and private hire licensee customer satisfaction survey 2023/24, Verian

Action 5

We will continue our work to advance positive driving behaviours by:

- Working with the taxi trade and private hire industry to encourage positive driving behaviours, holding events and providing information on our website on the positive impacts of road safety schemes, managing risks and keeping themselves and their passengers safe, commencing in 2025/26. This includes guidance on fatigue, mobile phone cradles, and the benefits of wearing seatbelts
- Working with private hire operators, taxi booking companies, the taxi trade and private hire industry to provide options to passengers to select a vehicle with a child restraint, commencing in 2025/26

Further enhancing our safety and security standards and best practice

Londoners and visitors rely on taxis and private hire vehicles to provide safe door-to-door travel, day or night. We are committed to tackling unsafe, non-compliant and criminal behaviour that puts passengers at risk.

We use a broad range of tactics to maintain the high standards of safety, security and compliance in the licensed and law-abiding taxi trade and private hire industry, and work to detect and disrupt non-compliance and illegal activity. We focus our efforts on safeguarding the most vulnerable, tackling journey-related sexual offences, unsafe vehicles and driving, and unbooked private hire journeys.

Passenger safety and security

Passengers should have confidence that whenever they use London taxi and private hire services, they will receive a professional service from their driver and the vehicle will be safe.

The vast majority of the time, taxi and private hire journeys in London are completed without passengers experiencing any problems. However, we know on some occasions passengers have concerns or experience issues. Five per cent of people who have not used a private hire vehicle in the past I2 months cite bad past experiences with private hire services. The equivalent figure for taxis was two per cent.

- 9 TfL black cab and minicab passenger customer satisfaction survey 2023/24, Verian
- 10 Taxi, private hire and car clubs customer research, 2024, 2CV
- II TfL black cab and minicab passenger customer satisfaction survey 2023/24, Verian

Overall satisfaction with London's taxi services is rated as 'good' by passengers, and private hire services are rated as 'fairly good'. Passengers rated their feeling of personal safety as 'good'.⁹ Research shows some women use these services to improve their personal safety when travelling, particularly at certain times and situations.¹⁰

When taxi and private hire passengers experience a problem with their driver, they can report this to us. Private hire passengers can also report issues to the private hire operator they booked with.

Most passengers are not aware that TfL is responsible for the licensing and regulation of taxi and private hire services in London and so may not know some issues (such as driver behaviour, refusals, and so on) should be reported to us.^{II} To help address this, new signage has been introduced for taxis and private hire vehicles that will tell passengers how they can report complaints to us.

We know disabled passengers can face issues when trying to use taxi or private hire services and the scale of the problems they face is likely to be much greater than the number of complaints received due to underreporting. We also know disabled passengers have concerns about reporting problems and whether action will be taken.

Our investigations team

We have a dedicated taxi and private hire investigations team. The team proactively investigates a wide range of taxi and private hire issues, including equality and accessibility issues (such as refusals of passengers with assistance dogs or who are wheelchair users), overcharging, and other taxi and private hire allegations. We want to do more to ensure disabled passengers know how to report problems and are confident action will be taken when they do.

All private hire operators are required to keep a record of complaints, investigate complaints received and record the outcome of their investigation. Private hire operators must also have someone available for passengers to speak to if they have a complaint. We will continue to work with private hire operators to provide guidance on how they can ensure all complaints are handled appropriately and in a timely manner.

Passengers should expect to be safe – and feel safe – when travelling by taxi or private hire and no one should ever be subject to any form of sexual behaviour from a driver. If a passenger is a victim of a sexual offence or sexual harassment when using a taxi or private hire vehicle it is crucial they are provided with the support and information needed and the process for reporting incidents is simple and easy.



Case studies: Passenger safety¹²

Bethany is a 42-year-old woman. She was out with friends at a bar in East London until around Iam. She booked a private hire vehicle via an app so she could drop her friends off at their houses with multiple stops in one trip. Bethany chose to use a private hire vehicle as she was concerned about the behaviour of other people who may have been drinking.

'If it's quite late at night, say 9.30pm or later, I would definitely opt for a taxi to feel safe.' Carla, 27

12 Taxi, private hire and car clubs customer research, 2024, 2CV

29

Taxi and private hire drivers' safety and security

While our licensing and regulatory powers are primarily focused on ensuring the safety of taxi and private hire passengers, we want to make sure professional taxi and private hire drivers also feel safe while doing their job. Taxi and private hire drivers should be able to work without the fear of violence or abuse.

Unfortunately, there are incidents where this is not the case and drivers have experienced significant abuse:¹³

- 66 per cent of taxi drivers and 46 per cent of private hire drivers reported being verbally assaulted while working
- 22 per cent of taxi drivers and 19 per cent of private hire drivers reported being physically assaulted while working

We will continue to work with the taxi trade and private hire industry to understand the issues and risks drivers face and how these can be tackled (such as additional training, guidance on staying safe, drivers carrying spit kits, and so on). We understand risks to safety and security may also present a barrier to attracting future drivers from under represented groups.

We will agree improvements to safety and security with relevant stakeholders for passengers and drivers (for example, driver training courses, measures to reduce the risk of drivers being assaulted, and so on). We will also work with stakeholders to explore whether certain groups of taxi and private hire drivers are more at risk when working, or more needs doing to improve their safety. As well as improving safety for these drivers, this may have an added benefit of making people from underrepresented groups more likely to consider becoming a taxi or private hire driver.

Taxi photo ID and online licence checkers

It is important passengers can check if a taxi driver or vehicle, or a private hire operator, driver or vehicle is licensed and this also reduces the risk of unlicensed drivers or vehicles being used to provide taxi and private hire services. Being licensed means they have gone through proper checks to ensure they are safe and fit to drive passengers or take bookings. There is already an online private hire operator, driver and vehicle licence checker.

In February 2023 we consulted on how we could improve safety for taxi and private hire passengers.

Part I of the consultation contained our proposals for implementing the DfT's Statutory taxi and private hire vehicle standards. Part 3 covered licensing requirements for private hire operators and we are planning to take these proposals forward.



13 TfL taxi and private hire licensee customer satisfaction survey 2024/25, Verian

Use of CCTV in vehicles¹⁴



57% of taxi drivers said they had road facing CCTV



of private hire drivers said they had passenger facing CCTV

27% of private hire drivers said they had road

facing CCTV



Part 2 focused on how we could improve safety for taxi passengers. After considering the responses to part 2 of the consultation we are now proposing to consult on introducing photo ID for taxi drivers, plus online taxi vehicle and driver licence checkers.

The online taxi vehicle and driver licence checkers would also allow people who rent taxis to check a driver was licensed and reduce the risk of taxis being rented by unlicensed drivers.

Introducing new photo ID for taxi drivers may make it easier for passengers to check if a taxi driver is licensed.

In-vehicle CCTV

CCTV is commonplace and is successfully used on the transport network, including on buses, Tube, rail services and at stations. Body-worn cameras are now also widely used across many industries including by TfL customer-facing operational staff.

Some CCTV systems may also be used to detect issues such as fatigue or driving offences. The use of in-vehicle CCTV can improve safety for taxi and private hire passengers and drivers through:

- Crime prevention
- Reassurance for passengers and drivers
- Providing valuable evidence for police/ TfL investigations of alleged crime or misconduct and help prevent and detect false and malicious allegations
- Helping insurance companies in investigating collisions

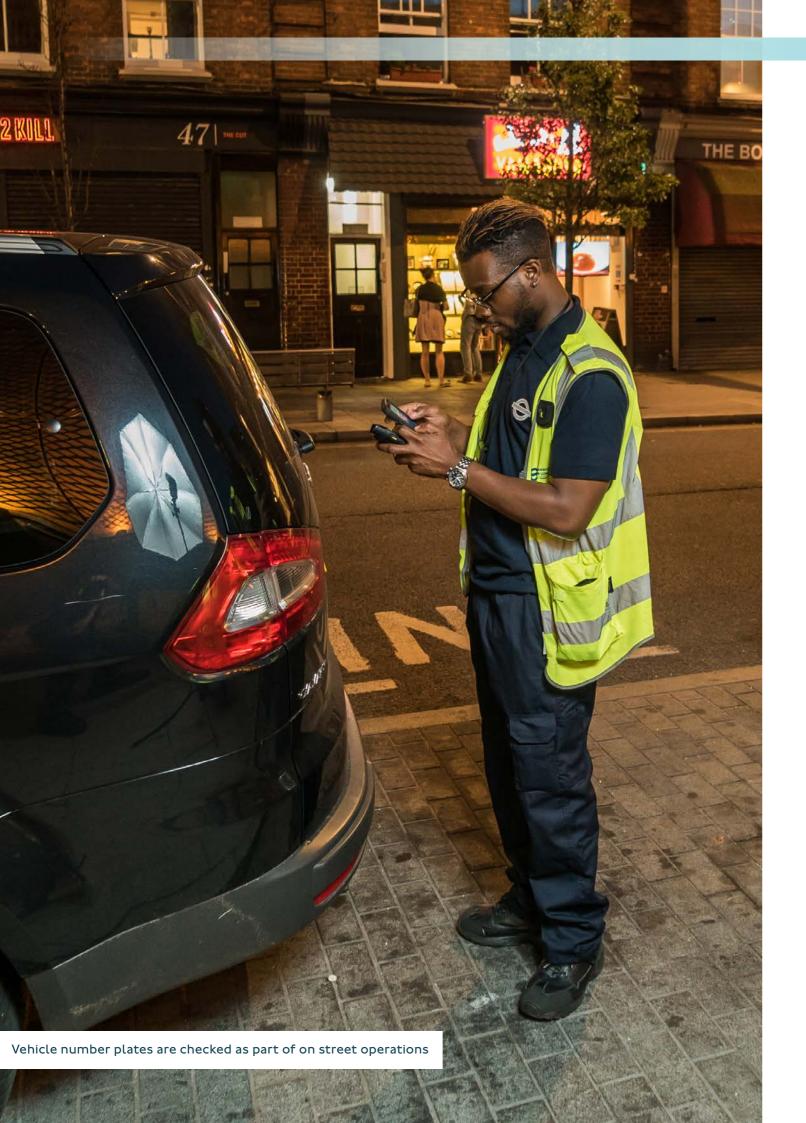
As shown in the statistics on this page, most London taxis and private hire vehicles do not have in-vehicle CCTV installed, although road-facing CCTV is more widely used.

The Mayor has committed to boosting the police's ability to identify criminals by expanding CCTV coverage and also increasing CCTV in taxis and private hire vehicles.

14 TfL taxi and private hire licensee customer satisfaction survey 2024/25, Verian While there are clear safety benefits from having CCTV in all taxis and private hire vehicles, there would be challenges too. There are privacy issues to consider, especially as London taxis and private hire vehicles can be used for private purposes. Other issues to consider include the cost to taxi and private hire vehicle owners of installing CCTV in their vehicles, and how requests for footage are managed.

In 2021, we consulted on in-vehicle CCTV in taxis and private hire vehicles and sought views on whether all London taxis and private hire vehicles should have in-vehicle CCTV fitted. While the majority of licensees disagreed that all taxis and private hire vehicles should have in-vehicle CCTV, there were higher levels of agreement among members of the public, taxi and private hire vehicle users, and Taxicard members that all taxis and private hire vehicles should have in-vehicle CCTV.

We recognise the taxi trade and private hire industry have concerns about in-vehicle CCTV. We will seek their views on any potential issues and mitigations through further consultation.



Illegal number plates

Some vehicles, including London taxis and private hire vehicles, have been found to have illegal number plates.

Drivers of these vehicles may be using illegal number plates to evade Automatic Number Plate Recognition (ANPR) checks, speed cameras, road user charges, or other enforcement.

We will take firm action, including working with the police, to eliminate the problem of illegal number plates being used on London taxis and private hire vehicles.

Action 6

We will continue to enhance safety and security standards and best practice for passengers and drivers by:

- Publishing guidance in 2025/26 on improving safety and security for taxi and private hire drivers and their passengers, including updated information about how to report complaints, driver/ passenger interactions and allegations of sexual offences
- Consulting in 2026/27 on new photo ID and online licence checkers for taxi drivers and their vehicles
- Reviewing and updating our guidance and requirements on in-vehicle CCTV in taxis and private hire vehicles in 2025/26 and from 2026/27, giving further consideration to mandating in-vehicle CCTV, which may include consultation on proposals
- Introducing additional measures in inspection and compliance activity to clamp down on vehicles with illegal number plates in 2025/26

Closing gaps in legislation

There are areas where action is needed, but without a change in legislation, we do not have the powers to take action. There are five areas of focus where we will continue to ask the Government to make legislative changes and give us the powers we need to make taxi and private hire services even safer.

Cross border hiring

The term 'cross border hiring' is commonly used to describe where taxis or private hire vehicles licensed by one licensing authority work wholly or predominantly in another licensing authority area. This practice is permitted under current legislation and there are no geographic restrictions providing the private hire operator, driver and vehicle are licensed in the same licensing authority (referred to as the triple licensing requirement) and the booking is also accepted in that authority.

Cross border hiring creates a problem with private hire drivers being licensed in a different area, but then working in London and undermining London licensed taxi and private hire drivers. This can also make compliance and enforcement activity more challenging and expensive. In 2018 we published a paper setting out proposals to address the issues of cross border hiring. Introducing a requirement to ensure a journey either starts or ends in the area where the driver and vehicle are licensed would help tackle the issues caused by cross border hiring, while still allowing suitable flexibility to provide private hire services.

Taxi booking companies

The introduction of apps has provided another way for passengers to access taxi services.

The number of passengers using booked taxis has been increasing and in 2024 one third (33 per cent) of taxi passengers said their last taxi journey was booked using an app.¹⁵ Over half (58 per cent) of taxi drivers say they are on a taxi booking app.¹⁶

While private hire operators must be licensed, without regulatory powers, there is no equivalent for taxi booking companies and therefore no oversight of the measures put in place to protect passengers and drivers. Regulating taxi booking companies would provide more oversight to ensure passenger safety.

Fixed penalty notices

Fixed penalty notices can be an effective enforcement tool to deal with non-compliant taxi and private hire activity.

The powers already exist for some taxi offences (for example, drivers not wearing their badge) but not for similar private hire offences. Changes in legislation would enable us to take a consistent approach to dealing with non-compliance in the taxi trade and private hire industry and relieve pressure on the court system unless drivers want to challenge the penalty.

This would enable us to issue fixed penalty notices to deal with more common offences (for example, drivers not wearing their private hire driver's badge) as an alternative to prosecution where appropriate.

Licence conditions for private hire drivers, private hire vehicles and private hire operators

When we introduce new licensing requirements for taxi drivers the new requirements apply to all taxi drivers immediately.

We do not have the same powers for private hire drivers. New requirements can only be applied to private hire drivers when they are issued with a new private hire driver's licence. So, while changes apply to all taxi drivers immediately, it takes three years (the length of a private hire driver's licence) for changes to apply to all licensed private hire drivers. This means that the

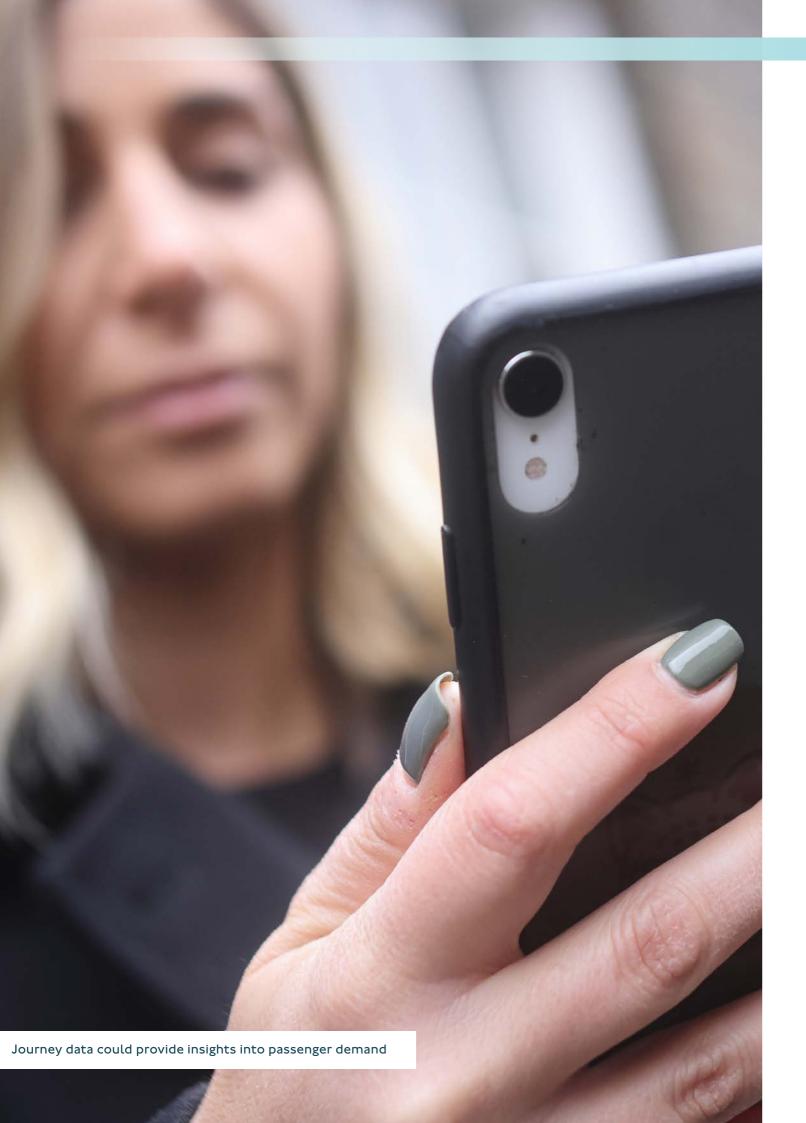
15 TfL black cab and minicab passenger customer satisfaction survey 2024/25, Verian

16 TfL taxi and private hire licensee customer satisfaction survey 2024/25, Verian There are areas where action is needed, but without a change in legislation, we do not have the powers to take this action.

changes introduced in 2024 as part of the implementation of the DfT's Statutory taxi and private hire vehicle standards will not apply to all private hire drivers until 2027.

We want the arrangements for introducing changes for private hire drivers to be the same as those for taxi drivers and to apply to all private hire drivers immediately so there is no unnecessary delay before benefits are seen.

Once a licence is granted to a private hire operator, driver or vehicle, new licence conditions cannot be added until the end of the licence period. Given the length of licences are typically five years for private hire operators, three years for drivers and one year for vehicles, this is restrictive. If an issue arises during a current licence term that could impact their fitness and propriety, adding a licence condition could allow us to closely scrutinise the licensee.



Sharing journey data

While we have good partial data on the supply side of the market (including the number of drivers, vehicles and private hire operators licensed in London), our data is more limited in terms of demand, in particular, around the number of trips undertaken or where demand is located.

We can only put in place requirements for the grant of a licence and licence conditions in relation to its regulatory functions and for safety reasons. Sometimes we have data sharing arrangements in place, on a voluntary basis, regarding a specific project or matter being considered by us.

We urge the Government to grant us explicit authority to request data, such as passenger journey information, whenever we deem it critical for safety. Additionally, these changes should empower us to establish powers regarding the collection and use of such journey data.

We will continue to work together with the taxi trade and private hire industry to understand what information they may be able to provide, subject to data privacy issues.

Action 7

We will call on the Government to make the legislative changes required to give us the powers we need to make taxi and private hire services even safer. Changes required include:

- Introducing measures to address cross-border hiring issues to ensure that all operators providing services in London are subject to the same safety and security checks as local operators
- Regulating taxi booking companies to improve safety and security for passengers and drivers
- Enabling authorities to issue fixed penalty notices for private hire offences, ensuring immediate and effective enforcement of regulations
- Seeking amendments to private hire legislation to align driver licensing requirements with those of taxi drivers. This includes making changes effective immediately and allowing conditions to be added mid-licence
- Mandating data sharing and requiring licensees to share relevant data, including passenger journey information, to improve transparency and safety for passengers and drivers



Consistently high standards

Every taxi and private hire passenger experiences high standards of service



Case studies: Accessibility¹⁷

Ola is a 32-year-old woman with mobility issues. After being discharged from a recent hospital visit. Ola chose to use a taxi that was called for her directly by the hospital. She explained this was the best option, as she felt confident the taxi would meet her directly outside any exit she needed. This was particularly important as she was in pain, had her walking stick with her and was carrying bags from her overnight stay. This decision was also based on her confidence that the taxi driver would help her carry her bags to her door once she reached her destination.

Amy is a 54-year-old woman with severe mental health issues. She uses minicabs to avoid taking public transport alone, giving her the freedom to attend hospital appointments without worry. The driver is not only taking her to her destination, but acting as a form of companionship on the journey.

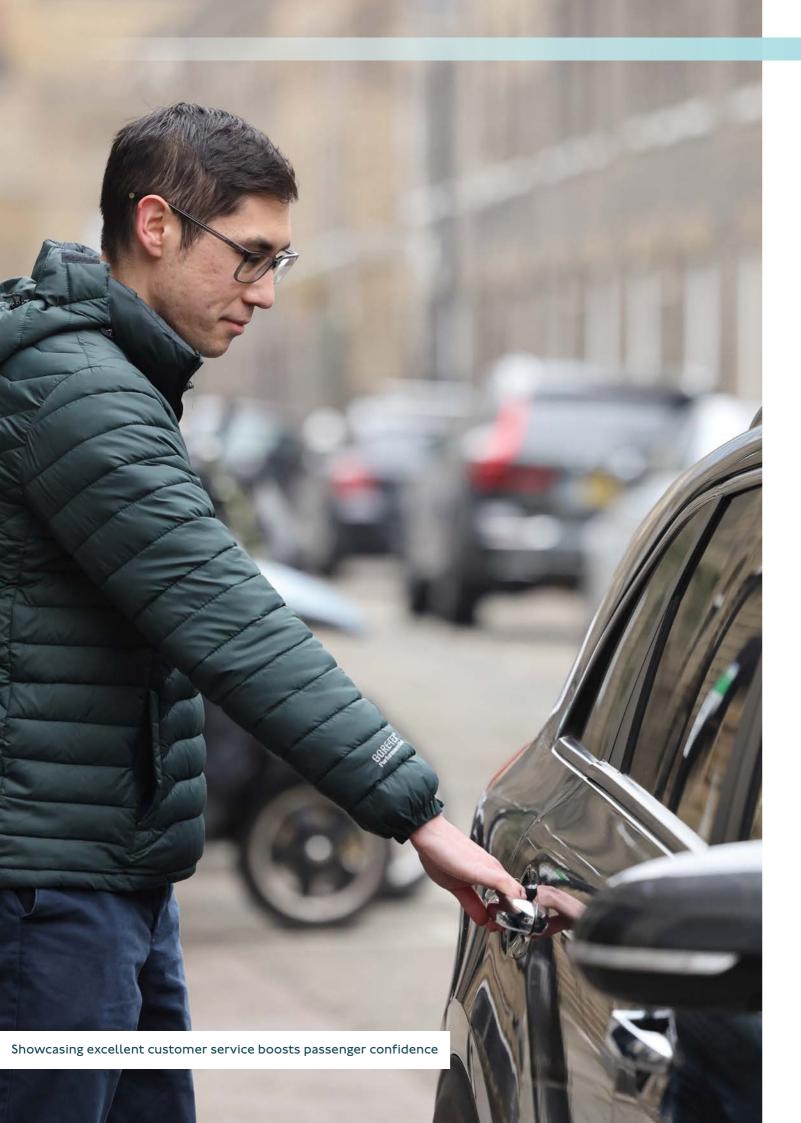
The taxi trade and private hire industry work hard to ensure passengers receive good customer service. Our customer satisfaction survey 2024/25 shows that passengers rate the overall experience of using taxis as 'good' and minicabs as 'fairly good'. Passengers rated most specific aspects of taxi and minicab services, such as the cleanliness of the vehicle interior or the approachability/helpfulness of the driver as 'good'. This shows that generally, passengers experience a good standard of service for taxi and private hire journeys.

The taxi trade and private hire industry recognise the importance of good customer service. However, on occasion the service can fall below the expected standard. The impact of negative experiences is amplified for passengers who have fewer options for their journeys, such as those with accessibility needs or for those who choose taxis or private hire vehicles to feel safe, for example, when travelling at night. Some disabled passengers highlight the critical role of taxi and private hire vehicles for their journeys and therefore value the service provided by highly trained and experienced drivers.

The following actions seek to improve the experience of using taxis and private hire vehicles.

17 Taxi, private hire and car clubs customer research, 2024, 2CV





Passenger feedback

'I left my phone in the private hire vehicle and the driver was kind enough to drop it off at my son's house in Battersea. He refused to take any compensation that I offered so I wanted to acknowledge his high standard of customer service.'

Private hire passenger, 2024

'A really pleasant experience, I am legally blind and the taxi driver took his time to help me get into the taxi, he made me feel comfortable during the journey and was updating me on where we were along the route. He was extremely helpful, when we reached my destination, he ensured I was safely at my door before leaving which is greatly appreciated when travelling as a blind person.' Taxi passenger, 2024

Recognising excellent customer service

Passengers value the great customer service provided by taxi and private hire drivers. They highlight the importance of positive interactions with drivers and the impact this has on their daily experience travelling around London.

We currently pass on messages of praise to drivers from our customer feedback, such as those shown here. We will showcase examples of outstanding customer service more widely to highlight and share best practice.

Action 8

We will showcase examples of excellent customer service provided by taxi and private hire drivers by:

 Highlighting case studies in training materials, providing recognition in the OnRoute magazine and submitting examples to award schemes commencing in 2025/26



Improving access to taxis and private hire vehicles for passengers with disabilities

We have made significant progress in reducing step-free journey times across the public transport network. All of our buses are wheelchair accessible and 57 per cent of our rail network is now step-free. Despite this progress, barriers to transport still restrict some people's ability to move around London, limiting their access to opportunities and impacting their daily lives. We need to go further in the service we provide for Londoners with

18 TfL engagement with disability and inclusion groups

a diverse range of disabilities, including neurodivergent customers and those with sensory disabilities. Some passengers have highlighted the vital service provided by taxis and private hire vehicles, as they are used for journeys that would not be possible on the current public transport network.

Wheelchair users and disabled passengers report taxis and accessible private hire vehicles are frequently unavailable when needed.¹⁸ There is a declining number of taxis and taxi drivers and currently only 0.4 per cent of licensed private hire vehicles in London are designated wheelchair accessible vehicles. There is less availability

of taxis and private hire vehicles outside of central London, when demand is higher, during peak times, at night and when there is public transport disruption. This is particularly challenging for these groups who have fewer options. We need to assess the demand for these vehicles, including those booked via Taxicard, and identify solutions to ensure there are sufficient vehicles to meet demand both now and in the future.

Furthermore, we need to ensure that taxi and private hire services provided meet the needs of passengers with a diverse range of disabilities throughout the whole journey, from booking to drop off.

Passengers with disabilities need increased control over elements of their journey

Passengers want:

- Control over the capacity of the vehicle to ensure it can carry wheelchairs, walking sticks, shopping and so on
- Control over where they are picked up so they don't have to walk further to meet a driver
- Control over when they are picked up to ensure they are not left waiting for longer than expected

New measures to support continued enforcement of the Equality Act 2010

Passengers with a disability, including those with assistance dogs, should be able to use taxi and private hire services without being concerned about being refused or charged more. It is a criminal offence to charge someone extra or refuse them because of their disability or because they are travelling with an assistance dog (as defined by the Equality Act 2010). Despite this, disabled passengers and those with assistance dogs continue to report encountering problems when trying to use London taxis and private hire vehicles.

We take a zero-tolerance approach to reports of refusal or unlawful additional charges. Passengers who have experienced a problem when trying to use a taxi or private hire vehicle can report this to us to investigate.

Where possible, we seek to prosecute taxi and private hire drivers who are alleged to have committed an offence, although there are some cases where we cannot prosecute a driver. If we cannot prosecute, as a licensing authority, we may still be able to take licensing action against drivers who refuse assistance dogs. In these instances, our licensing team can perform a driver fitness review and take action if required. We will call on the Government to clarify the legislation around assistance dogs so we can prosecute drivers in more cases.

19 TfL black cab and minicab passenger customer satisfaction survey 2024/25, Verian

Improving payment methods

Since 2016, passengers have been able to pay by credit, debit and contactless card in all London taxis. Around half (43 per cent) of passengers said they paid by debit, credit or contactless card for their most recent taxi journey.¹⁹

It's important we maintain high standards for card payment requirements in taxis, and passenger data and personal information is safe and secure. At the same time, where possible, the requirements need to reflect changes in technology and payment services. Potential improvements to payment methods could include introducing new requirements to ensure card payment devices are accessible and requiring minimum standards for connectivity.

Addressing reports of overcharging

Overcharging is the third most frequent topic of complaint we receive about taxi journeys. Taxi fares are regulated and drivers cannot charge above the metered fare.

With the increased popularity of intermediary services, such as taxi booking apps, the additional charges that some passengers pay to those apps can lead to questions to us from passengers about what they are being charged. The only elements of a taxi journey booked via a taxi app that are licensed and regulated by TfL are the taxi driver, taxi vehicle and the fares set out in the London Cab Order.

There are differences between the operating models of the taxi apps in London, in particular around the additional fares and charges that are applied to a taxi journey which has been arranged using their services, such as cancellation fees. Those additional fees charged and retained by the taxi apps are not regulated or set by TfL. There appears to be some inconsistency in approach when taxis carry out pre-booked journeys and we will be giving consideration to this issue and how we can provide clarity. This may involve engaging or consulting with the taxi trade and other stakeholders, and amending the Cab Order.

We are unable to set the price or payment methods for private hire bookings as these are the responsibility of the private hire operator. Private hire operators are required to provide an accurate estimate of their fare and passengers should always understand what they need to pay for the journey before it commences so they can make an informed choice. This could include additional fees such as high demand/surge pricing.

Action 9

We will protect the inclusivity and accessibility of London's taxi and private hire services, both now and in the future by:

- Completing a taxi and private hire accessibility review (including an accessibility demand survey) by the end of 2026/27 to identify unmet demand for accessible journeys and to inform actions to ensure future taxi and private hire vehicle fleets, drivers and supporting services (for example, booking systems) are equipped to meet these needs
- Consulting in 2026/27 on updating the card payment device requirements for taxis to improve connectivity, accessibility and security

We will set out the fares and payments standards on our website for taxis. We will also encourage private hire operators and other companies to provide this information publicly so passengers are clear on taxi and private hire fares, charges and information. This will help passengers distinguish between legitimate fares and where there may be unlawful overcharging. New signage in taxis and private hire vehicles will also make passengers aware that TfL regulates these vehicles and gives our contact details for comments and complaints. We continue to seek prosecutions when unlawful overcharging has occurred.

 Working with taxi and private hire drivers, private hire operators, taxi booking companies and stakeholders to develop targeted campaigns and training materials to support ongoing enforcement activity that aims to eliminate refusal and overcharging of passengers with disabilities, including those with assistance dogs commencing in 2025/26

 Expanding our mystery shopping surveys to identify occurrences of passenger refusal or unlawful overcharging and seeking to prosecute where offences have been committed, commencing in 2025/26

 Calling on the Government to clarify the legislation around assistance dogs

Taxicard

Taxicard is a subsidised service providing taxis and private hire vehicles for eligible disabled and vulnerable Londoners. It is managed by London Councils and funded by us and the London boroughs. The scheme has around 60,000 members, allowing access to services alongside social and leisure opportunities. Approximately 680,000 Taxicard trips were taken between April 2023 and March 2024.

While Taxicard is the responsibility of London Councils, we work closely together to review performance and to ensure the scheme supports vulnerable Londoners. The scheme is meeting key performance indicators and receives positive customer satisfaction ratings, however, there is always room for improvement. We use feedback from passengers to understand where service improvements are required and work with London Councils to identify solutions.

For example, following customer feedback, an extensive review of the Taxicard app was undertaken in 2023 and improvements to the app were made. The Taxicard app now meets Government Digital Services digital accessibility standards and its user rating has improved from I.5 to 4.5 stars.²⁰ Feedback on the app and booking system continues to be monitored and will be used to inform further improvements that are required.

21 TfL black cab and minicab passenger customer satisfaction survey 2024/25, Verian

As taxi driver numbers in London fall, there are fewer drivers available to take Taxicard jobs. We will continue to work with London Councils to explore further options to encourage more taxi drivers to take Taxicard jobs.

We want to undertake a further review of the Taxicard service offering and eligibility criteria. Across London this varies between boroughs leading to differences in service for members and a need for members to reapply if moving to a different borough. We will work with London Councils to engage with members, boroughs and stakeholder groups to review the Taxicard scheme offering and eligibility criteria, aiming to create a harmonised and consistent offering across London.

Supporting private hire operators and taxi booking companies to address cancelled bookings

Booking apps provide easy access to taxi and private hire services for passengers and expand the market of potential passengers for drivers. Drivers can choose the trips they take and withdraw their availability for a journey if necessary. For example, due to congestion, safety concerns or vehicle issues. Passengers can also cancel bookings if required. Passengers who frequently experience a cancelled booking can lose confidence in the service. When booking via an app, 44 per cent of taxi passengers and 40 per cent of minicab passengers had an accepted booking later cancelled by the app or driver.²¹ A higher proportion of passengers with a disability report having their most recent booking cancelled, when compared to those without a disability. Refusal of carriage due to a passenger's disability is illegal under the Equality Act 2010. We always seek to prosecute when an alleged offence has occurred.

When a driver rejects or cancels a trip, a replacement driver will be sought. However, the uncertainty and additional waiting time is frustrating for passengers. Passengers can be left feeling unsafe, for example, if they are in an unknown area or alone late at night. Or, if a replacement driver can't be found they may be left stranded with no other options.

The taxi trade and private hire industry aim to maintain good customer service standards and are working to manage the challenge of cancelled bookings. We have gathered feedback from passengers on the impact of cancelled bookings which we will share with the taxi trade and private hire industry and include in driver handbooks.

Action 10

We will enhance the inclusivity and accessibility of London's taxi and private hire services by:

- Working with London Councils to review the Taxicard service to improve the service for members, by the end of 2026/27
- Engaging with drivers and passengers, and working collaboratively with private hire operators and taxi booking companies to investigate the scale and impact of bookings being cancelled; sharing information on the impact of cancelled bookings on passengers with drivers, private hire operators and taxi booking companies; and investigating new solutions that support the taxi trade and private hire industry to manage this challenge, commencing in 2025/26

²⁰ Average rating on app store I.5 stars out of 5 stars from 46 users between 25 June 2022 and 29 September 2023. Average rating on app store 4.5 stars out of 5 stars from 504 users between 25 June 2022 and 28 January 2025



Reducing environmental impact

The taxi trade and private hire industry continue to reduce their environmental impact

The role of the taxi trade and private hire industry in improving air quality and reducing carbon

The Mayor has a bold ambition to make London a net zero carbon city by 2030, as well as meeting the World Health Organization's Air Quality Guideline levels as soon as possible. Achieving both these ambitions is vital to improving the health of all Londoners and reducing the long-term impacts of climate change.

Road transport is one of the main sources of air pollution in London and long-term exposure to traffic-related air pollution has adverse health effects across different age groups. The main pollutants of concern from road transport are nitrogen oxides (NO_X) , which include nitrogen dioxide (NO_2) and nitric oxide (NO), particulate matter (PM), small airborne particles that can pass beyond the nose and throat and enter the respiratory system and carbon dioxide (CO₂) which contributes to climate change.²²

In 2019, road transport accounted for 43 per cent of NO_X emissions and 3I per cent of PM_{2.5} emissions in London. In 2025, taxis are forecast to contribute 29 per cent and private hire vehicles four per cent of NO_x emissions from central London road transport.²³

Taxis and private hire vehicles, with their frequent journeys and high mileage, have an essential role to play in achieving the Mayor's ambitions. As shown in the illustrations on the next page, the taxi trade and private hire industry have already shown great commitment to reducing their contribution to carbon emissions and air pollution by switching to zero emission capable vehicles in large volumes. This has been supported by the introduction of new licensing conditions for both taxis and private hire vehicles.



22 PM is categorised into different sizes with PM_{2.5} being smaller than PM₁₀

23 London Atmospheric Emissions Inventory 2019

We reduced age limits for London licensed taxis from 15 years to 12 years for diesel taxis meeting Euro 3, 4 and 5 emissions standards between I November 2019 and I November 2022. This was supported by our taxi delicensing scheme, paying up to £10,000 per vehicle. We took this action to accelerate the switch from diesel to zero emission capable taxis to comply with air quality limit values in line with central Government's 2017 air quality action plan.²⁴ We also helped fund the plug-in taxi grant, taking £7,500 off the price of a zero emission capable taxi until March 2024. Over 60 per cent of London licensed taxis and 53 per cent of London licensed private hire vehicles are now zero emission capable and fully electric.²⁵ This has led to a reduction in harmful emissions.

As well as our requirements, some private hire operators and taxi booking companies have also set their own commitments to making their fleets fully electric, further demonstrating their commitment to reducing emissions.

To achieve the Mayor's ambitions, we need to reduce emissions from road transport, including from taxis and private hire vehicles.

We will continue to work with the taxi trade and private hire industry to improve air quality in line with the Mayor's net zero ambition for London by 2030 and the Mayor's ambition to achieve the WHO Air Quality Guideline levels as soon as possible.

Changes in taxi exhaust emissions in London between 2019 and 2022²⁶



48% reduction in NO_X emissions

from taxis



41% reduction in CO₂ emissions from taxis

Timeline of environmental licensing conditions



Taxi delicensing scheme launched. Providing funds of up to £5,000 per vehicle



2019

Relaunch of taxi delicensing scheme. Increasing funds provided to up to £10,000 per vehicle



2020

All private hire vehicles under I8 months old and licensed for the first time need to be zero emission capable. Private hire vehicles over 18 months old were required to have a Euro 6 engine when licensed for the first time between I January 2020 and 3I December 2022

2012

A I5-year age limit was introduced for taxis and a 10-year age limit was introduced for private hire vehicles



2018

All newly licensed taxis need to be zero emission capable. Drivers supported by grants for new zero emission capable taxis



2019-22

Maximum age limits for Euro 3, 4 and 5 taxis were reduced by one year each year from I5-years to I2-years by I November 2022

J

24 Taxi age limit decision paper 2019, tfl.gov.uk

25 TfL Licensing and Regulation/DVLA correct as of January 2025. The number of zero emission capable taxis is available at tfl.gov.uk

26 London-Wide Ultra Low Emission Zone One Year Report: Supplementary Data Sheet I - Emission





reduction in PM_{2.5} emissions from taxis



2023

All newly licensed private hire vehicles need to be zero • emission capable



London's electric vehicle infrastructure

Drivers of zero emission capable and zero emission taxis and private hire vehicles need an extensive and reliable public electric vehicle charging network. We have seen the number of public charge points in London increase from 4,360 in October 2019 to over 22,000 in January 2025, a 409 per cent increase. This includes more than 1,200 higher-powered charge points, of which we have delivered 300, which enable drivers to quickly top-up their batteries during shifts.

Supporting drivers to charge their vehicles while working

Most taxi and private hire vehicle drivers will charge their vehicle at or close to home overnight to minimise disruption during their working day. For drivers who do need to charge during a shift, charge points should be in convenient locations and where they are likely to take breaks. However, 60 per cent of taxi drivers and 70 per cent of private hire vehicle drivers surveyed felt there is a lack of public charge points near where they operate.²⁷ Public charge points and taxi only rapid charge points in Greater London



27 TfL taxi and private hire electric vehicle charging research, 2024, 2CV

Source: Zapmap, January 2025

Key

I-3 charge points	
4-5 charge points	
6+ charge points	
Dedicated taxi rapid charge point	



With more taxi and private hire drivers switching to zero emission capable and zero emission vehicles, they will need consistent and reliable access to charge points. Our Electric Vehicle Infrastructure Strategy identified taxis and private hire vehicles as key user groups of London's electric vehicle infrastructure, as they typically make high-mileage trips while performing an essential role and are more likely to need top up and on the go charging. Fourty-one per cent of taxi and private hire drivers surveyed reported to us there are not enough public charge points because too many other drivers are using them.²⁸

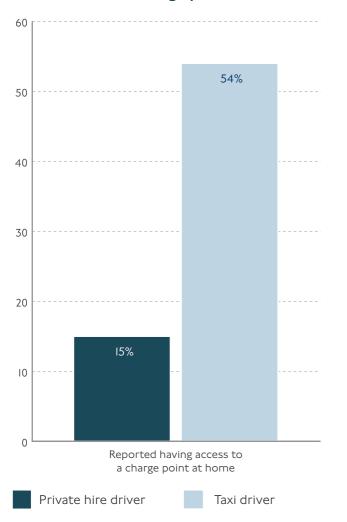
The availability and affordability of land is one of the key commercial challenges for the public and private sector to deliver further rapid charging or hub facilities. To address this, we have committed in our Electric Vehicle Infrastructure Strategy to unlock TfL and GLA Group land for electric vehicle charging. Places for London, our property company, chose Fastned as its preferred partner to deliver new off-street, ultra rapid charging hubs that will be able to simultaneously charge multiple vehicles, with five initial sites across London. Each location will have six ultra rapid charging points, including one accessible bay.²⁹

29 Fastned partners with Places for London in new landmark partnership to rapidly expand London's public electric vehicle charging network (fastnedcharging.com) We are also delivering new rapid charge points on our road network, including a £4.5m project to deliver rapid charge points in strategic locations, as well as where taxi drivers typically operate.

As we progress through and update the commitments in our Electric Vehicle Infrastructure Strategy, we will explore different solutions to ensure taxi and private hire drivers can reliably find and use public charge points which suit their needs. This may include dynamic charging solutions, and shared infrastructure to maximise charge point capacity, and other ways to prioritise access.

Ensuring taxi and private hire drivers have reliable access to charge points is imperative to their ability to continue serving passengers efficiently. We work closely with charge point operators to ensure faults are rectified as soon as possible through our contractual agreements.

²⁸ TfL taxi and private hire electric vehicle charging research, 2024, 2CV



Proportion of private hire and taxi drivers with access to a charge point at home

30 TfL taxi and private hire electric vehicle charging research, 2024, 2CV

Source: TfL taxi and private hire electric vehicle charging research, 2024, 2CV

31 An advisory notice is issued to raise awareness of the offence and to educate first-offenders. A warning is issued if a driver re-offends

Supporting drivers to charge at home

Taxi drivers are typically more likely to have access to off-street parking and be able to charge at home than private hire vehicle drivers.

Drivers without access to home charging will need access to public charge points near their home. We are supporting London boroughs to deliver thousands more public charge points including near to where taxi and private hire drivers live, using almost £39m of Local Electric Vehicle Infrastructure funding.

To support the 23 per cent of taxi and private hire drivers who live outside of London, in 2025 we will engage with neighbouring licensing authorities to raise awareness of the charging needs of London-licensed taxi and private hire drivers close to their homes.

Enforcement of taxi-dedicated charging bays

Taxi dedicated charging bays are enforced by Traffic Regulation Orders and have signage to show road users that only taxis are permitted to charge in the bays. Penalty Charge Notices can be issued to drivers of other vehicles when parked in these bays.

However, 77 per cent of taxi drivers responding to our survey stated taxi dedicated rapid charge points were blocked by other vehicles.³⁰ We take enforcement action against London licensed private hire vehicles who park in taxi-dedicated charging bays on our road network and issue Penalty Charge Notices to other unauthorised vehicles. We also issue advisory notices and warnings³¹ and can move unauthorised vehicles on borough roads. We work closely with London boroughs in locations where intelligence suggests misuse of taxi-dedicated rapid charging bays is frequent, so the borough can use their powers to issue Penalty Charge Notices on their road network.

Action II

We will ensure taxi and private hire drivers have improved access to electric vehicle charging infrastructure by:

- Continuing to inform TfL, London boroughs and neighbouring local authorities' public electric vehicle infrastructure delivery to meet taxi and private hire driver charging needs
- Continuing to work with boroughs to address parking and/or charging in taxi-dedicated charge bays on their roads

The cost of charging a taxi or private hire vehicle is a barrier for many drivers and vehicle owners when switching to a zero emission capable or fully electric vehicle.

The cost of charging

The cost of charging a taxi or private hire vehicle is a barrier for many drivers and vehicle owners when switching to a zero emission capable or fully electric vehicle, with this reported to be the case for 51 per cent of taxi drivers and 59 per cent of private hire drivers.³²

Part of the higher cost of public charging is due to VAT on energy at public charge points charged at 20 per cent, whereas domestic home charging is five per cent, making this significantly cheaper.

Charge point operators can support taxi and private hire drivers by providing preferential rates and we are encouraged that some charge point operators have done so already.

Some have partnered with taxi booking companies and private hire operators to provide their drivers with exclusive discounts on charging and monthly subscriptions. It is important drivers are aware and take advantage of these discounts to support themselves financially.

The cost of zero emission capable and zero emission vehicles

For London licensed taxi drivers, the high upfront or financing costs of a zero emission capable taxi is challenging for many to afford. The plug-in taxi grant was introduced by the Government in 2017, providing £7,500 off the purchase price of a zero emission capable taxi. In March 2024 it was reduced to £6,000 and in February 2025 it was reduced again to £4,000 until April 2026. While some financial support remains, the amount taxi drivers will need to contribute financially is increasing significantly. As such, we will continue to encourage the Government to financially support taxi drivers to switch to cleaner vehicles, including continuing to provide as high a plug-in taxi grant as possible.

The cost of the zero emission capable taxi is also high due to the VAT added to the vehicle. We consider that VAT relief should apply to designated wheelchair accessible vehicles as it does for private wheelchair accessible vehicles. This would help taxi drivers to invest in a cleaner vehicle.

Action 12

We will advocate for reducing the cost of electric vehicle purchase and charging for taxi and private hire drivers by:

- Using the London Charge Point Operators forum to encourage charge point operators to offer and promote reduced charging rates for taxi and private hire drivers, commencing in 2025/26
- Continuing to call on Government to:
- Reduce VAT on energy from public charge points, matching domestic charging
- Remove VAT from the purchase of taxis and designated wheelchair accessible private hire vehicles (to make consistent with other wheelchair accessible vehicles)
- Continue the plug-in taxi grant



Non-exhaust emissions sources

Tyres are in constant contact with the road and the surface of the tyre is continually worn as the vehicle is driven. This leads to harmful tyre particles being emitted into the air, which are a form of PM₁₀ and PM_{2.5}. Similarly, the road is constantly subjected to frictional forces from the tyres of vehicles, leading to fragmentation of the surface and the release of harmful particles into the air. These particles can also run-off into soil and water courses, impacting plants and animals. This can then extend into the wider food chain.

The friction resulting from applying brakes leads to the pads and discs or drums releasing small, harmful particles, most of which becomes airborne. Re-suspended road dust are particles on road surfaces suspended in the air by vehicle traffic. This can consist of break, tyre and road wear particles deposited on the road and particles that have migrated to the road from other sources.

The overall amount of non-exhaust emissions a vehicle emits is dependent on several factors. This includes the vehicle's weight, materials used in brakes, tyres and roads, the amount of dust on road surfaces and driving styles. Heavier vehicles generally emit higher levels of non-exhaust emissions. Electric vehicles are typically heavier than their petrol or diesel counterparts because of their batteries, and therefore may also emit higher levels of non-exhaust emissions, particularly from tyre and road wear.

Reducing non-exhaust emissions

London has made significant strides in reducing harmful exhaust emissions, helping tackle poor air quality in what is a public health priority. While progress has been made in this area and further action is needed, we also need to address the underlying and on-going harms of non-exhaust emissions which are emitted from all vehicles regardless of how they are powered.³³ Non-exhaust emissions contributed to 24 per cent of PM_{2.5} emissions in London in 2019³⁴.

All vehicles on London's roads have a role to play in reducing non-exhaust emissions including taxis and private hire vehicles. We will support taxi and private hire drivers to understand the actions they can take to reduce these emissions.

33 Non-exhaust emissions are produced from four main sources: tyre-wear, brake-wear, road-wear and re-suspended road dust. Exposure to Particulate Matter from these non-exhaust emissions causes adverse health impacts such as acute respiratory and cardiovascular conditions, heart disease and stroke

34 London Atmospheric Emissions Inventory, 2019

Action 13

We will support the taxi trade and private hire industry to continue to reduce non-exhaust emissions by:

 Leading new research into reducing non-exhaust emissions in 2025/26 and working with the taxi trade and private hire industry to develop guidance based on the results of this research

Reducing tailpipe emissions

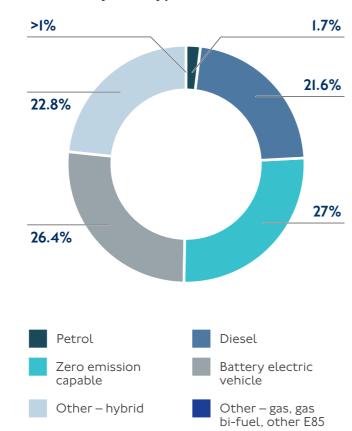
The taxi trade and private hire industry have made significant contributions to reducing tailpipe emissions, helping improve London's air quality.

Based on our existing emissionsbased vehicle licensing policy, all taxis and private hire vehicles will be zero emission capable by I January 2033.

While achieving this will reduce tailpipe emissions, zero emission capable vehicles still have a combustion engine producing carbon emissions and impacting air quality, causing climate change and negative impacts on public health. Progressively moving to fully zero emission taxi and private hire vehicles will decarbonise the fleet and go further in reducing harmful pollutants.

As we continue to deliver on our commitments to support the uptake of cleaner vehicles with improved infrastructure, it is vital we use this positive momentum to continue reducing tailpipe emissions as soon as possible, given the known harms air pollution has on public health and carbon emissions on climate change. We will consider the specific needs of the taxi trade and private hire industry as part of this, recognising the different operating models between sectors.

London licensed private hire vehicles by fuel type

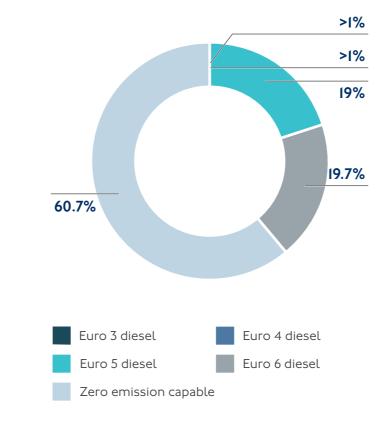


Source: TfL analysis of licensing data and DVLA data

Source: TfL licensing data

* A small number of taxis (less than I per cent) have been converted to liquid petroleum gas (LPG).





Engine idling

While the transition to cleaner vehicles continues, there remains a need to address engine idling among the remaining petrol and diesel taxis and private hire vehicles. <u>A study conducted by Transport Research</u> <u>Laboratories</u> in 2021 found that idling for a 30 second period produces almost twice as much pollution as switching off then restarting the engine.

We will continue to educate taxi and private hire drivers of the benefits of reducing engine idling and alongside this we will increase enforcement of this behaviour for those who intentionally choose to continue idling their engine.

Action 14

We will support the taxi trade and private hire industry to continue to reduce tailpipe emissions by:

 Consulting with the taxi trade and private hire industry in 2025/26 on a proposal to introduce a zero-emissions (at the tailpipe) licensing requirement for taxi and private hire vehicles in the future



Delivering our plan

Working together with the taxi trade and private hire industry, we can deliver these actions, supporting our goals

Achieving goals

Making our action plan a success

Working together to deliver the plan

This action plan sets out our ambition for taxi and private hire services in London to 2030. The taxi trade and private hire industry provide an important public service and have a key role to play in our goals of eliminating deaths and serious injuries from our road network (Vision Zero), achieving net zero carbon and delivering an inclusive and accessible service.

We recognise that both the taxi trade and private hire industry face complex challenges and will work with them to overcome barriers to providing a high quality, safe, accessible and reliable service which meets customer's needs with appropriate facilities and support for driver welfare. The tables on the following pages summarise the estimated delivery timescales for the actions set out within this plan. Actions will be further developed through engagement with delivery partners and stakeholders, where necessary, and as funding is secured.



Actions	Delivery timescale
Being a London taxi or private hire driver is an attractive career for current and future drivers	
Action I We will take steps to halt the decline of London's taxi trade to ensure Londoners continue to have access to a safe, reliable and high-quality taxi service both now and in the future, through the following:	
Our general policy is to allow taxis access in all bus lanes, except where specific safety or bus operational issues make this impractical. Exceptions to the general policy include where there are, in our view, safety, operational and/or Mayor's Transport Strategy reasons to limit access. Where an exception arises or is likely to arise, we will table discussion of proposals at regular stakeholder forums unless it is impractical to do so. Boroughs are encouraged to consider access for taxis to all streets for which they are responsible and to which buses have access in their areas	2025/26 - 2029/30
Reviewing the optimum allocation, position and design of taxi ranks, including at public transport hubs	2025/26 - 2029/30
Our work to make amendments to the 'Knowledge of London' to attract more applicants	2025/26 - 2029/30
Action 2 We will ensure taxis and private hire vehicles can safely access the kerbside where appropriate, by:	
Updating our design guidance within the relevant parts of the streets toolkit by the end of 2026/27 to ensure that kerbside access for taxi and private hire passengers is considered in street scheme design, where appropriate	2025/26 - 2026/27
Action 3 We will support the continuous professional development and wellbeing of taxi and private hire drivers by:	
Providing access to online voluntary training resources covering a range of topics such as safety advice and conflict management, customer service skills and health and wellbeing advice, commencing in 2025/26	2025/26 - 2029/30
Improving the training available to taxi and private hire drivers to ensure they are equipped to assist disabled passengers with a diverse range of needs, including by offering disability equality training that will be designed in partnership with our stakeholders, by the end of 2026/27	2025/26 - 2026/27
Continuing to work with stakeholders and partners to improve access to toilet facilities and support the Mayor's private hire vehicle taskforce	2025/26 - 2029/30
Calling on the Government to clarify the legislation around assistance dogs	2025/26 - 2029/30

Actions

Every driver, passenger and road user should feel safe, and be safe, when travelling in London

Action 4

We will continue our work to reduce road danger and enha our understanding of taxi and private hire vehicle collisions

Considering a range of measures to further enhance passenge safety, such as restarting the taxi driving and wheelchair asses and introducing a driving assessment for private hire drivers. measures will be explored through consultation where appro in 2026/27

We will review whether we should stop licensing salvage vehi use as taxis and private hire vehicles, commencing in 2025/26

Improving data and our understanding of collisions involving private hire vehicles commencing in 2025/26

Benchmarking and reviewing taxi and private hire licensing wit other licensing authorities commencing in 2025/26 to determi other road risk interventions have been successful and could implemented in London

Providing guidance to taxi and private hire drivers on the bene advanced driver safety assist systems in 2025/26

Action 5

We will continue our work to advance positive driving beha

Working with the taxi trade and private hire industry to encou positive driving behaviours, holding events and providing info our website on the positive impacts of road safety schemes, risks and keeping themselves and their passengers safe, comm 2025/26. This includes guidance on fatigue, mobile phone crad the benefits of wearing seatbelts

Working with private hire operators, taxi booking companies, the taxi trade and private hire industry to provide options to passengers to select a vehicle with a child restraint, commencing in 2025/26

Delivery timescale

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ger essments These opriate	2026/27
nicles for	2025/26 - 2026/27
taxis and	2025/26 - 2029/30
ith nine if d be	2025/26 - 2026/27
efits of	2025/26
aviours by:	
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2025/26 - 2029/30

.....

Actions	Delivery timescale
Action 6 We will continue to enhance safety and security standards and best practice for passengers and drivers by:	
Publishing guidance in 2025/26 on improving safety and security for taxi and private hire drivers and their passengers, including updated information about how to report complaints, driver/passenger interactions and allegations of sexual offences	2025/26
Consulting in 2026/27 on new photo ID and online licence checkers for taxi drivers and their vehicles	2026/27
Reviewing and updating our guidance and requirements on in-vehicle CCTV in taxis and private hire vehicles in 2025/26 and from 2026/27, giving further consideration to mandating in-vehicle CCTV, which may include consultation on proposals	2025/26 - 2026/27
Introducing additional measures in inspection and compliance activity to clamp down on vehicles with illegal number plates in 2025/26	2025/26
Action 7 We will call on the Government to make the legislative changes required to give us the powers we need to make taxi and private hire services even safer. Changes required include:	
Introducing measures to address cross-border hiring issues to ensure that all operators providing services in London are subject to the same safety and security checks as local operators	2025/26 - 2029/30
Regulating taxi booking companies to improve safety and security for passengers and drivers	2025/26 - 2029/30
Enabling authorities to issue fixed penalty notices for private hire offences, ensuring immediate and effective enforcement of regulations	2025/26 - 2029/30
Seeking amendments to private hire legislation to align driver licensing requirements with those of taxi drivers. This includes making changes effective immediately and allowing conditions to be added mid-licence	2025/26 - 2029/30
Mandating data sharing and requiring licensees to share relevant data, including passenger journey information, to improve transparency and safety for passengers and drivers	2025/26 - 2029/30

Actions

Every taxi and private hire passenger experiences high standards of service

Action 8

We will showcase examples of excellent customer service provided by taxi and private hire drivers by:

Highlighting case studies in training materials, providing recog in the OnRoute magazine and submitting examples to award commencing in 2025/26

Action 9

We will protect the inclusivity and accessibility of London's taxi and private hire services, both now and in the future by:

Completing a taxi and private hire accessibility review (includi accessibility demand survey) by the end of 2026/27 to identify demand for accessible journeys and to inform actions to ensu taxi and private hire vehicle fleets, drivers and supporting service (for example, booking systems) are equipped to meet these n

Consulting in 2026/27 on updating the card payment device red for taxis to improve connectivity, accessibility and security

Working with taxi and private hire drivers, private hire operate booking companies and stakeholders to develop targeted can and training materials to support ongoing enforcement activi that aims to eliminate refusal and overcharging of passengers disabilities, including those with assistance dogs commencing

Expanding our mystery shopping surveys to identify occurren passenger refusal or unlawful overcharging and seeking to prowhere offences have been committed, commencing in 2025/2

Calling on the Government to clarify the legislation around assistance dogs

Action 10

We will enhance the inclusivity and accessibility of London's taxi and private hire services by:

Working with London Councils to review the Taxicard service the service for members, by the end of 2026/27

Engaging with drivers and passengers, and working collaborat with private hire operators and taxi booking companies to inv the scale and impact of bookings being cancelled; sharing info on the impact of cancelled bookings on passengers with drive private hire operators and taxi booking companies; and invest new solutions that support the taxi trade and private hire ind manage this challenge, commencing in 2025/26

Delivery timescale

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gnition	
schemes	2025/26 - 2029/30

ling an y unmet sure future rvices needs	2025/26 - 2026/27
equirements	2026/27
ors, taxi mpaigns rity rs with ng in 2025/26	2025/26 - 2029/30
nces of rosecute 26	2025/26 - 2029/30
	2025/26 - 2029/30

e to improve	2025/26 - 2026/27
atively vestigate formation vers, stigating dustry to	2025/26 - 2029/30

Actions	Delivery timescale
The taxi trade and private hire industry continue to reduce their environmental impact	
Action II We will ensure taxi and private hire drivers have improved access to electric vehicle charging infrastructure by:	
Continuing to inform TfL, London boroughs and neighbouring local authorities' public electric vehicle infrastructure delivery to meet taxi and private hire driver charging needs	2025/26 - 2029/30
Continuing to work with boroughs to address parking and/or charging in taxi-dedicated charge bays on their roads	2025/26 - 2029/30
Action 12 We will advocate for reducing the cost of electric vehicle purchase and charging for taxi and private hire drivers by:	
Using the London Charge Point Operators forum to encourage charge point operators to offer and promote reduced charging rates for taxi and private hire drivers, commencing in 2025/26	2025/26 - 2029/30
Continuing to call on Government to reduce VAT on energy from public charge points, matching domestic charging; remove VAT from the purchase of taxis and designated wheelchair accessible private hire vehicles (to make consistent with other wheelchair accessible vehicles); and continue the plug-in taxi grant	2025/26 - 2029/30
Action 13 We will support the taxi trade and private hire industry to continue to reduce non-exhaust emissions by:	
Leading new research into reducing non-exhaust emissions in 2025/26 and working with the taxi trade and private hire industry to develop guidance based on the results of this research	2025/26
Action 14 We will support the taxi trade and private hire industry to continue to reduce tailpipe emissions by:	
Consulting with the taxi trade and private hire industry in 2025/26 on a proposal to introduce a zero-emissions (at the tailpipe) licensing requirement for taxi and private hire vehicles in the future	2025/26

Calling on the Government

- To address cross-border hiring issues by introducing measures to restrict cross-border hiring to ensure that all operators providing services in London are subject to the same safety and security checks as local operators
- To regulate taxi app booking companies to improve safety and security for passengers and drivers
- To grant authority for fixed penalty notices: allowing authorities to issue fixed penalty notices for private hire offences, ensuring immediate and effective enforcement of regulations
- To amend private hire legislation to align driver licensing requirements with those of taxi drivers, including making changes effective immediately and allowing conditions to be added mid-licence

 To mandate data sharing, requiring licensees to share relevant data, including passenger journey information, to improve transparency and safety for passengers and drivers

• To clarify the legislation around assistance dogs

 To reduce VAT on energy from public charge points, matching domestic charging

 To remove VAT from the purchase of taxis and designated wheelchair accessible private hire vehicles, to make it consistent with other wheelchair accessible vehicles

• To continue the plug-in taxi grant

We need strong partnerships with a diverse range of stakeholders and delivery partners to deliver the actions within this plan. These include, but are not limited to:

- Taxi and private hire driver representatives
- Groups representing passengers, including those with disabilities
- Private hire operators
- Taxi booking companies
- London boroughs
- Motor vehicle industry manufacturers

We will work with stakeholders and delivery partners to shape and deliver the actions in the plan. This will include working with groups representing people with disabilities to ensure our streets and taxi and private hire services are inclusive and accessible to all. We will continue to share insights, analysis and guidance to support taxi trade and private hire industry groups. At a national level, we will continue to call on the Government to help address some of the challenges taxi and private hire services are facing. This includes tackling cross border hiring and regulating taxi booking companies.

Progress on the delivery of actions will be kept under review and shared with stakeholders through regular engagement.



Glossary

A list of terms used within the taxi and private hire action plan

Automated vehicle: A vehicle that satisfies the 'self-driving test' as set out in the Automated Vehicles Act 2024.

Carbon dioxide (CO₂): A gas naturally produced by animals during respiration and through decay of biomass, and used by plants during photosynthesis. Although it only constitutes 0.04 per cent of the atmosphere, it is one of the most important greenhouse gases. The combustion of fossil fuels is increasing carbon dioxide concentrations in the atmosphere, which is believed to be contributing to global warming.

Decarbonisation: Process of removing or reducing the carbon output of an activity.

Electric vehicle: A vehicle that uses an electric motor for propulsion, comprising ones that run solely on batteries, as well as plug-in hybrid electric vehicles, which have an attached petrol or diesel engine to power the battery engine.

Euro 6 Standards: The Euro 6 standard is the latest Euro emissions standard for vehicles sold in the European Union and United Kingdom. It defines acceptable limits for exhaust emissions that affect human health, including nitrogen oxides and particulate matter. The Euro 6 standard for diesel vehicles became mandatory for all news cars and vans in September 2015. Healthy Streets Approach: The Mayor and TfL's approach to prioritising people and their health in decision-making to create a healthy, inclusive and safe city for all. The approach makes London a more attractive place to walk, cycle and use public transport and reduces the dominance of motorised transport.

Journey Planner: Official journey planning function of TfL's website.

The Knowledge: The assessment applicants must pass to become a licensed taxi driver in London.

Low Traffic Neighbourhood: An area-wide traffic management scheme aimed at reducing or removing through traffic from residential areas, put in place using traffic signed restrictions or physical measures such as planters or bollards. All locations within the area can be accessed by vehicles, however, not always by the most direct route.

Nitrogen Dioxide (NO₂): A toxic gas. It aggregates respiratory diseases – particularly asthma – and stunts the development of children's lungs.

Nitrogen Oxides (NO_x): Refers to nitric oxide (NO) and nitrogen dioxide (NO₂), which are produced during combustion processes such as in the engine of a car. NO can react with gases in the atmosphere to form NO_2 .

Pedicab: A pedal cycle, or a pedal cycle in combination with a trailer, that is constructed or adapted for carrying one or more passengers and is made available with a driver for hire or reward. **Particulate Matter (PM):** Refers to particles or liquid droplets in the air that have a diameter less than 2.5 micrometres across (that is one 400th of a millimetre, about three per cent of the diameter of a human hair).

Salvage vehicle: A vehicle that has been involved in a collision, 'written off' by an insurance company and then repaired.

School Street: A road (or roads) outside a school with a timed restriction on motorised traffic at school drop-off and pick-up times. This will usually be for one to two hours during the start and end of the school day.

Taxicard: A subsidised service providing taxis and private hire vehicles to those who find it difficult or impossible to access other modes of transport. The Taxicard scheme is managed by London Councils and funded by us and the London boroughs.

Ultra low emission street: A road (or roads) with restriction on motorised traffic that does not meet emissions standards (vehicles that emit less than 75g/km CO₂) during specific hours of operation.

Vision Zero: A safe systems approach to road danger reduction that aims to eliminate all deaths and serious injuries from London's transport network by 2041. **Zero emission:** Activity that produced zero harmful exhaust emissions, including PM, NO_X, NO₂, CO and CO₂.

Zero emission capable: A vehicle that is constructed to be capable of operating in zero emission mode for at least part of its operating cycle. The zero emission mode may be augmented by an internal combustion engine configured to extend the driving range of the vehicle, either by propelling the driven wheels or by powering an on-board generator. Zero emission capable vehicles can include plug-in hybrids and battery electric vehicles.

Zero emission capable taxi: Taxis that are zero emission capable have CO_2 emissions of no more than 50g/km and a minimum 30-mile zero emission range.

Zero emission capable private hire vehicle: Private hire vehicles that are zero emission capable must meet the following criteria:

- Emit no more than 50g/km CO₂ and be capable of being operated with no (zero) exhaust emissions for a minimum range of 10 miles (16.093 km)
- Emit no more than 75g/km CO₂ exhaust emissions and be capable of being operated with no (zero) emissions for a minimum range of 20 miles (32.187 km)
- As a minimum, the vehicle must meet the Euro 6 emissions standard if an internal combustion engine is part of the vehicle specification (that is, hybrid vehicles)

About us

Part of the Greater London Authority family led by Mayor of London Sadig Khan, we are the integrated transport authority responsible for delivering the Mayor's aims for transport. We have a key role in shaping what life is like in London, helping to realise the Mayor's vision for a 'City for All Londoners' and helping to create a safer, fairer, greener, healthier and more prosperous city. The Mayor's Transport Strategy sets a target for 80 per cent of all journeys to be made by walking, cycling or using public transport by 2041. To make this a reality, we prioritise safety, sustainability, health and the quality of people's experience in everything we do.

We run most of London's public transport services, including the London Underground, London Buses, the DLR, London Overground, Elizabeth line, London Trams, London River Services, London Dial-a-Ride, Victoria Coach Station, Santander Cycles and the IFS Cloud Cable Car. We manage the city's red route strategic roads and are responsible for the maintenance, management and operation of more than 6,000 sets of traffic lights across the capital. The London boroughs are responsible for all the remaining roads within their boundaries. The experience, reliability and accessibility of our services are fundamental to Londoners' quality of life. Safety remains our number one priority and we continue to work tirelessly to improve safety across the network for both colleagues and customers.

Our vision is to be a strong, green heartbeat for London. We are investing in green infrastructure, improving walking and cycling, reducing carbon emissions, and making the city's air cleaner. The Ultra Low Emission Zone, and fleets of increasingly environmentally friendly and zero-emission buses, are helping to tackle London's toxic air. We are also improving public transport options, particularly in outer London, to ensure that more people can choose public transport or active travel over using their vehicles. That is why we are introducing the outer London Superloop bus network, providing express bus routes circling the entire capital, connecting outer London town centres, railway stations, hospitals and transport hubs.

We have constructed many of London's most significant infrastructure projects in recent years, using transport to unlock economic growth and improve connectivity. This includes major projects like the extension of the Northern line to Battersea Power Station and Nine Elms in south London, as well as the completion of the London Overground extension to Barking Riverside and the Bank station upgrade.

Most notably, the opening of the Elizabeth line has quickly become one of the country's most popular railways, adding I0 per cent to central London's rail capacity and supporting new jobs, homes and economic growth. We also use our own land to provide thousands of new

affordable homes and our own supply chain creates tens of thousands of jobs and apprenticeships across the country.

We are committed to being an employer that is fully representative of the community we serve, where everyone can realise their potential. Our aim is to be a fully inclusive employer, valuing and celebrating the diversity of our workforce to improve services for all Londoners.

We are constantly working to improve the city for everyone. This means using information, data and technology to make services intuitive and easy to use and doing all we can to make streets and transport services accessible and safe to all. We reinvest every penny of our income to continually improve transport networks for the people who use them every day. None of this would be possible without the support of boroughs, communities and other partners who we work with to improve our services. By working together, we are creating brighter journeys and a better city.

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