Department for Transport

Creating Growth, Cutting Carbon

Making Sustainable Local Transport Happen



January 2011



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Making Sustainable Local Transport Happen

Presented to Parliament
by the Secretary of State for Transport
by Command of Her Majesty
January 2011

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Foreword



The launch of this White Paper, and the associated Local Sustainable Transport Fund, represents a significant step forward towards meeting two key government objectives: to help create growth in the economy, and to tackle climate change by cutting our carbon emissions.

Action at local level delivers gains at national level. Getting the economy back on track means making sure people can get to work, to the shops or their local amenities. And tackling climate change means encouraging smarter ways of getting around.

Action at local level has another advantage: it delivers results quickly. While, for instance, investing in low carbon vehicle technology and high speed rail both make good economic and environmental sense, and are rightly being championed by the government, their benefits will accrue over the longer term. So this White Paper is about providing that short term boost to growth, and the early reductions in carbon, that action locally is best placed to deliver.

It is the short-distance local trip where the biggest opportunity exists for people to make sustainable travel choices. Around two out of every three trips we make are less than 5 miles in length, many of which could be easily cycled, walked or undertaken by public transport. And encouraging sustainable travel choices does not just help create economic growth and cut carbon, but also contributes to improvements in road safety and in public health.

We believe it is local authorities that know their communities best, and can make the changes needed to encourage people to travel sustainably.

Our commitment to helping local authorities with this vital agenda is why we have set aside an unprecedented £560 million in our new Local Sustainable Transport Fund, the bidding guidance for which is published simultaneously with this paper.

By providing people with options to choose sustainable modes for everyday local transport choices we can help boost economic growth by facilitating access to local jobs. Sustainable transport can also influence the quality of our lives, the air we breathe, how healthy and fit we are, the money in our pockets and how long we spend in traffic queues – as well as the pleasantness of our environment and public spaces.

I look forward to working with local authorities and their communities to help deliver the economic growth and carbon reduction that we all want to see.



Norman Baker MP
Parliamentary Under-Secretary of State for Transport

Executive summary

Our vision is for a transport system that is an engine for economic growth, but one that is also greener and safer and improves quality of life in our communities.

1 This requires our immediate attention. By improving the links that help to move people and goods around, and by targeting investment in new projects that promote green growth, we can help to build the balanced, dynamic low carbon economy that is essential for our future prosperity.

2 In both the Budget and the Spending Review, the Chancellor pledged to make the tough choices that will allow us to maintain investment in new and existing infrastructure that will support a growing economy, while eliminating the structural deficit over the lifetime of the Parliament.

But investment on its own is not enough – we also need to help people to make transport choices that are good for society as a whole.

3 And we need a coherent plan to reduce the carbon emitted by transport, not least in order to meet our binding national commitments.

4 Two-thirds of all journeys are under five miles – many of these trips could be easily cycled, walked or undertaken by public transport. We want to make travelling on foot, by bike or on public transport more attractive. Our work indicates that a substantial proportion of drivers would be willing to drive less, particularly for shorter trips, if practical alternatives were available (British Social Attitudes Survey, 2009). That is what this White Paper is about – offering people choices that will deliver that shift in behaviour, in many more local journeys, particularly drawing on what has been tried and tested.

5 We recognise that it is simply not possible for public transport, walking or cycling to represent a viable alternative to the private car for all journeys, particularly in rural areas and for some longer or multi-leg journeys. Therefore the Government is committed to making car travel greener by supporting the development of the early market in electric and other ultra-low emission vehicles. The Government is convinced that progressive electrification of the passenger car fleet will play an important role in decarbonising transport, supported by policies to increase generation capacity and decarbonise the grid.

6 These technological changes will come over the longer term. Sustainable travel initiatives are available now, and will continue to have benefits for congestion and health.

7 We also need to reduce the carbon impact of longer journeys – and here we see that rail, particularly high speed rail between some of our largest cities, has a critical role to play. By prioritising spending on key rail projects such as high speed rail and Crossrail, we will be providing commuters and intercity travellers with attractive new options instead of the car.

8 But the biggest opportunities for encouraging sustainable travel lie in short, local journeys. So we think that both empowering local authorities and others in the community is critical. Alongside stimulating behaviour change, there is another big theme of this White Paper: how localism and the Big Society work for transport and what we have already done to bring this about.

Encouraging sustainable local transport choices depends on local solutions…

9 The Government believes that it is at the local level that most can be done to enable people to make more sustainable transport choices and to offer a wider range of genuinely sustainable transport modes – environmentally sustainable as well as fiscally, economically and socially sustainable.

10 Across Government we are committed to ending the top-down decision making and the tendency in Whitehall to develop one-size-fits-all solutions which ignore the specific needs and behaviour patterns of local communities.

11 Smaller-scale transport schemes, when carefully thought out and properly implemented, can be very high value for money, encouraging growth and reducing local carbon emissions, while also addressing public health and well-being and reducing road accidents. This White Paper contains numerous examples of such schemes, in both urban and rural settings.

12 Citizens acting together can also help to facilitate the delivery of local transport solutions that meet the needs of local people, and this in turn can create growth. Partnership working with the Voluntary, Community and Social Enterprises sector and local communities can make an important contribution to local economies and to individuals' quality of life, enabling individuals' access to employment and key services, and adding value to our transport networks. Central government will continue to facilitate delivery of sustainable local transport schemes by removing burdens and encouraging their inclusion in the mainstream transport planning process.

13 The Government believes that effective sustainable local transport is delivered through solutions developed for the places they serve, tailored for the specific needs and behaviour patterns of individual communities. We will free local authorities from central government control, letting them decide what is best.

The Government has already taken significant steps to hand back responsibility for developing local solutions in planning and the economy to the local level:

…Decentralising economic power

- The Regional Growth Fund will provide £1.4 billion over three years on a challenge basis to lever private sector investment that can create economic growth and sustainable jobs. The Fund is available to support transport infrastructure which, as part of a wider investment, unlocks specific business investments.
- The new Local Enterprise Partnerships will bring together business and civic leaders to set the strategy and take decisions that will allow their area to prosper.
- Tax Increment Financing (TIF) will support key infrastructure and capital projects that drive economic growth.

…Decentralising land use planning

- A new National Planning Policy Framework will transform national planning policy into a streamlined framework that will bring social, economic and environmental priorities in one place.

…Improving transparency and local accountability

- Central Government will no longer intervene in the way that local authorities review progress on local transport.
- However, local authorities will be required to provide streamlined, accessible data on their transport activities, to allow their communities and stakeholders to compare their performance against others and hold their elected representatives to account.

…Simplifying local transport funding

14 We have radically simplified the funding streams available into four main streams (from the previous 26). These will be:

- a major schemes (capital) programme of over £1.5 billion for schemes costing more than £5 million;
- more than £3 billion (capital) for local highways maintenance over four years;
- over £1.3 billion (capital) for the integrated transport block; and
- the Local Sustainable Transport Fund, which will make £560 million capital and revenue funding available over four years, enabling local authorities to deliver solutions that build strong local economies and address at a local level the urgent challenge of climate change, delivering cleaner environments, improved safety and increased levels of physical activity. Bids from local transport authorities will be particularly welcome if they can demonstrate support from, and the involvement of, voluntary and community organisations and the private sector.

In addition, we also recognise that there are some initiatives that benefit from a single national approach.

This is why the Government is also making a number of specific national commitments to enhance the sustainability of local transport. These include:

- providing funding for Bikeability cycle training, to allow as many children as possible to undertake high quality on-road cycle training;
- improving end-to-end journeys by enabling most public transport journeys to be undertaken with a smart ticket by December 2014;
- reviewing the way in which investment decisions are made to ensure that the carbon implications are fully recognised;
- setting out in a road safety strategy, by spring 2011, how to ensure that Britain's roads are among the world's safest;
- reviewing traffic signs policy so as to provide more freedom for local authorities to reduce the number of signs they put up and to develop innovative traffic management solutions.

1. Introduction

1.1 In the Budget, the Chancellor pledged to make the tough choices that will allow us to maintain investment in new and existing infrastructure which will support a growing economy, while eliminating the structural deficit over the lifetime of the Parliament.

1.2 By cutting waste and taking hard decisions about priorities, the Government has been able to secure the investment in vital transport infrastructure that will support the national economic recovery and secure our prosperity in the future.

1.3 Our vision is for a transport system that is an engine for economic growth but one that is also greener and safer and improves quality of life in our communities. By improving the links that move goods and people around, and by targeting investment in new projects that promote green growth, we can help to build the balanced, dynamic low carbon economy that is essential for our future prosperity.

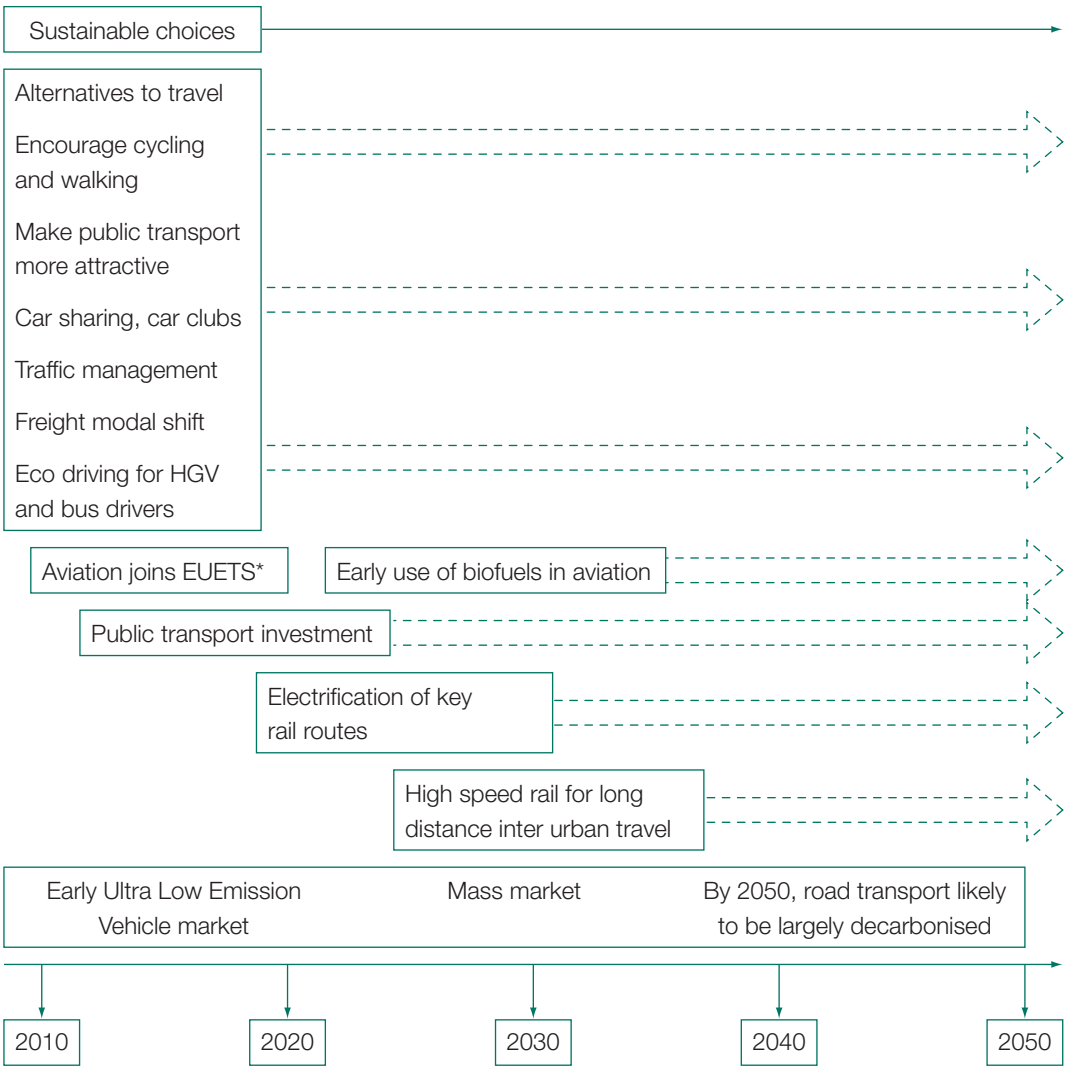
1.4 This White Paper forms part of our overall strategy to tackle carbon emissions from transport. It sets out what Government believes is the best way in the short term to reduce emissions at the local level, using the tools that are available to us now, principally by encouraging people to make more sustainable travel choices for shorter journeys. This White Paper is about providing the early reduction in carbon emissions that local action is best placed to deliver, while facilitating the access to local jobs that will boost economic growth.

1.5 The Government is convinced that in the longer term, progressive electrification of the passenger car fleet will play an important role in decarbonising transport, supported by policies to increase generation capacity and decarbonise the grid. Eliminating the use of passenger cars altogether would be the wrong approach given that for many people, particularly in rural areas and for medium-distance or multi-leg trips, the car is the only practical choice and will remain so.

1.6 Nevertheless sustainable travel initiatives will continue to have benefits for congestion and health. By also prioritising spending on key rail projects such as high speed rail and Crossrail, we will also be providing commuters and intercity travellers with attractive new options instead of the car.

1.7 Figure 1.1 illustrates the Government's overall long term strategy to reduce carbon emissions from transport.

Figure 1.1: Long term strategy to reduce carbon dioxide emissions from transport



*European Union Emissions Trading System

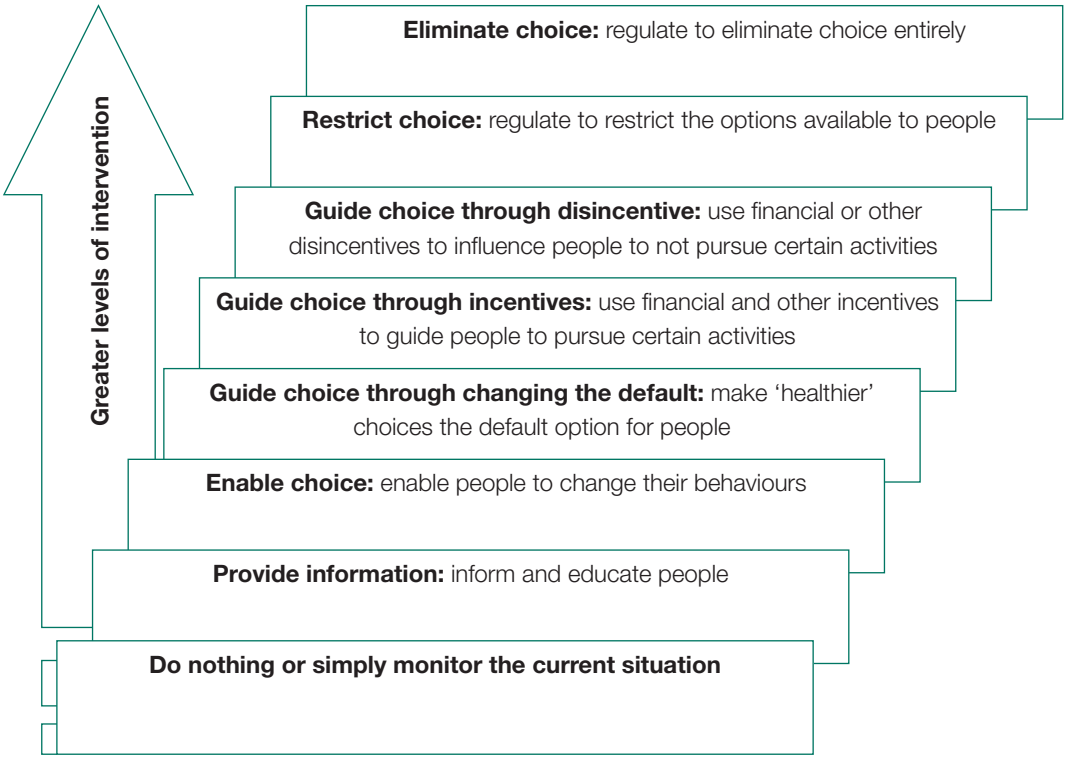
1.8 But alongside technological change to address carbon output, we will need to take measures to tackle the problem of congestion. This is another reason why sustainable travel is so important. It is short-distance, local trips where the biggest opportunities for people to make more sustainable transport choices exist, and these opportunities exist now.

1.9 Our priority for local transport, as set out in our Business Plan (Department for Transport, 2010a) is to:

Encourage sustainable local travel and economic growth by making public transport and cycling and walking more attractive and effective, promoting lower carbon transport and tackling local road congestion.

1.10 The concept of **enabling choice** following provision of better information and education is what the Government's approach to sustainable travel is all about. This is illustrated by the "ladder of interventions" in Figure 1.2. We do not want to eliminate or restrict choice – our goal is to enable and encourage more healthy and sustainable choices – choices that enable local growth.

Figure 1.2: Ladder of interventions



Source: Nuffield Council on Bioethics, 2007

1.11 The Government believes that it is at the local level that most can be done to enable people to make more sustainable transport choices and to enable the mainstream use of more genuinely sustainable transport modes – environmentally as well as fiscally, economically and socially sustainable.

1.12 Across Government we are committed to ending top-down decision making and the tendency in Whitehall to develop one-size-fits-all solutions which ignore the specific needs and behaviour patterns of local communities. The Government has already taken significant steps to hand back responsibility for developing local solutions to the local level – and transport is no different.

1.13 Devolving responsibility for local transport to the local level is a key part of our local transport agenda. Sustainable local transport will be enabled through the delivery of locally developed solutions that capitalise on local knowledge. We will free local authorities from central Government control, letting them determine their own solutions, tailored for the specific needs and behaviour patterns of their own communities.

1.14 In so doing we will improve transparency and local accountability. Central Government will no longer intervene in the way that local authorities review progress on local transport. However, local authorities will be required to publish streamlined, accessible data on their transport activities. This will allow their communities and stakeholders to compare their performance against others and hold elected representatives to account.

1.15 This White Paper is about translating that vision into practice, providing that short-term boost to growth and reduction in carbon emissions that action locally is best placed to deliver. There has been a shift in focus and emphasis since the Coalition Government came to power. This paper sets out what local transport delivery will look like: it is not prescriptive, but aims to provide practical guidance and examples of some of the ways in which local authorities can and are dealing with the transport issues in their areas. We also set out how central Government will provide practical support in this endeavour.

- Chapter 2 sets out local transport – choices and implications;
- Chapter 3 summarises key changes across Government which facilitate local delivery;
- Chapter 4 puts forward our approach to encouraging more sustainable transport choices;
- Chapter 5 gives practical examples and Government commitments to active travel;
- Chapter 6 gives practical examples and Government commitments to making local public transport more attractive;
- Chapter 7 gives practical examples and Government commitments to managing traffic to reduce carbon emissions and tackle congestion;
- Chapter 8 sets out local transport's role in society;
- Chapter 9 summarises Government's commitments on local transport.

2. Local transport – choices and implications

Key points

Local transport faces a sustainability challenge – excess delay is costing our urban economies £11 billion per annum, and carbon emissions impose a cost to society equivalent to up to £4 billion per annum. The costs to the health of our communities are even greater – up to £25 billion per year on the costs of physical inactivity, air quality and noise, and £9 billion on road traffic accidents.

Yet there are numerous opportunities for transport to rise to this challenge, by improving access to sustainable modes. This can at the same time enable growth by improving access to work, and to shops and other services, while also cutting carbon and tackling climate change. Interventions can also make a significant contribution to public health and quality of life.

People are travelling for a broad spectrum of reasons on predominantly short trips (under 10 miles). Around 40% of all transport carbon emissions is generated by these trips but, for all but the shortest, the private car remains the mode of choice. The key opportunities lie in making alternative modes more attractive when it comes to these shorter trips. People indicate a willingness to use these modes when they exist as a viable alternative.

So the opportunities are there – and Government will seek to ensure that people have the choices that will shift behaviour and deliver change.

Introduction

2.1 Local transport faces a sustainability challenge: excess delay is costing our urban economies £11 billion per annum, and carbon emissions impose costs to society of up to £4 billion per annum. The costs to public health are even greater – up to £25 billion per year on the costs of physical inactivity, air quality and noise, and £9 billion on road traffic accidents (Cabinet Office Strategy Unit et al., 2009).

2.2 Yet there are ways in which sustainable transport modes can enable growth, for instance by improving access to work, to shops and other services, at the same time as cutting carbon emissions and tackling climate change. Certain interventions can also make a significant contribution to public health and quality of life.

2.3 This chapter gives a brief overview of the sustainability challenge facing local transport, setting out the problems and opportunities, as well as the local transport patterns underlying these.

Growth

2.4 Economic growth is one of our biggest challenges. Transport's role in this is hugely important – getting people to work and to services such as education and healthcare providers, as well to leisure activities and shops, is crucial to quality of life as well as to enhancing people's spending power. This White Paper sets out examples of how local authorities can make this happen in both urban and rural contexts.

2.5 Businesses benefit from more efficient logistics, access to new markets for their goods and services, improved productivity and the ability to draw on a wider pool of labour. Businesses can also benefit from allowing flexible working that reduces employee travel – evidence suggests that home workers take fewer sick days and can be up to 30% more productive (British Telecom and National Business Travel Network, 2006). Transport is also a major employer in its own right – recent figures show that there are some 1.7 million transport related jobs (Department for Transport, 2010b).

2.6 Another area where transport can enable growth is to support the tourism industry. Improving the service and integration of our transport networks with tourism in mind will bring added benefits for mainstream travel through better access, connections and convenience.

2.7 But while transport's economic benefits are clear, congestion acts as a drag on the economy: a recent study placed the cost of excess delays in urban areas at £10.9 billion per annum (Cabinet Office Strategy Unit et al., 2009). It can also have negative impacts on the amenity and ambience of our town centres, deterring visitors and shoppers who make a vital contribution to the health of our local economies. What is more, research has identified that high street turnover increases by between 5% and 15% following investment in schemes to improve the public realm (London Development Agency, 2010) and that people who travel to the shops on foot, by cycle or by public transport spend as much, if not more than those who travel by car (Transport for London, 2002; Transport for London, 2009; Commission for Integrated Transport, 2006; Geeson and Grohmann, 2002).

2.8 Resilience to extreme weather, especially in the face of changing climate patterns, is also important. Sudden and unexpected weather events such as flooding or snow can also have a negative impact on the local economy, especially if there is a lack of contingency planning or if the effects are prolonged. The Winter Resilience Review (Quarmby et al., 2010a and b) found that, even for an average winter in England, the economic and social costs of disruption are of the order of £1 billion over an average winter.

Access to employment and key services

2.9 The Government has made a very clear commitment to increasing fairness and social mobility. Access to employment, education and healthcare, as well as ending child poverty, all have a key impact on life chances and social mobility, and ultimately on growth.

2.10 Various studies have revealed that:

- 2 out of 5 jobseekers say lack of transport is a barrier to getting a job, and 1 in 4 jobseekers said the cost of transport is a significant issue; (Lucas, 2003);
- 6% of 16–24 year olds turn down training or further education because of transport problems; young people in rural areas, and those with learning difficulties and disabilities, are more likely to cite costs of transport as a constraint in pursuing post-16 learning (Social Exclusion Unit, 2002);
- in 2008, 44% of workless households did not have a car or van (compared with 22% of all households) (Office for National Statistics, 2008).

2.11 The Department for Transport is working with other government departments on supporting economic growth and helping tackle worklessness through reviewing the most effective transport interventions to get people back to work.

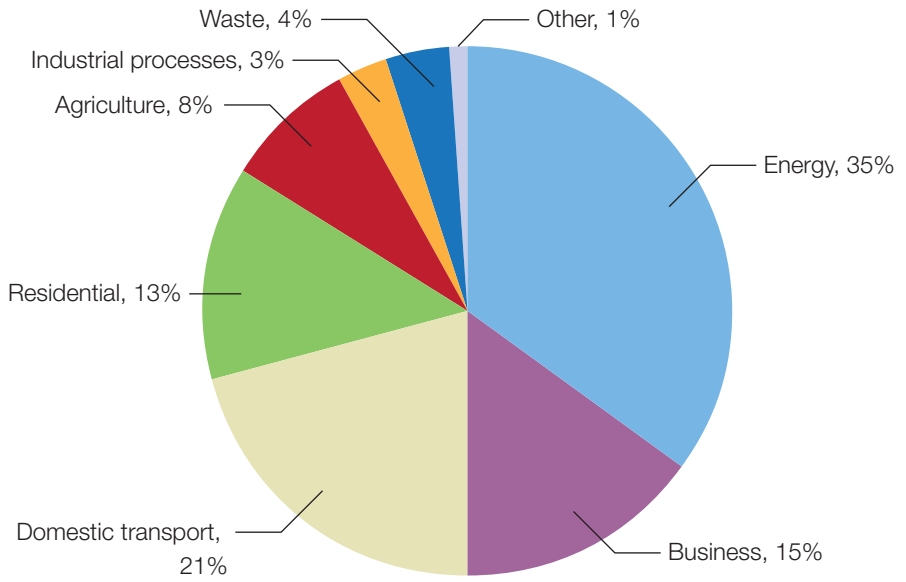
2.12 We will continue to provide data for local authorities to undertake accessibility planning (i.e. identifying and addressing barriers that people may face in getting around, focusing particularly on disadvantaged groups or areas with poor access to key services) as part of the production of their Local Transport Plans.

Reducing carbon emissions

2.13 Tackling climate change is one of the greatest challenges the world faces. The Government will continue to work internationally for global action to avoid the risk of dangerous climate change. But we also need to take action to reduce the emissions in the United Kingdom. The United Kingdom's Climate Change Act 2008 is the world's first national long-term legally binding framework. It commits the Government to cut emissions by at least 80% by 2050. To ensure the United Kingdom is on a cost-effective trajectory to meet this target, the Act provides for a system of rolling, five-year carbon budgets for the United Kingdom: delivery of the carbon budgets will require action by businesses and individuals as well as Government, and local authorities will have an important role. Later this year, the Government will publish a Carbon Plan to set out, department by department, policies and deadlines to ensure real action on climate change.

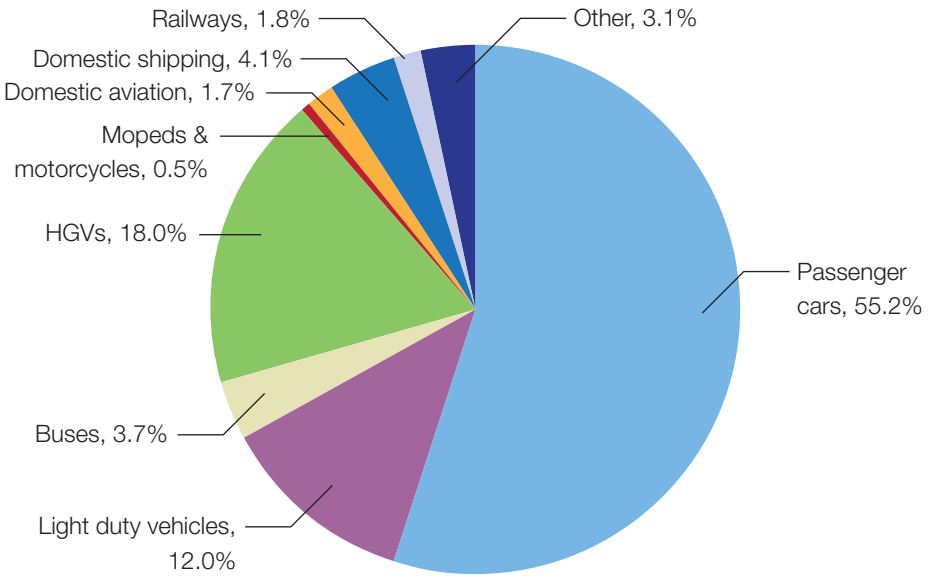
2.14 We will need to build on current progress in reducing transport emissions to meet the United Kingdom's commitments, and current projections suggest that road transport will need to be largely decarbonised by 2050. As Figure 2.1 shows, domestic transport accounts for 21% of the United Kingdom's total CO_2 emissions, and more than half of these are from the private car (Figure 2.2).

Figure 2.1: United Kingdom green house gas domestic emissions by sector, 2008



Source: Department of Energy and Climate Change, *UK climate change sustainable development indicator, 2008 greenhouse gas emissions, final figures (DECC, 2010)*

Figure 2.2: Breakdown of CO_2 emissions in the transport sector, 2008



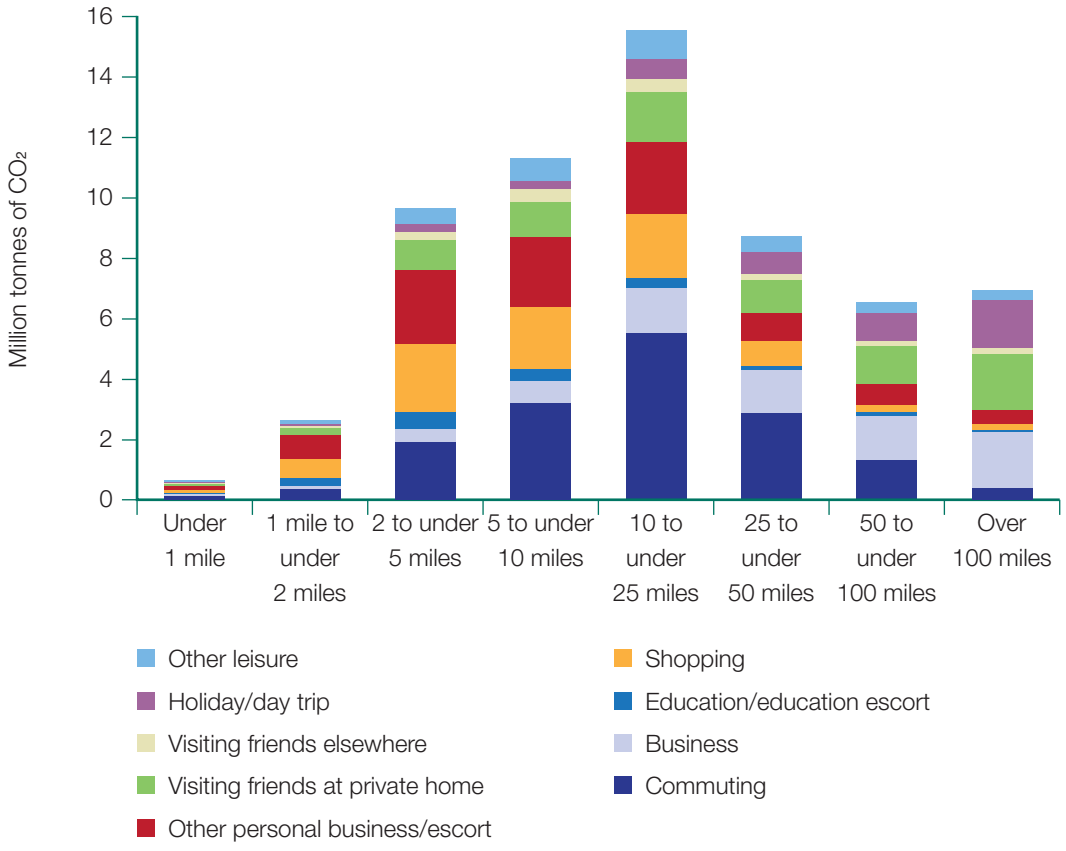
Source: *Carbon Pathways Analysis: Informing Development of a Carbon Reduction Strategy for the Transport Sector*, DfT, July 2008. Data: National Atmospheric Emissions Inventory 2006.

Note 1: 'Other' includes Liquid Petroleum Gas emissions (all vehicles); other road vehicle engines, and other mobile sources and machinery.

Note 2: The emissions from rail given above are from diesel trains only, consistent with the UNFCCC reporting guidelines.

2.15 Figure 2.3 shows that commuting and business trips generate over a third of car emissions, although leisure, shopping and education trips still have their part to play. It also demonstrates that it is medium distance (10–25 miles) trips that are responsible for the highest volume of carbon emissions. We expect car travel to continue to be the dominant mode for these trips, and the development of the Ultra-low Emissions Vehicle market will address these over the longer term. However, Figure 2.3 also shows that approximately one third of emissions are generated by trips under ten miles, where there should be considerable opportunity in the shorter term to offer more sustainable choices.

Figure 2.3: Carbon emissions by trip length and purpose



Source: Department for Transport 2008, Figure 3.14

2.16 Cumulatively, trips of less than 10 miles account for 40% of the United Kingdom's domestic transport carbon emissions, with trips in the 2 to 5 mile category contributing 40% of these emissions.

Health impacts of transport

Obesity, health and physical activity

2.17 Lack of physical activity and poor physical fitness can contribute to obesity, cardiovascular disease, strokes, diabetes and some cancers, as well as to poorer mental wellbeing.

2.18 Obesity is one of the most significant health challenges facing our society, representing a significant risk factor for a number of chronic diseases including cardiovascular heart disease and Type 2 diabetes. Almost two-thirds of adults are overweight or obese, and work by the Government Office for Science's Foresight programme on present trends has suggested that more than half of adults could be classified as obese by 2050. Similar trends might be seen in children (Butland, 2007).

2.19 Cycling and walking offers an easy way for people to incorporate physical activity into their everyday lives. The importance of active travel is also emphasised in the Department of Health's Public Health White Paper (Department of Health, 2010).

Road safety

2.20 While Britain's road safety record is very good, we cannot afford to be complacent when there are, on average, more than 5 deaths and 60 serious injuries per day. The value of preventing all the accidents that were reported in 2009 is estimated at £16 billion per annum, and there are close linkages between some of the measures to improve safety and other key goals, such as improving quality of life and reducing congestion (all figures Department for Transport, 2009).

2.21 It is critical that efforts to address road safety problems involve work across organisations and disciplines, including educational, engineering and enforcement activity. There is a considerable amount of good practice that has been developed locally and nationally, and the relevance of existing lessons ought to be given close consideration before resources are committed to fresh types of intervention.

Air quality

2.22 While local air quality has improved significantly in recent decades, levels of pollution in some areas remain harmful to health, and the rate of reduction in some key air pollutants is now levelling off.

2.23 Where air quality is poor it can contribute to heart and lung conditions, as well as reducing life expectancy – Department for Environment, Food and Rural Affairs modelling suggests air pollution from man-made fine particulate matter is estimated to cut life expectancy by 6 months, averaged across the United Kingdom population. Based on 2008 figures, this equates to health costs of as high as £19 billion per year. Children are even more susceptible to environmental hazards than adults. Health impacts are not distributed evenly and are felt disproportionately in urban areas.

2.24 New road vehicle exhaust emissions standards have successfully led to reductions in road transport pollutant emissions, and when the latest standards are introduced, new road vehicles are expected to emit over 90% fewer solid particles – the air pollutant thought to be most damaging to human health – than current vehicles. However, in many urban areas, road transport is still a major contributor to excessive levels of nitrogen dioxide, and particulate matter remains a health concern, even in areas compliant with European limits.

2.25 While levels of particulate matter in air comply with European standards across the vast majority of the country, this pollutant is still thought to be harmful at its current levels, and additional action to address it will bring benefits to public health. Many areas of the country have been assessed as having excessive levels of nitrogen dioxide pollution. Much of this is attributable to HGVs, buses and cars.

Noise

2.26 While noise is an inevitable consequence of road transport infrastructure, it is also an unwanted intrusion that adversely impacts on quality of life, health and well-being, and imposes a substantial cost burden.

2.27 In the last national noise attitude study (Grimwood and Skinner, 2005), it was found that 84% of the population hear traffic noise and around 40% are bothered, annoyed or disturbed by it.

2.28 Noise mapping carried out in 2006 (Department of Environment, Food and Rural Affairs, 2006) showed that about 5% of the population are exposed to daytime road traffic noise at levels where there is an increased risk of direct adverse health effects. The mapping also showed that up to 13% of the population are exposed to night time traffic noise levels where, according to the World Health Organisation, adverse health effects occur frequently. Noise action plans have been adopted, which focus on taking local actions, where possible, at those sites with the highest noise exposure, according to the results of the noise mapping.[1]

2.29 Indicative estimates by the Interdepartmental Group on Costs and Benefits Noise Subject Group have suggested the annual cost of transport noise was in the region of £3–5 billion (Department for Environment, Food and Rural Affairs, 2010).

Wider environmental benefits

2.30 Often there are a number of other potential benefits from sustainable transport schemes e.g. greening local transport corridors to encourage walking and cycling may also reduce the heat island effect in towns, improve air quality, provide valuable space for sustainable urban drainage, increase biodiversity in towns and increase the value of neighbourhoods. When devising transport solutions it is important that opportunities to realise wider benefits such as these are identified and properly considered.

[1] The management of noise is carried out according to the Noise Policy Statement for England which contains the vision to promote good health and good quality of life through the effective management of noise in the context of Government policy on sustainable development. The policy is implemented both nationally and locally whenever decisions are made that could directly or indirectly affect the noise environment.

Accessibility to public transport

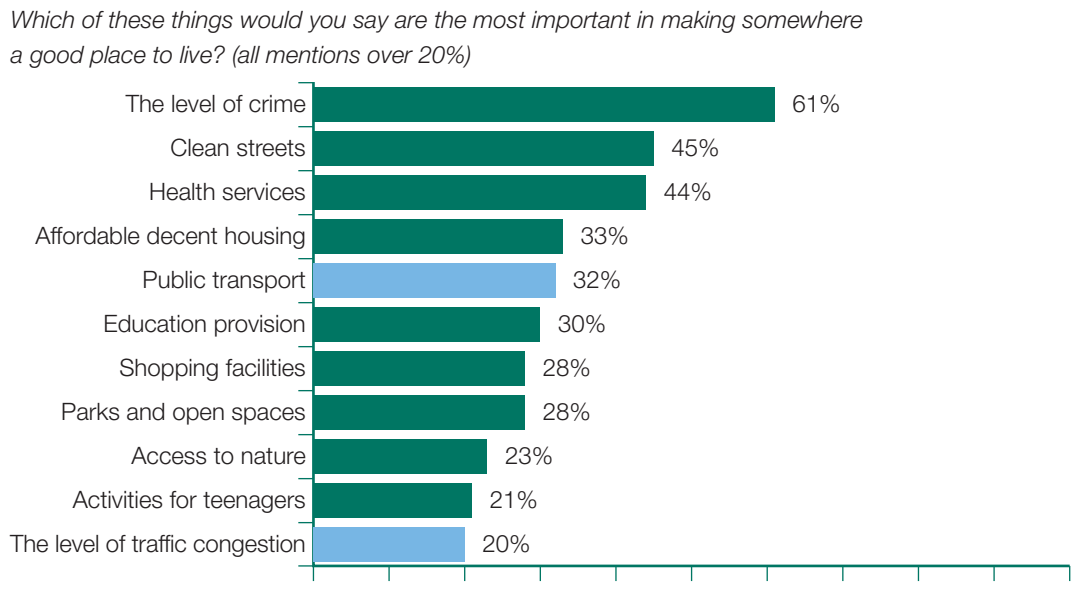
2.31 It is important that all groups are considered when planning transport. For example, people with reduced mobility, older people and those living in rural areas face many barriers in undertaking journeys – not just physical access, but also the availability, affordability and acceptability of transport. These need to be considered both locally and nationally. We explore later some of the ways the Department for Transport will continue to improve accessibility on public transport, and the responsibilities of local authorities regarding accessibility when planning transport.

Local travel patterns

How important is transport?

2.32 Transport is important to people on a local level – it features strongly in the list of factors that "make somewhere a good place to live", as shown in Figure 2.4.

Figure 2.4: The importance of transport in making somewhere a good place to live



Source: 2008 Place Survey, Department for Communities and Local Government, base = 543,713

Local transport trips: trip length and purpose

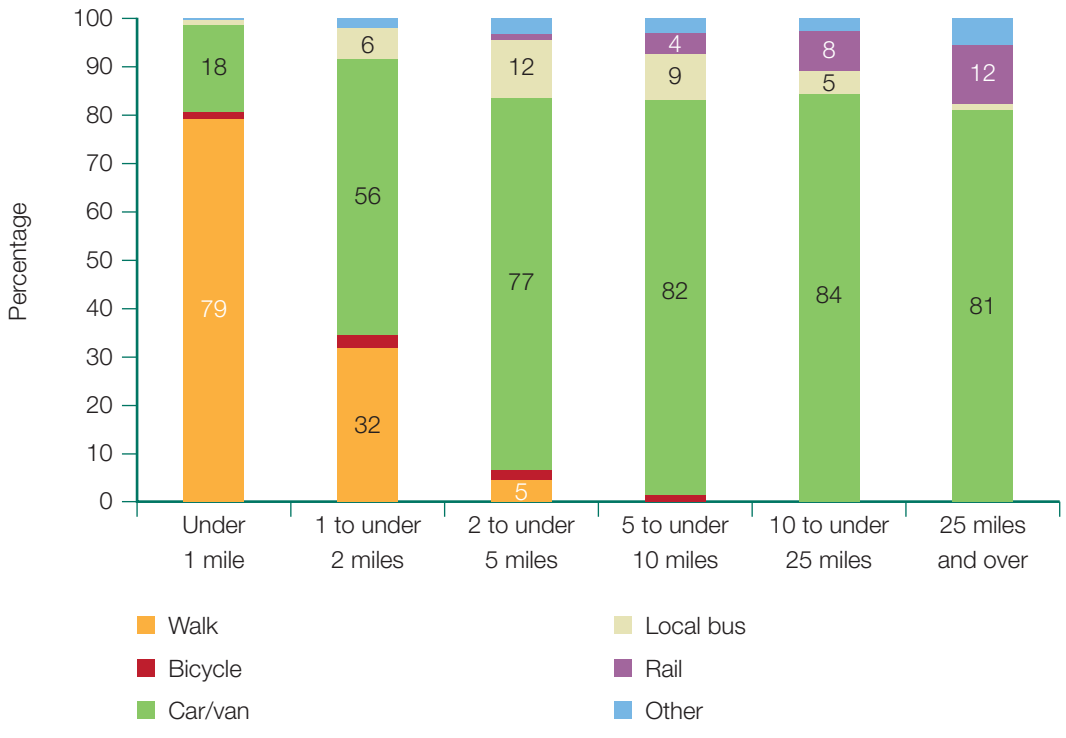
2.33 People travel for a wide variety of reasons. Half of all trips are made for leisure purposes, including shopping, visiting friends, entertainment and participating in sport, and some 18% of trips are made for business or commuting purposes (Department for Transport, 2009). Most trips tend to average less than 10 miles, 95% of all trips are less than 25 miles and 67% are under 5 miles (Department for Transport, 2009).

Local transport trips: mode

2.34 Distribution of trips by main mode and length, taken from the Department for Transport's 2009 National Travel Survey, is summarised below and illustrated in Figure 2.5.

- **Walking** is the most common mode used for trips of less than one mile (79%). As trip length increases, walking becomes less prevalent, accounting for approximately one third of 1–2 mile trips and just five% of 2–5 mile trips.
- **Cycling** is at its highest where trips are 1–2 miles long (3% of trips) and 2–5 miles long (2% of trips).
- **Bus** use is at its highest (12%) where trips are 2–5 miles in length.
- **Rail** becomes increasingly popular for longer trips, ranging from 4% of trips of 5–10 miles in length to 12% of trips of 25 miles and over.
- **Cars/vans** are used for the majority of trips of more than one mile in length: approximately half (56%) of trips 1–2 miles long are made by car and around three-quarters (77%) of trips of 2–5 miles are made by car.

Figure 2.5: Distribution of trips by main modes and length



Source: National Travel Survey 2009, DfT, Table 0308, base= 359,000 trips

2.35 For short distance travel, the challenge is to make the least carbon intensive modes – walking, cycling or public transport – the most attractive options.

2.36 Attitude surveys show a willingness to switch to these modes for shorter journeys, although there are also concerns about aspects such as safety. Annex A summarises public attitudes to each of the local transport modes. Key points are:

- People acknowledge the health benefits of **walking,** and around four in ten drivers say there are many shorter journeys that they could walk rather than take the car. Barriers to increasing walking include speed, unpleasant walking environments and fear of crime (National Centre for Social Research, 2009).
- **Cycle** ownership is fairly high (at 42%),(Department for Transport 2009) but only 1 in 10 people are regular cyclists. Given better provision, such as dedicated cycle paths, 3 in 10 car users say they would reduce their car use, and half of all cyclists say they would cycle more. Safety features as a key risk, although the health benefits of cycling significantly outweigh this.
- User satisfaction with **bus** services has increased over time (Office for National Statistics, 2009), and users prioritise punctuality, service frequency and capacity. Once these basics are met, factors such as comfort, real time information and driver behaviour can sometimes increase patronage (Robson, 2009).
- Overall satisfaction with **rail** services has also increased over time (Passenger Focus, 2010b). Main reasons given for not taking the train include the "hassle" factor of the door-to-door journey when compared with the car, a lack of service to the work destination or distance between home and station (Passenger Focus, 2010c).
- Key incentives for **car** ownership are independence and freedom, although drivers express a range of irritations, such as congestion and road works. Just under half of drivers indicate that they would like to drive less, given practical alternatives (Lyons et al., 2008).

Concluding comments

2.37 Local transport is important. People travel for a broad spectrum of reasons on predominantly short trips (under 10 miles). One-third of all transport carbon emissions is generated by these trips but, for all but the shortest, the private car remains the mode of choice, mainly because of its convenience and flexibility.

2.38 The opportunities are there for people to choose less carbon intensive modes of travel. These opportunities are capable of catering for local growth and deal with many of the negative consequences of current local travel patterns, including those on public health and the environment. People also indicate a willingness to make different mode choices for some journeys, where they have a viable alternative.

2.39 The Government believes that it is at the local level that most can be done to enable people to make more sustainable transport choices and to offer a wider range of genuinely sustainable transport modes. The following chapter describes how we will hand back responsibility to local authorities to make decisions in their own areas and enable local delivery.

3. Decentralising power – enabling local delivery

Key points

The Government has made clear that it wants to end the era of top-down government by providing a radical devolution of power and greater financial autonomy to local authorities and communities. Greater local control, participation and accountability are the most effective ways to enable long term, sustainable growth. Across government, we have made good progress decentralising power in key areas:

…Decentralising economic power

- The Regional Growth Fund will provide £1.4 billion as direct support for private sector investments and some basic infrastructure.
- The new Local Enterprise Partnerships will bring together business and civic leaders to set the strategy and take decisions that will allow their area to prosper.
- Tax Increment Financing (TIF) will be aimed at driving local investment and economic growth.
- We have removed the ring-fences from funding and simplified grants across Government.

…Decentralising planning

- A new National Planning Policy Framework will transform national planning policy.
- The Localism Bill will provide a powerful and flexible tool for communities to move away from national solutions.

…Simplifying local funding

- We have overhauled local transport funding, radically simplifying the resource funding streams available into four main streams (from the previous 26).

…Improving local transparency and accountability

- Central Government will no longer intervene in the way that local authorities review progress on local transport.
- Local authorities will, however, be required to provide streamlined, accessible data on their transport activities to enable local communities to hold their elected representatives to account.

Introduction

3.1 The Government has made clear that it wants to end the era of top-down government by providing a radical devolution of power and greater financial autonomy to local authorities and communities. Greater local control, participation and accountability are the most effective ways to enable long term, sustainable growth.

3.2 Across Government, we have made good progress decentralising power in key areas:

- decentralising economic power;
- decentralising planning;
- simplifying transport funding;
- improving transparency and local accountability.

This chapter summarises these key developments and their impact on local transport delivery.

Decentralisation of economic power

The Regional Growth Fund

3.3 The main objectives of the Fund are to stimulate enterprise by providing support for projects with significant potential for economic growth, and to support those areas and communities that are currently dependent on the public sector. The Fund will provide £1.4 billion over three years on a challenge basis to lever private sector investment that can create economic growth and sustainable jobs. The fund is available to support transport infrastructure which as part of a wider investment unlocks specific business investments. Full details of the principles for the Regional Growth Fund interventions and the rationale for support are set out in the associated fund guidance (Available at: http://www.bis.gov.uk/assets/biscore/regional/docs/r/10-1220-regional-growth-fund-application-form-guidance.pdf).

Local Enterprise Partnerships

3.4 The Government is committed to renewing and strengthening local economies. Local economies do not follow local authority boundaries – for instance, a city or town may have a large travel to work area often covering multiple authorities. The Government firmly believes in strong and accountable local leadership to promote economic growth and has therefore enabled local authorities and businesses to come together to form local enterprise partnerships covering functional economic areas in England. Unlike the former regional boundaries, these reflect natural economic units.

3.5 Since inviting local authorities and business leaders to submit their proposals for Local Enterprise Partnerships to replace Regional Development Agencies (RDAs) in July 2010, the Government received 56 Local Enterprise Partnerships proposals. Each proposal was considered against Government's expectations, as set out in the July invitation. Particular attention was paid to the levels of business engagement, economic geography, local authority support and ambition. Twenty-four areas were confirmed as ready to proceed and were announced as part of the Local Growth White Paper (Department for Business, Innovation and Skills, 2010). A further four partnerships have been announced since.

3.6 Those submissions that did not initially meet all the Government's expectations were asked to revise and resubmit their proposals; this process is ongoing. We anticipate there will be more successful partnerships announced over the coming weeks.

Transport and the Local Enterprise Partnerships

3.7 We expect the Local Enterprise Partnerships to form a view on the strategic transport priorities which best support sustainable economic growth in their areas and to play a key role in implementing significant devolution of transport decision making to local areas. The Government has already committed to considering whether and how capital funding for local transport major schemes can be devolved to local areas for the Spending Review period after 2014/15.

3.8 We are inviting Local Enterprise Partnerships immediately to demonstrate their potential to play a positive strategic role by engaging with local transport authorities and partnering bids to the Local Sustainable Transport Fund (discussed in paragraph 3.16). We will be looking for strong levels of partnership support, including from business, which Local Enterprise Partnerships should be in a good position to demonstrate. We also expect Local Enterprise Partnerships to play a role in co-ordinating across areas and communities in bidding for the Regional Growth Fund.

3.9 The Department for Transport will seek to work directly with a small number of Local Enterprise Partnerships towards agreeing a joint approach to the worst congestion hotspots in the major urban areas affecting both the local and national strategic networks within the Local Economic Partnership area. This will include the facilitation of sustainable economic growth, for example, where local trips are contributing so significantly to the demands placed on the network that any solution is dependent on wider action in the Local Economic Partnership area.

Tax Increment Financing (TIF)

3.10 Tax Increment Financing is aimed to complement Local Enterprise Partnerships and the Regional Growth Fund in driving investment and local growth through funding for key infrastructure and other capital projects (including transport). This work will be taken forward as part of the Local Government Resource Review.

Decentralisation of local planning

3.11 The Government's early decisions to abolish the regional tier of government – including announcing the abolition of regional housing targets, Regional Development Agencies and Government Offices – provide a clear sign of our desire to reduce intervention in local matters from Whitehall. The Government also announced the intention in the Localism Bill to abolish Regional Spatial Strategies.

3.12 Land use planning is critical to transport. Where places (e.g. shops, work and other services) are located in relation to where people live is a significant factor in determining how much people need or want to travel. It is vital that sustainable transport is a central consideration from the early stages of local planning – for example whenever new houses or retail areas are being developed.

3.13 A new National Planning Policy Framework will streamline national planning policy bringing social, environmental and economic priorities together in one place. The new Framework will include transport and will set out how national planning policy for new developments should address the need to reduce carbon and other environmental impacts and tackle congestion. The Localism Bill will foster cross-boundary working by introducing a new duty on local authorities and other public bodies to co-operate with each other in various planning activities. These include responding to consultations, providing information (e.g. on infrastructure capacity) to feed in to local and strategic planning and enhanced cross boundary working to deliver economic, social and environmental benefits. In addition, the Bill will enable local authorities to put their collaborative strategic planning work on a statutory footing if they wish to.

3.14 The new localist approach to planning and development will allow each community to achieve its aspirations for growth, with minimal interference from central Government targets and requirements. We will support communities to deliver on their objectives through a local transport system characterised by flexible funding arrangements, minimal central requirements and advice and support where requested.

Simplifying transport funding

3.15 The Government has simplified local authority funding through the Spending Review, radically rationalising the number of individual grants to local authorities. This will give authorities greater flexibility in how they spend their funding, which is crucial if they are to deliver efficient and effective transport for their communities at a time of limited resources. It will also support the pooling of budgets as well as reduce the administrative burden of bidding for various central government grant streams.

3.16 From 2011/12 to 2014/15, the Department for Transport will provide four grant streams in support of local transport (a significant consolidation from the 26 separate streams of the previous spending period). These grants are in addition to the Formula Grant provided to local authorities by the Department for Communities and Local Government, which authorities can use flexibly to spend on their local priorities. The four grant streams are:

- A local authorities **Major Schemes Programme** of over £1.5 billion capital funding over the Spending Review period to support large transport schemes (those costing over £5 million) which, because of their size, might otherwise be unaffordable. As already announced, the need to reduce the deficit means that we have had to look hard at the previous programme of schemes in order to prioritise those that offer the best value for money and will contribute most towards the delivery of regional and local goals. We are also committed to developing streamlined arrangements for prioritising major schemes for future spending review periods. These will give elected representatives and business interests a strong role in scheme prioritisation and, in due course, could provide an opportunity to devolve decisions to strong and successful Local Enterprise Partnerships. However we do not simply want to design a top-down mechanism. The opportunity is there for local authorities and Local Enterprise Partnerships themselves to propose imaginative and workable solutions and we will be discussing ways forward with partners during 2011.
- We are will provide more than £3 billion capital over the Spending Review period for **local highways maintenance**, to safeguard the largest single public sector asset, with a time-limited £6 million fund to drive greater efficiency in delivery, working in partnership with local government. The funding available for highways maintenance recognises the economic and social importance of well maintained highways to local communities.
- We are also supporting continued investment in small local transport improvement schemes by providing more than £1.3 billion capital funding for the **integrated transport block**. This will support authorities in delivering integrated transport schemes that improve road safety and accessibility, reduce congestion and carbon and help achieve other key goals at the local level. Taking the highways maintenance funding and the integrated transport block together, these grant streams represent the larger proportion of the Department for Transport local transport capital funding and, in both cases, funding is allocated according to a formula based on need, rather than through a more burdensome bid-based process.

- The **Local Sustainable Transport Fund** (LSTF), which will provide £560 million of revenue and capital funding (£350 million revenue, £210 million capital) to enable local authorities to bid for funding to support the delivery of sustainable measures that support economic growth and reduce carbon emissions, delivering cleaner environments, improved safety and increased levels of physical activity.

Table 6.1: Local transport funding: 2011/12 to 2014/15

Spend Item £m	2011/12	2012/13	2013/14	2014/15
Committed major schemes[1]	418	160	29	10
New major schemes	0	204	306	417
Maintenance	806	779	750	707
Integrated Transport Block	300	320	320	450
Local Sustainable Transport Fund	80	140	160	180
– of which revenue[2]	*50*	*100*	*100*	*100*
– of which capital	*30*	*40*	*60*	*80*
Total	**1,604**	**1,603**	**1,565**	**1,764**

1 These figures are based on current estimates of spend on committed schemes. Actual spend will depend on the progress of individual schemes
2 The great majority of transport revenue funding is provided to local authorities via the Department for Communities and Local Government's Formula Grant.

Local Sustainable Transport Fund

3.17 The underlying aim of the Local Sustainable Transport Fund is to help build strong local economies and address at a local level the urgent challenges of climate change, delivering cleaner environments, improved safety and increased levels of physical activity. It will support local authorities in delivering solutions that tackle the problems of congestion, improve the reliability and predictability of journey times and enhance access to employment. These solutions should help bring about changing patterns of travel behaviour with greater use of more sustainable transport modes. The Fund provides the opportunity for authorities to take an integrated approach to meeting local challenges and to delivering additional wider social, environmental, health and safety benefits for people in local communities.

3.18 All local transport authorities in England (outside London) are eligible to apply to the Fund. The Fund is expected to support authorities of different size and geography. Packages could be comprised of a range of combinations of measures of different scales, including measures that promote walking and cycling, encourage modal shift, manage effectively demands on the network, secure better traffic management and improve access and mobility for people in local communities.

3.19 It will be for local transport authorities, working in partnership with their communities, to identify the right solutions that meet the economic and environmental challenges faced in their areas and deliver the greatest benefits for their communities. Partnership working is likely to involve a wide spectrum of community interests with local authorities drawing on the ideas of the voluntary sector and realising co-funding opportunities with the private sector and other organisations.

3.20 We will be inviting a small expert panel to help us in assessing the bids. The panel will give us advice on which bids to accept. Final decisions will, of course, still rest with Ministers. The panel is likely to be drawn from a cross-section of interests reflecting the sustainable travel focus of the Fund, but also its dual growth and carbon reduction objectives. We will require experts to sit on the panel who are not involved in any of the bids, to avoid any conflict of interest. Individuals or organisations who are interested in sitting on the panel should contact the Department and explain briefly why they are interested and what skills and experience they would bring to the role.

3.21 Details of how the Fund will operate, including the criteria against which decisions on the allocation of funding will be taken and the timetable for the submission of applications and the announcement of decisions, are set out in *Local Sustainable Transport Fund – Guidance on the Application Process,* and available on the Department for Transport website.

Improving transparency and accountability

3.22 To reduce the burden on local authorities of collecting and reporting data on transport issues, the Department for Transport will no longer require authorities to collect data on congestion, access to services, or the number of people using buses and light rail. Instead, the Department for Transport will publish its own statistics in these areas. The Government's data reporting review will seek to reduce the data burdens further.

3.23 The Department for Education has already announced a comprehensive home to school transport review (Department for Education, 2010). This will include School Census data and a range of other issues. In the meantime this data will continue to be collected by schools.

3.24 Local transport authorities and stakeholders alike have called for streamlined, consistent and transparent data. This will allow councils to identify improvements and find savings, based on best practice. It will allow local communities and stakeholders, as opposed to central government, to hold their council to account for the services they pay for and depend upon. It will also allow councils to identify improvements and find savings, based on best practice.

3.25 To ensure that data on local transport outcomes and expenditure are transparently available to local communities and stakeholders, and to allow local authorities to identify improvements and cost savings, the Department has produced a benchmarking tool. This is available at: http://www.dft.gov.uk/pgr/regional/ltp/guidance/localtransportsplans/policies/benchmarkingtool.xls

3.26 Although the Government is stepping back from monitoring, local authorities should continually look to improve their own performance. The Local Government Association and local authorities themselves will be responsible for spreading best practice, sharing what works, and developing a framework that improves capability across the local transport spectrum.

3.27 Ultimately, in areas which are a key priority for delivery, the Government is continuing to collect data centrally, such as that for National Indicator 186: per capita reductions in carbon emissions in the local authority area. However, local partners have told us they need more tools, guidance and information in this particular area, to assist them in bringing forward sustainable transport schemes and to help them better understand the CO_2 impacts of different policy measures.

3.28 The report, *Regional and Local Climate Change* (Atkins, 2010), identified good practice initiatives across a range of different authorities to reduce transport emissions and adapt to climate change, and included a comprehensive review of the tools, methodologies and approaches different authorities were using to monitor and model future transport emissions.

3.29 There were three main recommendations, on which we have acted, in order to:

- make best use of the available information by providing better guidance on the methodologies used when monitoring transport emissions;
- improve our data sources by opening up more relevant data to authorities; and
- create a transport carbon tool to support the adoption of a consistent approach to carbon appraisal at the local level.

The Department for Transport basic carbon tool for local authorities

3.30 We will shortly be publishing the Department for Transport basic carbon tool for local authorities, in consultation form, to assist authorities appraise the carbon impacts of transport policies. The tool includes three main features:

- a carbon calculator, outputting results on the total change in carbon emissions following the effects of transport interventions;

- potential data sources that might be useful for authorities; and
- guidance and information on research and best practice for different transport interventions, together with easy to use guidance on carbon appraisal.

3.31 Local authorities may find the tool valuable in providing carbon and cost saving information for their own business cases – based on best estimates of take-up and effects of intervention – and to see which policies might be worth researching and pursuing further. We will use the results of the consultation to develop the tool as appropriate.

3.32 In addition, the Department for Transport is reviewing the way in which investment decisions are made to ensure that the carbon implications are fully recognised.

Building capacity: the Local Government Association (LGA)

3.33 As local authorities become more accountable to local people and their communities, rather than to central Government or the inspectorates, the Local Government Association group will have an important role in supporting them by providing tools such as new approaches to self-evaluation and peer challenge, and we encourage them to develop this role.

3.34 The Government has also taken up the Local Government Association group's offer to lead for the sector on a national productivity programme. This is a major opportunity to support local government in meeting the difficult challenges posed by the Spending Review.

Other local authority networks

CIVINET UK and Ireland

CIVINET UK & Ireland is a membership network for local transport authorities and other organisations with an interest in sustainable travel. Members meet regularly and share best practice on tackling congestion and climate change, and improving health and air quality. The network has provided help to local authorities in accessing funding advice and solving transport problems. More information can be found on their website: http://www.civitas.eu/civinet

Concluding comments

3.35 This chapter has set out how the Government is decentralising power from Whitehall, creating conditions for successful local delivery. Over the following chapters, we present practical examples of how local people are being encouraged to make more sustainable travel choices at the local level, and the benefits to growth, reducing carbon emissions, public health and quality of life that these can bring.

4. Enabling sustainable transport choices

Key points

The Government wants to encourage and enable more sustainable transport choices. Enabling choice is epitomised by the "nudge" concept, which works with human behavioural tendencies to encourage "good" choices. To count as a "nudge" an intervention must be easy and must not forbid choice. In transport terms, this might be exemplified by reducing unnecessary signs, posts and other street clutter to improve road safety and encourage walking, by travel planning, or by presenting information in such a way as to encourage choice.

Packages of such measures, designed to complement one another, often work well in encouraging people to make sustainable transport choices because packaging enables a broader spectrum of transport users to be targeted. The effectiveness of this approach was explored by the Sustainable Travel Towns over a five year period between 2004 to 2009. The interventions were high value for money, resulting in reductions in congestion and carbon dioxide emissions, and increases in physical activity.

The Government believes that statutory Local Transport Plans (LTPs) which local authorities are currently preparing for April 2011, remain the best way to plan and implement local transport. It is vital that transport planning has early engagement in development plan preparation.

Introduction

4.1 Behaviour is usually determined by a number of inter-connecting factors, including structural, attitudinal and habitual factors. Structural factors are external conditions (typically physical, technological, legal or financial) beyond the control of individuals, for instance the availability, accessibility, location and cost of infrastructure – from the provision of bus services in rural areas to the availability and cost of low-emission cars.

4.2 Attitudes may be affected by knowledge and awareness of perceived social and cultural norms (for instance, even if individuals may benefit from changing behaviour, they may be deterred from doing so because their peers do not) and by habit.

4.3 This chapter examines how people might be encouraged to make more sustainable transport choices.

Choice architecture – "Nudge"

4.4 Nudge (Thaler and Sunstein, 2009) offers an approach to designing the ways in which choices are presented. It emphasises the importance of those who control the context in which choices are made, thinking carefully about how to ensure the design of products / processes / environments works *with* human behavioural tendencies to encourage "good" choices.

4.5 To count as a Nudge, an intervention must be easy and should not forbid choice. This is illustrated in the "Ladder of Interventions" shown in Figure 1.2. Often included under the "smarter choices" label in a transport context, examples could include travel planning (where people are given better information and maps to encourage them to try sustainable transport modes) or free cycle training. It could also include changes to language or the way information is framed to encourage a particular choice; reducing unnecessary signs, posts and other street clutter – which can improve road safety; and encouraging walking by creating a more attractive street environment, free of obstructions and barriers to movement and reducing costs for authorities.

4.6 In order to identify which interventions local authorities might successfully implement in a local area, it will first be necessary to identify what the transport problems are, and from that, who the "target" market is, and what type of intervention would be most likely to influence this market. Previous successful approaches have targeted people at "life changing" moments, for example when they are about to move home and therefore might be reconsidering their transport choices. This approach might involve working together with estate agents. Other authorities have targeted residents who, for example, live within one mile of a major bus route.

4.7 However there are limitations in the application of Nudges to promote changes in modal choice, due to the range and complexity of factors that influence modal choice (described in paragraphs 4.1 and 4.2 above). In reality bringing about behaviour change usually requires a package of interventions of which Nudge could be one aspect. This means that in addition to the right nudges being in place, complementary measures are needed.

4.8 Packages of measures, tailored to the local need, can work extremely well in encouraging people to take up more sustainable transport choices. Packaging enables a broader spectrum of users to be targeted and for the benefits of individual initiatives to be considerably enhanced. It is also important to carry out the right level of marketing and information provision to ensure that users are aware of the improvements and to encourage people to think about sustainable travel modes.

4.9 Of course, any package of measures would vary according to local circumstances, but the theory of this approach is illustrated in Figures 4.1 and 4.2.

Figure 4.1: Packages of measures in "Anytown"

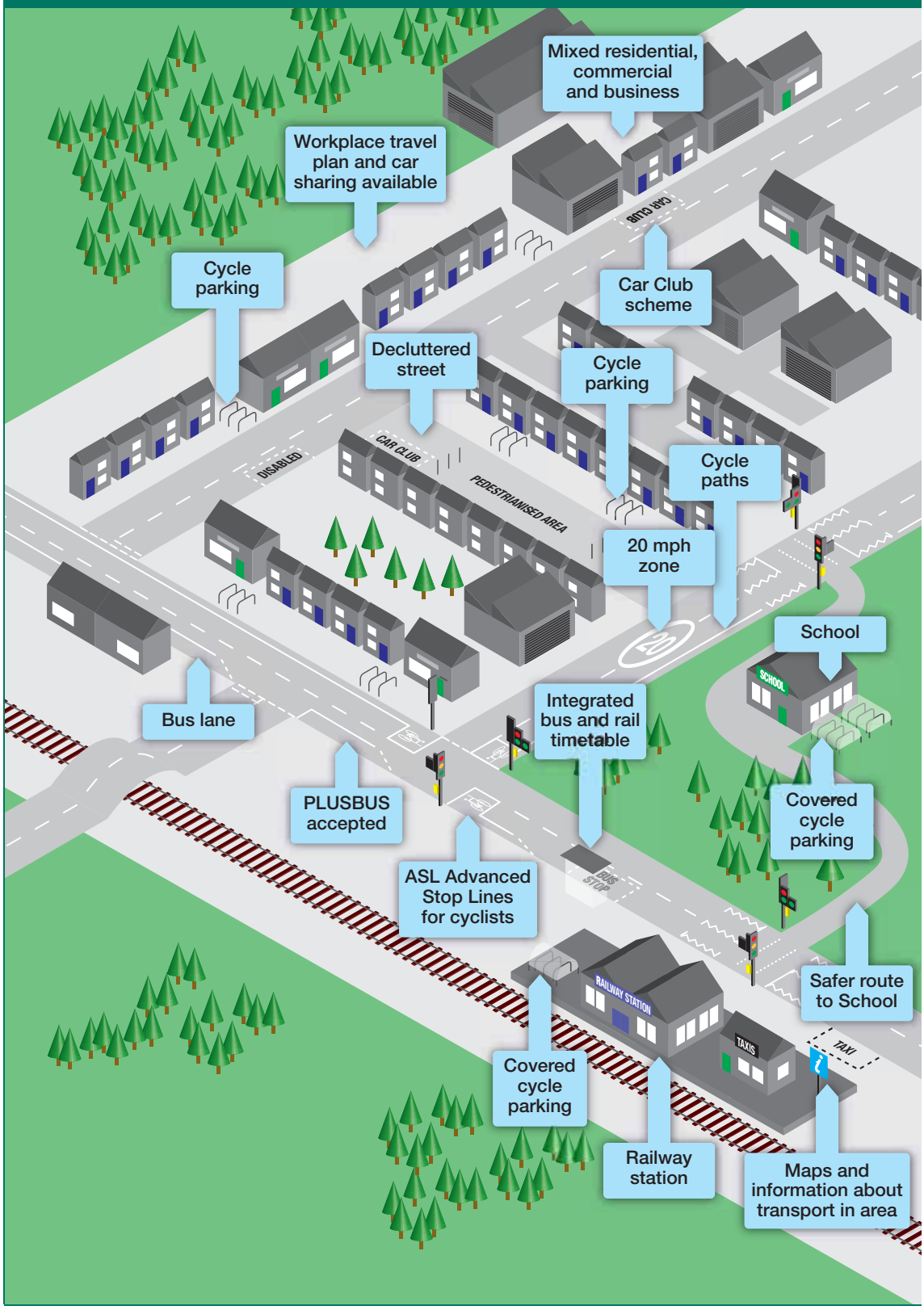
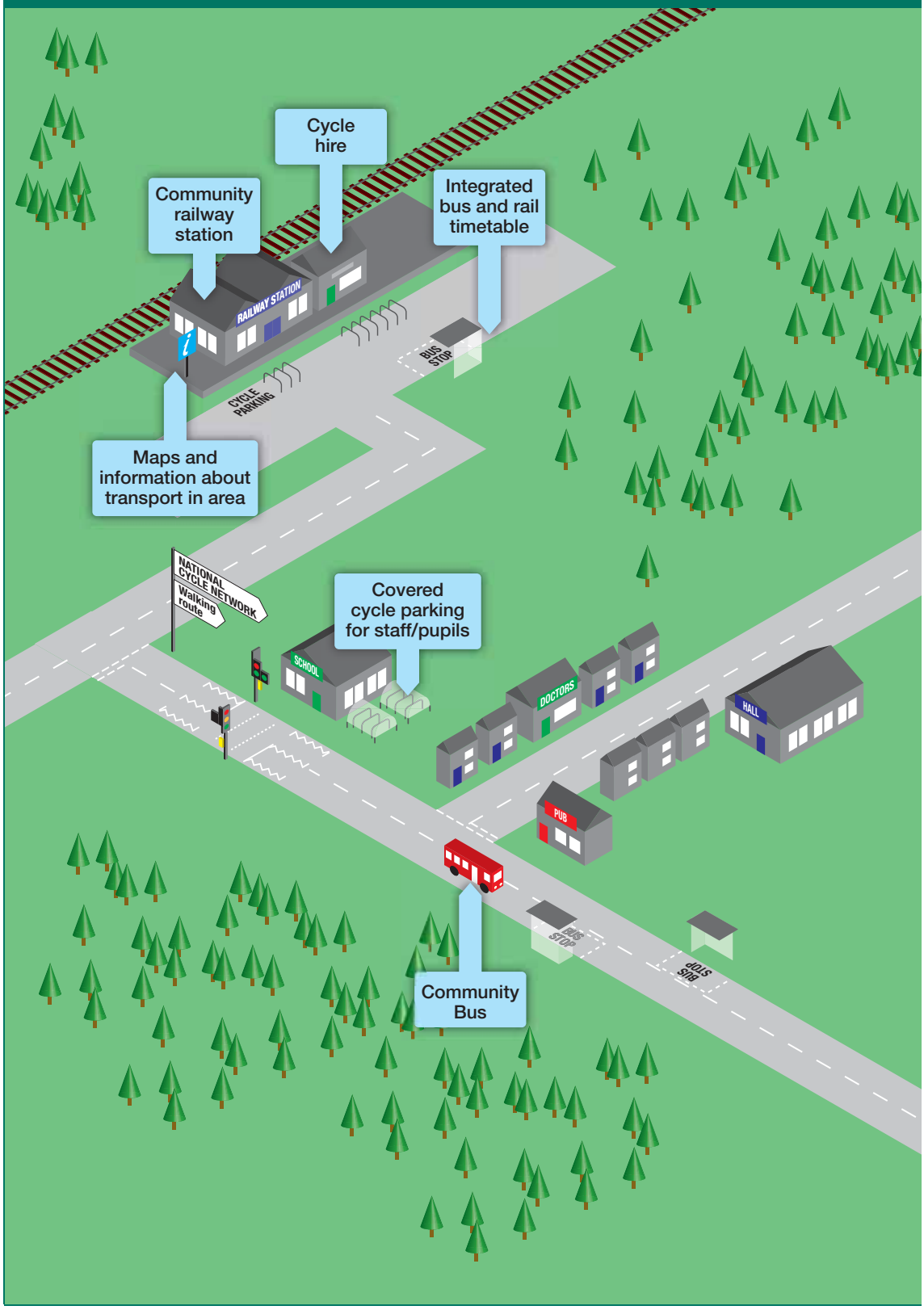


Figure 4.2: Packages of measures in “Anyvillage”



4.10 From 2004 to 2009, the Sustainable Travel Towns – Darlington, Peterborough and Worcester (working in partnership with their communities) – explored the effectiveness of a "package" approach with Smarter Choices or "nudge" measures. In total, £15m of local and government funding was invested over five years across the three towns. Benefits of the initiative are discussed below.

Case study: Sustainable Travel Towns

From 2004 to 2009, Darlington, Peterborough and Worcester – working in partnership with their communities – explored the effectiveness of Smarter Choices measures.

Smarter Choices are "packages" of measures tailored to each local area, comprising both "soft" measures such as marketing and information to encourage people to use sustainable transport modes, and "hard" measures such as improvements to infrastructure and services.

All three towns had different motives for seeking to move towards more sustainable travel: in Darlington, it was to enable continued jobs growth without increasing congestion, while in Peterborough the measures were planned to support housing growth. In Worcester, there was a congestion problem in the city centre, but the old street layout meant limited potential for infrastructure improvements – favouring an approach that centred on behavioural change measures. All three towns tailored their interventions to their knowledge of their local communities.

Evaluation of the Sustainable Travel Towns suggests that travel behaviours were shifting towards more sustainable modes by the end of the funding period. Across the three towns, the following outcomes were observed from the household survey or traffic counts:

- a reduction in the number of car driver trips (down by 8%) and car driver distance (down by 5%-7%) per resident;
- the overall reduction in traffic was around 2%, and 8% in inner areas;
- bus and other public transport trips per resident increased in two out of the three towns and by 14% overall;
- cycle trips per resident increased by 26% overall;
- walking trips per resident increased by 13% across the towns.

Comparing these results with available data on national trends suggested that such outcomes were not observed in similar towns without these sustainable travel measures in place.

In value for money terms, it is estimated that the interventions in the Sustainable Travel Towns fall into the Department's "high value for money" category, with the estimated resulting effects including reductions in carbon dioxide emissions, improvements in congestion, and increases in physical activity.

More information about the Sustainable Travel Towns can be found at: http://www.dft.gov.uk/pgr/sustainable/smarterchoices/smarterchoiceprogrammes/

The local transport planning process

4.11 It has always been important for local authorities to plan and implement their ideas for transport carefully, and this task has added salience given the constrained public sector financial environment. The Government believes that the statutory Local Transport Plans (LTPs), which local authorities are currently preparing for April 2011, remain the best way to do that. It is vital that transport planning has early engagement in development plan preparation and vice versa.

4.12 As part of this planning, we expect local authorities will want to look closely at small scale transport improvement schemes, which can be very high value for money.[2] There are a range of different interventions available and different solutions will work for different issues.

4.13 Clearly sustainable transport solutions are best developed at the early stages of planning to allow greater opportunity for behavioural change. Studies have shown that local planning authorities would benefit from sharing best practice information about the challenges and solutions identified when planning sustainable transport choices.

4.14 Last year the Department for Transport published the outcome of studies with fourteen local authorities aimed at helping them understand how best to incorporate transport considerations in the planning process for housing growth. The resource document *Delivering Sustainable Transport for Housing Growth – Case Studies from Local Communities* examined the challenges to incorporating effective sustainable solutions into the planning process, and identified several commonalities across the participating authorities. Critically the study found that fostering early engagement with specialists and key partners creates a platform for discussion about transport priorities and opportunities to integrate sustainable measures in the early stages of the master planning and design process. Further details on case studies are available in the report, available at: http://www.dft.gov.uk/pgr/sustainable/sustainabletransportsolutions/.

[2] http://www.its.leeds.as.uk/aoss/index.html. This online database, commissioned by the department, is being updated to include the case studies used and details of methodologies used to calculate the BCRs. In most cases the study team used existing monitoring data to reduce the burden on local authorities. However this means that impacts have only been included where they are monitored. In a few cases it was not possible to obtain monitoring data and forecasts were used to generate BCRs. It is difficult to test whether measured impacts can be directly attributed to the schemes or may be the result of other factors.

Concluding comments

4.15 Over the following chapters, we present evidence of some of the sustainable interventions that are already working well. Many of these are low cost, high value measures, often developed as part of a package, which can be implemented over relatively short timeframes. These make them fiscally and economically sustainable as well as environmentally sustainable – in other words, they are transport "nudges".

4.16 Transport planning and land use planning need to work together to achieve the community's overall vision for its places and to accommodate development. It is vital that transport planning has early and proactive engagement with the development plan preparation process and also with applications that have significant transport impacts.

4.17 The following chapters draw on examples of such schemes from authorities across the country, which:

- make active travel more attractive
- make public transport more attractive, and
- manage traffic to reduce carbon emissions and tackle congestion, as well as providing additional environmental and public health benefits.

5. Active travel

Key points

Active travel is a great way for people to incorporate physical activity into their daily lives, and this is also emphasised in the Department of Health's Public Health White Paper. Improving the walking and cycling environment can dramatically improve local accessibility with positive benefits for growth and the local economy. The public health benefits of increasing cycling are considerable – evaluation of DfT's Cycling Demonstration Towns initiative show these to outweigh the costs of the programme by three times.

School travel is also significant. Sustainable, active travel for journeys to school, when replacing vehicle trips, can reduce local congestion and carbon emissions as well as improving cognitive performance and academic achievement. Current estimates suggest an annual £600 return (much from short and long term health gains) for each pupil making the shift from travelling by car to walking and cycling.

With this in mind, the Government will continue to fund the Bikeability cycling proficiency training programme for the lifetime of this Parliament – until 2015, and to fund the Links to Schools programme, Bike Club, Bike It and Walk to School until such time as the Local Sustainable Transport Fund is fully operational. We will also continue to fund the Cycle Journey Planner in 2011/12 to provide local authorities and the public with a ready made tool to plan cycle journeys.

Alternatives to travel should also be considered. Information and communications technology now provides the means to reduce or remove the need to travel in a number of situations, and this may have a number of benefits to the economy and the environment.

Introduction

5.1 Cycling and walking present an easy and cheap way for people to incorporate physical activity in their everyday lives. As well as the health benefits, they offer other benefits when they replace vehicle trips, including reducing carbon emissions, improving air quality, and reducing congestion.

5.2 The Department of Health's Public Health White Paper also emphasises this, stating that active travel and physical activity need to become the norm in communities (Department of Health, 2010).

5.3 Local authorities are working to increase walking and cycling in their areas. Additionally, several voluntary organisations champion active travel and work with local authorities to get more people walking and cycling, as well as ensuring that there is better provision for and understanding of the needs of walkers and cyclists. Many of these organisations are members of the Active Travel Consortium.[3]

5.4 This chapter sets out the benefits of active travel, giving practical examples of interventions that have worked in local areas, as well as setting out central Government's continuing commitment to delivering change.

Active travel

Improving the walking and cycling environment

5.5 As the Exe Estuary case study below shows, improving the walking and cycling environment can dramatically improve local accessibility with positive benefits for growth and the local economy.

[3] Members of the Active Travel Consortium are: British Cycling, Campaign for Better Transport, Cycling England, CTC, Living Streets, London Cycling Campaign, National Heart Forum, National Obesity Forum, The Ramblers and Walk21)

Case study: Exe Estuary

Devon County Council is investing substantial funds in the delivery of the mostly off-road Exe Estuary path. As well as offering fantastic leisure cycling opportunities, the trail connects some 80,000 Devon residents to Exeter. During the summer months of 2010, an average of 14,000 people walked and cycled a 2.5 mile section of the circular route every month. The trail runs through a number of villages and connects with bus, rail and ferry services.

As more sections of the path open, there have been tangible benefits to the local economy. New businesses have been established including bicycle hire shops, new cafes, cycle-friendly accommodation and even mobile coffee and ice cream sellers stationed along the path.

Existing businesses have presented their own promotional events, including pubs hosting cycling barbecues, and the Lympstone Marine Commando Unit utilising path side advertising to promote recruitment drives and highlight charity events.

Ferry companies on the Exe have seen an increase in passengers using bicycles, with the ferry to Starcross recording 150 cyclists on a single day over the bank holiday weekend. As a result the company are considering purchasing a bigger vessel or adding extra cycle facilities.

Devon County Council is also working with other partner organisations with an interest in the routes such as First Great Western and the National Trust to ensure that the the cycle network is presented in an effective and engaging way and adjacent visitor attractions can take advantage of increased visitor numbers.

Cycling

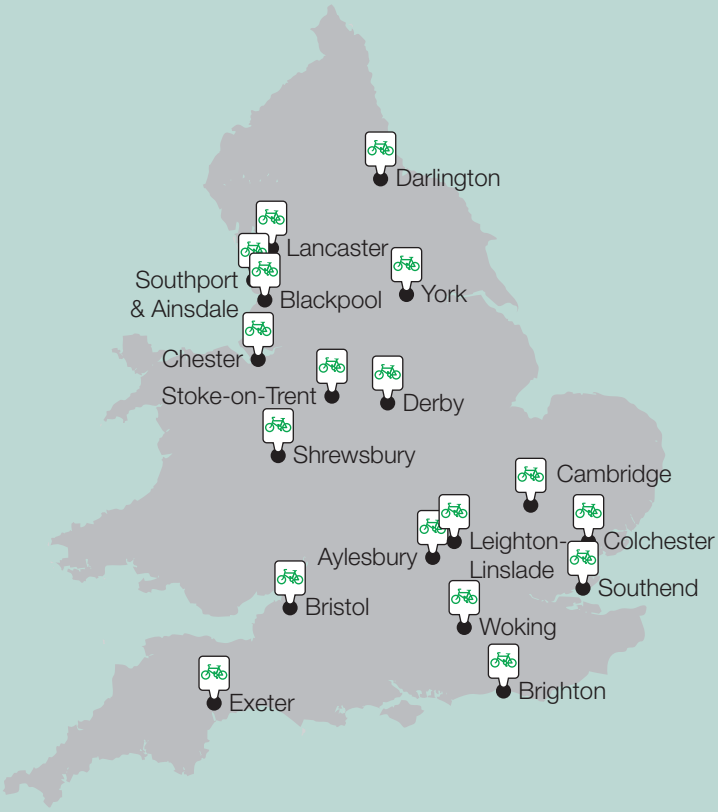
5.6 Evaluation of the Department for Transport's Cycling Demonstration Towns initiative shows that the health benefits of increased cycling are considerable – outweighing the costs of the programme threefold. Health is an important driver for people to change their travel behaviour.

Case study: Cycling Demonstration Towns (CDTs) and the Cycling City and Towns (CCT) programme

There are currently 18 places (see map below) getting more people cycling, more safely and more often. The initiative invested the equivalent of £10 per citizen per year on measures to promote cycling, including both infrastructure and smarter measures.

Key to their success have been the relationships local authorities built with cycling expert groups and their local communities, as well as the approach they took to designing their interventions. The towns began by identifying a target audience and locations or "hubs" (for example, schools, railway stations, large employers, hospitals). Then, based on the travel needs of their target groups and the existing facilities for cycling in and around the target location, the towns developed a package of measures combining infrastructure and smarter choices.

Measures included cycle training for children and adults, Bike It/Go Ride officers in schools, the installation of secure cycle parking, safe and well maintained cycle routes and improved signage and maps for cyclists.



An independent evaluation of the 12 new Cycling City and Towns is currently under way, interim findings from which are published by the Department alongside this White Paper (available at: http://www.dft.gov.uk/pgr/evaluation/reports/).

Previous evaluation of the first six Cycling Demonstration Towns suggests that the scheme had a positive impact on cycling levels in the targeted areas:

- All towns saw an increase in cycling levels, with an average increase of 27% (The size of impact varied across the different indicators, from a one % age point increase in the estimated proportion of people cycling for 30 minutes at least three times a week, to a 27% increase in levels of cycling as measured by automatic cycle counts (DfT, 2009)).
- The health benefits alone of the additional physical activity in the towns was estimated to outweigh the costs of the entire project by 2.5:1 (with total benefits outweighing costs by around 3:1).
- In schools, where towns invested most in children cycling, cycling to school more than doubled.

The increase was the result of more people starting to cycle, or returning to cycling not just the result of existing cyclists using their bikes more. This demonstrates a decisive break from the generally downward trend in cycling levels in the UK outside London over the last 30 years. In fact, the growth matches the cycling growth rates in London – with some evidence that similar results were not found in comparable towns over the same period.

Note: Future funding for cycling will go through the Local Sustainable Transport Fund. £13 million has been set aside in 11/12 as a transitional arrangement to fund links to schools, Bike Club, Bike It as well as Living Streets Walk to School campaign and the Cycle Journey Planner. These are discussed further at paragraph 5.14.

Electric assisted-bikes

5.7 Evidence from Europe is that the popularity of electric assisted bikes is rapidly increasing. With their longer range compared to normal bikes, e-bikes could make cycling more viable in hilly and more sparsely populated areas. The Campaign to Protect Rural England has developed a Transport Toolkit, which includes measures to promote and provide new opportunities for electric assisted bikes in rural areas. The Campaign to Protect Rural England has been developing proposals with local communities, electric assisted bike manufacturers and vendors. The Campaign to Protect Rural England proposes to pilot measures in a community in the spring and launch by the middle of 2011.

School travel

5.8 As part of the Travelling to School Initiative, schools in England were asked to develop and implement a school travel plan in order to reduce car use. More than 91% of schools did so. We intend to publish the findings of the independent evaluation of the Travelling to School Initiative shortly. It is now for local authorities and schools to decide the best way forward, and local authorities may continue to provide support for schools that want to maintain their school travel plan where this has been effective, and also help them to put in place and maintain other initiatives designed to enable more children to walk and cycle to school. We expect many authorities to include school-based initiatives in their bids to the Local Sustainable Transport Fund.

5.9 The journey to school is a significant contributor to local congestion particularly in the morning peak. Sustainable, active travel for journeys to school therefore makes a major contribution to supporting the economy and reducing carbon emissions. In addition, there is a growing volume of evidence supporting the link between physical activity and improved cognitive performance and academic achievement. Current estimates suggest an annual £600 return (much of this made up by short and long term health gains) for each pupil making the shift from travelling by car to walking or cycling (Davis, 2010).

Sheffield – Travel4Life project in conjunction with Sheffield Let's Change4Life

School travel advisers from local authorities in Sheffield have worked intensively with schools in targeted areas of the city to promote active travel. Funded in partnership with Sheffield Primary Care Trust and under the umbrella of the Change4Life national public health campaign, they offer a programme of activities including themed assemblies, walk to school breakfasts, educational theatre and school travel curriculum sessions in geography, IT and other subjects.

The Travel4Life package aims to improve people's understanding of the need for healthy and active lifestyles through education and information sessions for children and their families. Information collected from children, parents and teaching staff is used to help increase opportunities for walking and cycling through implementation of practical engineering schemes in and around schools.

Overall, levels of walking have seen an increase of up to 22% with car use decreasing by approximately 21%.

Bike Club

5.10 Bike Club and Bike It are programmes intended to integrate cycling beyond the journey to school so that it becomes a mode of transport to out-of-schools clubs, community and youth groups and events and to act as a wider community development tool. It is particularly successful at reaching deprived young people and other groups that otherwise experience barriers to cycling. Bike Club is run by CTC, Continyou and UK Youth and Bike It by Sustrans.

Walking

5.11 Walking is a simple way for people of all ages to become more physically active. It is important wherever possible to create an environment in which walking is safe, convenient and enjoyable.

5.12 Local authorities and voluntary organisations are working to help make Britain's public spaces better for pedestrians. Living Streets' Community Street Audits offer local authorities a way to evaluate the quality of streets and spaces from the viewpoint of local people who use them, rather than those who manage them. They also work with local authorities, schools and employers to help them to encourage more children to walk to school and more employees to walk to work.

Government commitments to active travel

Bikeability and the National Standard for Cycle Training

5.13 Bikeability is the "Cycling Proficiency for the 21st Century". It is designed to give children and adults the skills and confidence to ride their bikes on today's roads. There are three levels of Bikeability which follow the National Standard for Cycle Training. Level 1 teaches basic skills off-road. Levels 2 and 3 provide on-road instruction, including more challenging road conditions under level 3. The National Standard, which underpins Bikeability, was developed by cycling and road safety organisations, and is supported by all the Governments of the United Kingdom.

5.14 The Department for Transport will support Bikeability for the remainder of this Parliament – until 2015. The focus of Government support for Bikeability will be on providing children the opportunity to receive training when at school. By providing training in year 6 of primary school, the Government will give children the chance to develop a life skill, enable more safe journeys to schools and encourage physical activity – which is good for children's health. In addition, fewer school journeys by car mean less traffic on the road in rush hour and lower carbon emissions. The training is already popular amongst parents and children, and over 90 local authorities and many Schools Sports Partnerships are delivering it in their area.

5.15 Local authorities will be encouraged to integrate Bikeability fully into their local transport planning. Better cycling routes, cycling parking and adult training are just some examples of local authority measures that could supplement and amplify the impact of Bikeability in their area.

Funding for cycling and walking measures in 2011/12

5.16 The Government believes there is benefit in continuing to fund the Links to Schools programme in 2011/12. This is a transitional arrangement while the Local Sustainable Transport Fund is established. Links to School is a programme run and administered by Sustrans, a national charity, and provides safe walking and cycling routes to schools. The extra year's funding will enable additional routes to be provided and will complement relevant cycling and walking programmes funded through the Local Sustainable Transport Fund as well as the Bikeability scheme.

5.17 We are also funding Cycle Journey Planner in 2011/12 as well as Bike Club, Bike It and Living Streets' Walk to School Campaign. This funding will enable a smooth transition from the 2010/11 programme to a point where the Local Sustainable Transport Fund is operational. Funding for the Cycle Journey Planner will allow completion of the surveying of all urban areas with a population of 30,000 and will provide local authorities and the public with a ready made journey tool at a national level (England) to help plan cycle journeys.

5.18 From 2012 onwards, local authorities may choose to support Links to Schools through their bids to the Local Sustainable Transport Fund.

Cycle journey planner

The Department for Transport has developed a journey planner application enabling people who want to cycle to plan their route between two locations. Our vision is the development of a sustainable, national, online cycle trip planner that meets the needs of both novice and experienced cyclists. In particular we aim to remove one of the key barriers for novice cyclists – knowing where it is easy and safe to ride.

Three route planning options are available:

Quietest (default): a route that prioritises the use of cycle paths, cycle lanes, quiet streets and routes recommended for cycling.

Quickest: a route with the shortest cycling time, even if this means cycling along busy roads.

Most recreational: a route that prioritises cycling through parks and green spaces, in addition to the features listed above under "Quietest".

Local authorities signing up to be part of the planner are able to:

- have their own localised version of the planner;
- link from the cycling-related elements of their websites and marketing material;
- promote its use as a workplace travel-planning tool.

- use it with schools, e.g. as an educational tool, as well as for pupils to identify cycle-friendly routes to school, places they meet up with friends for clubs, sports and social activities, etc.;
- encourage family and social groups to use it to plan leisure rides in cycle friendly locations (e.g. utilising 'Most recreational' from the type of route options);
- have the journey planner as the homepage on computers available in libraries (public and university), or as a quick link button from the homepage;
- distribute information to people attending cycling-related events;
- install dedicated terminals at rail stations, bike hire locations, etc, providing access to the journey planner;
- work with local hospitals, universities, leisure destinations to promote use of the journey planner by staff, visitors, patients, students etc.

Access the cycle journey planner at:

http://www.transportdirect.info/Web2/JourneyPlanning/FindCycleInput.aspx

Cycling Indicator

5.19 Agreement has now been reached with Sport England that they will ask an additional question in their national survey of sport and physical activity – the Active People Survey (APS5) – to track levels of cycling. This will provide a cycling indicator which is both statistically reliable at a local authority level and comparable between local authorities to measure changes in cycling levels.

5.20 The additional question is: "On how many days in the last 4 weeks have you done any cycling?" Responses can be any number from 0 to 28 days. Social, economic and car ownership data is also collected from the individual which can be used to identify impacts on different social groups.

Bike and rail

5.21 It is important that bicycles are integrated with public transport where possible. There is a synergy between cycling and rail – when used in combination, they are one of the most environmentally friendly forms of travel. The Government is therefore encouraging improved cycle facilities at stations, including through £4 million funding for four flagship Bike'n'Ride train operating companies. We have also recently contributed £500,000 towards an innovative cycle hub at Leeds station incorporating secure cycle storage with cycle hire, retail and repair facilities.

5.22 Government will grant longer rail franchises in order to give train operators the incentive to invest in the improvements passengers want. This may include, for example, better cycle facilities at stations. We acknowledge the importance of investing in station improvements and are committed to facilitating this investment through reforms to the way the railways are run.

Alternatives to travel

5.23 As well as considering packages of sustainable transport measures, consideration should be given to not travelling at all. Information and communications technology now provides the means to reduce or remove the need to travel in a number of situations, and can have a number of benefits, to the economy and to the environment – although work is still needed to assess the carbon rebound effects of home working.

5.24 Benefits can include reduced congestion, reduced carbon emissions, business benefits such as improved productivity, staff retention and recruitment, as well as reduced travel costs and overheads, strengthened communities through increased home working, and improvements to quality of life. National Business Travel Network (www.nbtn.org.uk) has numerous examples of how businesses have increased their productivity by encouraging flexible and home working.

6. Making public transport more attractive

Key points

The end-to-end journey

Public transport needs to be made more attractive if it is to offer a viable alternative to car travel. Key to this is improving end-to-end journeys, and the Government is taking the lead on challenging the train, bus and car hire companies to consider what improvement measures they can put in place to enhance the whole journey experience for users.

Smart and integrated ticketing

The Government believes that smart and integrated ticketing has the potential to revolutionise the way passengers use public transport, with benefits for passengers, authorities and operators. The Government is committed to delivering, with operators and public sector bodies, the infrastructure to enable most public transport journeys to be undertaken using smart ticketing by December 2014.

Buses

Partnership working between bus operators and local authorities has improved services for passengers in a number of locations, but more needs to be done. To enable those less able to afford bus services to use them, the Government has protected concessionary travel schemes in the Spending Review. The Government is also supporting low carbon buses through the Green Bus Fund.

Light rail

The Department for Transport is working closely with the light rail industry to identify ways in which main scheme costs could be reduced.

Rail

The Government will grant longer rail franchises in order to give train operators the incentive to invest in the improvements passengers want, including some local transport improvements, such as car parking capacity enhancements, some additional station investments (e.g. upgrades), and also better liaison arrangements and development of partnerships with local authorities, which may deliver better integration.

Rural public transport

Public transport remains important for the sustainability and independence of rural communities. Where commercial bus services are not viable, local authorities may tender services. Elsewhere, flexible services provided by the voluntary sector may be more appropriate. Rail can play a vital role in connecting some local communities in rural areas. The Government is also supporting Community Rail, where local people are encouraged to input into the planning and development of local services.

Improving accessibility on public transport

Transport also needs to be planned with all users, including those with disabilities or reduced mobility, in mind. The Equality Act 2010 includes provisions that specifically aim to improve the accessibility of public transport for disabled people.

Introduction

6.1 The public transport offer needs to be made more attractive if it is to provide a viable alternative to car travel. This chapter sets out:

- practical local examples of how this is being carried out around the country
- central Government commitments, focusing on improving the end-to-end journey concept, smart and integrated ticketing, buses, light rail, rail and rural public transport.

The ‘end-to-end’ journey

6.2 The ‘end-to-end’ journey concept is about making the entire journey experience, from door to door, better for passengers. Factors that can contribute to improving the end-to-end journey experience, many of which are in keeping with Nudge philosophy, are summarised below:

- **Timetable integration.** The "Door-to-Door" report (Journey Solutions Partnership, 2009) recognises the importance of timetable integration, particularly between bus and rail – ensuring that passengers are able to get a bus that is well-timed to meet a departing train, or to swiftly pick passengers up from a station to carry them to their final destination. The Local Transport Act 2008 has increased the scope for operators to co-operate with one another with integrating timetables, which is producing positive outcomes for passengers.
- **Rail franchising.** Rail franchising offers opportunities to improve the passenger experience, including improving integration with other modes, for instance by improving provision for cycle parking at stations, station car parking, and multi-modal information.
- **Station Travel Plans.** These set out a strategy and action plan to encourage rail passengers to use more sustainable forms of transport to travel to and from stations. There are currently 24 pilot schemes covering 31 stations testing this concept, and this has seen good participation between train operators, local authorities and Network Rail. The Association of Train Operating Companies (ATOC) will be undertaking an evaluation in 2011 and providing a report to the Department for Transport by spring 2012.
- **Real-time information.** Providing simple, relevant, real-time information contributes greatly to making local transport easier and more attractive. Some areas have "live" display boards at stops, text-services and websites that allow users to make well-informed decisions about whether and when to travel. Such information is also available through Transport Direct: www.transportdirect.info
- **Bus stop siting**. Local authorities, when drawing up their Local Transport Plans, have the option to consider how, working with operators, communities and other partners, they could best site bus stops to improve end-to-end journey experiences. This could include placing them at stations and stops for different modes of transport.
- **Walking as a part of the end-to-end journey experience.** Walking is an important aspect of the end-to-end journey. People can be put off from using public transport if the route on foot to and from transport access points is unappealing, for example if they do not feel safe or if there is a lot of traffic along the route. Local authorities may wish to consider whether such factors could be acting as barriers to enabling more use of sustainable modes.
- **Cycling as a part of the end-to-end journey experience**. Not all journeys are easily cycled but cycling can form part of a journey along with public transport, if this is integrated with bicycle provision. Local authorities and operators have the opportunity to work together to make this happen.

6.3 Through its End-to-end Round Table, a working group chaired at Ministerial level, Government is taking the lead on challenging the train, bus, cycling and car hire industries to consider what improvement measures they can put in place as quickly as possible to enhance the whole journey experience, including improving facilities for more integrated transport, for example through improved integrated ticketing and better information for journey planning from door-to-door.

Information measures

6.4 The Department for Transport continues to promote its Transport Direct service, which is visited by over 20 million users a year. The service provides cross-modal journey planning information across the country. This enables users to identify their options for end-to-end journeys and to select the option that best meets their travel needs. The service allows users to select from over 30 million origins and destinations, giving more than one trillion pairs to plan between. It re-uses information from the Traveline service provided by local authorities and transport operators.

Smart and integrated ticketing

6.5 The Government believes that smart and integrated ticketing has the potential to revolutionise the way passengers use public transport, and improve end-to-end journeys.

6.6 Smart tickets are tickets held electronically on a microchip, usually embedded in a smart card, though they can also be held on a mobile phone. Smart tickets can offer the same products as paper tickets, such as singles, returns, travelcards and carnets, but can also offer more innovative products, such as an “electronic purse” (or “e-purse”), where passengers can top up a smartcard with credit. This offers new flexibility to passengers, supporting products such as “pay-as-you-go”, and reducing queuing at ticket machines and offices. Smart ticketing technology can also support a variety of different fare options, for example “capping” a series of single tickets at the rate of a day travelcard, providing discounts after a certain number of trips or enabling the passenger to build up “loyalty” points that “buy” free or discounted additional journeys. This enables the passenger to be confident that they have been given the best deal.

6.7 Integrated tickets (which may or may not be smart) facilitate more seamless travel through enabling passengers to use the same ticket on the services of different operators, and/or modes of transport without having to buy separate tickets.

6.8 The passenger benefits of smart and integrated ticketing can improve public transport patronage. Where this results in reduced car use, this can lead to lower greenhouse gas emissions, improved air quality and health, and reduced congestion.

6.9 There are also potential significant benefits for transport operators. Anonymised data from smart ticketing can provide operators with valuable information in planning services. Where passengers choose to share their information, it can also build operators' understanding of their passengers' requirements, allowing them to improve services and build passenger loyalty. Through developing better relationships with their passengers, and by enabling more innovative ticketing products to be provided, they can in turn make their operations more efficient. At a simple level, they can make ticket retailing more passenger-friendly while still driving down costs. On buses, shifting to greater off-bus ticketing can also improve boarding speeds which can reduce journey times significantly and improve reliability.

6.10 Operators can also harness smart ticketing technology to provide new types of ticket products, for example by providing a greater range of commuter products which better suit flexible working, which in turn can have a positive effect in matching capacity and demand. Furthermore, evidence suggests that smart ticketing, being cashless with a high level of security, can significantly reduce fraud.

6.11 The introduction of smart and integrated ticketing can also create new opportunities for existing and new ticketing retailers. Already advance purchase rail and coach tickets are increasingly being bought online through third party retailers. And in many larger towns and cities, tickets can be bought in local retailers such as newsagents. We recognise that new opportunities are created, particularly if we can open up access to better information on ticketing combined with travel planning information, and if we can support the development of innovative types of tickets such as PLUSBUS described below.

6.12 Local authorities can also benefit, not least by having the data to undertake more accurate concessionary travel reimbursement. Journey data would also be valuable in understanding route needs, to help local authorities decide where to use their resources in developing partnership agreements or in supporting services.

6.13 The Government has supported the development of an open technical specification for smart ticketing, called ITSO, with national interoperability as its goal. ITSO schemes developed in different locations are based on the same technology. A growing number of ITSO-compliant smart ticketing schemes are in operation or development across England, and the Scottish and Welsh national schemes are also ITSO-compliant. The Government recognises that this technical interoperability between schemes is a crucial first step, and will continue to support it, but also that this is only part of the story. The right commercial agreements, including those concerning data-sharing, acceptance of products and financial settlement also need to be in place, together with the ability to respond to evolving technology.

Case study: Smart ticketing in Cheshire

Cheshire was one of the first English local authorities to run a commercial ITSO smart ticketing scheme, and now more than 60% of journeys in the area are on ITSO equipped smart buses. Partnership working has resulted in operators funding smart ticket machines, with the Cheshire Integrated Transport Service providing encouragement, advice and support.

Case study: PLUSBUS

PLUSBUS is a national integrated ticket, which rail passengers buy with their train ticket at the station, by phone or online. It gives the passenger cheap, unlimited bus travel around the whole urban area of the origin and/or destination town of their rail journey. Both day and season tickets are offered. PLUSBUS is now available for 280 rail-served towns and cities across Britain. In the period between November 2009 and October 2010 over 650,000 tickets were sold, which is a 77% year-on-year increase. Online retailing now accounts for 45% of all PLUSBUS day tickets sold and the Department for Transport plans to work with bus and train operators to investigate when and how PLUSBUS might be made available as an ITSO smart product.

Government commitments to smart and integrated ticketing

6.14 The Government is committed to delivering, with operators and public sector bodies, the infrastructure to enable most public transport journeys to be undertaken using smart ticketing technology by December 2014.

6.15 The Government has already provided significant support and incentives for the roll-out of ITSO compliant smart ticketing. For example:

- We have provided the nine largest English urban areas outside London with a total of £20 million funding between 2009/10 and 2010/11 to support their priorities for smart ticketing.
- Since April 2010, it has been a statutory requirement that all concessionary travel passes are ITSO-compliant smartcards. When used in a smart environment, these provide operators and local authorities with better information about how buses are used, and offer the opportunity to provide services that more closely meet passenger needs.
- Since April 2010, we have offered an additional 8% in Bus Service Operators Grant (BSOG) for buses that are equipped with operational ITSO smart ticketing hardware. Operators are responding to this and are installing the infrastructure necessary to qualify. Two of the biggest operator groups in England have already announced their commitment to put in place the necessary infrastructure to support ITSO smart ticketing across their entire fleets.

- We have included ITSO smart ticketing requirements in five of the rail franchises that have been renewed since 2007.

6.16 We continue to explore new ways of driving and incentivising the delivery of smart and integrated ticketing, aiming to enable passengers to travel seamlessly across the country with a single smart card. Looking ahead, we commit to the following measures in relation to smart ticketing:

- We will work with the transport industry to improve the availability of smart and integrated ticketing. As part of this, we will support the development of e-purses and their acceptability – for example, by supporting the development of commercial agreements so that e-purses can be used across the country on different operators' services. We will investigate the business case for Government involvement in the development of a national e-purse and efficient clearing and reimbursement arrangements. We will examine the feasibility of different approaches, building on the schemes already in operation and development.
- We will work with the rail and bus industry on what can be done to stimulate improvement and innovation in the ticket products available to passengers. This is likely to require making better fares information available and supporting the growth of travel planning and retail services that can recommend products to meet passenger needs. In particular we want to focus on areas where smart ticketing can make a big difference, for example on congested commuter routes. A better range of fares and ticketing products can work to support people travelling more flexibly, for example, tailored to those who only travel at peak time for part of the working week or have flexibility over their time of travel.
- We will continue to support and work closely with ITSO Ltd., which maintains the national smart ticketing specification, in developing its capacity as an organisation and in designing a technical route map to ensure it aligns appropriately with wider technological developments (for example contactless bank cards, mobile phones or print-at-home systems) and the needs of operators and passengers. We will also, in parallel, consider whether and how the developing technological landscape should change the Department for Transport's smart ticketing requirement for future franchise agreements and for BSOG smartcard incentive eligibility.
- We will continue to fund Transport for London to deliver the "ITSO on Prestige" project. This will enable passengers to travel into, within and across London using an ITSO smartcard by June 2013. We will also work closely with Transport for London as it develops its future strategy for smart ticketing in London, and explore how lessons learnt might be applied more widely.
- We will also consider what further action is required, working with ITSO Ltd, suppliers, operators and authorities, to roll out interoperable technology across the public transport network. We will also investigate the potential for smart ticketing to extend to other modes, such as cycle hire and car clubs.

6.17 We will also examine how we can best encourage the development of integrated (including multi-operator and multi-modal) schemes to facilitate seamless end-to-end journeys. We commit to the following measures:

- We will continue to assess how we can develop the legislative framework to support integration and innovation, and promote interoperability between schemes. In developing policy, we will take into account the conclusions of the Competition Commission review of the bus market, due in summer 2011.
- We will work with operators to improve the provision of journey information related to ticketing, for example to better publicise bus fare information and to link this with journey planning information so that informed choices can be made. We will explore how this might be used to support third party vending.

6.18 In terms of direct support to local authorities and other partners, we commit to the following measures:

- Working with Passenger Transport Executives, local authorities and operators, we will assist in the development of commercial agreements between partners to improve integration and technical compatibility between schemes.
- Subject to local authority demand, and working with other potential providers (including Passenger Transport Executives and other authorities that have already put the necessary scheme infrastructure in place), we will set up a national framework contract to support local authority procurement of smart ticketing managed services and possibly the infrastructure to provide a scheme themselves.
- We will offer authorities the opportunity to bid for funds to support smart and integrated ticketing, as part of a package of sustainable transport measures, through the Local Sustainable Transport Fund (local authorities will also be able to continue funding these measures through the Department for Communities and Local Government's formula grant.)
- We will work with the Passenger Transport Executive Group and local authorities to promote the sharing of best practice, services and lessons learnt from implementation to date.
- We will engage with new and existing suppliers of ticketing services and equipment and support them actively in bringing better services to market, for the benefit of passengers and operators. This will include working with the e-money industry, ticket and e-purse retailers, clearance and settlement services, and managed service and application providers.

Buses

Bus partnerships

6.19 Partnership working is an important aspect of local transport, whether this is between local authorities, commercial transport operators, voluntary, community and social enterprise organisations or any number of other interested parties. Pooling resources and ideas can increase capability and reduce costs, making local transport more focused on need and more efficient in delivery, leading to improvements in the quality of service provision, reduced congestion and increased air quality.

6.20 The Local Transport Act 2008 has made it easier for local authorities and bus operators to discuss routes, ticketing and timetables, without fear of contravening competition law. The Government does not have, nor do we wish to prescribe, a preferred method of partnership. We encourage local transport authorities to consider the full range of tools available to them and choose the most appropriate to address their local transport needs. Some of the different types of partnership are listed below.

- **Voluntary partnership agreements** – A local transport authority agrees to provide particular facilities and an operator, or operators, agree to provide services to a specified standard.
- **Qualifying agreements** – Between operators, as in the case of Oxford city centre, described below.
- **Quality partnership schemes** – These are statutory schemes, which give parties reassurance that improved facilities will be met by improved standards of service. Traffic commissioners also have powers to impose sanctions on operators who use the facilities without meeting the prescribed standard.
- **Quality contracts** – These were made a more realistic option by the Local Transport Act 2008. So far, only one local authority has expressed its intention to make use of this option.

Case study: Oxford City Centre

It was felt that there were too many buses in the city centre, which resulted in cluttered streets, reduced air quality and people being discouraged from walking. The aim of the Qualifying Agreement was to improve the pedestrian experience, while maintaining access to the city centre for everyone, however they chose to travel.

The Qualifying Agreement, initiated by the County Council, allowed the two main bus operators to co-ordinate routes and timetables. It was used on four main routes into the city where there were a number of bus operators providing similar services. This resulted in more even and frequent service, while reducing actual bus numbers by 25%. Congestion and air quality were greatly improved, creating a better pedestrian experience.

This has been accompanied by a number of other initiatives, such as the development of joint ticketing, the introduction of lower-emission buses and the improvement of bus prioritisation and facilities, such as stations and stops.

Case study: Nottingham City Centre

Nottingham aimed to improve the quality of transport facilities and services within the city centre and meet increasing demand with a high-quality, efficient public transport network.

In recent years Nottingham City Council has carried out a number of improvements to bus stop infrastructure in the city centre, including new shelters, electronic displays, raised kerbs and public transport information. In parallel, the Council introduced a Statutory Quality Partnership Scheme stating minimum quality service standards for any operator wishing to use the improved facilities. The standards of service for bus operators include low floor vehicles, minimum engine specification and improvements to customer care and driver training, improved passenger information and joint ticketing.

Furthermore, in anticipation of planned growth of the City and surrounding areas, the Council introduced a “slot-booking” system, to manage the use of all bus stops within the city centre and thus controlling congestion and poor air quality, which could become a problem as the number of services increases.

- **Punctuality partnerships** – Punctuality is a key priority for passengers.[4] Local authorities can have a big influence on the ability of operators to run bus services to time. Not only do they have responsibility for managing their road networks to ensure the free flow of traffic, but they decide the priority to give to buses when setting local transport policies. Guidance, endorsed by local authority, operator and passenger representative groups, is available to help local authorities and operators work together to maintain and improve bus punctuality in their area through punctuality partnerships: http://www.dft.gov.uk/pgr/regional/buses/buspunctuality/

Case study: Norfolk County Council

Norfolk County Council has developed punctuality partnerships with a number of operators. These represent a joint commitment to achieving continuous improvement in terms of the punctuality and overall reliability of bus services.

The council and operators benchmark punctuality levels and set incremental targets to improve punctuality. They meet regularly to share and review data, agree actions to improve punctuality, and to review targets. A data sharing agreement sets out how performance information can be used by both parties. The council report annually on punctuality and operators see a copy before it enters the public domain. Operators are advised of delays on the road network by email alerts, enabling drivers to take an alternative route if appropriate so minimising delays. From 2006 to 2009 the average percentage of buses on time on route increased by 17%.

More Information

6.21 Details and guidance can be found at:

- www.dft.gov.uk/localtransportact
- Passenger Transport Executive Group / Confederation of Passenger Transport UK host a partnerships website to help operators and local transport authorities make the best use of the Local Transport Act 2008 for voluntary and statutory quality partnerships: http://www.buspartnership.com/
- Rural Transport Best Practice toolkit: http://www.idea.gov.uk/idk/core/page.do?pageId=15947041
- Guidance for best practice in community transport: http://www.dft.gov.uk/pgr/regional/ltp/guidance/localtransportsplans/policies/communitytransport

[4] A recent survey by Passenger Focus (the statutory watchdog for bus passengers in England outside London), "Bus passenger priorities for improvement", published in March 2010 placed improved punctuality as passengers' highest priority for improvement.

Central Government commitments on bus services

6.22 The Government has decided that bus subsidy should remain, reflecting its importance in supporting services. However, as part of the Spending Review, the Government announced that the subsidy paid to bus operators would be reduced by 20% from 2012/13. This saving is less than that being made from other local transport revenue grants (28%), reflecting the benefits that buses bring to the economy and the environment, as well as the fact that many people rely on bus services to reach work, education and health care.

6.23 The Department for Transport will work with bus operators and local government to look at smarter ways of delivering this subsidy, and is keen to see what can be developed by consensus between local authorities and operators.

The Green Bus Fund

6.24 Low carbon emission buses emit around 30% less greenhouse gas emissions than standard diesel buses and use around a third less fuel. Low carbon buses cost a lot more in initial up-front costs than the equivalent diesel buses. We are therefore investing in new green, low carbon buses through the Department's Green Bus Fund to help with the upfront capital cost.

6.25 The first and second rounds of the Green Bus Fund have now concluded. Taken together they provide £45 million funding for around 500 low carbon buses. The first of these vehicles are already in operation in Manchester, Oxford and Durham. These are mainly hybrid (diesel/electric) buses, but include some electric buses. We expect the remainder will be operating in most of our main cities and some rural areas by March 2012.

Concessionary travel

6.26 Concessionary travel schemes enable those less able to afford bus services to use them. The Government committed in the recent Spending Review to protect key benefits for older people, such as free bus travel. The right to free bus travel for both older and disabled people is enshrined in primary legislation. For many older and disabled people a free local bus service can be a lifeline, providing access to employment, healthcare and other essential services as well as allowing people to visit family and friends.

6.27 In England, the statutory minimum that Travel Concessions Authorities must offer is free off-peak travel on local buses. Travel Concessions Authorities are able to take into account the differing needs of their individual residents in determining whether to offer discretionary concessions over and above the statutory minimum. Local authorities who are not Travel Concessions Authorities may be able to use their wellbeing powers to offer discretionary travel schemes too. The general power of competence being introduced under the Localism Bill will increase these powers.

Rail

6.28 The rail network in England is funded primarily by the Department for Transport through franchise agreements with Train Operating Companies (TOCs) for the provision of rail services and through Network Grant to Network Rail for infrastructure provision. Some of the funding for local rail services in major cities is channelled through Passenger Transport Executives and, in the case of Merseytravel and Transport for London, through block grant. The Department for Transport seeks enhancements to safety, capacity and performance on a network-wide basis through the High Level Output Specification. The High Level Output Specification also includes certain specified projects and other enhancements, primarily to the strategic rail network. The next High Level Output Specification is due to be published in July 2012 setting out what the Government proposes to buy from the rail industry during the period 2014–19, known as Control Period (CP) 5.

6.29 In addition, local authorities and Passenger Transport Executives also have the power to fund improvements to rail services and facilities, such as new stations, interchanges and improved access. Some of this funding may be a contribution to a central government sponsored initiative such as Access for All and the National Stations Improvement Programme. Other schemes may be self-standing where the local authority/Passenger Transport Executive has considered that a rail scheme is the best way to meet local transport needs and should be afforded high priority.

6.30 Local authorities and Passenger Transport Executives have access to a variety of funding sources which can be used for this purpose – including the Local Sustainable Transport Fund, Regional Growth Fund and Integrated Transport Block Fund, as well as a range of locally generated funds associated with new developments. Rail schemes are also eligible for funding through the Major Local Transport Scheme budget but no new applications for funding through this mechanism are being accepted.

6.31 Some rail schemes involving enhancements to services or new rail services could, however, require on-going revenue funding. The Government does not wish to rule out such enhancements but recognises that it can be difficult for local authorities and Passenger Transport Executives to make the necessary long-term commitments to funding such schemes. It also accepts the view that schemes which have demonstrated success should, in principle, be funded in the long term by central Government in the same way as other local rail services.

6.32 Consequently, the Government has published a guidance note setting out the conditions relating to the funding of new or enhanced services promoted by local bodies. It is important that the promoter demonstrates that a rail scheme is the best way to address regional and local transport issues and that the proposal has the support of Network Rail and the TOC. Hence, promoters need to engage with these bodies at an early stage and would be expected to fund a new or enhanced service for at least the first three years to demonstrate commitment to the service and show that it delivers value for money in the light of actual experience.

6.33 Government will grant longer rail franchises in order to give train operators the incentive to invest in the improvements passengers want, this may deliver some local transport improvements; car parking capacity enhancements, some additional station investments (e.g. upgrades) and also better liaison arrangements and development of partnerships with local authorities that may deliver better integration.

6.34 We acknowledge the importance of investing in station improvements and are committed to facilitating this investment through reforms to the way the railways are run.

Light rail

6.35 Light rail, trams and other rapid transit systems can play a significant part in improving the attractiveness and quality of public transport in major conurbations. Not only is this mode of transport good for passengers but also for local economies and in the right circumstances can be an effective and efficient means of moving a large number of people directly into the heart of a city or town.

6.36 There are currently six light rail systems in operation outside London. Since May 2010 we have supported a number of proposed extensions and refurbishments to existing light rail systems in operation in Tyne and Wear, Birmingham and Nottingham.

6.37 Building light rail systems is, however, expensive. That is why we have implemented a study into how construction could become more cost effective in the future. The Department is working closely with the light rail industry to identify ways in which main scheme costs could be reduced, to develop common standards and move to standardise approach to developing light rail systems so that future generations can enjoy the benefits.

Rural public transport

Rural buses

6.38 Public transport services remain important for both the sustainability and independence of rural communities. Where commercial bus services are not viable, this may mean local authority tendered bus services, but it may be that other more flexible services provided by the council or the voluntary sector (e.g. dial-a-ride) are more sustainable. Local authorities will be able to bid to the Local Sustainable Transport Fund for time-limited funding to kick-start new community transport services, which hold out the prospects of covering their costs from other sources over the long-term.

The Cuckmere Community Bus

The Cuckmere Community Bus is a voluntary organisation based in Berwick, East Sussex, established in 1976 with the assistance of East Sussex County Council and Southdown Motor Services Ltd (the local National bus company subsidiary). The organisation was established to provide local residents who do not have access to a car, together with a large number of visitors to the area, efficient, reliable and competitively priced local bus services in the Cuckmere Valley region. This coincided with the withdrawal by Southdown of poorly patronised rural bus services.

Since its formation in 1976, the Cuckmere Community Bus, with generous support from East Sussex County Council, has worked in close partnership with the local communities including parish councils to develop its network of local bus routes so that today it operates a fleet of eight 16-seat modern fully accessible low floor minibuses on 14 local bus services serving over 15 local communities.

Funding for the network of services has been sourced from a number of providers but most notably the operation of tendered local bus services which are funded by East Sussex County Council as part of its "Rider" supported bus network. East Sussex County Council and the Cuckmere Community Bus have also worked in partnership to secure funding from the Department for Transport to provide new bus services aimed at reducing car dependency and encouraging sustainable tourism in the Cuckmere Valley area. The Cuckmere Community Bus also provides group hire services. The organisation has around 60 volunteers.

The Cuckmere Community Bus' achievements in providing professional, quality bus services in the local community have been recognised over the years. In 2000 the Cuckmere Community Bus won the first ever "Buses for Pleasure" award in the Bus Industry Awards presentation for its services aimed at improving access to the countryside and local attractions for people, without the need to travel by car. Then in 2006 the organisation was awarded the Queens Award for Voluntary Services, the highest award that can be bestowed on a group of volunteers and equivalent to an MBE for individuals. The award was given in recognition of the fact that services are operated entirely by volunteers for the benefit of the local community, residents and visitors.

Rural rail

6.39 The Government also recognises the role of rail services in rural areas. Local rail services matter to people. They can provide important links between rural areas and the major centres of population bringing in tourists and allowing business travel as well as providing for educational and social needs.

6.40 Rail can play a vital role in connecting some local communities in some rural areas. Railways can provide a means to access the local school (for example on the Esk Valley in North Yorkshire) or can provide useful links to larger market towns as well as providing opportunities to travel over greater distances to major towns and cities.

6.41 The Government has been continuing its support of Community Rail in which local people are enabled and encouraged to have an input into the planning and development of local rail services, for example through the opportunity to volunteer at their local station or on their local line. In many parts of the country, community rail partnerships have helped to attract more passengers to lines increasing their viability. They have also used local resources and effort to improve stations and make use of redundant railway buildings for community purposes.

Improving accessibility to public transport

6.42 The Equality Act 2010 includes provisions that specifically aim to improve the accessibility of public transport for disabled people. In addition, public bodies must not discriminate against, harass, or victimise someone on the basis of their protected characteristic when providing services or carrying out public functions.[5]

6.43 Furthermore, public bodies will be bound by the public sector equality duty contained in the Act. The duty will replace the disability, race and gender equality duties contained in previous equalities legislation and will require local authorities to have due regard to the need to eliminate discrimination, harassment and victimisation; and advance equality of opportunity.

6.44 The Government seeks to improve access to and safety on public transport. We will continue to improve physical accessibility on public transport. Nationally, we have "end dates" by which all buses and coaches used on local services and trains are to be accessible. These range from 2015 to 2020. Now 62% of buses (100% in London) and 45% of heavy rail vehicles meet modern access requirements. The Access for All programme aims to make 148 priority rail stations obstacle and step-free by 2015. We are currently developing plans for implementing provisions in the Equality Act 2010, which aim to ensure that sufficient levels of wheelchair accessible taxis operate throughout England and Wales, and that wheelchair users receive the necessary assistance from drivers when they hire a wheelchair accessible taxi or private hire vehicle. The Government is also exploring the options around the carriage of mobility scooters on public transport.

6.45 Eligible older and disabled people are able to travel for free during off-peak times on buses anywhere in England. Half fare discounts are also available on coaches while the Disabled Persons' Railcard offers a third off many rail tickets.

6.46 The Department for Transport is also seeking to ensure that transport staff have the appropriate disability awareness training to help people, and that passengers can travel in a safe environment.

[5] Protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex and sexual orientation.

Travel training and Travel Buddying Schemes

6.47 The Department for Transport seeks to ensure that those who travel have sufficient and appropriate information to use particular modes of transport, as well as the confidence and basic skills to do so. The Department is looking at how to encourage more travel training schemes across the country and how to accredit these schemes.

6.48 Travel training and travel buddying schemes are aimed at giving practical and tailored help to people in how to understand and use the public transport network and travel by more active modes, such as walking and cycling, so that they can access employment, education and social opportunities.

6.49 There are some 150 travel training schemes around the country, provided by local authorities, schools/colleges, voluntary organisations, Passenger Transport Executives and private companies. Most schemes are targeted at children and young people, including those with special educational needs, and adults with learning or physical disabilities. They are aimed at increasing independence and preparing individuals for life, and, in doing so, they can also help reduce the cost of providing care facilities.

Secure Stations scheme

6.50 Departmental research has shown that waiting at stations is a particular concern for women, people from the Lesbian, Gay, Bisexual and Transgender communities, and some ethnic minority groups. These people often feel more vulnerable than others to crime and fear of crime when travelling. The Secure Stations scheme accredits stations that have implemented a comprehensive package of security measures for both passengers and staff, and specifies that staff should ask passengers how safe they feel. Over 1,000 stations are now accredited.

7. Managing traffic to reduce carbon emissions and tackle congestion

Key points

The Government recognises that the car is the mode of choice for all but the shortest of trips, mainly because of its freedom and flexibility. At the same time, car use is responsible for over 50% of transport carbon emissions, and traffic congestion is a drag on the local economy.

For some, even short journeys, there will be no alternative to car travel, and the Government is committed to supporting the market in electric, and other ultra-low emission vehicles to improve the car's environmental performance. In the longer term, it is possible to see how road transport could be almost completely decarbonised. But we also need action to address congestion.

There are measures available now to manage traffic in ways which tackle congestion as well as reduce carbon emissions and bring road safety and air quality benefits.

Schemes such as car clubs or car sharing can help to address congestion and emissions while preserving the freedom and flexibility that the car brings.

Better design and management of local roads, including improvements in signalling and removing clutter caused by unnecessary signs, can improve traffic flow, as well as improving the attractiveness of the local environment. The Government's traffic signs review will support this by reducing the need for central government approvals and giving more flexibility to local authorities to tackle traffic problems.

Parking strategies and pedestrian schemes can also help here, and have been shown to benefit local growth, particularly in town centres.

Local journeys also contribute significantly to the worst congestion hotspots on the national network. The Department for Transport will seek to work directly with a small number of Local Enterprise Partnerships towards agreeing a joint approach to the worst hotspots in the major urban areas where there are benefits to be gained from such an approach.

The Government also encourages local authorities to actively reduce the carbon emissions from their street lighting. There are a number of options available and these include reducing operating hours or dimming of lighting levels. Low Emission Zones can form part of an effective action plan to improve air quality, seeking to reduce emissions from road vehicles by encouraging the use of cleaner vehicles, limiting access to certain vehicle types or reducing the number of vehicles overall.

This chapter concludes with road safety. Britain is a world leader in this area and a new strategic framework in the Spring of 2011 will set out some of the measures we propose to take forward to improve road safety further.

Introduction

7.1 The car is the mode people choose for all but the shortest of trips, mainly because of its freedom and flexibility. For some, even short journeys, there will be no alternative to car travel. At the same time, the car is responsible for the majority of transport carbon emissions, and congestion is a drag on the local economy. This chapter sets out how car travel can be made more sustainable – ultimately through the emerging market for low emission vehicles, but also through car sharing and car clubs, and through managing traffic flow better. Many of these measures can also benefit local communities in terms of air quality, noise and public health and are therefore important as part of a packaged approach to local transport.

Low carbon technology

7.2 As cars are likely to remain the dominant transport mode, the Government wants to improve their environmental performance and is committed to supporting the market in electric, and other ultra-low emission vehicles. This will be supported by policies to increase generation capacity and decarbonise the grid.

7.3 Through the Plugged-In Places scheme, we are providing match funding to roll-out electric vehicle recharging infrastructure in eight places throughout the United Kingdom. These projects are managed by public and private sector consortia often led by local authorities.

7.4 At EU level, the United Kingdom Government will continue to push for ambitious but realistic vehicle emission standards to be applied for carbon dioxide from cars and vans. The new car CO_2 regulation sets limits of 130 g CO_2/km by 2015 and 95 g CO_2/km by 2020 for average new car emissions, and the EU has recently agreed a new van CO_2 regulation setting a target of 147 g CO_2/km by 2020 for average new van emissions.

Car sharing and car clubs

7.5 Car Sharing – giving someone a lift – can help to alleviate the problems of congestion and carbon emissions, as illustrated below.

Case study: CarshareDevon

With more long car journeys than any other county in the UK, and several congestion hotspots, many businesses in Devon encountered problems with traffic, access, shortage of parking and lack of public transport links. Some rural businesses were struggling to recruit, while the lack of suitable bus routes meant many rurally-based people were finding it hard to access jobs.

Devon County Council set up CarshareDevon as a locally branded service within the national car share network. The network made it easy for local authorities and employers to share best practice and benchmark themselves.

Today CarshareDevon is a very successful venture bringing together two Local Authorities, a wide range of local employers like Royal Devon and Exeter Foundation Trust, the Universities of Plymouth and Exeter, Devon and Cornwall Police, local business parks, and event organisers. Individuals not working for one of the employers with a group set up can join the free public scheme.

Since its launch in 2004, Carshare Devon has grown with over 10,000 individuals joining of whom 7,500 are currently active on the site. This has resulted in approximately 150,000 trips shared/year contributing towards Devon County Council's annual carbon and congestion savings.

7.6 Pay-as-you-go car clubs provide members with quick and easy access to a car. Cars are located at designated parking bays in the local area and members can book them on-line. Vehicles can then be accessed using a smart card. Car clubs have proven a viable alternative to car ownership and therefore tackling traffic congestion, reducing CO_2 emissions and saving costs for local authorities, employers, property developers and members. Research suggests car clubs are on average 33% more efficient in terms of CO_2 emissions and each car can potentially displace more than 20 private vehicles (Myers and Cairns, 2009).

Case study: Brighton & Hove Car Club

This city has the largest car club membership in the south of England outside London with over 2,500 users. Set up in 2004 as a community initiative in Hanover ward, the car club has since been championed by Brighton & Hove Council. Complementing the excellent bus links and Southern (Rail) trade marketing, partnership with operators have resulted in greater access to low emitting car club vehicles at stations encouraging "living without a car" lifestyle. This has helped the city council to support public transport and other sustainable travel measures that reduce congestion and carbon emissions.

Design and management of local roads

7.7 The way local roads are designed and managed is critical to both how they are used and how they look. There are several aspects to this, with fuller guidance set out in *Manual for Streets* (Department for Transport *et al.*, 2007) and elsewhere. The vast majority of these measures work best if introduced together, in a co-ordinated way.

Intelligent transport systems

7.8 Urban Traffic Management Control (UTMC) is increasingly the preferred Intelligent Transport System platform for towns and cities in the United Kingdom to help traffic flow more smoothly. It allows a number of traffic management technologies to be integrated at relatively low cost. Reading Borough Council has used Urban Traffic Management Control to provide accurate, timely and reliable real-time travel information to the public, which in turn has enabled people to plan journeys to avoid congestion – a good example of Nudge.

7.9 The Highways Agency is moving to adopt the Urban Traffic Management Control framework as its Intelligent Transport System Open Platform. The Department for Transport will continue to promote the wider adoption of Urban Traffic Management Control both in the United Kingdom and in Europe as part of the implementation of the Intelligent Transport System European Directive.

Parking

7.10 Local authorities set their own parking policies and charges to meet the needs of the local area. Changes to Planning Policy Guidance 13 announced on 3 January will further free local authorities to adopt the right policies for their area. Local authorities will wish to consider how their parking strategy should best fit with their overall strategy for promoting sustainable transport choices and the efficient use of land, enabling schemes to fit into central urban sites, promoting linked-trips and tackling congestion. The need for parking in city centres may be reduced through well placed and well used Park and Ride schemes. For new residential developments, a parking strategy can include setting minimum or maximum levels of parking places, depending on what is right for the area. To create the parking provision for electric vehicles, local authorities are encouraged to provide electric vehicle charging infrastructure in new developments, where this does not affect the development's overall viability. Local authorities may also wish to set aside some residential car parking spaces solely for car club vehicles.

Pedestrian and public realm schemes

7.11 Pedestrian and public realm improvement schemes can have a positive effect on a town centre's vitality and viability, as noted in Chapter 2. Pedestrians, cyclists and public transport users provide as much if not more spending power than car users (Transport for London, 2002; Transport for London, 2009; Commission for Integrated Transport 2006; Department for Transport, 2002). And the quality of the town centre environment is much more important than the ability to drive past or park near shops. Existing research also shows strong public support for public realm and pedestrian improvement schemes. To be most effective, changes to the public realm need to be accompanied by other physical improvements, and improvements in public transport (Transport for London, 2002).

Workplace parking levy

7.12 The Transport Act 2000 gives local authorities powers to fund transport improvements by introducing road user charging schemes or a workplace parking levy. To date, only Nottingham City Council has taken the steps necessary to implement a workplace parking levy scheme. Workplace parking levy schemes require approval from the Secretary of State for Transport before they can come into operation. The Government has made clear that local authorities may put forward schemes, but they must demonstrate that they have properly and effectively consulted local businesses and addressed any proper concerns raised by local businesses during those consultations.

De-cluttering and traffic signs

7.13 De-cluttering[6] is a fundamental part of providing high quality public spaces – and one where significant improvements can be achieved at relatively low cost. It involves dispensing with unnecessary signs, traffic signals, road markings and other street furniture to make streets tidier and easier to use. Over-provision of these measures often arises out of a mistaken belief that they are required for safety reasons or they are a legal necessity. In August 2010, the Secretaries of State for Transport and Communities wrote to council leaders highlighting the government's commitment to reducing street clutter, asking them, as local leaders, to make the same commitment.

Case study: Salisbury town centre

The historic Cathedral City of Salisbury had become very cluttered over time, markedly reducing its character. To counteract this, Salisbury has implemented a de-cluttering programme as part of a comprehensive public realm strategy aimed at creating an attractive, safe, clean and green city.

7.14 Where signs are still necessary, local authorities should check current lighting requirements as they may no longer require a separate lighting source and power supply. If they do need direct lighting, they can now be lit more efficiently, reducing both power consumption and intrusive light pollution. Low voltage systems can greatly reduce lead-in times for new or replacement installations. They also have the advantage that they can be used in locations where there is no mains electricity, by utilising solar and/or wind power. However, this may need to be balanced against their bulk and any visual intrusion.

Traffic signs review

7.15 Traffic signs are currently either prescribed through the Traffic Signs Regulations and General Directions (TSRGD) or are authorised by the Secretary of State. While maintaining national consistency where required, our review of traffic signs policy will significantly deregulate traffic signs, providing more freedom for local authorities to reduce the number of signs they put up and to develop innovative traffic management solutions.

7.16 The Department for Transport's review of traffic signs will deliver significant improvements both to the signs we see on the street and also to the back office processes involved with the management of the road network. The proposals will aim to significantly reduce the burden on local authorities while ensuring that greater care is taken in the design and maintenance of clear traffic signing. It will recommend proposals to significantly streamline the Traffic Regulation Order (TRO) process, reforming the way consultation is carried out. For some commonly signed restrictions, this will remove the need for an Order completely.

[6] More information and links in DfT press notice http://nds.coi.gov.uk/clientmicrosite/Content/Detail.aspx?ClientId=202&NewsAreaId=2&ReleaseID=415141&SubjectId=36

7.17 The review will also provide measures to help to improve the environment. The Department for Transport will provide new advice on auditing and removing unnecessary traffic signs. This advice will enable authorities to deliver improvements to their streetscape and reduce their maintenance costs. The review will also reduce the regulatory requirement for highway authorities to directly illuminate some of their traffic signs. The carbon footprint of an illuminated traffic sign is significantly higher than the reflective alternative.

7.18 The review will be completed by the end of May 2011. Following this the Department for Transport will implement the recommendations. However, some elements will be delivered sooner. For example, amendment regulations will be made early in 2011, which will remove the need for special authorisation for many new and improved signs, reducing local and central government burdens. The Department for Transport is also implementing improvements arising from the review now which do not require regulatory change. More fundamental changes will be brought forward through new regulations, and other legislative changes as necessary.

Street lighting

7.19 Street lighting is the responsibility of each individual local highway authority. That said, the Government encourages local authorities to actively reduce the carbon emissions from their street lighting. There are a number of options available to those local authorities who wish to do this and these include reducing operating hours of street lighting (i.e. switching on later and off earlier) or through the dimming of lighting levels.

7.20 By investing in newer equipment, long-term savings of operating costs can be achieved alongside a reduction in the carbon emissions. Electronic control gear, as an example, can achieve a 10% reduction in energy consumption compared to magnetic control gear. As well as allowing for comprehensive control of the lighting output, a Central Management System could also achieve additional savings by limiting the amount of monitoring by an authority to ensure lights within that area are working effectively. The British Standard allows for the lighting class to be dropped by one class where “white light” is installed.

7.21 Decisions on reducing the hours of operation will need to take into account the reasons for which the lighting is provided. Of course, any reduction in energy use would have to be balanced against potential adverse effects. It is important to ensure the right lighting provision in the right place at the right time.

Low Emission Zones

7.22 Low Emission Zones can form part of an effective action plan to improve air quality and reduce carbon emissions, seeking to reduce emissions from road vehicles by encouraging the use of cleaner vehicles, limiting access to certain vehicle types or reducing the number of vehicles overall. Different local authorities have chosen alternative approaches to Low Emission Zones, depending on the nature and causes of air pollution in their locations. Some have chosen to use traffic regulations to seek to encourage the quicker uptake of newer, cleaner buses, while others have targeted the wider heavy duty vehicle fleet by introducing entry charges for older vehicles or dirtier vehicles. The Department for Food, Environment and Rural Affairs has issued guidance for local authorities on the introduction of low emission zones (Department for Environment and Rural Affairs, 2009) and more information about the London Low Emission Zone, including an evaluation of its impacts can be found in the Transport for London *Travel in London* report (Transport for London, 2010).

Case study: Introduction of a Low Emission Zone in Norwich

As part of the CIVITAS SMILE project, Norwich City Council introduced a city centre Low Emission Zone to help manage nitrogen dioxide pollution mainly caused by bus traffic.

The Low Emission Zone included enforcement of engine switch off requirements, retro-fit of exhaust clean up technology (to meet Euro IV or better) and introduction of a requirement that all buses need to be to Euro III standard or better.

The initial approach had been to deliver the Euro III requirement through a Traffic Regulation Order. However, this met with resistance from operators because it would mean all buses would need to meet Euro III even when providing an infrequent service making little contribution to poor air quality.

A member of the project team investigated alternatives and learnt from Bath's experience with tour buses: it was possible, through a Traffic Regulation Condition, to differentiate between more frequent (urban) and less frequent (rural/inter-urban) services and to phase the introduction of the requirement. Both of these would have been impossible with a Traffic Regulation Order. The Traffic Regulation Condition is now fully introduced and air quality is improving and appears to be meeting limit values.

Classification of local roads

7.23 The Department still holds responsibility for classifying every road in England as an A road, a B road or a minor road. Local authorities are clearly best placed to make decisions here. In addition, the difficulty of changing the classification of a road has meant that local authorities have created their own parallel systems for organising their roads, which are not visible to the public. The Department will therefore give local authorities the responsibility for classification in their area; they can adjust the status of local roads to better match their real-life priorities and local communities will have a better idea of where and why councils are directing their resources and focus.

Co-operating on strategic infrastructure

7.24 We have noted that local journeys contribute significantly to the worst congestion hotspots observed on the national road network. In many urban areas across the country, national network roads perform a dual role, providing the vital strategic infrastructure not only for longer distance inter-urban freight and passenger trips, but also for the operation of the local economy – allowing firms to do business and access the skilled workforce they need.

7.25 Congestion on the strategic infrastructure has a major economic and environmental cost, and is a significant challenge to the objectives of growing and rebalancing our economy, while ensuring carbon emissions fall in line with our obligations. It is therefore a shared problem for local authorities, business and national Government, and requires shared solutions.

7.26 The expectation is set out in this strategy that the new Local Enterprise Partnerships should identify their strategic transport priorities across their areas. These could, in particular, contribute to the next Spending Review period, after 2015. These priorities will need to be affordable, provide good value for money, and have the most beneficial impact in terms of facilitating sustainable economic growth and rebalancing in their areas.

7.27 The Department will seek to work directly with a small number of Local Enterprise Partnerships towards agreeing a joint approach to the worst congestion hotspots in the major urban areas where there are benefits to be gained from such an approach. Elsewhere, we will expect Local Enterprise Partnerships and local transport authorities to engage with the Department for Transport, the rail industry and others to identify and develop priorities. We will encourage Local Enterprise Partnerships' strategic transport priorities to span wider transport management measures and reducing the need for travel (for example by making better use of information and communications technologies), as well as covering priorities for transport infrastructure.

7.28 As well as aligning local and national strategic transport planning with each other, there will be a need to align both with land use planning for each local enterprise partnership area. The Government will also seek to change secondary legislation to encourage authorities who want to work together, within the flexibilities of the existing development plan system, on joint statutory plans on one or more key issues that affect them. This will be a key element of proposals for strategic working once Regional Strategies

are abolished. There is an opportunity to identify areas where sustainable transport measures, coupled with effective and coordinated land use planning, would contribute not only to the achievement of economic growth, but also reduce pressure on national and local network congestion hotspots and reduce carbon emissions.

7.29 The Highways Agency manages an Influencing Travel Behaviour programme, working with local authorities and the private sector to produce voluntary area travel plans, focussing on improving the interaction between the local and national networks. Recent evaluation work has shown that these plans can, with the right level of commitment from all partners in the right location, achieve high value for money, with benefits outweighing costs by up to 13:1. Crucially, benefits include a reduction in congestion on both local and national roads, as well as a reduction in carbon emissions.

Case study: Cambridge Science Park

Working in partnership with Cambridge County Council, the Highways Agency developed an area-wide travel plan at Cambridge Science Park. At the site, covering 60 employers and 5000 staff, sustainable travel measures were implemented including car sharing. Having developed a monitoring methodology that converted trip savings achieved by the travel plan into journey time savings, the HA were able to demonstrate reduced journey times of 5-6% across the surrounding local and strategic road networks (A14 and A11), generating cost benefits of £200k in the first year from an initial investment of £70k.

Road safety

7.30 The Department for Transport will be publishing a new strategic framework for road safety in spring 2011. Local organisations and communities make a major contribution to improving road safety, complementing measures necessarily taken by national Government.

7.31 Britain is a world leader in road safety and the framework will set out some of the measures the Department for Transport proposes to take forward to improve road safety further.

7.32 The Department for Transport has already removed the dedicated funding for speed cameras as part of the wider rationalisation of funding streams announced in the Comprehensive Spending Review. Speed cameras should not be seen as the primary tool to improve road safety. Interventions need to be targeted to address the underlying safety problems. It is for local authorities to decide whether and how to deploy speed cameras, as well as deciding how best to tackle the underlying safety problems that rise to accidents at specific locations. The Department for Transport wants to encourage local authorities to consider the full range of local road safety interventions of which speed cameras are one tool amongst many which could be used.

7.33 To ensure transparency, local authorities and the police should still publish any speed camera data. The Department for Transport is working with local organisations to make such data available to the public.

7.34 In line with improving information and transparency, a range of road safety tools to support local highway authorities (LHAs), are under development, from analysing collision and casualty data to identify particular problems, through selecting the most cost effective and appropriate solution to evaluation of the outcomes. This will enhance value for money achieved by local authorities and other road safety practitioners by assisting in highlighting at-risk sectors, identifying the channels required to reach them, selecting appropriate existing good practice and evaluating outcomes.

7.35 Many local authorities have implemented concerted programmes of work to improve road safety and in doing so have contributed towards Britain's enviable road safety record. Some of these are engineering changes, e.g. alterations to local roads, including signing, lining and surfacing changes, as well as revised layouts and traffic calming. Local authorities have the power to introduce 20 mph speed limit zones. The evidence suggests that in residential streets, and in town centres where there is likely to be a conflict between vehicles and pedestrians, carefully implemented 20 mph zones can contribute to an improvement in road safety.

Contribution of local safety engineering schemes to casualty reduction

A study (Department for Transport, 2004) has examined the performance of a large sample of engineering schemes and quantified what contribution these schemes made to casualty reduction. The study found that:

- During the three years after implementation the sample of schemes saved a total estimated by this research of 8 fatalities, 55 serious injuries and 274 slight injuries per year. This is equivalent to around 4 killed or seriously injured (KSI) casualties and 17 other casualties saved per £1 million spent.
- These 408 schemes together reduced both the total number of road casualties and the combined number of road deaths and serious injuries at the locations treated at a rate greater than the general national casualty reduction.

If these schemes are a typical sample, then the casualty reduction attributable to safety engineering schemes implemented on English local authorities' roads outside London would be 54 fatalities, 361 serious injuries and 1809 slight injuries per year.

7.36 Effective road safety is not, however, solely a matter of engineering; education and publicity also have a central role to play. Examples of good practice in road safety education, training and publicity are available at the road safety knowledge centre (www.roadsafetyknowledgecentre.org.uk) run by Road Safety Great Britain, a local authority based organisation. For example, Kerbcraft training has been proven to improve the awareness and skills of child pedestrians, equipping them to cross roads more safely and confidently (Department for Transport, 2008). There are also good local examples of encouraging community participation in road safety such as the Neighbourhood Road Safety Initiative.

Neighbourhood Road Safety Initiative

The Neighbourhood Road Safety Initiative enabled road safety professionals to understand the latent conditions which give rise to the high risk of road traffic injury in disadvantaged areas and how these need to be addressed by different partners working together. This was facilitated by a dedicated co-ordinator to focus on risks related to inequality and to build partnerships.

The relationship between high levels of disadvantage and road traffic injury was found for all ages of pedestrian casualties and not just for the children. Car occupant casualties were also greater in more disadvantaged areas, especially among young adults and adults aged 25–59 years.

There was a statistically significant reduction in casualties in the Neighbourhood Road Safety Initiative areas compared with similar areas nearby, to which the package of education, publicity and engineering measures focused in these areas has contributed.

7.37 While the impacts of local road safety engineering projects are relatively straightforward to assess, the effects of local education, training, publicity and enforcement work are sometimes more difficult to identify. The Royal Society for the Prevention of Accidents has a tool to assist practitioners to evaluate local road safety interventions (www.Roadsafetyevaluation.com/).

8. Local transport in society

Key points

Partnership working with the Voluntary, Community and Social Enterprise sector and local communities can make an important contribution to local economies and to individuals' quality of life.

Schemes such as demand responsive minibuses or wheels to work schemes in rural areas can deliver a lifeline to those who would not ordinarily have access to regular transport, enabling access to employment and key local services.

Support for the railway in the form of Community Rail Partnerships has delivered an estimated £27m in added value for the railway, and the North Yorkshire Moors Railway estimates an additional £30m in benefits to the local economy through Heritage Rail.

The Department for Transport will continue to facilitate delivery of these schemes by removing burdens and encouraging their inclusion in the mainstream transport planning process.

Introduction

8.1 The Government believes that harnessing the innovation and enthusiasm of civil society is essential to tackle the social and economic challenges faced by the United Kingdom. There are already many cases of individuals, community groups, voluntary organisations and social enterprises that play a significant role in shaping and delivering transport service in their areas, often ensuring the most vulnerable groups are well catered for.

8.2 The Prime Minister has put building a stronger sense of society at the heart of our agenda for Government. Through a radical transfer of power and information we want to inspire more people to come together and drive local solutions to our social problems. This is about much more than volunteering and social action. At its heart, it is about putting more power in people's hands, giving citizens, communities and the Voluntary, Community and Social Enterprise sector (VCSE) the power and information they need to come together, to help solve the problems they face and build the Britain they want.

8.3 Localism builds on that to give local authorities the freedom to respond to their communities in the most appropriate way, including maximising the potential that individuals and communities can offer in making their local area a better place to live.

8.4 The Department for Transport is embracing these principles. The quality of transport to employment, schools and basic amenities is crucial to quality of life and in the local economy. If people are able to gain the right data to shape, influence and even, where appropriate, deliver high quality transport services, transport provision can be much more tailored to local circumstances.

8.5 The Department for Transport already works with a number of Voluntary, Community and Social Enterprise organisations (VCSEs). The Government will be looking to local authorities to draw on the ideas and expertise of VCSEs, alongside communities and citizens, to help design and deliver transport solutions for their areas. The value they can add will be different from place to place and will increase over time as greater community involvement in transport becomes embedded.

8.6 Under the Local Sustainable Transport Fund, we will look favourably on those proposals from Local Authorities that demonstrate strong partnerships with VCSEs in the design and delivery of local transport solutions. This approach will ensure VCSEs can make a full contribution to delivering tailored local transport solutions that they are best placed to do.

Case study: East Surrey Rural Transport Partnership

The East Surrey Rural Transport Partnership comprises eight partners including local authorities, community transport providers and the primary care trust. It designs and delivers community transport schemes across Surrey. Their work supports demand responsive transport, an information and advice line, a moped hire scheme for young people, taxi vouchers, and driver training.

Community bus and taxi services

8.7 Community transport provides much valued essential services, often for the most vulnerable in our society, whether these are older people, those with disabilities, rural or isolated communities or those unable to access conventional bus services and other local transport. The type and size of community transport groups can range from a local youth organisation running a single mini-bus for members to a well established transport operator providing school services and local registered routes.

8.8 There are approximately 1,500 community transport organisation operating in England, which are mainly charities staffed by volunteers. Once organisations are well established in communities they can be developed to help provide a greater range of services locally.

8.9 For example, 20% of our population lives in rural areas where there are higher levels of car dependence (including for lower income households) coupled with a lower availability of public transport – meaning a higher proportion of transport carbon emissions from this sector of the population than others. With lower levels of patronage, high frequency bus services are rarely commercially viable and often very costly for local authorities to subsidise, resulting in a poorer quality service. In those areas, community (voluntary) transport operators can often provide valuable and well-tailored services, including to geographically isolated areas, and can often work with local authorities to offer "demand responsive" services, such as bookable minibuses.

Example: Wheels to Work in a Yorkshire Dales Village

A 17 year old man lives in a Dales village with his mother. He was offered an apprenticeship as a trainee gamekeeper based on a farm estate 12 miles away. Due to the unusual working hours of a gamekeeper public transport was not a viable option. The young man heard about the scheme from the local motorcycle dealer (who supplies and services the Wheels to Work fleet). After assessment he was offered a moped for six months.

Wheels to Work enabled him to take up this offer of employment and after four months he was able to purchase his own vehicle, thus returning the moped. For more information, please see http://www.wheels2work.co.uk/Casestudies.html.

8.10 The voluntary sector is ideally placed to respond to local needs. With this in mind, the Department for Transport continues to find ways to remove burdens and enable community transport. Initiatives include:

- **A permit system[7] for community transport groups, removing the need for a full Public Service Vehicle operator's licence.** The permits have a less burdensome regime, acknowledging their not-for-profit status and the contribution these groups make to their local communities. The Local Transport Act 2008 sought to remove barriers by widening the range of vehicles that can be used and allowing volunteer drivers to be paid. This was in response to calls from the sector, and has been warmly welcomed.
- **Encouraging greater use of community transport for local public services.** Local Transport Plans, aligned with development plans, remain the best way for local authorities to plan transport strategy and delivery and community transport should be integrated into this process.

[7] See VOSA's publication PSV 385 – details can be found at: www.vosa.gov.uk and www.dft.gov.uk/vosa/publications/manualsandguides/operatorlicensingguides.htm

- **Sharing best practice.** Despite spending and decision making for community transport being devolved, there remains a role for Government, in partnership with the Commuity Transport Association, to inspire those wishing to establish their own community transport services by highlighting successes elsewhere.
- **Providing access to funding.** The sector will be able to work in partnership with local authorities to access funding through the Local Sustainable Transport Fund.

8.11 The Community Right to Challenge in the Localism Bill, being introduced by the Department for Communities and Local Government, will enable voluntary and community bodies, as well as local authority employees and parish councils, to express an interest in running a local authority service. The authority will need to consider this, and where it accepts it, run a procurement exercise for the service in which the challenging organisation can bid.

The Community Transport Association

The Community Transport Association is a UK-wide charity which provides leadership, learning and enterprise support to its members to deliver innovative and flexible transport solutions to achieve social change in their communities. The Government works closely with the Community Transport Association and part-funds their activities; this funding commitment has been extended for the current spending review period.

The Community Transport Association also provides a range of advice, training, resource and support services to the sector including a free advice and information line available to members and non-members covering issues relating to voluntary and community transport. With staff based throughout the United Kingdom, the Community Transport Association represents the community transport sector as a whole and is recognised as the voice of voluntary and community transport.

Funding community transport

8.12 Many community transport organisations are subsidised by local authorities. But many other community transport organisations are not used to approaching local authorities and frequently their voice is not heard. Smaller groups can also find tendering criteria render them unable to bid for contracts. As a result, their experience of bidding for local authority contracts, and presenting comprehensive business plans, can be limited. However, the Department for Transport encourages community transport organisations to see this as an opportunity to approach and involve community transport providers with the aim of developing their skills and delivery experience for the mutual benefit of all.

8.13 A welcome development is the growing number of community transport organisations which operate social enterprise models, for example using contract income to subsidise social transport, and thus removing the need for direct grant funding. This is something the Government would like to encourage.

Case study: Sutton Community Transport

Sutton Community Transport is a registered charity working in the London Boroughs of Sutton and Croydon. Last year it won a number of home to school contracts from Croydon Council and obtained working capital funding from Futurebuilders, which is helping make the organisation more sustainable.

In 2009 it formed a trading subsidiary, Sutton Jigsaw Transport Ltd., which was successful in bidding for eleven home to school transport contracts in the London Borough of Croydon. It transports each school day over 150 pupils with high mobility needs. The capital funding for this rapid expansion was provided by Futurebuilders (now the Social Investment Business). The reason for forming this subsidiary was, and remains, to make their operations in Sutton sustainable.

In 2010 Sutton Community Transport were awarded the Social Enterprise Mark and moved to dedicated office and depot to accommodate the organisation's growth.

Taxis

8.14 The Local Services (Operation by Licensed Hire Cars) Regulations allow the owners of private hire vehicles to use their vehicles to provide local bus services. The Government is keen to encourage flexible and innovative use of existing taxis and private hire services. The regulation allows taxi and private hire vehicle owners to provide more flexible services than the conventional "exclusive hiring" by a single passenger.

Community transport – rail

8.15 Community Rail Partnerships are small organisations normally employing one Community Rail Partnership Officer. They link the railway and the local community and although they vary in size and scope they typically:

- produce and distribute publicity material promoting the local railway;
- seek out non-rail funding for station and service improvements;
- mobilise volunteers to support the railway through activities such as developing station gardens or providing art work for a station.

8.16 Community Rail Partnerships are represented and supported by the Association of Community Rail Partnerships. The Association is over 10 years old and has raised the profile of local rail and galvanised support for the concept of local support for rail services. The Department believes that the Association of Community Rail Partnerships is very important in delivering the Community Rail Development Strategy is providing £208,000 of core funding for the financial year 2010/11 for the Association of Community Rail Partnerships' work.

8.17 The Association of Community Rail Partnerships helps to identify innovative solutions for local railways and supports its members through disseminating examples of good practice, organising training sessions for its members and working with local stakeholders to develop new partnerships.

8.18 While a number of partnerships are hosted by and almost all receive some funding from their local authorities, they are essentially Voluntary Community and Social Enterprise bodies. There are around 40 Community Rail Partnerships in England and Wales. Community Rail Partnerships allow local people to play an active role in the developing local rail services and they bring together train operators, Network Rail, local authorities, local employers, development and tourism agencies, community groups and other locally based groups.

8.19 Research by Independent Rail Consultancy Group showed that over 4,000 volunteers are involved in community rail activities on the national rail network (excluding heritage railways), contributing in excess of 1.2m hours of work, bringing an estimated £27m additional value to the rail industry (Independent Rail Consulting Group, 2009).

Case study: Northwich station

Northwich station is on a line promoted by the Mid Cheshire Community Rail Partnership.

The revitalisation programme "Northwich Vision" began in 2002. The first regeneration project to be completed as part of the multi million pound Vision was the transformation of the dilapidated Northwich railway station. The building was converted into a state of the art community learning centre offering people the opportunity to access a range of online courses. The redeveloped station also includes a cyber café, training rooms and a coffee shop.

The station redevelopment cost £700,000 and opened to the public in May 2005. Funding for the project was secured through a wide ranging partnership, led by Vale Royal Borough Council and supported by the rail industry and Mid Cheshire Community Rail Partnership. A local secondary school was also actively involved in the project.

The cyber café provides free internet access, offers training in how to use computers, basic English and maths training, access to Learn Direct courses, art workshops and help in searching for jobs, volunteering and training.

In 2006, Northwich Railway Station won the Association of Community Rail Partnerships award for New Uses for Station Buildings.

An unexpected benefit of the scheme, however, was the reduction in vandalism and anti-social behaviour which had previously beset the station area. Since the redevelopment of the station there has been a 70% decrease in reported anti-social behaviour and crime in the area. For this reason this scheme was deemed to be a great success by the North West Regional Development Agency.

Heritage railways

8.20 The United Kingdom has a tradition of rail enthusiasts taking over railway lines and running them as tourist attractions and museums. This tradition dates back to the early 1950s when the Talyllyn Railway became the world's first preserved railway and today there are many lines being operated by a combination of paid and volunteer staff.

8.21 While heritage railways offer only limited transport facilities for the local population (it is rare for there to be a year round service), they can make a significant contribution to the local economy and add to the local transport network. For example, the North Yorkshire Moors Railway believes it contributes around £30m to its region's economy and the Swanage Railway in Dorset provides a useful park and ride facility for visitors to Swanage without driving through the village of Corfe Castle. Transport has an integral part to play in the tourism industry.

Case study: The Minehead Line

The West Somerset Railway provides tourist train services between Minehead and Bishop's Lydeard just to the north of Taunton. The line is connected to the main route from London to Devon and Cornwall, and is additionally used by occasional through passenger services and freight trains. This popular tourist attraction is supported by many volunteers but also provides useful paid employment opportunities for people in the area (the equivalent to around 50 full time jobs) as well as training, for example in engineering skills. It also attracts business to other enterprises such as hotels and restaurants adding considerably to the local economy.

Big Society vanguard areas

8.22 The Government is committed to supporting vanguard communities of the Big Society. Transport features prominently in proposals from the London Borough of Sutton as one of the Big Society vanguard areas launched by the Prime Minister in July 2010 in a speech on the Big Society. The Department for Transport is working alongside the London Borough of Sutton and Transport for London on proposals that will improve engagement with the local community and reduce regulatory burdens that slow down implementation of locally supported transport solutions.

8.23 For example, the Department for Transport is currently working in partnership with the London Borough of Sutton to see how we can help them to deliver better traffic signing throughout the borough by focusing on reducing regulatory burdens through a wide ranging traffic signs policy review. One of the review's key objectives is to reduce the amount of unnecessary traffic signs placed on the road network.

9. Government commitments on local transport

9.1 Table 9.1 sets out the commitments detailed in the White Paper.

Table 9.1: Government commitments on local transport

Commitment	Description	Delivery date
Bikeability	Money will be available to every English transport authority outside London to allow as many children as possible to undertake cycle training.	To continue for this Parliament
Additional Funding for cycling in 2011/12	Funding availability in 2011/12: Links to Schools, Cycle Journey Planner, Bike Club, Bike It and Living Streets' Walk To School Campaign.	From 2011
Simplified Transport Funding to Local Authorities	Reduction of grant streams to Local Authorities into 4 simplified streams.	From 2011/12 Spending Review period
Local Sustainable Transport Fund	Local authorities have already been invited to prepare and develop proposals for the £560m Fund. Detailed guidance with further details on the operation of the Fund is being published alongside this White Paper.	January 2011
Bus Service Operators Grant (BSOG)	Agree smarter ways to deliver the grant, including taking into account any conclusions from the Competition Commission's review of the bus market.	March 2012
End-to-end journeys	The Department for Transport will continue to work with key industry representatives to improve the end-to-end journey including promotion of the station travel plan pilot.	2011

Table 9.1: Government commitments on local transport continued

Commitment	Description	Delivery date
Smart Ticketing	The Government is committed to deliver, with operators and public sector bodies, the infrastructure to enable most public transport journeys to be undertaken using smart ticketing.	December 2014
Concessionary Travel	Concessionary travel will be protected.	As part of Spending Review
Community Transport	Announce eligibility for funding for local authorities from the Local Sustainable Transport Fund, which is expected to include funding for local authority partnerships with community transport. Reinforce messages on support for rural areas.	From 2011
Green Bus Fund	Funding for winners to purchase a total of around 500 low carbon buses.	By March 2012
Rail Franchising	Longer franchises to give operators incentives to make improvements at stations.	Early 2011
Traffic signs review	First phase removal of regulatory burdens.	Early 2011
	Review to reduce the need for central Government approvals and give more flexibility to local authorities to tackle traffic problems.	Complete in May 2011
Roads Classification	The Department for Transport to give local authorities responsibility for roads classification in their areas.	Early 2011
Road Safety Strategic Framework	A new strategic framework for road safety.	Spring 2011
Tackling shared local/national network congestion hotspots	Partnership working with a small number of Local Enterprise Partnerships towards agreeing a joint approach to the worst congestion hotspots in the major urban areas.	Mid 2012

Annex A: Transport choices

A1. The Department for Transport social research on mode choice suggests:

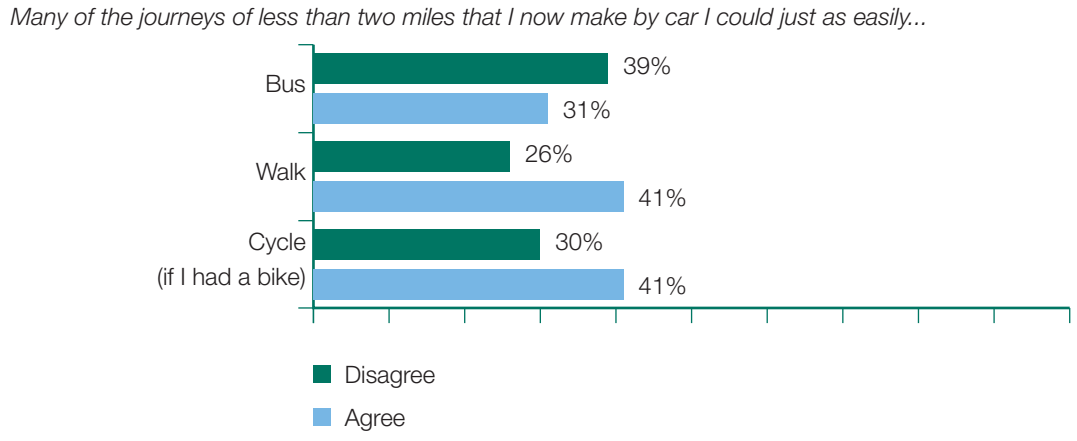
Car

A2. Attitudes to the car are highly complex and reflect attitudes to lifestyles and aspirations. Key motivators for car ownership and use include independence and freedom. For many people car use becomes a matter of habit, the "default" mode.

A3. Many people consider the car the necessary choice for a particular journey, for a number of reasons. Although positive about the car, because of the flexibility, convenience and independence it brings, drivers also express a range of irritations and frustrations about car use, such as congestion, road works, the poor quality of other road users' behaviour and parking (Lyons et al., 2008).

A4. Just under half (46%) of drivers indicate they would like to drive less (Thornton etal., 2010), although approximately one third of drivers (26–39%) indicated that they would not be able to use sustainable methods of transport for many of the short journeys that they currently make by car. This is shown in Figure A1.

Figure A1: Attitudes to reducing car use



Source: British Social Attitudes survey, 2009, base = 2,942.

A5. Evidence suggests the costs of driving are poorly understood and many people are unable to compare accurately journey costs against other modes. Few people think about the costs of individual car journeys when making decisions about whether and how to travel.

A6. According to the Retail Price Index, the cost of buying a car **fell** by 29% in cash terms between 1999 and 2009, while general RPI inflation over the same period was 29%. However, the cost of car maintenance, petrol and oil, and tax and insurance all increased markedly faster than general inflation. The "combined" cost of motoring (covering purchase price and running costs) fell by 11% relevant to the general rate of inflation. Over the same period rail fares rose by 43% and bus and coach fares rose by 58% (Atkins, 2010).

Bus

A7. Levels of satisfaction with bus services have increased over time, with 54% of bus users stating they were very or fairly satisfied in 2003, to 69% in 2008 (Office for National Statistics, 2009). Satisfaction with specific bus service attributes has increased slightly in recent years, although there are differences across the country.

A8. Initial research carried out by Passenger Focus in 2010 across 14 areas of the country found that passenger satisfaction with their bus journey ranged from 84 to 92% (Passenger Focus, 2010a). Users prioritise punctuality, service frequency and capacity. But, once these basics are met, softer factors associated with the comfort of the bus, real-time information and driver behaviour can in some circumstances increase patronage (Department for Transport, 2010b). Users are less happy with the cost of fares and the availability of information about fares before the start of a journey (Office for National Statistics, 2009).

Rail

A9. Overall satisfaction with rail services amongst users has increased over the period since 2003. In spring 2010, 83% of passengers were satisfied with rail service provision. Passengers on inter city services have higher levels of satisfaction than other rail users (Passenger Focus, 2010b). Looking at individual service attributes, levels of satisfaction amongst rail users are lowest for "value for money for the price of your ticket", availability of staff, and toilet facilities (ibid).

A10. Recent quantitative research indicates that the reasons given for not travelling by rail in general are the perceived cost of tickets, that the door to door journey by rail is perceived as taking longer and that there would be additional "hassle" compared with travelling by car (Passenger Focus, 2010c).

A11. Other recent quantitative research suggests that the main reason for not travelling by rail for specific journeys such as the journey to work relates to a lack of infrastructure, including a lack of train services between the home location and the workplace; and/or the train station being too far from either the home or workplace (Thornton et al, 2010).

Walking

A12. People acknowledge the health and wider benefits of walking – over 90% of adults consider that everyone should be encouraged to walk to help their health, help the environment and to ease congestion. One third of adults indicate that their only form of exercise in a typical month is walking for more than 10 minutes at a time (Lyons et al., 2008).

A13. Around four in ten car users say there are many shorter journeys they currently undertake by car that they could walk instead (National Centre for Social Research, 2009).

A14. As with other areas of behaviour change, there are a range of different types of barrier, including some that are attitudinal and some that relate to infrastructure. For example, while young people recognise walking as a healthy activity and are positive about it, there are also negative perceptions about it being slow and unsafe. Some people are put off by infrastructure problems such as pavements being in poor repair, traffic noise/fumes and difficult pedestrian access by roads (Lyons et al., 2008).

Cycling

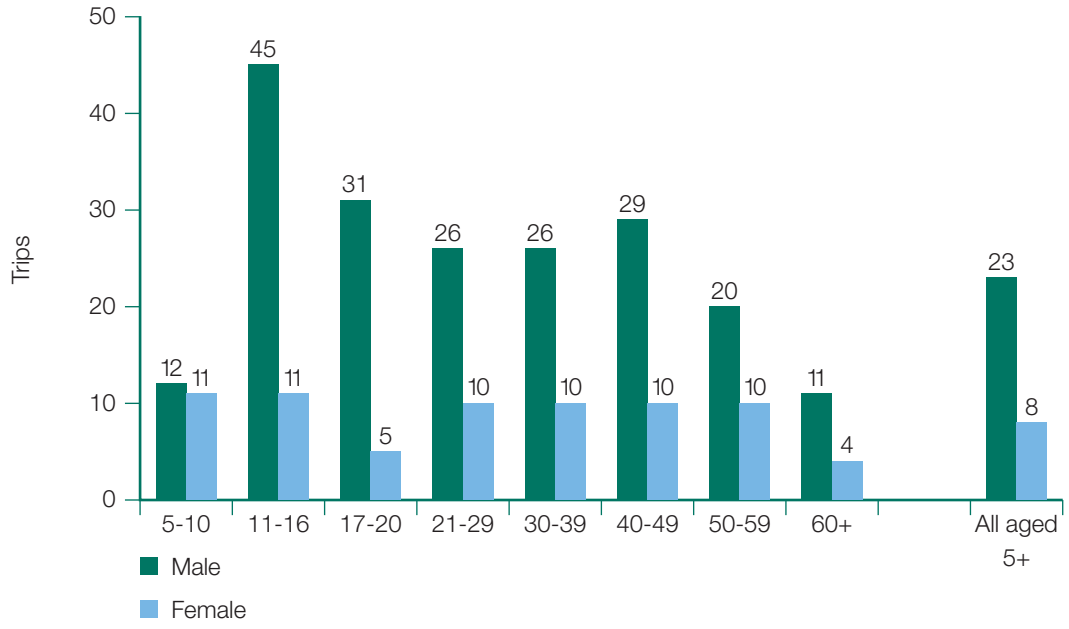
A15. Many different reasons motivate people to cycle such as simply to get from A to B, to get some exercise and to enjoy the social aspects of cycling (Christmas et al., 2010).

A16. Cycle ownership is fairly high (42%), (Department for Transport, 2009), but only one in ten (14%) of people are regular cyclists[8] (i.e. cycles at least once a week). Adults who cycle most are likely to be male, in their 30s and non-car owners. Figure A2 shows frequency of cycling by age.

A17. Those who usually commute to work by bicycle are most likely to live less than three miles from where they work and be in higher social grades (ABC1s). People cycle to work because they see it as cheap, quick and good for their health (Cavill and Davis, 2009). Forty one per cent of adults agreed that *"Many of the short journeys I now make by car I could just as easily cycle if I had a bike*" (National Centre for Social Research, 2009).

[8] All respondents (including non-cyclists). Question not asked of under five year olds.

Figure A2: Frequency of cycling by age



Source: National Travel Survey, 2007-2009, Table NTS0609[10], base = 54,851 individuals

A18. Around 3 in 10 car users say they would reduce their car use if there was better provision for cyclists, such as more cycle tracks, cycle lanes, and parking facilities (Lyons et al., 2008). More generally, around half (52%) of adults who can ride a bicycle agree that "I would cycle (more) if there were more dedicated cycle paths" (Cavill and Davis,2009).

A19. Safety is cited as the dominant factor in people choosing not to cycle, both in terms of recorded and perceived safety problems (Thornton et al., 2010).

A20. Cycling is perceived to be less safe than travelling by car, bus or train, both in terms of traffic danger/risk of accidents and in relation to personal safety/ risk of being a victim of crime. However, there is evidence that the health benefits of cycling significantly outweigh the risks – being sedentary represents a greater risk to health. Over 50,000 people die in the United Kingdom each year due to coronary heart disease (of which a contributory factor is physical inactivity) compared to around 100 cyclists killed on the road. Research suggests that for each life lost through a cycling accident, approximately 20 lives were extended by the health benefits of cycling (Cavill and Davis, 2009).

A21. Nonetheless, pedestrians, cyclists and motorcyclists account for more than half of the deaths and serious injuries on our roads so it is vital that as we encourage more sustainable travel we make these means of travel safer (Department for Transport, 2010c).

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