

# Making the Connections: Final Report on Transport and Social Exclusion



Social  
Exclusion  
Unit



OFFICE OF THE  
DEPUTY PRIME MINISTER

# Making the Connections: Final Report on Transport and Social Exclusion

Report by the  
Social Exclusion Unit

February 2003



**Social  
Exclusion  
Unit**

In spring 2001, the Prime Minister asked the Social Exclusion Unit (SEU) to explore, and make recommendations to overcome, the problems experienced by people facing social exclusion in reaching work and key services.

This report is the outcome of a wide-ranging study that has drawn on:

- A detailed review of literature and research.
- A public consultation, launched in July 2001. Nearly 800 responses were received from local authorities, transport operators, representative interest groups and members of the public.
- Five local area research studies, to provide an in-depth understanding of transport and accessibility problems experienced in different areas both urban and rural. These took place in East Worlington in mid Devon and Stockland in east Devon; North Huyton, Merseyside; Bulwell in Nottingham; Broadwater Farm Estate in Haringey, London; Moor Park in North Tyneside; and Lemington, Newcastle. The studies involved mapping services, housing and bus routes; resident interviews and focus groups; interviews with local professionals and journey audits.
- The results of questions commissioned from the Office of National Statistics Omnibus Survey in late 2001 to explore public views of local transport facilities and the ease with which services can be accessed.

The SEU project team has also worked closely with other government departments and a range of organisations beyond government, including local authorities, voluntary sector bodies, transport operators and local and national service providers. The team has carried out a number of visits to schemes that are already tackling the problems highlighted in this report.

An interim report was published in May 2002.

The SEU's remit covers England only.

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# PRIME MINISTER'S FOREWORD



Improving public services, creating access to new opportunities and enabling individuals and communities to realise their potential are at the heart of this Government's ambitions. That means making sure everyone in society can get to work, good schools, quality healthcare, affordable healthy food and live in a safe environment.

We've made great strides in widening access, including improvements to public transport and changes to the way we deliver services. But some people still face what can seem insurmountable barriers in simply getting to where they need to go.

Imagine being offered a job and having to turn it down simply because there's no way for you to get there. Imagine being too afraid to walk to the bus stop after dark. Imagine an expectant mother having to take three buses to get to her nearest ante-natal clinic.

For all too many people, problems like these are still part and parcel of everyday life. Solving them has the potential to open up untold opportunities. But if we don't do more, people and whole communities can be trapped in a spiral of social exclusion.

This report sets out a series of measures to address these problems, building on the 10 Year Plan for Transport, Local Transport Plans and improved public services, and setting out a starting point for future change.

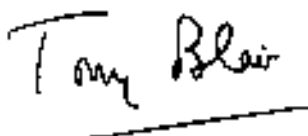
The cornerstone of the report – 'accessibility planning' – offers a new way to find and solve local problems, checking whether people experiencing social exclusion can reach the services they need, and identifying action to take if they can't. Action could be through improving public transport, introducing more innovative travel options, or changing the location or delivery of the services people need.

Alongside this, we're unveiling a range of specific measures to help people access jobs, learning, healthcare and all the other activities that are a part of everyday life.

We as a Government will work in partnership with local government and the voluntary and community sector to start making these improvements. But individuals have a responsibility too, for example to be prepared to travel a reasonable distance to get a new job.

I welcome the focus in this report on the effects of traffic. Deprived communities can often be the hardest hit by the negative impacts of traffic like pollution, large roads cutting through the community, and accidents. There is no more stark reminder of this than the fact that children from the poorest backgrounds are five times more likely to die in road accidents than children from the wealthiest. That's why we are boosting funding in the areas with the highest child pedestrian accident rates to make neighbourhoods safe.

I commend this report which will help to ensure everyone in this country, no matter who they are or where they live, can share in our economic prosperity and our improvements in public services.



Tony Blair

# SUMMARY

## Background

1. This report examines the links between social exclusion, transport and the location of services. It is particularly focused on access to those opportunities that have the most impact on life-chances, such as work, learning and healthcare.
2. Recent years have seen a growing recognition that transport problems can be a significant barrier to social inclusion. This barrier was highlighted in the Government's *National Strategy for Neighbourhood Renewal* as one of a number of factors contributing to disadvantage in deprived areas.
3. The Government's 10 Year Plan for Transport has already set out the overall investment framework for public transport. This document explains specifically how the Government will address transport and accessibility problems that affect social exclusion. It will form a vital part of the Government's programme to build successful and sustainable communities.
4. People may not be able to access services as a **result** of social exclusion. For example, they may be restricted in their use of transport by low incomes, or because bus routes do not run to the right places. Age and disability can also stop people driving and using public transport.
5. Problems with transport provision and the location of services can **reinforce** social exclusion. They prevent people from accessing key local services or activities, such as jobs, learning, healthcare, food shopping or leisure. Problems can vary by type of area (for example urban or rural) and for different groups of people, such as disabled people, older people or families with children.
6. The effects of road traffic also **disproportionately impact on socially excluded areas and individuals** through pedestrian accidents, air pollution, noise and the effect on local communities of busy roads cutting through residential areas.
7. This report is mainly concerned with the **accessibility of local services and activities**. It has been prepared by the Social Exclusion Unit working closely with the Government departments responsible for other key areas, including transport, land-use planning, health, education, work, crime and rural affairs.

### What we mean by *accessibility*

The key idea at the centre of this report is accessibility: can people get to key services at reasonable cost, in reasonable time and with reasonable ease? Accessibility depends on several things: does transport exist between the people and the service? Do people know about the transport, trust its reliability and feel safe using it? Are people physically and financially able to access transport? Are the services and activities within a reasonable distance? Solving accessibility problems may be about transport but also about locating and delivering key activities in ways that help people reach them.

## The problem

8. **Access to work:** Two out of five jobseekers say lack of transport is a barrier to getting a job. One in four jobseekers say that the cost of transport is a problem getting to interviews. One in four young people have not applied for a particular job in the last 12 months because of transport problems.
9. **Access to learning:** 16–18-year-old students spend on average £370 a year on education-related transport, and nearly half of them experience difficulty with this cost. Six per cent of all 16–24-year-olds turn down training or further education opportunities because of problems with transport.
10. **Access to healthcare:** 31 per cent of people without a car have difficulties travelling to their local hospital, compared to 17 per cent of people with a car. Over 1.4 million people say they have missed, turned down, or chosen not to seek medical help over the last 12 months because of transport problems.
11. **Access to food shops:** 16 per cent of people without cars find access to supermarkets difficult, compared to 6 per cent of the population as a whole.
12. **Access to social, cultural, and sporting activities:** 18 per cent of people without a car find seeing friends and family difficult because of transport problems, compared with 8 per cent for car owners. People without cars are also twice as likely to find it difficult getting to leisure centres (9 per cent) and libraries (7 per cent).
13. **Impact of traffic on deprived communities:** Children from the lowest social class are five times more likely to die in road accidents than those from the highest social class. More than a quarter of child pedestrian casualties happen in the most deprived 10 per cent of wards.
14. These problems have an **impact on the individuals concerned**, for example by cutting them off from jobs, education and training. This in turn prevents them from breaking out of the cycle of social exclusion. The problems have **costs for communities**, which may be left isolated or unable to attract investment. They also **undermine Government objectives** that are essential to combat poverty and social exclusion like welfare to work, raising educational participation and attainment, narrowing health inequalities, and reducing crime and antisocial behaviour.

## Why does it happen?

15. Over the past 50 years, the need to travel has become greater and more complex as society became organised around the car and facilities became concentrated in larger units. The average length of a journey has increased by 42 per cent since the early 1970s while the average number of journeys per person has risen by just 8 per cent.
16. Rising car use has provided greater opportunity for travel. But nearly one in three households do not have access to a car, for reasons that include cost, disability and choice. People in low-income households depend primarily on walking to get around, but also on buses, lifts from family and friends, and taxis. Cycling and rail make up a small proportion of their journeys.

17. Some people, in both urban and rural areas, cannot reliably get to key places in a reasonable time. Five key barriers to accessing services are:
- **The availability and physical accessibility of transport:** For some people there is no public transport, or it doesn't go to the right places or at the right times, or it does not go often enough or reliably enough, or vehicles are not accessible to disabled people. People living in rural areas without access to a car can face particularly acute problems. To date, only 29 per cent of buses meet the accessibility regulations applying to new vehicles under the Disability Discrimination Act.
  - **Cost of transport:** Some people find the costs of personal or public transport are very high or unaffordable. Bus fares have risen by nearly a third since 1985. Motoring costs account for 24 per cent of the weekly expenditure of households in the lowest income quintile who have cars.
  - **Services and activities located in inaccessible places:** Developments including housing, hospitals, business and retail are often located in areas not easily accessible to people without a car. Between 1986 and 1997, the number of out-of-town shopping centres increased four-fold.
  - **Safety and security:** Some people are unwilling to use public transport or walk to key services because of fear of crime or antisocial behaviour, or fear of road accidents. For example, 53 per cent of women and 23 per cent of men feel unsafe waiting on a train platform after dark.
  - **Travel horizons:** Some people are unwilling to travel long journey times or distances, or may not know about or trust transport services. The average distance to work for people on low incomes is three miles compared with eight for the general population.

## What are the underlying causes?

18. Historically, nobody has been **responsible** for ensuring that people can get to key services and employment sites. As a result, services have been developed with insufficient attention to accessibility. And too often accessibility has been seen as a problem for transport planners to solve, rather than one that concerns and can be influenced by other organisations, for example by locating, designing and delivering services so that they are easily and conveniently available.
19. Before the Government introduced a new approach in 2000, the **social costs** of poor transport were not given any real weight in transport project appraisal. So the distribution of transport funding has tended to benefit those on higher incomes. Spending has not been tied sufficiently to outcomes such as improved journey times, accessible vehicles, punctuality or customer satisfaction.
20. Also, public spending on transport has been too **fragmented**. £1 billion of public money is spent each year on revenue support for buses, and a further £900 million is spent on school, patient and social services transport. These resources have not been sufficiently joined-up to improve accessibility.
21. In 1985 bus services were deregulated. This led to substantial decreases in operating costs and local authorities could therefore reduce the spending on subsidising unprofitable routes. However, authorities could not subsidise fares for commercial services to keep them low. **Bus fares** rose by a third between 1985 and 2000, while motoring costs remained stable. This made buses less attractive to those who had a choice of using their cars, and less affordable to those who did not.



22. **Land-use planning policies** in the 1980s and early 1990s allowed more dispersed patterns of development. They encouraged out-of-town shopping, leisure and office developments and low-density housing. They also allowed the concentration of activities in larger units and the closure of local facilities. People with access to a car did not find this difficult. But people's travel needs became increasingly complex, and public transport did not adapt.
23. Some **potential solutions** have been held back. Innovative ways of providing transport solutions – like bus services that run door-to-door or respond to demand rather than operating fixed routes, and tickets that are valid across several routes and operators – have been limited by specific regulations.

## Progress so far

24. In recent years, the Government has made progress in tackling these problems. The 10 Year Plan for Transport set out a long-term increase in transport spending to improve public transport and address social exclusion. The introduction of 5-year Local Transport Plans has contributed to long-term funding stability at a local level.
25. Other key measures include:
  - offering half fares on buses for all pensioners and disabled people;
  - enabling innovative bus services through the Urban and Rural Bus Challenges, supporting rural buses, and extending the Bus Services Operators' Grant to community transport;
  - making vehicles and transport more accessible to disabled people following the Disability Discrimination Act;
  - providing better travel information, for example by initiating 'traveline', a telephone service run with partner organisations providing transport routes and times;
  - publishing new planning guidance under which all major new developments should be accessible by walking, cycling and public transport;
  - Department for Transport policy guidance for local authorities placing increased emphasis on measures to improve accessibility and promote social inclusion; and
  - a number of local authorities taking steps to assess and improve accessibility. There are many examples of good practice; some are quoted in Chapter 4.
26. However, the Government recognises that more needs to be done. This report sets out a strategy, building on the steps already taken, to deliver better access to services and activities and reduce the impact of traffic on communities.

## The Government's strategy

27. There are practical examples, both here and abroad, which demonstrate that progress is possible (see Chapter 4). These solutions require a range of public services and other organisations to work together over the long-term, including those involved in land-use planning, crime, education, healthcare, and social services. There needs to be a way of assessing needs and priorities at a local level and tailoring solutions to local circumstances. And it is important that this is a job for the whole of central and local government, not just agencies primarily concerned with transport.

28. The strategy has two main pillars:
- A new framework of ‘accessibility planning’. This will ensure that there is clear responsibility and accountability for identifying accessibility problems and deciding how to tackle them.
  - National policy changes to enable improved public transport, better land-use planning, safer streets, and improved specialist support to help people get to work, learning, healthcare and food shops.

## A new approach

29. The new framework of accessibility planning (see Chapter 5) will be built into the next round of Local Transport Plans and led by local transport authorities. It will enable local authorities and other agencies to **assess more systematically** whether people can get to key activities, and to work more effectively together on solving accessibility problems. Local transport authorities will carry out an audit to identify disadvantaged groups or areas with poor access to key services, and develop action plans to tackle these problems.
30. As well as local transport authorities, accessibility planning will involve other relevant agencies. For example it may include land-use planners, Jobcentre Plus, Primary Care Trusts, local social services, local education authorities, the Learning and Skills Councils, and Crime and Disorder Reduction Partnerships. Each will be responsible for ensuring their policies and programmes incorporate and take forward the actions identified for them in the action plan. Local authorities and Local Strategic Partnerships, where they exist, will be expected to work together in developing accessibility planning.
31. The Government has established a working group with local transport authorities to support, develop guidance and spread good practice on accessibility planning.

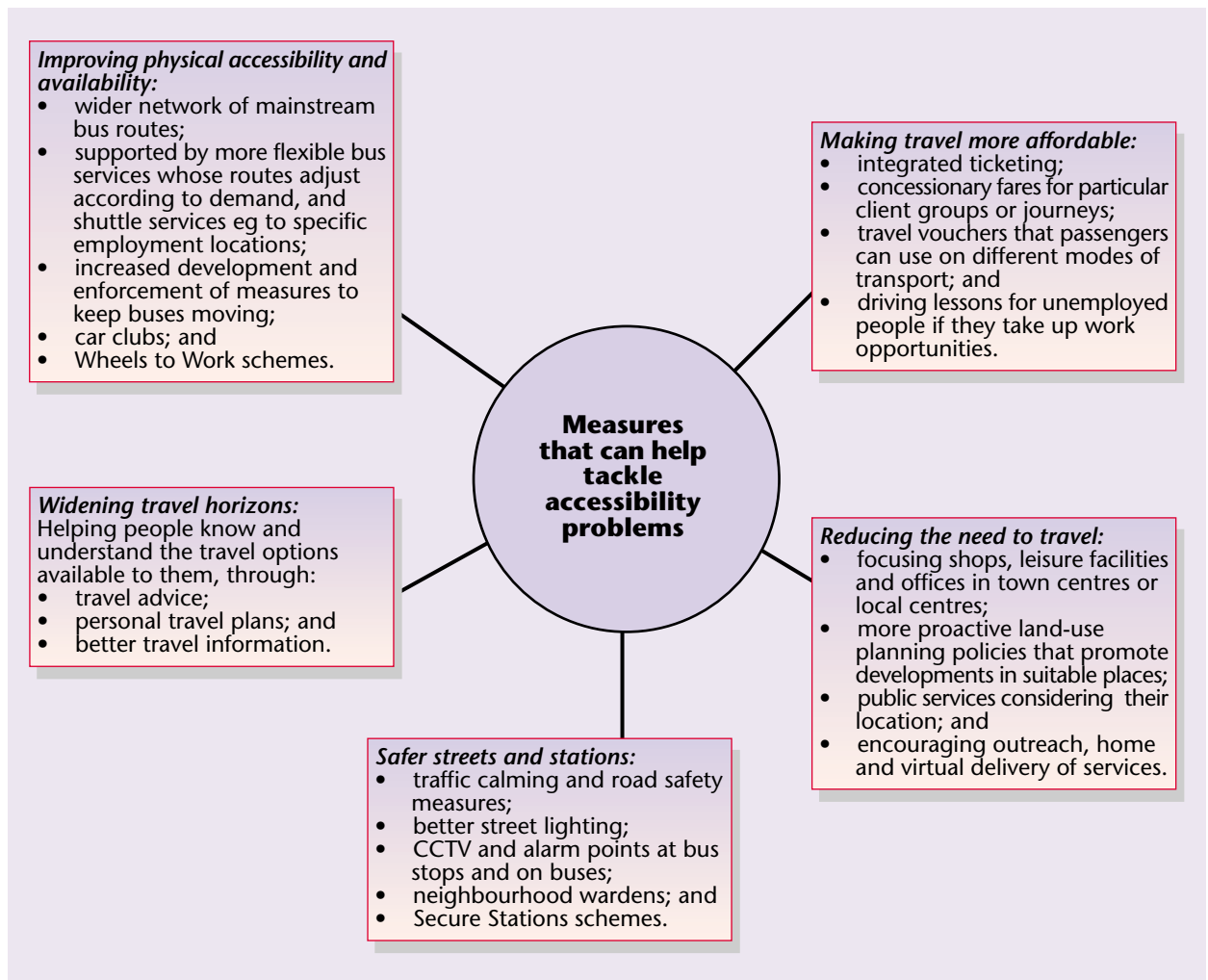
## National policy changes

32. Chapters 6 to 12 set out a range of other policies across government designed to address barriers to accessibility and the unequal impacts of traffic.

### Availability and accessibility of transport and services

33. The Government is working with local authorities, transport operators and other partners to **improve mainstream public transport**. For example, the Government will amend regulations on flexibly-routed buses, to make it easier to run services that respond to people’s needs. The Government is also undertaking a review of bus subsidies, which will report to ministers before the Budget in 2003. (Chapter 6)
34. **Accessibility will be given greater weight in land-use planning decisions.** New Local Development Frameworks will identify gaps in local service provision and suitable sites for the development of services to fill these shortfalls. Also, revised Planning Policy Guidance will encourage the development of workplaces and key services that are accessible to people who live in deprived communities. For example, the ability of patients to get to new hospitals and healthcare will receive greater priority in decisions about where these services are located. (Chapter 7)
35. The Department for Transport has an objective from 2002 of **tackling the concentrations of road casualties in disadvantaged neighbourhoods**, backed by a £17 million fund directed at local highway authorities in deprived areas with the highest child pedestrian casualty rates. (Chapter 8)

36. The Government is also working to create safer streets through measures to reduce crime and the fear of crime when walking to, waiting for and travelling on public transport. The Home Office will **encourage those developing local crime reduction strategies to tackle crime and fear of crime around transport routes and hubs**. A 'transport toolkit' will suggest methods of tackling the problem with evaluated good practice examples, and transport issues will be built into other crime reduction toolkits. (Chapter 8)



### Access to particular services/activities

37. **Work:** The Department for Work and Pensions is **increasing the help it offers to jobless people to enable them to get to work opportunities**. In return, individuals will be expected to review their travel horizons and be prepared to look for and take up work within a reasonable travelling distance. There will be a range of specific new measures for individuals and for local areas. For example, Action Teams for Jobs, which operate in low employment areas, have £5 million of new funding for transport solutions, jobseekers will benefit from a £3 million fund to improve travel information in Jobcentre Plus offices, and more benefit claimants are eligible to reclaim the cost of travel to job interviews. (Chapter 9)
38. **Learning:** From January 2003, local education authorities are required to form partnerships with colleges, the Learning and Skills Councils and transport authorities **to assess the accessibility of all further education institutions**. £9 million was shared between 70 transport pathfinders with high deprivation and low rates of participation in further education to kick-start the process. A further £14 million will be allocated to all the partnerships to fund transport solutions to the problems highlighted in their assessments. (Chapter 10)

- 39. Healthcare: Changes will be made to specialist travel to healthcare services so that it is organised around the patient.** The Department of Health will widen the criteria for eligibility to Patient Transport Services and increase the advice and information given on accessing healthcare. Accessibility will be given greater priority in making decisions on the location of new hospital and primary healthcare facilities. (Chapter 11)
- 40. Food shops: The new Directors of Public Health within each Primary Care Trust will be asked to play a leading role in improving access to food and nutrition** at a local level. The Small Firms Loan Guarantee will be extended to the retail sector, providing extra finance opportunities for small retailers. (Chapter 12)

## Implementation

- 41.** The strategy will require long-term commitment from a range of organisations. Priorities will be determined locally, but the focus should be on improving access to activities that have the most impact on life-chances such as access to work, learning and healthcare. The 88 local authorities that benefit from the Neighbourhood Renewal Fund should give particular attention to helping areas where transport problems create a barrier to regeneration and lack of local facilities perpetuates social exclusion.
- 42.** Local transport authorities will lead the work on accessibility planning at a local level, working in partnership with other local agencies, including local planning authorities, Primary Care Trusts, Jobcentre Plus, local education authorities, the Learning and Skills Councils, and Crime and Disorder Reduction Partnerships. Where appropriate, Local Strategic Partnerships should provide a way of ensuring effective joining up. The partners from each sector will be responsible for taking forward the actions identified for them in the action plan.
- 43.** At a national level, the Department for Transport will have overall responsibility for monitoring the progress of the strategy, and long-term policy development. The Department will work closely with other departments and report to a ministerial steering group on social exclusion and transport, and the Cabinet Committee on social exclusion and regeneration.
- 44.** The specific actions identified in this report are summarised in Chapter 13.

# CHAPTER 1

## THE PROBLEM

### Summary

Problems with transport and the location of services contribute to social exclusion by preventing people from participating in work or learning, or accessing healthcare, food shopping and other local activities. People in deprived communities also suffer the worst effects of road traffic through pollution and pedestrian accidents. This chapter describes and gives evidence for these problems, and indicates the costs they can have for individuals, businesses, communities and the state.

- **Work:** Two out of five jobseekers say lack of transport is a barrier to getting a job.
- **Learning:** Nearly half of 16–18-year-old students say they find their transport costs hard to meet.
- **Health:** Over a 12-month period, 1.4 million people miss, turn down or choose not to seek medical help because of transport problems.
- **Food shopping:** 16 per cent of people without cars find access to supermarkets hard, compared with 6 per cent of people with cars.
- **Social activities:** 18 per cent of non-car owners find seeing friends and family difficult because of transport problems, compared with 8 per cent of people with access to a car.
- **The impact of traffic:** Children from households in the lowest socio-economic group are five times more likely to die in road accidents than those from the highest.

## Getting to work, learning, healthcare, food shopping and other key activities

### Work

- 1.1** Problems with transport can prevent people from attending interviews, lead people to apply for jobs in a narrow geographical area, and result in people turning down jobs. While this is not a problem for the majority of people seeking work, for a significant minority it can act as a key barrier to employment.
- 1.2** Even if people do find work, transport problems can still restrict the range of job opportunities available, and mean that they remain unemployed longer than otherwise might be the case.
  - 38 per cent of jobseekers say that transport (lack of personal transport or poor public transport) is a key barrier to getting a job.<sup>1\*</sup>
  - Two-fifths of long-term unemployed men in rural areas say that getting to jobs is a barrier to finding work.<sup>2</sup>

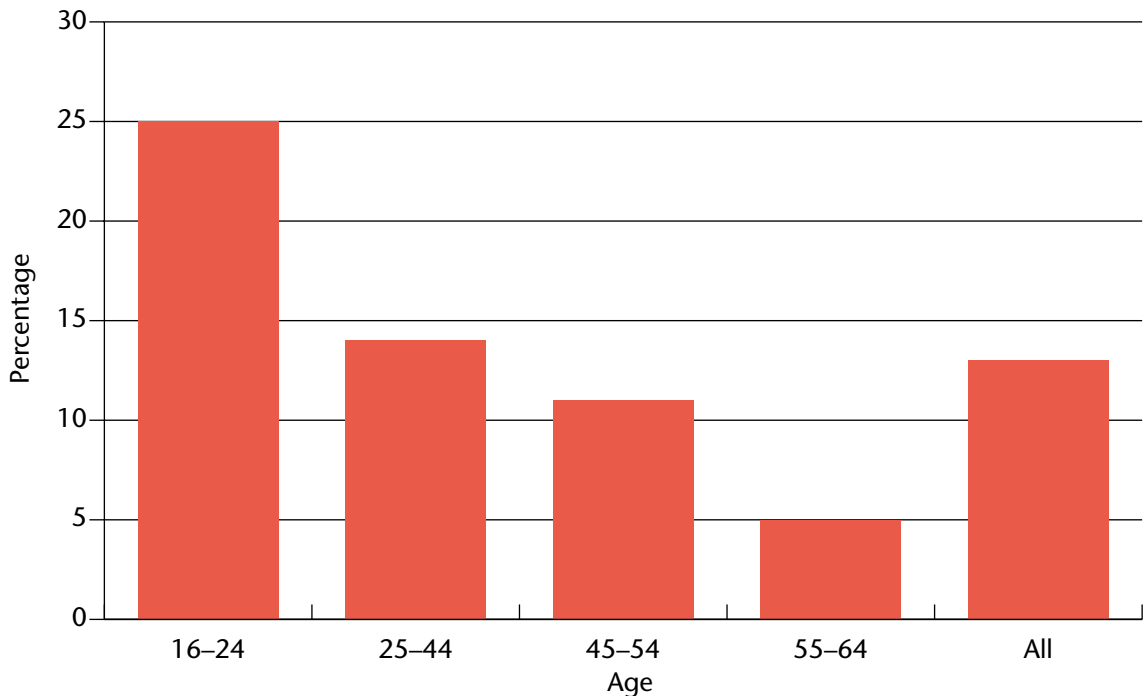
\* Full references are provided at Annex B.

“A 17-year-old man lives in social housing in a village with one bus a week on market day. Since finishing school 12 months ago the only work he has been able to access is a few occasional days as a beater on a game farm in the village.”

*Dorset Community Action – response to Social Exclusion Unit (SEU) consultation*

- 12 per cent of jobseekers claim that a lack of available transport has stopped them from attending interviews.<sup>3</sup>
- 13 per cent of people say they have not applied for a particular job in the last 12 months because of transport problems. This figure rises to 18 per cent for people living in low-income areas, and 25 per cent for 16–25-year-olds (see Figure 1.1).

**Figure 1.1: Percentage of people who have not applied for a particular job in the previous 12 months because of transport problems they would have getting to work**



Source: Department for Transport, *Accessibility of local services and facilities (2002)*

- 5 per cent of people say they have been offered a job but turned it down in the last 12 months because of transport problems. For people living in low-income areas this figure is 10 per cent.<sup>4</sup>

**Case Study 1: Jamil, employed, low-income, aged 35–44 (North Huyton)<sup>5</sup>**

Jamil works full time in a shop and earns £5 per hour. His normal working hours are nine to five, Monday to Friday. He uses taxis to travel to and from work and it usually takes him between 10 and 30 minutes at a weekly cost of between £10 and £20. He likes to work overtime but would not be able to do this if he travelled by public transport, “the bus service is unreliable especially at the time in the morning that I leave – I start overtime at 5.00am. If I want to work overtime a taxi is my only option”. He is sometimes late for work because of difficulties getting there. “I’m reliant on taxis because I don’t have a car and it’s too far for me to walk to the bus stop to then have to hang around and just wait for a bus to turn up. Every so often the taxis don’t turn up and then I am late for work.”

## The cost of transport

### 1.3 The cost of bus fares or running a car can affect travel to interviews and work:

- one in four people say their job search is inhibited by the cost of travel to interviews;<sup>6</sup> and
- 14 per cent of out-of-work lone parents say they can't afford the cost of transport to work.<sup>7</sup>

"... one client who was working as a chef ... reported that it was costing him £4 a day to get to work and back. He was not due to be paid for at least a fortnight and was concerned that he would have to give up his job ... travel expenses were a heavy burden."

*Newton Aycliffe Jobcentre – consultation response*

### **Case Study 2: Phil, unemployed, aged 25–34, would like to work in Liverpool (North Huyton)**

Phil lives with his partner and their child who is under 5 years of age. He has been unemployed for between one and two years but is currently actively seeking work in the IT industry. He would be prepared to travel up to 30 minutes in order to get to work. He stated that his employment opportunities are restricted by his transport provision, "I haven't got a car and the cost of public transport on a low income is often too high ... there are loads of places that I'd like to work in Liverpool, like Bootle or Walton, but I can't as it would take me two buses to get there [and] I'd have to pay double the cost". His job searching consists of visiting the Jobcentre and the library and he tends to walk while undertaking his day-to-day searching. He would normally travel by bus to interviews, when the journeys can be quite lengthy, with his last trip taking over an hour. The average cost is between £3 and £5.

### How important is transport compared to other barriers to work?

- 1.4** Evaluation of the New Deal for Young People provides an example of the *relative* importance of transport compared with other problems that impede movement into work. Participants were asked about problems they had experienced in finding or keeping a job over the previous year – see Figure 1.2. The two most common problems cited both relate to mobility: "no jobs nearby" and "lack of personal transport".

**Figure 1.2: Problems experienced by young people seeking work**

Problem	Percentage reporting the problem
No problems	31
<b>No jobs nearby</b>	<b>29</b>
<b>Lack of personal transport</b>	<b>25</b>
Own ill health or disability	17
Lack of references from previous employer	15
Debt or money problems	12
<b>Lack of public transport</b>	<b>12</b>
Problems with the law or previous record	8
No permanent place to live	5
Illness of another member of the family	5
Problems with drugs or alcohol	3
Lack of childcare or affordable childcare	2

Source: Bryson, A *et al*, *New Deal for Young People: national survey of participants* (Employment Service Research Report 44, 2000)

## Learning

### Before- and after-school activities

- 1.5** Access to learning which takes place outside school hours is a particular problem for low-income groups. Activities such as breakfast clubs, homework and study clubs, sport and outdoor activities can make a significant difference to pupils' attainment, attitude to school and attendance.<sup>8</sup> However, anecdotal evidence from the SEU area-based research study and a number of visits and interviews suggest that children from low-income backgrounds may be missing out on these opportunities. In some areas, the problem is simply the cost of bus fares home. Elsewhere, there is no available public transport at the required time and parents cannot pick their children up by car. Additionally, where transport is not physically accessible, children with disabilities may be unable to attend out-of-hours learning.
- 1.6** Children in care are likely to face more transport problems in accessing such activities. Foster carers may be unwilling or unable to transport children, or social services may lack the resources to do so. The situation is worse for children in residential care if no staff can be spared to run a child to an activity.

### **Case Study 3: Cath, unemployed, aged 25–34, single parent of two children (Bulwell, Nottingham)**

Cath's children attend school daily, and travel by bus, which costs £1 each per day. However, she would prefer them to travel in other ways. "I would like them to walk or cycle but the youngest is too young to go on her own at present." She also feels that the buses do not run regularly enough, especially around school leaving time. "My eldest would like to do after-school netball, but there aren't any buses that come near our house at the time she would be leaving, so she can't do it."



“A comprehensive school with a large isolated rural catchment area found that 40–45 per cent of pupils were missing out on after-school activities due to transport constraints. Since the introduction of two late bus services (at the cost of £10,000 per year) no child was forced to miss after-school activities.”

*Central Council of Physical Recreation – consultation response*

## Schools

- 1.7** Children are entitled to free transport to school if it is more than three miles away from home (or two miles for children under 8 years old) but only if this is their ‘nearest suitable school’. This presents three problems for low-income families:
- **Restricted parental preference:** If their school of preference is not the ‘nearest suitable school’ parents will either have to pay for transport, drive their children or not use the school. Low-income families are therefore more likely to have no choice but to apply to their closest school. Children from such families travel a shorter distance to school than their high-income counterparts.<sup>9</sup> Parents who live in social sector housing are 1.5 times more likely to cite travel convenience as a reason for choosing a school than owner-occupiers.<sup>10</sup>
  - **Low educational achievement:** Children from low-income families therefore tend to go to poorer performing local schools. This can mean that they are less likely to achieve good GCSEs or to meet their expected potential.<sup>11</sup>
  - **Financial difficulties:** Parents may get into financial difficulties trying to pay fares or meeting motoring costs in order to get their children to their preferred school. Even if they send their children to the nearest school, parents may have to pay for transport if they live beyond what they consider a reasonable walking distance but within three miles of school (two miles for under 8s).
- 1.8** This means that children from low-income families can find themselves cut off from the opportunities provided by different types of learning, such as specialist or faith schools or those offering more vocational learning for 14–19-year-olds. These offer students more flexibility around how they learn so that they can study more work-based courses or take subjects at schools or colleges other than their own. This was identified in the report *Bridging the Gap*<sup>12</sup> as something which would encourage children from disadvantaged backgrounds to continue in education and achieve more highly.

## Post-16 participation

- 1.9** Whereas most schoolchildren receive concessionary fares or tend to travel relatively small distances to school, young people entering further education or training usually do not receive travel discounts and often travel longer distances.<sup>13</sup>
- More than one in five students have considered dropping out of further education because of financial difficulties. Transport costs are the biggest expenditure associated with participation in post-16 education.<sup>14</sup> In 1999, the average annual (education-related) transport cost was £319, rising to £371 for 16–18-year-olds (around £10 per week during term time).<sup>15</sup>
  - Nearly half of 16–18-year-old students say they find their transport costs hard to meet.<sup>16</sup>
  - 6 per cent of students have missed college at some point in the previous year because they could not afford transport costs.<sup>17</sup>

## Participation in adult learning

- 1.10** Many further educational facilities are located outside town centres, in places that are difficult and expensive to reach by public transport. This makes them inaccessible to some people from low-income households, who are less likely to participate in adult education.
- 1.11** Low-income families can feel trapped and limited in the education activities they are able to pursue. One study, for example, cites the case of a woman who could only take part in an evening class located in another village because she had access to a car – with public transport it would have been impossible.<sup>18</sup>
- 1.12** 3 per cent of 25–44-year-olds and 2 per cent of people aged between 45 and 64 have turned down training or further education over the past 12 months because of transport problems. However, the proportion of younger people who have rejected training or further education is higher: 6 per cent amongst 16–24-year-olds.<sup>19</sup>

## Childcare

- 1.13** Research suggests that young people with childcare responsibilities are less likely to participate in further education than their childless counterparts – 11 per cent compared to 68 per cent for others of that age.<sup>20</sup>
- 1.14** The research has also found that there is not always adequate childcare provision on campus in educational establishments or enough flexibility in attendance rules. This means that many young parents face higher transport costs or are forced to miss or arrive late to classes due to additional journeys to and from off-campus childcare facilities. This can also be a barrier to taking up work.

## Healthcare

- 1.15** The siting of National Health Service (NHS) provision has developed with little consideration given to access by public transport. Many smaller cottage-style hospitals have been closed for reasons of economies of scale and in favour of specialist centres of excellence. This has led to increased travel distances for accident and emergency and outpatient services and for those visiting patients.
- 1.16** Sites that are large enough for new major hospital facilities are not always available in ideal locations. Often the most cost-effective option is to sell off an existing town-centre facility and relocate to another health site, where there is room for expansion. The result has been the development of hospitals on the edge of towns, with poor public transport access, and the closure of town centre facilities.
- 1.17** In rural areas, access to hospital services can involve very lengthy trips. More than ten per cent of rural households outside the south east live over 7.5 miles away from their nearest hospital.<sup>21</sup>
- 1.18** Poor access to health facilities can mean that people miss health appointments or suffer delays in being discharged from hospital – both of which incur significant costs to the NHS.
- 1.19** Key facts include:
  - Around 20 per cent of people find it difficult to travel to hospital. A much higher proportion (31 per cent) of people without access to a car have this difficulty.<sup>22</sup>

“My stepmother is 83 and lives in London. She has to catch three buses and then walk a quarter of a mile to her ‘local’ hospital. Her total journey time is 1¾ hours, by car it only takes 20 minutes.”

*Cheltenham Resident – consultation response*

- 3 per cent of people (or over 1.4 million) have missed, turned down or not sought medical help because of transport problems experienced in the past year. This rises to 7 per cent of people without access to a car.<sup>23</sup> A survey in one market town found that half of those without a car never go to the dentist, compared with 15 per cent of those with a car.<sup>24</sup>
- More than half of older people travelling to hospitals and dentists in London experience some difficulties in getting there, as do a third of those attending GPs or health centres.<sup>25</sup>

### **Case Study 4: Fiona, aged 45–54, long-term sick, low-income family (Bulwell, Nottingham)**

Fiona has problems walking and now spends most of her time in a wheelchair. She visits the doctor at least once a week and the medical centre every week. She is driven by her husband to all appointments and has to rely on him, as she is not able to get out of the house alone. She cannot use public transport as she feels it is not wheelchair friendly. “You can’t get wheelchairs on the buses ... if there’s no one available to take me by car I can’t go anywhere because the buses aren’t wheelchair friendly.” She would like to use Dial-a-Ride more but “they can’t take you to doctors or hospital appointments and they are always so busy because disabled people can’t get on the normal buses”.

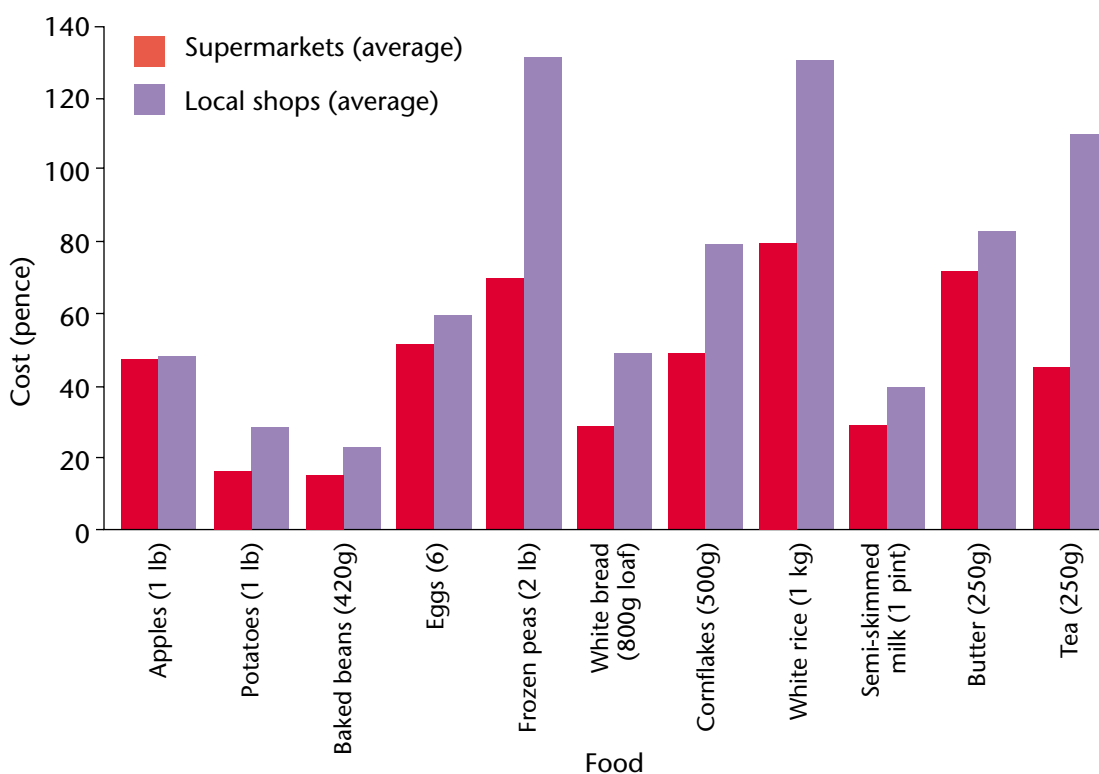
- 23 per cent of people who use mental health services say that financial problems have restricted their ability to access these services; the majority of these responses related to transport problems.<sup>26</sup>
- Research commissioned by the SEU indicates the extent to which poor transport contributes to missed health appointments. Although not based on a statistically representative sample, interviews with 230 low-income people in six case study areas showed that about one-third said they had at some time missed a health appointment because of transport difficulties.<sup>27</sup>

## **Access to other activities**

### **Food shops**

- 1.20** People without cars are far more likely to find it difficult to access reasonably priced food shops and supermarkets. 16 per cent of people without cars find getting to supermarkets difficult compared with 6 per cent of the population as a whole.<sup>28</sup>
- 1.21** Poor access to food shops reflects the growth of out-of-town shopping centres and supermarkets at the expense of smaller, more local shops:
- The number of small shops fell by 40 per cent between 1986 and 1997 (with the probability that reduced local competition has resulted in higher prices being charged by surviving shops). Although the number of superstores more than doubled over the same period and the number of out-of-town shopping centres increased four-fold, these are often not accessible to people on low incomes.<sup>29</sup>
  - From the mid 1970s to the late 1980s, total distances travelled for food shopping increased by 60 per cent.<sup>30</sup>
- 1.22** Where access to supermarkets is restricted, socially disadvantaged groups are forced to buy their food from more expensive local shops. Figure 1.3 shows how much more expensive it is to buy food from a local shop than a supermarket.

**Figure 1.3: Variations in food prices: cheapest options obtainable in local shops and nearest supermarket, in 11 of the most deprived areas of the country**



Source: Consumers' Association *The Food Divide: eating on a low income* (1997)

**1.23** The only alternatives to paying higher prices for many people without access to a car are either to undertake complex and often inconvenient public transport journeys, or to rely on expensive taxis.

“The nearest supermarket I can afford to shop at is nearly 17 miles away and I have to use the bus which is limited. You either have to go first thing in the morning and then spend two hours there or you go at lunchtime and have half an hour to do your shopping.”

*Lone parent, Countryside Agency research*<sup>31</sup>

**1.24** This lack of choice in the food that is within reach of people from disadvantaged communities can result in poor dietary habits and, consequently, poor health. A large body of evidence suggests that a poor diet is associated with an increased risk of developing coronary heart disease, type 2 diabetes, obesity or cancer.<sup>32</sup>

### Participation in social, cultural, religious, and sporting activities

**1.25** Participation in social, cultural and leisure activities is very important to people’s quality of life and can play a major part in meeting policy goals like improving health, reducing crime and building cohesive communities.<sup>33</sup>

**1.26** People without cars are around twice as likely as those with cars to identify transport as a barrier to participation in a range of social and cultural activities:<sup>34</sup>

- 18 per cent of people without cars say that they have difficulty seeing their friends and family, compared with 8 per cent of those with access to a car.

- 9 per cent of people without cars have difficulty accessing leisure facilities compared with 4 per cent for people with car access.
- 7 per cent of people without cars say they have difficulty accessing libraries compared with 3 per cent on average.

**1.27** Transport is a particular barrier to older people's participation in activities such as leisure, day centres, caring, and volunteering. Research has shown the importance to older people of simply getting out of the house.<sup>35</sup>

- A Help the Aged survey showed that 10 per cent of older people have some difficulty seeing family and friends because of transport.<sup>36</sup>

"I would like to go swimming, which would help my arthritis, but I can't get there without transport."

*Cornwall Health Action Zone – consultation response*

**1.28** Transport can also be a barrier to participation in social activities for young people:

- 33 per cent of people think that better public transport would improve their social lives. This rises to 39 per cent of young people aged 16–24 years old.<sup>37</sup>
- There is evidence too that children from deprived households or who are in care are missing out on day trips because of a lack of suitable transport. Such trips are particularly important because of the limited holiday opportunities available to low-income families.<sup>38</sup>
- 10 per cent of disabled young people say transport is the main barrier to participating in sporting events.<sup>39</sup>
- Few rural settlements (under 300 residents) contain youth groups or clubs and 49 per cent of all parishes have no youth activities.<sup>40</sup>

**1.29** Seeing friends and family matters in itself, but it also has other spin-off benefits:

- Evaluation of labour market initiatives shows that people who move into work often find out about their job through a friend or relative. More than 30 per cent of lone parents surveyed in a New Deal evaluation said they heard about their job from friends or relatives, compared to 10 per cent who had heard about the job from the Jobcentre.<sup>41</sup>
- The evidence suggests that low-income mothers use friends and family as a source of lifts to shops and hospitals.<sup>42</sup>
- People with poor social networks have poorer health outcomes.<sup>43</sup>

## Pedestrian accidents, pollution and the impact of traffic on communities

**1.30** The worst impacts of road traffic – namely pedestrian accidents, air and noise pollution and busy roads cutting through communities – disproportionately affect deprived areas and people facing social exclusion. This has damaging effects on individuals' quality of life and can also restrict access to local services by reducing the extent to which people walk and cycle.

## Pedestrian accidents

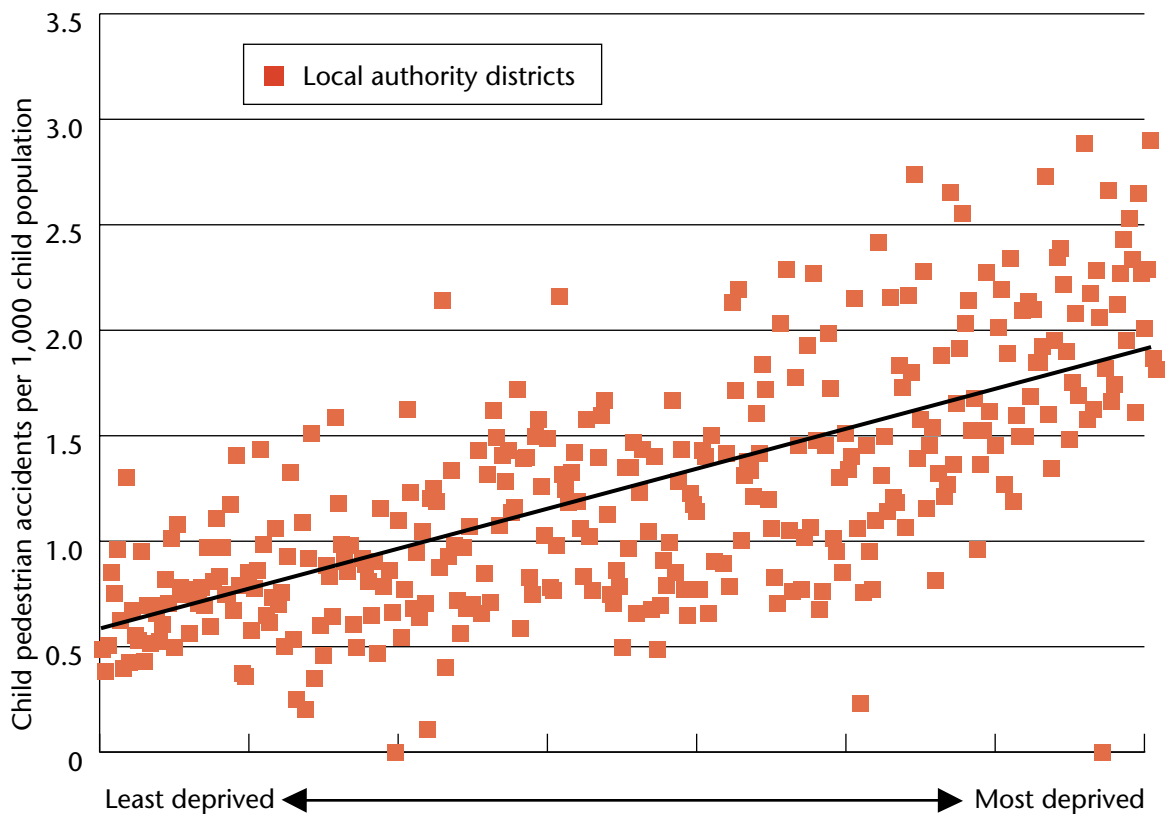
**1.31** There is a clear link between pedestrian accident rates and social class. The evidence is particularly marked for children.

- Children from social class V are five times more likely to die in a road accident than those from social class I. Social deprivation is also a key determinant of child road injuries.<sup>44</sup>
- Although the accident rate for children has declined in recent years, it has done so more slowly for those in the lowest socio-economic group.<sup>45</sup>
- Small-scale studies have suggested that there is a disproportionately high rate of pedestrian accidents amongst minority ethnic children, over and above the effect of social class.<sup>46</sup>

**1.32** There is also a clear link between area deprivation and accident rates for pedestrians, which is again much stronger for children. Of the 25 local highway authorities with the worst child pedestrian casualty rates, 23 are in the Neighbourhood Renewal Unit's list of the 88 most deprived authorities. Recent analysis of government data on accidents for 1999 and 2000<sup>47</sup> shows that:

- The most deprived local authority districts have about five times as many child accidents per head as the least deprived: around 2.5 accidents per 1,000 children compared to 0.5 (see Figure 1.4).
- More than 25 per cent of child pedestrian injuries happened in the most deprived 10 per cent of wards.

**Figure 1.4: Child pedestrian accident rates in local authority districts, by index of multiple deprivation**



Source: Centre for Transport Studies, Imperial College 2002

- 1.33** The explanation for the variation in accident rates appears to come from a combination of both more dangerous environments and greater exposure to that danger.
- Children from low-income backgrounds are more likely to live near main roads, more likely to play by or in roads (because they do not have safe alternative places to play) and to walk rather than travel by car.<sup>48</sup>
  - Children from families in the lowest income quartile cross 50 per cent more roads than those in the highest quartile.<sup>49</sup>
  - Lack of access to a car doubles the risk of injury for children, and lack of a play area at home increases it by five times.<sup>50</sup>
- 1.34** In contrast with its relatively good record on road safety overall, Britain has a poor record compared to the rest of Europe for child pedestrian deaths; one study estimates that half of the difference could be explained by British children's greater exposure to busy roads.<sup>51</sup>

## Pollution

### Air pollution

- 1.35** Road traffic emissions make a significant contribution to levels of air pollution, particularly in towns and cities. Pollution from traffic fumes can exacerbate the symptoms of some people who may already suffer from breathing difficulties or respiratory diseases such as asthma:
- The short-term effects of air pollution may bring forward the deaths of between 12,000 and 24,000 vulnerable people.<sup>52</sup>
  - There is a growing body of evidence suggesting a link between road traffic and health, and families themselves perceive a strong link between traffic volume and asthma.<sup>53</sup>
- 1.36** Some people are more exposed to air pollution than others, for example:
- The Acheson Report (1998) concluded that deprived communities suffer the worst traffic pollution.<sup>54</sup> This is backed up by at least two studies which have mapped social deprivation against air quality: research for the Department for Environment Food and Rural Affairs has provided "tentative evidence" for a positive correlation;<sup>55</sup> Friends of the Earth also found a positive correlation between levels of deprivation and traffic in a study of Bradford.<sup>56</sup>
  - Pollutants pose particular risks to vulnerable groups such as pregnant women, older people, children and those suffering from respiratory and coronary illnesses.

### Noise pollution

- 1.37** Traffic noise has a major impact on quality of life. Complaints about traffic noise rose by 64 per cent between 1982 and 1993/94.<sup>57</sup> It is likely that socially deprived areas suffer more noise pollution than better-off areas, as they are more likely to be situated near busy roads. Although evidence for the health effects of noise is inconclusive, the adverse effects include stress and sleep deprivation.

"Houses in close proximity to traffic noise, danger, pollution and severance are ... more likely to be occupied by lower-income groups ... A traffic study carried out on one radial corridor [in Northamptonshire] identified high noise and air pollution in an area traditionally associated with lower income groups."

*Northamptonshire County Council – consultation response*

## The impact of traffic on communities

- 1.38** Busy roads can divide and damage local communities and restrict walking – especially amongst children and elderly people. Heavy traffic can cut people off from facilities because of fear of accidents. Some older people and disabled people can feel particularly intimidated by traffic.
- 1.39** Studies have suggested a clear relationship between traffic volume and quality of life, including the amount of social interaction with neighbours. 75 per cent of parents say that they let their children play outside less than they used to; and 43 per cent are concerned about busy roads.<sup>58</sup>

“The building of the M32 into Bristol severed one traditional neighbourhood (Easton) into two parts. The poor air quality will at best be unhelpful to the already low health status of children and older or vulnerable people in these neighbourhoods, and perhaps actively damaging.”

*Action with Communities in Rural England – consultation response*

## Why does it matter?

- 1.40** Poor transport or access to services and activities impacts on social exclusion and this has costs for individuals, communities, businesses and the state:
- **Individuals:** can be cut off from jobs, education and training and other key activities affecting quality of life. In extreme circumstances, people may be left isolated or even housebound.
  - **Communities:** poor walking environments and transport links can leave areas isolated and damage community cohesion. High levels of traffic and poor accessibility can reduce investment in towns and cities as well as making the local environment less pleasant.
  - **Businesses:** may suffer from lost customers and difficulty hiring employees.
  - **State:** important government objectives relating to welfare to work, educational attainment and participation, health inequalities and uptake of key social and cultural services by target groups may be undermined. Poor transport as a barrier to work may contribute to higher benefit payments, and reduced tax contributions. Resources are wasted through missed health appointments, delays in patient discharge from hospital, and course drop-outs in education. The impact of transport through pollution and pedestrian deaths has significant immediate and long-term costs.
- 1.41** This chapter has shown that problems with transport and the accessibility of services can cause or exacerbate social exclusion by restricting participation in key activities and that the negative effects of traffic disproportionately affect poorer communities. The next chapter discusses the types of transport used by people experiencing social exclusion, the barriers they face in accessing services and activities, and how different types of people and areas are affected.



# CHAPTER 2

## WHY DOES IT HAPPEN?

### Summary

Over the last 50 years the need to travel has become greater and more complex as society became organised around the car and average distances to work, learning, hospitals and shops increased. Car ownership allowed the majority of people to keep pace with these changes, but this chapter shows how and why people without access to cars have not kept up.

Nearly one in three households do not have access to a car, for reasons that include cost, age and disability, as well as choice. 63 per cent of the lowest income households do not have a car. They rely instead on walking, buses, taxis, and lifts from families and friends. People on low incomes without cars make far fewer and shorter journeys.

People experiencing, or at risk of, social exclusion face five types of barrier to getting to key services:

- the availability and physical accessibility of transport;
- safety and security while travelling;
- the cost of transport;
- poor information and individuals' limited travel horizons; and
- the location of services.

Those living in rural areas without a car face particularly acute problems. Distances to key services are often greater and public transport is often infrequent or inadequate. In urban areas, despite a dense public transport network, buses tend to be focused on radial routes entering town centres rather than peripheral locations, and early morning, evening and weekend journeys are poorly served. Some groups in the population face particular problems in their travel, including children and young people, older people and disabled people.

- 2.1** Over the last 50 years, the need to travel has become greater and more complex as society became increasingly organised around the car. Average distances to work, learning, hospitals and shops have increased sharply. The average length of a journey has increased by 42 per cent since the early 1970s while the average number of journeys per person has risen by just 8 per cent.<sup>59</sup> Work and shopping are less focused around a nine-to-five schedule; early morning, evening and weekend journeys are more important than ever before, and female participation in work has created more complex journeys involving childcare, school, work and shopping.
- 2.2** While the majority of people have successfully adapted to the rising need to travel through greater car use, for those without a car the ability to travel has failed to keep pace in a number of respects.

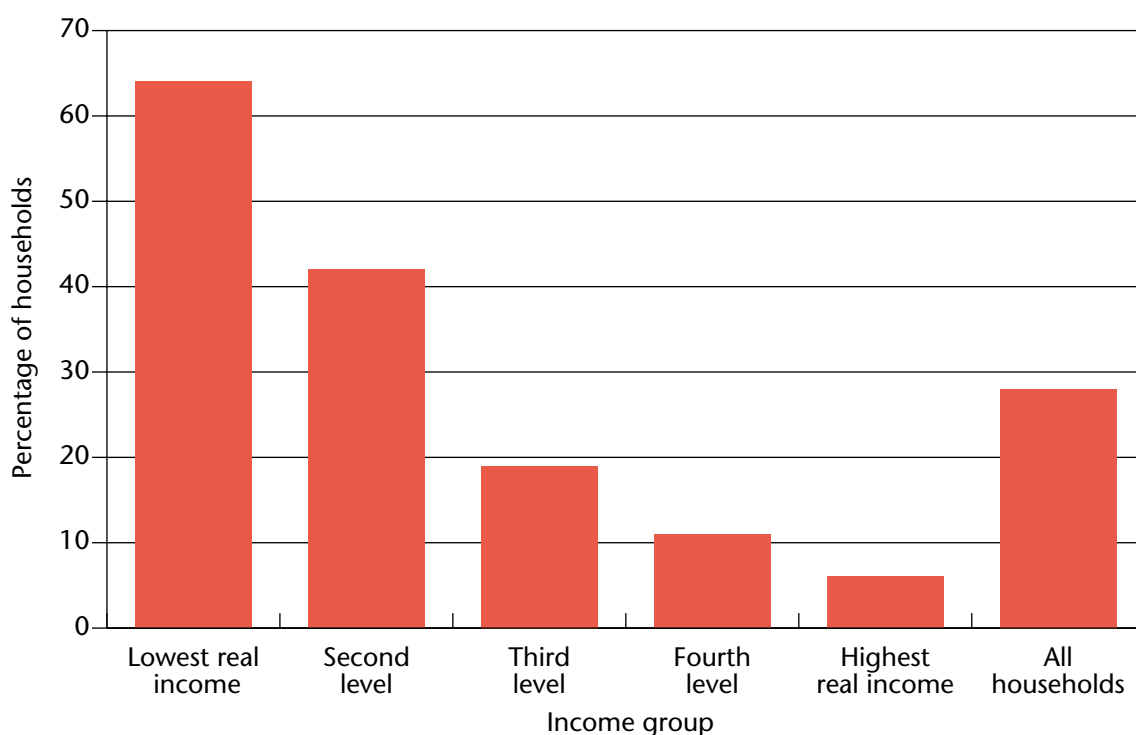
## What modes of transport are used by people experiencing social exclusion?

### They lack access to cars

**2.3** Nearly one in three households do not have access to a car. This figure varies by income, gender and age.

- Among the 20 per cent of households with the lowest incomes, 63 per cent do not have access to a car (see Figure 2.1).

**Figure 2.1: Households without a car by income, 1998/2000**



Source: *Focus on Personal Travel* (DTLR 2001)

- Women are less likely to have a driving licence or to have access to a car – 25 per cent live in a household without a car compared with 17 per cent of men. Older people and young people are also much more dependent on public transport.<sup>60</sup> Three-quarters of women over the age of 80 live in households without a car.<sup>61</sup>

### They rely on walking, buses, taxis, and lifts from family and friends

**2.4** Because low-income households are less likely to have cars, they rely more heavily on other modes of transport, in particular buses, walking, taxis, and lifts from family or friends.

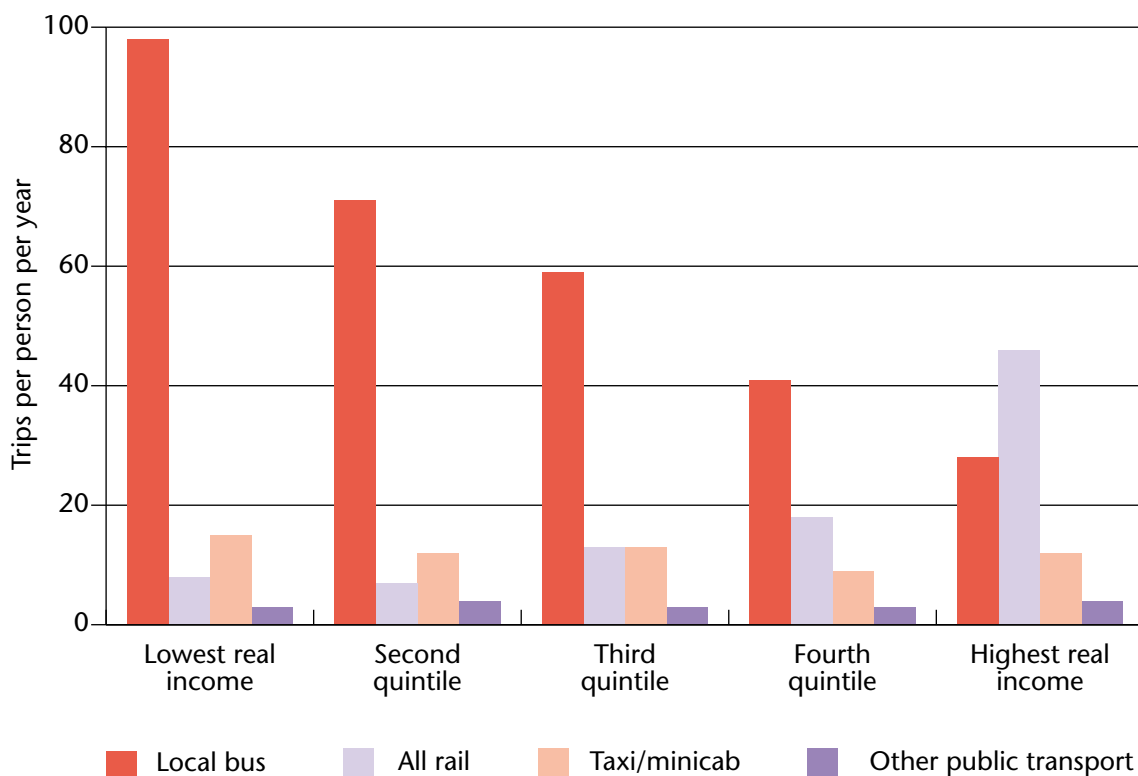
**2.5** Walking is the most frequently used mode of transport for people on low incomes:

- For households in the lowest income quintile who do not have a car, 58 per cent of their trips are on foot – compared to 30 per cent for low-income households with cars and just 17 per cent for high-income households with cars.<sup>62</sup>

## 2.6 The most important mode of public transport for people on low incomes is the bus:

- More than nine out of ten public transport journeys are by bus for those in the lowest income quintile, compared with fewer than 30 per cent of such journeys for those in the highest income group (Figure 2.2).
- Low-income households without cars use the bus for 20 per cent of their trips, compared to between 2 and 4 per cent for households with cars.<sup>63</sup>

**Figure 2.2: Public transport trips per person per year by household income**



Source: National Travel Survey (1998/2000)

**2.7** Reflecting their lower access to cars, women are more likely to rely on walking and public transport in travelling to local services.<sup>64</sup>

**2.8** Taxis (including private hire vehicles or minicabs) make up a rising and disproportionate number of journeys.<sup>65</sup> Despite the cost of taxi fares, people in the lowest income group make a third more taxi trips than the average and more than any other income group. The use of taxis has more than doubled amongst this group since 1985.<sup>66</sup>

**2.9** Rail is used by a relatively small proportion of people on low incomes.<sup>67</sup> In general, people who live in areas with high levels of deprivation make fewer rail trips and travel shorter distances than those in areas of low deprivation. However, rail services, especially in rural areas, can be essential to access local towns and services.

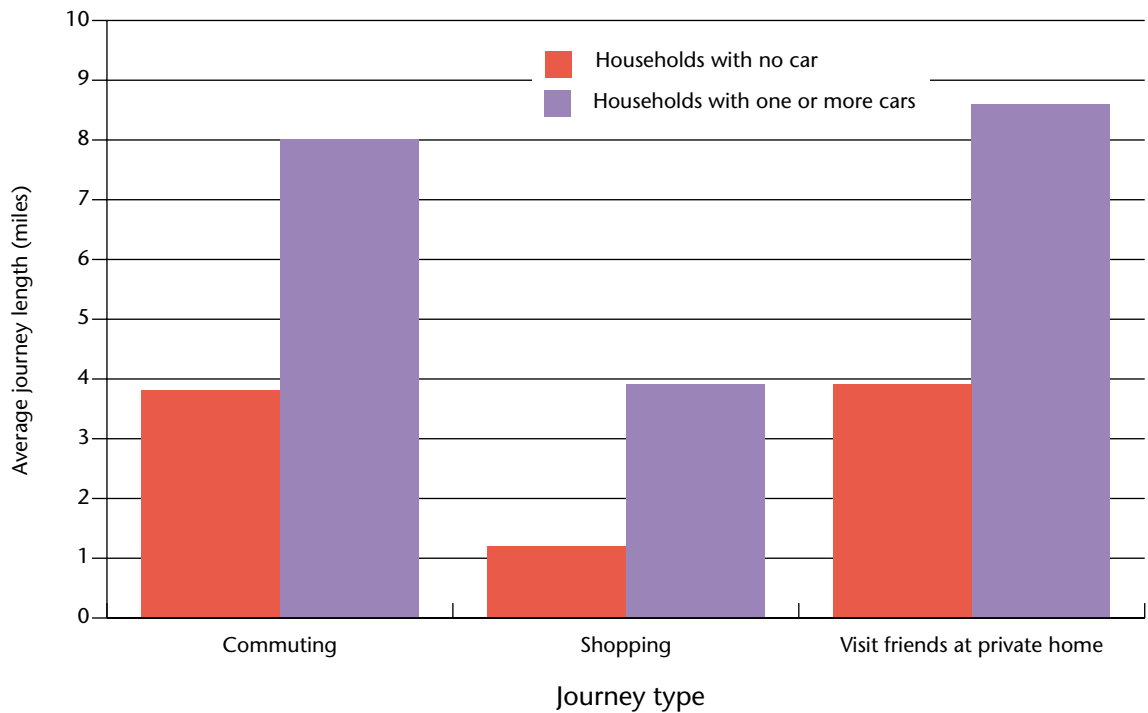
**2.10** An important further means of transport for people from low-income households is lifts from friends or relatives, which account for 13 per cent of trips by people without a car in the lowest income quintile.<sup>68</sup> This is also the most common means of transport for disabled people.<sup>69</sup>

## They make fewer and shorter trips

**2.11** People on low incomes travel less than better-off households. Low-income people without cars make, on average, only 706 trips per year, compared to 948 by low-income car owners and 1,618 by high-income car owners.<sup>70</sup> Research estimates that disabled people travel a third less than the general population.<sup>71</sup>

**2.12** The following graph (Figure 2.3) shows that people with cars travel further for commuting, shopping and visiting friends.

**Figure 2.3: Average journey length by purpose and car ownership (all income groups)**



Source: *Transport Statistics Great Britain: 2001 Edition*

## What stops people accessing key activities?

**2.13** People on low incomes face five types of barrier to travel. These relate to:

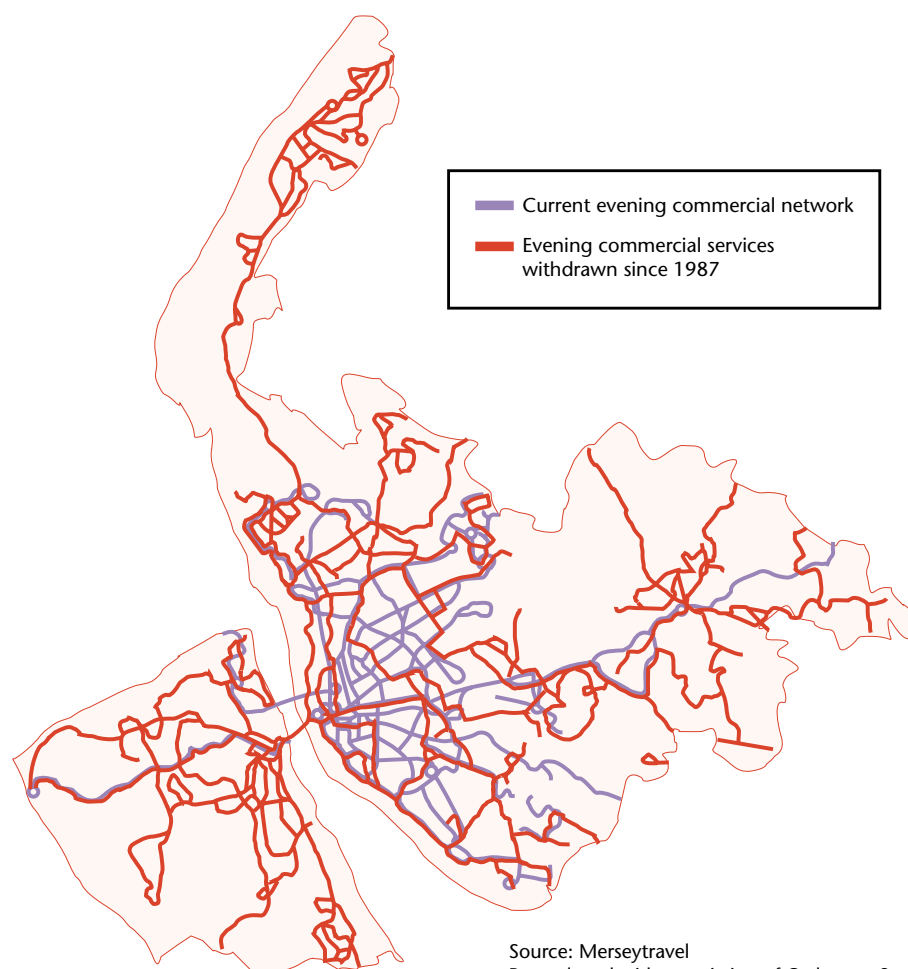
- The **availability of transport and its physical accessibility**: transport may not go where people want it to, or when, or it may be physically difficult to use.
- The **safety or security of transport**: crime and the fear of crime can deter walking, cycling and the use of public transport.
- **Cost**: people cannot afford the cost of motoring, buses, rail or taxis.
- **Limited travel horizons**: people may be reluctant to make journeys that require longer distances, journey times, or interchange.
- The **location of services**: some facilities are located in inaccessible places or are open at inconvenient hours.

## Availability and physical accessibility of transport

### Public transport frequency, reliability, and network coverage

- 2.14** Some rural areas have very limited access to bus services. Over half of the people in rural areas live more than 13 minutes' walk away from an hourly daytime bus service.<sup>72</sup> 29 per cent of rural settlements have no bus service at all.
- 2.15** Although many people may be able to walk to a bus stop, bus routes do not always go where people need them to. Bus networks are dominated by radial routes, entering city centres often during peak hours, whereas new sites of employment, such as call centres or supermarkets, and key public services such as further education colleges, are often located on the edge of towns. Accessing these places can mean a long circuitous journey involving two or more changes.
- 2.16** Bus services can often be few and far between in some urban areas, for example peripheral estates, particularly during the evenings or early mornings. This problem has been exacerbated by significant contraction in network coverage in some areas. For example, the following map shows network contraction since 1987 in late evening bus services on Merseyside – the red lines indicate the services that have been withdrawn during this period.

**Figure 2.4: Current late evening commercial bus services network in Merseyside, compared to 1987 network**

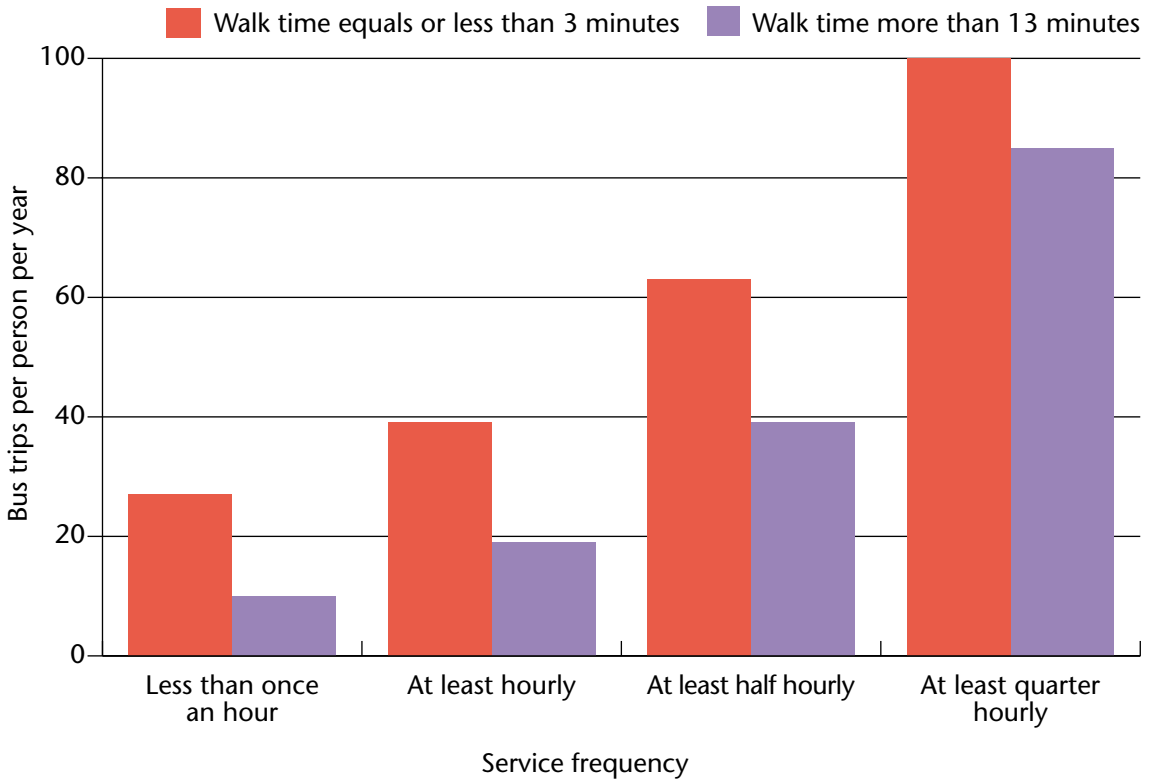


- 2.17** Bus routes have not always kept pace with the location of new developments. In addition, access to venues for informal learning, such as libraries and museums, can be reduced by timetables which are structured around office hours.

**2.18** The frequency and reliability of public transport is particularly important for women, who are more likely to combine journeys to work, school, childcare and shopping.

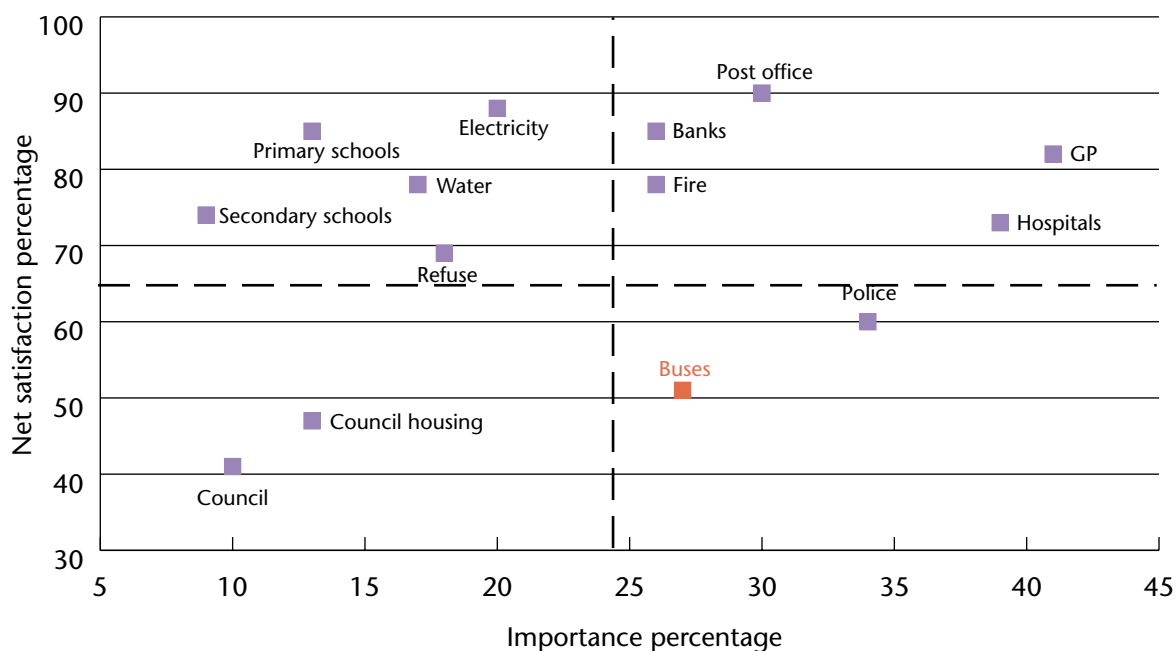
**2.19** More trips are made by bus when services are more frequent, suggesting that increasing the supply of services could result in greater demand. Figure 2.5 shows that this is true even after taking into account the distance people have to walk to the bus stop.

**Figure 2.5: Bus use by availability of bus services, 1998–2000**



Source: *Focus on Personal Travel* (DTLR 2001)

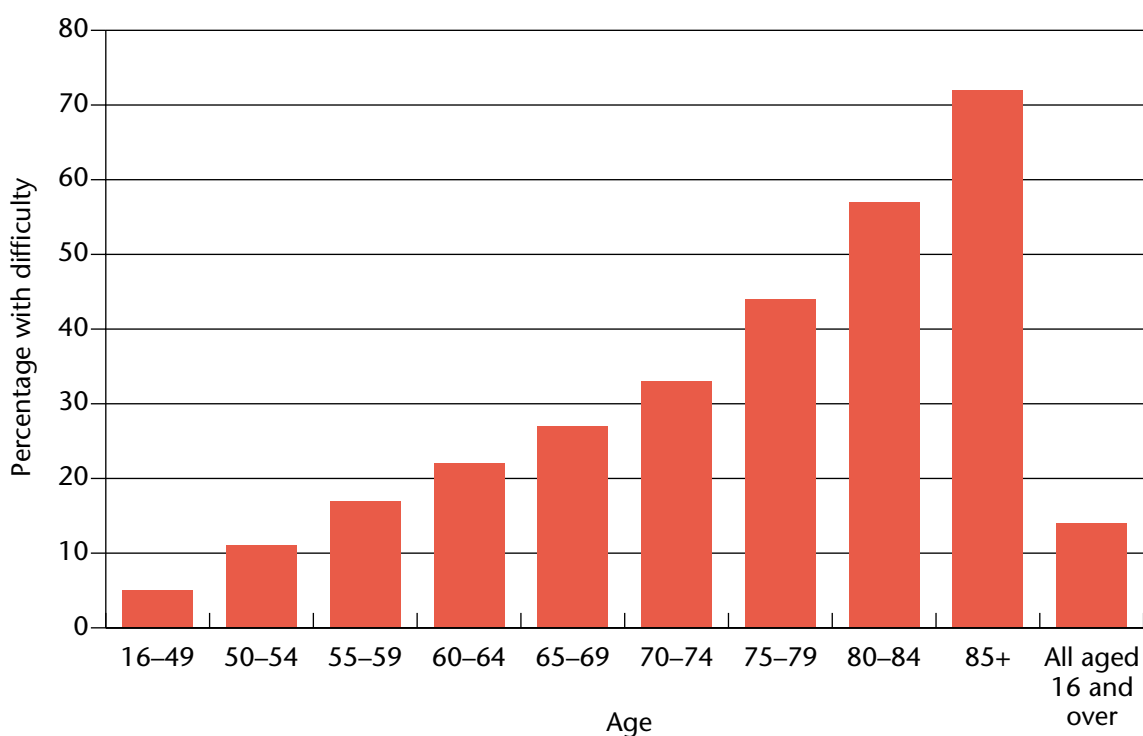
**2.20** Despite the importance of the bus as a mode of transport for those on low incomes, people are less satisfied with buses than with most other services – as Figure 2.6 shows. Responses to the Social Exclusion Unit (SEU) consultation exercise suggest that the attitude of some bus drivers towards customers is likely to be one reason for this lack of satisfaction.

**Figure 2.6: Deprived areas: satisfaction and importance of services**

Source: Duffy B, *Satisfaction and expectations: attitudes to public services in deprived areas* (CASE paper 45, 2000). Data from MORI/People's panel

### Physical access

**2.21** 14 per cent of adults have a physical disability or long-standing health problem that makes it difficult for them to go out on foot or use public transport.<sup>73</sup> This is more prevalent with age, see Figure 2.7.

**Figure 2.7: People with mobility difficulties by age, 1998–2000**

Source: *Focus on Personal Travel* (DTLR 2001)

- 2.22** Regulations introduced under the Disability Discrimination Act 1995 mean that new buses and trains have to meet accessibility requirements. Only around 10 per cent of trains and 29 per cent of buses currently meet the standards.<sup>74</sup> A further problem is a lack of controlled crossing points close to many bus stops, plus poor quality of pedestrian environment around many bus stops.<sup>75</sup>
- 2.23** Of the 275 London Underground stations, only 40 do not require the use of steps or escalators. No rail stations currently meet the design standards issued by the Strategic Rail Authority in 2002.<sup>76</sup>
- 2.24** Physical accessibility can also be problematic for parents who travel with children's buggies and who often cannot rely on low-floor buses being available.

"Disabled people cannot catch buses regardless of the accessibility of the bus itself unless they can be confident that they can make both the outward and return journey. The successful journey will rely as much as on the accessibility of the street and bus stop infrastructure as on the accessibility of the bus. In many cases, the absence of a safe road crossing to allow people to access the bus stops will provide a sufficient deterrent."

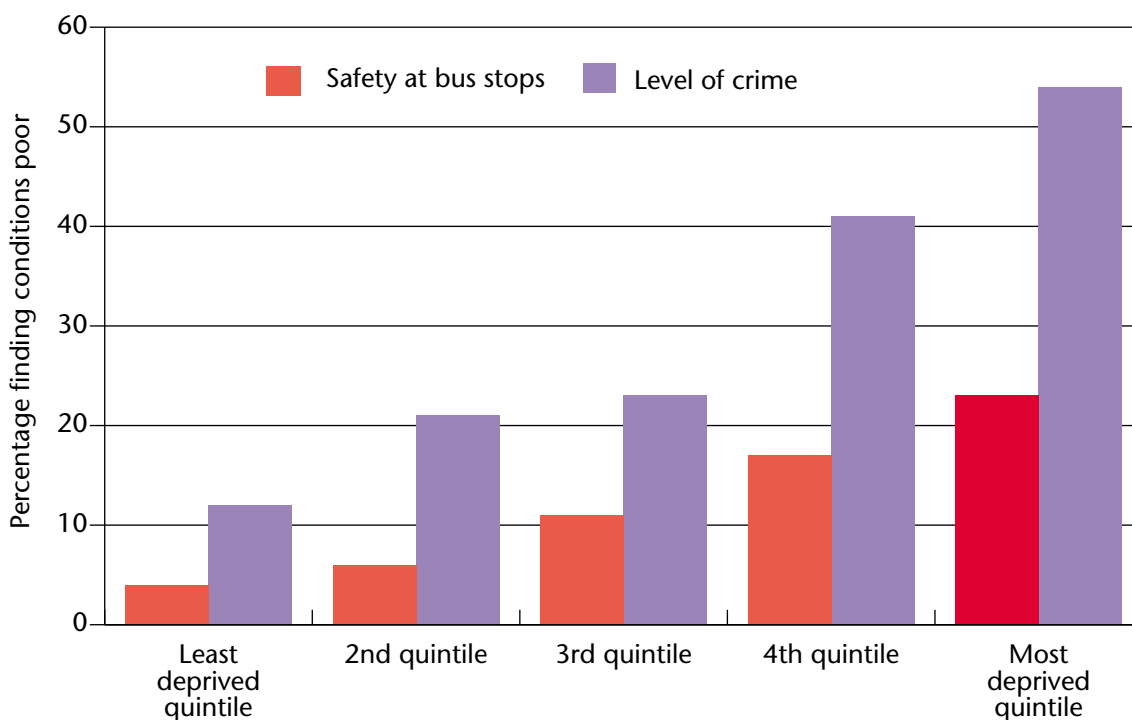
*Disability Rights Commission – consultation response*

- 2.25** The accessibility of public transport can also be problematic for people with sensory impairment or learning disabilities. Timetable information is often in very small print, for example, and can be complicated and difficult to understand. Furthermore, transport staff are sometimes unaware of the needs of disabled people and may not always be available or willing to provide the required support.

### **Safety or security of travel – crime and the fear of crime**

- 2.26** Fear of crime while travelling is important because it can deter people from walking or using public transport services. The environment in which people walk to, or wait for, public transport affects their decisions about travel more than the environment on the vehicle. People in the most deprived areas are around five times more likely than those in the least deprived areas to say that they are concerned about levels of crime in their area and safety at bus stops, as Figure 2.8 demonstrates.



**Figure 2.8: Proportion finding conditions poor, by income**

Source: Department for Transport *Accessibility of local services and facilities* (2002)

**2.27** Security fears are particularly acute for women and older people, and for people travelling during the evening or early morning.

- 53 per cent of women and 23 per cent of men feel unsafe waiting on a train platform after dark.
- 44 per cent of women and 19 per cent of men feel unsafe waiting at the bus stop after dark.<sup>77</sup>

**2.28** Over a 12-month period, 5 per cent of passengers report being threatened with violence and 4 per cent being the victim of theft.<sup>78</sup>

**2.29** Crime and antisocial behaviour can also lead to bus operators removing or re-routing services. For example, persistent stoning of buses by children on one estate led an operator to re-route the service round the edge of the estate. The end result was that there is no longer a bus service from the centre of the estate into the local town or to the nearest hospital.<sup>79</sup>

**2.30** 18 per cent of people say that personal security would have to improve for them to use buses more.<sup>80</sup>

### The cost of transport

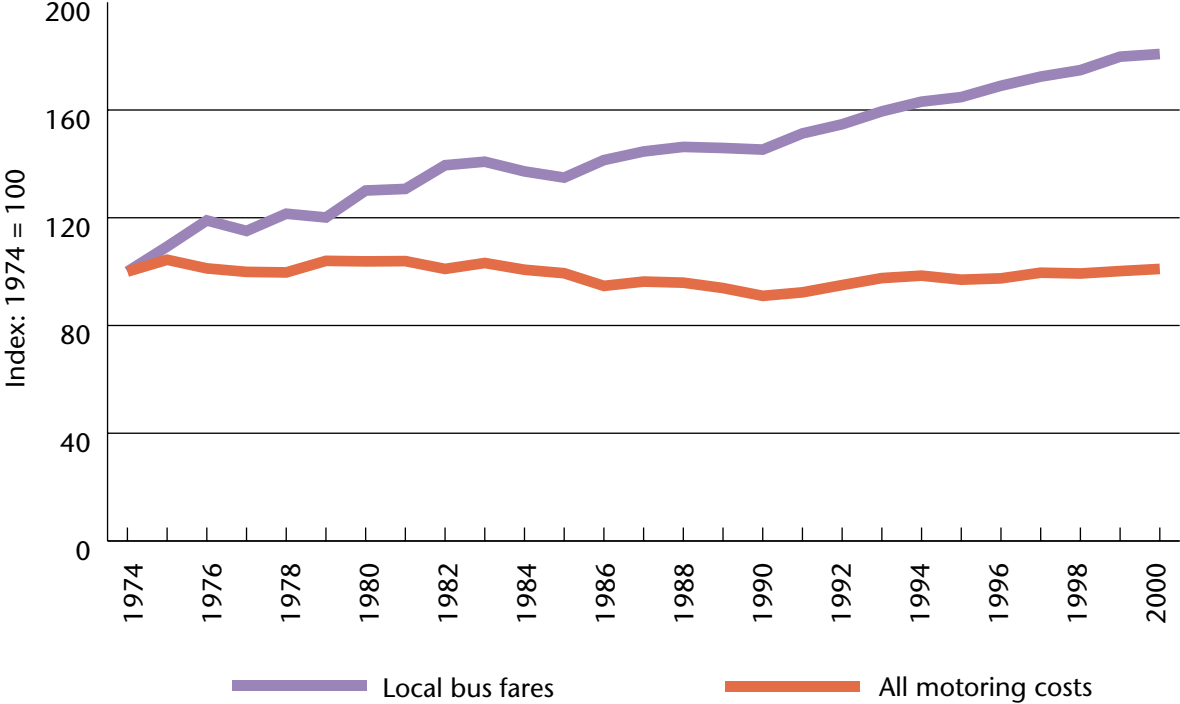
**2.31** Motoring costs account for 24 per cent of the weekly expenditure of households in the lowest income quintile who have cars, compared with 15 per cent for all households in the UK.<sup>81</sup> So, although poorer people spend less money on travel than the rest of the population, this often accounts for a far greater proportion of their income.

**2.32** The cost of motoring can be particularly prohibitive for older people who are more likely to live on low incomes. For disabled people, the cost of adapting a car is very significant. Adding a wheelchair lift to a car, for example, costs about £6,000.<sup>82</sup>

“We cannot afford it really [a car] but we have to have it, especially for taking the kids to hospital. We have to do without certain things to pay for it. The car has become a necessity for us now.”  
*Forum for Rural Children and Young People – consultation response*

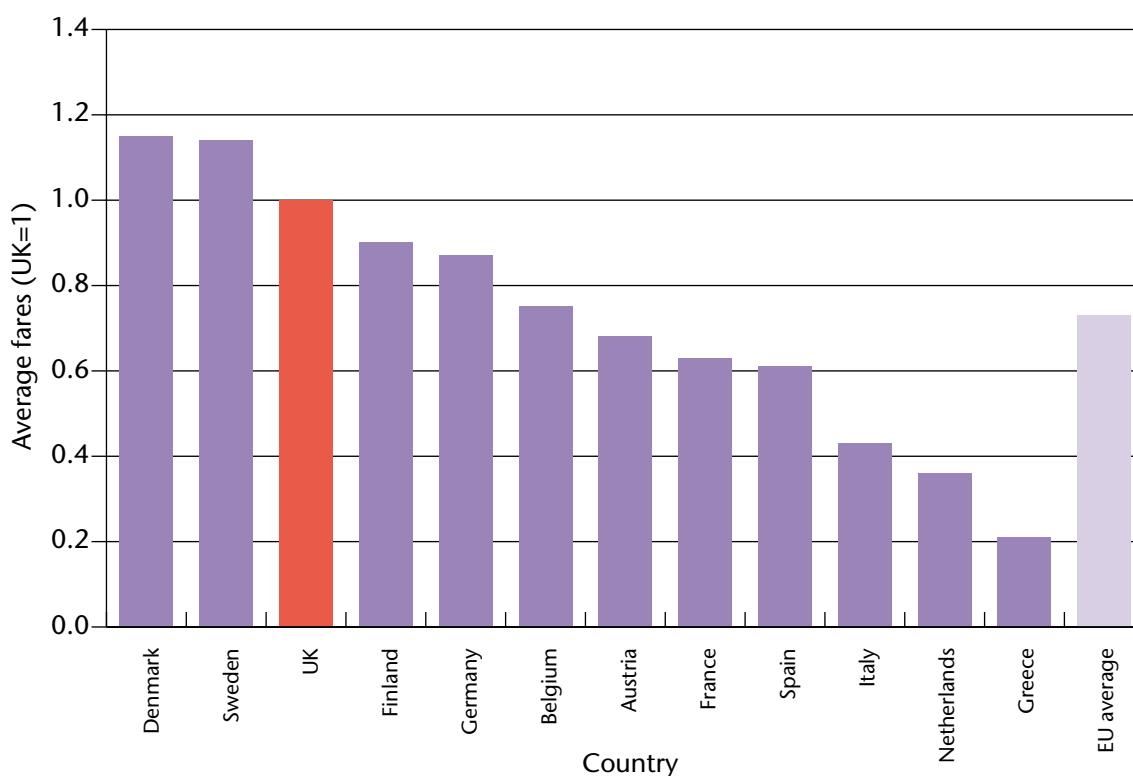
**2.33** While the cost of motoring has remained relatively steady in real terms over the last 15–20 years, the cost of bus fares has risen by over 30 per cent since 1985, as Figure 2.9 shows.

**Figure 2.9: A comparison of local bus fares and motoring costs**



Source: Grayling, T (ed) *Any More Fares? Delivering better bus services* (IPPR, 2001)

**2.34** Overall, the average public transport fare in the UK is high in comparison with other European countries, see Figure 2.10.

**Figure 2.10: Comparative public transport fares in selected European countries**

Source: *European Best Practice in Delivering Integrated Transport* (Commission for Integrated Transport, 2001)

## Limited travel horizons

**2.35** People on low incomes can be reluctant to travel long distances or for a long time. This is a particular problem for jobseekers, who may be unwilling to look for or consider job vacancies outside a narrow geographic area, even where the opportunities appear to be accessible (jobseekers typically say they are prepared to travel for between 30 and 45 minutes to work<sup>83</sup>). Individuals' travel horizons can be limited because of:

- Trust – they lack confidence that the bus will get them to places on time.
- Knowledge – poor knowledge of how to get to places using the transport network. Findings of the SEU-commissioned research study in North Huyton in Knowsley, suggest that, in addition to a lack of services to some destinations and at certain times of the day, there is also poor awareness of the transport services on offer.<sup>84</sup> This problem can be exacerbated by low levels of English language and literacy skills and lack of audio-visual information or other design features which could help people with physical and learning disabilities.
- Familiarity – a tendency to look for work in, or travel to, places that are familiar. People's 'mental geographies' vary significantly and are influenced in part by traditional patterns of employment in their communities.
- Frequent changes to bus routes and timetables, and out-of-date information, can exacerbate all of the above.

## The location of services

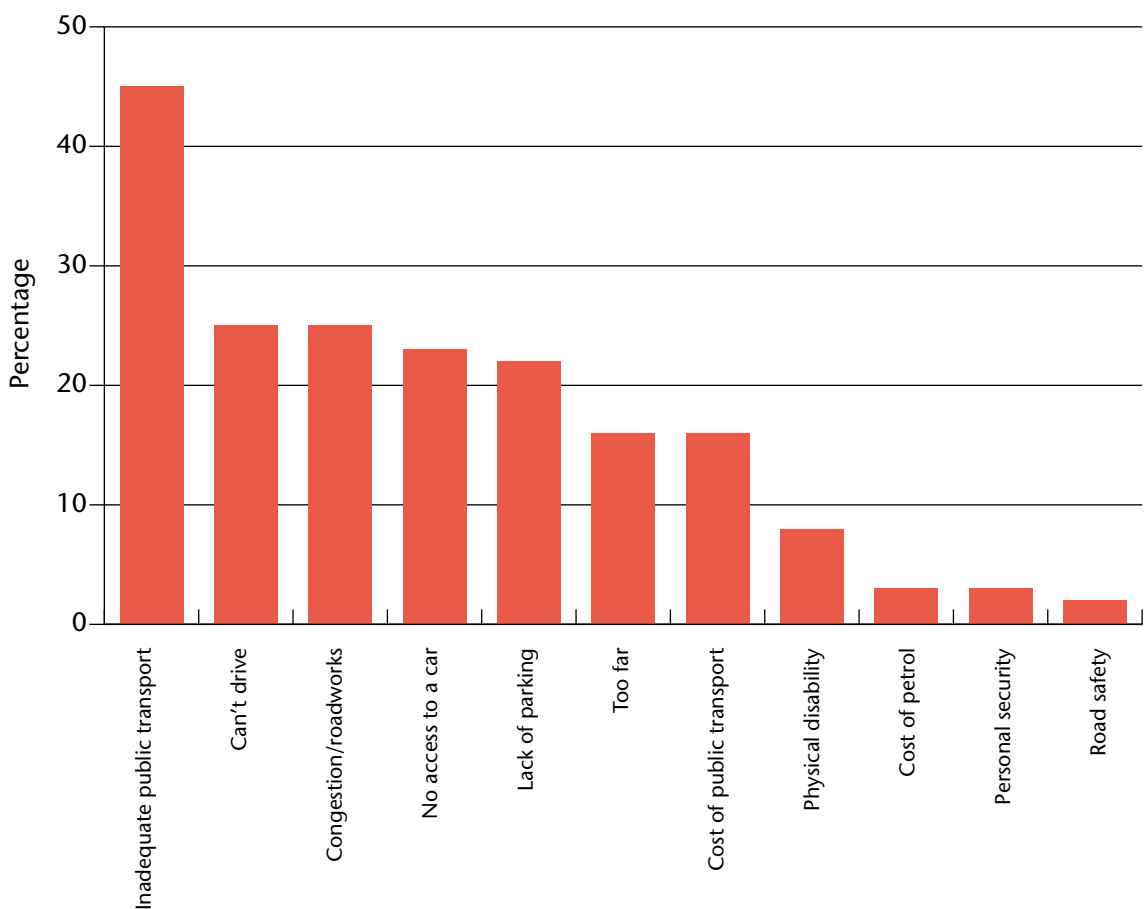
**2.36** The problems of poor or unaffordable transport have been compounded by increasingly dispersed patterns of development for key services and job opportunities.

- The decline of traditional labour markets such as manufacturing, mining and farming in many deprived areas and rural communities has resulted in fewer employment opportunities; technological and other developments have also served to change long-established ‘working geographies’, with employment opportunities springing up in new and frequently dispersed locations.
- Many social and low-cost housing estates are located on the edge of towns, in areas that are remote from town-centre services and badly served by public transport.
- There can be a lack of, or inadequate, local facilities such as shops, healthcare centres, and nurseries in deprived neighbourhoods and rural areas.
- Other developments are located in places that are not easy to get to by walking, cycling or public transport. For example, out-of-town hospitals, colleges, shopping centres and sports centres.

## Which transport problems are most important?

**2.37** Of people who say they experience difficulties in getting to places, “inadequate public transport” is by far the most frequently mentioned transport problem they mention, as Figure 2.11 demonstrates. 45 per cent of them mention inadequate public transport, which rises to 50 per cent of women.

**Figure 2.11: Which transport problems are most important?**



Source: Department for Transport, *Accessibility of local services and facilities* (2002)

## Which people and places are worst affected?

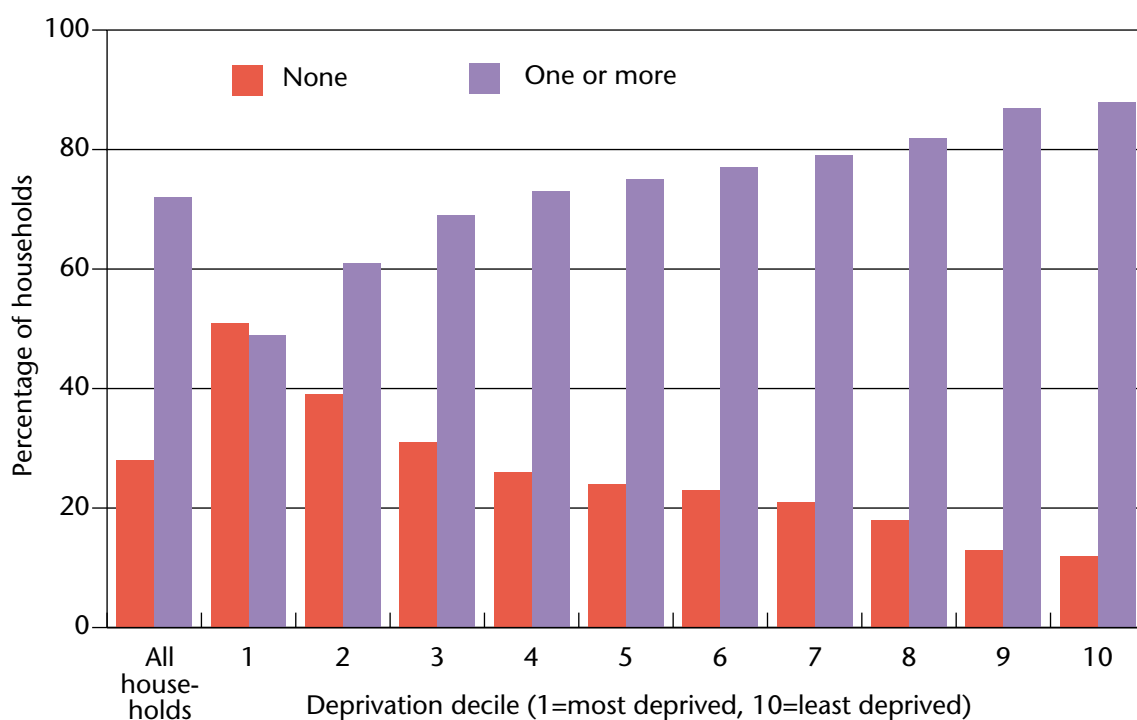
**2.38** Transport and accessibility problems are likely to have more relevance for some people and places than for others.

### Geographic variation

#### The 10 per cent most deprived wards

**2.39** In the poorest 10 per cent of wards, 50 per cent of households do not have a car. In the 10 per cent least deprived wards this is true of only 11 per cent of households. In the most deprived ward in the country, about 75 per cent of the adult population have no car – see Figure 2.12.

**Figure 2.12: Car ownership by deprivation decile**

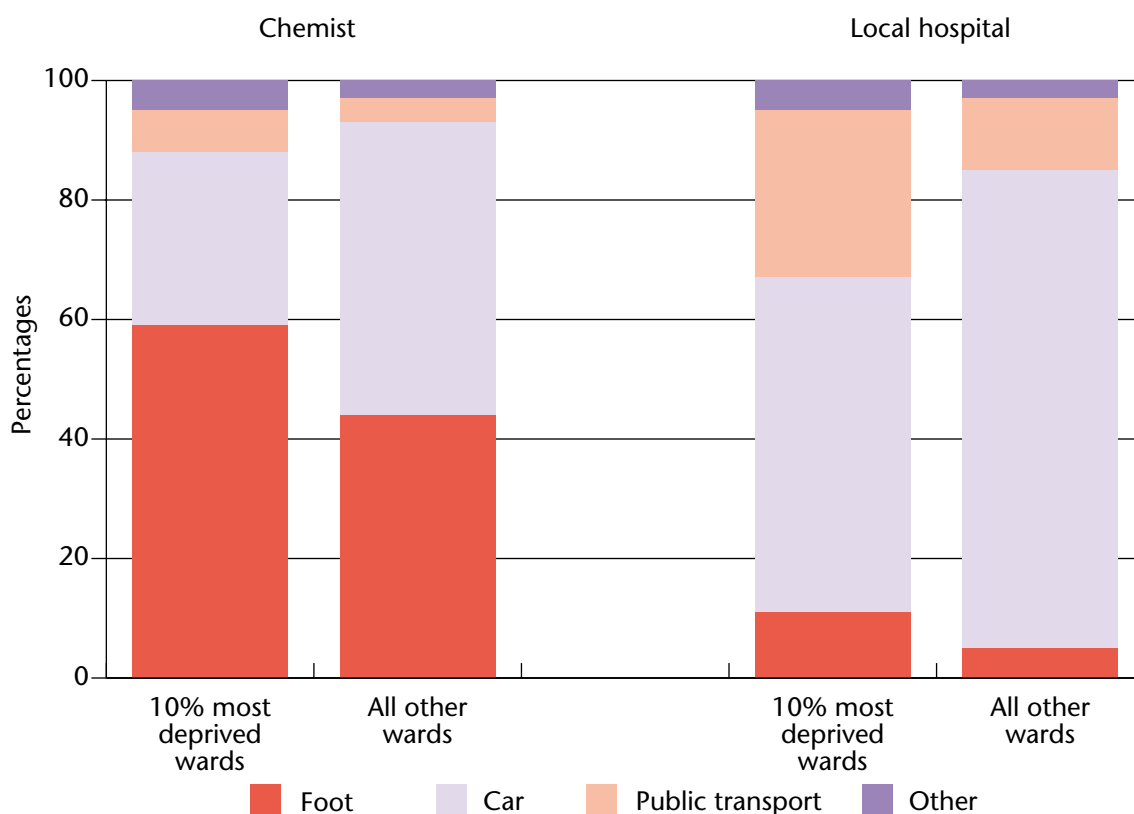


Source: NTS 1998–2000

**2.40** People in deprived areas are, consequently, much less likely to use cars to get to key services. The differences are particularly marked for visits to local hospitals, 89 per cent of which are made by car in the least deprived areas, compared with just 56 per cent in the most deprived areas.<sup>85</sup>

**2.41** Figure 2.13 illustrates the greater reliance on walking and public transport in the 10 per cent most deprived wards (compared with all other wards) for trips to the chemist and local hospital.

**Figure 2.13: Usual mode of transport to services, by level of deprivation\***



\*Deprivation is measured by the Index of Multiple Deprivation

Source: Ruston, D *Difficulty in accessing key services* (ONS, 2002)

### Urban/rural issues

**2.42** Densely populated urban areas will tend to have a denser public transport network. However, urban areas may experience more problems in terms of crime and fear of crime; services may focus on radial journeys going into rather than across town centres; and cost may be a problem because users may have to pay twice when journeys require an interchange.

**2.43** People experiencing social exclusion but living in relatively affluent areas, particularly in rural locations, can also suffer acutely from the effects of poor transport provision. This is because demand for public transport services has often declined in these areas as a direct result of high car use.

**2.44** Households in rural areas are more likely to need and therefore own a car than in urban areas. Table 2.1 illustrates the greater reliance on cars in rural areas.

**Table 2.1: Usual mode of transport to services, comparing rural and urban areas (per cent)**

		Foot	Car	Public transport
Rural	GP	17	77	4
	Post office	43	53	1
	Food shop	4	91	4
	Hospital	1	91	6
	Chemist	21	72	4
Urban	GP	38	51	9
	Post office	62	33	3
	Food shop	15	74	9
	Hospital	7	72	17
	Chemist	52	40	4

Source: Ruston, D *Difficulty in accessing key services* (ONS, 2002)

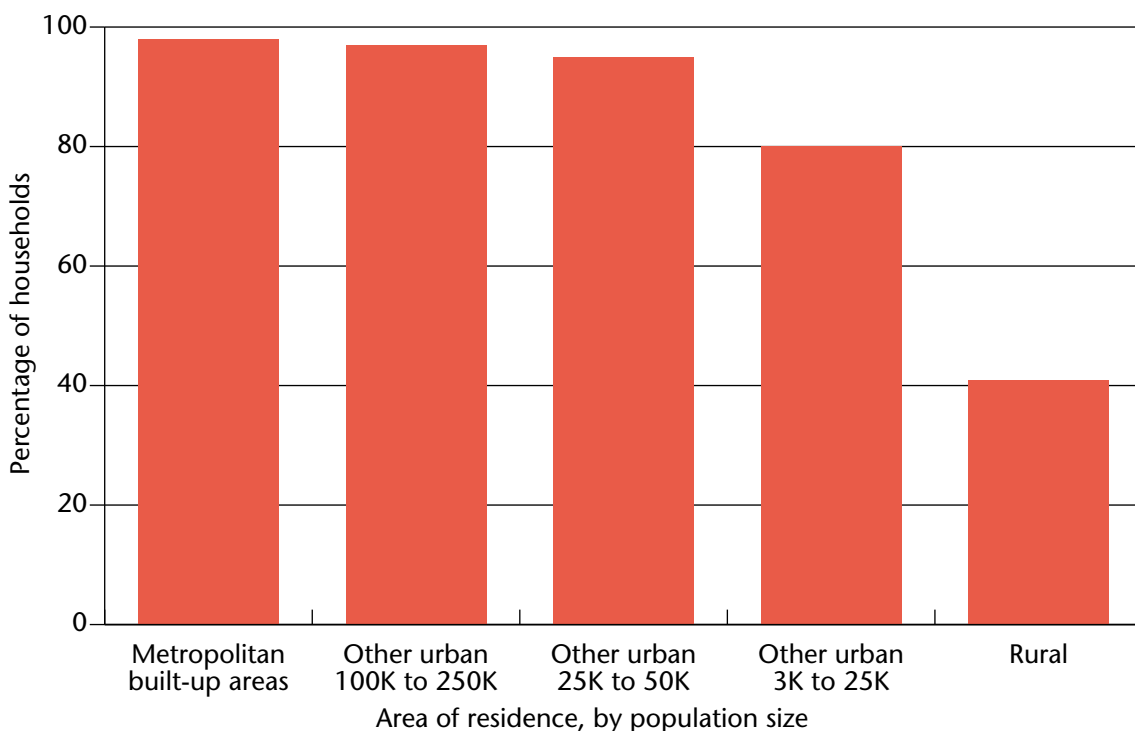
- 2.45** The cost of running a car is usually higher in rural than in urban areas because of the distances people have to travel to access services and the higher cost of many non-urban petrol stations.<sup>86</sup> Low-income households in the least densely populated non-metropolitan areas spend, on average, over 30 per cent more on motoring per week than those in more densely populated areas.<sup>87</sup>
- 2.46** A substantial proportion of rural settlements do not have either a general food store (78 per cent) or a small village shop (72 per cent). 21 per cent of rural households live more than 2.5 miles from a supermarket; a distance which would pose particular problems for people without access to a car.<sup>88</sup>

“I don’t go out any more, even if I’m ill I won’t bother to see the doctor as there is no transport available out there.”

*Cornwall Health Action Zone – consultation response*

**2.47** As highlighted earlier, many rural areas do not have an hourly daytime bus service within 13 minutes’ walk – see Figure 2.14. For the 16 per cent of households in rural areas without access to a car, this absence of buses, combined with the cost and limited availability of taxis, can leave people unable to get to key places. Even if the household does have access to a car, if one person uses it for a large proportion of the time (for example to get to work), other members of the household may be unable to travel.

**Figure 2.14: Percentage of households within 13 minutes’ walk of a bus stop with a service of at least once an hour**



Source: National Travel Survey (1998–2000), as revised December 2002

**Case study 7: Alison, single parent aged about 35, who lives with her daughter aged 4 and elderly parents in a rural village (Devon)**

Being unable to drive, she feels very isolated and worries about future prospects of getting around especially since she has to rely on her elderly father for a lift.

“I worry that without my dad’s help to give me a lift in his car I couldn’t get to a doctor or hospital if my daughter had an accident. Also my mum can’t drive and if anything happened to dad, who is elderly, we just couldn’t get out.”

Her little girl attends a pre-school group in the village of Stockland, but again she is totally reliant on other people for a lift.

“My dad has to open his garage business first thing in the morning so sometimes he is back late to take me and Stella to pre-school. That means she misses an hour at the pre-school group. Otherwise a friend normally takes us to the pre-school group.”

Eventually, she would like to get back into work. She has the offer of a job in Chard, where she used to work, but she would not be able to get there – or if she did, it would take a lot of her salary.



## Barriers to travel – how does it feel?

**2.48** Previous sections have discussed a number of specific problems with accessing services and activities. The following quotes from the SEU’s consultation responses and project visits show how people feel who experience such barriers.

### Older people

“We’re alright while we’ve got the car and my husband can still drive, otherwise I think we would have to move because we live over a mile from the nearest village and we would be absolutely stuck.”

“If there was a Dial-a-Ride service I could get myself to the bus station and get on one of those double-decker buses and go anywhere. I could be independent again, rather than having to ask my husband to take me everywhere.”

### Young people

“Most bus drivers have an attitude towards young people ... I know that some kids really push their luck when they get on the bus but that doesn’t excuse those drivers who always have a poor view of young people.”

“Taxis charge you more if you’re a young person, just because they can get away with it.”

“I feel unsafe when I’m in a taxi and the driver goes down little alleyways.”

### Black and minority ethnic people

“There is something that happens a lot. The bus driver sees me at the stop and drives past, I can see there’s room on the bus.”

“This driver took the bus ticket off my son, he’s 10 years old and the driver said it was fraudulent. It wasn’t, I’d only just bought it for him. He was the only black child on the bus.”

### Lone mother living on Income Support

“We’ve got no shopping facilities, so you’ve either got to have your own transport or use public transport. It’s easy going with empty bags – it’s coming back that’s the problem never mind if you’ve got kids with you.”

### People with disabilities

“I can’t tell you the number of times I’ve been left stranded at the bus stop because the ‘accessible bus’ doesn’t have a ramp or it’s broken. You’re just stuck there for half an hour waiting for the next one and you are so vulnerable sitting at a bus stop in a wheelchair.”

“I use my mobility allowance to pay for taxis ... two taxis per week usually costs me about £50, just to go shopping or to the cinema. Recently, my taxi-man could not fulfil my Tuesday outing to a therapy group.”

**2.49** This chapter has shown that the majority of people on low incomes do not have access to cars and rely in particular on walking and buses. They face a number of barriers in accessing work, learning, healthcare and other activities that relate both to problems with travel and the location of services. The following chapter sets out some of the underlying causes of these problems.

# CHAPTER 3

## CAUSES

### Summary

Rising car use has benefited most people. However, services have increasingly been located in out-of-town developments and, for the significant minority who rely on buses, fares have risen steeply in comparison with motoring costs.

The problem of inaccessible services and activities has arisen in part because **no single public body has had overall responsibility for accessibility**. In addition, public transport has not developed as effectively as it could to address accessibility problems for those facing social exclusion. This is for a number of reasons:

- the distribution of public transport expenditure has favoured rail rather than buses;
- regulatory barriers have sometimes prevented bus services from more effectively responding to local needs; and
- partnership working between local authorities and bus operators has not always been effective.

A range of barriers also exists to more effective specialist transport services, particularly those aimed at jobseekers, school pupils, and hospital patients and visitors.

This chapter looks at some of the reasons why the problems identified in earlier chapters have arisen. Subsequent chapters will discuss how many of these are to be tackled.

## The historical context

### How did it happen?

#### Rising prosperity led to rising car ownership

- 3.1** Over the past 50 years, rising prosperity has caused a sharp rise in the car. Since 1970, the proportion of households with cars has risen from 52 per cent to 74 per cent in 2001.<sup>89</sup>

#### Policies exacerbated the trend towards a car-centred society

- 3.2** This led society to become increasingly organised around the car. Planning policies enabled out-of-town shopping and housing developments which were less suited to public transport. Also, policies allowed bus fares to rise faster than motoring costs, which ensured that public transport became less competitive. This was exacerbated by a reduction in the costs of owning, insuring and maintaining cars.

#### Car ownership led to a huge rise in mobility

- 3.3** These changes increased the mobility and inclusion of large numbers of people, including car owners on low incomes.

#### But for those without a car, getting around became harder

- 3.4** While the need to travel became greater and more complex, the ability to travel did not keep pace especially for people on low incomes who rely particularly on walking and buses.

- 3.5** Walking became a less suitable mode as average distances to work and key services increased, crime and fear of crime rose and, in places, busy roads cut through communities.
- 3.6** At the same time, bus use became less attractive. Bus fares rose 30 per cent in real terms between 1985 and 2000 while many benefits, such as pensions, were pegged to inflation.
- 3.7** In 1985, bus services were deregulated (see Glossary for further details). In a deregulated environment operators have been free to develop services to adapt to new land-use and working patterns, but they have often failed to take these opportunities. Instead they have withdrawn some services where patronage has fallen. Recent trends have been for larger operators to revise networks around clearly publicised core routes, but even these changes have often led to other services being withdrawn or re-routed.
- 3.8** Network changes have made it difficult to keep timetable information up to date. Where changes to the network have occurred in an unco-ordinated or apparently random fashion, public confidence in the reliability of buses has been undermined.
- 3.9** Growing congestion led to problems for bus services of poor predictability, punctuality and reliability, although in recent years some local authorities have invested heavily in bus lanes and priority measures. Bus privatisation and deregulation did lead to some improvements, notably through sharply falling operating costs. At the same time, local authority spending on buses fell by a third between 1985 and 2000.
- 3.10** However, in a climate of under-investment in public services and restrictions on local authority spending, local authorities did not reinvest these savings in public transport. Deregulation meant that local authorities could only subsidise new routes to fill gaps in the network, or additional journeys on existing routes, rather than subsidise operators to prevent fare increases.
- 3.11** Deregulation also led to different fares and ticketing arrangements being offered along the same route. Subsequent attempts to integrate ticketing (that is, to allow passengers to use the same ticket on services operated by different bus companies on competing services) have been impeded by competition laws.

### **No clear responsibility for accessibility**

- 3.12** Historically, nobody has been responsible for ensuring that people can get to key services and employment sites. As a result, services have developed with insufficient attention to accessibility. In addition, too often access to services has been seen as merely a transport issue rather than one that can be solved by, for example, better land-use planning, or through policies to enable safer streets and stations.

#### **At the national level**

- 3.13** At present a number of government departments are responsible for transport services and decisions about the location of other services. For example:
- The Department for Transport is responsible for policies relating to the delivery of mainstream public transport.
  - The Department of Health is responsible for policy on the location of healthcare and funding Primary Care Trusts to provide transport to hospital where this has been deemed necessary by a healthcare professional, such as a doctor or midwife.
  - Local authorities fund social services transport, with the Department of Health making additional funds available.

- The Office of the Deputy Prime Minister is responsible for land-use planning policy.
- The Department for Education and Skills is responsible for policy relating to the organisation of schools and statutory provision of home-to-school transport.
- The Department for Work and Pensions provides discretionary help for people seeking work and assistance with the cost of visiting someone in hospital.
- The Department for Environment Food and Rural Affairs is responsible for a number of schemes which provide funding for rural transport and support for other rural services.
- The Department of Trade and Industry provides support for small- and medium-sized shops and encourages entrepreneurship in deprived areas.

**3.14** This fragmentation means that no single department is in charge of improving access to work, learning, healthcare and the other activities covered in this report.

#### At the local level

**3.15** Lack of accountability and fragmentation at the national level is mirrored locally. Although local transport authorities have to produce Local Transport Plans (LTPs) and Bus Strategies, they do not have to undertake a systematic needs analysis to assess whether people can reach key local services and activities in a reasonable time and at reasonable cost. LTPs also do not set out sufficiently how increased funding will improve outcomes such as reduced journey times by public transport, increased service frequency, and affordability.

### What is a Local Transport Plan?

The Transport Act 2000 requires local transport authorities to prepare and publish an LTP setting out their policies for the promotion of safe, integrated, efficient and economic transport in their area, and to develop a bus strategy for carrying out their bus functions. Plans must be kept under review, altered if necessary and last no longer than five years. LTPs provide the basis for allocating to local authorities the capital resources they need to deliver their plans. Allocations are made on the basis of Government's assessment of the individual LTPs and a consideration of local need. Within London, boroughs submit plans similar to LTPs, but which reflect the Mayor's Transport Strategy for London. The first full LTPs, covering the period 2001/2 to 2005/6 were submitted in July 2000.

- 3.16** The lack of accountability for accessibility and fragmentation means that local agencies such as Jobcentre Plus, the Learning and Skills Councils and NHS Trusts, as well as voluntary and community transport organisations, often have little input into local transport planning. Equally, transport considerations can often be given low priority when decisions are made to open or close colleges, hospitals, or sports and arts centres.
- 3.17** Co-ordination problems can be a particular issue in two-tier local authorities, where responsibilities are divided between district and county councils. For example, planning permission decisions relating to the siting of services and housing are made by district councils whereas the county authority is in charge of transport strategy. This can mean that transport is sometimes slow to respond to new land uses, while some planning decisions are not in the best interests of wider transport policy.

### **Institutional capacity**

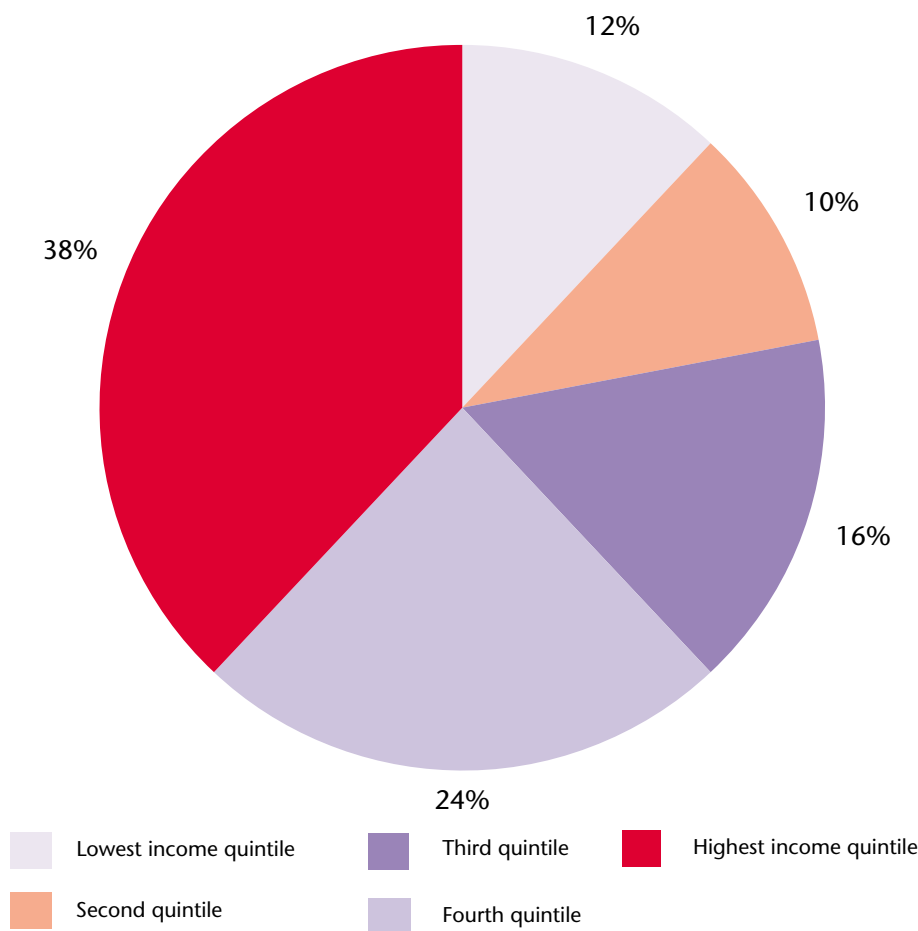
- 3.18** One reason why mainstream public transport has not taken sufficient account of social exclusion and accessibility issues has been insufficient technical capacity and staffing resources locally. Some local authorities do not have the time or expertise to map where people live, where services are and whether transport routes connect people to places. Instead, their expertise lies in addressing engineering problems such as understanding traffic flows on roads.
- 3.19** Local authorities could also do more to consult deprived communities and assess their needs. Although the LTP system now places much greater emphasis on local consultation, the views of people living in deprived areas are not always heard. Community transport organisations often have expertise in community consultation, but their skills can be overlooked by local authorities.

## **Barriers to more effective public transport**

- 3.20** There are a number of underlying factors which have made it difficult for public transport to respond to problems of poor accessibility.

### **Funding fragmentation and distribution**

- 3.21** Each year, £1 billion is spent by the public sector on revenue support for buses; a further £900 million is spent on school, patient and social services transport. The potential for savings through better co-ordination of these funding streams has not been fully exploited.
- 3.22** Furthermore, although the 10 Year Plan for Transport heralded a large increase in the transport budget, it is strongly distributed in favour of modes used by higher earners. Of the Plan's £120 billion allocation, 11 per cent relates directly to buses, compared with 40 per cent for passenger rail. Based on assumptions about how much people on low incomes travel, and what modes they use, the Department for Transport calculates that the bottom income quintile will gain 12 per cent of the total spending while the highest quintile will gain 38 per cent – see Figure 3.1.<sup>90</sup>
- 3.23** The way transport expenditure is distributed is due in part to the fact that the social costs of poor transport have not historically been given sufficient weight in transport project appraisal.

**Figure 3.1: Spending gain from 10 Year Plan for Transport by income group**

Source: DTLR estimate based on analysis of 10 Year Plan for Transport

### Regulatory barriers to buses responding to local needs

**3.24** The possibility of reforming bus services to meet the needs of local communities more effectively, and to improve the accessibility of key services and activities, has been impeded by specific regulations. For example:

- **Flexibly-routed bus services:** These are buses which can follow different routes according to demand. They are difficult to establish because, to register a bus service with the Traffic Commissioner, it is normally necessary to specify start and finish points and a core timetabled route. Deviations from a set route also do not qualify for Bus Services Operators' Grant, which means that flexibly-routed bus services have proved too expensive for bus or taxi companies to run.
- **Community transport:** Not-for-profit organisations operate many bus services of great benefit to groups such as the elderly or disabled, for whom public transport can be difficult to use. The Transport Act 1985 exempted them from the normal Public Service Vehicle operator licensing requirements and introduced Section 19 and 22 permits (see box overleaf).

### Section 19 permits

These allow services for particular social or community groups, such as older or disabled people, but not for the general public. Buses normally have 9 to 16 passenger seats, but can be larger in certain circumstances. If they fulfil certain criteria, drivers are exempted from the normal requirement of driver licensing. Dial-a-Ride services, and much special educational needs and social services transport, are provided under this arrangement.

### Section 22 permits

These allow services to carry members of the general public. They use vehicles with between 9 and 16 passenger seats and must operate on a not-for-profit basis, using unpaid drivers – although reasonable expenses and loss of earnings may be paid. The service must be registered as a local bus service with the Traffic Commissioner.

Section 19 services – the great majority – may have been unnecessarily inhibited by a restrictive view of the people they can legally carry. For example, section 19 services must carry ‘particular groups of people’. In addition, vehicles operating under sections 19 and 22 cannot be run with a view to profit, even incidentally. This has inhibited sponsorship arrangements, in some cases unnecessarily so (see paragraph 6.10). On the small number of services operated under section 22 permits, drivers may not be paid. This can make it more difficult for organisations to recruit drivers and sustain services that are used by the general public.

- **Integrated ticketing and timetabling:** Travelcards, and through-tickets which can be used on more than one operator’s service, are cheaper and more convenient for the passenger. Similarly, buses which come at regular intervals, rather than within minutes of each other, provide a better service. However, operators have been unwilling to co-operate on integrated ticketing schemes or on agreeing timetables for fear of breaching the Competition Act and being fined large sums.
- **Concessionary fares:** Local authorities reimburse operators for offering discounted fares to particular groups. Local authorities must require operators to offer concessionary fares to pensioners and some groups of disabled people but they cannot make operators participate in concessionary schemes for other groups who could potentially benefit, such as jobseekers, lone parents or workers on low incomes.

## Insufficient partnership working

- 3.25** The improvement and expansion of the local bus network has also sometimes been hampered by poor relationships between bus operators and local authorities. Although a number of successful partnership arrangements exist (see Chapter 6), in many areas they do not and relationships can be tense. This is partly an issue of trust; for example an operator may not have confidence that the local authority will install and implement bus priority measures. The local authority may in turn suspect that the operator will pull out of routes once the authority has invested in the infrastructure.
- 3.26** Secondly, where projected revenue is not particularly high, or where an operator has a monopoly on the local market, it might not be worthwhile for them to invest in high quality vehicles on a particular route. In these circumstances local authorities have found it difficult to secure partnership agreements at all.

**3.27** Partnership working *within* local authorities could also help improve transport services. Different departments which provide transport, such as social services, education and mainstream public transport, could pool both their expertise and their resources, resulting in cost savings and improved quality of service. This has been successful in some areas but has not been explored by many local authorities.

## Barriers to effective specialist transport

**3.28** As noted above, in addition to mainstream transport expenditure over £900 million of public money is spent on specialist transport services for jobseekers, pupils, patients and social services clients. As well as the problems of fragmentation and efficiency already highlighted, the entitlement rules for some specialist transport also contribute to continuing accessibility difficulties. These are discussed in detail in Chapters 9 (work), 10 (learning) and 11 (healthcare). Some key problems however include:

### Work

- The *Travel to Interview Scheme* is now available to all benefit recipients for distant journeys and for some local trips costing over £4. However, help with longer-term travel problems, such as free fares in the early weeks of work or payment for driving lessons, are only available to some claimants and in some particular geographic areas.

### School

- Pupils under 16 years old are eligible for free transport to school if it is three miles or more from their home (two miles for those under 8 years old), but only if it is the nearest suitable school. This can cause low-income families to send their children to their nearest school even if they would prefer them to be educated elsewhere. School opening hours can also limit the most efficient use of transport – staggered opening times for example could allow the same number of buses to make more journeys.

### Health services

- Existing help for patients and hospital visitors is confusing and not sufficiently organised around the needs of patients. The current criteria for entitlement to free patient transport services are open to local interpretation and as a consequence have restricted access for some. They have also resulted in some people using the service who would otherwise be capable of using mainstream public transport. Insufficient publicity is given to the hospital travel costs scheme and the help available to visitors.

### Social services

- In some places, local authorities or day centres own their own minibuses which are used to transport clients to and from activities but have spare capacity between these times. Where external contractors are used, prices can be pushed up as social services departments compete with education departments for transport at peak times.

**3.29** This chapter has discussed some of the underlying causes of the accessibility problems identified in Chapters 1 and 2. The following chapter considers a range of possible responses to these problems.



# CHAPTER 4

## SOLUTIONS TO THE PROBLEM

### Summary

This chapter marks the beginning of the strategy section of the report. It considers the variety of practical measures that are available to tackle the barriers to accessibility. It highlights local examples, outlines some national initiatives and draws on experience from abroad.

Local and national progress is examined in relation to the five barriers identified in Chapter 2:

- the availability and physical accessibility of transport;
- safety and security while travelling;
- the cost of transport;
- poor information and 'travel horizons'; and
- location of non-transport services.

At present these solutions only exist in some parts of the country. The rest of the report sets out changes that will allow such solutions to be applied more widely and systematically across England.

## The availability and physical accessibility of transport services

### Improving the bus network

#### Network coverage

- 4.1** Buses are the main mode of public transport used by people on low incomes. But as Chapter 2 showed, bus services do not always reflect current patterns of need.
- 4.2** Since 1998, £123 million has been awarded under the Rural and Urban Bus Challenge schemes to over 300 projects targeted at improving transport links for rural areas and for deprived urban communities. These funds have supported a range of schemes including Dial-a-Ride and demand-responsive services. For rural England, the Government has also supported over 1,900 new and improved services through the Rural Bus Subsidy Grant.
- 4.3** The Challenge Fund services, together with many general services which local authorities subsidise, demonstrate that bus routes can successfully adapt. It is possible to keep pace with changing land-use patterns such as out-of-town shopping centres or employment sites. And by focusing on those areas with low car ownership many travel barriers can be overcome.

### **Trent and Barton buses**

Having built up a core urban base, the company has focused on developing a range of inter-urban and rural services – a frequently neglected part of the network.

The Spondon Flyer has reduced the journey time from Spondon to Derby (about four miles) from around 25 minutes to less than 10. People have commented that they can now get a job because their working day is not lengthened by the bus ride and there's even time to get home at lunchtime, for example to look after relatives. Because there is no need for parking, the service is now quicker than the car. The increased use (from 6,000 bus trips each week in 1994 to 13,500 in 2002) has paid for midnight and Sunday buses which were previously not possible, as well as buggy-friendly buses.

- 4.4 Alongside traditional bus services, the community transport sector exists to provide additional transport in order to address social exclusion. Community transport organisations run many accessible door-to-door transport schemes for those unable to use public transport and provide routes to isolated areas where there is no alternative transport. They possess skills and expertise in identifying gaps in the network and providing services that plug those gaps.

### **Community Transport Association, North Walsham Area**

This local community transport association provides a range of services for residents living in this rural area of Norfolk. As well as a Dial-a-Ride service taking people to local market towns, the association organises group transport, excursions and provides journeys to a wide range of healthcare facilities:

- Hospital Medi-Bus: This runs to and from Norfolk and Norwich University Hospital up to three times daily. Patients, escorts and visitors are picked up from home and guaranteed arrival at times that coincide with clinics.
- Dial-a-Medi-Ride: Volunteer drivers take registered users to doctors, dentists, opticians, etc. Passengers are charged according to distance travelled.
- Group Transport: Provides transport for frail and elderly people wishing to attend group meetings, lunch clubs and similar social events. Excursions are often arranged to local places of interest.

- 4.5 As noted in Chapter 3, frequent changes to bus timetables and routes create uncertainty. A number of local authorities and bus operators have concentrated resources on ensuring a simple, memorable and stable pattern of services.

### **The Manvers Shuttle, South Yorkshire**

This bus service was introduced in September 2000 and provides access to new employment and training opportunities in the Dearne Valley Regeneration Area. The service links the employment and training sites to bus interchanges in Wath and Mexborough and also serves Swinton station. Buses operate every 20 minutes for 16 hours each day, with a half-hourly service on Sundays.

The service is set and part-funded by a consortium of employers, Dearne Valley College and South Yorkshire Passenger Transport Executive (PTE). While members of the public pay full fare, extensive discounts – so that a single fare costs 20p – are offered to consortium staff and students. It attracted 170,000 passengers in the first year and approximately 224,000 passengers in the second year.

### Accessible vehicles, stations and walking environments

- 4.6** Physical access can be helped by things like improvements to pavements, accessible buses and stations, timetables which can be read by those with a visual impairment, and driver training to increase awareness of passenger needs.
- 4.7** Under the Disability Discrimination Act 1995, all future public transport (buses, coaches, trains, tram and taxi services) and interchange points will have to be designed to meet the needs of people with disabilities. This will include things like wheelchair-accessible buses, trains and taxis, better handholds and better colour contrasts.

### Nottingham City Hospital NHS Trust

Wheelchair-accessible buses and complementary kerbside improvements have been made at the city hospital. Routes onto the site have been redesigned and timetables made available by new display boards and a public transport touch-screen kiosk. New and improved free internal park-and-ride bus routes have been funded directly through car parking charges imposed by the hospital Trust.

### Integration between modes and operators

- 4.8** Journeys that require more than one mode of transport (for example buses and trains), or even just more than one vehicle, are often particularly difficult. Effectively linking different modes and operators can make a big difference. Co-ordinated timetables, ticketing and effective interchange points can all help.
- 4.9** For many vulnerable groups in society, particularly those with mental or physical impairments, such improvements can mean the difference between a journey being realistic or impossible.

### The Clitheroe interchange

Lancashire County Council ensures better co-ordination between different types of transport by integrating services via the interchange point at Clitheroe. The interchange comprises new bus facilities located directly outside the railway station and a customer service office.

The centre provides an extensive range of information on bus and rail services and is open from 7.00am till the departure of the last bus or train at 11.00pm. When a train is late they plot its progress via computer and advise bus drivers to wait for the arrival of the train. In cases where the train is severely delayed a replacement bus service is put on.

### The Bittern train link, Norfolk

The Bittern train line is supported by a Community Rail Partnership linking Norwich and Sheringham to many of the outlying villages. Integrated transport schemes have been developed at North Walsham, Cromer and Sheringham with roughly five minutes to wait before arrival and after departure of the trains.

Train services on the line are subsidised by grant support from the Strategic Rail Authority to £4.40 for a 60-mile round journey, one of the cheapest non-metropolitan fares in the country. Many of those that benefit are tourists but the extra business enables the partnership to retain funding for subsidised train services and an increased number of stops and trains.

### Effective use of bus priority measures

- 4.10** Bus priority measures, like bus lanes and traffic light priority, can reduce the length of journeys and make them more reliable. This makes people more likely to use buses, and means the full effects of capital expenditure on bus infrastructure and fleets can be realised.
- 4.11** The 10 Year Plan for Transport has boosted spending on bus-related capital projects. Since 1998 1,000 kilometres of bus quality corridors have been implemented and another 4,000 kilometres are planned for delivery by 2006.<sup>91</sup>

### Demand-responsive transport

- 4.12** Creating more flexible services that respond directly to people's travel requirements is another way to improve accessibility. Demand-responsive transport does not always follow a set route but can be directed to where users live or want to go within a defined area. It can be supplied by buses, community transport vehicles or taxis.
- 4.13** Demand-responsive transport allows an operator or local authority to use resources more effectively by introducing flexible routes into the network where demand is more dispersed. This solution is most likely to be helpful in rural or semi-rural areas but could also be used in urban areas outside times of peak demand or to provide door-to-door transport for elderly or disabled residents.

### **Flexline, Gothenburg, Sweden**

Flexline is a demand-responsive bus service with drop-off points at shopping centres, hospitals and other important destinations for elderly and disabled people. It operates using small, fully accessible buses, which depart at half-hourly intervals from the end stops and collect passengers from designated meeting points within the service area. These points are generously distributed within the area served so that at least 90 per cent of the residents live within 150 metres of a meeting point. Journeys must be booked at least 15 minutes before the bus is scheduled to leave. Times are confirmed 15 minutes prior to arrival at the meeting point through an automated call back function once a computer has determined the optimum route.

Users perceive an improvement in their mobility and activity as a result of the service, which is continuing to expand. There are currently 14 minibuses in six service areas.

- 4.14** The use of technology in Gothenburg to ensure a rapid demand-responsive service has few parallels in the UK. Here, similar services without a fixed route generally require at least 24 hours' notice. However, some areas are now beginning to experiment with these forms of transport provision. For example Cango Buses in Hampshire have some timetabled stopping points and can also be booked to pick up from other places very shortly before travel.

### Improving specialist transport

#### Door-to-door transport

- 4.15** Where there are few accessible vehicles being operated in an area, or the pattern of services requires a long walk beforehand, it may be appropriate to provide specialist door-to-door transport for people with greater individual needs. Specially trained staff, adapted vehicles and a reliable journey are all important to meet the needs of older people and more severely disabled passengers.
- 4.16** In some countries there are strategies in place to ensure such provision across a whole area (see below). In England, door-to-door transport tends to be provided on single services, most commonly by community transport organisations.

## Transport for people with disabilities, Copenhagen, Denmark

Since 1979 Greater Copenhagen has provided a door-to-door alternative to mainstream public transport for those with disabilities. The disabled people who are eligible receive 24 hour, door-to-door transport in specially designed vehicles. Users are guaranteed to be collected no more than 15 minutes before or after their booking time.

The automated booking and planning system takes into account:

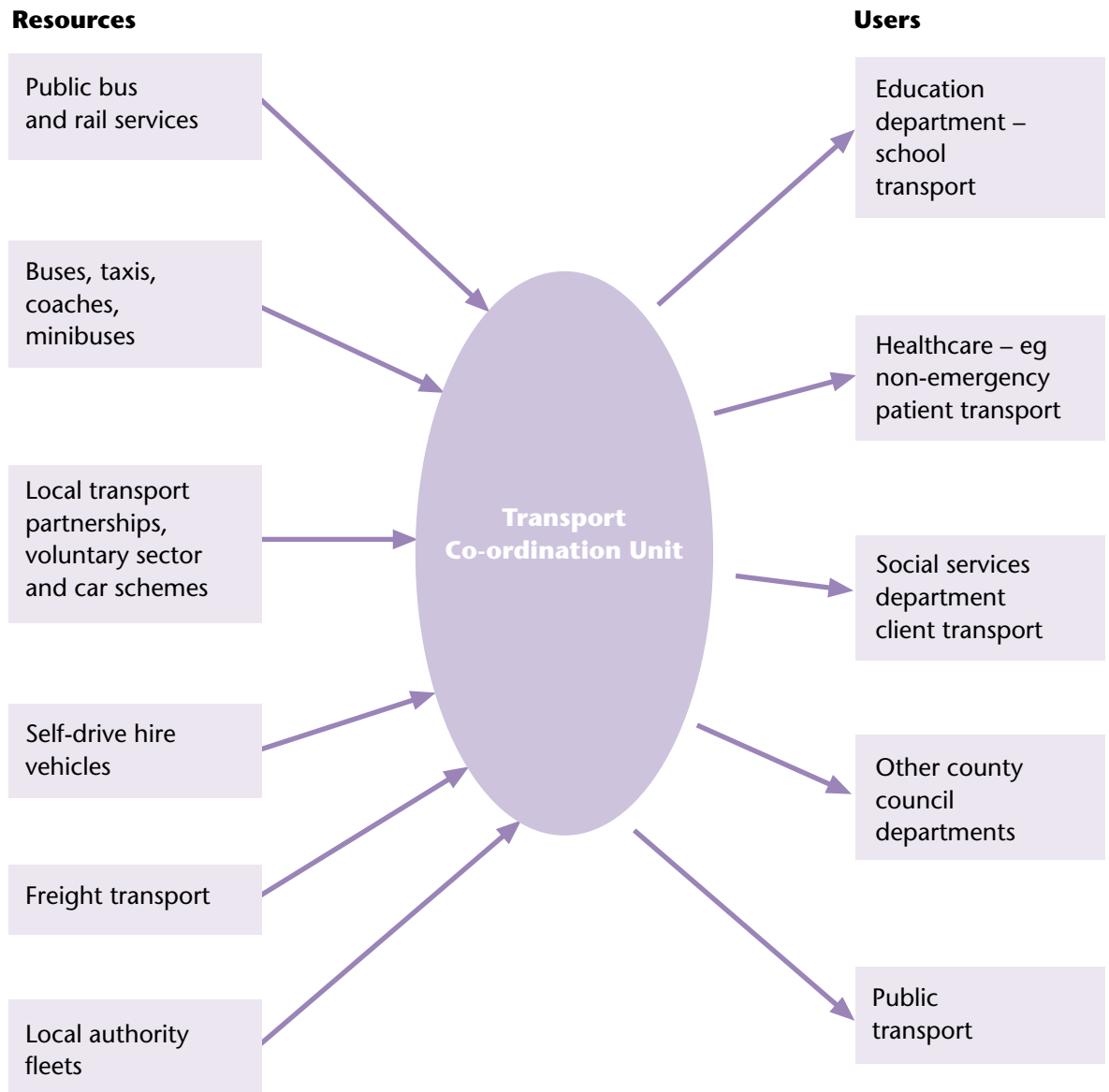
- The time needed for the pick-up and drop-off; the number of stairs in shopping centres, theatres and other public places; information about customers' disabilities.
- The required driving times. A map holds all the relevant information about speed limits, road layouts and addresses in the Greater Copenhagen area.
- Traffic intensity, depending on the time of day and week.
- The potential for vehicles to carry more than one passenger.

A route is then produced for each vehicle and itineraries forwarded to drivers, together with instructions on the needs of individual passengers.

### Health, social services and school transport

- 4.17** In a number of areas in the UK the effectiveness and efficiency of specialist transport has been improved through use of a 'single vehicle pool' or through transport co-ordination units. A 'single vehicle pool' works by using the same set of vehicles and drivers for transporting different groups of people to specific destinations – an example of this in Nottinghamshire can be found in Chapter 5.
- 4.18** The model of a transport co-ordination unit is based on the local authority organising all the transport in an area, including mainstream public transport, community transport and specialist services. An example of how this works in Devon is set out at Figure 4.1.
- 4.19** A single vehicle pool may be one element of transport co-ordination. However, transport co-ordination may also include joint contracts for driver training or vehicle maintenance or combining routes which serve social services and education facilities into a single contract to put out to tender. The advantages of these integrated approaches are:
- **Cost savings** – from more efficient use of vehicles and different transport purchasers not bidding against one another.
  - **Professional transport expertise for specialist transport** – ensuring value for money from vehicles and contracts with transport operators, as well as professional driver training, vehicle maintenance and route planning.
  - **Good relationships with transport operators** – through long standing operational arrangements.

**Figure 4.1: Transport co-ordination – an integrated management approach**



Source: Transport Co-ordination Service, Devon County Council

### Subsidised personal transport

**4.20** More support for personal transport such as cars and scooters will tend to help younger people and those with less conventional travel patterns. There are many instances of successful programmes across the country that make a variety of forms of personal transport cheaper and more available to those on lower incomes. For example:

- mopeds, bicycles and cars leased at a discounted rate;
- minor repair and maintenance grants to put an otherwise redundant vehicle back on the road; and
- subsidised driving lessons for those with access to a car, and for whom mopeds or bikes are unsuitable.

- 4.21** These types of intervention are particularly relevant for the many people in rural areas who are isolated by a lack of transport, but who live in areas of relative affluence – rural transport exclusion frequently affects individuals, rather than areas.
- 4.22** There are a number of ‘Wheels to Work’ schemes in rural areas across the country which provide people with transport solutions for a short period to get to employment, training or education, until a longer-term solution can be found. Schemes have been in operation since the mid 1990s, but sources of funding such as the Rural Transport Partnership and support from the Countryside Agency have enabled more to develop recently.

### **Wheels to Work, Warwickshire**

Connexions Coventry & Warwickshire operates the largest Wheels to Work scheme in England, on behalf of Warwickshire County Council. It is open to 16–25-year-olds who have a start date for full-time training, education or employment.

The scheme offers moped loans for up to 12 months, at a cost to clients of £2.50 per week. Clients are provided with rider training, a helmet, a reflective bib, a lock, a thermal waterproof suit and gloves.

Individuals can apply to the scheme themselves or are referred by a member of the advisory group: social services, Jobcentre Plus, a local and a county councillor, the Rural Community Council, the local vehicle dealership and training school, and the community education department. Clients have personal reviews every 12 weeks, and are encouraged to save money towards their own vehicle.

Initially started as a small pilot in July 1999, the scheme has covered the whole county since May 2001. Up to November 2002 it had provided moped loans to 162 clients.

- 4.23** Schemes to help people get into work, like Employment Zones and Action Teams for Jobs, have found that offering subsidised driving lessons and repairs, or the loan of vehicles, can also be extremely helpful in urban and suburban areas, particularly for low-income shift workers.

## **Safety and security while travelling**

- 4.24** People can be deterred from making a journey if they are afraid of either crime or road accidents. This fear may relate to travelling on a vehicle, waiting at bus stops or stations, or walking.

### **Reducing crime and the fear of crime**

#### **A ‘whole journey’ approach**

- 4.25** This approach aims to address personal security problems across the whole journey. For example it might focus on a particular bus route or provide CCTV or security personnel on vehicles, while also ensuring that walking routes leading to bus stops are well lit and patrolled and that waiting areas are free of graffiti. The approach rests upon partnership working between operators, the local authority and the police, and positive publicity.

## City Centre Safe, Manchester

Part of this umbrella scheme involves ensuring that the public can get home safely using public transport late at night. The scheme has focused on five city centre bus routes. Bus companies provide inspectors as 'loaders' at bus stops and around the city centre. They are in radio contact with the police and other night workers and supported by police officers on foot who patrol the five routes. Operators have also installed CCTV on the vehicles, and many are training their drivers in conflict management skills.

The scheme also encourages people to walk along 'safe transport corridors' to bus stops and taxi ranks in order to provide security for the whole journey. This includes improving lighting, installing help points and publicising the safe routes. Publicity for the large reduction in violent crime and the safer environment is thought to be one reason for an increase in patronage.

### Individual crime measures

- 4.26** Where fear of crime is a problem only on particular routes or at particular times, it might be appropriate to use interventions tailored to specific problems, such as improved street lighting, CCTV or graffiti removal teams.
- 4.27** A specific example of a tailored solution would be employing a travel warden on after-school services. Bus operators are often reluctant to target commercial services at school travel as, although the number of users can be very high, school children can be seen as unattractive, disruptive passengers. Bad behaviour by school children can be very intimidating to other passengers, especially older people.<sup>92</sup> Thus in the long run extra personnel to control behaviour may be cost-effective by encouraging other passengers to travel and so enabling a route to be more profitable.
- 4.28** If poor information about services is also a problem, a travel warden might be able to fulfil a dual role, providing both publicity and reassurance to potential passengers. Wardens might operate on vehicles, at interchanges, on streets that lead to waiting areas or on all three.

### Improving road safety

- 4.29** Some measures, such as increased lighting, are effective in responding to concerns about both road safety and crime. Others are needed specifically to tackle fears relating to road accidents. Here, solutions predominantly involve measures to improve the walking environment and traffic calming measures. 20 miles per hour zones, which are usually supported by physical traffic calming measures, have been shown to reduce road accidents by 67 per cent and child pedestrian accidents by 70 per cent.<sup>93</sup>



## Gloucester Safer City Demonstration Project

Begun in the late 1990s and completed in 2001, the Gloucester Safer City Demonstration Project was sponsored by the Department for Transport to develop understanding of how a strategic approach to road safety can reduce accidents.

The measures employed were a combination of engineering changes, education, publicity and greater enforcement. For example: education as to the major causes of accidents and the effects of drink driving; greater enforcement of existing speed limits; reducing the time pedestrians have to wait at crossings; and improving opportunities for walking and cycling.

The results include:

- a 36 per cent reduction in serious injuries to children and a 14 per cent reduction in serious adult injuries; and
- a 10 miles per hour reduction in average speed on one route, with a 38 per cent reduction in casualties.

The success of the project will be examined in a full report to be published in spring 2003.

## The cost of transport

**4.30** As discussed in Chapter 2, cost is a significant barrier to transport and mobility.

**4.31** From June 2001, the Government introduced a free bus pass for older people and some groups of disabled people throughout England and Wales. In England, this pass entitles them to at least half fares on local bus services, although local authorities can provide greater concessions and some provide free travel. An extra million men aged 60 to 64 will be able to benefit from free passes and local concessionary fare schemes when age equalisation legislation comes into effect in April 2003.

**4.32** At present, local authorities cannot compel operators to offer discounts to groups apart from pensioners and disabled people. However, in some parts of the country, concessionary travel has been available to other groups on a voluntary partnership basis between operators and the authority. Such arrangements are paid for either by the authority or the operator themselves.

### Trent Buses, 'Kids for a Penny'

In an area of the Trent Valley with higher than average unemployment levels, fares and frequency were identified as key customer priorities. As a Bus Quality Partnership initiative, Trent Buses developed a range of experimental fare deals including *Kids for a Penny* throughout the weekend and off-peak during the week. This scheme has not affected the company's profits, as adults travelling more frequently have offset the loss in revenue from children.

**4.33** Other forms of intervention can tackle cost barriers, for example taxi vouchers or tokens; the wider use of subsidised door-to-door transport; or increased support and grants/loans for driving lessons, road tax or vehicle maintenance.

## Information and travel horizons

**4.34** Accurate and accessible information is important in enabling everyone to use the public transport network. Information, and support where necessary, need to be provided in a variety of forms which are sensitive to people's different needs.

### Improved mainstream transport information

**4.35** *Traveline* provides national route and timetable information on bus, train, tram and ferry services through a single phone number. Additional money was made available in the 2002 Budget to develop further the wider linked initiative *Transport Direct*, which involves joining up all the sources of transport information from different operators electronically. When completed, this service will also include a booking facility and up-to-date information on how different services are running.

**4.36** In addition many local authorities already provide information in:

- different languages appropriate to the area, perhaps on a targeted basis at specific bus stops. This could be used when consultation on residents' travel needs reveals that understanding local bus timetables is a particular difficulty; and
- larger fonts for those who are visually impaired, for example at a bus stop near a residential home or community centre.

### Information provision, Lewisham

In Lewisham, a 'Beacon Council' for better access and mobility, consultation efforts are designed to encourage maximum participation, especially by groups traditionally excluded. The strategy includes making information available in different languages and alternative formats. For example, Lewisham information publications are made available in Braille, large print, audio tape and computer disk on request. Residents who require translated information about services provided to them can request information in any language.

Two Mobility Forums have taken place during the past year, bringing together Council officers, local service providers and representatives from disabled, elderly and other socially excluded groups to discuss accessibility issues.

**4.37** The Audit Commission<sup>94</sup> also recommends a number of different techniques to increase people's awareness of the bus services on offer in a local area:

- timetables and maps available at travel shops, the town hall, libraries, community centres, etc;
- leaflets issued on new services to homes in the catchment area;
- route numbers, destination maps and timetables displayed at stops and bus stations; and
- local telephone help-lines.

## Personalised information or training

### Information on transport options

- 4.38** There have been a number of successful programmes aimed at changing travel behaviour. These have tended to focus on reducing people's dependence on the car, by encouraging use of public transport and walking.
- 4.39** For example, Western Australia's successful *TravelSmart* model began in 1997. It relies on the assumption that pre-conceptions about public transport and the opportunities for walking and cycling are difficult to change and are best tackled by personal experience of using these different types of transport.

### The *TravelSmart* technique

1. Visit or phone individual households in the target area.
2. Identify those households who are receptive to altering their travel behaviour.
3. Provide personalised information based on individual travel needs including timetables for nearest bus stop, cycle maps and a local walking guide to these households.
4. Offer test tickets for local public transport services, cycling training and walking tours to encourage the use of these modes.
5. Evaluate the effect of the scheme against a control group.

- 4.40** This *TravelSmart* technique has been piloted in Britain by the charity Sustrans in partnership with Socialdata, the company that pioneered the technique. In Gloucester, car trips were reduced by 9 per cent. Three-quarters of these journeys were substituted by walking; cycling doubled; and public transport use increased by one-third. The Department for Transport has invited bids for matched funding for further pilots of individualised marketing and other personalised travel planning techniques.
- 4.41** Similar 'individualised marketing' techniques could be aimed specifically at people on lower incomes from deprived communities. The aim would be to increase their use of public transport, walking and cycling, and so widen the number of services and job opportunities to which they have access.

### Travel training

- 4.42** Certain sections of the community may experience difficulties in getting around due to a lack of practical skills and confidence. This can be a particular problem for people with learning difficulties, who often require additional support to negotiate the public transport network. Northamptonshire's programme (below) illustrates that, with training and support, this lack of skills or confidence can be overcome.

## **Mobility and Independence Training, Northamptonshire**

Northamptonshire County Council provides Mobility and Independence Training for people with learning difficulties to enable them to develop general transport knowledge and road safety skills. The training includes both discussion and practical outdoor sessions to familiarise the participants with pedestrian facilities including provisions for those with physical disabilities.

The scheme provides people with mobility and independence that opens up opportunities from which they had previously been excluded. Feedback has shown that 96 per cent of the clients reported increased knowledge of road safety issues, 87 per cent reported increased independence, and 84 per cent reported improved levels of confidence and self-esteem. Feedback from training sessions is also helping the Council to identify specific difficulties faced by people with disabilities and adapt the design of provisions accordingly.

Mobility and Independence Training is also suitable for all pedestrians, cyclists and wheelchair users, and for any age group.

## **The location and delivery of services**

**4.43** In many cases a change in the delivery patterns of key public and private services can help to improve their accessibility.

### **Improvements to the physical location of services**

**4.44** Changes to the location of facilities that take advantage of existing buildings and align better with people's homes and workplaces can bring speedy results.

## **NHS Walk-In Centres**

Walk-In Centres are designed to be conveniently located. Ease of access is ensured by the fact that proximity to public transport is one of the main criteria for funding. The centres are also specifically targeting hard-to-reach groups including young men and homeless people. There are currently 42 such clinics in existence. They may facilitate access to other healthcare; for example the York Walk-In Centre can transport patients to accident and emergency by taxi or ambulance as necessary.

## **Dental Access Centres**

These centres are targeted at areas with the least provision of dental services and offer a complete range of services on a walk-in basis. There are currently 46 centres in operation treating around 300,000 patients a year.

**4.45** Substantially altering the patterns of services in an area, for example creating a range of new food retail opportunities in a town centre, can also bring huge benefits to individuals and the wider community.

### **Castlemilk, Glasgow**

Small kiosk units have been created outside the main shopping centre. These are available on short-term licences for £3,800 a year and provide a useful business opportunity for new local businesses. Once established, some have gone on to lease larger retail units within the centre. This initiative has created a greater choice of goods and services for the community and was developed in response to local need – 96 per cent of residents recognised the development of the shopping centre as a key issue when surveyed.

#### **Improvements to the delivery of services**

- 4.46** Accessibility can be significantly improved by changing either the times at which services are offered to fit better with the available public transport options, or offering services on a mobile basis. There have been a number of important policy developments in this area. For example:
- By the end of 2005 all patients and their GPs will be able to book hospital appointments at both the time and place to suit the patient. Booking systems will let GPs and patients look at a range of options including waiting times across different Trusts and specialties.
  - The Government is committed to the expansion of 'extended schools' that co-locate services for communities in schools. For example, extended schools might provide all-day schooling and childcare facilities to help meet the needs of their pupils, their families and the wider community.

### **Bevendean Primary School, Brighton and Hove**

The school is situated in an area with limited local facilities and only one route in and out of the area. Throughout 2002, the school worked with the Local Education Authority and other local schools, carrying out a simple audit of the school's facilities and asking parents for their views. The school now hosts a series of successful after-school clubs and is in the process of extending the range of services provided to include adult learning, health services and a Community Information Access Point on council services.

- 4.47** This chapter has demonstrated that progress has been made to tackle the problems of accessibility. There are many local solutions to widen access. However, these solutions have only been applied on an ad hoc basis. The following chapters set out a strategy for building on these solutions both locally and centrally.

# CHAPTER 5

## ACCESSIBILITY PLANNING: A NEW APPROACH

### Summary

At the moment no one is responsible for making sure that people can get to key services, jobs and other activities. A new framework of accessibility planning will ensure that there is clear responsibility and accountability for identifying accessibility problems and deciding how to tackle them. This process will enable local authorities and other agencies to assess more systematically whether people facing social exclusion can get to key activities, and to work more effectively together on implementing solutions.

Accessibility planning will be built into the next round of Local Transport Plans (LTPs). This chapter outlines how accessibility planning might work and how it can be implemented. The Government will work in partnership with local transport authorities to develop further, and produce guidance on, the process.

### The problem

**5.1** Chapter 3 highlighted the reasons why barriers to accessibility exist, which included:

- lack of clear responsibility for assessing whether people can get to jobs and key services and activities, and taking action if they cannot; and
- insufficient co-ordination, for example between mainstream transport and patient, pupil, and social services transport, or with land-use planning and Crime and Disorder Reduction Partnerships.

### What is happening already

**5.2** Many authorities are already carrying out local transport measures that will improve accessibility and promote social inclusion. Some have also undertaken initial assessments of accessibility and involved other agencies in tackling barriers. While there is significant variation in the coverage and sophistication of these assessments, and the level of involvement of other organisations, there is already a considerable amount of good practice that can be built on.

### The way forward

**5.3** A new approach – accessibility planning – will be built into the next round of Local Transport Plans (LTPs). This framework should facilitate wider and more targeted use of the practical measures illustrated in Chapter 4, depending on the particular needs and priorities of local areas.

**5.4** Accessibility planning aims to ensure that:

- there is a clear process and responsibility for identifying groups or areas with accessibility problems;
- in developing and delivering their LTPs, authorities have improved information on barriers to accessibility and the areas where accessibility is poorest; and

- local authorities work with other agencies to consider a wider range of solutions to accessibility problems including changes to the location and delivery of services and measures against crime around transport, as well as improved mainstream and specialist transport.

## How accessibility planning might work

**5.5** As part of their second LTP, local transport authorities, working in partnership with local planning authorities and other agencies, will be asked to carry out accessibility planning.

**5.6** The process will be developed further, but it is envisaged that it will include:

- **an accessibility audit** to find out whether people can get to jobs and key services in a reasonable time and cost, safely and reliably;
- **a resources audit** to assess what potential or existing resources are available for tackling accessibility problems;
- **an action plan** to develop and prioritise solutions and draw up a strategy; and
- **implementation** and monitoring.

### An accessibility audit

**5.7** The partners drawing up LTPs, in close collaboration with local planning authorities, should assess whether people can get to key locations, such as centres of employment, healthcare, educational facilities and food shops. Authorities may also want to consider other destinations that are important to local residents, for example sports facilities or pharmacies. This assessment should include considerations of journey times, cost, safety and reliability. It should be needs-based and so focus particularly on disadvantaged groups and deprived areas.

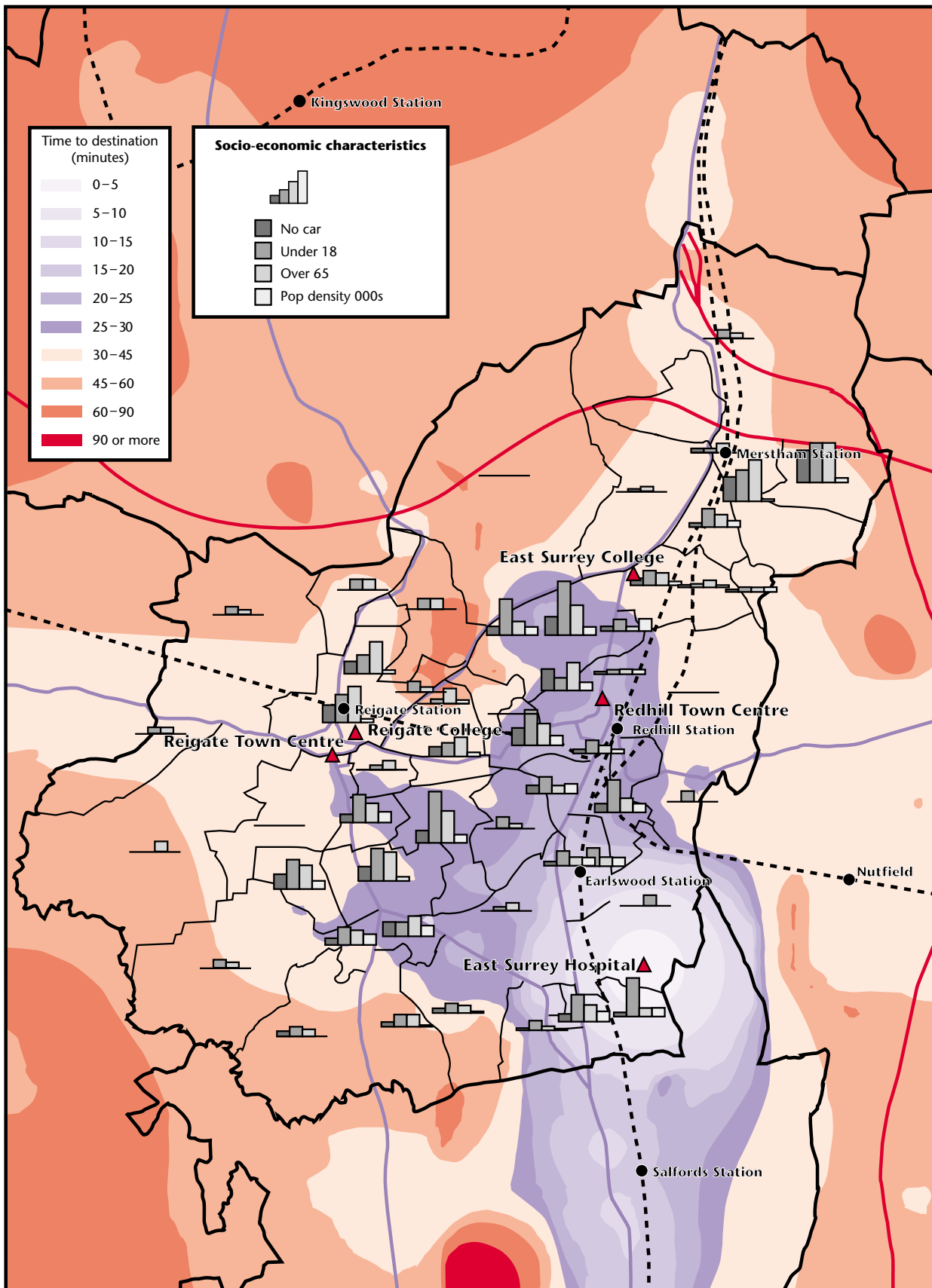
**5.8** The accessibility audit should aim to consider all modes, including walking, cycling, and public transport, as well as journeys across local authority boundaries. It should also aim to ensure that people from a range of backgrounds depending on age, gender, ethnicity, and disability can get to key services. Chapter 2 highlighted a range of barriers to access, which include the location of services and fear of crime as well as inadequate transport. All such barriers should be considered.

**5.9** The analysis should draw as much as possible on information already held by local authorities and other bodies. It could include:

- GIS-based (Geographic Information System) mapping of socio-demographic information and data on deprivation and car availability in relation to public transport routes and the location of services; and
- consultation with local communities, liaison with frontline professionals and providers of services, as well as using the skills and knowledge of the community transport sector and other existing community networks.

**5.10** The map at Figure 5.1 is an example of the techniques already being used to map accessibility by some local authorities. It shows access to East Surrey Hospital by public transport, with the shading representing journey times between peak hours Monday to Friday. This is overlaid with socio-economic data, including car ownership and age, to help identify potentially excluded groups. For example, areas with large numbers of children and pensioners that are a long way from the hospital could be the focus of measures to improve bus services or provide other help.

**Figure 5.1: An example of techniques for mapping accessibility: access to East Surrey Hospital by public transport**



Source: Surrey County Council



## Measuring accessibility, Surrey

Surrey County Council is a Centre of Excellence for integrated transport planning and is one of the most advanced local authorities in terms of modelling and mapping accessibility. It has models covering public transport, walking, cycling and roads, and uses these in conjunction with socio-economic and demographic data. These models have been applied for a number of years to decisions on land-use planning, public transport services, the development of major schemes, car parking, and even the location of the council's own offices.

These techniques allow the council to quantify and monitor realistic and challenging targets at relatively little cost. For example, Surrey's LTP includes targets on ability to access town centres, secondary schools and colleges and railway stations, and it expects to continue to show improvements in the percentage of the population with good access to these services as a result of the delivery of measures set out in the LTP.

### A resources audit

**5.11** The second step in accessibility planning will be to identify the existing and potential resources available to improve access. As earlier chapters have shown, there is a wide range of organisations and resources that can affect accessibility, beyond traditional mainstream transport. Informal resources that would otherwise go unused such as volunteers' time and physical spaces and facilities should also be included. Resource auditing should involve:

- identifying all the existing and potential resources that could contribute to improving accessibility;
- assessing how effectively these resources are being used currently, and whether they could be redistributed; and
- assessing whether costs or benefits of improving accessibility may be shared across agencies.

**5.12** The resources that should be considered in a resource audit include spending by the local authority – for example on specialist transport, tendered bus services, any concessionary fares above the statutory minimum, and funding for community transport. The audit could also consider wider resources like the potential for greater work with commercial operators, the community transport sector or police, or decisions on opening times by local services. There is also central government funding that could be applied for, such as the Neighbourhood Renewal Fund.

**5.13** Assessing how effectively existing resources are used could include reviewing networks of commercial and tendered bus services and considering different ways of working with bus operators, such as Quality Partnerships. Local authorities may want to assess the balance between spending on different service routes and times. They could also review the balance between spending on tendered conventional bus services and demand-responsive services.

**5.14** Accessibility measures may be of benefit to more than one agency. For example, improving lighting at transport hubs may reduce crime and increase the use of public transport. Similarly, a single vehicle pool and dispatch centre that combines patient, pupil, social services and community transport could reduce costs and improve customer service. The box below shows a practical example of an authority improving the efficiency and quality of its special transport services by joint working between health and social services.

## Using vehicles effectively, Nottinghamshire

In 1999, a Best Value review of transport within Nottinghamshire County Council (NCC) identified that social service vehicles were not being used as effectively as they might be. Although busy in the early morning and late afternoon providing transport to educational and social services facilities, between 11.30am and 2.30pm vehicles and their drivers were being under-used. At the same time the East Midlands Ambulance Service was under extreme pressure to provide services to non-emergency patients at hospitals throughout the county.

In 2000, NCC entered into a contract with the ambulance service for a number of social services vehicles to be used to provide non-emergency patient transport. The benefits of this have included:

- improved services for patients who are transported in fully-equipped passenger lift vehicles with trained drivers, rather than taxis;
- a gross additional turnover for NCC of £78,000 (2001/02), and money savings for the ambulance service; and
- increased recruitment of part-time drivers as working hours became more stable.

The scheme has been so successful that NCC has started doing out-of-hours work for the ambulance service, taking patients home from hospital between the hours of 6.00 and 8.30pm.

NCC is one of three councils that have been awarded Beacon Council status for their work on better access and mobility. A number of other authorities have expressed interest in following this example.

### An action plan

- 5.15** Where problems are identified by the accessibility audit, local transport authorities will be responsible for drawing up an overall action plan. As far as possible, this should be done in collaboration with local planning authorities and key providers of services, such as Primary Care Trusts, Jobcentre Plus, local education authorities and Crime and Disorder Reduction Partnerships. These organisations and partnerships often have knowledge about specific client groups and ways to meet their needs. The plans should set out local accessibility indicators and performance targets for improvements over a given time, and how these will be achieved. Box 5.1 lists a range of practical measures.
- 5.16** Although the local transport authority will take the lead role, the partners from each sector (for example transport operators, planning, health, crime reduction, education) will be responsible for ensuring that their policies and programmes incorporate and take forward the actions identified for that sector in the plan.

**Box 5.1: Potential menu of solutions for accessibility planning**

Barriers to accessibility	Solutions
<b>Physical access</b>	<ul style="list-style-type: none"> <li>● Accessible vehicles and stations</li> <li>● Driver training</li> <li>● Improvement to pedestrian environment</li> </ul>
<b>Transport availability</b>	<ul style="list-style-type: none"> <li>● Denser network and direct routes</li> <li>● Bus priority measures and enforcement</li> <li>● Early morning and evening services</li> <li>● Shared taxis and demand-responsive services</li> <li>● Car clubs</li> <li>● Wheels to Work schemes</li> <li>● Community transport schemes</li> </ul>
<b>Punctuality and reliability</b>	<ul style="list-style-type: none"> <li>● Bus priority measures</li> <li>● Performance incentives relating to punctuality</li> </ul>
<b>Cost</b>	<p>Promote awareness and use of schemes such as:</p> <ul style="list-style-type: none"> <li>● concessionary fares or travel vouchers</li> <li>● help with travel-to-interview costs</li> <li>● help with first month of travel-to-work costs</li> <li>● grants or loans for driving lessons or road tax</li> </ul>
<b>Information and travel horizons</b>	<ul style="list-style-type: none"> <li>● Simpler travel maps</li> <li>● <i>Traveline</i> and <i>Transport Direct</i></li> <li>● Neighbourhood transport co-ordinators</li> <li>● <i>Travelsmart</i> – individualised marketing</li> <li>● Audio-visual information</li> </ul>
<b>Crime and fear of crime</b>	<ul style="list-style-type: none"> <li>● Better lighting or CCTV cameras</li> <li>● Graffiti removal</li> <li>● Improving the security of connecting walkways to transport facilities</li> <li>● Neighbourhood wardens</li> <li>● Travel wardens or police presence on buses or at transport hubs</li> <li>● Safe pedestrian routes</li> </ul>
<b>Safety from traffic</b>	<ul style="list-style-type: none"> <li>● Traffic calming</li> <li>● Safe play areas</li> <li>● Improved pedestrian crossings</li> </ul>
<b>Location and scheduling of services</b>	<ul style="list-style-type: none"> <li>● More accessible location of new services</li> <li>● Scheduling of health appointments to coincide with transport network</li> <li>● Staggered school start times</li> <li>● Use of information and communication technology and home delivery</li> <li>● Outreach to remote communities</li> </ul>

## Implementation and monitoring

- 5.17** Different local authorities will already be at very different stages of this process. With support and guidance, some early pilot authorities could be expected to undertake initial assessments and produce preliminary action plans in 2003/04. Other authorities could learn from the dissemination of developing practice from these pilots and would be expected to undertake assessments and produce plans in 2004/05. All local transport authorities will be expected to incorporate accessibility planning into the second round of LTPs, which are due in 2005 and which will take effect from April 2006.
- 5.18** Progress in improving accessibility will be measured by developing a set of **local indicators and targets**. These will be decided locally, but should as far as possible be based on common elements or definitions. For example, '75 per cent of people in an area able to get to key employment locations in 45 minutes door-to-door by public transport' might be unachievable in a rural district, but not stretching enough in a metropolitan area. Common formats would allow comparison between areas where appropriate, and benchmarking against national standards.
- 5.19** Further consultation involving the Department for Transport, local authorities and other relevant bodies will identify, develop and provide guidance on appropriate data sources and develop an appropriate basket of indicators. Annex A offers some examples of potential indicators.
- 5.20** London has different arrangements for transport policy from the rest of England. In London strategic transport planning is now the responsibility of the Mayor of London and his transport executive, Transport for London (TfL). It allocates funds to the London borough councils for local transport improvements in response to borough plans, which must be consistent with the Mayor's Transport Strategy published in July 2001. This means that London will not have to carry out accessibility planning, although it is considering similar issues. Tackling transport barriers, and therefore improving access to key facilities and services as well as general participation in London life, is one of the priorities of the Mayor's strategy.

## How accessibility planning will relate to existing policies

- 5.21** Accessibility planning will allow local authorities and other local agencies to have a better understanding of accessibility needs in their areas and how these can be tackled. In this way it will contribute to the delivery of government objectives on health, welfare to work and education. Accessibility planning should also be a mechanism to help authorities target mainstream resources towards people and areas suffering accessibility problems.
- 5.22** Accessibility planning will also improve people's ability to get to other activities that are not discussed in detail here. This may include leisure services such as cultural heritage, arts centres, libraries and sports facilities, many of which are provided by local authorities themselves. It will be up to local areas to decide which activities are prioritised when drawing up the action plan but all these may be considered.
- 5.23** There will be a number of national policy changes to improve access to particular services and activities and improve safety and security, which are set out in Chapters 6–12. Accessibility planning will be carried out alongside and in support of these, as well as being closely linked to land-use planning (see Chapter 7).
- 5.24** The Government already has national targets on reducing road casualties and pollution under the national Road Safety and Air Quality Strategies, and to reduce congestion under the 10 Year Plan for Transport. The accessibility planning process could contribute to achieving these, for example by improving public transport and walking environments. However, some solutions to accessibility problems could generate extra traffic in deprived areas, which would undermine policies to reduce the negative impacts of traffic. Local authorities should be aware of the complex relationships

between increasing mobility and reducing the side effects of transport like accidents, noise and pollution. This also reinforces the need to consider ways of improving accessibility of services that reduce the need to travel, some of which are discussed in Chapter 4.

### Rural areas

**5.25** Accessibility planning will happen in every LTP area in England. In rural areas, the problems are likely to be of a different order from those in towns and cities, with greater distances, and public transport almost non-existent in some places. Because of these problems, accessibility issues have tended to be recognised for longer, and the action plans will be able to build on existing initiatives such as Rural Transport Partnerships, the Parish Transport Grant, Vital Villages and Wheels to Work. National Planning Policy Guidance (PPG13) encourages identification of local service centres in rural areas as the focus for service delivery.

**5.26** The Department for Environment Food and Rural Affairs has a new Public Service Agreement to 'increase productivity and to improve access to healthcare, post-16 education and training, information, public transport and access to cash for all rural people'. Accessibility planning will make an important contribution to achieving this objective.

### Who will be involved in it locally

**5.27** Local transport authorities will lead the process of accessibility planning, working in close liaison with local planning authorities. Within local authorities, departments responsible for the following areas may also need to be involved: corporate strategy, Best Value, housing, community development, economic development and regeneration, education, social services, environment and sustainable development, social exclusion/inclusion and leisure services.

**5.28 Local Strategic Partnerships (LSPs)** are the basis of partnership working and act as the co-ordinating body for all other liaison activities in many areas. This should ensure that the joining up of different agencies and policies does not create any new bureaucracy, and builds on existing relationships and joint working. Where possible, LSPs should be involved in drawing up and agreeing the accessibility action plan.

**5.29** Other partners could include:

- Local residents, community groups;
- Work: Jobcentre Plus district offices, major local employers and parish councils;
- Health: Primary Care Trusts, NHS Trusts, Strategic Health Authorities;
- Education: local education authorities, Learning and Skills Councils;
- Road safety: Highways Agency for trunk roads, Local Highways Authorities;
- Partnerships: Crime and Disorder Reduction Partnerships; Health, Education and Employment Action Zones; New Deal for Communities; Rural Transport Partnerships; Single Regeneration Budget; and other neighbourhood renewal activity;
- Others: transport providers (bus and rail companies, community transport organisations), food retailers and other providers of services including sports and leisure.

## What skills and expertise will be needed?

- 5.30** Although some local authorities have already made considerable progress in assessing and addressing barriers to accessibility, others are only just starting this process. The new requirements for accessibility planning detailed above are likely to be a challenge even for those authorities that are more advanced in this respect, requiring new skills and additional capacities.
- 5.31** The expertise required will include both analytical and technical skills such as use of GIS, data analysis and transport planning, but also a broad understanding of social policy and social exclusion issues. The ability of local authority officials to work jointly with other public, private and voluntary sector agencies, and to consult local communities effectively, will be vital to successful implementation.
- 5.32** One way that this challenge could be met is to assign **accessibility officers** within local transport authorities or LTP areas, whose job it would be to oversee and co-ordinate each stage of the accessibility planning process. They would also serve to promote accessibility planning as a core activity both within the authority and with key partners. They could draw on work undertaken by other officers including land-use planners, technical/IT officers, Rural Transport Partnership Officers and Travel Planning Officers. They could also draw on the work of the community transport sector. This has many years of experience of tackling transport-related exclusion, and often has detailed local knowledge of travel needs.

## How central government will support local authorities in carrying it out

- 5.33** The Government has established a working group, led by the Department for Transport, to support all local transport authorities with accessibility planning. This group will develop, pilot and evaluate approaches to accessibility planning, and share good practice. It is supported by a research budget. The group will also identify appropriate data sources and develop a menu of local accessibility indicators to measure progress.
- 5.34** Members of the group include urban and rural local transport authorities that are leading the way in focusing on better access and mobility and accessibility planning. These authorities have already been recognised for their efforts through the Beacon Council and Centres of Excellence for Integrated Transport Planning schemes. The Local Government Association (LGA), Passenger Transport Executive Group (PTEG) and the Association of Transport Co-ordinating Officers (ATCO) are also members.
- 5.35** An Advisory Group from government departments and agencies with a key role in delivering accessibility planning will oversee this working group.
- 5.36** The Department for Transport, together with the working group, will work towards the production of guidance on accessibility planning for all transport authorities. Authorities will be issued with this guidance during 2004 for the preparation of their second LTPs, which are due in 2005. This guidance will encourage local authorities to show evidence of co-ordination between transport and other agencies.
- 5.37** The relevant government departments will also issue guidance on how local organisations, including those delivering transport, welfare to work, learning, healthcare, land-use planning and leisure services should be involved in accessibility planning.
- 5.38** This chapter has outlined how the process of accessibility planning might work to help joint working at a local level, and ensure that there is responsibility for dealing with accessibility problems. The next chapter sets out how transport services can be improved to help widen access to key places and activities.

# CHAPTER 6

## IMPROVING TRANSPORT SERVICES

### Summary

A lack of available, affordable, reliable and physically accessible public transport is one of the main barriers to people on low incomes accessing key services.

The Government has begun to tackle some of these problems through national initiatives such as half-fare concessions for elderly and some groups of disabled people and the Rural and Urban Bus Challenge schemes. The developments in transport policy set out in this chapter will make it easier for local authorities, public transport operators and community transport organisations to improve accessibility locally.

Improved access to key services can be achieved through different types of transport, such as walking, cycling, cars, taxis, buses and trains. This chapter focuses mainly on improving bus services, as the bus is the most widely used mode of public transport for people on low incomes.

Developments in bus policy include:

- **flexibility to respond to local needs:** for example, through changes to regulations governing flexibly-routed services;
- **better partnership working:** both between local authorities and bus operators and between transport planners and social services, education and health providers; and
- **a review of funding:** through the Government review of bus subsidies.

## Buses

- 6.1** Chapter 2 showed the importance of buses to people on low incomes in getting to key services. It also pointed out that they are not always effective at linking people and services. For example, in some areas there are fewer buses than there used to be because operators have withdrawn less busy – and therefore less profitable – services. Alternatively, services might exist but low-income passengers are unable to afford fares.
- 6.2** The Government has started to address some of these problems through policies such as the Rural and Urban Bus Challenge schemes, Rural Bus Subsidy Grant and minimum half-fare concessions for elderly and some groups of disabled people (see Chapter 4).

## The Bus System

Before 1985, the public sector provided most bus services. This enabled the public sector to plan and regulate the network and local authorities to subsidise fares. The Transport Act 1985 privatised and deregulated the bus network outside London so that decisions on the majority of bus routes, timetables and fares passed to private companies. The main role of local authorities became to plug the gaps in the commercial network by tendering to companies to operate services that are not commercially viable. Since the Act took effect approximately 85 per cent of the bus network has been provided commercially with the remaining 15 per cent subsidised by local authorities.

London's bus system is different from the rest of England, with the routing, frequency of services and fares determined by Transport for London (TfL) and the Mayor. The efficiency, reliability and safety of buses is managed through contracts with the bus operators. Almost all local bus services are run by private companies under contract to London Bus Services Ltd, which is part of TfL. All new contracts and many existing ones are gross cost contracts, which involve operators bidding to run a service at a fixed cost with the revenue being retained by TfL. Any increase in revenue can be used by TfL to plough back into the bus network.

### The way forward

**6.3** Forthcoming developments in three areas will enable buses to link people more effectively with the places they need to get to:

- flexibility to respond to local needs;
- better partnership working; and
- a review of funding.

**6.4** A table summarising all of these developments and the impact they will have can be found after paragraph 6.32.

#### Flexibility to respond to local needs

**6.5** Within the framework of accessibility planning (Chapter 5), local authorities will be able to draw on some new or adapted tools to ensure that bus services can respond to local needs.

**6.6** There is some flexibility within the law at present. Because some operators were unaware of this, the Department for Transport (DfT) published *Flexible Transport Services* in July 2002. This set out the range of services that can be run by bus and taxi operators, transport partnerships, local authorities, and voluntary and community transport organisations.

#### *Flexibly-routed bus services*

**6.7** Flexibly-routed bus services are those which do not follow an entirely fixed route or which operate on a 'demand-responsive' basis – buses which can be booked over the phone to take people anywhere in a given area, rather like shared taxis. They are particularly important in rural and less densely populated urban areas where maintaining an adequate bus network is increasingly difficult. However, to run a bus route it must be registered with the Traffic Commissioner and to register a route operators must generally provide a timetable or specified start and finish points. While the registration system allows for some deviation from a fixed route, it has presented problems for services that are fully demand-responsive with no set stops.



- 6.8** In order to address these problems, DfT issued a three-month public consultation in August 2002. This suggested that, in order to register a flexible route, an operator should define the area of operation and pre-booking arrangements rather than specifying a precise timetable.

Types of flexible service covered by the DfT consultation, *The Flexible Future* (August 2002)

- **'Many to one'**: Passengers are picked up from various points and taken to one specified destination such as a workplace, shop, hospital, school or transport interchange.
- **'One to many'**: A service with a single starting point taking passengers to dispersed destinations, for example a route improving security by taking people right to their door from shift work, or a service returning children home from an after-school club or cinema.
- **'Many to many'**: Passengers are picked up and dropped off at any destination within a given area. This is effectively a multi-occupancy private hire service using a minibus (although the consultation also included questions on whether smaller vehicles should be able to register flexibly-routed bus services). This might cater for one-off journeys to, for example, the hospital or local town.

- 6.9** After the consultation responses have been analysed and evaluated, regulations will be amended to facilitate flexibly-routed services in the first half of 2003.

#### *Community transport*

- 6.10** Community transport operators are not-for-profit organisations which exist to run transport services for those unable to use the public transport network. They are important in increasing access to key services, mainly for specific groups such as those with mobility problems. The contribution they can make to plugging the gaps in the network is restricted by the permits under which they operate (see 3.24). Nevertheless, community transport operators have recently been advised of two aspects of existing legislation which have not yet been explored:

- Buses that operate under one of the community transport permits (Section 19<sup>95</sup>) can only be used to carry particular passengers (members of an organisation or people whom the organisation serves) and not the general public. However, a Section 19 permit *could* be used to operate transport for residents of a defined local area who do not have access to their own private transport. This does not violate the restriction on carrying the general public.
- Buses operating under either a Section 19 or 22 community transport permit cannot be sponsored by companies that would benefit from the bus service. Therefore, a vehicle that takes people to a supermarket cannot be sponsored by that supermarket. However, other types of sponsorship *are* possible. Examples would be a vehicle supplier or manufacturer donating vehicles in return for the operator carrying their sponsorship details on the vehicle, or a vehicle carrying general advertising (for example of commercial products) unconnected with its operation.

#### *Other flexible transport*

- 6.11** Taxis are the most flexible form of transport available and in some areas they have been used to enhance the public transport network (see box overleaf). The Government is currently conducting two research projects considering the role of taxis in providing public transport. The first aims to determine why taxi-buses and shared taxis are not popular amongst taxi operators and whether there are any regulatory barriers to their development. The second is looking to identify the range of flexible or demand-responsive services which could be run by taxis or smaller vehicles, the potential demand, possible social benefits, commercial viability and whether any barriers require addressing. Both studies will be completed in 2003.

## Fare Car, Devon

Since December 2000, Devon County Council has operated a shared private hire car scheme in Honiton, with support from the Countryside Agency. A timetable of arrival and departure times in Honiton is advertised. Passengers from the eligible area call a central booking centre, run by the local community transport organisation, before 4pm the day before they wish to travel. A private hire operator then transports passengers, together if their routes make this possible. They charge a flat-rate fare of £1.50, set at a level similar to local bus fares, and the council then reimburses the operator to the normal private hire mileage charge.

Although the subsidy per passenger trip is high, early indications suggest it is more cost-effective than running buses to meet the dispersed travel needs of people in deep rural areas.

- 6.12** Meanwhile, the Office of Fair Trading (OFT) is investigating whether it is in the interests of the passenger for local authorities to restrict the number of taxis they allow to operate in their area. At present, nearly half of taxi-licensing authorities (outside London) restrict the number of taxi-licences they issue. The OFT will report in summer 2003.
- 6.13** DfT will assess the effect of the developments in legislation governing flexibly-routed services and community transport alongside their ongoing research. They will consider whether there are any further legislative or institutional barriers which may stop different transport providers (commercial, community transport or taxi operators) filling gaps in the network, and look at what might be done to address them.

### *Integrated ticketing*

- 6.14** Integrated tickets allow passengers to use the same ticket on services operated by different bus companies. Such tickets can be travelcards, which allow travel on any service within a certain area, or through tickets for journeys which involve a change of bus. This makes bus travel more affordable as well as saving time for passengers.
- 6.15** To prevent companies fixing prices, the Competition Act places certain restrictions on co-operation between bus operators. Operators often fear that they may breach these restrictions and receive large fines if they co-operate on integrated ticketing. Concern about a £13,000 consultation fee has in the past deterred operators from clarifying with the OFT whether potential schemes are legal.
- 6.16** Because integrated ticketing schemes tend to benefit the public, the OFT has:
- introduced a block exemption from the Competition Act in March 2001<sup>96</sup> for agreements on integrated ticketing. Operators can make use of the exemption for free;
  - issued revised guidance on the block exemption in August 2002. This was welcomed by bus operators and their representative organisation, the Confederation of Passenger Transport, as it removed some of the uncertainty that previously existed surrounding the block exemption; and
  - published a *Brief Guide* to the block exemption in September 2002 for every bus operator in Britain. It explains, in easy-to-understand terms, what the OFT does and advises operators on where they can get information, including the full guidance. The guide also includes a 'buses hotline' telephone number that can be phoned free of charge with queries on specific schemes. The OFT is also working on a good practice template for integrated ticketing.

## The block exemption from the Competition Act

This exempts certain agreements from the restrictions of the Competition Act. It covers agreements – provided certain conditions are met – between bus operators on various types of integrated tickets.

To benefit from the block exemption, ticketing schemes must not:

- limit the number of routes offered by an operator;
- limit the price or availability of a single-operator ticket;
- limit the frequency or timing of any service operated by individual operators (except where this is necessary for onward connections);
- facilitate an information exchange between operators, except where this information is indispensable to the scheme; and
- allow price fixing for tickets, except travelcards.

- 6.17** Alongside this, the Transport Act 2000 gave local authorities a new power to promote operator co-operation on joint ticketing agreements. If local authorities exercise this power, they have to consult operators, amongst others, after which all the operators affected must co-operate. Nottingham City Council is exploring the potential of this with the two main local bus operators, and Greater Manchester Passenger Transport Executive are also discussing with operators how they can extend the current range of multi-journey tickets, with the aim of making these agreements statutory. Cheshire County Council has been working in such a partnership with bus operators since July 2002.

## Cheshire joint ticketing scheme

In 2002, Cheshire County Council introduced a joint ticketing scheme with the local operators. This has resulted in savings for many passengers.

For example, someone living in Guilden Sutton and working at the Countess of Chester Hospital has to change bus at Chester Bus Exchange from a service run by Chester City Transport to one run by First. Without a smartcard this would cost them £14.50 per week (£7.50 for five returns on Chester City Transport plus £7 for a Weekly first ticket). A weekly smartcard costs £8.50, a saving of £6.50 per week, and also allows unlimited travel in the Chester area for seven days.

### *Integrated timetables*

- 6.18** Bus passengers benefit from having bus services that run at reasonably even intervals, particularly when services are infrequent. However, the Competition Act stops bus operators from agreeing their timetables together. This means, for example, that two operators cannot agree to run their services along the same route at 15-minute intervals. Instead, a situation could arise where, on a route that has just two bus services an hour, one bus arrives two minutes before the next in order to 'poach' passengers.
- 6.19** The OFT is exploring how common this problem of 'bunching' is, consulting operators and passenger groups and studying a representative sample of timetables. They will then consider how to solve any problems identified.

### *Concessionary fares*

**6.20** Local authorities are unable to introduce concessions for groups such as jobseekers and those in full-time adult education. A change in regulations could give local authorities the power to introduce new local concessions to be paid for from their own budgets. This issue is being considered as part of the Government review of bus subsidies (see paragraph 6.30).

### *Quality Networks, Contracts and Partnerships*

**6.21** In order to improve bus services local authorities need to work effectively with bus operators. They can do this in a number of different ways according to local circumstances. However, at present, voluntary Quality Partnerships are by far the most frequently used. These are agreements in which local authorities improve transport infrastructure (like bus shelters) in return for operators investing in high quality vehicles.

**6.22** The Transport Act 2000 introduced two further options for local authorities to work with bus operators. However, neither of these has yet been tried:

- **Statutory Quality Partnerships:** these make voluntary agreements legally binding so that there are penalties if either side does not fulfil their commitments.
- **Quality Contracts:** these allow local authorities to specify network coverage, frequency and fare levels in an area and enable them to cross-subsidise non-profit-making services from the revenue made on other routes. Quality Contracts can be implemented where a case can be made that they are the only practicable way of achieving the local bus strategy. Bus operators and some local authorities argue that introducing them would require more money than the current system of delivering bus services.<sup>97</sup> However, some think that, in certain circumstances, Quality Contracts could be cost-effective<sup>98</sup> by allowing local authorities to wrap up many contracts into one single contract. Local authorities would have to fund Quality Contracts from existing budgets.

**6.23** Further alternatives for partnership working are also being explored:

- **Quality Networks:** an evolving idea similar to Quality Partnerships but which also includes co-operation over network coverage. For example, in return for local authorities installing bus priority measures on commercial routes, operators might run more marginal services on other routes. The Bus Partnership Forum (see paragraph 6.25) is exploring how Quality Networks might work without restricting competition.
- **Local partnership models, such as payback partnerships:** These are similar to Quality Partnerships but local authorities also receive revenue from the routes where they improve infrastructure. This gives them more money that could be used to subsidise non-profit-making services and contribute to an expanded network. These partnerships do not follow one single model but are developing on the ground according to local circumstances.

### **Payback partnership, Surrey**

A modified Quality Partnership was launched in Surrey in November 2002. Surrey County Council and a number of private sector organisations are funding three bus routes for five years, with the intention that they will then become commercially viable. Surrey County Council is installing new bus stops and real-time information. In return, Surrey is guaranteed new low-floor buses on the routes, as with standard Quality Partnerships. They also receive a share of any revenue generated on the routes above a certain level, which they are re-investing in the new services.

- 6.24** The Government is keen that local authorities should use whichever of the above methods is most appropriate to deliver effective bus services in their area.

### Better partnership working

#### *Bus Partnership Forum*

- 6.25** In July 2002 the Government established a Bus Partnership Forum of operators and local authority representatives. This will meet on a regular basis in order to resolve barriers to better bus services, such as those around integrated ticketing, and to improve partnership working to the benefit of all passengers. The first product of the forum was the issuing of a joint statement by the Local Government Association, the Association of Transport Co-ordinating Officers (ATCO), the Confederation of Passenger Transport and the Passenger Transport Executive Group.

- 6.26** The statement contained commitments to continue partnership working in specific areas and eight task groups were set up to work this out in detail. Areas being discussed include: co-operation on integrated ticketing schemes; trialling Quality Networks; and introducing local agreements to limit the number of dates per year when service changes can be implemented.

#### *Journey Solutions*

- 6.27** Journey Solutions was set up by the UK transport industry in 1999 to promote and improve integration between different modes of transport. It is a partnership of bus and rail operators, funded by the operators themselves and their representative associations: the Confederation of Passenger Transport and the Association of Train Operating Companies. As well as ensuring that passengers have all the necessary information to make a journey, that they are easily and safely able to change modes and that services are co-ordinated and reasonably frequent, Journey Solutions has developed the first national integrated bus-rail ticket (see box below). These initiatives will help to make public transport more attractive, safe, convenient and affordable.

### Integrated bus-rail ticket: **PLUSBUS**

**PLUSBUS** is a rail ticket that allows travel on buses at either end of a train journey. It can be bought from any rail station as an add-on to any train journey to or from participating stations, and gives passengers access to the entire network in that area for the whole day. In October 2002, 35 stations joined the scheme and in January 2003, another 55 stations were added.

**PLUSBUS** already benefits travellers in some of the most densely populated urban areas including Manchester, Birmingham, Sheffield, Sunderland and Edinburgh and will be rolled out progressively until every large town in England, Scotland and Wales is covered. For example, someone travelling to Manchester can now buy a **PLUSBUS** ticket for an extra £1.70 on top of their rail journey rather than paying £3.30 for an area bus ticket.

The potential to extend the benefits of **PLUSBUS** to rail season ticket holders is also being explored.

#### *Sharing information and resources*

- 6.28** Partnership working is also important within local authorities and with other public sector organisations, such as health authorities. Working together can lead to both cost savings and improved quality and professionalism of service. There are already some examples of individual local transport authorities who work with their education and social services colleagues to share resources and co-ordinate transport solutions (see Figure 4.1).

**6.29** As part of accessibility planning (Chapter 5) local authorities should consider such integration. This could enable them to:

- Create a single vehicle pool, so making use of spare capacity. For example, a minibus used to take children with special educational needs to school in the morning could then transport others to daycare or therapeutic activities, and later be used as a Dial-a-Ride bus to take shoppers to the market town.
- Tender for contracts together. This would prevent different departments within a local authority competing for transport services and so pushing up tender costs.
- Ensure that transport is considered when decisions are made about the timing and location of facilities. For example, in some areas it has proved economic in terms of transport for local schools to stagger their start and finish times (see Chapter 10).

### Reviewing funding

**6.30** The Chancellor of the Exchequer announced a **Government review of bus subsidies** in his 2002 Budget. This aims to ensure that subsidy for local bus services contributes to increasing passenger numbers and encouraging people to make more journeys by bus, rather than car. The review also has social inclusion aims such as ensuring transport meets the needs of people on low incomes, those in isolated areas and those with mobility impairments. The review will not result in the overall amount of bus subsidies being reduced. It will report to Ministers before the Budget in 2003.

**6.31** The way that funding is allocated to transport projects is also influenced by revisions to the 'Green Book'. This is Treasury guidance to central government, also widely adopted in local government, on how to decide which projects and policies represent best value for money. A revised version was published in January 2003 and it now, for the first time, includes ways for decision-makers to factor in the social benefits of proposed schemes when allocating resources.

**6.32** The Government has also increased the local authority revenue support grant for 2003 by 5 per cent. This is money which local authorities can spend on any of the services that they are responsible for.

**Figure 6.1: Developments in bus policies**

	Developments	Impact	
Flexibility for buses to respond to local needs	Amend regulations to facilitate flexibly-routed bus services	Networks able to respond to more dispersed work places and public services	
	Section 19 permit vehicles allowed to carry local residents without access to private transport	Networks able to expand	
	Section 19 and 22 permit vehicles able to be sponsored		
	Co-operation on integrated ticketing exempted from Competition Act	Integrated ticketing	
	Bus subsidy review considering giving local authorities power to introduce local concessions	Cheaper fares where this is a particular local problem	
	Alternative ways of working with bus operators:	Voluntary Quality Partnerships	Improved punctuality and reliability
		Statutory Quality Partnerships	
		Quality Networks	Increased network coverage
			More integrated timetabling
		Quality Contracts	More stable network
More integrated timetabling			
Local partnership models such as 'payback partnerships'	Ability for local authorities to peg fares if necessary (although funding for this would have to be diverted from other budgets)		
Better partnership working	Bus Partnership Forum to encourage local agreements restricting network changes to a limited number of dates per year	More stable network with fewer changes to routes and timetables	
	Journey Solutions to enhance partnership working between the bus and rail industries	More integrated transport between modes, including integrated ticketing	
	Shared resources through accessibility planning	Increased network coverage (due to efficiency savings freeing more money to be spent on new routes)	
Reviewing funding	Bus Subsidy Review	Bus spending directed towards government objectives, including social inclusion	
	'Green Book' guidance	Spending takes more account of social need	

## Rail

**6.33** Although the bus is the predominant mode of public transport used by low-income groups, rail is still important – particularly regional and local services. Trains are particularly important for longer journeys and, in some rural and metropolitan areas, can be the basic means of getting to work, learning and healthcare. People in social classes other than A and B<sup>99</sup> make:

- 60 per cent of journeys on the regional network (that is not inter-city or commuter routes into London); and
- 65 per cent of rail journeys to visit friends and relatives.<sup>100</sup>

**6.34** Rail travel is limited by the barriers highlighted in Chapter 2. For example, many trains and stations still do not meet the standards for new facilities set out in the Disability Discrimination Act and the cost of rail can be prohibitive. Local journeys to local services cannot be booked in advance and therefore people cannot benefit from pre-booking discounts.

### What is happening already

**6.35 Secure Stations** is a Government accreditation scheme for stations that have improved security to reduce crime and reassure passengers. To be accredited, rail companies must work with the British Transport Police and other local partners to implement improvements such as better lighting, up-to-date information and increased staff presence. They must conduct an independent passenger survey to assess whether passengers feel safer and also show that crime rates have remained low over a sustained period. Approximately two-thirds of all overground journeys now involve passengers starting or finishing their journey at a Secure Station.

**6.36** The **Rail Passenger Partnership** (RPP) scheme supported local and regional rail schemes that were not commercially viable. It was funding that could only be used alongside money from other sources and was used, for example, to install new stations, introduce new train services or extend car and cycle parking. Across the network, £87 million worth of RPP funding was approved from 1999 to 2002, covering 79 schemes.

**6.37** The Association of Train Operating Companies (ATOC) and London Underground have both made agreements with Jobcentre Plus so that **jobseekers on the New Deal can travel for half price**. A photocard was launched in May 1998 for those on the New Deal for Young People and in November 2002 it was extended to most other New Deal clients. The card can be used for discounts on selected journeys on national rail, London Underground and London's buses to help jobseekers look for work. It can also be used for up to three months of a new job to help with early commuting costs.

### The way forward

#### Transport appraisal mechanisms

**6.38** Much of the public subsidy directed to rail is already spent on regional and local services. The new Green Book guidance on appraising new projects and policies (see paragraph 6.31) will make it possible to assess more accurately the potential impact of proposed rail projects on low-income groups. This should result in more rail services that benefit people on low incomes.



### Accessibility planning

- 6.39** Accessibility planning may use rail to solve access problems, for example in rural areas where tracks and stations already exist and the distance to services makes additional bus services unrealistic, or where job opportunities exist away from the local area. For example, it might be possible to alter bus or train timetables so that services connect (see Bittern train link case study, Chapter 4) or to introduce additional stops or to install cycle racks at the local station.
- 6.40** This will involve local transport planners working with train operating companies. The Strategic Rail Authority, Network Rail and the Association of Transport Co-ordinating Officers issued guidance in November 2002 on how local authorities can work effectively with train operating companies on such issues.

### Train operating companies

- 6.41** There are also a number of steps that train operators could take that might have potential commercial benefits, while also increasing access to key activities for those experiencing social exclusion. The Strategic Rail Authority will explore with the Association of Train Operating Companies the potential for initiatives in this area. These might include:
- offering discounted tickets for unemployed and newly employed people;
  - offering promotional discounts for off-peak travel; and
  - co-operating with Crime and Disorder Reduction Partnerships and town centre managers to reduce crime and fear of crime around stations.

### **c2c Job Start, Essex**

This scheme offers particular groups of unemployed people free rail travel to job interviews. Some newly employed people can also receive the first two months travel to work for a nominal fee of £10, allowing them to save some wages before having to purchase a normal season ticket. Passengers can use the ticket on c2c rail services between Shoeburyness and Fenchurch Street. The ticket has been developed in conjunction with local Jobcentres to give people access to a wider employment market. Application forms are issued by Jobcentres along the route, with the tickets issued and funded by c2c rail.

## Private transport

- 6.42** For some people access to a car is a necessity, for example those in rural areas or households where somebody has mobility problems. It is therefore important that access to a car is an option for people on low incomes. This can be achieved in part through schemes such as Wheels to Work, which loan jobseekers a scooter for up to six months or which subsidise their driving lessons (see Chapter 4). In addition, the following initiatives could enable increased access to cars for people on low incomes. The Government will monitor the progress of these schemes.

### Car clubs

- 6.43** Members pay an annual fee and can use one of a fleet of cars whenever they need to. They therefore do not have to pay the high fixed costs of car ownership but can benefit from the increased mobility that access to a car brings. These schemes have been successful, particularly in Europe, in discouraging people from owning cars while enabling them to use them where necessary. Pilot schemes now running in Tower Hamlets and Bristol will assess how effective such

schemes could be in enabling people on low incomes to have access to a car. The Countryside Agency is also funding a number of demonstration car club projects, and is monitoring them to evaluate the potential for car clubs in rural areas. This includes one project specifically aimed at those experiencing social exclusion – see box below.

### **China Clay Car Club, Cornwall**

This car club is in the early stages of development. A feasibility study revealed that the cost of joining a car club would deter membership, but that there were travel needs which a car club would help meet. As a result, there are now plans to run a one-year trial car club with reduced fees for people on low incomes. The ordinary fees will be £25 to join, £100 annual subscription, and £100 deposit. But for people on means-tested benefits these charges will be discounted to £5 to join, a £25 annual subscription, and no deposit. Mileage and hourly rates will be kept low (15p per mile; £1.50 per hour). People registered with Sure Start or Jobcentre Plus will have the full costs of membership met by those organisations.

### **Pay-as-you-drive vehicle insurance**

- 6.44** This model of insurance charges people according to how much they drive, rather than for owning a car. It therefore gives people greater control over the cost of motoring and encourages lower mileage. For people on low incomes this could be particularly helpful – the high fixed costs of car ownership, such as insurance, may mean that they currently cannot afford a car or spend much of their budget on motoring. Making car travel more possible financially through pay-as-you-drive insurance enables people to choose to drive when particularly necessary. However, it does not discourage use of other, more sustainable modes of transport when more appropriate. The model has been developed in parts of the United States, and Norwich Union is piloting it in Britain.
- 6.45** This chapter has shown how the Government will improve bus services and how other modes of transport can be more effectively used. However, improving mainstream transport alone will not address all the barriers to accessibility. The next chapter details how changes to land-use planning policies will complement these steps.

# CHAPTER 7

## LAND-USE PLANNING

### Summary

Difficulties in accessing work places and key services are as much due to the location of those facilities as the quality of transport links. Therefore land-use planning – which is concerned with decisions on the overall level and distribution of new developments such as housing, jobs, shopping facilities, schools and hospitals – can be a key tool to improve accessibility.

Recent national and regional guidance on planning developments attempts to reverse the trend towards out-of-town facilities and inadequate access by public transport, walking and cycling. Local planning authorities, when revising development plans now and in preparing Local Development Frameworks in the future, should consider whether there are gaps in local service provision and, if so, identify suitable locations, and sites within those locations, for the development of services to fill these gaps.

This chapter looks at how the planning system has worked and works now, and some associated accessibility problems. The chapter shows how the changes to land-use planning that are underway now will result in local authorities identifying gaps in service provision within their areas and promoting locations that are accessible to all.

## The problem

**7.1** Land-use planning can undermine accessibility for people at risk of social exclusion in three main ways:

- Major new developments, such as shops, offices, leisure complexes, hospitals and colleges are frequently located in places that are hard to reach for people without cars. Public transport provision often has not adapted, or not adapted quickly enough, to new developments.
- Low-cost and social housing areas often lack basic amenities, such as GP surgeries, food shops, financial services and other facilities. Such housing can also suffer from inadequate public transport links to services further afield.
- Local planning authorities tend not to proactively promote development activity that will address the accessibility needs of deprived and isolated rural neighbourhoods. Planning proposals are not specifically evaluated to assess their potential contribution to accessibility for people experiencing or at risk of social exclusion.

## How the planning system works

Land-use planning aims to secure the most efficient and effective use of land in the public interest. Decisions on whether to allow proposals to build on land or to change its use are usually made by local planning authorities. **Development plans** – the generic term for structure, local and unitary plans (see below) – set out the authority’s proposals for the development and use of land in its area. All decisions should be made in accordance with the development plans unless ‘material considerations’, such as a new national planning policy, indicate otherwise.

But land-use planning is complex, remote and hard to understand. In some areas planning has four tiers: national, regional, county and local:

- National planning policies, published by the Government, are set out in Planning Policy Guidance notes (PPGs), which local planning authorities must take into account when preparing their development plans.
- Regional Planning Guidance (RPG) is prepared by regional planning bodies. In some areas these are Regional Chambers, in others they are representatives of local authorities. The Guidance sets longer-term development strategies for the eight English regions. RPG also provides a regional context for the preparation of local authority development plans and Local Transport Plans (LTPs).
- Structure plans are produced by county authorities. They address strategic issues such as improvements to transport infrastructure, house building and the broad location of employment sites.
- Local plans, produced by district authorities, are the means by which local authorities express the land-use implications of their policies and shape the future of their communities. In producing these plans, local authorities must take account of policies determined at regional and national level.
- In unitary authorities, a unitary development plan is produced which combines elements of structure and local plans.
- In London, the Mayor produces a Spatial Development Strategy for the whole of London.

The Government has proposed a new structure for plan-making, based on two tiers only: a tier of strategic plan making at the regional level and a tier of local decision making at the district and unitary council level. This will reduce complexity and ensure greater consistency from the strategic through to the local level.

Therefore, the Government introduced into Parliament the Planning and Compulsory Purchase Bill in December 2002. This provides for a single tier of **Local Development Frameworks** to replace local plans and unitary development plans. New Regional Spatial Strategies will replace Regional Planning Guidance and structure plans. Regional Spatial Strategies will have statutory status and the Local Development Frameworks and Local Transport Plans should be consistent with them.

## What is happening already

- 7.2** National policy on land-use planning and transport is set out in Policy Planning Guidance note 13 (PPG13) on Transport, published in March 2001. Under PPG13 all major new developments, especially those attracting a lot of people, should be accessible by public transport, walking and cycling. PPG13 covers all types of development, emphasises accessibility to jobs, retail, leisure and services, and also addresses the location of housing, health and education facilities, as well as the problems of services in rural areas.

- 7.3** National planning policy on housing is set out in PPG3 on Housing, published in March 2000. Under PPG3 local authorities should plan to meet the housing requirements of the whole community, including those in need of affordable and accessible housing. PPG3 also asks local authorities to assess the location and accessibility of potential development sites to jobs, shops and services by modes other than the car, and the potential for improving such accessibility.
- 7.4** In practice, despite the proactive role of local planning authorities in drawing up development plans (see box above), most development emerges through local planning authorities' responses to developers' proposals. Local planning authorities need to be actively involved in determining appropriate levels of services for deprived communities within their area, identifying gaps in provision and seeking to encourage developments to fill these gaps. Too few authorities take such a proactive approach at present.

## The way forward

### Local Development Frameworks

- 7.5** As part of the Planning and Compulsory Purchase Bill, Local Development Frameworks (LDFs) will be introduced. These should highlight whether there are gaps in local service provision and if so identify suitable sites for the development of services to fill these shortfalls. In preparing them, planners will need to work closely with key providers and funders of services across the public and private sectors.
- 7.6** Both development plans (under the existing planning system) and LDFs (in the future) should seek to ensure that land-use change and development includes the need for good access by all sections of the community to key services. They should complement other plans and strategies, including the local Neighbourhood Renewal Strategies.<sup>101</sup>
- 7.7** The Bill makes clear that local authorities, in preparing LDFs, should consider the relevant Community Strategies. These strategies will promote the social well-being of their areas and will play a key role in informing the preparation of the LDF. In turn, the LDF will be able to assist in delivering the policies in the relevant Community Strategies.
- 7.8** In reviews of development plans and in the LDF, sites identified as having the potential for development should be assessed to identify whether they are fully accessible before being promoted as suitable for development. The assessment should include access by walking, cycling and public transport from key areas of deprivation. Where sites are promoted in locations that do not fulfil this criterion, but are otherwise sustainable, the local planning authority should consider whether it is practical to secure provision of adequate public transport to those areas, including – where appropriate – through 'Section 106'<sup>102</sup> planning agreements.
- 7.9** Local planning authorities can use Section 106 agreements as a means of obtaining improvements – especially in terms of access by foot, bicycle or bus – related to developments. For example, as a condition of granting planning permission, authorities can negotiate a legal agreement with the developer to fund transport improvements, such as a bus route to a new employment site.
- 7.10** Future guidance on developing LDFs will include advice on accessibility planning (see Chapter 5) recommending that:
- local planning authorities should assess whether there are gaps in key services in deprived and isolated areas and propose any practical remedial actions which can be taken forward through the planning system; and
  - these should be co-ordinated with accessibility planning.

## **Co-ordinating transport and land-use planning, Telford and Wrekin**

Telford and Wrekin unitary authority has been given 'Beacon Status' for better access and mobility including its work on land-use and transport planning. The strategy is focused on an integrated transport network and the provision of sustainable housing, jobs and services across the area.

The local authority has integrated land-use planning, transport and economic development functions into a single 'Environment and Economy' department. The authority works pro-actively to co-ordinate land-use and transport planning, develop new routes and infrastructure, improve overall levels of mobility and ensure new developments are provided with realistic choices of access by public transport, walking and cycling.

One result is a new bus route serving a developing part of the area, on which residents get a free pass, so reducing their isolation and discouraging car use. The authority is also promoting a new footpath/cycleway through the northern part of Telford that will link deprived wards with a range of education and employment opportunities.

### **Accessibility planning**

**7.11** Local planning authorities will be key partners in the accessibility audit and planning process (see Chapter 5). They will be responsible for mapping the distribution of existing key facilities in relation to deprived areas and identifying gaps at different levels, such as:

- within reasonable walking distance of homes;
- within local centres; and
- at district level.

**7.12** Local planning authorities will need to examine how they can take action through their LDFs to address concerns about access to services, especially essential services such as shops, schools and health facilities.

### **Communities Plan**

**7.13** *Sustainable Communities: Building for the Future*, published in February 2003 by the Office of the Deputy Prime Minister (ODPM), reinforces the Government's policies for building successful communities. The Plan will ensure that decisions on housing, planning, transport and economic development are better co-ordinated at regional level to help ensure that new and revitalised communities are sustainable.

### **Guidance**

**7.14** Two good practice guides will be published in spring 2003 by ODPM. Both will refer to accessibility planning:

- *Transport Assessments*: a good practice guide for development proposals. Part 1 of the document will refer specifically to the need to identify areas of deprivation and to consider the travel needs of people experiencing or at risk of social exclusion.
- *Using Accessibility in Plans*: a good practice guide for using accessibility in regional and local planning.

- 7.15** As planning policy guidance is revised, changes will be made to factor in accessibility planning and social exclusion. Two guidance notes are due to be revised and go out to public consultation in 2003:
- **PPG6: Town Centres** will reflect the need to encourage the development of key services, such as healthcare facilities and food shops, in town and local centres where they are easily accessible by walking and public transport and, in particular, for people experiencing or at risk of social exclusion.
  - **PPG4: Employment** will reflect the need to encourage employment developments in locations that are highly accessible by walking, cycling and direct public transport routes from areas of high unemployment, and will link to work on access to jobs.
- 7.16** To ensure a cross-cutting approach to improving access to local services for people experiencing or at risk of social exclusion, revised planning policy guidance will be supported by complementary guidance to frontline practitioners in other related areas of public service delivery:
- guidance to local authorities on developing their Housing Strategies will include details of the mechanisms in place for Registered Social Landlords to be involved in accessibility planning; and
  - guidance to local authorities about the transfer of social housing to Registered Social Landlords will include the need to consider access to employment and key local services, and adequacy of public transport.
- 7.17** This chapter has set out how decisions on the location of services and activities will contribute to improved accessibility. The next looks at how transport, especially the walking and cycling environment, may be made safer.

# CHAPTER 8

## SAFER STREETS

### Summary

Fear of crime and road accidents can restrict people's access to local services, because it stops them walking, cycling, or using public transport. Disadvantaged groups and deprived areas also suffer disproportionately from the negative impacts of road traffic.

This chapter describes how the Government will address these problems through:

- **Measures to tackle crime and fear of crime around public transport**, including: encouraging partnership working between local transport providers, Crime and Disorder Reduction Partnerships and the police, and ensuring that transport routes and interchanges are considered in local strategies to tackle crime.
- **A new objective of tackling concentrations of road casualties in disadvantaged communities**, backed by a new £17.6 million fund directed at local highway authorities in deprived areas with the worst rates of child pedestrian casualties.
- **Taking into account walking and cycling environments**, and the impacts of traffic in deprived areas, in accessibility planning.

## Crime and fear of crime in and around public transport

### The problem

- 8.1** People's decisions about whether they make a journey are affected by fear of crime on the route to, and while waiting for, public transport as well as on the vehicle. This is a particular problem for women, people from different ethnic groups and those on low incomes.<sup>103</sup>
- 8.2** However, nobody is responsible for tackling crime and fear of crime across the whole journey – from someone's front door to their destination. It is therefore often neglected as operators, local authorities and the police leave it to each other to deal with. Alternatively, improvements in personal security at a bus or rail station, for example, can be undermined if people's walking routes to it are poorly lit or vandalised.

### What is happening already

- 8.3** The **British Transport Police** (BTP) are responsible for policing the railways<sup>104</sup> and reducing crime on the system. The force tackles a range of offences including terrorism, violent assaults, drunkenness and antisocial behaviour. The BTP shares resources and intelligence with local police forces.



## Crime and Disorder Reduction Partnerships

Crime and Disorder Reduction Partnerships (CDRPs) were set up under the Crime and Disorder Act 1998. Police and local authorities are responsible jointly for the development and implementation of a strategy to tackle crime and disorder in their area in consultation with a wide range of other local agencies including health, education, the private and voluntary sectors, and the wider community. There are 354 CDRPs in England and 22 in Wales. Strategies are required to be published every three years, the first being published in April 1999, and the second in 2002.

- 8.4** The police and CDRPs are responsible for addressing crime and disorder problems within their areas. CDRPs are required to invite a number of bodies to be involved including the BTP and at least one representative of “a body which provides public transport or school transport within that area”. Where the invitation has been accepted, a number of successful schemes exist which tackle crime and fear of crime while walking to, waiting for and travelling on public transport.

## Safer Middlesbrough

As part of its Community Strategy, Middlesbrough Council is working with the local CDRP to reduce fear of crime and encourage people experiencing social exclusion to use public transport. They have implemented a programme of improvements to public transport infrastructure and walking and cycling facilities. For example this has included bus shelter improvements, CCTV on buses and improved street lighting. It is also undertaking statistical analysis to determine hotspot crime areas and ensure that proper attention can be given by the police and neighbourhood wardens to tackling local concerns.

- 8.5** In order to encourage more widespread co-operation between CDRPs and transport authorities/operators, the Government has worked to increase awareness amongst all parties with an interest in reducing crime and fear of crime around transport. This includes:
- **Guidance** to bus operators for improving personal security in bus travel; to train operators for introducing Secure Stations (see Chapter 6); to bus drivers for managing the school run; to local transport authorities for improving personal security on pedestrian journeys; and to CDRPs to encourage consideration of crime and fear of crime around transport.
  - **A pilot secure transport route**, which is being focused on the train line between Manchester Victoria and Clitheroe. This aims to ensure that measures to reduce crime and fear of crime across the whole journey (from door to destination) are co-ordinated and complementary.
  - **Seminars** in all government offices to promote a partnership approach between transport operators and CDRPs or the police; to build links between transport and crime reduction agencies; and to enable the spread of good practice.
- 8.6** In addition, there is a Government accreditation regime for Secure Stations, the Association of Chief Police Officers’ (ACPO) standard for security at car parks and a Safer Travel on Buses and Coaches Panel (STOP). This group brings together operators, unions, transport and local authorities and the police, as well as Department for Transport (DfT), Department for Education and Skills and Home Office officials. It considers how best to tackle bus and coach-related crime, antisocial behaviour and vandalism at bus stops and stations, and to spread good practice throughout the industry. Individual examples of good practice for tackling crime and fear of crime around transport also exist across the country.

## Transport Policing Unit, London

This transport policing initiative is a partnership between Transport for London (TfL) and the Metropolitan Police to tackle crime and disorder on buses and taxis in London. It also aims to enforce bus priority measures and to prevent mini-cabs illegally plying for hire or operating unsafe vehicles. It involves dedicated teams of police officers and traffic wardens patrolling buses and bus lanes on 20 key bus corridors.

A joint intelligence unit and control room also enables transport and police experts to work together on intelligence-led policing and give an immediate response to priority situations. Set up in June 2002, by the end of December the unit had produced very encouraging results: over 780 arrests made for a variety of offences (including fraud, robbery, assault and weapons) and 25,700 traffic offence tickets issued.

### The way forward

- 8.7** The good practice described in Chapter 4 in relation to personal security indicates that partnership working is effective in addressing crime and fear of crime across a passenger's whole journey – on the route to, while waiting for and when travelling on public transport. This includes both partnership working at a local level, and liaison between DfT, Home Office and local practitioners.

### Accessibility planning

- 8.8** The process of accessibility planning within Local Transport Plans (LTPs) (see Chapter 5) will enhance joint working between CDRPs and transport authorities. One of the locally determined indicators may monitor crime and fear of crime on the routes to, while waiting for and when travelling on public transport. Guidance issued to transport authorities on accessibility planning should encourage them to consider this indicator and to work closely with CDRPs and the police in reducing crime and fear of crime around transport.
- 8.9** As part of an accessibility action plan, local partners with an interest in reducing crime and fear of crime may want to improve street lighting, commit to remove graffiti promptly, install CCTV, encourage car park owners to implement security measures, or employ travel wardens. Like bus conductors, wardens would provide a reassuring presence on buses or at bus stops and could also offer assistance or information to passengers.

### Police and CDRPs

#### *Raising awareness*

- 8.10** One of the reasons why crime around transport may not be addressed is because police and CDRPs or transport authorities and operators do not always appreciate the extent of the problem and how they would benefit from tackling it. The Home Office and DfT will issue a leaflet in spring 2003 targeted at CDRPs and transport providers. This will promote joint working by pointing out its mutual benefits, both in reducing crime and persuading people to use public transport.

## Operation Safer Travel, West Midlands

This initiative began in January 2000 to prevent, reduce and detect crime and antisocial behaviour on buses across the West Midlands. It is a partnership between the police, the major bus operator (Travel West Midlands) and the West Midlands Passenger Transport Executive (Centro). It involves sharing and analysing data to identify crime hotspots and using this information to target action where it is most needed. Measures have included CCTV, targeted use of ticket inspection and police officers and intensive work in schools to highlight the consequences of crime, particularly on buses.

The partnership has also had a high profile with the local media, which has the added benefit of encouraging people not to fear crime on the buses. The scheme has had positive results – in 2002 it contributed to:

- a 61 per cent decrease in complaints to Travel West Midlands about assaults on bus passengers; and
- a 42 per cent reduction in physical assaults on drivers.

### *Sharing information and good practice*

**8.11** Crime and Disorder Reduction Strategies are based on local priorities. In setting these priorities it is important that all the relevant information is taken into account and accurate analysis carried out, including **considering whether crime and fear of crime is an issue around transport routes and hubs**. The following changes will encourage this:

- Guidance to CDRPs will encourage them to make use of any accessibility planning indicators on crime and fear of crime when conducting their local crime audit and considering their priorities.
- The Home Office is developing a business model to enable CDRPs to analyse crime and disorder problems better and implement appropriate and tested solutions. The model will guide CDRPs to collect information from, and work with, transport providers as well as other agencies. This will enable them to identify and tackle transport-related crime and disorder. It will also allow regional analysis of cross-boundary issues, such as offenders using transport to move from one victim to another.
- The National Intelligence Model has been developed for police forces. This draws together good practice in policing to form a standard model for managing intelligence. Analysts can use all sources of information regarding, for example, street crime to provide senior officers with a sound basis for action. The model will, among other things, encourage use of data from transport operators; analysis of crime hotspots and whether these occur on transport routes; and identification of effective ways of tackling crime around transport routes.
- A 'transport toolkit' of practical and evaluated suggestions for tackling crime around transport will be added to the other crime reduction toolkits in spring 2003. Transport will also be included in the toolkits relating to tackling antisocial behaviour and fear of crime.
- DfT good practice guidance will be issued later this year on the reduction of graffiti, vandalism and other environmental nuisance on and around public transport systems.

## Improving street lighting

**8.12** One of the key factors which contributes to fear of crime is badly lit walking routes and waiting areas. The Government is making available £300 million in 2003/04 for the modernisation of street lighting, which should help to improve this situation. From March 2003 local authorities in England outside London will be able to bid for Private Finance Initiative (PFI) funding for street lighting projects. A further £85 million will be made available over the next three years for street lighting PFI projects in London. In allocating this funding to projects, one key consideration will be an assessment of the impact on crime and the fear of crime.

## Improving road safety for pedestrians and cyclists

**8.13** Policies to tackle the impacts of traffic, like accidents and pollution, can reinforce policies to improve accessibility, but can sometimes conflict with them. Also, some policies to address one kind of impact have the potential to worsen others. For example, improving public transport can help inclusion and encourage a shift from car travel, while some traffic calming measures can reduce accidents but increase pollution and noise. There is a danger that promoting greater mobility as part of the attempt to increase access to key activities could reinforce exclusion by increasing traffic and the resulting negative impacts.

**8.14** This means that a systematic assessment of the scale and relative importance of *both access and impact* problems in local areas needs to be made to decide what kind of intervention to use in each neighbourhood. The accessibility auditing and planning process needs to take account of road danger as a barrier to access. It also needs to consider tensions between potential solutions and existing commitments and targets under, for example, the national Road Safety and Air Quality strategies (see below).

## What is happening already

**8.15** Unlike 'accessibility', which is still a relatively new concept, it is *already* the job of various parts of local government to monitor local concentrations of traffic impacts, and to tackle them with transport-related measures, as part of the Local Transport Plan (LTP).

**8.16** The Road Safety Strategy, which was published in March 2000, contained new Government targets for 2010 for casualty reduction and also set out the policy framework for a plan to achieve the targets over a ten-year period. The targets are:

- 40 per cent reduction in killed and seriously injured casualties;
- 50 per cent reduction in killed and seriously injured child casualties; and
- 10 per cent reduction in the slight casualty rate.

**8.17** Local authorities contribute to achieving this national target, and are required to set local casualty reduction targets. All relevant parts of the LTP (including road safety, home zones and measures to encourage walking and cycling) are expected to work together to promote safe and sustainable transport. Local planning authorities are also expected to take road safety into account in the design and layout of all development proposals.

## The way forward

### Encouraging walking and cycling

- 8.18** Road accidents, and just as importantly fear of them, need to be considered in accessibility audits. There is strong evidence that dangerous roads prevent people from walking and cycling as much as they could, and this includes walking to public transport. Casualty reduction targets could be achieved by simply keeping people away from roads, but this would be at the expense of the accessibility of local shops and services, and the health of local residents. Improvements to road safety have the potential to encourage more journeys on foot and by bicycle.
- 8.19** Some of the barriers to walking and cycling are psychological, being based on unfair or outdated perceptions, or a lack of knowledge of the benefits or possibility of travel without a car. Improving local accessibility therefore should also include measures to overcome these barriers, and positively promote walking and cycling.
- 8.20** Workplace Travel Plans, School Travel Plans and various personalised travel planning techniques (described in Chapter 4) have been used successfully to get people to switch from car to public transport, walking and cycling. These have been aimed mainly at environmental objectives – reducing the amount of congestion and pollution from motor traffic. Similar approaches could also be explored to encourage people in deprived areas, who currently travel very little, to walk, cycle and use public transport more, where there are opportunities to do so.

### **‘Safe Routes to School’, Sandringham School, Hertfordshire**

‘Safe Routes to School’ projects encourage and enable children to walk and cycle to school through a combined package of practical and educational measures. They use a community approach that aims to improve road safety and reduce child casualties, improve children’s health and development and reduce traffic congestion and pollution.

At Sandringham, a state secondary school, a wide range of measures has been used to promote walking, cycling and bus use. They include:

- curriculum work with pupils;
- new cycle storage;
- a school travel plan;
- highway measures – school safety zone, cycle lanes, new crossings, traffic calming, new footways, bus shelter, new bus and parking layby; and
- new bus services and better publicity.

Partners included Hertfordshire County Council (who provided funding), the local community; police; bus operators.

Prior to the project 40 per cent of pupils were driven to school. This fell to 28 per cent over a two-year period. The local authority’s view is that 30-40 per cent of the success is due to road safety measures and the rest due to good promotion and the involvement of local people.

## A new commitment to tackling concentrations of pedestrian casualties in deprived areas

**8.21** Chapter 1 highlighted the high degree of social inequality in child pedestrian accidents, mainly as a result of differences in physical environment, car ownership and access to safe play areas. The DfT's Public Service Agreement from 2002 includes a new objective of 'tackling the significantly higher incidence [of casualties] in disadvantaged communities' in addition to its existing overall targets.

**8.22** It will achieve this through:

- a new £17.6 million fund targeted at local highway authorities in deprived areas with a high incidence of child pedestrian casualties;
- new guidance to all local highway authorities, highlighting the need to take account of the significant link between area disadvantage and road casualties; and
- a requirement for specific action from all local authorities in the next LTP.

**8.23** The precise mix of solutions used in practice to achieve both overall safety targets and the new target on child pedestrians will depend on local circumstances. Solutions will not only include engineering measures like pedestrian crossings and area-wide traffic calming, but a range of interventions including child safety training, information campaigns, Safe Routes to School and creating safe play areas. Many of the measures aimed particularly at children will also have benefits for other pedestrians and road users, especially elderly people.

**8.24** The new target is only likely to be achieved by joint working between road safety professionals and those working in health, education and environment. All local authorities will be expected to engage in joint working to tackle the social inequality in accidents.

**8.25** Joint working with health professionals in particular will be reinforced by the fact that the Department of Health has identified 'narrowing the social inequalities in accidental injury to children' as one of its key areas of intervention in attempting to tackle health inequalities.

**8.26** The Department for Culture, Media and Sport has recently launched a review of children's play opportunities across the UK, which will aim to set a strategy for a future Lottery-funded play programme. It will consider issues such as where play facilities should be situated and whether to fund extra measures which improve access to play facilities. These measures to improve access could include traffic calming, but improving local play facilities could in itself improve safety, by providing alternatives so that children do not have to play on or near roads.

## Air and noise pollution from traffic

### What is happening already

**8.27** Chapter 1 highlighted the evidence for social inequality in the impact of air and noise pollution from traffic. The Government's objective set out in the National Strategy for Neighbourhood Renewal, is that 'within 10 or 20 years, no one should be seriously disadvantaged by where they live'. This includes the impacts of traffic. There is already a specific target to improve air quality in the most deprived areas, as well as the national objective for all areas to reach a given standard. Local authorities are required to designate Air Quality Management Areas (AQMAs) covering any pollution hotspots, and to draw up air quality action plans setting out what they intend to do about the problem. Over 100 local authorities have designated AQMAs in their areas. The vast majority relate to traffic pollution, although some relate to industrial pollution.

**8.28** Local authorities also have the powers to create Clear Zones, and enforce emission standards in areas where pollution problems are identified, for example through restrictions on the kind of vehicles allowed into particular residential areas.

**8.29** In addition, noise from traffic can have a major impact on quality of life. It is already a consideration in land-use planning and LTPs are expected to show that the effect of traffic management on noise has been taken into account.

### **The way forward**

**8.30** Both accessibility planning and other parts of the second round of LTPs will need to take into account their potential effects on air and noise pollution from traffic. Land-use planning activities will also need to consider this. The range of available remedies for limiting the pollution from traffic are already in use, but some could be employed more widely, or could be more explicitly targeted on deprived neighbourhoods. They include:

- measures to tackle local air pollution such as:
  - promotion of alternatives to the car (travel plans, travel planning services);
  - traffic reduction measures; and
  - better enforcement of vehicle emissions controls.
  
- measures to tackle traffic noise such as:
  - quieter road surfaces;
  - better road design and shielding; and
  - planning controls to restrain noise-generating developments in sensitive areas.

**8.31** This chapter has discussed ways of improving safety and security in and around transport. The next chapter describes policies to help people get to job opportunities.

# CHAPTER 9

## ACCESS TO WORK

### Summary

Poor transport can prevent people from taking up and keeping employment, and restrict their choice of jobs.

The Government already runs a number of schemes to help people looking for work to overcome transport barriers – some focused on individuals, and some for disadvantaged areas. This chapter outlines these current policies and how they will be built upon to tackle the problems that remain.

The Government is increasing the amount of help it offers people looking for work to enable them to get to job opportunities. In return, they are expected to expand their travel horizons and be prepared to look for and take up work within a reasonable travelling distance. Specific measures to achieve this include:

- **New funding:** A £5 million fund for transport projects by Action Teams for Jobs, and £3 million for improving travel information in Jobcentres.
- **Improved schemes for individuals:** Extension of eligibility for the Travel to Interview Scheme and the Adviser Discretion Fund, which can be used to pay for travel costs.
- **The contribution of Jobcentre Plus:** A commitment to encourage staff to gain a greater knowledge of how local transport works to help their clients overcome transport barriers and widen their job search horizons.

## The problem

- 9.1** Job vacancies are not always within reach of workless people, even when they are quite close. The main problems are: a lack of access to public or private transport, prohibitive costs of fares or running a vehicle to get to work, and limited travel horizons, which includes lack of knowledge about and trust in the available travel options.
- 9.2** Inadequate transport is rarely the only barrier to entering paid work, or even the most important one, but it can be a significant problem for many. It prevents people attending interviews, limits the range of jobs they can apply for, and forces them to turn down job offers, thus prolonging their time on benefits.
- 9.3** Transport has become more of an issue over time partly because of the growth of employment in places and at times that are not served by public transport, and which are not always close to where unemployed people live. Many of the new jobs created in recent years have been in out-of-town or suburban locations, which can be hard to reach without a car. More jobs also require evening and weekend work, when public transport services are poorer.

## What is happening already

- 9.4** The Government has a number of measures in place to tackle transport barriers to work, targeted at individuals, employers and local areas. The key ones are outlined below.



## Improving access

- 9.5** Employment Zones and Action Teams for Jobs give extra freedom to local managers and frontline staff in certain particularly disadvantaged areas to use innovative means to tackle the specific problems facing individuals and groups of people. The discretion allowed in both (combined with extra funding in the case of Action Teams) has been used for measures such as:
- offering individuals subsidised driving lessons, or widening their travel horizons by taking them on public transport;
  - setting up new bus services to employment sites; and
  - organising minibuses to sites which are not served by traditional public transport.
- 9.6** Area-based initiatives in regeneration and employment include a number of successful examples of co-operation between welfare to work providers and public bodies, employers and transport operators. Regional Development Agencies can also have a role in improving access to jobs, since they aim to encourage development, and therefore job opportunities, in deprived areas.

### **Opening up jobs with a new bus route, Wansbeck**

The Action Team for Jobs in Wansbeck helped set up a new bus route, the 318. This connects a large number of unemployed people in Northumberland with opportunities in North Tyneside, which they could previously only reach by private transport.

It supported the use of the service by providing free bus passes to any unemployed resident of the Wansbeck area who found work in North Tyneside, and offering free travel to some people to look for work in the area.

Following this successful pilot, Northumberland County Council is supporting the service through Urban Bus Challenge funding. It will now continue for a further three years, with the hope of becoming commercially viable after that.

This scheme is part of a wider regeneration project linked to Northumberland's Local Transport Plan, which will ultimately see the re-establishment of passenger trains in the area.

- 9.7** Workplace Travel Plans are designed to reduce the number of people travelling to work by car, in order to help reduce congestion and pollution. However, since they usually include measures to make alternatives better and more attractive, they can also help improve access to employment sites for those without cars. Most employers draw them up voluntarily, but some are required to do so as a condition of planning permission for new development.
- 9.8** National planning policy guidance already promotes employment in accessible locations, by ensuring that new business developments that attract large numbers of people, such as offices, are located in town centres or close to public transport interchanges in urban areas.

## Making travel to work more affordable

- 9.9** The Travel to Interview Scheme (TIS) has for many years reimbursed claimants of Jobseeker's Allowance (JSA) and Income Support for the costs of journeys to interview, but the range of people and journeys that are eligible for it has recently been extended.

- 9.10** Journeys within ‘normal daily travelling distance’ were previously not covered but could still be prohibitively expensive for people living on JSA (£43–£54 per week). For example, a return journey to central London from a commuter area can often cost £10–£20, and even in small towns, a return journey involving two different buses can be £5–£6. Since April 2002, at the discretion of personal advisers, the TIS can be used to pay for local journeys costing over £4.
- 9.11** The TIS has also been extended to cover claimants of more benefits, including Incapacity Benefit. This helps people on all benefits to engage with the labour market, including people that do not have the obligations to do so placed on JSA claimants. The total number of applications to the scheme has risen by 36 per cent since the eligibility was changed.
- 9.12** Since July 2001, New Deal Personal Advisers have been able to use the **Adviser Discretion Fund**, which allows up to £300 per participant<sup>105</sup> to help them increase their job search activity or overcome barriers to work, including transport. Typical purchases include:
- a travel pass for the first month in a new job;
  - work clothes or a new suit for job interviews; and
  - tools and equipment for work.

In the first six months of the scheme, average spend was £63 per person, with 16.5 per cent spent on transport items.

- 9.13** Tax changes in recent years have made it easier for employers to help their staff with travel to work. When employers provide buses to work for staff, or bicycles and motorcycle facilities, they do not have to pay tax on this, as they would with other staff benefits like refunding the costs of petrol. In April 2002, this tax relief was extended to public services – so employers can subsidise bus services which are open to the general public, as well as their own staff. This can make services viable that otherwise would not be.
- 9.14** The costs of rail travel have been addressed through an agreement between Jobcentre Plus, the Association of Train Operating Companies and Transport for London, which offers New Deal participants in England and Wales a 50 per cent reduction on the cost of rail travel. In some locations this agreement extends to bus travel and in London most underground travel is included.

### Widening travel horizons

- 9.15** The *Jobseeker’s Agreement*, signed by all recipients of JSA, already requires jobseekers to look for work within a ‘reasonable’ travelling distance – defined as ‘one hour either way by a route and means appropriate to the employment’. For the first six months of a claim, claimants can restrict the type of vacancies they apply for, including the distance they are prepared to travel, provided they can show that they have a reasonable prospect of finding work within the limits they set. After six months, these restrictions are reviewed.
- 9.16** Help to search for a wide range of vacancies includes:
- **Information on the full range of around 400,000 vacancies** held by Jobcentre Plus nationwide can be accessed via touch-screen electronic ‘Jobpoints’ across the Jobcentre Plus network, as well as the ‘Worktrain’ telephone line and website. Vacancies can be searched by geographical area, for example, by touching areas of a map on the Jobpoint screen.

- The various **New Deals** offer clients extra help and support while seeking jobs. This can also help unemployed people to identify the barriers to work they face, including those related to transport, and to think about ways of overcoming them. Examples include New Deal participants being referred to 'Wheels to Work' schemes in rural areas.
- The creation of **Jobcentre Plus** from the merger of the Employment Service and part of the Benefits Agency in April 2002 extended the benefits of the Personal Adviser to a wider range of clients including those who are not required to be actively seeking work. New merged offices have been set up in some areas, but the full national roll-out will take until 2006 to complete.

## The way forward

### Rights and responsibilities

- 9.17** Despite the measures described above, problems of access to work still persist. The Government is committed to increasing the amount of help it offers people looking for work to enable them to get to job opportunities. In return, individuals are expected to review their travel horizons and, with help from their adviser, be prepared to look for and take up work within a reasonable travelling distance.
- 9.18** This greater awareness of transport in jobsearching will involve a culture change in relation to mobility, both for clients and their advisers. This will mean:
- raising awareness of how transport issues may be a barrier to work; and
  - raising awareness of possible solutions, such as paying for travel passes or driving lessons and supporting local demand-responsive transport services.
- 9.19** Jobcentre Plus training of advisers will help increase awareness of both. This training is adapted to reflect the issues facing particular areas. It will raise awareness of travel and mobility, and the role of the adviser in challenging and helping customers to overcome barriers to work, which include transport. This should increase awareness of transport problems and solutions for both new entrants and existing staff.
- 9.20** Experience from Employment Zones and Action Teams for Jobs – for example the Working Links partnership in Southwark – shows how this kind of practical action can address transport barriers to work.

### Increased flexibility for frontline workers and local managers

- 9.21** Jobcentre Plus is looking at ways of increasing discretion for more frontline staff, building on experiences from Employment Zones and Action Teams for Jobs. An example of this is the extension of the Adviser Discretion Fund to new client groups, after successful use on the New Deals. It will be extended to all benefit claimants from the sixth month of their claim, to provide extra support for interviews, job search and when they start work, and can be used for travel costs. People who join the New Deal for Lone Parents will be eligible for this funding as they start the New Deal, whether or not they are claiming any benefits.
- 9.22** This greater flexibility will in turn enable transport barriers to be overcome more effectively. As the nature and relative importance of transport problems vary between geographical areas and client groups, Personal Advisers should have the freedom to address any transport barriers facing their clients in the most appropriate way. In addition, local Jobcentre Plus offices or districts should be

involved in solving wider transport problems within their area through accessibility planning. For people and places where transport is not a big problem, resources and effort can be used to tackle other barriers.

## Transport measures

**9.23** New policies from the Department for Work and Pensions to improve access to jobs and widen travel horizons include:

- A £5 million per year fund for Action Teams for Jobs to support employment-related transport projects, linking people from employment-deprived areas to jobs. The 63 Action Teams have been invited to bid, and the first projects began in 2002.
- A £3 million fund to improve travel information and personal travel planning in Jobcentres. This will build on the existing infrastructure of the wider Transport Direct project, which brings together timetable and route information for all forms of transport, and which can be accessed by internet, and through the *traveline* telephone service. In some parts of the country, internet journey planners (which can print out a suggested route between locations on public transport) are already available. The fund will allow testing of ways of making information more easily accessible to clients in Jobcentres, including possibly on the electronic Jobpoints.
- A special advice website that includes travel information is being piloted in some areas for *Worktrain* advisers, who offer information on job vacancies over the telephone. This will enable them to give better travel information to those seeking jobs or training opportunities.

## Participation of Jobcentre Plus in accessibility planning

**9.24** The Department for Work and Pensions has had some success dealing with individuals' problems and providing small-scale solutions for local areas, especially in those with Employment Zones and Action Teams for Jobs. However, many of the problems are more structural, because bus routes have not been reviewed in light of newly emerging work travel patterns. Relying on Action Teams for Jobs staff to establish bus services is not the best use of their time or specialist skills. Transport planners should be able to do this more efficiently.

**9.25** To ensure that Local Transport Plans take employment issues and the needs of employers more fully into account, Jobcentre Plus district managers will be consulted as part of the accessibility audit in local areas. They will provide local authority transport planners with details of concentrations of job vacancies and unemployed people, and their assessment of gaps in transport provision affecting access to jobs (for example, no evening services to areas with shift work, industrial estates not covered by bus routes).

**9.26** Jobcentre Plus, working with local authorities, can encourage groups of small- and medium-sized employers (for example in an industrial estate) to support a joint bus, or to align shift patterns so that a bus service becomes commercially viable. This kind of approach has already been used by Action Teams for Jobs and could be used in an accessibility action plan.

## Working with employers

**9.27** Employers could be encouraged to consider more fully how staff can get to their workplaces. This could include raising awareness of the possibility that recruitment difficulties might stem partly from transport problems, rather than simply a local shortage of skills or labour. Where possible, employers ought also to be involved in solutions to accessibility problems.

- 9.28** Jobcentre Plus can play a part in this, as part of its role in tackling unemployment and helping the labour market to function efficiently. Where transport issues arise in discussions with employers about recruitment strategies, officials should discuss with employers possible ways of minimising transport as a barrier to customers getting work. Local Account Managers, who deal with large employers on recruitment, should work with employers to ensure that any travel issues raised are fed back into Jobcentre Plus operations and accessibility planning. An example of joint work with employers to overcome travel problems in recruitment is given in the box below.

### **Partnership with employers, North London Stansted Partnership**

The North London Stansted Partnership (NLSP), has been tackling skills shortages and helping people in Tottenham, North London to take advantage of job opportunities and training at Stansted Airport. The partnership is made up of the British Airports Authority, Haringey Council, Urban Futures, Jobcentre Plus, College of North East London and Reed in Partnership.

At the heart of the project is an innovative transport solution, which has helped to overcome jobseekers' reservations about travelling 40km to work. Train operator WAGN runs the Stansted Express, and was approached by the NLSP to support the programme. WAGN agreed to offer a reduced price rail ticket for all jobseekers involved in the scheme, which key partners subsidise for the first year. Any jobseeker who has been through the NLSP programme is then entitled to a reduced price railcard (£60 a month, a saving of more than £150 a month), for the rest of their working life at the airport.

In August 2002 the NLSP also completed negotiations with bus company Meteor to run services between Tottenham and the airport outside of WAGN's train operating times, for early and late shift workers. The travel is free for the first year and heavily subsidised thereafter.

The scheme has helped more than 190 people into new careers at the airport.

- 9.29** This chapter has shown the range of policies specifically targeted at improving access to job opportunities. The next looks at measures to improve access to education.

# CHAPTER 10

## ACCESS TO LEARNING

### Summary

Difficulties with transport can prevent people from participating in learning or restrict their choice of the quality, subject matter or type of learning they attend. Transport is therefore an integral part of the drive to increase participation and achievement in education.

To make it easier for people to get to appropriate education, the Government will introduce a number of measures. First, local authorities should consider local problems and potential solutions for getting to learning as part of **accessibility planning**. Alongside this, there will be specific measures to improve access to each type of learning:

- **Childcare:** An overall increase in childcare places, including on the same site as early education places for 3- and 4-year-olds and other family services; new powers to locate childcare in schools.
- **Schools:** Local education authorities to be encouraged to introduce pilot schemes to test wider free home-to-school transport entitlements.
- **16–19-year-olds in education:** New duty on local education authorities to assess accessibility of further education; £14 million will be allocated to fund transport solutions to problems they identify.
- **Adult learners:** Transport to be considered as part of a review of adult learning.

## Involvement in accessibility planning

**10.1** Accessibility planning (see Chapter 5) will enable local transport authorities to identify where people find it difficult to access schools, colleges or childcare and to put solutions in place. Local education authorities (LEAs) and Learning and Skills Councils will need to be closely involved in this by:

- Contributing data<sup>106</sup> to the audit stage.
- Ensuring that schools, colleges and evening classes are located in accessible places. Transport should be considered when deciding on new sites, or adult education could be provided locally, for example, in local libraries or schools.
- Ensuring that learning takes place at convenient times. The timing of evening classes or childcare should consider public transport timetables or LEAs may want to explore with schools<sup>107</sup> the viability of staggering school start and finish times so that one vehicle can be used to transport children from two or more schools. This would require careful consideration and consultation but has been effective in some areas.
- Considering whether they should pool their transport resources with those of the local transport authority. For example, the LEA might contribute the vehicles used for special educational needs (SEN) transport to a single vehicle pool or jointly tender for contracts with other departments within the local authority, such as social services.

- 10.2** LEAs should also consider how their involvement in accessibility planning can contribute to their objectives. For example, LEAs and schools are now required to make mainstream schools more accessible to children with disabilities who would otherwise attend special schools. Ensuring that transport to these schools caters for the needs of these children will be an important part of this.
- 10.3** The rest of this chapter looks at how other policy developments will complement accessibility planning in improving access to childcare, a wider range of schools, colleges and adult education.

## Access to childcare

### The problem

- 10.4** Childcare is important both to a person's future development<sup>108</sup> and to enabling parents to participate in education or work. However, access to childcare can be restricted because of difficulties with transport. Journeys tend to involve a complicated chain of trips which can be expensive, time consuming and arduous if travelling on public transport with pushchairs or toddlers. Parents are not usually making a simple return journey but travelling onwards to work, learning or leisure activities.
- 10.5** In some circumstances the situation can be even more complex, for example if children have to attend more than one childcare or education facility in a day. Children attending school or early education may also need to be transported to childcare beforehand or afterwards if their parents are at work.
- 10.6** Elsewhere, the problem is less one of complicated and costly journeys but rather of a general shortage of childcare provision, especially in deprived and rural areas. Even if parents can secure childcare places, they may not be able to take them up because of the distance they would have to travel.

### What is happening already

- 10.7** The **National Childcare Strategy** was launched in 1998 with the aim of providing quality, affordable and accessible childcare in every neighbourhood. Much of the emphasis is on encouraging local early education and childcare places. Through initiatives such as Early Excellence Centres, Sure Start and Neighbourhood Nurseries, family support, education and health advice are increasingly on the same site so that parents and children do not have to travel far to access the services they need. Particular attention is being given to some of the most disadvantaged areas.
- 10.8** LEAs have the power to help with transport arrangements to a free early education place. They can also use the childcare grant to assist with transport, for example to childcare or clubs before and after nursery or school. Some local programmes and partnerships have also looked to transport solutions to solve their childcare access problems.

#### **Sure Start, Berwick-upon-Tweed**

This programme covers hill villages and the agricultural town of Wooler in rural Northumberland. A mobile play van serves the whole area and especially those in small hamlets, farm cottages and the travelling community.

One Sure Start scheme puts on pre-school activities for children and parents at primary schools as well as providing transport. This overcomes some of the problems of 'trip-chaining' (that is, dropping one child at school then travelling to another destination to take a sibling to childcare) which are particularly acute in a rural area because of the distance and travel time involved.

## The way forward

- 10.9** Between April 2003 and March 2006, new funding will be made available to create new childcare places. As well as supporting the completion of new places for 1.6 million children by 2004, it will enable an additional 250,000 new places for around 450,000 children. Some of this money will be used to establish a network of children's centres in the 20 per cent most disadvantaged wards. These centres will replicate and build on existing programmes that locate family services in one place. This funding will also be used for sustainability grants for childcare providers in the most deprived areas, who often suffer from fluctuations in demand as parents move in and out of work.
- 10.10** The Education Act 2002 gives school governors a new power to provide family and community services on school sites. This will enable the growth of **extended schools**, in which a number of facilities are provided on the same site to reduce the need for complex and expensive journeys (see Chapter 4). For example, schools might provide education for both adults and children, childcare, after school activities, and health or financial advice.
- 10.11** The availability of good quality childcare provision that is integrated with other family services and at the heart of local communities could significantly reduce the need for parents to make multiple trips.

## Access to school

### The problem

- 10.12** Chapter 1 showed how the current rules of entitlement for home-to-school transport can prevent children from low-income families attending the school of their parents' choice. Children are entitled to free transport to school if this is more than three miles away (two miles for children under 8 years old) but only if this is their 'nearest suitable school'.
- 10.13** This means children may be cut off from the opportunities provided by different types of school if these are not their nearest suitable school. For example, they may not be able to get to specialist or faith schools or those offering an alternative curriculum for 14–19-year-olds, even though the more vocational curriculum has been highlighted as particularly beneficial for children from disadvantaged backgrounds.<sup>109</sup>

### What is happening already

- 10.14** In some areas, the local authority uses its discretion to reduce the distance from which free school transport applies or to support initiatives for reduced fares for school journeys. Elsewhere, free transport has been provided to and from schools so that children can attend after-school activities off-site.



## Wolves Study Centre, Wolverhampton

As part of the national Department for Education and Skills (DfES) programme *Playing for Success*, Wolverhampton Wanderers Football Club provides an after-school club for local school children. This includes study support in computer training, literacy and numeracy alongside tours of the club and meeting team players. 98 per cent of children attending the centre are from deprived backgrounds. In order to enable children to participate, transport is provided free of charge between schools and the centre, which is in the football stadium. To reduce the significant costs of putting on buses and providing escorts the centre has:

- introduced a walking bus from the most local schools, with teachers acting as escorts;
- encouraged schools which are further away to lay on coaches themselves or to provide teachers as escorts; and
- secured sponsorship from a local company for 50 per cent of the travel costs. In return the company receives advertising in and around the centre and in letters to the schools.

**10.15** Although the Government has not yet systematically considered removing transport barriers to accessing education, it has invested in encouraging children to use more sustainable modes of transport. Local authorities are now asked to work with schools to draw up and implement school travel plans. These are packages of measures to promote walking, cycling, use of public transport and car-sharing for the journey to school. Measures may include improved pavements or crossings, 'walking buses', secure cycle parking and lockers, and changing bus services – to pass nearer to schools, run at different times or offer discounted fares. Some authorities also run improved, dedicated school buses that have pick-up points close to home, allocated seats, seatbelts and regular drivers.

## The way forward

### Pilot new home-to-school transport entitlements

**10.16** The Government has already embarked on a comprehensive programme of improving all schools. Alongside this, changed home-to-school transport entitlements could enable children to benefit from education in specialist or faith schools, or those offering alternative ways of learning through the more flexible 14–19-year-old curriculum.

**10.17** Any changes to entitlements to improve access for low-income groups would also need to consider the potential effect on congestion and cost. At present, the school run accounts for 16 per cent of traffic on urban roads at 8.50am.<sup>110</sup> And LEAs currently spend around £530 million per year on home-to-school transport, of which nearly half is spent on transport to special schools.

**10.18** The Government is therefore encouraging LEAs to consider piloting changes to home-to-school transport entitlement, particularly where low-income groups may otherwise be cut off from successful schools or alternative types of learning locally. For example, an LEA may want to add to the current entitlement by offering free transport to:

- schools offering the new 14–19-year-old curriculum for those whose parents are on benefits; or
- any chosen school beyond one mile for those on free school meals and/or those with SEN statements; or
- after-school activities for all children.

- 10.19** Some LEAs have already expressed an interest in exploring such pilots. They will be encouraged to seek funding through local Public Service Agreements (PSAs)<sup>111</sup> when these are negotiated or renegotiated.
- 10.20** LEAs are encouraged to evaluate these pilot schemes carefully. They may want to consider whether pilots have an impact on participation by children from low-income families in new types of school and whether they affect attainment levels.

### Independent review of school transport

- 10.21** The Local Government Association has announced an independent review which will consider all of the problems associated with home-to-school transport. This aims to report in 2003 and the Government is committed to considering its findings.

## Access to further education for 16–19-year-olds

### The problem

- 10.22** Chapter 1 highlighted the difficulties of accessing further education for 16–19-year-olds and found a particular problem with the cost of transport. In some areas, particularly rural, there can also be a problem when public transport to colleges and further education institutions does not exist.
- 10.23** Vocational learning is now being introduced more widely which could enable young people to gain qualifications that will help them into work. Although some of this can be delivered through Information and Communication Technology (ICT), Centres of Vocational Excellence<sup>112</sup> are geographically dispersed and therefore likely to be further from students' homes. If potential students want to access these opportunities their journeys may become longer and more complicated and the costs may increase.<sup>113</sup>

### What is happening already

#### Learner Support Funds

- 10.24** Learner Support Funds help students to overcome individual financial barriers to participating in learning (for example the cost of books, childcare or transport). Students receive money from their school or college<sup>114</sup> according to family income and identification of needs, including transport. Individual colleges set their own eligibility criteria but prioritise: students with disabilities and/or learning difficulties; those leaving care; people on probation; and students reaching the age of 19 and losing benefits during their courses.
- 10.25** Since August 2002, schools or colleges can also use Learner Support Funds to fund free or subsidised transport as long as they benefit all students. This means that these services need not be dedicated totally to transport to learning if they are part of transport provision for the wider community.

#### Connexions cards

- 10.26** Connexions services are local partnerships which bring together all the services and support people need during their teenage years. The Connexions Card aims to encourage and motivate young people to continue in learning after the age of 16, and every young person between the ages of 16 and 19 is entitled to have one. It provides a range of discounts to help reduce the cost of learning, covering local transport, learning materials and leisure. There is already a national discount on National Express coach services and local public transport discounts are being negotiated in some areas, for example London, Devon and Sheffield. In some areas, bus operators offer discounts to young people or students on a commercial basis.

## The way forward

### Education Maintenance Allowances

- 10.27** Education Maintenance Allowances (EMAs) will be introduced across the country from September 2004. These provide up to £30 a week to students whose parents are on low incomes. In return, students sign a learning agreement that commits them to attending school or college regularly and handing in coursework. If any of these conditions are broken financial support could be withdrawn for that week, but if they are kept there is an opportunity for bonuses.
- 10.28** Different ways of allocating EMAs have been piloted in a number of LEAs, including two that specifically focused on financial support for transport costs. However, evaluation indicated that providing general financial support, which can be spent on a student's individual and different needs, was most effective in encouraging participation and retention of students.
- 10.29** Evaluation of the EMA pilots<sup>115</sup> found that transport costs formed a large part of EMA expenditure, particularly in rural areas. It also showed a 7.3 percentage point gain in participation by eligible young people in the pilot areas in Year 13 compared to control areas. This was mostly due to students staying on who would otherwise have dropped out.

### Ensuring students can get to learning

- 10.30** Schedule 19 of the Education Act 2002 places a duty on LEAs from January 2003 to assess whether post-16 students can get to places of learning. This needs assessment must take account of five factors: the needs of those who could not otherwise practicably receive education or training; cost; student choice; distance to facilities; and students with disabilities and/or learning difficulties. It will not only gauge provision for current students but also highlight areas of unmet demand, where participation could be improved through more appropriate transport. LEAs will be expected to form **partnerships** with schools, colleges, Learning and Skills Councils, transport authorities and operators. By 31 May each year they will issue a public statement outlining transport provision for the next academic year.
- 10.31** This statement will help students make better informed choices about further education by setting out which schools and colleges it is possible to get to. The process will also lead to an improved focusing of the resources currently spent on transport to further education so that they can better meet the needs of existing and potential students.
- 10.32** To kick-start this process, £9 million was made available to 70 areas under the 'Transport Pathfinder Initiative', which is running from April 2002 to July 2003. These chosen areas combine the highest levels of deprivation with the lowest levels of participation in further education. The purpose of the initiative is to test and develop different approaches to solving accessibility problems.
- 10.33** A further £14 million will be shared between the LEA-led partnerships in all areas in 2003/04 (followed by £13 million in 2004/05 and £12 million in 2005/06). This money is specifically to fund further education transport solutions based on the needs assessment.
- 10.34** The experience of LEAs in working with transport authorities and operators will provide useful and important lessons for the accessibility planning process. LEAs and local Learning and Skills Councils will be well equipped to be actively involved in accessibility planning and DfES will issue a circular advising them on how best to engage with the process.

## Access to education for adult learners

### The problem

**10.35** Less is known about the difficulties experienced by adult learners in accessing education. However, it is likely that they will have individual and complicated circumstances around which they must organise their travel. For example, they are more likely than 16–19-year-old students to have family and work commitments and may need to combine journeys to learning with trips to employment, shopping or childcare facilities. Adult learners are more likely to engage in part-time or evening courses and therefore may not travel at peak times, when transport provision is best.

### What is happening already

**10.36** Adult learners can also apply for money from Learner Support Funds (see paragraph 10.24) but the system works slightly differently. For adults, Learner Support Funds are split into Access Funds (for transport, equipment, fees, etc) and Childcare Support Funds (for childcare costs of up to £4,000 per child).<sup>116</sup> As for 16–19-year-olds, all of this funding is awarded on a discretionary basis by further education institutions.

**10.37** In addition, there are a number of individual schemes currently in place to combat transport-related barriers to learning. For example, childcare might be provided on site to remove the need for multiple trips; a college might use their Learner Support Fund to buy a minibus; study at home might be permitted to reduce the overall cost of travel; or outreach learning centres might be introduced.

### Access over distance, Scottish Highlands and Islands

UHI Millennium Institute (UHI) provides university-level courses throughout a remote area with a dispersed population: the Highlands & Islands of Scotland. This is achieved through a partnership of 15 colleges and research institutions with over 50 outreach learning centres. Currently over 5,500 students are studying on UHI courses or undertaking post-graduate research with UHI.

Most UHI students access their courses close to home, through local colleges and learning centres, reducing the need to travel to main centres. Many come together individually or in small groups and join with students in other locations through video and audio conferencing and through computer-based interactive discussion groups. Over 50 per cent of UHI students study part-time and 60 per cent are over 25 years of age – the vast majority of whom would be unable to travel to traditional universities to access higher education. This is an approach that could also be used to enable people to access further education.

### The way forward

#### Adult learning review

**10.38** A Government review of the funding of adult learning is currently underway. Conclusions will inform the Government's Skills Strategy, which is due to be published in June 2003. The transport problems and needs of adult learners will be fully considered alongside issues such as childcare, the funding of further education providers and the role of employers in delivering training.

**10.39** This chapter has shown how national and local policy changes will contribute to increased access to learning. The next chapter looks at how access to healthcare will be improved.

# CHAPTER 11

## ACCESS TO HEALTHCARE

### Summary

Over the course of a year over 1.4 million people miss, turn down or simply choose not to seek healthcare because of transport problems. This poor access to healthcare imposes costs on both the patient and the health provider.

Three areas affect people's ability to get to healthcare services: access to mainstream and specialist transport, financial support for people on low incomes and the location of healthcare facilities.

The Department of Health has taken steps to improve primary care services in deprived areas to increase the ability of people to access healthcare. But there is still more that can be done. This chapter sets out three key areas of action to help patients get to healthcare.

The Government will:

- **Improve patient transport services**, by revising eligibility conditions and issuing guidance on commissioning transport
- **Improve the advice and information** available to patients, by allowing patients to choose the time and place of healthcare appointments and developing options for a one-stop shop of appointment and transport booking
- **Promote accessibility considerations** in decisions on healthcare infrastructure.

## The problem

**11.1** As explained in Chapter 1, for people without access to a car, the lack of available or affordable public transport limits access to healthcare. This imposes:

- costs on the patient of poorer health through missed appointments, late diagnosis or healthcare simply not being sought; and
- costs to the provider of wasted resources through missed appointments, delayed discharge from hospital, unnecessary home visits and delayed treatment of illness in place of early intervention.

### Non-emergency patient transport services

**11.2** For patients with a 'medical' need, there is a free non-emergency patient transport service (PTS) to take them to hospital. In 1999/2000, the last year for which there is reliable data, PTS accounted for 12.5 million patient journeys. PTS provides a good service to many of its users and there are many examples of good practice, but there are some elements of the service that could be improved.

**11.3** The Audit Commission has shown that a proportion of people using PTS do not need specialist transport.<sup>117</sup> They could get to hospital by public transport, taxi or private car. Meanwhile, patients who do need PTS may have to endure long journeys and delays, possibly affecting their condition, because of the need to drop off other patients.

- 11.4** The criteria for eligibility to PTS are interpreted differently throughout the country. For example, the Westcountry Ambulance Service's car service, which covers Devon, Cornwall and Somerset, charges patients in Devon but not those in Cornwall and Somerset.<sup>118</sup>

"Decisions on who gets access to PTS seem arbitrary. Sometimes it's a case of who shouts the loudest, although I can understand that GPs do not want the hassle. I know of cases where the Practice Manager makes the decision and not the GP.

"There are cases where people get help but don't need it and many others where help is needed but not offered. Also, it seems that once you have been referred you keep that entitlement indefinitely."

*Accessible Transport Officer, London Borough of Camden*

- 11.5** PTS is not available for healthcare undertaken at primary level such as GPs or dentists. But a lot of healthcare previously given in hospitals is now given at primary level. The guidance on eligibility to PTS was written 11 years ago, long before the move towards a primary care-led health service was envisaged.
- 11.6** Primary Care Trusts (PCTs) are new organisations established from April 2002. Most have not yet developed the capacity and expertise to commission the provision of transport services.

### Financial support

- 11.7** Financial support for people on low incomes to get to hospital for treatment is provided through the Hospital Travel Costs Scheme and for those visiting a relative in hospital, through the Community Care Grant element of the Social Fund.
- 11.8** Both schemes are poorly publicised and many patients and healthcare professionals are unaware of their existence. Claiming financial help and receiving reimbursement is often complex and, like PTS, there is often confusion over whether a patient is eligible for help. As a result many patients miss out on the support to which they are entitled.

A patient in receipt of Income Support had been making regular journeys to hospital for nearly two years without realising he could claim help with his travel expenses.<sup>119</sup>

### Location of healthcare

- 11.9** NHS reform presents both risks and opportunities for accessibility. The development of a primary care-led health service is enabling more services to be provided closer to the patient. But PCTs, when looking for new centres, often only look at sites they already own. Also, the move towards specialised hospital trusts and the development of larger centres of clinical excellence will mean patients have to travel further for more specialised hospital-based care.
- 11.10** When deciding upon the location of a new hospital facility, access by public transport is given less consideration than other criteria, such as cost and the need for land of a suitable size. The relative lack of weight given to transport access often results in hospitals built on the outskirts of town centres with poor access by public transport.

## What is happening already

**11.11** Increasing people's ability to access healthcare facilities can be improved by:

- improving transport access;
- reducing the need to travel; and
- increasing patient choice of a convenient date, time and place through hospital booking systems.

**11.12** Local authorities through their Local Transport Plans have established interventions to increase access through better provision of, and information about, public transport.

**11.13** The Department of Health (DH) has also made progress in increasing access to healthcare for deprived areas and communities by:

- Reducing the need to travel through improvements such as Personal Medical Services. These are aimed at tackling poor primary care service delivery through flexible and innovative schemes. One of the main objectives of the programme is to tackle the needs of deprived areas, and recruitment issues in areas with relatively few doctors.
- Providing outreach services, such as the District Nursing Service.
- Allowing patients to book their hospital appointment at a time convenient to them. By March 2002, over 5 million patients had benefited from the programme. Some local booking programmes have experienced significant reductions in 'did not attend' rates as a result. By the end of 2005 all patients will be able to book hospital appointments at the time and place of the patient's convenience.
- Using information technology, such as NHS Direct and the 'Information for Patients' database.<sup>120</sup>
- Introducing better partnership working with local authorities and the voluntary sector, which has resulted in local initiatives to increase access to healthcare.

### Local accessibility initiatives

In Buckinghamshire work on mapping the existing provision of public transport, concentrating on rural areas, has been undertaken. The intention is to increase public awareness of travel options and advertise them in GPs' surgeries.

In Lancashire, a programme to adjust hospital appointments to coincide with the public transport timetable has been established.

In Barnet, new NHS facilities are planned which incorporate local transport planning policy and 'green' transport plans. Green transport plans involve employers and staff working together to reduce car use by encouraging more cycling, walking, public transport, car sharing, more flexible hours and home-working.

**11.14** The Department of Health is leading work across government on tackling health inequalities. The long-term strategy set out in November 2002 recognised the role that transport has to play in improving the health of deprived areas and communities, and improving access to healthcare is a key theme.

**11.15** The Office of the Deputy Prime Minister has taken action to increase access to healthcare facilities through the draft Policy Planning Guidance on town centres, which will reflect the need to encourage the development of healthcare facilities in accessible locations.

## The way forward

**11.16** The remainder of this chapter gives a plan of action to address the problems identified above. There are three main areas:

- improving patient transport services;
- providing advice and information to patients; and
- accessibility and patient involvement.

### Improving patient transport services

**11.17** The eligibility for PTS will be amended to reflect the modern NHS. New guidance will widen eligibility to include treatment in a primary care facility.

**11.18** The new guidance on eligibility will also enable patients to have the option of PTS for any of the following four reasons:

- **Medical:** The patient requires transport as their medical condition prevents them getting to their treatment by any other means and a failure to provide transport and care *en route* would be detrimental to their health.
- **Mobility:** The patient's mobility prevents them from getting to their treatment facility by other means. This should also cover patients who need care and help to reach the treatment facility but not medical attendance when travelling, for example, elderly patients with dementia and people with learning disabilities. Failure to provide appropriate transport would mean that they could not attend their appointment.
- **Inadequate public transport:** In instances where the existing public transport is inadequate, door-to-door transport provided by taxis, community transport, or volunteer car schemes could be used. 'Inadequate' public transport could be measured by a set of indicators, which would vary with local circumstances. For example, the patient might have the option of support if it took over an hour for a patient to reach the relevant hospital. These indicators are proposed as part of the accessibility planning process (see Chapter 5 and Annex A).
- **Financial:** PTS would be available for people on low incomes. This would be open to people currently eligible for help under the Hospital Travel Costs Scheme.

**11.19** The new criteria will mean that separate administration of the Hospital Travel Costs Scheme will no longer be needed, as all those eligible under the current scheme will be guaranteed free transport under the new guidance. This will free up the time and expertise of people working on the travel costs scheme to other areas within the NHS.



**11.20** The Government will establish a working group led by DH and including PCTs, NHS Trusts, local authorities, strategic health authorities and other transport providers to take forward work on this guidance. The group will be guided by the following principles:

- organising transport services around the patient;
- setting national minimum standards, within which there should be an ability to experiment locally and build upon existing initiatives; and
- maximising opportunities to achieve economies of scale through the integration of transport services across sectors and ensuring patients use mainstream transport wherever possible.

**11.21** In addition, the working group will investigate the scope for increasing the help available for visitors. Visiting patients is widely acknowledged to speed up their recuperation and therefore release valuable NHS resources. Alternatively, the potential for incorporating the Community Care Grant element available to help with the cost of visiting relations into PTS could be considered.

**11.22** DH will also provide guidance, in 2003, to PCTs, strategic health authorities and local authorities on the role of PCTs in relation to commissioning transport. This should reflect three goals:

- to ensure high and consistent standards for patients;
- to ensure that non-emergency patient transport is more closely integrated with pupil, social services, community and public transport, in particular through the creation of single vehicle pools and booking and dispatch centres; and
- to ensure greater diversity and contestability. This would enable appropriate vehicles to be matched to patients' needs rather than reliance on a single provider or form of transport.

**11.23** Guidance will be non-prescriptive and allow for experimentation and the opportunity to build on existing initiatives. It will highlight the benefits of competition. National standards will be drawn up to act as a framework within which PCTs would be expected to operate.

### Advice and information to patients

**11.24** DH will help to make patients aware of the new eligibility to PTS, for example through prominent advertising.

**11.25** In addition, a new system should grow out of existing provision. Building on the DH objective to allow patients to book appointments at a time convenient to them, options will be developed to deliver a 'one-stop-shop' in travel information for healthcare facilities.

**11.26** The 'one-stop-shop' would be easily accessible and would:

- provide advice and information to whoever requests it (for example patients, healthcare professionals and welfare organisations) on how to get to hospital; and
- book appropriate transport for those who are eligible.

## A possible scenario for arranging patient transport

Two weeks before the appointment is due, the hospital sends a card to the patient reminding them of their appointment and asking that they phone to confirm.

When the patient phones the hospital the appointment is confirmed. If they need help or information on how to get to hospital, they are transferred to the journey planner.

The journey planner can provide assistance that responds to the patient's needs:

- Does the patient know of the **public transport** available from their home address to the hospital? They can be given advice and information about public transport, and a personalised journey plan could be sent to them.
- Does the patient have difficulties with mobility or is the public transport inadequate? The journey planner could advise on or arrange **door-to-door transport** tailored to their needs by community transport, taxis, volunteer car scheme or local authority single vehicle pool.
- Does the patient need **patient transport** for medical reasons? The journey planner could book them PTS, with escort where necessary.
- Is the patient on benefits or tax credits? A **travel card** could be posted to them with the appointment card. This would reduce the need to provide cash reimbursement at the hospital.

The day before the appointment the transport planner phones to confirm the appointment and transport arrangements.

## Accessibility and patient involvement

- 11.27** Accessibility will receive greater priority in the decision-making process for the location of new hospitals and primary healthcare facilities and will be inserted into the NHS Performance Framework. Accessibility will be included in the performance indicators and monitoring of the delivery of healthcare services.
- 11.28** There are effective models for developing and maintaining smaller hospitals in line with the needs of the local community. These models are discussed in a document on the configuration of hospital services, *Keeping the NHS Local*.<sup>121</sup>
- 11.29** PCTs will play an active role in accessibility planning (see Chapter 5). This creates an opportunity for PCTs to ensure that mainstream transport services are adequate, responsive and appropriate for the needs of the populations served, a key area for intervention in DH's work to take forward the conclusions of the health inequalities report.
- 11.30** Guidance will be issued in spring 2003 to support a new statutory duty on all NHS bodies to involve and consult patients and the public on an ongoing basis. NHS bodies will need to demonstrate that they are involving disadvantaged groups in key areas such as the planning, development and provision of services; accessibility will be a core area.
- 11.31** In addition the Patient Advice and Liaison Service and Patients' Forums should enable patients' concerns to be voiced about this specific area and enable progress to be monitored. These bodies could act as vehicles for delivering DH's commitment to ensuring patients are fully informed and involved in their own care and planning and reviewing services, and that services are provided equitably to all those who need them.
- 11.32** This chapter has described how the Government will improve access to healthcare. The next chapter looks at another subject linked to health inequalities, access to healthy and affordable food.

# CHAPTER 12

## ACCESS TO HEALTHY AFFORDABLE FOOD

### Summary

Poor access to healthy and affordable food affects people facing social exclusion, for example elderly and mobility-impaired people and those who live in rural areas or isolated estates with few local services.

A lack of locally available healthy and affordable food means people either need to make long and/or expensive journeys, or have a poor diet.

This chapter sets out the Government's policies for tackling this, including:

- An assessment of food availability and strategies to widen access should be considered as part of accessibility planning. Directors of Public Health within Primary Care Trusts will be asked to play a leading role with other partners in championing this.
- The Small Firms Loan Guarantee will be extended to the retail sector.
- Crime and Disorder Reduction Partnerships are being funded to tackle crime around retail facilities.

### The problem

- 12.1** Chapter 1 illustrated the difficulties many people experience in accessing healthy and affordable food, together with some of the causes of this problem. It also drew attention to the importance of government intervention in this area because of the link between poor diet and future health problems.
- 12.2** One of the major issues it highlighted was the rapid decline of smaller independent shops – a 40 per cent reduction between 1986 and 1997 – with the probability that reduced competition has resulted in higher prices being charged by surviving shops. This reduction occurred for a number of reasons, including loss of business and the threat of crime and vandalism.

### What is happening already

- 12.3** Ensuring people have access to healthy and affordable food does not fall to a single department or agency within central government. Instead there are many overlapping initiatives and policy-making responsibilities across Whitehall.
- 12.4** The department with the primary responsibility for developing policies in relation to healthy food access is the Department of Health (DH) – due both to their preventive health agenda and their remit to reduce health inequalities between social groups and geographical areas. However, there are a number of other departments with policy interests in this area, including the Office of the Deputy Prime Minister, the Department for Environment Food and Rural Affairs (Defra); the Department of Trade and Industry (DTI) and the Home Office. In addition, various agencies have responsibility for the implementation and monitoring of policies that affect people's ability to access affordable healthy food, such as the Countryside Agency and the Food Standards Agency. These different policy responsibilities across central government are detailed in Figure 12.1.

**Figure 12.1: Healthy and affordable food: the central government policy web**

Department/Agency	Policy remit	Programmes
Department of Health (DH)	<ul style="list-style-type: none"> <li>● Preventive public health agenda</li> <li>● Lead cross-government work to tackle health inequalities</li> </ul>	<ul style="list-style-type: none"> <li>● ‘Five-a-day’ programme to increase awareness of and access to fruit and vegetables                             <ul style="list-style-type: none"> <li>– includes community initiatives and work with industry (growers, manufacturers, caterers, retailers) to increase the provision of fruit and vegetables</li> </ul> </li> <li>● Healthy food in schools initiative</li> <li>● Primary Care Trusts have a responsibility to reduce health inequalities in their area</li> </ul>
Office of the Deputy Prime Minister (ODPM)	<ul style="list-style-type: none"> <li>● Land-use planning</li> </ul>	Planning Policy Guidance including: <ul style="list-style-type: none"> <li>● PPG 6 (private sector retail)</li> <li>● PPG 13 (transport)</li> </ul>
Neighbourhood Renewal Unit (NRU)	<ul style="list-style-type: none"> <li>● Improve the opportunities and sustainability of the poorest neighbourhoods</li> </ul>	<ul style="list-style-type: none"> <li>● Each New Deal for Communities area has reducing health problems as one of its five key responsibilities</li> </ul>
Urban Policy Unit (UPU)	<ul style="list-style-type: none"> <li>● Promote towns and cities</li> </ul>	<ul style="list-style-type: none"> <li>● Overseeing progress on PAT 13 – Policy Action Team report on shops</li> </ul>
Department for Environment Food and Rural Affairs (Defra)	<ul style="list-style-type: none"> <li>● Support for rural services</li> </ul>	<ul style="list-style-type: none"> <li>● Vital Villages scheme linked to funding from:                             <ul style="list-style-type: none"> <li>– Community Services Grants</li> <li>– Parish Grants</li> <li>– Rural Transport Partnerships</li> </ul> </li> <li>● 50 per cent rate relief for sole rural services</li> </ul>
Department of Trade and Industry (DTI)	<ul style="list-style-type: none"> <li>● Support for small and medium scale shops</li> <li>● Enterprising Communities agenda</li> </ul>	<ul style="list-style-type: none"> <li>● Business Link</li> <li>● Small Business Service                             <ul style="list-style-type: none"> <li>– Phoenix Fund</li> <li>– Designed to encourage entrepreneurship in deprived areas</li> <li>– Oversee Regional Development Agencies</li> </ul> </li> </ul>
Home Office (HO)	<ul style="list-style-type: none"> <li>● Crime reduction support for retailers</li> </ul>	<ul style="list-style-type: none"> <li>● Small Retailers in Deprived Areas initiative</li> </ul>
Food Standards Agency (FSA)	<ul style="list-style-type: none"> <li>● Protect the public’s health; help people eat more healthily</li> </ul>	<ul style="list-style-type: none"> <li>● Drawing together the evidence base on access to affordable food</li> <li>● Education programmes emphasising what constitutes a healthy diet</li> </ul>
Countryside Agency (CA)	<ul style="list-style-type: none"> <li>● Support for rural services</li> </ul>	<ul style="list-style-type: none"> <li>● Delivery of grant schemes (eg Rural Transport Partnerships) to help to fund local services</li> <li>● Rural Services Survey which provides data on the availability of food shops in rural areas</li> </ul>

## The way forward – national initiatives

### Increasing the viability of small local stores

#### Widening eligibility to the Small Firms Loan Guarantee

- 12.5** The Small Firms Loan Guarantee scheme guarantees loans from banks and other financial institutions for small firms that have viable business proposals but who have tried and failed to get a conventional loan because of a lack of security. This scheme will now **be extended to the retail sector** enabling extra capital for individual food retailers to start up or for ongoing costs.<sup>122</sup>
- 12.6** Loan guarantees are available for periods between two and ten years on sums from £5,000 to £100,000 (£250,000 if a business has been trading for more than two years).

#### The Phoenix Fund

- 12.7** The Phoenix Fund, administered by the Small Business Service, was set up in 1999 and is designed to encourage entrepreneurship in deprived areas. Given £94 million for the first four years, this resource allocation was extended by a further £50 million from 2003. Its main areas of activity are the promotion of business support and encouragement of business finance. The fund works by supporting innovative projects, evaluating these to determine good practice, and disseminating this. The fund will **make retail one of the priority sectors** in their strategy to encourage small- and medium-sized business development in disadvantaged areas.

### Determining the appropriate location for services

- 12.8** Chapter 7 sets out Government action to help with identifying the best location for services at a local authority level. Local Development Frameworks will help planners work with local partners to identify and fill in gaps in services. And in 2003, national planning policy guidance on the location of shops, especially food stores, will be strengthened and clarified.

## The way forward – local options

### An accessibility audit

- 12.9** As part of accessibility planning (see Chapter 5), each local authority should consider looking at the provision of food shops across their area and evaluating whether public transport and walking routes in deprived areas and for disadvantaged groups allow adequate access. Directors of Public Health in the new Primary Care Trusts (PCTs) will represent the interests of consumers in relation to widening access to healthy affordable food within this process.
- 12.10** Food poverty is complex and includes factors such as price, accessibility and personal characteristics. Therefore when assessing access to food, local authorities will need to consider a range of risk factors.<sup>123</sup> It may also be appropriate to consult local residents themselves.<sup>124</sup>

### An action plan

- 12.11** If areas within an authority are identified as having poor access to affordable healthy food, there are a number of distinct strategies local authorities could adopt. Some local authorities or communities are already implementing a number of these solutions. Listed below is a range of options that local authorities could consider, particularly where the audit shows an acute problem.

### **Provide tailored information and support to the private sector to encourage investment**

- 12.12** A local authority could provide data directly to potential investors on the demographics and buying power of particular areas, recent crime reduction statistics or new transport links. This type of information is likely to be most effective in relation to large supermarket chains, which have far greater powers of investment and flexibility over where they locate.
- 12.13** Supplying this type of information is particularly appropriate now, given the trend towards greater investment in low-income areas by larger supermarket chains together with their focus on smaller shops.

### **Tackling crime barriers**

- 12.14** Retailers in deprived neighbourhoods may be vulnerable to criminal damage, violence, racial abuse and the fear of crime. With profit margins often very low, crime can make the difference to retailers' commercial viability. If improvements are made and crime levels addressed, these areas can become more attractive to customers, investors and existing shop owners.
- 12.15** The Home Office therefore set up the three-year £15 million Small Retailers in Deprived Areas initiative to help tackle these problems. The scheme is administered by local Crime and Disorder Reduction Partnerships (see Chapter 8 for more details on these) and provides grants for projects involving a range of security interventions such as CCTV, better locks and shutters or making improvements to the shopping environment including better lighting. The funding is aimed specifically at small retailers and essential businesses over three years in the 10 per cent most deprived areas. Over 3,000 shops have already benefited in 2001/02, with a further 4,500 set to benefit in 2002/03.
- 12.16** Retailers can also take a number of measures themselves in this area. This could include getting involved with their local Crime and Disorder Reduction Partnership; joining with other retailers to tackle problems or taking advice from their local Crime Prevention Officer.

### **Promoting the co-location of services**

- 12.17** By actively managing patterns of development in a locality – identifying a suitable site and then assembling a mix of public and private services – it is possible for local authorities to achieve a critical mass of complementary services in a particular area or building to ensure their commercial viability.
- 12.18** Traditionally this situation has developed in rural areas, for example the village post office serving as the village shop located next door to the petrol station. However, local authorities in urban areas could employ a similar approach to make creative use of empty or under-used sites within a centre. One possible scenario, for example, would be to co-locate a mix of community services and shops in one building in the centre of a poorly connected housing estate.

### **The Waters Upton co-location project, Shropshire**

The parish of Waters Upton comprises four villages. In recent years services in the area have steadily declined including the loss of the village school, shop and post office.

A co-location project has been led by the parish council and has strong local support. The council has provided a purpose-built centre in a convenient location which houses a wide range of public services including a new shop, post office, community office, Information Technology centre and Citizens Advice Bureau.

## Facilitating different ways of shopping

**12.19** In those areas that do not warrant the provision of new retail facilities, or where there are no appropriate redevelopment sites, home delivery services could provide a solution. However, this relies on users having access to Information and Communication Technology (ICT)<sup>125</sup> to place their orders and credit cards to pay for them. A large percentage of those on low incomes have access to neither. Furthermore the cost of home delivery (typically between £3 and £5)<sup>126</sup> is often too much. The Government is interested in exploring innovative solutions in this area, for example:

- **Booking and payment intermediaries:** thought could be given to where people have access to ICT and how this can be linked to payment mechanisms and delivery points. For example, post offices, newsagents or community centres could install internet kiosks that allow users to place online orders, they could act as credit intermediaries and make purchases on behalf of users without credit cards and act as designated points for deliveries.
- **Delivery points:** Designating convenient points for home deliveries, such as community centres, within deprived areas, particularly in instances of low car ownership, would enable the cost of home delivery to be spread among users. It would also solve the problem of supermarkets that are often unwilling to deliver to low-income housing or that may only deliver at inconvenient times.

**12.20** There are further initiatives that local authorities could consider, such as direct support for farmers' markets and community food programmes.<sup>127</sup>

## Transport solutions

**12.21** A further solution to the problem of poor access to affordable healthy food would be to introduce bus routes or demand-responsive services to link isolated communities to existing shopping facilities. Also, large retailers are often willing to provide the extra transport themselves, as part of the development package, knowing it will increase the store's catchment area.

**12.22** A mechanism already exists to promote this type of solution: 'Section 106' agreements give local planning authorities a means of obtaining improvements from prospective developers before granting planning permission (see Chapter 7).

### **The Shoreditch Hoppa, East London**

This service was developed to address the lack of public transport running east to west across Shoreditch, which was restricting people's access to many activities including food shops. The main public transport links were previously limited to major North-South routes through the New Deal for Communities (NDC) area.

The NDC purchased two custom-made buses and appointed Hackney Community Transport to run the service following a competitive tendering process. The service started in September 2001. Passenger numbers rose rapidly to the current level of 2,200 per week. One local mother says she now saves £7 that she had to spend on taxi fares each week to get her shopping load back from the supermarket.

Now that the need for this service is demonstrated, Transport for London have agreed to take the *Shoreditch Hoppa* as part of the mainstream bus network in 2003/04 so the service has an official number and is shown on bus maps.

**12.23** This chapter has explained what the Government is doing to increase the accessibility of healthy, affordable food. The next chapter summarises the changes in the report and describes how they will be implemented.

# CHAPTER 13

## WHAT HAPPENS NEXT?

**13.1** This report has set out the Government's strategy for improving access to jobs and key services to reduce social exclusion. The main policies that make up this strategy are listed below. Some of them are already in place, others have been agreed but have yet to take effect, and others will need further consultation and consideration on how they will be implemented.

### Who will be responsible for making sure that this happens?

**13.2** At a national level, the Department for Transport (DfT) will have overall responsibility for implementation, monitoring the progress of the strategy, and long-term policy development. DfT will work closely with other departments and report to a ministerial steering group on social exclusion and transport, and the Cabinet Committee on social exclusion and regeneration.

**13.3** Local transport authorities will lead the work on accessibility planning at a local level. They will work in partnership with other local agencies, for example local planning authorities, Primary Care Trusts, Jobcentre Plus, the local education authority (LEA) and the police. Where appropriate, Local Strategic Partnerships should provide a way of ensuring effective joining up. The partners from each sector will be responsible for taking forward the actions identified for them in the local accessibility action plan.

**13.4** It will be up to local areas to decide priorities for taking this forward that are sensitive to local circumstances. The focus should be on improving access to activities that have the most impact on life-chances, such as work, learning and healthcare. The 88 local authorities that benefit from the Neighbourhood Renewal Fund should give particular attention to using that money to help areas within their control where transport problems create a particular barrier.

### What difference will it make?

**13.5** Poor accessibility of jobs and services is only one of the many causes of social exclusion. The measures described here are part of a much wider government approach. They will help to achieve government objectives or Public Service Agreements on employment, participation and achievement in education, and health inequalities among others. Establishing indicators and targets to reflect local priorities and problems will be a key part of the accessibility planning process.

**13.6** The changes are designed to make it possible to tackle the specific problems facing neighbourhoods and individuals. Many of them relate to processes and systems in government, which might seem a long way removed from the people they are supposed to help. Box 13.1 shows some practical examples of improvements that people should be able to see in their everyday lives.



**Box 13.1**

**What changes will people see?**

The following case studies illustrate the kind of changes that people could see in their lives as a result of the policies described in this report.

**Julia, 75**

Julia lives alone in a small village in a rural area. Previously the only opportunity she had to see people came on Wednesday afternoon when social services provided a bus to the community day centre. Now she can phone for door-to-door transport to take her to visit her friend on the other side of town. The County Council supplies the vehicle using an accessible school minibus previously redundant for the bulk of the day.

**Ravi, 18**

Ravi lives in an isolated estate, and attends the Technology College in the centre of town. In the past the only bus service linking the estate to the college finished too early so he often had to miss classes. The college referred him to a nearby 'Wheels to Work centre'. The centre provided him with his own moped and trained him in how to maintain it, so he can now get to his classes and stay later if he needs to.

**Tracey, 40**

Tracey works shifts at an out-of-town industrial development. Previously, she didn't feel safe getting the bus home. There is now a CCTV-monitored well-lit waiting area at the plant's bus stop, as it was shown to be an area of particular concern. She now feels safe while waiting for the bus rather than spending her wages on getting a taxi home.

**Stella, 25 and Karen, 3**

Stella lives in a market town and teaches at the local primary school. She had to spend several hours a day travelling between her home, work and her daughter Karen's nursery. The school was identified as a convenient local facility and so now houses childcare facilities and a small shop. Bringing the facilities together in the same place allows Stella to spend more time at home with Karen.

**Stuart, 10**

Stuart lives in an inner city area near a busy main road. He used to spend all his free time indoors because he couldn't safely get to anywhere nearby to play. Now, Stuart can meet his friends to play football, as there is a new safe crossing to the local park.

**Alun, 57**

Alun has a long-standing respiratory illness. In the past he missed a number of hospital appointments due to problems with the journey, which involved catching two infrequent buses. This led him to put off seeking further treatment and his condition worsened. Now when he chooses the date and time of his hospital appointment, a journey planner arranges for him to be picked up at his house by a free community transport minibus.

## Key policies for improving access to jobs and services

### Accessibility planning: a new approach (Chapter 5)

1. All local transport authorities will carry out accessibility planning. This will be incorporated into the second round of Local Transport Plans, which are due in 2005, and which will take effect from 2006 (5.5).
2. The Government has established a working group with local transport authorities to develop and pilot approaches to accessibility auditing and planning, share good practice, and produce guidance for all authorities (5.33).
3. The relevant government departments will issue guidance on how local organisations, including those delivering transport, welfare to work, learning, healthcare, land-use planning and leisure services should be involved in accessibility planning (5.37).

### Improved transport services (Chapter 6)

4. The Department for Transport (DfT) will amend the regulations to facilitate flexibly-routed services in the first half of 2003 (6.9).
5. DfT will assess other barriers to flexible transport, and what might be done to address them, in 2003 (6.13).
6. The Office of Fair Trading will produce a template for integrated ticketing, building on the guidance they issued in 2002 (6.16).
7. The bus subsidy review is considering greater freedom for local authorities to introduce concessionary fares for other client groups (6.20).
8. The Bus Partnership Forum will encourage new forms of partnership, including Quality Networks, and agreements to reduce network instability (6.26).
9. A Government review of bus subsidies, which will report to Ministers before the Budget in 2003, is assessing options for changing subsidy mechanisms so that they contribute to social inclusion aims as well as increasing passenger numbers and encouraging modal shift (6.30).
10. From January 2003, the Treasury's guidance to other public sector bodies on how funding proposals should be appraised or evaluated, including major transport projects, factors in the *social* benefits of proposed schemes (6.31).

### Land-use planning (Chapter 7)

11. The proposed Local Development Frameworks should highlight whether there are gaps in local service provision and if so identify suitable sites for the development of services to fill these shortfalls. In preparing them, planners will need to work closely with key providers and funders of services across the public and private sectors (7.5).
12. Land-use planners will work with local transport planners and other partners to make sure land-use matters are included in accessibility planning (7.10).

13. The Office of the Deputy Prime Minister (ODPM) will revise national planning policy guidance to ensure that social exclusion and accessibility considerations are integrated into future planning policy (7.15).

### **Safer streets (Chapter 8)**

14. The Home Office will raise the profile of crime and fear of crime around transport routes and hubs for Crime and Disorder Reduction Partnerships and the police; and encourage data collection and participation in accessibility planning (8.11).
15. A 'transport toolkit' of practical and evaluated suggestions for tackling crime around transport will be added to the other crime reduction toolkits in spring 2003 (8.11).
16. DfT has an objective from 2002 of tackling concentrations of road accidents in disadvantaged communities, backed by a new fund of £17.6 million over three years from 2003 for local highway authorities with high rates of child pedestrian casualties (8.21–8.22).

### **Access to work (Chapter 9)**

17. The Department for Work and Pensions has extended the Travel to Interview Scheme to cover claimants of more benefits, including Incapacity Benefit, and local journeys over £4 on a discretionary basis (9.10–9.11).
18. Jobcentre Plus, the Association of Train Operating Companies and Transport for London provide New Deal participants in England and Wales with a 50 per cent reduction on the cost of rail travel (9.14).
19. Jobcentre Plus will increase awareness of travel and mobility, and how to overcome transport barriers, through staff training (9.19).
20. Jobcentre Plus will extend eligibility for the Adviser Discretion Fund to all benefit claimants from the sixth month of their claim, and to anyone joining the New Deal for Lone Parents (9.21).
21. A £5 million per year fund supports employment-related transport projects run by Action Teams for Jobs from 2002 (9.23).
22. A £3 million fund will improve travel information and journey planning in Jobcentre Plus offices (9.23).

### **Access to learning (Chapter 10)**

23. There will be increased childcare provision in the 20 per cent most deprived wards, and a new power to provide childcare in schools (10.9–10.10).
24. The Government encourages local education authorities to consider piloting changes to home-to-school transport entitlements (10.18).
25. Learner Support Funds can now be used to provide free or subsidised transport services (rather than just subsidising individuals), as long as they benefit all students (10.25).
26. The Department for Education and Skills will introduce Education Maintenance Allowances (EMAs) across the country from September 2004. These will provide up to £30 a week to students whose parents are on low incomes and may be used to help meet the cost of travelling to education (10.27).

27. From January 2003, local education authorities will be required to form partnerships with colleges, the Learning and Skills Councils and transport authorities to assess the accessibility of all further education institutions. £9 million was shared between 70 transport pathfinders with high deprivation and low rates of participation in further education to kick-start the process. A further £14 million will be allocated to all the partnerships to fund transport solutions to the problems highlighted in their assessments (10.30–10.34).
28. The transport problems and needs of adult learners will be fully considered within the current review of adult learning, informing the Skills Strategy to be published in June 2003 (10.38).

### **Access to healthcare (Chapter 11)**

29. The criteria for eligibility for Patient Transport Services will be amended to include medical, mobility, public transport and financial grounds, through a working group led by Department of Health (DH) (11.17–11.18).
30. DH will provide guidance to Primary Care Trusts (PCTs), strategic health authorities and local authorities on the role of PCTs in relation to commissioning transport in 2003 (11.22).
31. DH will develop options to deliver a one-stop-shop approach to provide information and advice on getting to healthcare facilities and book transport where appropriate (11.25–11.26).
32. 'Accessibility' will be factored into DH decisions about the location and delivery of healthcare, and into the performance framework for the NHS (11.27).
33. DH will issue guidance in spring 2003 to support a new statutory duty on all NHS bodies to involve and consult patients and the public. NHS bodies will need to demonstrate that they are involving disadvantaged groups in key areas such as the planning, development and provision of services; accessibility will be a core area (11.30).

### **Access to food shops (Chapter 12)**

34. From April 2003, the Small Firms Loan Guarantee will be extended to the retail sector enabling retailers with viable business plans but without adequate security to receive credit (12.5).
35. The Phoenix Fund is making retail one of the priority sectors in their strategy to encourage small- and medium-sized business development in disadvantaged areas (12.7).
36. ODPM will strengthen and clarify national planning policy guidance in 2003 on the location of shops, especially food stores, to strengthen local shopping provisions (12.8).
37. The Home Office is providing funding of £15 million over three years to improve security for small retailers in the most deprived areas throughout England and Wales (12.15).

# ANNEX A: ACCESSIBILITY INDICATORS

Progress in improving accessibility will be measured by developing a set of local indicators and targets. These will be decided locally, but will have to allow comparison between areas (where appropriate) and benchmarking against national standards.

Further consultation involving the Department for Transport, local authorities and other relevant bodies is needed to identify, develop and provide guidance on appropriate data sources and to develop an appropriate basket of indicators. It is anticipated that targets would be locally determined according to baseline conditions within the plan area.

The box opposite offers some tentative examples of the type of indicators that are likely to be needed to monitor and evaluate delivery on the plan.

Some of the indicators that relate to individuals' opinions – such as fear of crime or people finding access to services difficult – could only be collected by carrying out sample surveys. The costs of this can be limited by using existing surveys by the local authority or other bodies, but inevitably it is difficult to cover small local areas.

## Potential indicators for monitoring improvements in accessibility

### Journey times and distance to bus stops

Proportion of people within 10 minutes walk of a [5, 10, 15]-minute bus service

Proportion of people who can get to [key employment locations/appropriate hospital/affordable food shop/] within [45] minutes door-to-door by public transport

Proportion of 5–11-year-olds who can get to [xx] primary schools within [1 kilometre]

Barriers to using public transport

Proportion of fully accessible buses on certain routes or in areas

Proportion of people who say they do not use public transport because of fear of crime

### Trip rates

Trips per person by mode of transport or journey purpose

Customer care and satisfaction

Proportion of transport staff trained in customer care and disability awareness

Overall customer satisfaction with public transport services

### Impacts

Number of child pedestrian casualties per 1,000 children in population

Levels of air pollution

### Driving/car access

Proportion of households with access to cars

### Cost of travel

Average local bus fare per mile

Average bus fare

### Access to services

Proportion of people saying they find access to specific services (for example, hospital, GP, school, college, etc) difficult

### Access to food shops

Proportion of people within [500 metres] walk of a food shop

# ANNEX B: ENDNOTES

## Chapter 1

- 1 Audit Commission, *A Life's Work: Local Authorities' Economic Development and Regeneration* (1999)
- 2 Beatty, C and S Fothergill, *Labour market detachment in rural England* (Countryside Agency, 2001)
- 3 McKay, S *et al*, *Unemployment and jobseeking after the introduction of Jobseeker's Allowance* (Department of Social Security Research Report 99, 1999)
- 4 Department for Transport (DfT), *Accessibility of local services and facilities* (2002)
- 5 Case studies in this chapter are drawn from a research study undertaken for the Social Exclusion Unit (SEU) by Halcrow. Fieldwork was carried out in five relatively deprived areas and involved interviews with individual residents and local authority officials, plus mapping of local transport provision and other services.
- 6 McKay (1999). Almost 40 per cent of jobseekers say that their job search has been limited because of the costs involved. For 63 per cent of them, this results from the cost of travelling to interviews.
- 7 Green, A *et al*, *First Effects of ONE* (DSS Research Report 126, 2000)
- 8 Department for Education and Skills (DfES), *The impact of study support* (DfES Research Report 273, 2001)
- 9 National Travel Survey (NTS) 1998/2000
- 10 Sheffield Hallam University and Office for National Statistics (ONS), *Parents' experience of choosing a secondary school* (2001)
- 11 Research has shown that the school a child attends can have a significant impact on their achievement (*Knowledge and Skills for Life: First Results from PISA 2000*, OECD 2001). Statistics also indicate that children attending schools with a high proportion of free school meal recipients are likely to achieve less well than those attending schools with few pupils on free school meals (*Statistical Bulletin – Pupil Progress in Schools in England: 2000*, DfES, 2001).
- 12 SEU, *Bridging the Gap: new opportunities for 16-18 year olds not in education, employment or training* (1999)
- 13 Callender, C, *The Hardship of Learning* (South Bank University, 1999)
- 14 *Ibid*. Note that 'expenditure associated with participation' here includes tuition fees, exam and registration fees, books, computers, stationery, travel, field trips and childcare. The research shows that the cost of some items (for example computers) may be higher than transport, however students are less likely to incur these costs themselves.
- 15 *Ibid*
- 16 *Ibid*
- 17 DfT (2002)
- 18 Hine, J and F Mitchell, *The role of transport in social exclusion in urban Scotland* (Scottish Executive, 2001)
- 19 DfT (2002)
- 20 Dench, S and C Evans, *Childcare, 16 to 19 Year Old Parents and Further Education* (DfES, 2002)
- 21 Countryside Agency, *Rural Services Survey* (2001a)
- 22 Ruston, D, *Difficulty in Accessing Key Services* (ONS, 2002)
- 23 DfT (2002)
- 24 Countryside Agency/Yorkshire Forward, *Bentham Moving On – an action plan for Bentham* (2001)
- 25 Age Concern London, cited in *Going Places: Taking People to and from Education, Social Services and Healthcare* (Audit Commission, 2001)
- 26 Focus on Mental Health, *An uphill struggle. A survey of the experiences of people who use mental health services and are on a low income* (2001)
- 27 Halcrow, *Research on Transport and Social Exclusion* (unpublished, 2002)
- 28 Ruston (2002)
- 29 Department of Health, *Improving shopping access for people living in deprived neighbourhoods* (Policy Action Team 13, 1999)
- 30 Health Education Authority (HEA), *Health update – environmental health: road transport* (2000a)
- 31 Countryside Agency, *Challenging the rural idyll* (2001b)

- 32 Department of Health, *Low income, food, nutrition and health: strategies for improvement* (1996)
- 33 Department for Culture, Media and Sport, *Arts and Sport* (PAT 10 report, 1999)
- 34 Ruston (2002)
- 35 Department for Transport, Local Government and the Regions (DTLR), *Older People: their transport needs and requirements* (2001a)
- 36 Help the Aged, *Pensioners' Transport Survey* (1998)
- 37 Commission for Integrated Transport (CfIT), *Public Attitudes to Transport in England* (2001)
- 38 Bostock, L, *Pathways of disadvantage? Walking as a mode of transport amongst low income mothers* (2001)
- 39 Sport England, *Young people with a disability and sport* (2001)
- 40 Countryside Agency (2001a)
- 41 Hales, J *et al*, *Evaluation of the New Deal for Lone Parents* (DSS Research Report 108, 2000)
- 42 Lucas, K *et al*, *Transport, the environment and social exclusion* (Joseph Rowntree Foundation, 2001)
- 43 Morton, B, *Evidence of the impact of transport on health* (2001)
- 44 HEA (2000a)
- 45 White, D *et al*, *Road accidents and children living in disadvantaged areas: a literature review* (Scottish Executive, 2000)
- 46 Ibid
- 47 Grayling, T *et al*, *Streets ahead: safe and liveable streets for children* (Institute of Public Policy Research, 2002)
- 48 Lack of gardens means that children in deprived areas are more likely to play by or in roads (children with no play area at home are over five times more at risk of pedestrian injury). Research for the Scottish Executive suggests that a significant proportion of accidents are related to the unsafe (and unsupervised) behaviour of children in deprived areas (White, 2000).
- 49 Ibid
- 50 Ibid
- 51 MVA Ltd, *Comparative study of European child pedestrian exposure and accidents* (Department of the Environment, Transport and the Regions, 1999)
- 52 Committee on the Medical Effects of Air Pollution (2001)
- 53 Burningham, K and D Thrush, *Pollution concerns in context: a comparison of local perception of the risks associated with living close to a road and a chemical factory* (conference paper, 2001)
- 54 Sir Donald Acheson, *Independent Inquiry into Inequalities in Health* (1998)
- 55 King, K and J Stedman, *Analysis of Air Pollution and Social Deprivation* (Department of the Environment, Transport and the Regions, 2000)
- 56 Friends of the Earth, *Environmental justice: mapping transport and social exclusion in Bradford* (2001)
- 57 HEA, *Health update – environment and health: air pollution* (2000b)
- 58 Living Streets Campaign, *Streets are for living: the importance of streets and public spaces for community life* (2001); Bostock, 2001; Burningham and Thrush, 2001.

## Chapter 2

- 59 DTLR, *Focus on Personal Travel* (2001b)
- 60 NTS 1998–2000
- 61 Noble, B, *Travel characteristics of older people* (ONS, 2000)
- 62 NTS 1998–2000
- 63 Ibid
- 64 Ibid
- 65 Ibid. Throughout this report 'taxi' is used to include both hackney carriages (taxis) and private hire vehicles (PHVs, or 'minicabs').
- 66 Ibid
- 67 DTLR (2001b)
- 68 NTS 1998–2000
- 69 Disabled Persons Transport Advisory Committee (DPTAC), *Attitudes of disabled people to public transport* (2002)
- 70 DTLR (2001b)
- 71 DPTAC (2002)



- 72 NTS 1998–2000, as revised December 2002
- 73 DTLR (2001b)
- 74 DfT estimate. From October 2004, service providers may have to make alterations if a service continues to be impossible or unreasonably difficult for people with disabilities to use. These requirements apply to facilities and services in the pedestrian environment and in transport-related infrastructure, such as bus and rail stations and airports.
- 75 Disability Rights Commission – response to SEU consultation.
- 76 Strategic Rail Authority, *Train and Station Services for Disabled People* (February 2002). Note that stations are not affected by the Disability Discrimination Act until 2004.
- 77 Crime Concern/Transport and Travel Research, *Perceptions of Safety from Crime on Public Transport* (1997)
- 78 Ibid
- 79 SEU visit
- 80 CfIT (2001)
- 81 Lucas (2001)
- 82 DfT estimate
- 83 Halcrow (2002)
- 84 Ibid. North Huyton has a relatively good level of bus coverage, yet research participants claimed that there was no service or that many bus changes were required.
- 85 Ruston (2002)
- 86 Although insurance costs can be higher in urban areas.
- 87 CfIT (web page)
- 88 Countryside Agency (2001a)

### Chapter 3

- 89 DTLR (2001b)
- 90 These calculations do not take into account that some money spent on social security benefits is spent on transport, or potential modal shift.

### Chapter 4

- 91 Bus quality corridors exist where local authorities and operators use Quality Partnerships to combine infrastructure improvements with high quality vehicles on particular routes. As well as bus priorities, the 10 Year Plan for Transport has to date provided funding for 30,000 infrastructure improvements (for example bus stops and pavements) with 10,000 more planned.
- 92 Audit Commission, *All aboard – a review of local transport and travel in urban areas outside London* (1999)
- 93 Grayling (2002)
- 94 Audit Commission (1999)

### Chapter 6

- 95 Of the Transport Act 1985.
- 96 Although introduced in 2001, this was backdated to March 2000.
- 97 There are no examples of Quality Contracts yet running to give a cost comparison. In London, which has a system similar to a Quality Contract, the level of spending on bus services is considerably higher than in all the Passenger Transport Authorities. However, there is no research as to whether this is due to Quality Contracts, lower fares, higher driver wages or generally better service.
- 98 Oral evidence from both Coventry City Council and the chairman of the Association of Transport Co-ordinating Officers to House of Commons Transport, Local Government and the Regions Select Committee. Reported in *The Bus Industry*, Seventeenth Report of Session 2001–02.
- 99 Market Research Society social grades: A professional; B middle managers; C1 all other non-manual workers; C2 all skilled manual workers; D all semi-skilled and unskilled manual workers; E on benefit/unemployed.
- 100 Steer Davies Gleave, *The Case for Rail* (2002)

**Chapter 7**

- 101 Local Neighbourhood Renewal Strategies are plans developed by the community in conjunction with the Local Strategic Partnership that identify which interventions need to be made to improve deprived neighbourhoods.
- 102 Of the Town and Country Planning Act 1990

**Chapter 8**

- 103 Crime Concern/Transport and Travel Research (1997)
- 104 This includes national railways, London Underground, the Docklands Light Railway, Croydon Tramlink and a number of light rail systems.

**Chapter 9**

- 105 Business managers can authorise a limit of £500 where there is a business case.

**Chapter 10**

- 106 On school locations and population. This is already collected for *School Organisation Plans*, a strategic document projecting demand for school places.
- 107 School start and finish times are decided by the governing body of each school. To alter these times the LEA needs to negotiate with each governing body and engage in a period of consultation.
- 108 National Institute of Child Health and Human Development (NICHD) Early Child Care Research Network, "The relation of child care to cognitive and language development", *Child Development* 71, 4 (2000), 960–980
- 109 SEU (1999)
- 110 NTS 1998–2000
- 111 Local PSAs involve local authorities adopting more stretching targets in return for flexibilities around how they achieve these. Local authorities receive extra payment if they meet these targets.
- 112 Centres of Vocational Excellence are learning institutions which focus on meeting employers' intermediate skills needs. They work closely with schools, offer progression to higher education where appropriate, and work closely with employers, employment sectors and other key organisations.
- 113 Although there will be opportunities for some to access residential and travel bursaries.
- 114 Funds are allocated to colleges by Learning and Skills Councils. The average annual allocation is £238 per student, excluding money allocated for childcare.
- 115 Ashworth, K *et al*, *Education Maintenance Allowance: The First Year. A Quantitative Evaluation* (Department for Education and Employment Research Report 257, 2001)
- 116 Average annual allocation is £160 per person, slightly lower than for 16–19 year olds, because adult learners are more likely to attend part-time courses.

**Chapter 11**

- 117 Audit Commission (2001)
- 118 Ibid
- 119 National Association of Citizens Advice Bureaux, *Unhealthy Charges* (2001)
- 120 This database went live in September 2002. It is a web-based system offering patients and their GPs information on waiting times for outpatient appointments and inpatient/day case treatments. It is available at [www.nhs.uk/waitingtimes/waitingtimes.asp](http://www.nhs.uk/waitingtimes/waitingtimes.asp)
- 121 Department of Health, *Keeping the NHS Local: A New Direction of Travel* (2003) is available from [www.doh.gov.uk/configuringhospitals](http://www.doh.gov.uk/configuringhospitals)

**Chapter 12**

- 122 For information about eligibility for a Small Firms Loan Guarantee see the Small Business Services website [www.sbs.gov.uk](http://www.sbs.gov.uk)
- 123 These risk factors might include low car ownership, low-income/high proportion of benefit recipients, young families, minority ethnic population, public transport links and high-rise accommodation. Much of this information will often be readily available, for example from the Census.

- 124 A good example of this process is a pilot mapping exercise undertaken for the NHS in 1999 which focused on two wards which had already been identified by the council and health authority as in need of social and economic investment. Research was conducted on typical eating patterns and dietary aspirations at local community groups, together with interviews outside a supermarket. See Donkin, A *et al*, *Mapping access to food at a local level* (NHS Executive, 1999)
- 125 89 per cent of adults in low-income households and 86 per cent of people over 65 have never used the internet. 57 per cent of the population as a whole have accessed the internet at some time (ONS, *National Statistics Omnibus Survey*, 2002).
- 126 Research indicates that people on low incomes spend approximately £15 per person per week on food. Downer, E *et al*, *Poverty bites – food, health and poor families* (Child Poverty Action Group, 2001)
- 127 For guidance on how best to develop these smaller scale measures see *Making links: a toolkit for local food projects* (Sustain, 2000)

# ANNEX C

## ACKNOWLEDGEMENTS AND CONTACT DETAILS

The SEU project team visited a number of projects and services in the UK. It also drew on the expertise of many different organisations and individuals throughout the project – both in analysing the problem and drawing up practical solutions. We would particularly like to thank Murray Grant of Merseytravel and all the following organisations for their help:

Association of Chief Police Officers  
Association of County Councils in Denmark  
Association of Transport Co-ordinating Officers  
Business in the Community  
CANGO – Hampshire  
Cheshire County Council  
Crime Concern  
Clapham Junction Jobcentre  
Confederation of Passenger Transport  
Commission for Integrated Transport  
Centro (West Midlands Passenger Transport Executive)  
Coventry City Council  
Copenhagen City Council  
Community Transport Association  
Devon County Council  
Connexions, Worksop  
Disabled Persons Transport Advisory Committee  
Disability Rights Commission  
DaRT London  
Edinburgh City Car Club  
Edinburgh City Council  
Falck, Denmark  
Friends of the Earth  
Greater Manchester PTE  
Hastings Borough Council  
Hertfordshire Integrated Transport Partnership  
Institute for Public Policy Research  
Lincolnshire County Council  
Local Government Association

Manchester – Clitheroe secure transport route  
Merseytravel  
METRO – West Yorkshire Passenger Transport Executive  
Mobility Advice and Vehicle Information Service (MAVIS), Berkshire  
Moor Park Community Centre, North Tyneside  
New Deal for Communities Area, Birmingham  
NEXUS (Tyne & Wear Passenger Transport Executive)  
Newcastle City Council  
Norfolk County Council  
North London Stansted Partnership  
North Walsham Area Community Transport Association  
Nottinghamshire Wheels to Work Scheme  
Nottinghamshire County Council  
Sainsburys Assisting Village Enterprises  
Sustrans  
Scottish Executive  
Soroptimist International of South East England  
South Yorkshire Passenger Transport Executive  
Strategic Rail Authority  
The Children’s Society, York  
Telford and Wrekin Council  
Transport 2000  
Transport for London  
Trent and Barton Buses  
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4	The Clitheroe Interchange	Richard Watts	01772 264682	rwatts@env.lancsc.gov.uk
4	The Bittern Line, Norfolk	Ian Dinmore	01603 224248	ian.dinmore.pt@norfolk.gov.uk
4	Flexline, Gothenburg, Sweden	Yngve Westerlund	Not available	ywk@logistickentrum.se
4	Cango buses, Hampshire	Martin Robertson	01962 846997	martin.robertson@hants.gov.uk
4	Copenhagen, Denmark	Birger Neilsen	36 13 17 21	BHN@hur.dk
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4	Wheels to Work, Warwickshire	Sonia Colledge	01788 337901	soniacolledge@warwickshire.gov.uk
4	Manchester City Safe	Jan Brown	0161 856 3341	Jan.Brown@gmp.police.uk
4	Gloucester City SAFE Demonstration Project	Ian Drummond	020 7944 2629	Ian.Drummond@dft.gsi.gov.uk
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4	Travelsmart	Information Line	0117 929 0888	www.sustrans.org.uk
4	Northamptonshire County Council	Craig White	01604 763438	CLWhite@northamptonshire.gov.uk
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4	Dental Access Centres	Pam Scoular	020 7972 3977	pam.scoular@doh.gsi.gov.uk
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# GLOSSARY

Terms in **bold** are defined elsewhere in the glossary.

## Action Teams for Jobs

An area-based initiative targeting disadvantaged jobless people in 63 employment-deprived areas. Teams work with people claiming benefits who volunteer for help to overcome the barriers that prevent them getting jobs. Tailored solutions can include: provision of bus passes; MOT/tax/insurance; scooter or car loans; driving lessons; as well as help with housing, clothing and debt counselling.

## ATCO (Association of Transport Co-ordinating Officers)

ATCO is the organisation that represents those local authority officers directly concerned with the formulation and implementation of policies for securing **passenger transport services**. This includes securing the bus routes that are not considered to be commercially viable.

## Block Exemption

Ticketing schemes between competing bus operators will often breach the **Competition Act**, but they do produce real benefits for passengers. The Office of Fair Trading therefore introduced a Block Exemption for some ticketing arrangements between operators if certain criteria are met.

## Bus deregulation

Before 1985, the public sector provided most bus services. This enabled the public sector to plan and regulate the network and local authorities were able to subsidise fares. The Transport Act 1985 privatised and deregulated the bus network outside of London so that decisions on most bus routes, timetables and fares passed to private companies. The role of local authorities became to plug the gaps in the commercial network by tendering to companies to operate services which are not commercially viable. Since the Act took effect approximately 85 per cent of the bus network has been provided commercially with the remaining 15 per cent subsidised by local authorities.

## Bus priority measures

Measures designed to promote quicker more reliable bus journeys, such as bus lanes and 'bus advance areas' that enable buses to go to the front of the queue at traffic lights.

## Bus Services Operators' Grant (BSOG)

Formerly known as Fuel Duty Rebate. Registered bus operators currently receive approximately 80 per cent rebate for the fuel duty they incur. Bus Services Operators' Grant was extended to community transport operators from May 2002.

## Car clubs

Formal car-sharing schemes where the vehicles are owned by the organising agency or there is common ownership of the vehicles. Members can book cars for specific times. This means people can have access to a car without having to own one. An individual in a car club pays a membership fee and then books a vehicle as required. For each time a vehicle is used the member is charged a booking fee per hour and a marginal mileage rate.

## Clear Zones

Clear Zones are designed to encourage solutions to traffic problems in towns and cities while making sure town centres retain their accessibility, vitality and economic viability. A clear focus of the initiative is to reduce congestion and improve air quality by developing an **integrated transport** policy to meet local needs.



### Commission for Integrated Transport

Set up in 2000 this body provides independent advice to the Government on the implementation of **integrated transport** policy and its environmental and social implications following the publication in 1999 of the Government's Transport White Paper. It has a number of specific remits including: monitoring the progress made towards the targets set in the **10 Year Plan for Transport**; advising on developments in Europe and disseminating good practice.

### Community Strategies

Plans that local authorities are required to prepare for improving the economic, environmental and social well being of local areas. Through these authorities are expected to co-ordinate the actions of the public, private, voluntary and community organisations that operate locally.

### Community transport

Transport services, often aimed at elderly people or those with disabilities, provided on a not-for-profit basis. Community transport does not need to operate under a full Public Service Vehicle operator's licence that applies to buses. Instead it can operate under a **section 19** or **22 permit**.

### Competition Act 1998

The Competition Act 1998 was introduced to enhance competition within the UK for the benefit of consumers. It contains two prohibitions: the chapter 1 prohibition says that agreements or concerted practices that would prevent, restrict or distort competition are prohibited. It applies to anti-competitive agreements between bus operators. In some circumstances it could also apply to agreements between bus operators and local authorities or **Passenger Transport Executives**.

### Concessionary fares

Local authorities receive money from central government to reimburse operators for offering concessionary fares to particular groups. Local authorities must require operators to offer at least half fares to pensioners and disabled people but they cannot make operators participate in concessionary schemes for groups such as children, jobseekers, lone parents and people on employment tax credit. For any other groups, fare discounts have to be offered commercially by the operators themselves (often the case for child fares) or agreed on a voluntary basis between the local authority and individual operators and paid for by the local authority out of their general revenue resources.

### Demand-responsive transport (DRT)

DRT responds to people's individual travel needs rather than following a set route. It can be supplied by either a taxi or flexibly-routed bus service. Flexibly-routed bus services might follow a core route and deviate if passengers require them to. Or they might operate according to one of the following models:

- 'Many to one': Passengers are picked up from various points and taken to one specified destination such as a workplace, shop, hospital, school or transport interchange.
- 'One to many': A service with a single starting point taking passengers to dispersed destinations, for example a route improving security by taking people right to their door from shift work or a service returning children home from an after school club or cinema.
- 'Many to many': Passengers are picked up and dropped off at any destination within a given area. This might cater for one off journeys to, for example, the hospital or local town.

### **Department for Transport (DfT)**

The Department for Transport was part of the Department for Transport, Local Government and the Regions (DTLR) between June 2001 and May 2002 and before that part of the Department of the Environment, Transport and the Regions (DETR).

DfT oversees policy on roads, buses, rail, cars, taxis, the London Underground, and community and voluntary transport. The land-use planning and local government functions are now part of the Office of the Deputy Prime Minister (ODPM).

### **Dial-a-Ride**

Mini-bus services predominantly for elderly and disabled people, which collect and drop people at their homes. This type of service differs from **demand-responsive transport** in that people are generally required to be members and book at least 24 hours in advance, as the route has to be manually planned.

### **Disability Discrimination Act 1995**

The Act gives new legal protection to disabled people. In relation to transport it contains a number of important references to the statutory responsibility for public transport and interchange points to be accessible.

### **Early Excellence Centres**

The Early Excellence Centres programme was set up in 1997 to develop models of good practice in integrating early education, childcare and family support services, including parental involvement and outreach work, and to provide training and a focus for dissemination. The aim is to establish 100 centres by 2004.

### **Employment Zones**

Located in areas of high and persistent unemployment, Employment Zones maximise flexibility and give individuals more say in the choices which affect them. The aim is to get people into jobs and keep them in work. Each Employment Zone is run on an individual tender basis by either public or private sector bodies.

### **Floor target**

A target linked to additional funding which is designed to 'narrow the gap' between localities. A floor target is set by central government to establish the minimum standard acceptable in a particular policy area, for example the number of school expulsions permitted. Those areas that fall below this minimum standard are given additional funding to be spent specifically on measures appropriate to that target.

### **'Green Book'**

A new version of *Appraisal and Evaluation in Central Government*, also known as the Green Book, was published in January 2003. The book is a technical, best practice guide to the techniques and issues that must be considered when carrying out economic appraisals and evaluations. The new approach increases the transparency and robustness of public spending decisions and now includes ways for decision makers to factor in the social benefits of proposed schemes.

### **Government Offices**

Eight regional government offices provide the link between central government policy-making and local government delivery. Described as 'the regional arm of government' their specific responsibilities include housing, planning and transport.

### **Highway Authorities**

Highway authorities are responsible for maintaining the public road network. The Highways Agency is the highway authority for trunk roads. For other roads the highway authority may be a county council, unitary authority, **Transport for London**, London borough council or metropolitan district council.

### **Home Zones**

The **Transport Act 2000** gave legal status to the concept of Home Zones. These zones aim to improve conditions for residents, particularly vulnerable road users including children and elderly people, by implementing traffic calming measures; 20 miles per hour limits; and providing safe places to play.

### **Hospital Travel Costs Scheme (HTCS)**

This scheme exists to provide financial support to patients (and escorts if deemed medically necessary) if they are in receipt of certain benefits or on low-incomes. The normal procedure is for patients who are eligible for help to pay the travel costs themselves and seek reimbursement at the hospital. It is estimated that the HTCS costs £24 million per annum. It is funded by NHS Hospital Trusts.

### **Index of Multiple Deprivation**

This is a ward level index that is a composite of six separate indices of deprivation related to income, employment, health/disability, education/training and housing/geographical access to services. This composite provides an overall index that gives a rank for all the 8,414 wards in England (1 being the most deprived and 8,414 the least).

### **Integrated transport**

This refers to the whole public transport network. The phrase is often used to indicate a wish to see greater co-ordination between the different modes and operators working within the same mode.

### **Jobcentre Plus**

Jobcentre Plus was formed in April 2002 from the merger of the Employment Service and the Benefits Agency. It takes job vacancies from employers, places unemployed people into work, and pays benefits.

### **Jobseeker's Agreement**

This is a contract between the individual jobseeker and their employment agency, which is signed by all recipients of Jobseeker's Allowance. It specifies that in return for receiving benefits the individual undertakes to be available for, and actively seek, employment. The agreement also requires jobseekers to look for work over a 'reasonable travelling distance' – defined as one hour either way by a route and means appropriate to the employment.

### **Joint/integrated ticketing**

'Joint', 'integrated', 'flexible' or 'through' ticketing are all terms used to describe a system where a single ticket or travelcard can be bought for multiple journeys or a single journey involving a change of vehicles, including vehicles run by different operators.

### **Learning and Skills Council**

Established in April 2001, the Learning and Skills Council is responsible for funding and planning education and training for over 16-year-olds. The Council operates through 47 local offices and a national office in Coventry.

### Local Strategic Partnerships (LSP)

Overarching partnership at the local level involving the public, private, voluntary and community sectors. The LSP develops ways to involve local people in shaping how the public services are provided in their neighbourhood.

### Local transport authority

Under the Transport Act 2000, county councils, unitary authorities and Passenger Transport Authorities are also local transport authorities. Local transport authorities must formulate transport policies and publish them as a **Local Transport Plan**.

### Local Transport Plans (LTPs)

The **Transport Act 2000** requires **local transport authorities** to prepare and publish a Local Transport Plan setting out their policies for the promotion of safe, integrated, efficient and economic transport in their area, and to develop a bus strategy for carrying out their bus functions. Plans must be kept under review, altered if necessary and last no longer than five years. LTPs provide the basis for allocating to local authorities the transport capital resources they need to deliver their plans. Allocations are made on the basis of Government's assessment of the individual LTPs and a consideration of local need. Inside London, boroughs submit plans similar to LTPs but which reflect the Mayor's Transport strategy for London. The first full LTPs, covering the period 2001/02 to 2005/06 were submitted in July 2000.

### London's bus system

London's bus system is different from the rest of England, with the routing, frequency of services and fares determined by **Transport for London** (TfL) and the Mayor. The efficiency, reliability and safety of buses is managed through contracts with the bus operators. Almost all local bus services are run by private companies under contract to London Bus Services Ltd, which is part of TfL. All new contracts and many existing ones are 'gross cost' contracts, which involve operators bidding to run a service at a fixed cost with the revenue being retained by TfL. Any increase in revenue can be used by TfL to reinvest into the bus network.

### Mainstream transport

The term refers to all transport modes available for general usage. It excludes transport restricted to specific groups within the population, for example patient, school or social services transport.

### National Travel Survey (NTS)

The NTS is the national travel survey in Britain conducted at a household level. It has been running since 1988 on an annual basis.

### Neighbourhood Renewal Fund

Provides public services and communities in the 88 most deprived local authority areas with extra funds to tackle deprivation. The original allocation of £900 million has been extended for a further three years to 2005/06 and has been increased by a further £975 million.

### Neighbourhood Nurseries

The Neighbourhood Nurseries Initiative aims to close the childcare gap between the most disadvantaged areas of the country and the rest. Its objectives are to provide childcare to enable parents to work and a good quality experience for the children. It provides start up funds to help new nurseries become established, or existing nurseries to expand, or for existing places to be earmarked for children from the most disadvantaged wards.

### **Office for National Statistics (ONS) Omnibus Survey**

This is a multipurpose survey carried out by the ONS. The survey was developed commercially in 1990 and was set up to meet the needs of government departments for a survey that used short and simple sets of questions from a reliable sample.

### **Passenger Transport Authority (PTAs)**

These are joint statutory bodies of local authorities that exist in six metropolitan areas: Greater Manchester, Merseyside, Tyne and Wear, South Yorkshire, West Yorkshire and the West Midlands. They are comprised of nominated councillors from each of the local authorities represented. Their role is to assess the public transport needs of the area and make policy decisions about public transport provision.

### **Passenger Transport Executives (PTEs)**

PTEs exist in the same areas as the PTAs. Their function is to advise their PTA and implement its policies.

### **Patient Transport Services (PTS)**

Transport to hospitals provided free of charge, as part of NHS treatment, to patients deemed to have a 'medical need' for transport. In 2002, PTS covered 15 million patients at a cost of £150 million. In 1999/2000 there were 34,000 patient journeys per day.

### **Pay-As-You-Drive vehicle insurance**

This model of insurance charges people according to how much they drive rather than for owning a car. The premium is charged per-mile rather than per-year. It therefore gives people more control over the cost of motoring and encourages lower mileage.

### **Primary Care Trusts (PCTs)**

PCTs, launched in 1999, are groups of GPs and other health professionals such as district nurses, dentists, health visitors and chiropodists who have joined together to plan and commission health services for their local communities. PCTs will eventually control 75 per cent of the NHS budget and take responsibility for the management, development, and integration of all primary care services. There are over 300 PCTs.

### **Public Service Agreements (PSAs)**

PSAs, introduced in 1998, bring together in a single document the aim, objectives and performance targets for each of the main government departments. They set out publicly clear targets showing what government departments aim to achieve in terms of public service improvements. Progress against these targets has been reported every year in departmental reports.

PSAs are also being extended to local government. Around 60 local authorities have now agreed 'Local PSAs' which link national targets with local priorities, and the approach is being rolled out to all **two-tier authorities**. To give an incentive to improve performance, extra funding is made available where targets are met. As part of the discussions on targets, the Government has agreed a range of freedoms and flexibilities for local government.

### Quality Contracts (QC)

The **Transport Act 2000** introduced the concept of Quality Contracts (QCs) and statutory **Quality Partnerships** (QPs) with the intention of better enabling local authorities to deliver their bus strategies. Under a Quality Contract local authorities, either separately or jointly, can determine which local bus routes should be established in their area and to what standard. They would then let contracts that grant exclusive rights to an operator to provide these specified services. Before it is possible to instigate one the local authority is required to demonstrate that:

- the scheme is the *only* way of implementing their bus strategy; and
- the scheme is economical, efficient and effective

Currently there are no QCs in existence.

### Quality Networks

An informal term for a non-statutory agreement between local authorities and bus operators. Quality Networks are similar to **Quality Partnerships** but also include an element of network coverage. For example, bus operators may agree to run services on less profitable routes in return for local authorities installing bus priority measures on commercial routes. There are no Quality Networks at present.

### Quality Partnerships (QP)

Quality Partnerships are envisaged as formal contracts between a bus operator and an authority primarily concerned with capital-investment. Under a QP the authority would commit to providing certain facilities such as new shelters or lanes in return for the operator providing higher quality vehicles.

Currently no statutory QPs have been instigated but there are over 130 less formalised partnerships.

### Rural Bus Challenge

Since 1998 money has been made available to support innovative and cost-effective ways to provide or promote rural bus transport. Local authorities put forward a bid for both capital and revenue resources, which is then judged by the Department for Transport and approved by the Secretary of State.

### Secondary Care

Specialist care, typically provided in a hospital setting or following referral from a primary or community health professional.

### Section 19 permits

These permits authorise transport services for particular social or community groups but not for the general public (see **Community transport**). Buses have normally 9 to 16 passenger seats but can be larger in certain circumstances. If they fulfil certain criteria, drivers can be paid and are exempted from the normal requirement of bus driver licensing. Dial-a-Ride services and many special educational needs and other social services transport is provided under this arrangement.

### Section 22 permits

These permits authorise transport services to carry members of the general public in vehicles with between 9 and 16 passenger seats. The service must operate on a not-for-profit basis using unpaid drivers (although reasonable expenses and loss of earnings may be paid). The service must be registered as a local bus service with the **Traffic Commissioner**.

### **Single-tier local authorities**

Single tier authorities are unitary authorities, metropolitan councils or London boroughs. They are 'all-purpose' councils responsible for all local authority functions. (See **Two-tier authorities** for contrasting institutional arrangements.)

### **Social exclusion**

The term 'social exclusion' refers to more than poverty or low income, but is closely related to them. It has previously been defined as 'a short-hand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health and family breakdown'. These problems tend to have a cumulative and reinforcing effect on each other, preventing people from fully participating in society.

### **Social Fund**

People on certain types of benefits can apply for help with the cost of visiting relatives in hospital from the Community Care Grant, part of the discretionary element of the Social Fund. It is estimated that expenditure in 2001/02 was between £1.5 and £2 million.

### **Specialist transport**

Transport services available only to certain groups of the population or serving only particular public services, for example patient, school and social services transport

### **Strategic Health Authority**

In April 2002 the 95 Health Authorities ceased to exist and passed many of their responsibilities to the **Primary Care Trusts (PCTs)**. They have been replaced by 28 larger Strategic Health Authorities. These are responsible for managing and supporting PCTs and NHS Hospital Trusts.

### **Strategic Rail Authority (SRA)**

The SRA was created in February 2001 following the passage of the **Transport Act 2000**. One of its roles is to keep under review and publish a code of practice for protecting the interest of disabled users of railway or station facilities.

### **Sure Start**

A programme focused on early interventions for children up to the age of 4 and their families. Rather than providing a specific service the initiative aims to improve existing services on a local basis. Programmes offer enhanced childcare, play and early learning opportunities and better access to health services – from antenatal and baby clinics to specialist services for children with special needs.

### **Taxi-buses**

Taxi-buses originate in Britain from the 1985 Transport Act which effectively allowed taxis to become buses for all or part of their period of operation. A taxi-bus is a vehicle of eight passenger seats or less which has a registered start and finish point and a core route with a timetable. It must also have at least one stopping point within the taxi-licensing district. Vehicles licensed as taxi-buses can only display a 'Bus' sign and not a 'Taxi' sign. Taxi-buses usually qualify for **Bus Services Operators' Grant**.

### **10 Year Plan for Transport: 2000–2010**

Published in July 2000 the plan provides the resources and powers to implement the 1998 Transport White Paper. It was designed to secure long-term investment in the transport infrastructure by setting the transport priorities, with quantifiable targets where appropriate, for the next ten years.

### Traffic Commissioner

The Traffic Commissioners (six in England) are appointed by the Secretary of State for Transport. Their responsibilities include the licensing of the operators of buses and coaches and the registration of local bus services.

### Transport Act 2000

The Act was designed to ensure that the targets and objectives set out in the Government's 1998 Transport White Paper had a structure within which they could be delivered. It covers a range of provisions that influence the way public transport is delivered at a local level (see also the **10 Year Plan for Transport, Local Transport Plans** and **Quality Contracts**).

### Transport for London (TfL)

TfL is an executive body of the Greater London Authority reporting to the Mayor of London (who is also Chair of TfL's Board). It is responsible for delivering the Mayor's **integrated transport** strategy, in close working partnership with the London boroughs.

### Traveline

Traveline provides national route and timetable information on bus, train, tram and ferry services through a single phone number – 0870 608 2608.

### Two-tier local authorities

Two-tier local authorities are made up of two distinct statutory bodies with separate sets of responsibilities: district and county councils. The county council is the upper tier which covers a larger area and deals predominantly with strategic issues and the district councils within the authority form the lower tier. County councils lead on highways, transport provision, social services, education and strategic land-use planning. District councils deal with day-to-day planning decisions, concessionary fares, taxi licensing, and crime and disorder.

### Urban Bus Challenge

This fund was set up as a result of the **10 Year Plan for Transport** to offer additional support for bus links in deprived urban areas. As with the **Rural Bus Challenge** the money is available both as capital or revenue, with an allocation framework that emphasises innovation.

### Walking Bus

Usually aimed at children aged between 5 and 11 years old, the walking bus is a safe and healthy way for children to walk to and from school. Each bus has an adult volunteer 'driver' at the front and 'conductor' at the back. The bus follows a set route, based on where the children live and assessed by a road safety officer, and picks up children at pre-arranged 'bus stops'.

### Wheels to Work schemes

This is an umbrella term for the variety of programmes across the country that make a range of personal transport cheaper and more available to those on lower incomes. For example they include:

- mopeds leased at a discounted rate;
- minor repair and maintenance grants to put an otherwise redundant vehicle back on the road; and
- subsidised driving lessons for those with access to a car, or for whom mopeds or bikes are unsuitable.

In the majority of cases, these types of solutions have been aimed at helping younger people obtain employment although there are examples of where they have been used to help people access learning – wheels to learning schemes.



