

Single Impact Assessment

Cardiff Council



1. Details of the Proposal

What is the proposal?

Title: Proposal to relax the moratorium on issuing new hackney carriage licences

Is this a new proposal or are you amending an existing policy, strategy, project, procedure or service?

New

Existing

Directorate/Service Area:

Environment (SRS)

Who is developing the proposal?

Name: Daniel Cook

Job Title: Team Manager (Licensing)

Responsible Lead Officer (Director or Assistant Director):

Andrew Gregory

Cabinet Portfolio:

Transport and Strategic Planning
Climate Change

Authorisation	
Completed By:	Daniel Cook
Job Title:	Team Manager (Licensing)
Date:	10.08.2023
Approved By:	
Job Title:	

Document History – do not edit

The Single Impact Assessment (SIA) can be strengthened as time progresses, helping shape the proposal. Version control will provide a useful audit trail of how the SIA has developed. Draft versions of the assessment should be retained for completeness, however only the final version will be publicly available. Draft versions may be provided to regulators if appropriate.

Version	Author	Job Title	Date
1	Fiona Gibson	Senior Corporate Policy Officer	12/10/2022
2	Fiona Gibson	Senior Corporate Policy Officer	12/04/2023

2. Overview of the Proposal

What action is the Council considering and why?

Please provide a detailed outline of the proposal. This information will support your findings in the impact assessments.

The Council is considering relaxing the moratorium on issuing new hackney carriage (taxi) licences.

A moratorium on new hackney carriage licences in Cardiff has been in place since 2010. As a result, the only way for those wishing to enter the hackney carriage trade in Cardiff is to either rent a licensed hackney carriage from somebody with a licence that was originally issued prior to 2010, or to purchase a licence on the secondary market.

The Licensing Department have received a number of complaints from passengers unable to get taxis in Cardiff, particularly those unable to get a wheelchair accessible vehicle. The Council also regularly receive complaints about the standard and condition of Cardiff hackney carriages. The number of hackney carriage vehicle licences not being actively used has also increased in recent years and as of July 2023 approximately 25% of licences are not being actively used.

In order to gain further information, between 10 February and 4 April 2023, the Licensing Department conducted an online survey to gain the views of the public and the licensed taxi trade in relation to the difficulty they face getting a taxi, their opinion of the condition of Cardiff taxis, and the taxi licence moratorium. The survey results showed 57% of the public had experienced difficulty getting a taxi in Cardiff in the previous 12 months, 46% of public respondents were not satisfied with the condition of Cardiff taxis and were more likely than not to be in favour of removing the moratorium on issuing new licences, with 39% of public respondents preferring to remove the moratorium, 31% did not, and 30% were unsure. The trade was significantly in favour of retaining the moratorium - 83% wanted to retain it, compared to 13% who wanted to remove it.

If the moratorium were relaxed as per the recommendations in the report, this would allow new taxi licences to be issued. However, the new licences would be restricted to fully electric vehicles only, or wheelchair accessible vehicles that are under 5 years old and meet the Euro 6 emission standard at the time the vehicle is first licensed. It is envisaged that this would strike a balance between increasing the availability of taxis to the public, whilst minimising the potential for there to be a significant number of new licences saturating the existing market. Approximately 25% of taxi licences are not being actively used at present on a vehicle, as they're being held on retention. Therefore, it is not anticipated that there will be a negative impact against current licence holders.

It is anticipated that there could be a positive impact on taxi drivers who currently rent a licensed taxi as they are unable obtain their own licence, as the proposals would allow them to purchase their own vehicle which they could license.

The proposals in the report would help improve the overall tailpipe emissions of taxis in Cardiff, supporting the council's commitment to improving air quality in Cardiff and their

One Planet Cardiff goals. It would also help with the availability of wheelchair accessible taxis, which would likely result in a positive impact on disabled people that require the use of a wheelchair accessible taxi. The reason for the lower emission standard for wheelchair taxis is because there are currently no fully electric wheelchair accessible taxis on the market. If the emission standard were not lowered for these vehicles, it could negatively impact wheelchair passengers. As the survey results showed 89% of wheelchair passengers had experienced difficulty getting a taxi in the last 12 months in Cardiff, it was felt important to include measures to ensure this group isn't negatively impacted.

Moratoriums on issuing new taxi licences are rare throughout the UK, and Cardiff is one of only a few local authorities to have one in place. The Department for Transport (DfT) and the Competition and Markets Authority (CMA) both consider them not to be best practice.

What are the costs and/or savings?

What will the proposal cost and how will it be funded?

How might costs be reduced through involvement and collaboration, across Cardiff Council and/or with external stakeholders?

Are there savings and how will these be realised?

If the moratorium were relaxed, this would allow new licences to be issued that would result in an increase in the income received for hackney carriages licences. However, it is not clear how many new hackney carriage licences would be applied for, as there are a considerable number of hackney carriage licences that are not actively being used at present.

Taxi licensing fees and charges must remain broadly cost neutral. Any additional income that is received as a result of the removal of a moratorium would be considered when the licensing fees are next reviewed. When setting fees there is a statutory requirement to consider the income received for a licensing scheme compared to the overall cost of delivering the scheme. The fee level must be set to not generate income in excess of the cost associated with delivery.

3. Impact Assessments

Which impact assessments do you need to complete to support your proposal?

Further information is included about each assessment at the start of the relevant section.

The [Impact Assessment Screening Tool](#) provides advice tailored to your proposed policy, strategy or project regarding which impact assessments may be required and who to contact to find out more.

The screening tool is an online form with mainly multiple-choice questions which should take less than 10 minutes to complete.

Once the answers have been submitted, an automated email will be sent to you with the recommended next steps and details of who to contact for expert advice.

Put Yes or No next to each of the impact assessments listed below to indicate which ones are being carried out. For assessments which are not being carried out, please delete the relevant sections on the subsequent pages.

Impact Assessment	Completed: Y/N
A. Equality Impact Assessment	Y
B. Child Rights Impact Assessment	N
C. Welsh Language Impact Assessment	N
D. Habitats Regulations Assessment	N
E. Strategic Environmental Assessment	N
F. Data Protection Impact Assessment	N
G. Health Impact Assessment	N

For further information on all the above impact assessments including who to contact for advice, please visit the [Policy Portal](#).

A: Equality Impact Assessment

Guidance in completing this assessment can be accessed [here](#). Please consult the Equality Team for any further assistance with completing this assessment EqualityTeam@cardiff.gov.uk

Under the Equality Act 2010, “differential impact” means that people of a particular protected characteristic (e.g. people of a particular age) will be significantly more affected by the change than other groups.

Impact on the Protected Characteristics

Age

Will this proposal have a **differential impact [positive/negative]** on different age groups?

	Yes	No	N/A
Up to 18 years		✓	
18 - 65 years		✓	
Over 65 years		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

We know that people of all ages use taxis, and we are not aware of any one group that use taxis more than others. The potential for new licences should have a positive impact on the ability to obtain a taxi across all age groups.

The proposals in the report potentially improve air quality which has a positive impact for all age groups, but particularly younger/older people.

In relation to taxi drivers, they must be at least 18 years of age to obtain a licence.

What action(s) can you take to address the differential impact?

No actions to date in relation to impact on the differential impact between age groups

Disability

Will this proposal have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment		✓	
Learning Disability		✓	
Long-Standing Illness or Health Condition		✓	
Mental Health		✓	
Neurodiversity		✓	

Physical Impairment	✓		
Substance Misuse		✓	
Visual Impairment		✓	
Other		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

It is envisaged that allowing new taxi licences to be issued, alongside a lower standard for wheelchair accessible vehicles, will have a positive impact on those with a physical impairment as there will be more availability of such vehicles.

The proposals in the report potentially improve air quality which has a positive impact for those with a disability that is exacerbated by air quality.

What action(s) can you take to address the differential impact?

No actions identified. It is anticipated that the proposed changes will have a positive impact on those with a disability.

Gender Reassignment

Will this proposal have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (Transgender people are people whose gender identity or gender expression is different from the gender they were assigned at birth.)		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified.

What action(s) can you take to address the differential impact?

No actions to date.

Marriage and Civil Partnership

Will this proposal have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		✓	
Civil Partnership		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

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The marital status of a person is not impacted by their use of taxis and all groups use taxis.

What action(s) can you take to address the differential impact?

No actions identified to date.

Pregnancy and Maternity

Will this proposal have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		✓	
Maternity		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Those who are pregnant, and parents are no more or less likely to use taxis.

The proposals in the report potentially improve air quality which has a positive impact for those who are pregnant and their unborn child.

What action(s) can you take to address the differential impact?

No actions identified to date.

Race

Will this proposal have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White		✓	
Mixed / Multiple Ethnic Groups		✓	
Asian / Asian British		✓	
Black / African / Caribbean / Black British		✓	
Other Ethnic Groups		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Cardiff is a diverse city and people from all backgrounds use taxis.

Taxi driver licences are open to all ethnic groups and there is no restriction on race in order to obtain a licence. It is accepted that the majority current taxi drivers in Cardiff are from black, Asian and minority ethnic groups, and therefore the proposals contained in the report have the potential to impact these groups more than others.

What action(s) can you take to address the differential impact?

No actions identified to date.

Religion, Belief or Non-Belief

Will this proposal have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		✓	
Christian		✓	
Hindu		✓	
Humanist		✓	
Jewish		✓	
Muslim		✓	
Sikh		✓	
Other belief		✓	
No belief		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

We are not aware of any evidence that those with a certain religion, belief or non-belief uses taxi services more than others.

What action(s) can you take to address the differential impact?

No action identified to date.

Sex

Will this proposal have a **differential impact [positive/negative]** on male, female or non-binary persons?

	Yes	No	N/A
Male persons		✓	
Female persons		✓	
Non-binary persons		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No one group uses taxis more than others. It is anticipated that the proposals will be beneficial to all groups because of the increased availability of taxis, including for example lone females walking home. It is anticipated that the nighttime economy will benefit as a result.

What action(s) can you take to address the differential impact?

No action identified to date. The increase in availability of taxis will likely result in a positive impact for those wanting to get a taxi.

Sexual Orientation

Will this proposal have a **differential impact [positive/negative]** on people with different sexual orientations?

	Yes	No	N/A
Bi		✓	
Gay		✓	
Lesbian		✓	
Heterosexual		✓	
Other		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Cardiff is a diverse city and it is not anticipated that the sexual orientation of a person will be impacted by the proposals in the report.

What action(s) can you take to address the differential impact?

No action identified to date.

Socio-economic Duty

Is the change anticipated to reduce or contribute to inequality of outcome as a result of socio-economic disadvantage? (e.g. will the change negatively impact on those on low-incomes or those living in deprived areas?)

	Yes	No	N/A
Socio-economic impact	✓		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

There is the potential for a negative impact on the current licence holders due to increased competition from the issuing of new licences. However, It is anticipated that there will not be a significant number of new applications for taxi licenses that would adversely impact the current licence holders economically, as 25% of the licences already issued are not being actively used. There may also be a positive impact on current drivers who currently rent their licensed taxi from a 3rd party and cannot currently apply for their own licence. Being able to drive a taxi they own could foster a sense of pride amongst taxi drivers.

It is anticipated that the improved emission standards would improve air quality in Cardiff. The Council's One Planet Climate Change Strategy and the National Transport Delivery Plan have both committed to working with the taxi trade to achieve zero emission at tailpipe by 2027 and 2028 respectively. Currently, there is 1 fully electric taxi in Cardiff that was purchased by a current licence holder, this makes up 0.14% of the fleet. Therefore, there needs to be a steady and progressive transition away from the traditional internal combustion engine over the next 4 years. The moratorium is considered to be one of the barriers to the transition to an electric or ultralow emissions vehicle taxi service as it restricts new entrants wanting to offer an EV service get a licence.

In partnership with Welsh Government and the City Region the Council has supported electric Taxi lease schemes whereby taxi drivers can lease an EV taxi for short of long periods at financially support rates. Due to the moratorium in Cardiff, only those who already hold a hackney carriage licence, or rent a vehicle from a taxi proprietor, are able to use an Electric Taxi lease Scheme. This position is unique to Cardiff in Wales and has led to very low take up of the Electric Taxi Schemes compared to other areas. If the

moratorium were removed, this would enable any licensed hackney carriage driver to take advantage of this or similar schemes.

The Council's Clean Air Strategy identifies that taxis are a source of air pollution emissions, particularly in the city centre. There are currently no minimum emissions standards required by licensing and approximately 75% of taxis do not meet the Euro 6 emission standards.

The proposal to relax the moratorium may have an impact on the value of a hackney carriage licence (as the moratorium has restricted availability which has created a secondary market for them, inflating their price.) Therefore, the value of the licence on the used market is likely to fall if new licences are available from the Council.

It is not clear what impact this will have, and the price paid on the secondary market is outside of the control of the Council. There are also a number of other factors that affect the price of a taxi plate such as the increased use of private hire vehicles in recent years.

What action(s) can you take to address the differential impact?

It is anticipated that the changes will have positive impact on air quality, improving health for everybody.

The Council is continuing to explore a range of options to support the transition to EV Taxis such as charging points, rank locations, lease and vehicle replacement scheme.

The price paid for licences on the secondary market is outside of the control of the Council.

Welsh Language

Will this proposal have a **differential impact [positive/negative]** on the Welsh language?

	Yes	No	N/A
Welsh language		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

The online survey was made available in Welsh and English and responses to were invited in both languages. There is no evidence that Welsh speakers use taxis more than other users and it is not envisaged that the proposals in this report have an impact on the Welsh language.

All literature produced to promote these changes will be available in both English and Welsh.

What action(s) can you take to address the differential impact?

No actions identified to date.

Consultation and Engagement

What arrangements have been made to consult/engage with equality/ community organisations, especially those who are representative of those you have identified as being likely to be affected?

An online survey was made available and invited responses from the public and trade. Unite the Union represent a significant number of taxi drivers in Cardiff and have also been consulted on the proposals. They have formally provided a written response which is available as appendix in the report. They will also be invited to speak at the Public Protection Committee meeting when the report is considered.

Summary of Actions (Listed in the sections above)

	Actions
Age	None
Disability	None
Gender Reassignment	None
Marriage & Civil Partnership	None
Pregnancy & Maternity	None
Race	None
Religion/Belief	None
Sex	None
Sexual Orientation	None
Socio-economic Impact	<p>None – actions proposed in report, these are:</p> <ul style="list-style-type: none"> • New hackney carriage licences should only be issued to fully electric vehicles, or wheelchair accessible vehicles that are under 5 years old and meet the Euro 6 emission standard. This is to support the transition to a zero-emissions taxi service whilst recognising the non-availability of fully electric wheelchair accessible taxis on the market.
Welsh Language	None
Generic/ Over-Arching (applicable to all the above groups)	None

Next Steps

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

Where the Equality Impact Assessment shows negative impacts, you must append the form to the Cabinet or Officer Decision Report.

On completion of this Assessment, please ensure that the whole form is submitted to the Equality Team mailbox so that there is a record of all assessments undertaken in the Council EqualityTeam@cardiff.gov.uk