The Effects of Legislative, Demographic and Social Changes on the Provision of School Transport Services by Local Education Authorities in the United Kingdom

Sian Elisabeth Thornthwaite

Submitted for the Degree of

Doctor of Philosophy

University of Newcastle upon Tyne

Transport Operations Research Group

May 1991

ERRATA

1. Page 242, line 2, for, £356 read $356 and line 11 for £53 read $53.

2. Page 324, for, "As 15 pence per journey is assumed to a typical" read "As 15 pence per journey is assumed to be a typical."

3. Page 324, for, £266.1 million read £226.1 million.

4. Page 330, Table 19.5a, for, £200.0 million read £220.0 million.

5. Page 379, add footnote;

   The negative proportions of pupils receiving free school transport arise as a result of the negative co-efficient in the regression equation. This could not arise in practice and in these cases the estimated proportions are assumed to be nil.

6. Page 406, Appendix to Section 19.1, No. 5 last sentence should read:

   "From figures available for the Scottish Regions (private communication with the Scottish Education Department) the number of special school pupils has been found to be approximately equivalent to the number of pupils receiving transport on the grounds of special needs."

7. Page 409, i) for, "Low Estimate" read "High Estimate."

8. Page 410, Table 1, for LEA costs £229.0 million read £220.0 million.

9. Page 418, Appendix to Section 19.4b) should read:

   "The Hodges Party study assumed that 10% of those pupils eligible to receive free school meals would also be eligible to free school transport on the grounds of hardship (DES 1973 p.36 para. 102)."

10. Page 418, Appendix to Section 19.4d) should read:

    "On the basis of the available distance/modal choice data, as shown in Table 3 Appendix to Section 19.3, the majority of pupils living beyond the current minimum walking distance live within the three-five mile distance band."

11. Page 419, whenever "ū" appears, read "£".

Abstract

The current basis of school transport provision by the Local Education Authorities was introduced during the 1940s with the role of facilitating the attendance of pupils at the nearest appropriate school and ensuring that access to education was not based upon a child's place of residence or upon parental means. To meet this objective, the provision of free school transport was considered necessary if a child lived beyond the minimum walking distances, established as two miles for pupils of under eight years of age (eleven years in the case of Northern Ireland) and three miles for older pupils. In addition, Local Education Authorities have wide discretionary powers to provide school transport to pupils not statutorily entitled.

During the past twenty years, this basis of provision has received repeated criticism for failing to address the issues of rising expenditure on school transport, equity, road safety and parental choice of school.

This thesis, therefore, examines the long term demographic and social trends affecting the provision of school transport services by the Local Education Authorities and the institutional responses to these trends. It also examines the current provision of school transport at individual authority level and the recent changes to both public transport and education legislation, to establish whether there is a case for changing the basis of provision to address these issues.

Having established that there is a case for changing the basis of provision, recent proposals for change are reviewed and alternative bases of provision, including the

system of school transportation in the USA, are discussed in the context of the issues on which criticism has focussed. This shows that the three alternative bases of provision with the scope to address these issues to the greatest extent are: widening the availability of free school transport to all pupils; reducing the minimum walking distances; and flat-fare charging. These three alternatives are then evaluated, with the economic implications of their introduction, not only for the Local Education Authorities, but also parents and society in general, being assessed.

From this, it is concluded that the introduction of a flat-fare charging policy could address all the issues to the greatest extent, whilst offering the most economically feasible alternative basis for the provision of school transport provision by the Local Education Authorities in the UK.

Acknowledgements

I would like to acknowledge the financial support of the Science and Engineering Research Council for the first two years of this research and the assistance given by the Transport and Road Research Laboratory as industrial sponsors for this Total Technology Studentship. I would also like to acknowledge the financial support given by the Tulip Travel Scholarship, which enabled me to undertake a study visit to the USA in May 1990.

I would like to thank the staff of the Local Education Authorities, the Scottish Education Department and the Department of Education in Northern Ireland for providing information and responding to questionnaires.

I am grateful to all those in the USA who so readily gave information and assistance. Particular thanks are due to : Frank Dixon, Velmas Tsongos, and the staff and pupils of Fairfax County, Virginia; Ed and Sandy Donn, the staff and pupils of Washington County, Maryland; Dr Frances B Dickman of the National Highway Traffic Safety Administration; Karen Finkel of the National School Transportation Association; Bob Barlett and Suzanne Stack of the National Transportation Safety Board; the committee and members of the National Association for Pupil Transportation; and to Bob Pape of Lawrence School District, New York.

I would also like to thank: Linda Kelly for her help and co-operation; Dr Richard Balcombe for commenting on an earlier draft; Dr Andrew Metcalfe for his assistance; Don Nutt and Tony Pettitt for their comment and suggestions; Dorothy Hay and Angela Summerfield for the typing; and Terry Kempshall and Lesley Harmer of East Sussex County Council, Stuart Pierce and the staff of Northumberland County Council for translating the theory into practice.

I would also like to acknowledge the assistance of WS Atkins during the final stages of completing this thesis.

I am especially grateful to Steve Bentley for his continued support.

Finally, I would like to thank my supervisor, David Silcock, for his comments and constructive criticism throughout the completion of this thesis.

Definitions

The terms listed below have the following meaning in this thesis:

UK - England, Wales, Scotland and Northern Ireland

Local Education Authority - Local Education Authorities in England, Education Authorities in Scotland and Education and Library Boards in Northern Ireland.

School Transport - all home to institution transport financed by the Local Education Authorities.

Discretionary school transport - home to institution transport financed by the Local Education Authorities to meet their individual policies on provision, but not required by statute.

School transport expenditure - all Local Education Authority expenditure on school transport, both statutory and discretionary.

Pupils - those attending Local Education Authority maintained schools. Includes those pupils in an Authority's schools but chargeable to another Authority. Excludes pupils in other Local Education Authority's schools and those attending independent schools. Pupils numbers are taken as full-time equivalents.

Entitled pupils - those entitled to received school transport according to the statutory requirements, or to a Local Education Authority's discretionary policy.

Unit Cost - school transport expenditure per pupil per annum.

List of tables

List of Figures

PART I: THE CURRENT ISSUES

1. Introduction

1.1 Background

The Education Act of 1944 was the first of the major post- war Acts to reach the statute book. It was prepared and drafted in the latter years of the war and sought to eliminate the educational inequalities and injustices that had previously existed. This Act created a substantially new system of education which was to be planned and executed by the Local Education Authorities, in accordance with national policy. Unlike most statutes, the 1944 Education Act was largely concerned with general principles and wide aspirations.

One of the fundamental principles of the 1944 Education Act, and of this new system, was that access to education should not be based upon parental means, nor upon the child's place of residence. The statutory provision of free school transport was, therefore, seen as being necessary to facilitate access to education. The 1944 Act then established nationally applied criteria, upon which eligibility to receive free school transport was to be based.

During the subsequent decades, the demands upon school transport services have changed considerably and, since the early 1970s, there have been repeated calls for change to this system of provision. However, the 1944 basis of provision has

remained unchanged to date, despite concerns over rising expenditure, safety and equity.

Whilst demand for school transport has increased, that for public transport has declined since the 1950s. One consequence has been that successive changes to transport legislation have sought to increase the co-ordination of public and school transport. Initially this was regarded as a way of supporting socially necessary public transport services. More recently the objective of this has been economic, to reduce overall transport expenditure.

1.2 Current Issues

The current issues for parents, pupils and Local Education Authorities largely centre upon the continued use of the two and three mile minimum walking distances, as the basis for determining eligibility to receive free school transport.

Whilst the basis of eligibility for school transport would appear to be inherently fair, being based upon nationally applied minimum criteria, it has always been inequitable. It is inequitable to parents, and pupils, living on either side of the cut off line, where one receives free transport and the other pays the full cost - with no consideration given to the ability to pay. It is also inequitable as the provision of school transport varies from area to area within the United Kingdom (UK). This is due to varying legislation within the UK and also to the differing use of discretionary powers by the Local Education Authorities. Furthermore, the cost

of school transport for those non-entitled pupils varies considerably from area to area.

The continued use of the two and three mile distances has prompted concern over the safety of those living within these distances and walking to and from school. This concern has increased as traffic conditions, car ownership and usage, and parental expectations have all changed. In addition, recent attention has also focussed on the safety of those in receipt of free school transport.

For the Local Education Authorities, these changing demands upon school transport services in recent years have meant that its provision has become an increasingly difficult and costly obligation. The increased demand for, and rising expenditure on, school transport provision has also occurred at a time of pressure to reduce public sector spending.

Local Education Authorities have always been faced with the increasing problems of balancing the level of service and parental expectations against expenditure. In recent years, however, the co-ordination of public and education transport provision has meant that Local Authorities have also been required to reconcile the needs of school pupils with those of public and social services transport users, and the administration of these.

Recent legislative changes have further heightened all these issues for parents, pupils and Local Education Authorities. The legislation concerning the provision

of school transport is now regarded by many as being unclear and fragmented. Furthermore, as will be shown, the current basis of school transport provision is increasingly at odds with the legislative requirements for both education and transport, and with parental expectations.

1.3 Outline of Thesis

This work examines the current provision of school transport within the UK and the continued use of the two and three mile walking distances. It then evaluates the consequences of possible changes to this system.

The legislative framework and the administrative structure of the current system of provision is introduced in Chapters two and three, and the main differences that exist within the UK are outlined. The case law and relevant literature are reviewed in Chapter four to establish the current issues involved.

Part two assesses the case for change by firstly examining the social trends since 1944 and secondly, the institutional responses to these trends. This establishes how demands upon Local Education Authorities have changed, not only since the introduction of free school transport in 1944, but also since de-regulation of local bus services in 1985.

The current provision of school transport at individual Local Education Authority level is then examined. By determining the variations that exist in terms of

expenditure and level of service, an assessment of the equity for both parents and Local Education Authorities is made. The implications of recent legislative changes to both education and transport legislation are then evaluated.

From the above, the relevant arguments concerning an alternative basis of school transport and the case for the introduction of an alternative system of provision are assessed.

Alternative criteria for the provision of school transport are then discussed in part three. This is done by, firstly, making comparisons with the system of school transport, in the United States of America (USA) and secondly, by reviewing proposals for the UK. These alternative bases are then examined and the implications of their introduction evaluated.

2. SCHOOL TRANSPORT: LEGISLATIVE FRAMEWORK

2.1 Education Legislation

The 1944 Education Act forms the basis of the legislation regarding the provision of statutory school transport in England and Wales. Section 55 states:-

(1) 'A local education authority shall make such arrangements for the provision of transport and otherwise as they consider necessary or as the Secretary of State for Education and Science may direct for the purpose of facilitating the attendance of pupils at schools or county colleges or at any course or class provided in pursuance of a scheme of further education in force for their area, and any transport provided in pursuance of such arrangements shall be provided free of charge.'

In determining whether a Local Education Authority shall consider it necessary to provide free school transport Section 39(2) of this Act states that provided a child's school is 'not within walking distance' of his home, and if 'no suitable arrangements' have been made by the Local Education Authority for his transport, then the child will not be deemed to have failed to attend school. This defence only applies to those children of compulsory school age. Compulsory school age is defined by Section 35 of the 1944 Act as any age between five years and sixteen years (sixteen was substituted for fifteen by Statutory Instrument 1972/444). For practical reasons this age band is modified at both ends. Although a child may be admitted to school at the beginning of the term in which he reaches his fifth birthday, a parent is not in breach of the Act for failing to send his child to school between his fifth birthday and the following term. Similarly, if the age of sixteen

is attained between the beginning of September and the end of January, then he may not leave school until the end of the Spring term. If he attains sixteen after the end of January, but before the beginning of the following September, then the leaving date is the Friday before the last Monday in May (1976 School Leaving Dates Act Section 1; DES Circular 4/76, Welsh Office 58/76).

Section 39(5) of the 1944 Act defines 'walking distance' as two miles for a child of under eight years of age and three miles for an older child. This is measured according to the nearest available route. Three miles was the walking distance introduced by Section 74 of the 1870 Elementary Education Act. According to the 1870 Act one of the 'reasonable excuses' for non-attendance at school was that there was no public elementary school within three miles of the child's residence (see Liell 2/11/84 p361).

Section 55(2) of this Act gives Local Education Authorities wide discretionary powers where it states that:-

(2) 'A local education authority may pay the reasonable travelling expenses of any pupil in attendance at any school or county college or any such course or class as aforesaid for whose transport no arrangements are made under this section.'

Hence, although the statutory obligation only applies to those of compulsory school age living beyond the minimum walking distance and attending the nearest available school, Local Education Authorities have wide discretionary powers enabling them to provide transport for other pupils.

The 1944 provisions for school transport did not establish any guidelines for the maximum journey times for home-school journeys. However, in August 1950, the Manual of Guidance (Schools No 1) was introduced. Paragraph 24 of this stated that the Minister would not regard as reasonable a door to door journey which under normal circumstances took longer than three quarters of an hour for pupils of primary school age and one and a quarter hours for pupils of secondary school age. This included any time spent waiting for buses or trains.

The 1953 Education (Miscellaneous Provisions) Act, under Section 12, allows Local Education Authorities to charge pupils, not ordinarily entitled to receive school transport, for the use of vacant seats on vehicles provided by the authority in compliance with Section 55(1) of the 1944 Act, at a 'reasonable fare'.

The 1980 Education Act, under Section 6, increased the rights of parents to choose a school for their child. This Act made no change to the requirements on Local Education Authorities with regard to the provision of school transport. Sections 6-11 of this Act, however, replaced the Manual of Guidance (Schools No 1). Consequently there is now no ministerial guidance regarding maximum journey times.

To further encourage and to enable parental choice of school the Education (School Information) Regulations 1981 (Statutory Instrument 1981/630) requires schools to publish information about the school, including their arrangements and policies regarding transport (SI 1981/630, Sch 1 para 8).

The 1986 Education (No 2) Act is the first legislative change to have regard to safety issues directly associated with school journeys. Section 53 states that the following subsection be added to Section 55 of the 1944 Act:-

(3) 'In considering whether or not they are required by subsection (1) above to make arrangements in relation to a particular pupil, the local education authority shall have regard (amongst other things) to the age of the pupil and the nature of the route, or alternative routes, which he could reasonably be expected to take.'

The 1988 Education Reform Act Section 100 adds the following:-

(3) 'In Section 55 of the 1944 Act (provision of transport and other facilities), after subsection (3) there shall be inserted the following subsection -

(4) 'Arrangements made by a local education authority under subsection (1) above shall make provision for pupils at grant maintained schools which is no less favourable than the provision made in pursuance of the arrangements for pupils at school maintained by a local education authority.'

Although the 1988 Education Reform Act makes only minor change to the 1944 Act's provisions for school transport, and it remains provided beyond the two and three mile minimum walking distances to the nearest appropriate school. The implications, and the effects, of the provisions of the 1988 Education Reform Act are discussed in Section 13.2.

2.2 Differences within the UK

The provisions of the 1944 Education Act did not extend to Scotland or to Northern Ireland. Consequently the legislation regarding the provision of school transport varies within the UK.

a) Scotland

School transport was formally introduced in Scotland by the Education (Scotland) Act of 1945. As in England and Wales, its provision was linked to the defence of non-attendance at school. Section 27(1) stated that non-attendance at school was defensible if:-

(ii) 'any arrangements so made are such to require the child to walk more than the walking distances in the course of any journey between his home and school.'

Section (3) defines these walking distances as:-

> 'in the case of a child who has not attained the age of eight years, two miles and in the case of any other child, three miles.'

This 1945 Act has been replaced by the 1980 Education (Scotland) Act. However Section 42 of this Act states - 'there shall be deemed to be a reasonable excuse (for non- attendance at school) if:-

(a) 'there is within walking distance of the child's home measured by the nearest available route no public or other school the managers of which are willing to receive the child and to provide him with free education, and either -

(i) no arrangements have been made by the education authority under Section 50 or 51 of this Act with regard to the child; or

(ii) any arrangements so made are such as to require the child to walk more than the walking distance in the course of any journey between his home and school'.

Subsection (4) states:-

'"walking distance" means, in the case of a child who has not attained the age of eight years, two miles, and in the case of any other child, three miles.'

To enable a pupil to 'receive the full benefit of school education' a Local Education Authority may, under Section 50(2) make arrangements including:

(a) 'the provision of travelling facilities or the payment of travelling expenses under Section 51 of this Act.'

Section 51 states:-

(1) 'An education authority shall make arrangements as they consider necessary for the provision of any of the following facilities in respect of pupils attending schools or other educational establishments;

(a) for their conveyance without charge for the whole or part of the journey between their homes and the schools or other educational establishments which they are attending;

(b) for making bicycles or other suitable means of transport available to the pupils, or to their parents for the use of the pupils, upon such terms and conditions as may be arranged, or for paying money allowances in lieu thereof;

(c) for paying the whole or any part, as the authority think fit, of their reasonable travelling expenses.'

One notable difference between school transport provision in England and Wales and Scotland is that of the 'privilege lift'. In England and Wales, since the 1953 Education (Miscellaneous Provisions) Act, Local Education Authorities have been permitted to, and many do (see Section 9.3), levy a 'reasonable fare' for the use of vacant seats on school buses. In Scotland, however, this is not so. Section 51 of the 1980 Education (Scotland) Act states:-

(2) 'Where the requirements of pupils, for the conveyance of whom arrangements have been made by an education authority under subsection (1) (a) above, have been met, it shall be the duty of that authority, where there are any vacant places in any vehicle used for such conveyance, to allow such vacant places to be used without charge by other pupils to be selected by the authority.'

b) Northern Ireland

As in England, Wales and Scotland, in Northern Ireland school transport must be provided free of charge 'to facilitate the attendance of pupils at grant aided schools and of such pupils as the Department (of Education for Northern Ireland) may specify from time to time at institutions of further education and the Ulster college' (Article 41, Education and Libraries (Northern Ireland) Order 1972 and Article 52(1) Statutory Instrument 1986/594 (N13)). The Education Boards are required to 'make arrangements as they consider necessary' to enable this condition to be met. These are subject to approval by the Department of Education for Northern Ireland.

The provision of statutory school transport is also determined by minimum walking distances. Northern Ireland provides free school transport to those pupils under eleven years of age living more than two miles from their nearest school, rather than under eight years as in England, Wales and Scotland. Transport is provided free to those pupils of over eleven years of age living more than three miles from their nearest appropriate school.

In Northern Ireland, the Education Boards have more limited discretionary powers than Local Education Authorities elsewhere in the UK. Circular 1978/49 states:-

> 'a Board should not normally supply transport or pay travelling expenses for any pupils, other than a handicapped pupil, who lives within statutory walking distance of the school attended except on a concessionary basis as set out in paragraph 7 (using vacant places on Board owned and operated buses).
>
> Travelling expenses should not be paid, or transport specially arranged, for pupils, other than handicapped pupils, before the beginning of the term within which they attain the age of 5 years.'

Whereas in England, Wales and Scotland school transport is provided from the child's home to school, in Northern Ireland this is not so.

Circular 1978/49 continues:-

> 'It should be borne in mind that a Board has no obligation to assist travel for the whole of a journey to school if it would be reasonable or less costly to pay for part only; provided that the remainder of the journey does not exceed the walking distance and that the Board is satisfied, having regard to the length and time of the total journey, that the remainder of the journey is not excessive.'

As elsewhere in the UK, in Northern Ireland, Boards may offer spare places on school vehicles to other pupils. Paragraph 7 of Circular 1978/49, and more recently Statutory Instrument 1986/594 (NI 3) Section 52 (2) states:-

> 'where after the requirements of pupils for whom transport is provided under paragraph 1 have been met, there are vacant places in any vehicles used for such transport, the Board may allow those vacant places to be used by other pupils selected by the Board.'

3. Administration Context

3.1 Local Education Authorities

Although Local Education Authorities have existed in one form or another since 1870 it is the legislative framework introduced with the 1944 Education Act which forms the basis of the current administrative system for education. The 1944 Education Act created a system whereby education was to be planned and executed by the Local Education Authorities in accordance with national policy.

To enable compliance with this ideal, the 1944 Education Act reduced the number of Local Education Authorities from 315 to 146 (129 in England and seventeen in Wales) and standardised their format. Of these, sixty-two were the Councils of the administrative Counties, eighty-three were County Boroughs and one was a joint board of a County Council and a County Borough.

Recent reforms to this administrative structure for education have been based upon the belief that large administrative areas were more efficient than small (Mann 1979 p77). The first major, post-war change to this system came with the 1963 London Government Act, effective from 1 April 1965. With this Act, the Greater London Council and thirty-two London Boroughs replaced three County Boroughs (West Ham, East Ham and Croydon), two Counties (London and Middlesex) and parts of four other Counties (Kent, Surrey, Essex and Hertfordshire) together with twenty-eight Metropolitan Boroughs, thirty-nine non County Boroughs and fifteen

Urban Districts. From 1965, education in London was to be administered by twenty-one Local Education Authorities - the twenty Outer London Boroughs and a special committee of the Greater London Council (the Inner London Education Authority), covering the twelve Inner London Boroughs and the City of London.

Outside London, the Local Government Act of 1972 made a radical change to the administration of education. Although outside the provincial conurbations the County Councils remained the Local Education Authorities, their number was drastically reduced. In the six metropolitan areas, the District Councils became the Local Education Authorities. In England, the seventy-nine County Boroughs and forty-five Counties were replaced by thirty-nine Counties and thirty-six Metropolitan Districts. In Wales, thirteen Counties and four County Boroughs were replaced by eight Counties. The re-organisation reduced the number of Local Education Authorities in England and Wales to 104.

The most recent re-organisation has, however, increased the number of Local Education Authorities. The 1988 Education Reform Act (Section 162), with effect from 1 April 1990, abolished the Inner London Education Authority. Since 1 April 1990, the individual Inner London Boroughs and the City of London have become the Local Education Authorities for their area.

There are, therefore, now 117 Local Education Authorities in England and Wales responsible for the administration of education, including school transport. This

includes forty-seven County Councils, thirty-six Metropolitan Districts, thirty-two London Boroughs, the City of London and the Isles of Scilly.

3.2 Differences within the UK

a) Scotland

In Scotland, from 1945 until 1975, the County Councils - numbering thirty-five in all, were the Local Education Authorities. However, in Scotland, as elsewhere in the UK, the local government structure came under scrutiny during the late 1960s. The Commission for Scotland, under Justice Wheatley, recommended a two tier structure based upon 'large provinces' at the top tier, and small districts on the lower tier. This was at odds with the recommendations of the Commission for England and Wales, which had proposed a one tier system. However, whilst the proposal for England and Wales was replaced with a two tier system, the recommendations for Scotland were implemented with little change.

In Scotland, since 1975, education has been one of the services administered by the nine mainland and three island multi-purpose authorities. Due to the large size of the Regions in Scotland the 1973 Local Government Act also introduced School Councils. These Councils act as a link between the Local Education Authorities and the local community. They are appointed by the education authorities, who also decide how wide their functions will be. In theory, an education authority can

decide how many School Councils to establish. This could range from one for the entire Region to there being a governing body for each school, as in England and Wales. In practice no Region has adopted either extreme. The norm has been to establish a School Council covering each secondary school and its 'feeder' primary schools.

b) Northern Ireland

Education administration in Northern Ireland is quite distinct from that in the rest of the UK. Northern Ireland has its own autonomous education system, which for historical reasons has become in some ways 'more English that the English, whilst in other ways it has remained unmistakably Irish' (Bell and Grant, 1977). As such, the history of the administration of education in Northern Ireland contrasts sharply with that elsewhere in the UK.

From the Act of Union with Ireland in 1800 until the Irish Free State (Agreement) Act in 1922, the whole of Ireland was governed by legislation passed at Westminster and then administered from Dublin. Following the 1922 Act, legislative power over Northern Ireland was shared between the UK parliament at Westminster and the Northern Ireland parliament at Stormont. This administration created a system of: two County Boroughs (Londonderry and Belfast); six County Councils; ten Boroughs; twenty-four Urban Districts; and thirty-one Rural Districts. Education until 1947 was administered by eighteen Education Boards. After 1947 it was administered by eight Boards - one for each County or County Borough.

This administration continued until the 1970s when two factors encouraged a radical change. Firstly: the civil disturbances of 1968/9 led to the 1972 Northern Ireland (Temporary Provisions) Act which imposed direct rule from Westminster exercised by a newly created post of Secretary of State for Northern Ireland. This led to specific local governmental changes, most notably in terms of the allocation of housing. Power was again devolved to Northern Ireland with the Northern Ireland Assembly Act and the Northern Ireland Constitution Act the following year. Secondly: as elsewhere in the UK at this time, was an examination of the entire structure of local government (Redcliffe-Maud Commission in England and Wales, and the Wheatley Commission in Scotland). Unlike the rest of the UK, however, in Northern Ireland it was not until late on in this process that there an independent review body was appointed.

Early in 1966, the Northern Ireland government had a series of consultations with local authorities which had led to the 1967 White Paper entitled 'The reshaping of local government: statement of aims' (Command 517). Although the precise recommendations of this White Paper were changed twice in the subsequent four years, it did establish the main requirements. These were:

i) to ensure a drastic reduction in the number of local authorities;

ii) to guarantee an adequate tax and population base for the new councils; and

iii) to end the distinction between rural and urban areas.

At this stage it was envisaged that the County Councils would remain to provide education, health and social services. There would also be between twelve and eighteen new District Councils to provide all other local government services. After further consultation the government published the 1969 White Paper entitled 'The reshaping of local government: further proposals' (Command 530). This proposed sixteen new area Councils, together with the city of Belfast. It marked the first proposal to remove education from local government control, establishing new area Boards to administer this (as well as separate area Boards for health and social services) - hence proposing the abolition of the County Councils.

By December, 1969, a review body under the chairmanship of businessman Patrick Macrory was established. This was to determine a suitable local government system to put these White Paper proposals into practice. The Macrory review recommended:-

i) the establishment of 26 Borough or District Councils;

ii) the abolition of the County Councils or County Boroughs; and

iii) the appointment of area Boards to decentralise the administration of health and education services.

These recommendations became law with the 1972 Local Government (Northern Ireland) Act. In 1979 a working party for discussion on the future government of Northern Ireland proposed a number of alternative administrative arrangements. These included a proposal for a system of between one and eight all, or most purpose authorities. Despite these proposals to bring education, amongst other

services, into line with the rest of the UK there was no change. As such 'Northern Ireland remains the only part of the UK where there is no local democratic responsibility for providing the major personnel services', including education. The administration of education in Northern Ireland, therefore, remains distinct in two respects:-

i) a wide range of services including housing, education and social services have been removed entirely from local government; and

ii) the responsibility for these services (which Macrory described as regional services) now lies with the British Government working administratively through the Northern Ireland Office.

(Alexander, 1982)

3.3 The Function of the Local Education Authorities

In administering the provision of school transport there are a range of responsibilities common to all the Local Education Authorities in the UK. These responsibilities mean that the Local Education Authorities must undertake the following tasks:

- determining policy;
- assessing eligibility;
- procuring services;
- financial management; and
- monitoring

Determining Policy

There is a statutory requirement on all Local Education Authorities in the UK to provide a minimum level of school transport, in terms of both quantity and quality. The Local Education Authorities must provide free school transport to all pupils of compulsory school age, living beyond minimum walking distances (see Chapter 2). In addition, Local Education Authorities in England and Wales have a statutory requirement to assess the nature of a route taken by pupils not entitled to free school transport on distance grounds, and to determine whether transport should be provided on the grounds of safety. Local Education Authority school transport provision also operates within the statutory framework for public transport and road traffic which establishes minimum standards concerning the quality of vehicles and their operation.

In addition to these statutory requirements, all Local Education Authorities in the UK have wide discretionary powers to provide transport, or pay travelling expenses, for pupils not statutorily entitled to transport; or to provide transport for purposes other than home-to-school journeys.

Local Education Authorities not only have discretionary powers to widen the availability of school transport services, but can also require standards of service in excess of the statutory minima.

A Local Education Authority's policy for school transport provision is, therefore, determined at both the national and the local level. The education and transport legislation, together with the case law (see Chapter 4) establish a nationally applied framework to which an authority's individual policy must conform. However, in addition, locally determined discretions can be applied. The use of these discretionary powers will be influenced by parental pressure, member preferences, as well as financial constraints. As such, policies in individual authority areas vary widely (see Chapter 9).

Assessing Eligibility

The authority's individual policy on school transport provision will then be used as the basis against which eligibility to receive school transport services is assessed.

Applications for school transport provision will be received by the Local Education Authority, either from the school directly (for example at the end of a school year the transport requirements for those transferring to the following year will automatically be forwarded to the authority), or from individuals. Individual applications may be received directly from parents, for example where a child moves into an area, from Education Welfare Officers or from other statutory

agencies, e.g.: medical officers, where exceptional circumstances necessitate school transport provision.

Where pupils are eligible to receive free school transport, or transport at a charge, the requirement of these pupils are determined not only in terms of the route and vehicles, but also for individual needs, eg whether an escort is required.

Where a child is refused entitlement to school transport appeal is often made by the individual parent, or less commonly, by the representative MP or local ombudsman, to the relevant committee. Assessment of eligibility is then determined on a case by case basis, again influenced by parental pressure and member preferences. Such assessment of eligibility may result in an exception to the rule being made, refusal, or a change in the Local Education Authority's policy on entitlement.

Service Procurement

Having determined the eligibility of pupils to receive school transport, the Local Education Authorities are then responsible for ensuring that suitable transport arrangements are made to facilitate attendance at school by these pupils. In procuring suitable services the Local Education Authorities can utilise a range of modes. In the UK four modes predominate (see Chapter 11). These are:

- existing public transport services, usually buses, but these can also include rail services, or more exceptionally, tube, ferry or air services;
- contracted vehicles;
- Local Education Authority owned and operated vehicles; or
- parental cars (usually used where the above modes are not available).

The procurement of suitable school transport services by these modes means that the Local Education Authorities are also responsible for undertaking the following activities:

a) Specification of the route - in the case of existing public transport services this may already be done;

b) Tendering for the provision of services - either by negotiation with public transport operators, competitive tendering for contracted services, or directly with individual operators, the Local Education Authority, or parents.

c) Awarding contracts for the provision of routes - according to the route, vehicle, and service specifications, and cost;

d) Allocation of entitled pupils to these services;

e) Issuing travel permits - to those travelling on existing public transport services, and usually to those using contracted vehicles; and

f) Maintaining records of contracts and routes.

Financial Management

The procurement of services for school transport implies there is a responsibility on the Local Education Authorities to undertake certain financial activities. Local Education Authorities are, therefore, responsible for the payment of operators,

whether public transport operators, contractors, parents, or the Local Education Authority for use of their vehicles. They must also maintain financial records of the services provided.

Monitoring

All Local Education Authorities in the UK have a statutory requirement to obtain value for money from the provision of school transport services. This necessitates the monitoring of school transport services to evaluate the financial performance of routes.

The statutory requirement, and discretionary policies, also necessitate that Local Education Authorities monitor school transport services to ensure that both quality and quantity are sufficient. They are responsible for ensuring that services meet both the statutory safety requirements and also the individual authority's requirements, for example on vehicle standards, driver requirements or maximum journey times. Local Education Authorities must also monitor school transport services to ensure that supply meets the demands dictated by both the statutory requirements and the authority's policy and to assess when demand must be modified (through a change in policy) so that it matches the available supply of school transport services within the given financial constraints. Consequently, the Local Education Authority must also monitor the operational performance of school transport services.

The extent to which and the way each Local Education Authority undertakes each of these administrative functions varies widely within the UK, and has changed in many areas in recent years (see Section 11.2). In some authorities, all the administrative functions are delegated to the authority responsible for the provision of public transport in that area.

More usually, where the Local Education Authority delegates some of its administrative functions, the Local Education Authority, via its members, will retain responsibility for determining policy and assessing entitlement, but delegate procurement of services. However, the administration of school transport in all the Local Education Authority areas in the UK involves the execution of each of these functions.

4 Literature Review and Case Law

Abbreviations Used

AC	Appeal Cases (Law Reports)
All ER	All England Law Reports
JP	Justices of the Peace Reports
JPJ	Justice of the Peace and Local Government Review
KB	King's Bench
LGR	Local Government Reports
LT	Law Times
SJ	Solicitor's Journal
WLR	Weekly Law Reports

4.1 Walking distances:

The main concern of the literature on school transport provision, and of much of the case law, has been the continued application of the two-and three-mile minimum walking distances to determine eligibility to receive free school transport.

As early as 1913 the case of Hares v Curtin (2KB 328, see Liell 2/11/84) established that the three mile limit, measured by the nearest available road, beyond which non- attendance at school was defensible, as set out in the 1870 Elementary Education Act, could be measured along any particular class of road including a cart track; i.e. the nearest available route from the child's home to the nearest school. This phrase of the 'nearest available route' was included in the 1944 Education Act and has continued to prove to be a contentious issue.

In the absence of any guidelines as to what constitutes 'necessary transport arrangements' under Section 55 of the 1944 Act (see Bull 1980), and following the cases of Surrey County Council v Ministry of Education in 1953 (1 All ER 705, see Liell 2/11/84) and that of Rootkin v Kent County Council in 1981 (1 All ER 232), 'necessary transport arrangements' have been taken as being read in conjunction with 'suitable arrangements' under Section 39. Consequently, Local Education Authorities have continued to use the minimum walking distances, or some reduction in these distances, to determine eligibility to receive free school transport.

The defence of non-attendance at school on the grounds of inadequate transport provision is, however, only applicable to those pupils of compulsory school age. Hence 'necessary transport arrangements' for post- (or pre-) statutory pupils may be based upon different criteria, determined by the Local Education Authority. Where non- attendance is being defended the proof of distance lies with the parent (see Poole 1988 p148). 'Suitable arrangements' for transport must be from a point 'reasonably near his (a pupil's) home to a point reasonably near the school'. This was established by the 1953 case of Surrey County Council v Ministry of Education (1 All ER 705). In this case transport to a point where the child was within the walking distance of home or school was not deemed to be 'suitable arrangements' (Poole 1988 p148).

The applicability of using the minimum walking distances to determine eligibility to receive free school transport was first questioned in 1954. In the case of Shaxted v Ward (1 All ER 336; see Liell 9/11/84) Lord Goddard said 'I can only say, speaking for myself, that a route along which a child can walk and which measures not more than two miles is the "nearest available route". It may sometimes be unsafe. Parliament has not substituted safety for distance as the test.'

In 1965, following a debate in parliament in which the dangers to children living within these distances and walking to and from school were recognised, with the Department of Education and Science issuing a circular letter to all Local Education Authorities. In this, they encouraged Local Education Authorities to take the possible dangers to children into account when exercising their discretionary powers under Section 55 (2) of the 1944 Act to provide transport for children living within the walking distances of school (DES 1973 p16).

In 1973, the Hodges Working Party report conceded that: 'The danger to children from traffic, and less frequently from assault on lonely journeys, has probably been the most cited cause of dis-satisfaction about the present school transport arrangements'. They regarded the minimum walking distances as becoming 'increasingly unreal'. However, they also reported that by 1973 two thirds of authorities appeared still not to take the safety of those walking to school into account when determining their use of discretionary powers (DES 1973 p16, 31-2).

The controversy over the continued use of the two-and three-mile distances has continued to date. In the 1986 case of Rogers v Essex County Council ([1987]AC 66), Rogers claimed that the 'nearest available route' was dangerous, isolated and unlit. The Law Lords, however, said that it was no defence against non-attendance at school to argue that the only safe route to school was over three miles. They ruled that 'a route to be available within the meaning of s39(5) must be a route along which a child **accompanied as necessary** can walk and walk with reasonable safety. It does not fail to be available because of the dangers which would arise

if the child is unaccompanied' (see Liell 1986). The 1986 Education No. 2 Act subsequently amended the law, requiring Local Education Authorities to have regard, inter alia, to the age of the pupil and the nature of the route, or alternative routes, which he could reasonably be expected to take (see Section 2.1).

This 1986 amendment 'necessitates a more considered response by Local Education Authorities ... which takes much more account of the circumstances of the individual child' (Goddard 1988). But, as Goddard points out, if this is taken to the limit, it becomes necessary to assess the journey of each child, as well as its health, maturity and personal circumstances. This would, he argues, be an impractical and costly task for the Local Education Authorities concerned (in this case Cheshire). Unfortunately, the case of Devon County Council v George ([1989] AC 573) has done little to clarify the situation. In this case, Devon County Council stated that because the child's step-father was unemployed, he was available to accompany George as necessary, therefore free transport was refused. In April 1987 the House of Lords upheld this decision, saying that the Local Education Authority could take into account 'amongst other things' the father's ability to accompany the child, in deciding whether the route was available (see Adams 1989). This ruling has meant that the Local Education Authorities can adhere to a general policy regarding eligibility to receive free school transport - as long as it admits the possibility of exceptions (see Stephenson 1988). Consequently, Local Education Authorities now not only have an obligation to determine whether a route is available if the child is accompanied as necessary, but also whether accompaniment is **reasonably practicable** (Independent 29/4/1987).

The continued use of the two and three mile limits, in terms of the safety of children walking to and from school, has increasingly come into question in recent years with calls for reform coming from several sides (see Nice 1989; Bramham 1989; Adams 1989; Bull 1980 and Walmstey 1984).

In contrast to calling for reduced walking distances, or an alternative basis of defining eligibility to receive free school transport, Clarke (1986) and Tight (1988), whilst both recognising the problems that exist in terms of the safety of pupils living within the minimum distances, walking and cycling to school, call for a different approach. They argue that routes to school should be made safer. This, they say, could be achieved through more careful planning of school catchment areas (a point also made by Rigby in 1979) and the identification of 'safe routes' to school. Such 'safe routes' to school would minimise the number of road crossings, and have already been implemented in both the Netherlands and Denmark (Clarke 1986) and are now receiving increasing attention in the UK (Sharpington 1990).

4.2 Safety

It is not just the provision of school transport to those living within the minimum walking distances, and their safety, that has received attention. The safety of those already in receipt of free school transport whilst on their journey has also been the focus of much attention.

Supervision

The use of 'otherwise' in Section 55(1) of the 1944 Education Act covers the provision of staff to take care of children during the journey to school. Failure to provide such staff supervision may constitute negligence.

In the case of Shrimpton v Hertfordshire County Council in 1911 (104 LT 145, see Poole, 1988 p295) a child injured herself by falling whilst alighting from a school bus in a manner she might not have done had a supervisor been present. The court held that the authority, having provided the bus, must ensure it to be reasonably safe. The fact that the child lived within a mile of school was said to be immaterial.

Supervision provided by school prefects may, however, be adequate. In the case of Jacques v Oxfordshire County Council in 1967 (66 LGR 440) it was held that the standard of care of a reasonable parent had been maintained by providing a school prefect to supervise, even though Jacques's eye had been injured by a paper

pellet thrown on the bus. This 'reasonable parent' test does not, however, always produce such clear results.

In the earlier case of Ellis v Sayers Confectioners Ltd in 1963 (107 SJ 252), a supervisor was employed. However, when a deaf and dumb child alighted from the bus and was subsequently injured, the authority were held to be 20% liable with the court stating that the supervisor had not taken the care of a reasonable adult.

The case of Jacques v Oxfordshire County Council established that Local Education Authorities operating school buses have a common law responsibility for the safety of children on them; the standard of care required being that of a reasonable parent. However, the Hodges Working Party stated 'we are advised that this responsibility would probably be held to extend to school buses operated by contractors, but its full extent has never been established in the courts' (DES 1973 p21). Yet in the case of Myton v Woods in 1980 (79 LGR 28), a Local Education Authority was held not to be liable for the negligence of a taxi driver who was their independent contractor. The Local Education Authority were deemed to have exercised the standard of care of a reasonable parent in employing a taxi firm. Despite not providing supervision, the subsequent negligence on the part of the taxi driver was not held to make the Local Education Authority negligent.

Supervision on school transport is still discretionary. It is provided by the Local Education Authority where they consider it to be necessary. However, in a study of parental complaints to the Regional Councils in Scotland regarding school

transport, the Scottish Consumer Council (SCC) found that four fifths of parents were concerned with supervision, usually the lack of it, on school buses (SCC 1988).

Section 19 Permits

A school bus is defined as a 'motor vehicle which is being used by a Local Education Authority to provide free school transport' (Section 46 1981 Public Passenger Vehicles Act). School transport provision under Section 55(1) of the 1944 Act is usually secured by the purchase of season tickets (bus passes) for use on existing public transport services; or by contract hire of buses or other vehicles. In these cases, school buses are Public Service Vehicles (PSV) and as such must meet PSV standards of safety.

School buses owned and operated by the education authority themselves do not, however, have to meet these requirements, whether carrying fare-paying passengers as well as school pupils, or not. Such buses are operated under Section 19 permits (Section 19 1985 Transport Act). Permits for small buses (eight-sixteen seats) are granted by the Local Authority themselves. For larger buses permits are granted by the Traffic Commissioners.

Those buses operated under permit do not have to be licensed for initial fitness (Section 6 1981 Act), be driven by the holder of a PSV licence (Section 22 1981 Act) or be operated by the holder of a PSV operator's licence (Section 12(1) 1981 Act). Although all registered motor vehicles of over one year old must be tested annually, school buses operated under permit are not subject to the same additional tests that PSV vehicles are subject to (see Poole 1988 p253; SCC 1988 p8-9).

The 'three for two' rule

One of the major safety concerns regarding those in receipt of free school transport is the continued use of the 'three for two' rule, whereby it is permissible for three children to occupy a double seat. In 1984 the Department of Transport (DTp) proposed that the age under which three pupils can occupy a double seat be reduced from fifteen to twelve. It was argued that 'three children aged fourteen years weigh on average twenty-two per cent more than two adults, and do not physically fit on a double seat. So school buses in particular can be over-loaded and overcrowded' (TES 2/3/84 p18). This proposal was opposed by the Association of County Councils (ACC) who described the reduction as 'daft and expensive', claiming it would cost Counties an additional £9 million per annum (TES 2/3/84). The age was subsequently lowered from fifteen to fourteen by the Public Service Vehicles (Carrying Capacity) Regulations Statutory Instrument 1984/1406.

In a survey of travel to secondary schools in Berkshire and Surrey (Rigby and Hyde 1977), it was found that half of the school bus users complained about the overcrowding resulting from the 'three for two' rule. Even following the 1984 age reduction this still appears to be a problem. The Scottish Consumer Council found that over half of parents' expressed concern about overcrowding on school buses (SCC 1988).

Despite both parental and pupil concerns about the continued use of this rule, recent proposals for change received fierce opposition from the ACC on the grounds of cost, (TES 24/6/53 p6)).

Seat belts

Since September 1989, the use of seat belts in the rear of cars has been compulsory for children. This legislation only applies to those cars already fitted with rear seat belts. However, this does not ensure that all children travelling to school in cars or taxis are restrained. In its draft regulations the Department of Transport stated 'We do not propose that the regulation should be so restrictive as to prevent the large family, or a group of children - on the school run for instance - from travelling together. Having said that, we are not inclined to propose any exception for cases where a driver wishes to carry so many children in the rear of the vehicle that wearing any or all of the restraints available becomes physically impossible' (DTp 1989). Hence, where there are more children than seat belts, as on many school runs, those without a restraint are exempt. In August 1989 it was

estimated that sixty-five per cent of existing vehicles did not have rear seat belts (Observer 27/8/89). The proportion of cars fitted with rear seat belts is, however, increasing at about ten per cent per annum; (Times 1/9/89) and many Local Education Authorities do ensure that only those cars fitted with rear seat belts are contracted on their behalf to do a school run.

Seat belts on school buses have been a contentious issue in the US for more than twenty years (see Section 15.6). It is an issue which has recently begun to receive attention in the UK. In November 1989 it was reported that the Government was to target school buses for the fitting of seat belts. Robert Atkins (then Minister for Roads and Traffic) said 'We already require seat belts on the front seats of new coaches and minibuses. Our aim is to get this provision extended to all the seats in coaches and minibuses. Meanwhile, we are encouraging Local Education Authorities to specify that, wherever possible, vehicles used to transport children are fitted with seat belts...' (Coachmart 23/11/89). This has been met with mixed reaction. There is concern not only about the cost implications of their introduction, but also the safety benefits achievable (Coachmart 25/1/90). Parents, however, appear often to be in favour of their introduction (Home and School Spring 1990).

Other Safety Issues

In 1984 the European Conference of Ministers of Transport (ECMT) reported on school transport. In terms of safety its recommendations included:-

- improved road education and better driver training;
- more stringent supervision of children;
- improved selection and signposting of school bus stops; and
- improved layout and inspection of vehicles.

In terms of the vehicles used they stated:-

> 'there should be improvements to make vehicles more easily identifiable (use of a light colour specific to this type of vehicle, additional signals by means of special lights when children are getting on and off), to reduce collision effects externally (bumpers, side-guards, underrun- guards) and internally (elimination of projecting parts and sharp edges, window opening only in part, suitable steps, safety belts on front-row seats and those facing the aisle or opposite the door platform, protective barriers and handles designed to suit the needs of children). Vehicles should also be made fire-proof (use of non-inflammable materials). In addition, all school transport vehicles should undergo frequent and particularly stringent technical inspections at regular intervals'
>
> (ECMT, 1984 p120-2)

In 1980, the Government was reported to be looking into the possibility of dedicated school buses, such as those used in the USA (see Chapters 15 and 16) following an admission by a junior education minister that there were 'acknowledged shortcomings' in the safety regulations adopted by Local Authorities (TES 22/8/80). Despite this, it is only recently that concern over school bus safety standards has prompted any change in the UK.

Devon has recently begun operating a pilot scheme for new school bus signing and experiments with flashing lights (Bus and Coach Management Dec/Jan 1990 p42). In this trial scheme 130 buses have been operated with a variety of signs, including electric units with flashing lights activated by the opening of the bus doors (Local Transport Today 16/5/90).

Early in 1990, the Government stated 'there is a case for requiring buses carrying school children to be marked with a distinctive sign' (Bus and Coach Management Dec/Jan 1990/1). The DTp, in June 1990, consulted authorities regarding the improved signing of school buses and other safety features. The results of this consultation are yet to be published.

4.3 Equity

The current basis of providing school transport according to the two-and three-mile minimum walking distances has also received criticism on the grounds of equity, not only the inequity for parents and pupils, but also for Local Education Authorities.

In 1979 the Education (No 2) Bill (Clauses 23 and 25) sought to empower Local Education Authorities to charge as they considered necessary for school transport. The defeat of these Clauses in the Lords in March 1980 (Hansard 981 Col 209) and the preservation of the minimum walking distances, were hailed as a great victory for the rural and church schools. But this victory soon appeared rather hollow, as the provision of school transport during the early 1980s became increasingly expensive both to Local Education Authorities providing school transport and to the parents of pupils not in receipt of free transport. The whole system was said to be gradually 'breaking down under the twin pressures of inflation and public spending cuts' (Guardian 15/12/81). As a consequence of these rising costs the equity of the current basis of providing free school transport has been increasingly questioned in recent years.

The preservation of the two-and three-mile minimum walking distances maintained a system of provision which is inequitable for Local Education Authorities. As Hutton (1976) says, such walking distances are not based upon any assessment of the cost to the authority of providing such transport, but rather on some notion of how far a child could be expected to walk and still benefit from the education received. Such 'arbitrary distances and hazard criteria which take no account of means are no longer a fair way of apportioning school transport costs between parents and public resources' (Stephenson 1988).

However, it is the inequity caused by the minimum walking distances for parents and pupils, rather than for Local Education Authorities, that has received the main attention. The 1973 Hodges Working Party review of school transport was 'undertaken against a background of the increasing cost of school travel which was being faced by parents of non-entitled children' (ATCO 1979). The fact that many children travel at no cost to their parents, when others face an increasing burden (in real terms) has been a constant source of criticism.

These walking distances 'have always been a cause of great bitterness to families living at the cut off point ... but ... that cut-off point is now being accentuated by soaring bus fares' (Guardian 15/12/81). It is this sudden cut-off point which has remained problematic. As Nice argues (1989) 'It is indefensible in justice or logic that one child living just over three miles from school pays nothing and a neighbour perhaps only a few yards down the road and using the same bus stop pays in full.'

This present system of walking distances 'produces a gross imbalance between those that are "entitled" and those that are "non-entitled"' (ATCO 1988). As David Bull points out, 'it is generally axiomatic in the delivery of social services - especially when sizeable benefits are at stake - that those who receive free services and those who pay in full should not be divided by a sudden cut off point' (Bull 1980). However, it is not just the inequity for parents and pupils on either side of these walking distances that is of concern.

The current system of school transport provision is also largely based upon the use of Local Education Authorities' discretionary powers. School transport 'is one of those areas where the mis-used dictum "local authorities know best the needs of their areas" is actually justified: Local Education Authorities know that some short journeys are tougher or more dangerous than others' (Bull 1980). However, this also means that different authority areas within the UK can vary their school transport provision through the use of discretionary powers - including reducing minimum walking distances used to determine eligibility. Furthermore, the costs of school transport to those living within the walking distances varies widely between areas. There have been, and continue to be, wide discrepancies between different bus companies in their policies towards school children (Education 17/9/76 p226; O'Reilly 1988; O'Reilly 1989).

4.4 Parental Choice of School

The 1980 Education Act strengthened the right of parents to choose a school for their child. In practice, however, parental choice of school offered by the 1980 Act was shown to be limited, unless transport provision was made. In order to offer a choice of school 'it would seem that there must be free, viable transport to any school' (Stillman and Maychell 1986 p182). Whilst the Government appeared to realise this, with calls for the use of 'equivalent fare' payments (letter from the Department of Education and Science on behalf of the Secretary of State for Education, to all Chief Education Officers, 15/12/81), this has not been widely introduced. Equivalent fares are permissible under Section 55 of the 1944 Act, but they are discretionary. In practice, they are difficult to administer. It is also difficult to determine what the equivalent fare is, as the marginal reduction in cost of that child no longer travelling on a vehicle where neither the mileage or capacity can be reduced, may be nil. As such, any payment to the parent for a child to travel to a different school could impose additional expense on the Local Education Authority.

In practice, free school transport is usually only provided for parental choice reasons to Roman Catholic schools. This discretion pre-dates the 1980 Education Act, and any change would be strongly opposed by the schools involved. Yet it is a concession which is increasingly costly to provide. It is also now a difficult anomaly, especially in the light of the changes introduced with the 1988 Education Reform Act (see Section 9.4). Its provision also varies between the authority areas.

For example three London Boroughs refused to make special concessionary transport provision to Roman Catholic schools (Guardian 15/12/81) and other authorities often place variable limits on the distances within which this is offered.

The 1988 Education Reform Act further enabled and encouraged parental choice of school, yet made no change in the basis of free school transport provision. As with the parental choice introduced in 1980, extension of parental choice in 1988 has been met with the concern that this will only be a reality for the well off who can afford to meet the costs of transport for their own children (Goddard 1988 p73).

The extension of parental choice of school was predicted to have considerable implications for school transport provision by Local Education Authorities. 'The extension of choice .. (together with the ability of schools to "opt out") seems likely to lead to a more dispersed pattern of journeys whose average length will increase. This will place severe pressure on the Transport Authorities' (ATCO 1988). Goddard (1988), also predicted that the school transport environment would become less stable, being reactive to parental choice of school. This, he argued, was likely to create practical administrative difficulties for Local Education Authorities.

Fawcett (1989), predicted a 'statutorily underpinned escalation of school transport costs' which, he says, operators may regard as welcome increased revenue. However, he also warns that there are likely to be long-term disadvantages to this as the planning of services becomes less easy and concentrated flows of school traffic less common.

5. Aims and Objectives

In recent years there has been increasing concern from Local Education Authorities and parents regarding the provision of school transport. The main areas of concern are those of the equity, the increased cost of provision, the lack of clear legislation and the continued relevance of providing school transport according to the minimum walking distances established by the 1944 Education Act. The general aim of this research, therefore, is to evaluate the current level and basis of school transport provision by the Local Education Authorities within the UK, to assess the case for change and to then examine the consequences of these possible changes to this system of provision.

The specific objectives of this research are fourfold:

- to establish the changing demands upon Local Education Authorities regarding the provision of school transport;
- to establish the current level of, and recent trends in, the provision of school transport at Local Education Authority level;
- to determine the effects of recent transport and education legislative changes upon the provision of school transport; and
- to evaluate alternative bases of school transport provision.

To establish the changing demands upon school transport provision and upon Local Education Authorities since its introduction, the long term trends in the costs of provision and numbers of pupils in receipt of free school transport are examined. By establishing how demands upon Local Education Authorities have changed, both in the longer term since the introduction of school transport in the 1940s and more

recently since deregulation in 1985, the implications of continuing to use the 1944 basis of provision in terms of costs, the numbers of pupils in receipt and safety, are determined.

The second objective is to establish the current level of, and recent trends in, the provision of school transport at Local Education Authority level within the UK. This will establish how school transport services vary between authority areas which will provide a basis from which the equity of current provision, for parents and pupils, can be assessed. This will be done not only in terms for the equity of those living on either side of the minimum walking distances, but also between local authority areas. This will also establish how equitable the current basis of provision is for the Local Education Authorities in terms of the different costs incurred, and the levels of service required.

The third objective is to determine the effects of recent legislative changes, both to transport and to education legislation, upon the provision of school transport. This will establish whether, as a consequence of these recent changes, the basis of providing free school transport should be altered.

From these, the current criteria used for the provision of school transport will be assessed, and the case for the introduction of alternative bases of provision will be evaluated. The fourth, and final, objective, therefore, is to examine alternative ways of providing school transport. This will be done by comparing the UK with the system of pupil transportation in the USA, and by reviewing proposals for an

alternative system in the UK. The implications of introducing alternative bases of provision of school transport in the UK will then be evaluated.

6. Methodology

The general aim of this research is to evaluate the current level and basis of school transport provision by the Local Education Authorities in the UK, to assess the case for changing this basis of provision and to examine the consequences of such change. To enable this aim and the more specific objectives outlined in the previous Chapter to be met a national, rather than a local, scale of analysis is adopted. This has been used for the following reasons:-

i the current provision of school transport is based upon nationally applied criteria;

ii The changing demands on school transport provision since its introduction in terms of the demographic, education, social and legislative changes have occurred at a national level;

iii to establish the equity of this current basis of provision for both parents and Local Education Authorities it is necessary to establish the variations that exist throughout the UK resulting from differing legislation and use of discretionary powers; and

iv any change in policy resulting in an alternative basis of school transport provision is likely to be introduced by legislative change implemented at a national level.

The most recent comprehensive study of school transport provision was carried out in 1973 by the Hodges Working Party. However, this was restricted to consideration of school transport provision in England and Wales. A national scale of analysis for this research is, therefore, also used to permit comparison with this work, and to update the information available; as well as enabling comparison with school transport provision in Scotland and Northern Ireland.

To determine the changing demands upon school transport provision since this introduction trends in the numbers of pupils receiving free school transport are examined. These changes in demand for school transport services resulting from changing demographic patterns, provision of education and parental expectations are used to determine the relevance of using the 1944 basis of provision today.

One of the main parental concerns regarding school transport provision is that of the safety of children walking to and from school within the minimum distances. The current basis of providing free school transport is claimed to be outdated because of the increased risk to these children, especially when compared to forty-six years ago. Consequently, trends in road usage and child pedestrian casualties are examined to establish the continued relevance of these walking distances on road safety grounds.

Whilst it is recognised that the changing demands on school transport services since its introduction have varied at the local level, arguments relevant to changing the basis of provision resulting from the long term social trends and institutional responses to these trends, as well as parental concerns regarding road safety, are common to all authority areas. For this reason consideration of these trends is restricted to the national level. The selection of 'typical' Local Education Authority areas was inappropriate because of the varying effect of these changing demands in each area. However, consideration of these long term changes at the national level is sufficient to determine the case for an alternative basis of school transport provision on these grounds.

The provision of school transport services varies at the local level as a result of the legislation, administrative practices, member preferences, historic trends was well as local needs. To determine the equity of the current basis of school transport provision for parents, pupils and Local Education Authorities the recent trends in, and the current basis of, provision at individual Local Education Authority level within the UK are examined.

To establish the recent and current provision of school transport at individual authority level a postal questionnaire was sent to all Chief Education Officers in England, Wales and Scotland in November 1988. This questionnaire requested detailed information on the basis of provision, the numbers of pupils entitled to and receiving transport, the means of provision, was well as on expenditure (see Appendix to Chapter 9). Information was requested for five years, 1983/4-1988/9, in order to determine both recent trends and to enable an assessment of the effects of the 1985 Transport Act to be made (see Section 13.2).

Prior to November 1988 the questionnaire had been sent to two Local Education Authorities for comment. From discussion with these, and other Local Education Authorities, it was known that the questionnaire requested information that would not be widely available. However, the questionnaire retained requests for information for the years back to 1983/4, and on both the means of provision and extent of provision by school sector, to try and establish the availability of such information at individual authority level. Follow up letters were sent during

January 1989 to each Local Education Authority not responding, and subsequent telephone calls were made to establish the reason for non-response.

Additional information to determine the recent and current provision of school transport by the individual authorities was received from the Scottish Education Department and directly from the Department of Education for Northern Ireland for the five Education Boards. Information on the numbers of pupils receiving free school transport and the modes used are collected centrally by the Scottish Education Department from annual returns made by the individual Regions. Similarly, information from the Education Boards is collected by the Department of Education for Northern Ireland.

Expenditure figures in terms of the unit cost of school transport per maintained pupil are obtained for the English and Welsh Local Education Authorities from the annually published CIPFA Education Estimates and for the Scottish Regions from the annual CIPFA Rating Review. Expenditure figures for the five Northern Ireland Education Boards were obtained directly from the Department of Education for Northern Ireland. From these, average unit costs and total school transport expenditure are calculated for each Local Education Authority area in the UK. Where necessary, additional expenditure figures for England, Wales, Scotland and the UK overall are taken from the annual publications: Statistics of Education:Finance and Awards; Education Statistics for the UK; and Statistics of Education in Wales.

Recent trends in the use of Local Education Authority discretionary powers, and the extent to which reductions in the minimum walking distances, are also examined to determine how the current basis of school transport provision varies at the local level.

Trends in school transport expenditure, obtained from the questionnaire survey are used to determine whether the reductions in expenditure envisaged with the introduction of the 1985 Transport Act have been achieved. Similarly, modal choice data from this survey has been used to assess whether the co-ordination of public and school transport encouraged by this Act has also occurred. Discussion of the effects of the 1985 Transport Act at the local level shows that the implications of these recent legislative changes upon the provision of school transport services differs between individual Local Education Authorities. However, the arguments relevant to changing the current basis of school transport as a result of these recent legislative changes are applicable at a national level, and as such are considered at that level.

To determine an alternative basis of providing transport a study of recent and current provision of school transportation in the USA is undertaken. In the USA, as in the UK, the provision of school transportation varies at the local level and provision in one school district - Fairfax County, Virginia, is examined to illustrate this. Alternative proposals for different bases of providing school transport in the UK are then reviewed and discussed in the context of the current issues, with the most attractive options evaluated. This evaluation establishes the likely costs

involved for parents, pupils and Local Education Authorities, as well as the benefits, were these alternative bases of provision to be adopted. Again the costs and benefits are examined at the national level, as any policy change is likely to be implemented by nationally applied legislation. However, it is realised that the costs and benefits would differ for each Authority area. For this reason, the recommendations for future research recognise that further consideration of such a policy change should include a detailed assessment of these costs and benefits at the local level.

PART II: THE CASE FOR CHANGE

Introduction

Since its introduction during the 1940s the provision of school transport has continued to be based upon the same minimum walking distances and has maintained the role of facilitating attendance at the nearest appropriate school. In recent years the continued use of these two and three mile walking distances to determine eligibility to receive free school transport, and the relevance of these criteria forty-six years on, has come into question.

The first two chapters of Part II, therefore, examine the changing demands upon school transport provision since the 1940s. Chapter seven examines the social trends during this time, in terms of the school population, population distribution, public transport usage, road safety and modal choice for the journey to school. Chapter eight looks at the institutional changes during this time-in terms of the provision of education services and public transport-and finally the provision of school transport.

The subsequent four chapters then examine recent trends in, and the current provision of, school transport in the UK by the individual Local Education Authorities. Chapter nine outlines the current basis of provision used by the authorities and discusses the variations that exist within the UK. Chapter ten determines the recent trends and current demand for school transport provision and

the extent of entitlement to free school transport services in the UK. Chapter eleven establishes how school transport is provided by the authorities, and finally Chapter twelve examines the costs of this provision in recent years for the Local Education Authorities.

The most recent comprehensive survey of school transport provision in England and Wales was carried out by the Hodges Working Party in 1973. There is no current information available on the basis of provision, the extent of school transport provision or on the way in which school transport services are provided by the Local Education Authorities in England and Wales.

Information on the numbers of pupils receiving free school transport and the modes used is, however, collected centrally by the Scottish Education Department from annual returns made by the individual Regions. Similarly, information from the Education Boards in Northern Ireland is collected by the Department of Education for Northern Ireland.

To determine the recent trends in, and the current provision of school transport at individual authority level a postal questionnaire was sent to all Chief Education Officers in England, Wales and Scotland in November 1988. This questionnaire requested detailed information on the basis of provision, the numbers of pupils entitled to and receiving transport, the means of provision, as well as on expenditure (see Appendix to Chapter 9). Information was requested for five years, 1983/4-1988/9, in order to determine recent trends, and to enable an assessment of

the effects of the 1985 Transport Act to be made (see Section 13.2). Additional information was received from the Scottish Education Department. Information for the five Education Boards in Northern Ireland was obtained directly from the Department of Education for Northern Ireland.

The information provided in the responses from the individual Local Education Authorities varied widely, and was particularly limited for the English and Welsh authority areas. Overall thirty-three of the English and Welsh Local Education Authorities provided information on their provision of school transport (sixteen Metropolitan Districts & London Boroughs and seventeen Shire Counties). Information on school transport provision was obtained for all Scottish Regions and Northern Ireland Education Boards. Overall this provided details on school transport provision in fifty of the 121 Local Education Authority areas in the UK (41%).

Expenditure figures in terms of the unit cost of school transport per maintained pupil were obtained for the English and Welsh Local Education Authorities from the annually published CIPFA Education Estimates, and for the Scottish Regions from the annual CIPFA Rating Review. Expenditure figures for the five Northern Ireland Education Boards were obtained directly from the Department of Education for Northern Ireland. From these, average unit costs, and total school transport expenditure, were calculated for each Local Education Authority area. Additional expenditure figures for England and Wales, Scotland and the UK overall were

obtained from the Statistics of Education: Finance and Awards, Education Statistics for the UK, and Statistics for Education in Wales.

Chapter thirteen then examines recent legislative changes to both education and transport provision, and discusses the implications of these changes for the provision of school transport.

Finally, Chapter fourteen assesses the case for a change in the basis of providing free school transport in the UK as a result of the changing demands since the 1940s, the current provision of services at individual Local Education Authority level, and recent legislative changes.

7. Social Trends

7.1 School Population

Since 1945 the school population has increased considerably. The 1951, 1961 and 1971 censuses show successive increases in the number and proportion of children in the UK population following the post-war baby boom (children are those under fifteen years of age prior to 1971, and sixteen years of age for later years). The UK school population increased from approximately 6 million in 1945/6 to 10.6 million by 1976/7.

By 1971 the birth rate in the UK was declining. Between 1971 and 1981 there was the largest ever recorded inter-censal fall in the number of children in the UK and by 1981 the number of children aged under five was smaller than at any time since 1861 (OPCS 1981). This demographic change affected school rolls in the UK throughout the late 1970s and the 1980s. Primary school rolls started to decline in 1973/4 and this continued until 1984/5, although since 1985 primary school rolls have again started to increase. Secondary school rolls began to decline by 1976/7 and this has continued to date. Overall the school population declined from a peak of 10.6 million in 1976/7 to 8.5 million by 1987/8 (Education Statistics for the UK (1970-1989) CSO Annual Abstract of Statistics for the UK (1939-88)).

However, despite these falling school rolls over the past fifteen years, the number of pupils attending school is still approximately 40% higher than it was during the

1940s, when the statutory framework for the provision of school transport was introduced.

Furthermore, the composition of the school population has changed since 1945. Whilst the primary school population has increased by 15% since 1945, secondary school rolls have risen by almost 90%, with secondary school pupils accounting for an increasing proportion of the overall school population (see Appendix to Section 7.1). This has been due not only to the increase in the birth rate, but also to the raising of the minimum school leaving age and to the trend of more pupils staying on at school beyond this age.

There has been a trend of increasing numbers and proportions of fifteen-eighteen year olds attending school since 1946, as shown in table 7.1a.

	England and Wales	Scotland
1946	8.0%	9.5%
1950	10.0%	13.2%
1955	11.9%	9.9%
1960	13.8%	14.4%
1965	18.7%	19.2%
1970	23.8%	27.0%
1975	34.0%	43.7%

Table 7.1a: Proportion of 15-18 year old staying on at school, England & Wales and Scotland, 1946-1975

Source: CSO Annual Abstract of Statistics. HMSO.

This trend has continued in recent years (Education Statistics for the UK 1989 HMSO) with the proportion of post-statutory age pupils increasing-although the

decline in population aged sixteen-eighteen years has meant that in absolute terms the number of pupils staying on has remained stable as shown in table 7.1b.

	17 year olds		18 year olds	
Year	Number	%	Number	%
1980/1	135,000	14.3	15,000	1.6
1984/5	140,000	15.2	21,000	2.3
1985/6	135,000	15.0	21,000	2.3
1986/7	139,000	15.5	20,000	2.2

Table 7.1b: Number and proportion of 17 and 18 year olds staying on at school, UK, 1980/1-1986/7

Source: HMSO (1989) Education Statistics for the United Kingdom, 1988 Edition.

7.2 Population Distribution

In addition to the changing numbers in the school population there has also been a change in the spatial distribution of the population, and hence of the school population, during the past forty-six years.

The dominant population trends of the recent decades have been the drift from the older industrial northern regions to the south; movement from rural to urban areas; and the counterflow from city centre to suburban and rural areas (Lawton 1982 p109).

The predominant population trend during the early part of this century was that of rural de-population. Since the second world war, however, population losses from rural areas have progressively diminished; although de-population from the remoter rural areas continued into the 1960s (Lawton 1982 p109).

Although no regions actually declined in population during the 1950s and 1960s there was a shift in the population away from the more northerly regions (including Scotland and Wales) to the south (Champion 1983 p189). However, within these regions, there was also a de-centralisation away from the main urban areas.

The relative shift of the population from the inner areas of individual towns and cities has been a long term trend in the UK. For over a century a variety of circumstances have combined to generate peripheral expansion of the country's built up areas (Champion 1976 p412). However, during the 1960s, as shown in Table 7.2a, there was an intensification of this outward movement of the population from the conurbations and the larger towns to the smaller towns and rural districts.

	% of change in population	
Settlement Category	1951-61	1961-71
Conurbations	-0.3	-4.3
Areas outside conurbations		
100,000 population		
50,000-100,000	+5.8	+1.9
under 50,000	+13.2	+7.8
rural districts	+8.6	+13.9
	+9.3	+18.3

Table 7.2a: Population change: by settlement category, England and Wales, 1951-1971

Source: Champion 1976 p413

During the 1960s and early 1970s the urban-rural balance of population change took over from the north-south shift as being the principal population trend (Champion 1987 p383).

As shown in tables 7.2a and b the noticeable feature of population change during the 1960s and 1970s was the substantial losses of population from the most urban areas to the more suburban and rural areas (Britton 1986 p33).

	% of change in population	
	1961-71	1971-81
Greater London Boroughs	-6.8	-10.1
Metropolitan Districts	0.5	-4.6
Non-Metropolitan Districts		
Cities	-0.2	-4.6
Northern/Welsh industrial	3.7	1.3
Southern industrial	12.1	5.0
New Towns	21.8	15.1
Resort/Retirement	12.2	4.9
Other urban/accessible rural	22.0	7.0
Remoter rural	9.7	10.3
England and Wales	5.7	0.5

Table 7.2b: Population change, England and Wales, 1961-1981

Source: House 1981 p110

During the 1960s the main areas of population growth were the suburban counties surrounding London, however the remoter rural areas of Wales and northern England continued to lose population (Champion 1976 p403). During the 1970s, there appear to have been two components of this urban-rural population trend. There was the continuation of extended suburbanisation into pressurised rural areas (Cloke 1985 p16) with the main areas of rapid growth being just beyond the traditional suburban counties (Champion 1983 p206). There was also the revival of remoter rural areas although it appears that rural population growth peaked during the early 1970s (Cloke 1985 p16).

Whilst these trends in the overall population distribution do not necessarily relate to the distribution of the school population, the available figures suggest that this is so. As shown in table 7.2c, the areas which have shown the greatest population losses in the 0-15 year old age group are the metropolitan areas, and those with the greatest gains the rural areas, as for the population overall.

Population Loss		Population Gain	
Authority	% change	Authority	% change
Inner London	-29.2	Shetland Isles	+37.4
Merseyside	-24.0	Buckinghamshire	+7.5
Strathclyde	-22.9	Orkney Isles	+5.8
Tyne & Wear	-20.7	Cornwall	+5.8
Lothian	-17.2	Cambridgeshire	+5.1
West Midlands	-16.9	Powys	+3.2
Tayside	-16.7	Highland	+3.0
Cleveland	-16.5	Northamptonshire	+2.3
Greater Manchester	-16.2	Hereford & Worcestershire	+1.6
Dumfries & Galloway	-16.1	Shropshire	+1.3
South Yorkshire	-14.9	Isle of Wight	+1.2
Outer London	-14.7	Suffolk	+0.6
Fife	-14.4	Norfolk	+0.5
Surrey	-14.0	Western Isles	+0.3

Table 7.2c: Authorities with greatest child population (0-15 years) change, Great Britain, 1971-1981

Source: OPCS (1981) Key Statistics for Local Authorities. HMSO.

During the early 1980s the trends of the 1960s and 1970s have continued, but at a substantially reduced rate. During the early 1980s, within the metropolitan counties, the long running population decline in the principal cities (such as Sheffield and Newcastle) have slowed down, although the other metropolitan districts beyond the principal cities have slightly increased their rate of population decline since the 1970s.

Outside the metropolitan counties, the population of the larger cities, such as Bristol and Southampton, has consistently fallen during the early 1980s. The populations of smaller cities in the non-metropolitan counties (such as Exeter and Norwich) have also declined.

The other non-metropolitan areas, including the remoter rural areas, have maintained a relatively high degree of population growth during the 1981-85 period-although at a much lower rate than during the 1970s (Britton 1986 p38-9).

7.3 Passenger Transport

Car Ownership

The main change in passenger transport since the mid 1940s has been the rise in car ownership and usage. The number of motor vehicles in Great Britain has in creased from 2.6 million in 1945 to 23.3 million by 1988. During the past four decades vehicle mileage has increased eightfold (DTp 1989 p61). Car ownership and usage in Northern Ireland has shown similar increases (CSO 1935-89).

During the past decades car availability has increased, as shown in table 7.3a.

	% of all household with regular use of a car			
	1962	1972	1982	1988
No car	67	47	39	35
1 car only	30	44	45	44
2 or more cars	3	9	16	21
All households	100	100	100	100
No of households (millions)	16.6	18.6	20.3	22.4

Table 7.3a: Car availability, Great Britain, 1962-1988

Sources: DTp (1984) p30; DTp (1990b) p70

Public Transport Trends

The bus industry in the UK expanded during the 1930s and during the subsequent war years. In the immediate post-war years expansion was further encouraged by petrol rationing and by the limited production of private cars. Between 1948 and 1951 the number of bus passenger journeys grew by 10% and then by a further 2.3% in the four years between 1951 and 1955 (Clout 1984 p168).

By the mid 1950s, however, the bus industry began to suffer declining patronage-a trend which has continued to date. Between 1955 and 1959 passenger journeys fell by 10.2% (Clout 1984 p168). Over the period 1964 to 1976 the number of bus passengers using stage-carriage services in Great Britain declined at an average rate of 4% per annum (Oldfield 1979 p1). By the end of the 1970s, public transport patronage had declined by about 50% from its peak level in 1952 (Pacione 1984 p282).

Bus usage continued to decline in the 1980s. The number of local bus journeys per person per week declined from 2.15 in 1975/6 to 1.69 by 1985/6 (DTp 1989 p45).

The proportion of passenger-kilometres travelled on buses and coaches declined from 42% in 1953, to only 8% by 1983, as shown in table 7.3b. Yet, during this time, total travel increased by 154% whilst bus and coach travel, in terms of distance travelled, halved (DTp 1984 p30).

	Year							
	1953		1963		1973		1983	
	bn pass km	% of totals	bn pass km	% of total	bn pass km	% of total	bn pass km	% of total
Private Motor[1]	58	30	158	60	309	77	414	83
Bus and Coach	82	42	64	24	53	13	40	8
Rail	39	20	36	14	35	9	35	7
Air[2]	0.2	0.1	1.3	0.5	2.4	0.6	3.0	0.6
Pedal Cycle	17	9	6	2	4	1	5	1
Total	196	100	265	100	403	100	497	100

Table 7.3b: Passenger transport by mode, Great Britain, 1953-1983

1 = Car, van, motorcycle
2 = Includes Northern Ireland and Channel Islands

Source: DTp (1984) p26

This decline in the use of public transport corresponds to the rise in private car ownership and usage. Oldfield (1979 p1), estimates that the direct effect of increasing car ownership accounted for approximately 45% of the observed decline in bus patronage, and that for every additional car 300 bus trips were lost. However, other factors have contributed to this decline, including changes in real fares, levels of services and land use patterns (Oldfield 1979 p1) as well as the

changes in entertainment habits and the increased practice of lift-giving in rural areas (Clout 1984 p169).

7.4 Journey to school

Journey length.

Overall the length of home-school journey has been increasing in recent years, as shown in table 7.4a below.

	Percent of journeys by year			
Journey length	1973	1975/6	1978/9	1985/6
< 1 mile	70	49	52	19
1 - 2 miles	15	25	23	36
2 - 3 miles	6	8	8	15
3 - 5 miles	6	8	9	14
5 - 10 miles	{	7	6	12
10 - 15 miles	{3	2	2	5
> 15 miles	{	1	-	-

Table 7.4a: Home-school journey length, Great Britain, 1973-1985/6

Sources: 1973 Hodges Report n=8,277,312
1975/6 National Travel Survey (NTS) n=44,515, 5-18 year olds
1978/9 NTS n=41,615, 5-18 year olds
1985/6 NTS n=10,451, 5-19 year olds, special tabulation of education journeys

In 1973 less than 10% of pupils lived more than three miles from school and 15% lived more than two miles. By 1975/6, 18% of pupils lived more than three miles from school and this had further increased to 31% by 1985/6, as shown in table 7.4a. Although the figures for 1985/6 include pupils/students of nineteen years of

age, who travel longer average distances to school or college (NTS 1985/6), the overall trend suggests that school journeys have lengthened since 1973.

The length of primary and secondary school journeys varies, with primary school pupils generally travelling considerably shorter distances than secondary school pupils. However, for both primary and secondary school pupils the available data suggests that journey lengths are increasing.

In 1973 it was established that 86% of primary school pupils lived within one mile of school, with 2% living more than three miles from school (see table 1 Appendix to Section 7.4). In a survey of 4,209 junior school pupils in Oxfordshire undertaken in 1973 it was found that 93% of pupils lived within one mile of school (Jones 1977 p5). However, by 1978/9 the proportion of primary school pupils living within one mile of school had decreased to 71% (see table 1 Appendix to Section 7.4).

Secondary school journeys appear to be considerably longer than those for primary school pupils. In 1973 only 44% of secondary school pupils lived within one mile of school, with 21% of pupils living more than three miles from school (see table 2 Appendix to Section 7.4). By 1978/9 the proportion of secondary school pupils living within one mile of school had decreased to 35% and the proportion living beyond three miles had increased to 26% (see table 2 Appendix to Section 7.4). Other studies of secondary school journeys also support this, as shown in table 7.4b.

Study	Percent of journeys, distance (kms*)					
	<1.6	1.6-3.2	3.2-4.8	4.8-8.0	8-16	>16
West Lancashire (1968)	44	21	13	12	9	
Reading (1972)	48	14	12	24	1	
DES (1973)	44	23	12	13	8	
NTS (1975/6)	36	29	10	12	9	4
Berks & Surrey (1977)	39	18	15	18	9	1

Table 7.4b: Distance travelled to secondary schools

Source: Rigby (1979) p21
*1km = 0.6214 miles

Modal Split

The way in which children travel to school has changed considerably in recent years, as shown in table 7.4c below. Whilst the use of local buses (formerly stage-carriage) and other motorised modes, including contracted school buses and private cars, has increased, there has been a corresponding reduction in the proportion of pupils walking to school.

Mode	Percentage of journeys, by year		
	1975/6	1978/9	1985/6
Rail	1	1	2
Local Bus	13	13	22
Other public transport*	8	7	12
Car, van, lorry	11	12	29
Cycle	4	3	6
Walk	62	62	28
Other	-	1	1

Table 7.4c: Modal choice - school journeys, Great Britain, 1975/6-85/6

Sources: 1975/NTS n=44,314, 5-18 year olds
1978/9 NTS n=40,997, 5-18 year olds
1985/6 NTS n=10,451, 5-19 year olds, special tabulation of education journeys
* includes school bus

The modal choice for the school journey has been found by several studies (Bell & Tether 1983 p456; Mensink 1973 p82; Thomas et al 1985 p169: Rigby 1979; Jones 1977 p3) to be largely influenced by the distance travelled to school, with walking predominanting on short journeys and motorised modes being used for longer journeys, for both primary and secondary school pupils. Consequently, the modes used for the school journey differs for primary and secondary school pupils and between urban and rural areas.

During the mid 1970s walking was the main modes of transport for primary school pupils, accounting for approximately three quarters of all journeys (Jones 1977 p3; see table 3 Appendix to Section 7.4). However by 1985/6 walking accounted for only 30% of journeys and private cars had become the predominant modes accounting for almost half of all journeys. During this time the use of public transport had also accounted for an increasing proportion of primary school journeys, from 9% in 1975/6 to 19% by 1985/6 (see table 3 Appendix to Section 7.4).

For secondary school pupils, walking accounted for approximately 50% of school journeys, with the use of public transport (including school buses) accounting for a higher proportion of journeys than for primary school pupils (see tables 3 and 4 Appendix to Section 7.4; Rigby 1979 p21). Between 1975/6 and 1985/6, the use of walking has also declined for secondary school pupils with the use of public transport and private cars increasing (see table 4 Appendix to Section 7.4).

In London and other urban areas walking accounts for a higher proportion of home-school journeys than in the rural areas (see tables 5 and 6 Appendix to Section 7.4), although walking has declined in both London and the other urban areas since 1975/6. In all these urban areas, car use and public transport use for the school journey has increased during this time.

In rural areas the use of local (stage-carriage) bus services and other public transport (including contracted school buses) has been greater than in the urban areas since the mid 1970s. By 1985/6 these modes were accounting for half of all school journeys in rural areas. Car use has also increased in rural areas during this time. Walking continued to remain less important in the rural areas, accounting for only 9% of school journeys in 1985/6, than in London and the other urban areas.

7.5 Road Safety

Since the mid 1940s traffic conditions in the UK have changed considerably. This has prompted repeated calls for changes to be made to the minimum walking distances for school transport provision, on the grounds that it is no longer as safe as it was for a child to walk these distances to or from school.

Although there has been a substantial increase in the number of vehicles, traffic, and also an increase in the population, the number of casualties resulting from road accidents has not followed this trend. Overall road accidents and casualties increased until the mid 1960s but have since been declining-although they still

remain higher than during the mid 1940s. However, road accidents are still a major cause of death and injury to children. They account for a quarter of all deaths and for two thirds of all accidental deaths to schoolchildren. In 1989, nearly 48,000 children aged under sixteen were injured in road accidents, 8,965 of them seriously, and 440 were killed. Approximately one child in every fifteen can expect to be injured in a road accident before their sixteenth birthday (DTp 1990c p36)

Furthermore, children, as pedestrians, appear to continue to be particularly at risk. In 1989 46% of all children injured were pedestrians. Pedestrians accounted for 62% of serious child road casualties and 58% of fatalities (DTp 1990c p36). Children as pedestrians also appear to be at considerably more risk from death or injury than other age groups, as shown in table 7.5a.

Age of Casualty	No of casualties			Casualty rate per 100,000 population			Casualty rate per 100m kms		
	Male	Female	All	Male	Female	All	Male	Female	All
0-4	1,924	1,075	2,999	106	62	84	310	180	246
5-9	5,502	2,745	8,247	314	165	241	958	506	739
10-14	4,982	3,702	8,684	286	225	257	558	392	472
15-19	4,165	3,067	7,232	192	148	171	310	247	280
20-59	12,036	7,038	19,074	82	48	65	232	118	170
60-74	2,682	3,075	5,757	75	73	73	181	211	196
75+	1,755	2,763	4,518	141	122	122	529	733	628
All ages	33,642	23,793	57,435	125	84	104	322	212	265

Table 7.5a: Pedestrian casualties and casualty rates, by age and sex, Great Britain, 1987

Source: DTp (1988) p41

For both the five-nine and ten-fourteen year old age groups the casualty rates for pedestrians are higher than for other age groups, particularly for males.

Although casualty rates for pedestrians killed or seriously injured per 100,000 population have been declining for most age groups since the mid 1960s, that for the ten-fourteen group has increased in recent years (DTp 1989 p51), and the rate for this age group has more than doubled since the 1950s (ICE 1990 p25).

Although child pedestrian accident figures do not necessarily relate to the journey to and from school, the evidence suggests that there is a strong connection.

> 'The worst hours for travelling by foot on weekdays are however, between 3pm and 6pm when 32% of pedestrian casualties occurred. This period co-incides with the evening rush hour and school closing time. In fact, 38% of all casualties between 3pm and 4pm were to people on journeys to or from school. There was also a smaller peak between 8am and 9am. During this hour 51% of all pedestrian casualties were pupils on journeys to or from school.' (DTp 1988 p44).

	Rate 100,000 population				
	Age Group				
Type of road user	0-4 yrs	5-7 yrs	8-11 yrs	12-15 yrs	Total
Pedestrian	24.7	64.9	69.0	66.0	53.1
Pedal Cyclist	0.7	7.9	16.5	34.3	14.2
Car Passenger	10.5	11.6	12.7	20.3	13.7
Other	1.3	1.9	2.6	8.2	3.4
All	36.1	86.3	100.7	128.8	84.3

Table 7.5b: Children killed or seriously injured, casualty rates by age and type of road user, Great Britain, 1989

Source: DTp 1990c p37

Child pedestrian rates rise when children start school, as do cycling rates, and approximately double with each successive age band, as shown in table 7.5b.

In 1989, children injured on the journey to or from school accounted for approximately 20% of all serious road accident casualties to school age children. This proportion increases with age, from 15% in the junior group, to 21% in the middle school group and to 25% in the senior group (DTp 1990c p39).

Overall, in 1988, fifty-seven children were killed on the journey to or from school and a further 9,000 pupils injured. Comparing how children travel to and from school, walking, and also cycling, appear to be particularly dangerous. As shown in table 7.5c, pedestrian fatalities on the journey to and from school accounted for almost 21% of all pedestrian fatalities for under sixteen year olds, and over 30% of all casualties.

	Casualties on journey to and from school			As % of all road accident casualties (<16yrs)		
Type of road user	Killed	KSI*	All	Killed	KSI*	All
Pedestrian	44	1,342	5,656	20.9%	26.8%	30.3%
Pedal Cyclist	5	251	1,619	8.2%	16.2%	19.1%
2 WMV	1	27	110	12.5%	21.8%	29.4%
Car	6	111	1,123	8.7%	9.3%	11.6%
PSV	0	24	453	-	54.5%	50.2%
Other	1	6	44	25.0%	7.5%	11.6%
Total	57	1,761	9,005	16.0%	21.9%	23.3%

Table 7.5c: Child casualties on school journeys, Great Britain, 1988

Source: DTp (6/6/90); DTp 1989 p83

*KSI Killed or Seriously Injured

As shown in table 7.5d, whereas walking accounted for 28% of school journeys this mode accounted for 81% of fatalities and 66% of injuries occurring on the school journey.

	Modal Split[1]	Fatalities[2]		Injuries[2]	
Mode	% of school journeys	%	number	%	number
Bicycles/Motorcycles	6%	12%	(9)	19%	(2018)
Cars	29%	7%	(5)	9%	(922)
Other vehicles inc School buses	37%	-	-	5%	(568)
Pedestrians	28%	81%	(60)	66%	(6959)
Total	100%	100%	(74)	100%	(10,467)

Table 7.5d: Modal split and casualties, school journeys, Great Britain, 1985

Sources: 1 NTS (1985/6); 2 Written Answers (1/12/86)

In a study of five, small, urban residential areas, Tight (1989) found that solely on the journeys to and from school there is one accident every 350,000 walk journeys to and from school; one accident per 1.5 million road crossings and 1 accident per 270,000 km walked. 'When you multiply the figures, taking into account the numbers of children actually walking to and from school each day, and look at the figures for a particular school, you find that there is a fair chance of at least one child being injured on a journey to and from school throughout each year from each particular school' (ICE 1989 p15-16)

It has been recognised that there is a scarcity of published information about the characteristics of accidents to children at or near schools (Lawson 1990 p152); however, this appears to be a location where children are particularly vulnerable.

In a study in the City of Birmingham it was found that roughly one third of all casualties on journeys to or from school occurred within 250 metres of the school, with at least 11% injured immediately outside the school (Driscoll & Ashton 1981 p1).

However safety does not necessarily equate with accident, or casualty, reduction, pedestrians or cyclists may feel unsafe even if the actual risk of an accident may be small. Parental concerns about road safety in recent years may have resulted in fewer children walking to school. Consequently, child pedestrian accidents may be declining due to a reduction in pedestrian journeys rather than from improvements in road safety.

However, despite this change in the way in which children travel to school, school journey accidents still account for nearly a quarter of all road accident casualties to children under sixteen years of age, representing a significant cost to society.

In 1988, 57 children were killed in Great Britain on the journey to or from school, and some 9,000 were injured, as shown in table 7.5e. As the school population in Northern Ireland represents approximately 5% of the total UK school population, overall UK fatalities and injuries for the school journey have been estimated by inflating the statistics for Great Britain by 5%, (table 7.5e).

Road User	Severity							
	Fatal		Serious		Slight		Total	
Pedestrian	44	(46)	1,298	(1,363)	4,314	(4,530)	5,656	(5,939)
Pedal Cyclist	5	(5)	246	(258)	1,368	(1,436)	1,619	(1,700)
M/Cyclist	1	(1)	26	(27)	83	(87)	110	(116)
Car	6	(6)	105	(110)	1,012	(1,063)	1,123	(1,179)
PSV	0	(0)	24	(25)	429	(450)	453	(476)
Other	1	(1)	5	(5)	38	(40)	44	(46)
Total	57	(60)	1,704	(1,789)	7,244	(7,606)	9,005	(9,455)

Table 7.5e: Casualties on the school journeys, Great Britain, UK, 1988

Source: DTp (6/6/1990)

* Figures in brackets show 5% added for Northern Ireland

Using the Department of Transport's figures for the average cost per casualty (DTp 1990 p51), the actual cost of reported casualties on the journeys to and from school would be:

Fatal (60 x £608,580)	= £36.5m
Serious (1,789 x £18,450)	= £33.0m
Slight (7,607 x £380)	= £ 2.9m
	£72.9m

However, it is likely that the number of casualties for the school journey to and from school under-represents the true extent of school journey accidents. Under-reporting, especially of slight injuries, is widely acknowledged (Sabey 1987 p16; Tunbridge and Everest 1988 p7-9).

Assuming under-reporting of casualties at the levels shown in table 7.5f, based on research carried out by the Transport and Road Research Laboratory (TRRL), school journey casualties could be as high as shown in table 7.5g.

Road user group	Injury severity			
	Fatal	Serious	Slight	Total
Vehicle occupant	100.0%	91.7%	76.6%	82.2%
M/cyclist	100.0%	62.4%	53.2%	58.3%
Pedal cyclist	100.0%	32.9%	21.2%	26.0%
Pedestrian	100.0%	80.3%	65.7%	74.4%

Table 7.5f: Proportion of casualties reported to the police, by road user group and injury severity

Source: Tunbridge & Everest (1988), Appendix Table 3

Mode	Severity			
	Fatal	Serious	Slight	Total
Pedestrian	46	1,632	6,087	7,762
Pedal Cyclist	5	432	2,568	3,004
M/Cyclist	1	37	128	166
Car	6	119	1,312	1,437
PSV	0	27	555	582
Other	1	5	49	55
Total	60	2,251	10,696	13,006

Table 7.5g: School journey casualties, allowing for under-reporting, UK, 1988

This would mean that the current cost of casualties on school journeys in the UK could be more than 13% higher than the costs derived earlier from the reported casualty statistics, as shown:

Fatal (60 x £608,580)	= £36.5m
Serious (2,251 x £18,450)	= £41.5m
Slight (10,696 x £380)	= £ 4.1m
	£82.1m

8 Institutional Responses

8.1 Provision of Education

Whilst the school population in the UK continued to increase until the mid 1970s, and remains considerably greater today than during the 1940s and 1950s, the number of schools has not followed this trend. Overall, the trend in terms of education provision in recent decades has been towards larger and more centralised schools.

The 1944 Education Act implemented the recommendations of the 1926 Hadow Report, with primary and secondary education being provided in separate schools rather than in all age elementary schools as had been usual prior to this. By the late 1940s, therefore, the current pattern of education provision had emerged, with primary schools remaining locally based, but with most rural children now travelling to centrally located secondary schools (Pacione 1984 p268-9).

This trend towards larger, centralised schools has continued to date, based upon both economic and educational arguments. Economic arguments centre on the unit cost of educating each child. Clearly larger schools exhibit economies of scale as, for example, the cost of buildings, expensive equipment and specialist staff are distributed between more pupils. Although this relationship does not continue indefinitely, it has been shown that, for example, in English secondary schools, minimum average unit costs only cease to fall beyond a school size of between 980

and 1200 pupils (Atkinson 1983 p129). Educational arguments in favour of larger schools are usually based upon the greater opportunities offered in terms of staff specialisms, facilities and subjects offered (Moseley 1979 p15).

In terms of secondary schools the trend towards larger schools was also encouraged by the introduction of comprehensive schools. DES Circular 10/65 requested that Local Education Authorities prepare and submit plans for re-organisation of secondary education along comprehensive lines. Throughout the late 1950s until the mid 1970s such plans were increasingly introduced. The number of comprehensive schools increased from thirteen in 1954 to 1,591 by 1971 (Fenwick 1976 p148). In the decade to September 1977 the proportion of secondary pupils who were in comprehensive schools in England increased from 13% to 80% (DES 1978 p4).

The trend of education provision at primary school level has also been towards larger and more centralised schools. As with secondary schools this has been encouraged by both economic and educational arguments; although the educational arguments in favour of small primary schools are also often cited (see Pacione 1984 p269-70).

The trend in primary school closures was encouraged by the introduction of middle schools. The Education Act of 1964 permitted the transfer of pupils from one stage of education to another at ages other than eleven. This made the development of middle schools possible and this pattern of re-organisation was taken up by a significant number of Local Education Authorities. By re-organising along these

lines pupils could often be accommodated into existing buildings more easily. Educationalists also cited the advantages of keeping pupils free from pressures of external examinations for longer (Sharp & Dunford 1990 p23). However, the introduction of middle schools reduced the age range in many first/primary schools, hence reducing their viability (Pacione 1984 p269).

The centralisation of primary schools was further encouraged during the late 1960s by the Plowden and Gittens Reports of 1967. The Gittens Report for Wales proposed a minimum size of primary school of fifty pupils. The Plowden Report recommended that primary schools with an age range of five-eleven years should have a minimum of ninety pupils. In practice most authorities did not implement such criteria-although by 1978 four counties had set minimum pupil numbers at fifty, and one had set the minimum number of teachers at three (Pacione 1984 p269). However, during the 1960s, small village schools were increasingly being closed. In 1963, 34% of British primary schools had fewer than one hundred pupils, whilst by 1973 the proportion had fallen to 22% (Moseley 1979 p15). Although the number of primary schools actually increased between 1965/6 and 1975/6, as shown in table 8.1a, between 1967 and 1977 there were 800 primary school closures in rural England alone (Pacione 1984 p263).

As shown in table 8.1a the number of primary and secondary schools has continued to decline to date, encouraged during the past fifteen years by falling school rolls.

Year	Primary	Secondary	Total (inc Nursery & Special)
1965/6	26,881	6,636	35,175
1970/1	26,799	6,010	34,735
1975/6	26,981	5,625	35,432
1980/1	26,504	5,542	35,308
1985/6	24,575	5,161	33,102
1986/7	24,609	5,091	32,886
1987/8	24,482	5,020	32,700

Table 8.1a: Number of public sector schools, UK, 1965-88

Sources: Education Statistics for the UK 1988 & 1989

In recent years school closures have been encouraged for economic reasons. By January 1988 it was estimated that as a result of falling rolls there was a total of 620,000 surplus primary school places and 800,000 surplus secondary school places in England alone. To achieve greater 'value for money' the Government, therefore, proposed to remove a total of 110,000 places during the current (1990-91) year (DES 1990 p10).

The trend of increasing school population, and declining numbers of schools has meant that average school sizes have been increasing, as shown in table 8.1b.

Year	Number of pupils	
	Primary	Secondary
1945/6	160	291
1949/50	177	359
1959/60	184	474
1969/70	219	565
1978/9	205	825
1984/5	179	805
1985/6	182	791
1986/7	184	767

Table 8.1b: England: Average size of primary and secondary schools, 1945/6-1986/7

Source: DES Statistics of Education

Although average school sizes, for primary and secondary schools, have declined in recent years as the school populations have fallen in excess of the rate of school closures, schools remain on average considerably larger than during the 1940s, as shown.

8.2 Provision of public transport

Until 1968 public transport was considered a commercial operation, with service levels, fare levels and routes determined by the operator. However, declining levels of public transport patronage and provision have prompted successive institutional responses since the late 1950s.

These trends first prompted the setting up of the Jack Committee in 1959. This committee was to 'review present trends in rural bus services and in particular to inquire into the adequacy of those services; to consider possible methods of

ensuring adequate services in future; and to make recommendations.' (Ministry of Transport 1961 p1). The Committee believed that adequate rural public transport could only be provided with a measure of financial assistance from outside the industry. It regarded assistance given in the form of direct financial aid administered by the County Councils as preferable, the cost of this aid falling partly on the Exchequer and partly on the County Councils (Ministry of Transport 1961 p4).

These proposals were embodied in the 1968 Transport Act which, under Section 34, for the first time introduced direct grants for unremunerative, but socially desirable, services. The 1968 Act (Section 30) also, for the first time, permitted school service contracts to carry fare paying passengers-if there was excess capacity.

By 1972 the Local Government Act formally introduced a transport co-ordinating function for the County Councils, with Section 203 requiring Counties to develop policies which would promote the provision of co-ordinated and efficient systems of public passenger transport to meet the needs of the County. This co-ordinating function was exemplified by published Transport Policies and Programmes (TPPs). The TPP was used as the basis for block payments via the Rate Support and Transport Supplementary Grants. Although the 1972 Government act stressed the social rationale for financial support of public transport services, the TPP was essentially a financial document. This led to public transport provision being

regarded by authorities in predominantly financial, rather than social, terms (Stanley & Farrington 1981 p63).

The 1978 Transport Act was an attempt to redress this. It attempted to make Local Authorities regard rural transport provision in a wider context (Stanley & Farrington 1981 p64). The 1978 Act required the submission of annual Public Transport Plans (PTPs), which were to contain a statement of objectives and policies for public transport. Public transport in rural areas took on an explicitly social function, in that services were to be provided to meet defined public transport needs of residents (Banister 1983 p137-8). The PTPs were not required in Scotland. Instead the public transport sections of the TPP submissions were expanded to meet the additional requirements.

The change of Government in 1979 introduced a change in the policy regarding public transport provision, and in the response to declining demand. This was first seen with the 1980 Transport Act which, amongst other things, introduced Trial Areas within which no road service license was required to operate a stage carriage service. This legislative change marked a fundamental shift to market based economic philosophy (White 1988 p17), and with the introduction of this Act the explicit social function of rural public transport services throughout the 1970s reverted to economic criteria (Banister 1983 p139).

Throughout the late 1960s and 1970s the main institutional response to declining public transport provision and patronage had been the financial support of

unremunerative services. The total amount of financial assistance to the bus industry increased rapidly during the 1970s (White 1988 p16). In Great Britain revenue support increased from £10 million in 1972 to £520 million by 1982-a thirteen fold increase in real terms (DTp 1984 p1). In 1984 the Government recognised that rural transport had become 'costly and sparse', and stated that it also regarded the cost of subsidising public transport in some major cities as 'unacceptable' (DTp 1984 p1). The response to continuing public transport patronage decline during the 1980s was, however, to extend the provisions of the 1980 Transport Act by extensive deregulation of the bus industry in the 1985 Transport Act.

Although Section 63 of the 1985 Act requires the non- metropolitan counties to secure the provision of such public passenger transport services as they consider appropriate to meet any public transport requirements which would not otherwise be provided, the way in which this is achieved has changed-and the social emphasis has been abolished. In place of network support for services, authorities are now required to put such services out to competitive tender (Section 89). Section 88 of this Act required the co-operation of the authorities responsible for providing education, social services and public transport. The 1985 Transport Act extends to England (with the exception of London), Wales and Scotland; but its provisions do not include Northern Ireland. The implications of the 1985 Transport Act upon school transport are assessed in Section 13.3.

8.3 Provision of school transport

Whilst the school population increased throughout the 1950s and 1960s the institutional response in terms of education provision has been towards larger and more centralised schools. This was further encouraged by the introduction of comprehensive schools. More recently falling school rolls have resulted in the closure of many schools- particularly in rural areas. As a consequence of these changes schools have been increasing in size and, although the average school size has declined slightly in recent years, on average, schools remain considerably larger than during the 1940s and 1950s. This institutional response, together with demographic trends in terms of the population distribution, has contributed to the lengthening of the journey to school and to increasing proportions of pupils living beyond the minimum walking distances and hence eligible to receive free school transport. Unfortunately, there are no accurate figures giving the numbers of pupils eligible to, or in receipt of, free school transport in the UK for the years since 1944. However, results from Section 7.5, and from the individual authority areas for recent years (see Section 10), suggest that this increase is occurring.

Certainly the trend in Local Education Authority expenditure on school transport supports this. In England and Wales overall home-school transport expenditure had increased from £6.6 million in 1952/3 to £248.4 million by 1987/8 (see Appendix to Section 8.3 table 1). In real terms this is more than a fourfold increase. In more recent years, since the early 1980s, expenditure in real terms has remained

relatively stable. However, during these years, the school population has continued to decline.

In England annual expenditure has increased from £5.6 million in 1955/6 to £225 million by 1987/8; again in real terms this is more than a fourfold increase. In England school transport expenditure has continued to increase throughout the 1970s and 1980s, despite falling school rolls in recent years (see Appendix to Section 8.3 table 2).

In Wales expenditure has increased from under £1 million per annum during the mid 1950s to £24 million by 1987/8. Again this is a fourfold increased in real terms. In Wales expenditure has risen considerably faster than the school population. Furthermore, whilst the school population has declined since the mid 1970s, expenditure continued to increase until 1983/4 (see Appendix to Section 8.3 table 2).

In Scotland expenditure figures are only available for the years since 1975/6. However, as for England and Wales, school transport expenditure in Scotland has been increasing despite falling school rolls. Actual expenditure has increased threefold from £10.3 million in 1975/6 to £35.2 million by 1988/9-but fell slightly to £34.5 million per annum in 1989/90 (see Appendix to Section 8.3 table 3). In real terms this represents an increase of only approximately 10%.

In Northern Ireland, as elsewhere in the UK, the cost of the provision of school transport has continued to increase, despite falling school rolls. As for Scotland, expenditure figures are only available for the years since the mid 1970s. Annual expenditure for Northern Ireland has increased from £4.8 million in 1976/7 to £19 million by 1988/9 (see Appendix to Section 8.3 table 3). In real terms this is an increase of almost 60%.

Overall, in the UK, school transport expenditure has increased from £34 million in 1970/1 to over £300 million per annum by 1989/90 (see Appendix to Section 8.3 table 3). Expenditure for the UK has continued to increase, despite falling school rolls since the mid 1970s. Within the UK, the most significant increase in school transport expenditure has occurred in Northern Ireland (see Appendix to Section 8.3 table 4).

Demographic and educational changes have required a response from Local Education Authorities in terms of increased expenditure to ensure compliance with their statutory duty to provide free school transport, whilst meeting increased demands. However, there has been no change in the basis of provision, or to the walking distances used to determine eligibility to receive free transport.

Although parental concerns for the safety of children have continued, and although children appear still to be disproportionately at risk as pedestrians and cyclists-particularly on the journey to or from school (despite a considerable reduction in the proportion of pupils using these modes) - there has been no response in terms

of reductions to the minimum walking distances used. There has, however, been a change in the legislation. This now requires Local Education Authorities to have regard for the safety of a route when determining eligibility to receive free transport (see Section 2.1).

Throughout the 1970s, school transport provision accounted for a much greater proportion of County Council expenditure in most areas of the UK, than did the subsidy of local bus (formerly stage-carriage) services (see Moseley 1979 p129). As shown in table 8.3a both overall expenditure and per capita spending on school transport provision continues to exceed that on public transport subsidy in many authorities.

County	Expenditure (£000')		Per Capita (£)	
	Public Transport Subsidy	School Transport	Public Transport Subsidy	School Transport
Avon	3,172	2,652	3.35	2.80
Bedfordshire	654	2,327	1.25	4.45
Berkshire	971	1,771	1.32	2.40
Buckinghamshire	1,272	3,701	2.05	5.97
Cambridgeshire	965	3,126	1.51	4.90
Cheshire	3,274	2,561	3.44	2.69
Cleveland	1,704	324	3.05	0.58
Cornwall	791	2,579	1.74	5.68
Cumbria	500	2,952	1.03	6.10
Derbyshire	3,030	2,782	3.32	3.05
Devon	1,148	4,995	1.15	5.00
Dorset	516	2,750	0.80	4.27
Durham	1,886	3,017	3.17	5.07
East Sussex	1,176	1,419	1.70	2.05
Essex	3,811	6,668	2.50	4.39
Gloucestershire	395	2,221	0.77	4.33
Hampshire	3,982	3,752	2.58	2.43
Hereford & Worcestershire	1,030	2,411	1.57	3.67
Hertfordshire	4,141	2,468	4.16	2.48
Humberside	1,122	2,255	1.32	2.65
Isle of Wight	279	647	2.25	5.22
Kent	3,414	7,610	2.27	5.06
Lancashire	5,529	2,711	4.00	1.96
Leicestershire	1,105	2,915	1.26	3.32
Lincolnshire	636	3,209	1.12	5.63
Norfolk	417	4,126	0.57	5.66
Northamptonshire	218	2,332	0.51	4.21
Northumberland	570	1,755	1.89	5.83
North Yorkshire	2,100	4,281	3.13	6.39
Nottinghamshire	2,263	1,962	2.25	1.95
Oxfordshire	859	2,094	1.50	3.66
Shropshire	851	1,864	2.13	4.66
Somerset	610	2,535	1.34	5.56
Staffordshire	3,186	2,529	3.11	2.47
Suffolk	475	3,022	0.75	4.79
Surrey	2,772	2,716	2.70	2.65
Warwickshire	562	1,788	1.16	3.17
West Sussex	1,000	1,740	1.44	2.50
Wiltshire	680	2,250	1.24	4.09

Table 8.3a: English Shires, school transport expenditure and public transport subsidy, 1987/8

Source: ATCO News No 44 Dec/Jan 1987/8 p17-18

The decline in public transport provision and patronage has affected school transport provision. Increasingly, the institutional response to public transport decline has required that school transport be provided within the public transport legislative framework, as the two aspects have increasingly been co-ordinated.

During the 1970s, with the introduction of a network approach to public transport support, it became worthwhile for Counties to maximise the use of scholars' passes on stage carriage services so that such expenditure could be recouped through a reduction in direct subsidy to the bus network. Although since deregulation there may be no direct financial advantage in allocating pupils to commercial bus services, as the additional revenue is profit for operators, in the long term this may maintain the viability of a commercial service which may otherwise be withdrawn and hence reduces the likelihood of a County having to secure a replacement service (Goddard 1988 p67-71)

School transport provision accounts for a large proportion of most authorities' expenditure on public transport as a whole and has accounted for an increasing proportion of total public passenger journeys. However, the institutional responses to declining public transport patronage and provision have required school transport to be provided within the public transport legislative framework, both to maintain the extent of public transport services and to minimise the cost of public transport support (see Section 13.2).

8.4 Summary

The social changes which are likely to affect school transport provision in terms of demography, public transport use, road safety and modal choice have been considerable since the mid 1940s, as have the institutional responses to these trends.

As shown in Section 7.1, the school population has increased by approximately 40% since the mid 1940s. This has been due not only to the increase in the number of school age children, but also to the trend of increasing numbers and proportions staying on at school beyond the minimum leaving age; and to the raising of this age. In particular, the secondary school population has almost doubled from under two million during the 1940s to 3.7 million by 1986/7. Hence, despite falling school rolls during the past fifteen years, the total school population, and especially the secondary school population, remains considerably larger than during the late 1940s and early 1950s.

In addition, the distribution of the population, including that of the school age population, has changed in recent decades, as shown in Section 7.2. There has been a long term trend of decentralisation of the population to more suburban and rural areas. However, since the 1940s the institutional change in terms of the provision of education has been towards fewer, more centralised schools, for both primary and secondary school pupils as shown in Section 8.1. This has meant that school catchment areas have widened, as average school sizes have increased.

These two demographic trends, together with the institutional response in terms of education provision, have contributed to increasing the length of journeys to schools for both pupils living within and beyond the minimum walking distances. In addition, the proportion of pupils living beyond these minimum walking distances has increased.

During the decades since 1940, there has also been a significant rise in car ownership and use, with a corresponding decline in the use of public transport. These trends, combined with increasing length of school journeys, have contributed to major changes in the way in which children travel to and from school. As shown in Section 7.4, car and bus use has increased in all areas, for both primary and secondary pupils, with reductions in the use of walking to and from school.

The increase in traffic in recent years has prompted concerns about the safety of children living within the minimum walking distances who walk or cycle to and from school. Such safety concerns, together with increasing car ownership and increasing journey length, have encouraged greater car use for the school journey. However, as shown in Section 7.5, children as pedestrians and cyclists are still at greater risk from being killed or injured than other age groups, with the journey to school continuing to account for approximately 30% of all child pedestrian casualties, at a significant cost to society.

As a consequence of the declining use of public transport services by the population overall, the cost of supporting public transport has been increasing in recent years.

The institutional response to the rising expenditure on revenue support has been to increasingly require the co-ordination of public and school transport provision, and to strengthen the emphasis on obtaining 'value for money' (see Section 8.2).

The effect of these social trends together with the institutional responses to these trends, in terms of the provision of education and public transport, have had considerable implications for Local Education Authorities meeting their obligation to provide school transport. The lengthening of school journeys has meant that, despite falling school rolls, there has not been a corresponding decline in the demand for school transport services. Consequently, school transport expenditure has continued to increase, as shown in Section 8.2. In addition whilst concerns about safety have increased there has also been a greater emphasis on obtaining value for money and requiring the co-ordination of public transport and education transport to meet this. These trends and institutional responses therefore suggest that the provision of school transport has become an increasingly costly and difficult obligation for the Local Education Authorities during the years since its introduction.

9 Basis of school transport provision

9.1 Introduction

The legislative framework establishing the basis of school transport provision in England and Wales, Scotland and Northern Ireland is outlined in Chapter 4. In addition to the provision of free home-to-school transport beyond the statutory minimum walking distances for pupils of compulsory school age, Local Education Authorities have wide discretionary powers to provide other school transport.

The continuing use of this basis of school transport has been criticised on the grounds of inequity (see Section 4.3). Of particular concern is the inequity to parents and pupils, whereby one child living beyond the minimum walking distance receives free transport and another, living just within this distance pays the cost of transport, with no regard to parental ability to pay for such school transport.

Whilst this current basis for school transport provision might appear to be equitable between authority areas, being based upon a nationally applied minimum standard, the variations that exist within the UK and at individual authority level, suggest that this is not so. This is the result of varying use by Local Education Authorities of their discretionary powers and of differences in the legislation between the component countries of the UK. These variations are exemplified by the use of reductions in the minimum walking distances, the provision of discretionary transport within these distances, and the provision of transport to schools other than

to the nearest appropriate school. For those Authority's responding to the questionnaire and using their discretionary powers, additional information has been obtained from the individual Authority's policy statement.

9.2 Walking Distances

England and Wales

Local Education Authorities in England and Wales are able to reduce the minimum walking distances used to determine eligibility to receive free school transport under Section 55(1) of the 1944 Education Act. In 1973 the Hodges Working Party (DES 1973 p7) established that whilst most authorities did adhere to the statutory distances, several authorities exercised their discretion to a varying extent. This appears to have continued to date.

Currently, the vast majority of Local Education Authorities in England and Wales appear to use the statutory minimum walking distances as the basis of determining eligibility to receive free school transport. Thirty-six authorities in England and Wales provided information on the walking distances used, of which, only five (14%) made any use of their discretionary powers to reduce these. However, the reductions used illustrate the inequity of the present system for parents, and pupils, living in different authority areas.

For example, Bexley and Hampshire currently adopt minimum walking distances of one and a half miles for pupils under eight years of age, two miles for primary school pupils over eight years of age; and then adhere to the statutory three mile distance for secondary school pupils. Enfield currently reduces the three mile limit for secondary school pupils to two miles, and Shropshire broadens the two mile limit to include pupils of eight to eleven years of age attending primary schools. One authority which highlights the variations that exist is South Glamorgan. Within South Glamorgan the statutory minimum walking distances are used in the Cardiff area. However, within the Vale of Glamorgan the distances used are one and a half miles for primary school pupils and two miles for secondary school pupils. This arrangement pre-dates local authority re-organisation in 1974.

There does not appear to be any clear trend in the use of Local Education Authority discretion in reducing the walking distances. Since 1988/9 Shropshire has extended the two mile limit, as stated, to include primary school pupils over eight years of age. However, since 1988 Newcastle upon Tyne has withdrawn its two and a half mile distance for secondary school pupils and now adheres to the statutory three mile distance. West Glamorgan has also withdrawn its discretion. Since 1984/5 West Glamorgan has used the statutory minimum walking distances rather than the one and a half miles for primary school pupils and two miles for secondary school pupils as previously.

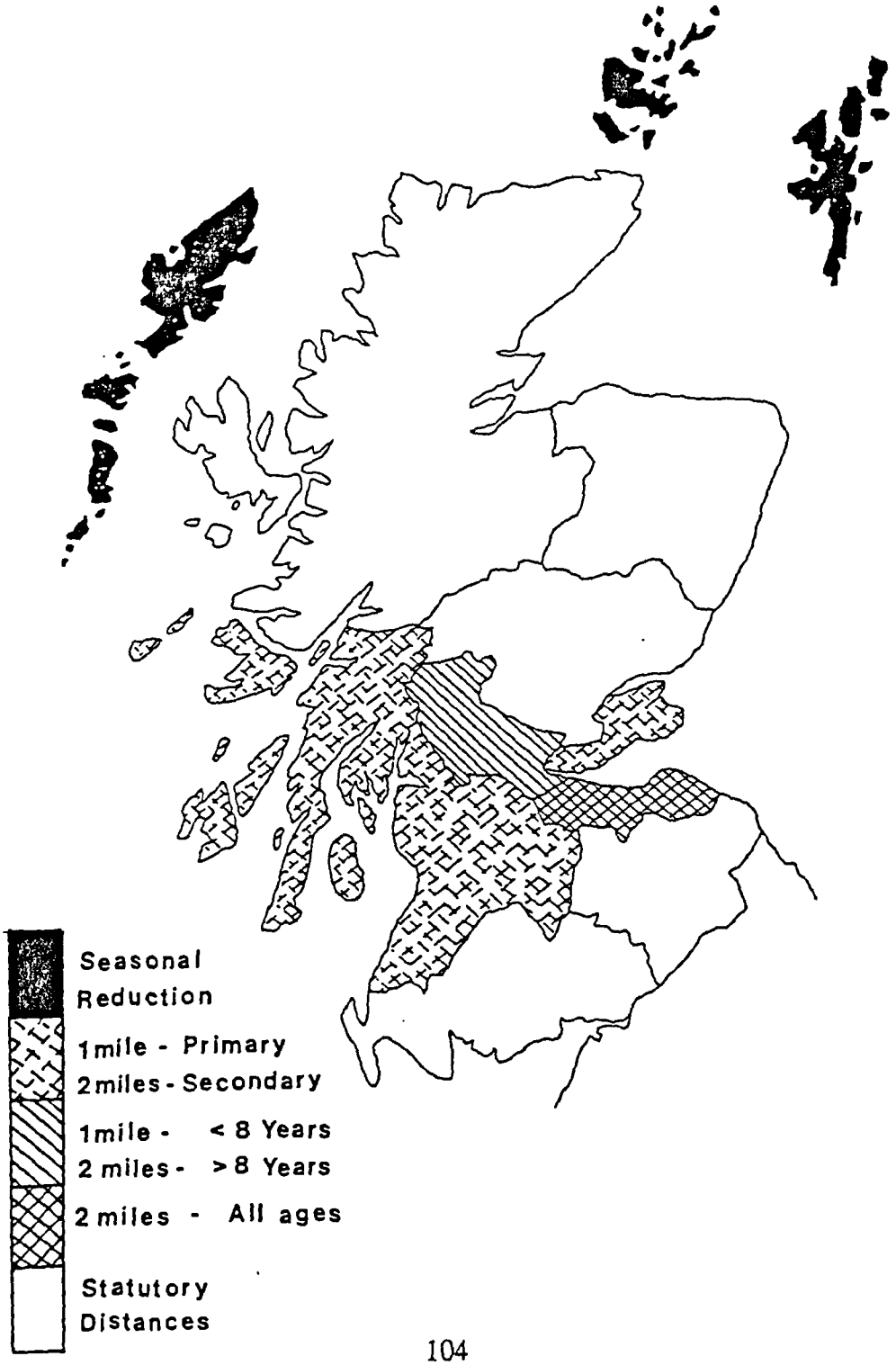
Scotland

Scottish Regions, as Local Education Authorities, can exercise their discretion under Section 51 of the 1980 Education (Scotland) Act (see Section 2.2) to reduce the minimum walking distances used to determine eligibility to receive free school transport. Authorities in Scotland appear to be more generous in their use of such discretion than Local Education Authorities in England and Wales. In 1988/9 seven of the twelve Scottish Regions made some reduction in the statutory minimum walking distances.

The Orkney and the Western Isles both adopt the statutory two and three mile walking distances during the summer months (from Easter until the October half term). These are then reduced to one and a half miles for all pupils, irrespective of age, during the winter months. The Shetland Isles adopt a lower limit of one and a half miles for primary school pupils, whilst using the three mile distances for secondary school pupils. As in the other island authorities, the Shetland Isles reduces this three mile limit to one and a half miles during the winter months.

Of the mainland Regions, Central reduces the two mile distance to one mile for the under eights, and uses a two mile walking distance for pupils of over eight. Lothian uses a two mile minimum walking distance for all pupils, irrespective of age. Although Lothian further reduced this to one and a half miles in 1987/8, but reverted to using the two mile walking distance the following year.

Figure 1: Scotland: Walking distances used, by Region (1988/9)



Strathclyde uses the most generous discretions, with walking distances of one mile for pupils of primary school age (under twelve years in Scotland rather than eleven years as in England and Wales) and two miles for pupils attending secondary schools.

Fife, like Lothian, adopted a two mile limit for pupils of all ages. However, since 1987/8, Fife has further reduced this to one mile for pupils of primary school age, as in Strathclyde.

Northern Ireland

The legislation regarding the minimum walking distances differs in Northern Ireland from that elsewhere in the UK. In Northern Ireland the statutory minimum walking distances are two miles for pupils under eleven years of age, as opposed to eight years elsewhere in the UK, and three miles for older pupils. However, in Northern Ireland free transport beyond these distances is not required to be provided for the whole journey from the child's home to school. In Northern Ireland a pupil can be expected to walk up to the minimum distance as part of the journey to school. In Northern Ireland all five Education Boards adopt these statutory walking distances and make no further reductions.

United Kingdom

In the UK there is no positive obligation on Local Education Authorities to provide free school transport in accordance with the statutory minimum walking distances for all pupils - only to those of compulsory school age. However, Local Education Authorities use their discretion to extend the use of these distances as the basis of eligibility to receive free, or subsidised, travel beyond the statutory school leaving age. Most authorities also provide free transport according to these distances for pre-school age children attending nursery, or primary schools.

9.3 Discretionary transport within the minimum walking distances

England and Wales

In England and Wales Section 12 of the 1953 Education (Miscellaneous Provisions) Act empowers Local Education Authorities to fill any vacant places on vehicles provided for the free transport of pupils under Section 55(1) of the 1944 Education Act (i.e. those living beyond the minimum walking distances, see Section 2.1); and to charge a 'reasonable fare' for such places.

In England and Wales, the Metropolitan Districts appear to make less use of this discretion. This is likely to be due to the ready availability of public transport services, the offer of concessionary fares on such services, and the limited use of contracted vehicles to which these provisions apply.

However, many rural Local Education Authorities do make use of this provision, and the fares charged for such places vary widely. Most Local Education Authorities charge for school transport provided in this way on a termly basis. For example, charges in 1988/9 ranged from £13 in Oxfordshire, £15 in Cumbria and Dorset, £20 in Gloucestershire, £27 in Hereford and Worcestershire to £36 in Hampshire. West Glamorgan meets half the cost of such travel and Shropshire offers the use of such vacant places free to those pupils also entitled to receive free schools meals.

Scotland

In Scotland, unlike in England and Wales, Local Education Authorities are required to offer any such vacant places on school transport to pupils not ordinarily entitled to receive free school transport, at no charge (see Section 2.2).

The use of these 'privilege lifts' varies widely between the Scottish Regions (see Appendix to Section 9.3) They are more widely available in the more rural Regions, such as Borders, Dumfries & Galloway and the Island authorities. They are most widely available where a high proportion of pupils travel to school either on contracted vehicles or on Local Education Authority owned and operated vehicles. Those Regions which use public transport services for the majority of their school transport provision have less opportunity to offer privilege lifts, as such transport is provided and paid for on a per pupil basis.

In Scotland the use of these privilege lifts has remained stable since 1983/4 (see Appendix to Section 9.3). Although they only provide 0.7% of primary school pupils and 0.5% of secondary school pupils with free school transport, this represents over 4,000 pupils. Of those receiving free school transport in Scotland, approximately 3% do so under Section 51 and receive privilege lifts. This varies widely between Regions, with privilege lifts accounting for over 10% of pupils in receipt of free school transport in Borders, Dumfries & Galloway and in the Orkney Isles.

Northern Ireland

In Northern Ireland, as in Scotland, the Education Boards are empowered by Statutory Instrument 1986/594 to offer vacant places on school transport vehicles free of charge. Unfortunately the numbers of pupils receiving such discretionary free transport are not available. They are included in the total numbers of pupils receiving free school transport.

9.4 Transport to non-appropriate schools

The provision of free school transport to a school other than the nearest available school is permissible, but is discretionary (see Section 4.4). Under the provisions of the 1944 Education Act Local Education Authorities are under no obligation to provide school transport, or pay travelling expenses, to a school which is not the nearest available school (DES 1973 p7). However, 'ever since 1944 most local

authorities have made church schools an exception to their general policies on school transport and have provided free travel for pupils at denominational schools even if these were not the nearest schools available' (Guardian 15/12/1981).

Recent legislative changes to education since 1980 have enabled and encouraged wider parental choice of school, and have weakened the concept of an appropriate school for an area. However, there has been no change to the statutory provision of school transport, which remains provided according the minimum walking distances from the nearest available school (Chapter 13). Following the introduction of the 1980 Education Act, it was recognised that the cost and availability of school transport could limit parents in exercising choice of school. Consequently, the Secretary of State for Education, in 1981, called for the provision of 'equivalent fares' (see Section 14.5) to enable wider parental choice of school. However, the use of 'equivalent fares' is discretionary. As such, the provision of school transport to non-appropriate schools remained dependent upon the use of Local Education Authority discretion and continued to vary widely between individual authority areas.

A National Foundation for Educational Research (NFER) survey of Local Education Authorities in England and Wales carried out between 1983 and 1985 (Stillman & Maychell 1986 p34-6) showed that, following the introduction of the 1980 Education Act, the provision of free school transport to schools other than to the nearest available was limited. Even though the 1980 Education Act weakened

the concept of an appropriate school for an area this survey established that Local Education Authorities continued to use catchment areas.

	Authorities with catchment areas		Authorities without catchment areas		All Authorities	
Policy	Number	%	Number	%	Number	%
No transport provided	0	0	1	2	1	1
If over 3 miles to local or catchment area/designated school	39	71	17	40	56	58
If over 3 miles to nearest school with available places	4	7	8	19	12	12
If over 2 miles to local or catchment area or designated school	3	5	3	7	6	6
If over 3 miles to any school	4	7	9	21	13	13
If over 2½ miles to any school	0	0	2	5	2	2
If over 2 miles to any school	1	2	0	0	1	1
No transport provided, except where over 3 miles to a grammar or denominational school	1	2	0	0	1	1
Provision not indicated	3	5	2	5	5	5
Total	55	99	42	99	97	99

Table 9.4a: The provision of school transport in authorities with and without catchment areas, England and Wales, 1984

Source: Stillman & Maychell (1986) p35.

The most common practice in the sample of authorities with catchment areas was to provide school transport to appropriate catchment area schools only. However, even in authorities without catchment areas, it was also common practice to provide school transport to the 'local' appropriate school - implying the use of catchment areas, and this was one of the main reasons why many parents living in non-catchment area authorities still felt that they could not exercise choice of school. Overall, as shown in table 9.4a, 76% of authorities provided transport,

beyond a minimum distance, to an appropriate school only, with only 16% of authorities providing transport to any school.

The provision of school transport to a non-appropriate school was also found to be more likely to be available in urban areas (table 7.4b). Whereas in rural authorities 90% provided school transport beyond a minimum distance to an appropriate school and only 6% of authorities provided transport to any school, in the urban authorities 26% provided transport to any school.

	Urban		Rural		Mixed		All Authorities	
Policy	No	%	No	%	No	%	No	%
No transport provided	1	2	0	0	0	0	1	1
If over 3 miles to local or catchment/designated school	29	52	23	72	4	44	56	58
If over 3 miles to nearest schools with available places	4	7	3	9	4	44	11	11
If over 2 miles to local or catchment/designated school	3	5	3	9	1	11	7	7
If over 3 miles to any school	11	20	2	6	0	0	13	13
If over 2½ miles to any school	2	4	0	0	0	0	2	2
No transport provided, except where over 3 miles to a grammar or denominational school	1	2	0	0	0	0	1	1
Provision not indicated	4	7	1	3	0	0	5	5
Total	56	101	32	99	9	99	97	99

Table 9.4b: The provision of school transport, by type of authority, England and Wales, 1984

Source: Stillman & Maychell (1986) p35

It was, therefore, concluded that, due to the smaller distances involved and the availability of public transport, the provision of transport to non-appropriate schools was a more viable practice in urban areas (Stillman & Maychell 1986 p36).

The 1988 Education Reform Act has since further strengthened the right of parents to choose a school other than the nearest available. However, like the 1980 Act, this Act made no change to the statutory basis of school transport provision. Information on the provision of school transport to non-appropriate schools in different Local Education Authority areas is very limited. However, the policies used in the authority areas discussed below illustrates the variations that continue to exist, and highlight the inequity of the current basis of school transport provision.

The provision of school transport to non-appropriate schools appears to continue to be more limited in rural authority areas. Many rural authorities continue to provide school transport according to the minimum walking distances, and to the nearest appropriate schools. The exception to this general policy remains the provision of school transport to denominational schools. This is, for example, the practice in Northumberland and Lincolnshire.

Other rural authorities adhere to this general policy, however, they also place maximum distances upon the journey to denominational schools. For example Gloucestershire provides school transport to Roman Catholic schools up to a maximum distance of six miles for primary schools and ten miles for secondary schools. Dorset uses the following minimum and maximum journey lengths to determine eligibility for school transport to travel to denominational schools:

Rising 5's		Minimum	2 miles	Maximum 5 miles
Age	5-7 years	Minimum	2 miles	Maximum 5 miles
Age	8-10 years	Minimum	2 miles	Maximum 5 miles
Age	11-15 years	Minimum	3 miles	Maximum 10 miles
Age	16-18 years	Minimum	5 miles	Maximum 10 miles

Other rural authorities provide school transport to denominational schools, but also on other grounds of parental choice of school. For example, Cumbria provides school transport to denominational schools up to a maximum distance of 15 miles for secondary pupils and eight miles for primary pupils. In addition, Cumbria uses an equivalent fare policy for transport to non-appropriate schools of parental choice. Similarly, West Sussex provides denominational school transport up to a maximum distance of ten miles for secondary pupils and six miles for primary pupils, but with a maximum journey time criterion as well. West Sussex also uses an equivalent fare policy for transport to non-appropriate schools of parental choice. East Sussex also provides denominational schools transport, but with no maximum distance limits, and offers an equivalent fare policy for other choice of school.

Overall, in these rural authorities, transport to denominational schools remains more generous than that for other parental choice of school. Transport to denominational schools is usually paid in full, up to maximum distances, whereas transport to other non-appropriate schools is based upon the cost of travel to the nearest appropriate school.

As established by the NFER survey, the most generous provision of school transport to non-appropriate schools, appears to continue to be in the urban authorities. For example, in the Metropolitan District of Rochdale a pupil living more than two miles from school (three miles in the case of pupils over eight years of age) is entitled to travelling expenses, irrespective of whether that school is the nearest suitable school with available places. Similarly the London Borough of Bexley provides free transport to secondary school over a minimum walking distance of three miles whether this is the nearest appropriate school or a school chosen on denominational or other ground of parental choice.

The provisions of the 1988 Education Reform Act do not apply in Northern Ireland or in Scotland; consequently school transport in both these constituent countries remains based upon transport to the nearest appropriate school.

10 Extent of school transport provision

10.1 England and Wales

The Hodges Report (DES 1973 p6) established that, in January 1972, 838,486 primary and secondary school pupils in England and Wales were in receipt of free school transport. Of these 693,482 were pupils living beyond the minimum walking distances. In addition, a further 145,004 pupils received free school transport as a concession rather than as a statutory right, see table 10.1a.

In 1972, a further 94,123 pupils received free school transport because of handicap, or special needs (DES 1973 p72). Consequently, of those pupils receiving free school transport in 1972, 90% were primary or secondary school pupils, and 10% were special needs pupils.

In 1972 the proportion of pupils in receipt of free school transport varied widely from 4.4% in County and London Boroughs, to 18.2% in Wales, as shown in table 10.1a.

	CBs & LBs	English Counties	England	Wales	England & Wales
No of pupils	4,369,210	3,911,506	7,773,806	503,506	8,277,312
No of pupils in receipt of free transport	193,023	646,452	764,997	91,489	838,486
% in receipt	4.4%	16.5%	9.6%	18.2%	10.1%
No living over walking distances	168,565	524,917	626,518	66,964	693,482
% living over walking distance	3.9%	13.4%	8.1%	13.3%	8.4%

Table 10.1a: Pupils in receipt of free school transport, England and Wales, 1973

Source: HMSO (1973)

The proportion of pupils currently eligible, and receiving, free school transport continues to vary widely, both between individual Local Education Authority areas, and by school sector.

Accurate data for individual Local Education Authorities in England and Wales is very limited. From the fourteen Shire Counties and fourteen Metropolitan Districts & London Boroughs where such information is available, it would appear that the Metropolitan Districts & London Boroughs continue to have low proportions of pupils in receipt of free school transport, and the Shire Counties higher proportions, as shown in table 10.1b.

	Metropolitan Districts & London Boroughs		Shire Counties		England & Wales	
	Number of pupils	% in receipt	Number of pupils	% in receipt	Number of pupils	% in receipt
Primary	578	(0.2%)	23,144	(3.9%)	23,722	(2.7%)
Secondary	11,350	(5.5%)	110,242	(21.7%)	121,592	(17.0%)
Average-Primary & secondary	11,928	(2.4%)	133,386	(12.1%)	145,314	(9.1%)

Table 10.1b: Pupils in receipt of free school transport, England and Wales, 1988/9

Source: Survey of Local Education Authorities, 1988.

In 1988/9, approximately 3% of primary school pupils in England and Wales received free school transport, compared to 17% of secondary school pupils; reflecting the length of journey travelled. Overall, in 1988/9, approximately 9% of primary and secondary school pupils in England and Wales received free school transport; compared to 10% in 1972.

In 1988/9, in these twenty-eight Local Education Authorities, a further 21,836 pupils received free school transport on the grounds of special needs. As this figure includes special needs pupils attending primary and secondary schools, not just special schools, it is not possible to calculate the proportion of special school pupils receiving free school transport. However, in 1988/9, pupils receiving free school transport because of special needs represented 13% of all pupils receiving free school transport. This is an increase from 10% in 1972.

10.2 Scotland

Overall, in Scotland, the number of pupils entitled to receive free school transport has declined by 10% from 155,006 pupils in 1983/4 to 139,797 by 1989/90. However, the proportion of pupils entitled to free school transport has increased slightly during this time, from 17.5% to 17.8% of the total school population, despite falling school rolls. Similar trends have been seen at both primary and secondary levels. Despite falling primary school rolls throughout the 1980s until 1988/9, there has been an increase in both the number, and proportion, of primary school pupils entitled to receive free school transport; from 38,838 (8.5%) in 1983/4 to 40,120 (9.2%) by 1989/90 (see Appendix to Section 10.1). Whilst the secondary school population in Scotland has declined by 23%, from 390,368 pupils in 1983/4 to 300,217 pupils by 1989/90, the number of secondary school pupils entitled to receive free school transport has declined by only 17% (from 197,835 to 89,551) during this time. As a consequence, the proportion of secondary school pupils entitled to receive free school transport has increased slightly from 27.6% in 1983/4 to 29.8% by 1989/90.

In Scotland, as in England and Wales, the proportion of pupils receiving free school transport varies widely both by school sector and between individual Regions. In Scotland, as in England and Wales, the proportion of primary school pupils entitled to receive free school transport is lower than for secondary school pupils, reflecting the shorter distances travelled. However, in Scotland, a higher proportion of both primary and secondary school pupils are entitled to receive free

school transport than in England and Wales (Appendix to Section 10.2). Currently in Scotland 9% of primary school pupils, and 30% of secondary school pupils, are entitled to receive free school transport, compared to 3% and 17% respectively in England and Wales.

In Scotland in, 1989/90, a further 10,126 pupils were entitled to receive free school transport because of special needs. This represents 7% of the overall number of pupils entitled, compared to 13% in England and Wales. In Scotland, as in England and Wales, the number of pupils entitled to receive free school transport on the grounds of special needs has accounted for an increasing proportion of the total number of entitled pupils in recent years (7% by 1989/90 compared to 5.4% in 1983/4).

In the Scottish Regions, as in England and Wales, the numbers and proportions of pupils entitled to receive free school transport varies widely between individual authority areas (see Appendix to Section 10.2). The numbers of pupils entitled to receive free school transport ranged from under 2,000 pupils in the Western Isles to 57,102 in Strathclyde in 1989/90. (It must be noted, however, that with approximately half the Scottish population resident in Strathclyde, this Region tends to dominate any regional comparisons of absolute numbers). The proportions of pupils entitled to receive school transport ranges from 10.2% in Tayside and 10.5% in Lothian, to 54.1% in the Shetland Isles. The island authorities and Dumfries & Galloway had the highest proportions of both primary and secondary school pupils

entitled to receive free school transport in 1983/4, with Tayside and Lothian the lowest. This has remained so to date (see Appendix to Section 10.2).

The main changes in the extent of school transport provision in recent years have occurred in Fife, Lothian and Dumfries & Galloway. There has been a doubling in the proportion of primary school pupils entitled to receive free school transport in Fife since 1987/8, and in Lothian for 1987/8. These large increases were due to changes in policy reducing the minimum walking distances used to determine eligibility (see Section 9.2).

10.3 Northern Ireland

As elsewhere in the UK, Northern Ireland has experienced falling school rolls throughout the late 1970's and 1980's. However, as in Scotland, despite these falling rolls, the demand for school transport has not followed the same trend. Since 1976/7, in Northern Ireland overall, there has been an increase in the number of pupils in receipt of free school transport from 77,285 to 95,392. This has meant that in 1988 28.8% of the school population in Northern Ireland was in receipt of free school transport, compared to 21.1% in 1976/7.

In all of the Board areas there have been reductions in school rolls throughout the late 1970s and 1980s. The most dramatic decline has been in Belfast, with a 27.7% reduction. As for Northern Ireland overall, these falling school rolls have not been matched by a reduction in the numbers receiving free school transport.

Numbers, and proportions, of pupils receiving free school transport are not available by school sector for the Northern Ireland Education Boards. However, there have been, and continue to be, wide variations between the Boards in terms of the numbers and proportions of pupils in receipt of free school transport. Belfast has had the lowest proportion of pupils in receipt since 1976 (see Appendix to Section 10.3), with Western and Southern the highest, (over 30%). In all the Board areas the numbers and proportions of pupils receiving free transport has been increasing since 1976/7. The most significant increase has been in Belfast, where the proportion of pupils in receipt has increased from 2.6% in 1976/7 to 8.4.% in 1988/9. In the South Eastern board area the proportion of pupils in receipt has increased from 17.9% to 30.8% - with the numbers of pupils in receipt increasing by 61%.

10.4 UK Comparisons

As has been shown in Sections 10.1-10.3, the proportion of pupils in receipt of free school transport varies widely between Local Education Authority areas within the UK. Unfortunately, total numbers of pupils entitled to, or receiving, free school transport are not available for many authority areas, particularly in England and Wales. Such information is however required to undertake any evaluation of future change to the basis of school transport provision. For this reason a regression model was used to estimate the extent of school transport provision by the Local Education Authorities in the UK.

Using 1988/9 data provided for forty-three Local Education Authority areas in the UK, the proportion of pupils receiving free school transport has been estimated for all Authority areas. This has been estimated using the regression model below:

Proportion of pupils receiving free school transport = 10.32 + 0.21 (average unit cost) -0.42 (population density)

where the average unit cost is the school transport expenditure per maintained pupil for each Authority area.

These two variables (the co-efficients for both variables are statistically different from 0, $P < .001$) account for approximately 82% of the variation in the proportion of pupils receiving free school transport, as shown by the value for R^2 adjusted.

The proportion of pupils receiving free school transport estimated by this model, for each authority area is given in the Appendix to Section 10.4.

From this, the total proportions, and numbers, of pupils receiving free school transport have been estimated for the UK, and for the constituent countries, as shown in table 10.4a.

	School Population	Pupils receiving free school transport	
	(millions)	%	Number (millions)
United Kingdom	8.4	15.0	1.26
Great Britain	8.1	14.7	1.19
England & Wales	7.3	12.9	0.94
England	6.9	12.1	0.83
Wales	0.5	20.7	0.10
Scotland	0.8	27.6	0.22
Northern Ireland	0.3	20.1	0.06
Shire Counties (E&W)	4.7	18.6	0.87
Metropolitan Districts	1.7	6.7	0.11
London Boroughs	0.9	2.8	0.03
Metropolitan Districts and London Boroughs	2.6	5.7	0.15

Table 10.4a: Mean estimated proportion, and number, of pupils receiving free school transport UK, 1988/9

As shown in table 10.4a, the Scottish Regions, the Northern Ireland Boards and the Welsh Counties have the highest estimated proportions of pupils in receipt of free school transport. The areas with the lowest proportion of pupils in receipt of free school transport are the Metropolitan Districts and London Boroughs.

From the model, it is estimated that 5% of the school population, approximately 1.26 million pupils in the UK receive free school transport, with almost 70% of these being in the English and Welsh Shire Counties. This suggests that despite falling school rolls during the past fifteen years in the UK, the number, and proportion, of pupils receiving free school transport has actually increased during this time.

This regression model, however, does not take into account the differing basis of provision within the constituent countries, for example the use of lower walking distances in many of the Scottish Regions (see Section 9.2) or more limited

provisions in Northern Ireland (see Section 2.2). For this reason, alternative estimates have been made using three regression models, one for England & Wales, Scotland and Northern Ireland.

The equations used are:

England & Wales

% of pupils receiving free school transport = 5.02 + 0.26 (average unit cost) - 0.27
(population density).

Scotland

% of pupils receiving free school transport = 9.89 + 0.19 (average unit cost)

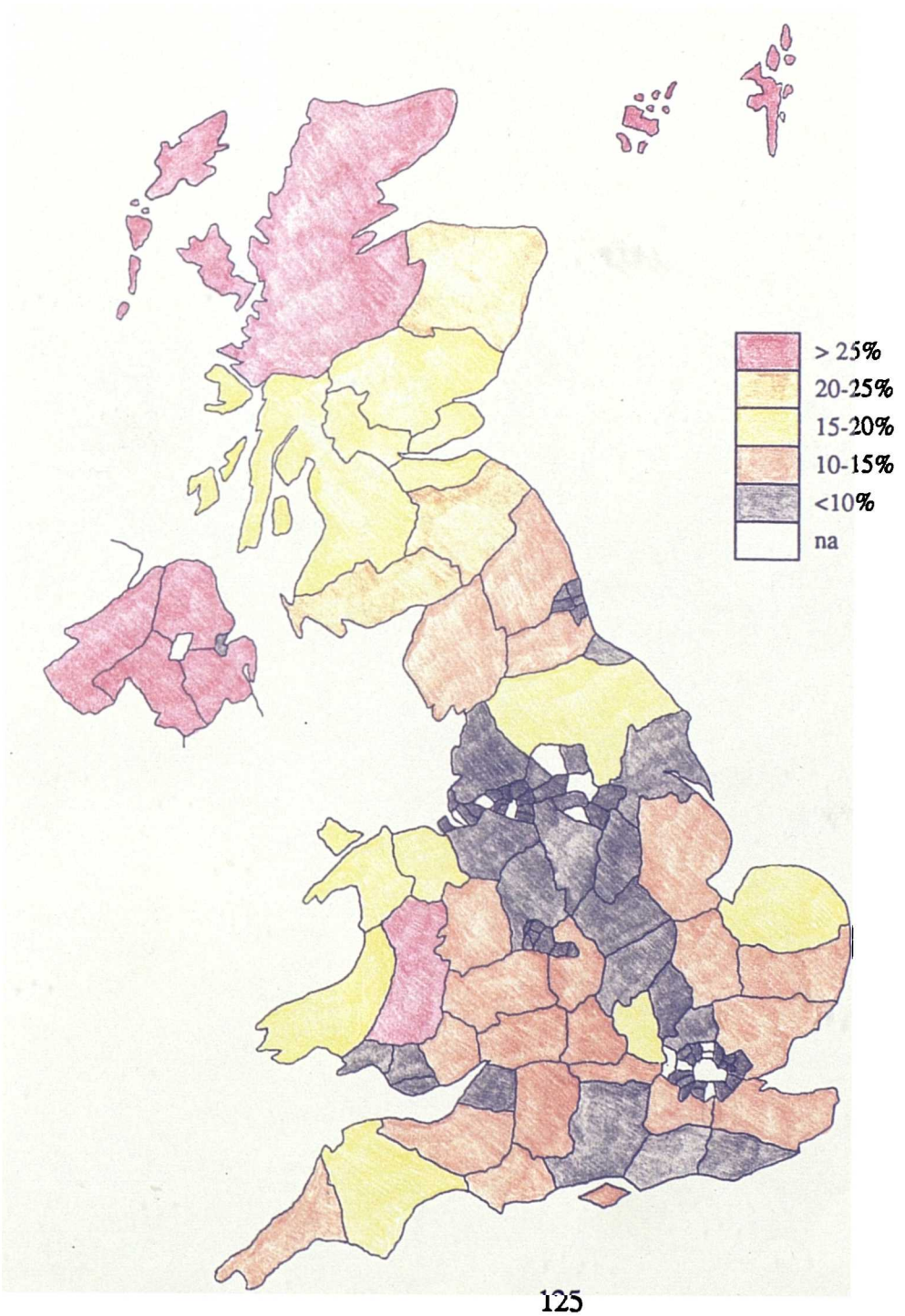
Northern Ireland

% of pupils receiving free school transport = 3.21 + 0.56 (average unit cost)

The inclusion of the variable population density for England & Wales increased the value of R^2 adjusted from 80% to 88%. However, when fitting the model to Scotland or Northern Ireland inclusion of the population density resulted in a decrease on the value of R^2 adjusted, and was therefore excluded.

For England & Wales, these two variables account for approximately 88% of the variation in the proportion of pupils receiving free school transport, with the average unit cost accounting for 85% of the variation in Scotland and 95% for Northern Ireland.

Figure 2: Estimated proportion of pupils receiving school transport, by LEA, 1988/9



The proportion of pupils receiving free school transport has been estimated for each authority area and is given in Appendix to Section 10.4, and shown in figure 2.

The total proportions, and numbers, of pupils receiving free school transport have been estimated for each of the constituent countries, and for the UK, as shown in table 10.4b.

	School Population	Pupils receiving free school transport	
	(millions)	%	Number (millions)
England & Wales	7.3	8.6	0.63
England	6.9	7.9	0.55
Wales	0.5	14.2	0.07
Scotland	0.8	25.9	0.21
Northern Ireland	0.3	28.7	0.09
Shire Counties (E&W)	4.7	11.5	0.54
Metropolitan District	1.7	2.3	0.04
London Boroughs	0.9	1,5	0.01
Metropolitan Districts and London Boroughs	2.6	2.1	0.05

Table 10.4b: Mean estimated proportion, and number, of pupils receiving free school transport UK, 1988/9

11 Means of providing school transport provision

11.1 England and Wales

The Hodges Report estimated how pupils travelled to school in England and Wales in 1973, as shown in table 11.1a below.

	Percentage by mode, by area				
Mode	England	Wales	Counties	CBs&LBs	England & Wales
Stage carriage buses	45.7%	33.8%	33.6%	80.1%	44.6%
LEA buses	2.5%	0.8%	1.9%	3.4%	2.3%
Contract buses	46.4%	63.1%	60.2%	8.3%	47.9%
Parental cars	0.4%	0.8%	0.4%	0.5%	0.4%
Rail/Tube	4.8%	1.5%	3.5%	7.6%	4.5%
Cycle	0.3%	-	0.3%	0.05%	0.3%
Other	-	-	0.1%	0.05%	-
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Number of pupils[1]	844,013	83,466	707,521	219,898	927,509

Table 11.1a: Pupils conveyed by mode of transport, England and Wales, 1973

Source: HMSO (1973),

* excludes special school pupils

1 Total greater than the number of pupils given in Table 10.1a due to some travelling by more than one mode

In 1973, in the Shire Counties of England and Wales, contracted services were the main mode of transport-accounting for over 60% of home-school journeys. In these areas stage carriage buses accounted for approximately a third of journeys. In the County & London Boroughs the vast majority (over 80%) of journeys were made on stage carriage buses. In these areas the use of rail and tube services was also greater than elsewhere in England and Wales.

Overall in England and Wales in 1973 contracted buses were the main mode of school transport-accounting for almost 48% of home-school journeys, but with stage carriage buses accounting for almost as many (45%).

Shire Counties

The results from the questionnaire of Local Education Authorities undertaken in November 1988 shows that in England and Wales the means of school transport provision varies widely between authority areas as shown in table 11.1b.

	Percentage of journeys by mode						
Local Authority	LEA	Contract	Local buses	Rail	Other	Total	n
Cumbria	1.0%	66.8%	31.5%	0.7%	-	100.0%	12100
Dorset	6.7%	72.6%	20.3%	0.1%	0.3%	100.0%	11234
Hereford & Worcs.	-	88.6%	10.0%	0.4%	1.0%	100.0%	14877
Humberside	2.8%	97.1%	-	0.1%	-	100.0%	12233
IOW	32.3%	20.2%	47.0%	0.4%	-	100.0%	3618
Kent	-	43.9%	45.7%	8.9%	1.5%	100.0%	30865
Northumberland	-	60.8%	39.2%	-	inc. in contract	100.0%	9220
Oxfordshire	0.2%	95.7%	3.0%	0.1%	1.0%	100.0%	13135
Powys	0.4%	99.6%	-	-	-	100.0%	5149
W Glamorgan	-	82.1%	17.9%	-	-	100.0%	8410
Shropshire	4.2%	64.5%	25.6%	0.9%	4.8%	100.0%	9893

Table 11.1b: Pupils conveyed by mode, Shire Counties, 1988

Source: Survey of Local Education Authorities, 1988

In the Shire Counties the use of contracted bus services appears to continue to be the main mode of school transport provision. The proportion of home-school journeys using contracted buses ranged from 43.9% in Kent to almost 100% in Powys, amongst those responding to the questionnaire. The use of Local Education

Authority owned and operated vehicles remains limited. The exception is the Isle of Wight where these vehicles account for almost a third of home-school journeys. The use of rail services is also limited in the Shire Counties. Kent is the only County with modal choice data available where the use of rail services is significant, accounting for almost 9% of journeys.

Metropolitan Districts and London Boroughs

Similarly the survey revealed considerable variations in the means of school transport provision in the Metropolitan Districts & London Boroughs, as shown in table 11.1c. In some Metropolitan Districts & London Boroughs the use of contracted and Local Education Authority vehicles predominates. The use of these modes is likely to be due to the fact that in some Metropolitan Districts a high proportion of the pupils receive free school transport on the grounds of special needs.

	Percentage of journeys by mode						
Local Authority	LEA	Contract	Local	Rail	Other	Total	n
Rochdale	-	52.7%	47.3%	-	-	100.0%	1965
Enfield	37.5%	62.5%	-	-	-	100.0%	400
Hounslow	28.0%	60.1%	11.9%	-	-	100.0%	597
Bolton	-	81.2%	18.8%	-	-	100.0%	3354
Knowsley	2.6%	80.6%	16.8%	-	-	100.0%	772
Solihull	0.6%	52.7%	46.7%	-	-	100.0%	2784
Newcastle	3.0%	1.5%	94.6%	0.8%	-	100.0%	989
Bexley	{45.4%}		53.8%	0.8%	0.3%	100.0%	784
North Tyneside	-	54.9%	45.1%	-	-	100.0%	840
Trafford	-	-	{100.0%}		-	100.0%	985
Merton	-	-	94.5%	5.5%	-	100.0%	400

Table 11.1c: Pupils conveyed by mode, Metropolitan Districts and London Boroughs, 1988

Source: Survey of Local Education Authorities, 1988

Overall, as shown in table 11.1d, the survey suggests that the current provision of school transport has changed considerably in England and Wales since the Hodges Party Report of 1973. In the Shire Counties the results suggest a small increase in the proportion of home-school journeys made using contracted buses, and a corresponding reduction in the use of existing public transport services.

The results suggest that the most significant changes have occurred in the Metropolitan Districts & London Boroughs, with a reduction in the proportion of journeys made on existing public transport services (from 80% to 44.4%), and a corresponding increase in the use of contracted vehicles. The reduction in the use of existing public transport services in the Metropolitan Districts & Boroughs could be explained, at least in part, by withdrawal of discretionary transport. This would mean that higher proportions of pupils receiving free transport in these areas would be travelling to special schools, and such pupils are more likely to travel on contracted buses, or be using taxis due to the journey lengths and individual needs. However, the Metropolitan Districts & London Boroughs are not directly comparable with the County & London Boroughs of 1973 and the results for 1988 are also from only a limited number of Local Education Authorities.

	Percentage by mode by type of authority			
			Total	
Mode (1973)[1]	Shire Counties	CBs and LBs	%	Number
LEA vehicles	1.9%	3.5%	2.3%	(21,492)
Contracted	60.2%	8.3%	47.9%	(443,946)
Public transport	33.6%	80.1%	44.6%	(413,713)
Rail	3.5%	7.6%	4.5%	(41,524)
Other	0.8%	0.5%	0.7%	(6,744)
Total	100.0%	100.0%	100.0%	
Number of pupils	707,521	219,898	927,419	

	Percentage by mode by type of authority			
			Total	
Mode (1988)[2]	Shire Counties	Metropolitan Districts	%	Number
LEA vehicles	2.1%	2.8%	2.3%	(3,211)
Contracted	63.5%	52.5%	64.3%	(91,208)
Public transport	29.0%	44.4%	30.4%	(43,139)
Rail	4.3%	0.3%	2.1%	(3,019)
Other	1.1%	-	0.9%	(1,226)
Total	100.0%	100.0%	100.0%	
Number of pupils	127,493	13,870	141,813	

Table 11.1d: Proportion of pupils conveyed by mode, England and Wales 1973 and 1988

Sources: 1 = DES (1973) 2 = Survey of Local Education Authorities 1988

11.2 Scotland

In Scotland overall the means by which school transport is provided has also changed in recent years (see Appendix to Section 11.2). Over the past six years there has been a reduction in the use of public transport services. The proportion of home-school journeys using this mode has decreased from 49.2% in 1984/5 to 36.8% by 1989/90. During this time there has been an increase in the proportion

of journeys made using contracted vehicles from 43.1% in 1984/5 to 53.1% by 1989/90. The use of education authority owned and operated buses, and rail services, have remained stable over the past six years-accounting for approximately 4% of home-school journeys. The use of other modes, including mini-buses and parental allowances, has increased slightly from 3.6% to 5.9% of all journeys since 1984/5.

Variations between Regions

The means by which school transport is provided varies widely between the Scottish Regions (see Appendix to Section 11.2). The use of public transport services is currently greatest in the more urbanised regions of Central, Fife, Tayside and Lothian. The use of contracted services is highest in the more rural areas of Highland, Grampian, Dumfries & Galloway and the Island regions. The use of education authority vehicles is greatest in the Borders (accounting for approximately 8% of all journeys) and Dumfries & Galloway (where they account for 10% of journeys). They are also used in Grampian and Highland regions, but account for only 4% of all journeys.

Since 1984/5 the means of school transport provision has changed (see Appendix to Section 11.2). In four regions: Borders, Central, Fife and Tayside the proportion of home-school journeys made using public transport services has increased. The largest increase in the use of public transport services has been in Tayside, accounting for 25.3% of journeys in 1984/5 but over 40% by 1989/90.

The other six regions have reduced their use of public transport services. The greatest reduction is in Grampian with this accounting for over 30% of journeys in 1984/5 but only 5% by 1989/90. Both the Orkney Isles and the Shetland Isles continue to make no use of public transport services.

The use of contracted services has also changed since 1984/5. There have been changes in all regions-except in Orkney which continues to use contracted vehicles for all its school transport provision. The greatest reduction in the use of contracted services had been in the Borders where contracted services accounted for 57.9% of journeys in 1984/5. By 1989/90 this had declined to 36.0%-a reduction of almost 22%. The largest increase in the proportion of journeys made by contracted vehicles has been in Grampian, where their use has increased by 26.6%, from accounting for 64% of journeys in 1984/5 to over 90% by 1989/90.

The use of education authority vehicles has remained stable in those regions which make use of them. Borders continues to use education authority vehicles for approximately 8% of journeys and Dumfries & Galloway for 10%. In Highland their use has increased slightly, accounting for 2.9% of journeys in 1984/5 to 4.2% by 1989/90. In Grampian their use has declined from 5.4% of journeys to 3.8% during this time.

The use of other modes (mini-buses, taxis and parental allowance) has increased in most regions-notably Borders in the last year, and in Fife. However, these modes account for a small minority of overall school transport provision.

Whilst the relative importance of modes has changed in the years since 1984/5, absolute numbers using each mode have also changed (see Appendix to Section 11.2). Whilst Tayside, Central, Borders and Fife have all seen relative increases in the use of public transport services the numbers of pupils travelling by this mode have actually decreased in Central and Borders. Similarly, whilst the relative use of contracted services has increased in Lothian, the numbers of pupils using this mode has decreased.

Although the introduction of the 1985 Transport Act further encouraged the integration of school and public transport provision, the Act appears to have had little effect on the means of home-school transport provision in Scotland, with the trends since 1984/5 continuing (see Section 13.3). In Fife the reduction in the use of contracted service co-incides with a change in the minimum walking distances used to determine eligibility to receive free school transport, rather than with the 1985 Transport Act.

Within Scotland the results suggest no clear trend in the mode used for the journey to school, with four regions increasing their use of public transport services, six increasing their use of contracted vehicles and two making little change.

11.3 Northern Ireland

In Northern Ireland overall, as shown in the Appendix to Section 11.3, the provision of school transport is largely by the use of existing public transport

services, which account for approximately 60% of home-school journeys. The use of Education Board vehicles accounts for over a third of journeys, with the remainder being provided using contracted vehicles, taxis and allowances (see Appendix to Section 11.3). The proportion of home-school journeys made using these modes has remained relatively unchanged since 1976/7-although the absolute numbers travelling by each mode have increased as the numbers of pupils receiving free school transport have increased. The relative importance of each mode has, however, remained largely unchanged.

Variations between Education Boards

As in England, Wales and Scotland, the means of school transport provision in Northern Ireland varies considerably between individual Board areas, as shown in the Appendix to Section 11.3.

In the South Eastern and North Eastern Boards the use of public transport predominates, accounting for over 80% of journeys in 1987/8. This has remained unchanged since 1976/7. In the Southern and Western Boards public transport services account for 52% and 35% of journeys respectively (1987/8). In all these Boards the proportions of journeys made using existing public transport services has increased slightly since 1976/7; as have the numbers of pupils travelling by this mode.

The use of contracted vehicles is limited in the Northern Ireland Boards, compared to the English and Welsh authorities, and Scottish Regions (see Sections 11.1 and 11.2). In the South Eastern Board there is no use made of contracted vehicles and this has remained so to date since 1976/7. In the Western Board the use of contracted vehicles accounted for less than 1% of journeys in 1976/7, and again this has not changed to date. In the North Eastern Board contracted vehicles accounted for 2% of journeys in 1987/8 (421 pupils), a slight reduction in both relative and absolute terms since 1976/7 when this mode accounted for approximately 3% of journeys (800 pupils). In the Southern Board the proportion of journeys made by contracted vehicles has increased from 2% in 1976/7 (422 pupils) to over 5% by 1987/8 (1261 pupils).

The use of Board-owned vehicles currently varies, accounting in 1988/89 for 11% of journeys in North Eastern, 14% in South Eastern, 41% in Southern and 64% of journeys in Western. In all these Board areas the use of Board vehicles has increased in absolute terms, i.e. number of pupils using this mode, since 1976/7. In relative terms the use of this mode has increased slightly in the South Eastern and Western Boards whilst it declined slightly in South and North Eastern Boards (see Appendix to Section 11.3).

In these four Boards: North and South Eastern, Southern and Western, the means of school transport provision, in terms of the relative importance of each mode, has changed little since 1976/7, although the numbers of pupils involved have increased.

In Belfast, the means of providing school transport differs markedly from the other Boards, especially in terms of the use of contracted vehicles, and limited use of Board vehicles. In Belfast in 1987/8 60% of journeys were made on existing public transport services, with 24% on contracted vehicles and only 14% on Board vehicles. Belfast, of the Boards, therefore makes the greatest use of contracted vehicles.

Belfast has also had the most marked change in the way in which school transport is provided. In Belfast there has been an increase in the proportion of journeys made on public transport services, from 51% in 1976/7 to 60% by 1987/8. Although Belfast currently makes the greatest use of contracted vehicles the proportion of journeys made using this mode has decreased from 30% in 1976/7 to 24% by 1987/8. However, as the numbers of pupils receiving school transport within Belfast has more than doubled during this time, there have been absolute increases in the numbers of pupils travelling on Board vehicles, contracted and public transport buses.

11.4 UK Comparisons

In England and Wales the use of contracted buses predominates for home-school transport provision. Whilst in 1973 this mode accounted for the largest proportion of journeys, this has further increased in recent years, as shown in table 11.4a. Currently in England and Wales public transport services, including rail, account

for approximately a third of all journeys. The use of these modes appears to have been decreasing in recent years.

Mode	Northern Ireland*	Scotland	E & W Shires	E & W Total
LEA	33.9%	2.8%	2.1%	2.3%
Contracted	3.3%	48.4%	63.5%	64.3%
Local buses	60.2%	41.3%	29.0%	30.5%
Rail	-	-	-	2.1%
Taxi	1.9%	-	-	-
Other	0.6%	6.2%	1.1%	0.9%
Total	100.0%	100.0%	100.0%	100.0%
No of pupils	(94,799)	(141,101)	(127,943)	(141,813)

Table 11.4a: Proportion of pupils conveyed by mode, UK, 1988/9

Source: Survey of Local Education Authorities, 1988 (*1987/8)

Nevertheless, in Scotland contracted vehicles account for over 48% of home-school transport-considerably less than in England and Wales. In Scotland, as in England and Wales, the use of contracted vehicles has been increasing in recent years with a corresponding reduction in the use of public transport services. As in England and Wales, however, there are wide variations at individual authority levels, as has been shown.

In England, Wales and Scotland the use of Local Education Authority owned and operated buses is limited-accounting for fewer than 3% of journeys. This has not changed in recent years.

The means of school transport provision differs most markedly in Northern Ireland. In Northern Ireland over a third of journeys are made using Board owned and operated vehicles. The majority of journeys are, however, made using existing

public transport services-accounting for 60% of journeys. This has not changed in recent years. Northern Ireland is not subject to the transport legislation regarding the co-ordination of public and school transport, yet has the greatest use of existing public transport services for school transport within the UK. In contrast to elsewhere in the UK, contracted vehicles account for considerably lower proportion of journeys in Northern Ireland.

Within all four constituent countries there are considerable variations at individual authority level. As shown both, by the Hodges Report in 1973 and recent results from Local Education Authorities, rural areas make greater use of contracted and Local Education Authority, (in the case of Northern Ireland, Board) vehicles than the more urban areas; although several of the metropolitan areas in England and Wales now make considerable use of these modes. Correspondingly, the most urbanised areas continue, in general, to make most use of existing public transport services.

12 Expenditure on School Transport

12.1 Introduction

In the UK, in 1987/8, home-to-school transport expenditure by Local Education Authorities was over £300 million, of which £224.6 million (75%) was accounted for by expenditure in England, £23.8 million in Wales (8%), £31 million in Scotland (10%) and £18 million in Northern Ireland (6%), as shown in table 12.1a.

Year	£ millions per annum				
	England[1]	Wales[2]	Scotland[3]	Northern Ireland[4]	U.K.[5]
1989/90			34,458		
1988/9			35,186	19,056	
1987/8	224,600	23,783	30,974	17,918	301,000
1986/7	218,714	23,589	29,151	15,443	290,000
1985/6	210,540	22,695	28,619	15,240	279,400
1984/5	202,399	22,986	26,928	13,758	268,500
1983/4	197,510	22,925	26,184	13,146	na
1982/3	186,062	21,418	32,538	12,479	253,300
1981/2	174,554	19,802	25,800	11,385	na
1980/1	161,921	18,379	22,508	10,437	215,000
1979/80	136,816	15,184	19,742	7,843	179,540
1978/9	118,333	12,567	15,876	6,192	152,970
1977/8	100,115	10,785	13,513	5,234	129,647
1976/7	88,757	9,946	12,187	4,790	115,700
1975/6	74,257	8,712	10,314	na	99,600

Table 12.1a: Home-school transport expenditure, UK, 1975/6-1989/90

Sources: 1 = Statistics of Education: Finance & Awards
2 = Statistics of Education in Wales: Schools
3 = CIPFA Rating Review
4 = Department of Education, Northern Ireland
5 = Education Statistics for the United Kingdom. 1988 & 1989 Editions.

Home-to-school transport expenditure has increased most significantly in Northern Ireland in recent years, and least in Wales (see Appendix to Section 12.1).

Other school transport provision, which includes, for example, the costs of transporting pupils to games fields, swimming baths and special centres, is not included in the figures for home-to-school transport given above, nor is it used in subsequent sections. In England and Wales other school transport provision in 1989/90 cost Local Education Authorities an additional £45 million, as shown in table 12.1b. Comparable figures for Scotland and Northern Ireland are not available.

School Sector	Unit Cost per annum	No. of pupils*	Expenditure
Nursery/Primary	£3.60p	3,648,933	£13,136,158
Secondary	£6.60p	2,736,370	£18,060,042
Special	£147.90p	96,380	£14,254,602
Total	£7.01p	6,481,683	£45,450,802

Table 12.1b: Other school transport expenditure, England and Wales, 1989/90

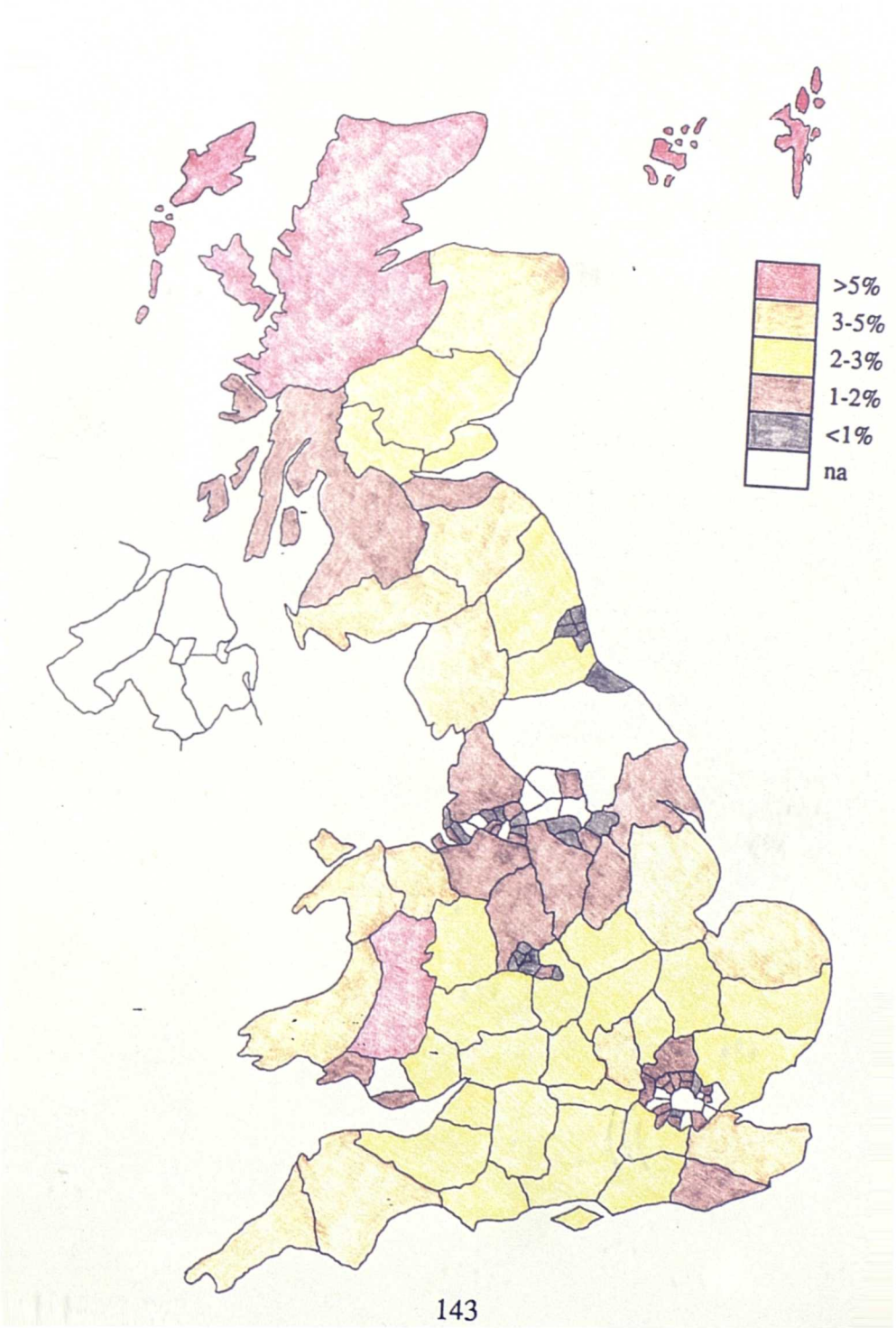
Source: calculated from CIPFA Education Statistics (1989/90): Estimates

* total number of LEA pupils financed by the LEA

Home-to-school transport expenditure varies widely within the UK, by individual Local Education Authority area. In 1988/9 (the most recent year for which expenditure figures for all Local Education Authority areas are available) it ranged from £200,000 per annum in South Tyneside to over £13 million per annum in Strathclyde.

As shown in table 12.1c the lowest levels of home-to-school transport expenditure occur in the urban Metropolitan Districts & London Boroughs, with the highest expenditure being in the Shire Counties, Northern Ireland Boards and Scottish Regions. This has not changed in recent years.

Figure 3: School transport expenditure, as proportion of net current education expenditure, by LEA, 1989/90



Area	Mean expenditure by Year			
	1985/6	1987/8	1988/9	1989/90
United Kingdom	£2.25m	£2.46m	£2.68m	na
Great Britain	£2.22m	£2.41m	£2.62m	£2.71m
England & Wales	£2.20m	£2.39m	£2.59m	£2.68m
England	£2.16m	£2.36m	£2.57m	£2.67m
Wales	£2.66m	£2.78m	£2.78m	£2.86m
Scotland	£2.38m	£2.58m	£2.93m	£2,87m
Northern Ireland	£3.05m	£3.58m	£3.81m	na
Shire Counties	£3.69m	£4.01m	£4.27m	£4.48m
Metropolitan Districts	£0.67m	£0.84m	£0.99m	£0.80m
London Boroughs	£1.30m	£1.11m	£0.82m	£0.83m

Table 12.1c: Mean home-school transport expenditure in parts of the UK, 1985/6-1989/90

Calculated from CIPFA Education Statistics (1989/90) Estimates.

Overall, in England and Wales, home-to-school transport expenditure accounts for 1.6% of Local Education Authority net current education expenditure. However, as shown in table 12.1d, this varies within the UK, with home-to-school expenditure representing a higher proportion of education expenditure in Scotland and the Shire Counties.

Area	Net Current Education Expenditure	Home-to-School Transport Expenditure	%
Metropolitan Districts	£3,459,569,000	£26,179,080	0.8
Outer London Boroughs	£1,317,623,000	£11,259,854	0.9
English Counties	£8,032,308,000	£186,718,391	2.3
Shire Counties	£8,931,893,000	£208,290,765	2.3
England	£13,702,307,000	£219,426,637	1.6
Wales	£899,585,000	£20,094,313	2.2
England & Wales	£14,601,892,000	£240,481,480	1.6
Scotland	£1,396,038,000	£34,458,000	2.5

Table 12.1d: Home-to-school transport expenditure as proportion of net current education expenditure, Great Britain, 1989/90

Calculated from CIPFA Education Statistics (1989/90) Estimates for England and Wales; and CIPFA Rating Review for Scotland.

Within the UK the proportion of net current education expenditure on home-to-school transport provision varies widely at individual Local Education Authority level (see Appendix to Section 12.1). As shown in figure 3 home-to-school transport accounts for the highest proportion of net current education expenditure in the rural areas of England, the Welsh Counties and Scottish island areas.

12.2 School Transport Expenditure by School Sector

England and Wales

Expenditure on home-to-school transport in England has increased for all school sectors in recent years, as shown in table 12.2a. However, whilst special school pupils account for only 1.5% of the total school population, transport provision for these pupils accounts for approximately a third of all expenditure, as shown in table 12.2a. Special school transport expenditure has accounted for an increasing share of overall school transport expenditure in recent years.

	Expenditure, (£m) by sector							
Year	Nursery/Primary		Secondary		Special		Total	
1987/8	28.2	(12.8%)	102.3	(45.5%)	74.7	(33.3%)	224.6	(100%)
1986/7	26.0	(11.9%)	100.5	(46.0%)	70.4	(32.2%)	218.6	(100%)
1985/6	24.7	(11.7%)	100.4	(47.7%)	63.8	(30.3%)	210.5	(100%)
1984/5	23.9	(11.8%)	99.2	(49.0%)	58.2	(28.8%)	202.3	(100%)
1983/4	23.7	(12.0%)	99.0	(50.1%)	56.0	(28.4%)	197.5	(100%)
1980/1	20.2	(12.5%)	86.1	(53.2%)	44.2	(27.3%)	161.8	(100%)

Table 12.2a: England, school transport expenditure by school sector, 1980.1-1987/8

Source: Education Statistics: Finance & Awards

School transport expenditure by school sector in Wales differ, from that in England, with primary and secondary school transport provision accounting for a higher proportion of overall expenditure, as shown in table 12.2b. In Wales special school transport accounts for a lower proportion of total expenditure, and this has not increased in recent years, unlike in England. However, even in Wales, whereas the special school population represents approximately 1% of the total school population, the provision of school transport for these pupils accounts for a considerably higher proportion of school transport expenditure.

	Expenditure (£m) by sector							
Year	Nursery/Primary		Secondary		Special		Total	
1987/8	5.7	(23.9%)	13.2	(55.5%)	3.1	(13.0%)	23.8	(100%)
1986/7	5.2	(22.0%)	13.0	(55.1%)	3.1	(13.1%)	23.6	(100%)
1985/6	4.8	(21.1%)	12.4	(54.6%)	3.5	(15.4%)	22.7	(100%)
1984/5	4.7	(20.4%)	12.9	(56.1%)	3.4	(14.8%)	23.0	(100%)
1983/4	4.7	(20.5%)	13.4	(58.5%)	3.0	(13.0%)	22.9	(100%)
1980/1	3.9	(21.2%)	10.8	(58.7%)	2.4	(13.0%)	18.4	(100%)

Table 12.2b: Wales, school transport expenditure by school sector, 1980/1-1987/8

Source: Statistics of Education in Wales: Schools.

Overall, in England and Wales, secondary school transport still accounts for the majority of home-to-school transport expenditure. Whilst expenditure on school transport for both primary and secondary school sectors has increased in recent years, this provision has accounted for a decreasing proportion of overall expenditure. However, during this time, the proportion of expenditure on special school transport provision has increased considerably, as shown in table 12.2c.

Special school transport provision in England and Wales continues to account for a significantly higher proportion of overall expenditure than the school population would suggest. Whereas in 1986/7 special school pupils represented 1.5% of the total school population, transport provision for these pupils accounted for over 30% of overall spending on home-to-school transport.

		Proportion of expenditure, by school sector			
Year	Expenditure (£ millions)	Nursery/ Primary	Secondary	Special	Total
1986/7	242.3	12.8%	46.8%	30.3%	100.0%
1984/5	225.6	12.6%	49.8%	27.3%	100.0%
1983/4	220.4	12.9%	50.9%	26.8%	100.0%
1981/2	194.4	13.1%	52.3%	26.3%	100.0%
1977/8	110.9	13.5%	56.2%	23.7%	100.0%
1975/6	83.0	13.8%	54.3%	22.2%	100.0%
1973/4	46.5	14.9%	56.8%	19.2%	100.0%
1972/3	40.3	14.3%	57.6%	18.3%	100.0%
1968/9	21.7	14.8%	60.6%	13.0%	100.0%
1966/7	17.7	14.5%	62.5%	11.5%	100.0%
1965/6	16.4	14.4%	64.1%	10.0%	100.0%

Table 12.2c: England and Wales, proportion of school transport expenditure by school sector 1965/6-1986/7

Sources: Statistics of Education: Finance & Awards
Statistics of Education in Wales: Schools
CIPFA Unit Cost Handbook

School transport expenditure by school sector also varies widely between individual Local Education Authorities in England and Wales, as shown in figure 4. Whereas in the English Counties special school pupils account for 1.5% of the total school population, school transport provision for these pupils typically accounts for between 25 and 50% of overall expenditure. The expenditure on special school transport provision is lowest in the most rural counties of England, such as Northumberland and Cornwall, and in the Welsh Counties. However, even in these

authorities, special school transport still accounts for a considerably higher proportion of expenditure than the number of special school pupils would suggest. The proportion of expenditure on special school transport provision is highest in the urban areas. In the Metropolitan Districts & London Boroughs special school transport expenditure typically accounts for more than 50% of overall expenditure, and in many authorities exceeds 90% (see Appendix to Section 12.2). Conversely, whilst primary and secondary pupils account for over 90% of the school population in these authorities, school transport provision for these pupils accounts for only 20-30% of expenditure. This high proportion of expenditure on special school transport reflects the more individual nature of special school transport provision, and the longer journeys travelled. Also, in the more urban areas, the proportion of children entitled to free school transport is less than in sparse, rural areas with fewer schools.

Scotland

The proportion of overall school transport expenditure by school sector is not available for Scotland as a whole. Six of the twelve Scottish Regions provided expenditure figures for school transport provision by school sector. As in England and Wales, the proportion of expenditure by school sector in these Regions suggests that there are wide variations at individual authority level in Scotland (table 12.2d).

Region	Proportion of expenditure, by sector			
	Primary	Secondary	Special	Total
Tayside	{82.0%}		18.0%	100.0%
Shetland Isles	{95.7%}		3.8%	100.0%
Borders	35.3%	59.4%	5.4%	100.0%
Dumfries & Galloway	27.5%	64.1%	8.4%	100.0%
Strathclyde	26.2%	54.9%	18.9%	100.0%
Fife	28.6%	61.9%	9.5%	100.0%
Average	{84.3%}		15.6%	100.0%

Table 12.2b: Scottish regions, school transport expenditure by school sector, 1988/9

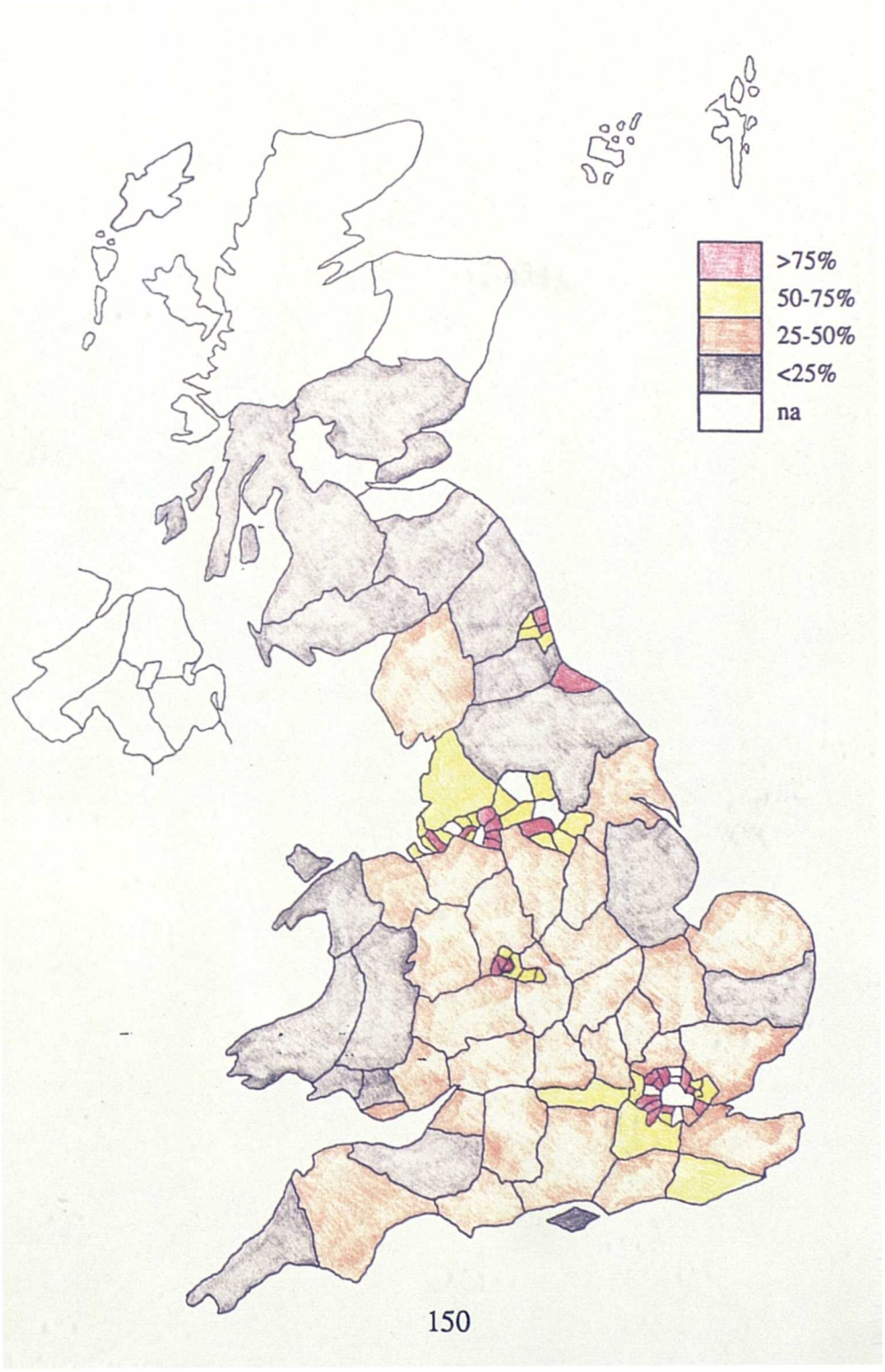
Source: Survey of Local Education Authorities (1988)

In these Regions, particularly in the rural authorities such as Shetland and Borders, special school transport provision accounts for a lower proportion of overall expenditure than in England and Wales. However, as in England and Wales, in these Scottish Regions special school transport still accounts for a higher proportion of expenditure (16%) than the proportion of special school pupils would suggest (7%).

Northern Ireland

School transport expenditure figures according to school sector are not available for the five Northern Ireland Education Boards, or for Northern Ireland overall.

Figure 4: Special school transport as proportion of overall school transport expenditure, by LEA, 1989/90



12.3 Expenditure on School Transport, by Mode.

England and Wales

The Hodges Report (DES 1973) established that, in England and Wales overall, 52.6% of expenditure on home-to-school transport was on the provision of contracted services. Thirty-seven percent was spent on public transport bus services and the remaining 10% was for provision using Local Education Authority vehicles, rail services and other modes. As shown in table 12.3a the expenditure by mode varied between the rural Shire Counties & London and County Boroughs. In the urban County & London Boroughs over 67% of expenditure was on public transport services; whilst in the Shire Counties over 60% of expenditure was for contracted services.

	Percentage of expenditure by type of authority		
Mode	County Boroughs & London Boroughs	Shire Counties	Total
Local Education Authority vehicles	3.5%	3.7%	3.7%
Contracted vehicles			
Stage Carriage services	13.0%	61.2%	52.6%
Rail	67.1%	31.0%	37.5%
Other	14.3%	3.3%	5.1%
	2.1%	0.8%	1.0%
Total	100.0%	100.0%	100.0%
Expenditure	£4,532,471	£20,742,821	£25,275,292

Table 12.3a: Expenditure by mode, England and Wales, 1973

Source: DES (1973)
*predates local government reorganisation

In 1973, although 48% of pupils travelled by contracted vehicles, this mode accounted for approximately 53% of overall expenditure. Conversely, whilst almost 45% of pupils used stage carriage services, this mode accounted for approximately 38% of expenditure. This suggests that contracted vehicles were utilised for longer, or more costly journeys, and public transport for shorter journeys.

By 1981/2 CIPFA reported that the proportion of expenditure on contracted vehicles accounted for 64.5% of overall expenditure on home-to-school transport, as shown in table 12.3b. This was an increase of 12% since 1973.

Mode	Percentage of expenditure: All Authorities
Local Education Authority vehicles	3.9%
Contracted vehicles	64.5%
Public transport services, inc rail	31.7%
Total	100.0%
Expenditure	£111,590,990

Table 12.3b: Expenditure by mode, England and Wales, 1981/2

Source: CIPFA (1981/2)

The proportion of transport expenditure on home-to-school journeys by local bus and rail services had fallen from 42.7% in 1973 to 31.7% by 1981/2. The proportion of overall expenditure on provision using Local Education Authority vehicles remained at approximately 4%.

The results from the survey of individual Local Education Authorities suggest that, by 1988/9, contracted vehicles accounted for a far higher proportion of home-to-school transport expenditure, especially in the Metropolitan Districts & London Boroughs. These results suggest that the reduction in the proportion of school transport expenditure devoted to local bus services seen between 1973 and 1981/2, has continued.

	Percentage of expenditure by type of authority		
Mode	Metropolitan Districts & London Boroughs	Shire Counties	England & Wales
LEA Vehicles	9.5%	2.1%	2.7%
Local bus services	8.2%	24.9%	23.5%
Contracted vehicles	76.5%	65.9%	66.8%
Rail	-	4.4%	4.0%
Other	5.8%	2.7%	2.9%
Total	100.0%	100.0%	100.0%
Expenditure	£4.0m	£46.3m	£50.4m

Table 12.3c: Expenditure by mode, England and Wales, 1988/9

Source: Survey of Local Education Authorities (1988)
(11 Metropolitan Districts & London Boroughs; 11 Shire Counties)

As in 1973, the proportion of overall expenditure on the provision of contracted vehicles is higher than the proportion of pupils using that mode-suggesting that such vehicles continue to be used for longer, more costly journeys. The corollorary is, whilst approximately 30% of pupils use existing local bus services, this mode accounted for only 23.5% of overall expenditure.

Scotland

Expenditure by mode were provided by five of the twelve Scottish Regions. The proportion of overall expenditure accounted for by each mode is given in Table 12.3d.

Mode	% of expenditure
Local Education Authority vehicles	7.0%
Local bus services	28.8%
Contracted vehicles	50.7%
Rail	0.3%
Other	13.1%
Total	100.0%
Expenditure	£7.0m

Table 12.3d: Expenditure by mode, Scotland, 1988/9

Source: Survey of Local Education Authorities, 1988.

Whilst Local Education Authority vehicles accounted for 7% of overall expenditure, only 4% of pupils in these Regions used this mode for the journey to school. Whilst contracted vehicles accounted for 51% of expenditure this mode accounted for 40% of pupils using school transport services in these Regions. This suggests that, as in England and Wales, contracted vehicles, and Local Education Authority vehicles, are utilised for longer journeys. As in England and Wales, in the Scottish Regions expenditure on local transport services accounted for a lower proportion (29%) of overall school transport expenditure than the proportion of pupils travelling by this mode (49%).

The Scottish Regions' provision of home-to-school transport using Local Education Authority vehicles or local bus services accounts for a higher proportion of overall expenditure than in England and Wales. In contrast, Scottish Regions devote a lower proportion of their expenditure to contracted vehicles.

Northern Ireland

In Northern Ireland, unlike elsewhere in Great Britain, public transport services account for the majority of expenditure on home-to-school transport services. This has remained largely unchanged since 1976/7, as shown in table 12.3e.

	Percentage of expenditure by Mode					
Year	Board Vehicles	Contracted Vehicles	Public Transport	Taxi	Other	Total
1987/8	29.7%	1.9%	61.1%	6.8%	0.4%	100.0%
1986/7	28.0%	2.0%	63.7%	5.8%	0.5%	100.0%
1985/6	28.2%	1.9%	63.8%	5.5%	0.5%	100.0%
1984/5	27.8%	1.8%	64.6%	5.4%	0.4%	100.0%
1983/4	27.3%	1.9%	64.9%	5.5%	0.4%	100.0%
1982/3	24.4%	1.8%	65.3%	5.1%	0.4%	100.0%
1981/2	28.0%	1.7%	64.8%	5.4%	0.1%	100.0%
1980/1	28.0%	1.9%	64.6%	5.0%	0.5%	100.0%
1979/80	28.8%	1.8%	62.4%	6.2%	0.8%	100.0%
1978/7	27.2%	2.3%	63.7%	6.1%	0.6%	100.0%
1977/6	26.9%	2.0%	64.0%	6.2%	0.9%	100.0%
1976/7	25.4%	1.8%	66.5%	5.4%	1.0%	100.0%

Table 12.3e: Proportion of expenditure by mode, Northern Ireland, 1976/7-1987/8

Source: Department of Education. Northern Ireland.

In contrast to Scotland, England and Wales, in Northern Ireland contracted vehicles account for a very small proportion of expenditure. Education Board vehicles take

a considerably larger proportion. The expenditure accounted for by each mode has changed little in Northern Ireland in recent years, unlike in England and Wales.

Unlike elsewhere in the UK, the expenditure in Northern Ireland accounted for by each mode corresponds approximately to the proportion of pupils travelling by each mode. The exception is the proportion of expenditure on taxi services, which is almost 7%, whereas less than 2% of pupils travel by this mode. This is likely to be due to the fact that taxis are used predominantly for transport to special education establishments, which usually involves longer, more costly journeys.

12.4 School Transport Expenditure: Unit Costs

Primary Schools

Unit costs of school transport per maintained pupil for each school sector are available for all the Local Education Authorities in England and Wales. The unit cost of primary school transport provision in England and Wales was £9.30 per pupil per annum in 1989/90, with the unit cost for England being £8.60 per pupil per annum and for Wales £24.30 per pupil per annum. As shown in figure 5 there are considerable variations in the unit costs of providing school transport between individual Local Education Authorities. The unit cost of this provision ranges from under £1 per pupil per annum in several of the Metropolitan Districts & London Boroughs to £76 per pupil per annum in Powys. As shown in table 12.4a and

Figure 5: England & Wales, primary unit school transport cost, by LEA, 1989/90

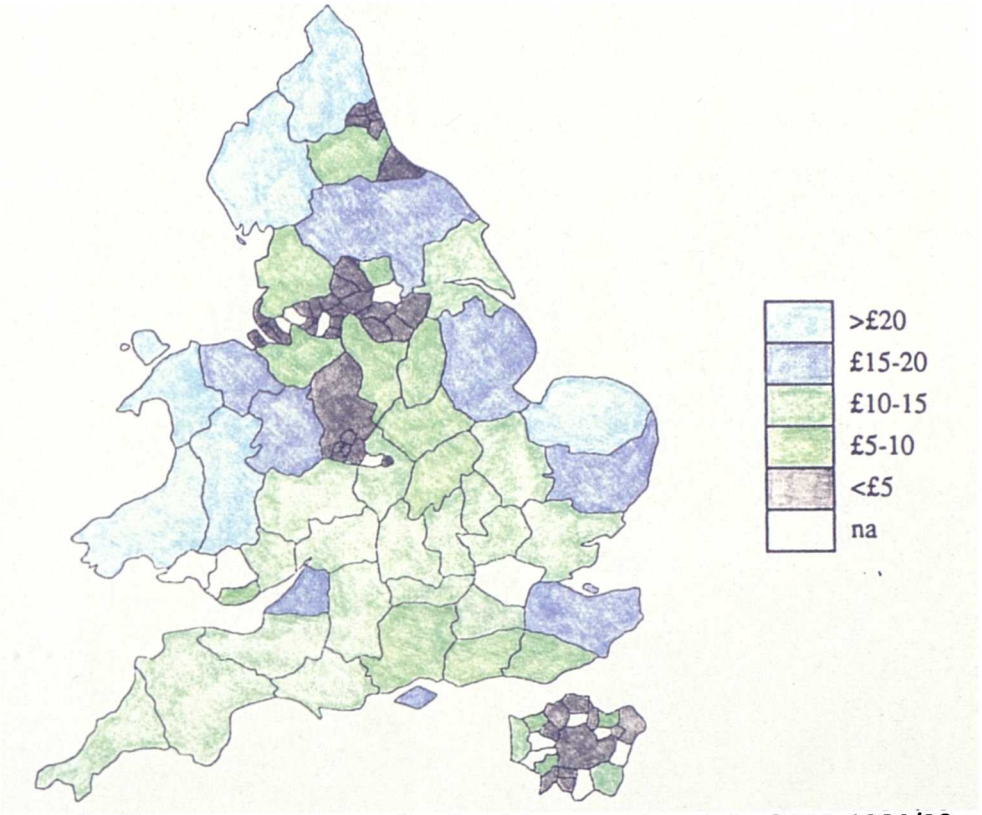


Figure 6: England & Wales, secondary unit school transport cost, by LEA 1989/90

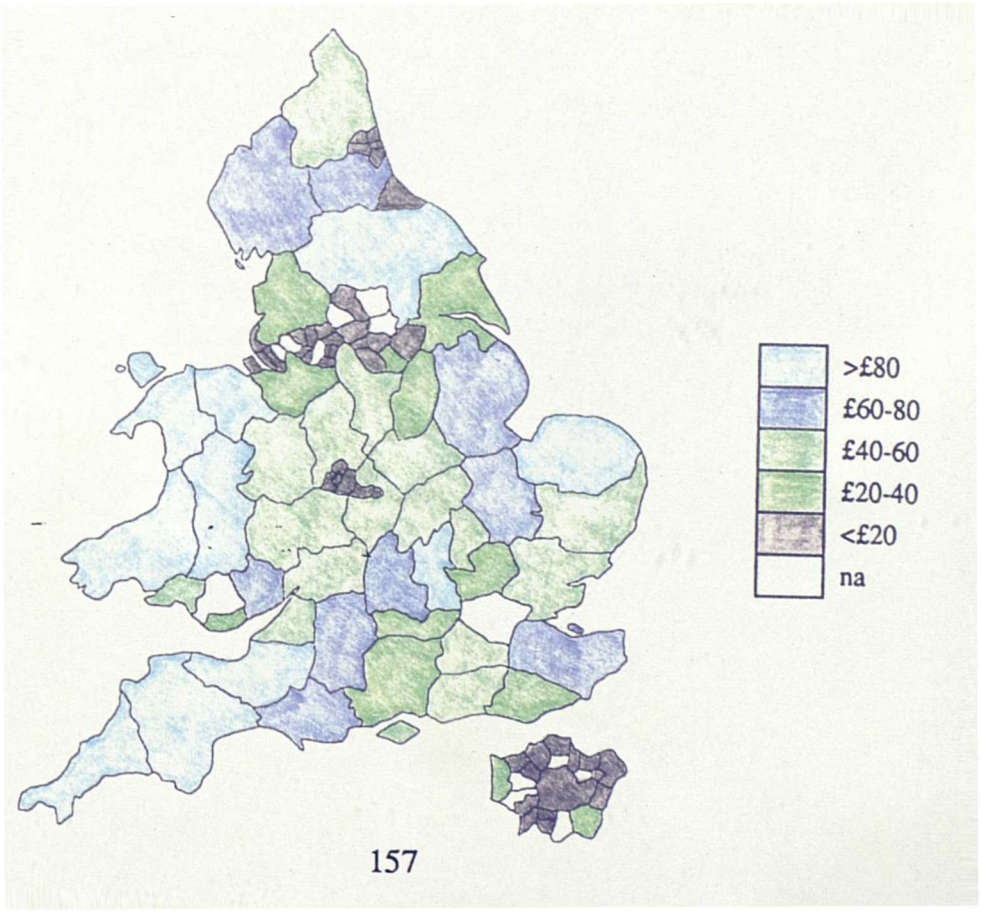


figure 5 the Shire Counties, especially in Wales, have the highest unit costs, and this has not changed in recent years.

	Unit Cost of school transport provision £ per maintained pupil per annum			
Primary Schools	1985/6	1987/8	1988/9	1989/90
England & Wales	6.83	7.48	8.24	8.88
Wales	23.18	25.43	26.21	30.54
Shire Counties	12.60	13.18	14.06	15.24
Metropolitan Districts	1.37	1.74	1.98	2.15
London Boroughs	2.53	2.81	3.62	3.74
Secondary Schools				
England & Wales	26.95	30.19	32.67	35.46
Wales	67.50	70.96	75.63	87.07
Shire Counties	47.06	51.95	55.89	60.44
Metropolitan Districts	7.94	9.50	10.03	10.25
London Boroughs	12.03	12.36	11.09	12.63

Table 12.4a: Unit costs of providing school transport: England and Wales, primary and secondary schools

Source: CIPFA: Education Estimates.

Secondary Schools

Unit costs for the provision of transport to secondary schools are higher than for primary schools, reflecting the longer distances travelled. For 1989/90 the higher unit costs, as for primary school transport provision, occur in the Shire Counties, and especially in the Welsh Counties, as shown in table 12.4a and figure 6. At individual Local Education Authority level, the unit costs of transport to secondary schools vary widely, ranging from under £5 per pupil per annum in several Metropolitan Districts to over £100 per pupil per annum in Gwynedd and Powys.

Figure 7: England & Wales, special unit school transport costs, by LEA, 1989/90

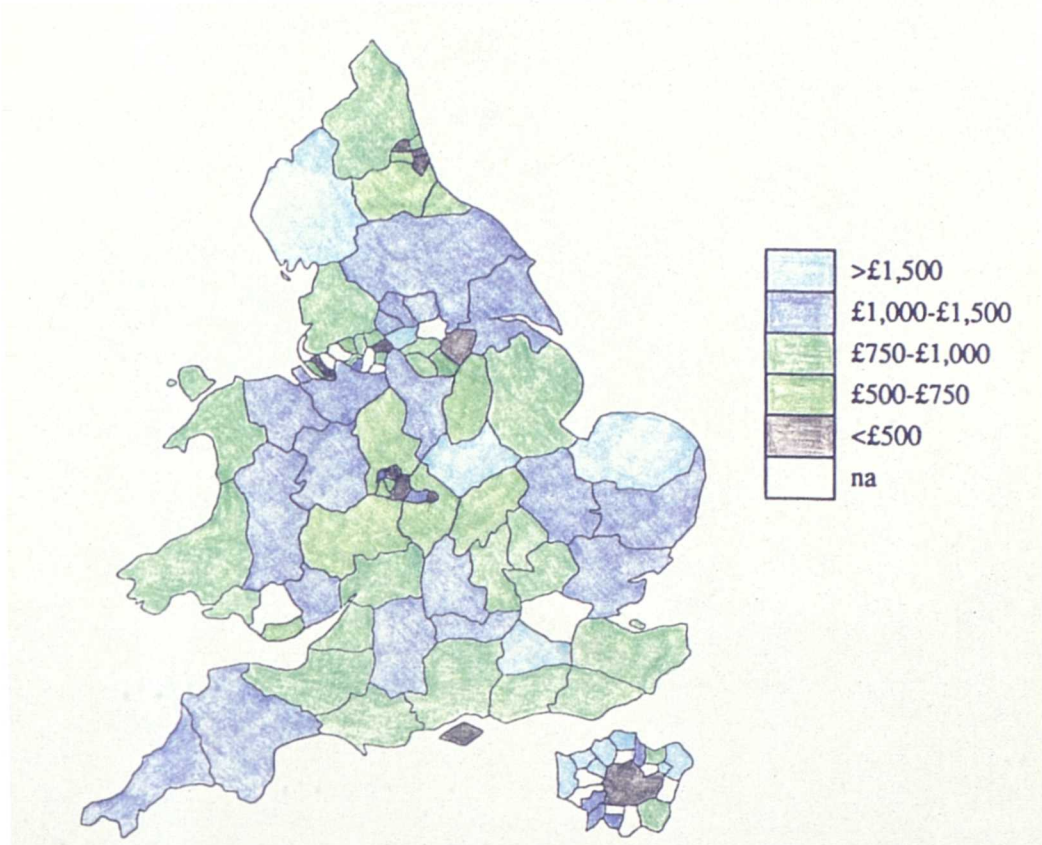
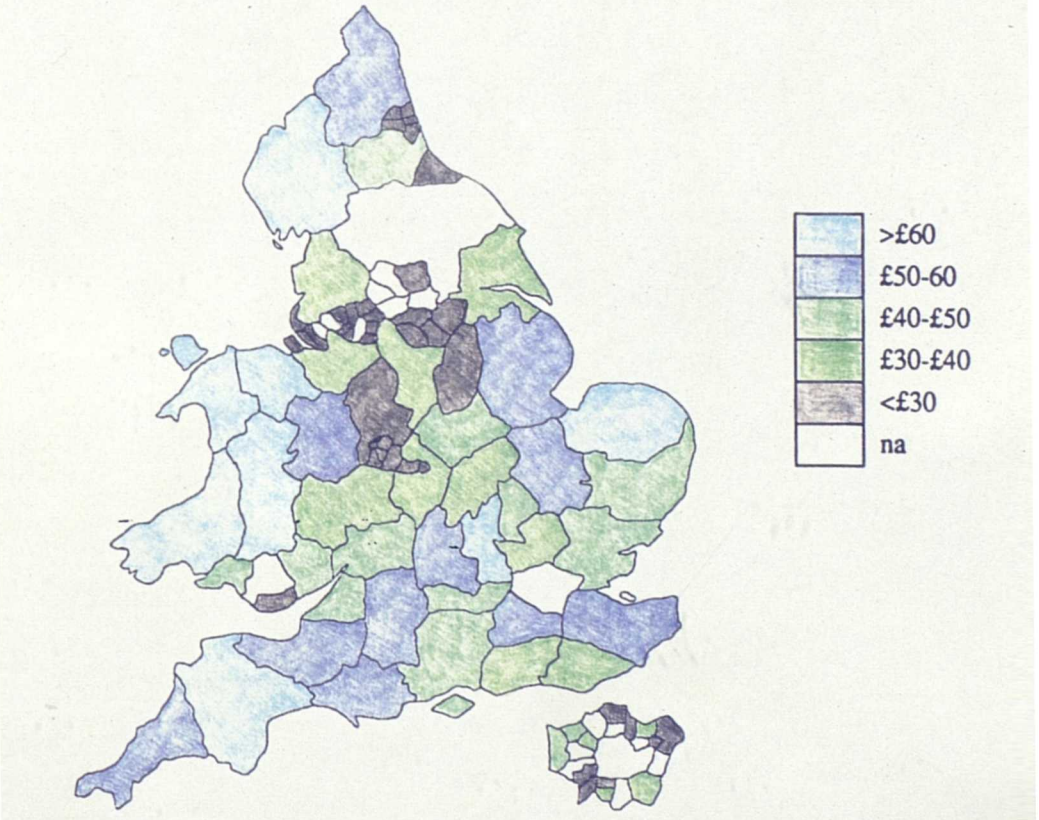


Figure 8: England & Wales, average unit school transport cost, by LEA, 1989/90



The high unit costs of primary school transport provision for the Isle of Wight and Northumberland, and their low secondary school unit costs, are due to these Local Education Authorities employing a three tier system of education. For these authorities the unit costs suggest that primary unit costs include those for middle school provision. Similarly, for Buckinghamshire, the high secondary unit costs and low primary costs suggest that high school transport expenditure is combined with that for middle schools.

Special Schools

The average unit cost of providing school transport for special school pupils in England and Wales is considerably higher than that for primary and secondary school pupils, as shown in table 12.4b. In England and Wales the average unit cost of transport provision to special schools in 1989/90 was over £1,000 per pupil per annum.

	£ per maintained pupil per annum			
England & Wales	683.06	872.27	985.81	1,013.04
Wales	790.49	792.89	870.35	1,003.74
Shire Counties	674.73	841.32	948.45	1,017.99
Metropolitan Districts	544.44	732.87	827.11	807.64
London Boroughs	938.30	1,192.67	1,387.84	1,466.22

Table 12.4b: Unit costs of providing school transport; England and Wales, special schools, 1985/6-1989/90

Source: CIPFA Education Estimates

Unlike the unit costs for primary and secondary schools, unit costs for special school transport are not higher in rural areas and lower in the urban metropolitan areas (see figure 7). Special school unit costs for 1989/90 in the Metropolitan Districts ranged from £416 per pupil per annum in South Tyneside to £1,992 per pupil per annum in Stockport. In the London Boroughs they range from £792 per pupil per annum in Redbridge to £2,891 per pupil per annum in Harrow, although they were only £35 per pupil per annum in the Inner London Education Authority. In the Shire Counties, the unit cost per special education pupil ranged from £500 per annum in Northamptonshire to £2,243 per annum in Cumbria.

Average Unit Costs

The figures presented for unit costs of school transport by the individual school sectors assume that the expenditure on school transport is accurately allocated to the users. However, as shown for those authorities using a three tier system of education, middle school transport costs are not consistently allocated to either primary or secondary schools. Furthermore, in many authorities, the costs of shared services are allocated to each school sector on a nominal estimate of use, and as such may not accurately reflect each sector's school transport costs.

To overcome the problems of cost allocations between sectors, and to enable comparison with the Northern Ireland Education Boards and Scottish Regions, the average unit costs of school transport have been calculated for each Local Education Authority area in the UK.

Overall, for the UK in 1988/9, the average unit cost per maintained pupil was £40 per annum. However, this masks a wide range, as shown in table 12.4c and in

Figure 9: UK average unit school transport cost by LEA, 1988/9

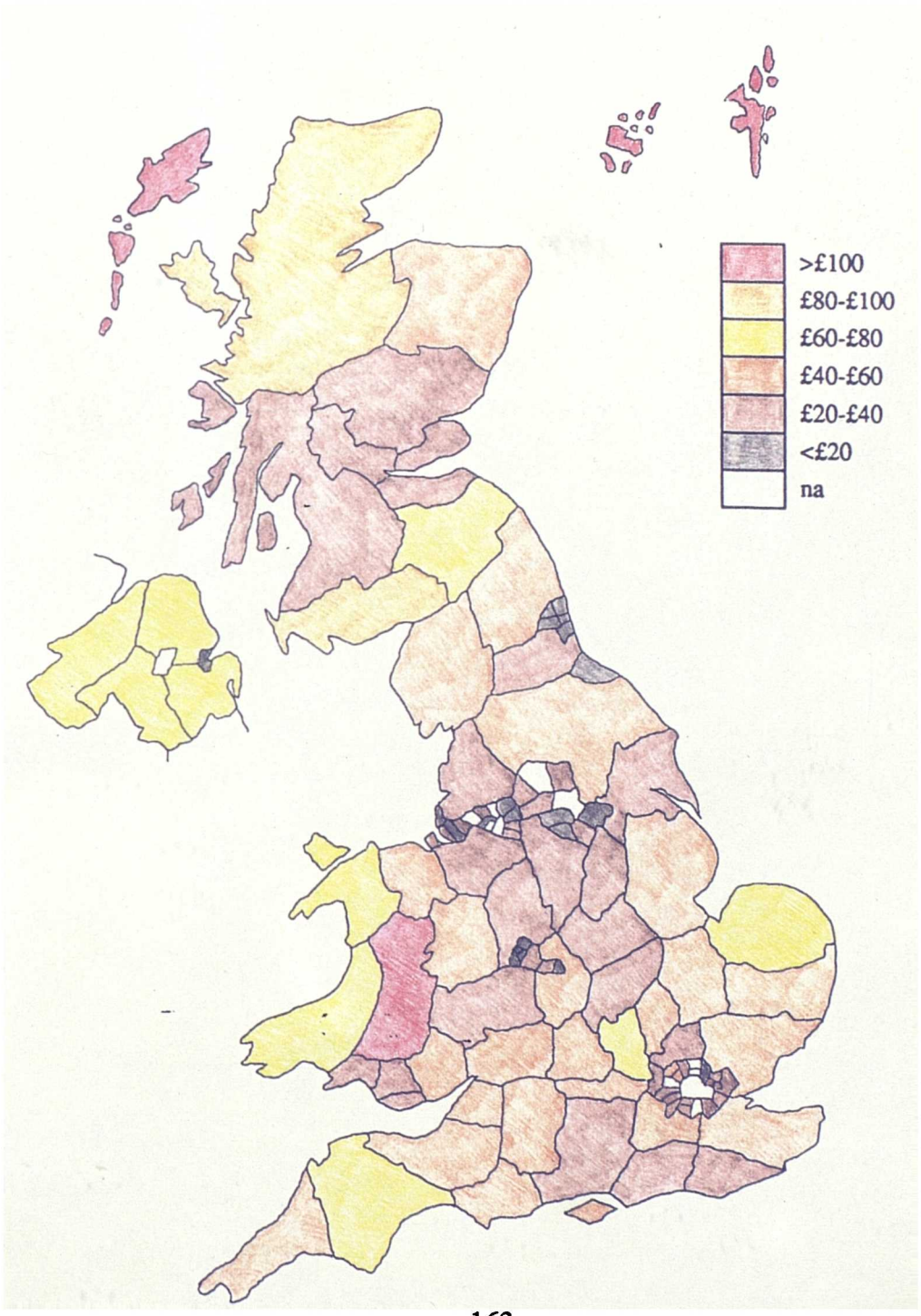


figure 9. Average unit school transport costs are higher in the Scottish Regions, Northern Ireland Boards and Shire Counties,and lowest in the Metropolitan Districts. This has not changed in recent years (see Appendix to Section 12.4).

	£ per maintained pupil per annum			
Area	1985/6	1987/8	1988/9	1989/90
United Kingdom	33.26	36.50	40.13	na
Great Britain	32.74	35.69	39.35	39.66
England & Wales	28.38	30.54	33.68	34.39
Scotland	69.40	75.62	84.22	80.01
Wales	51.08	52.38	55.82	63.19
Northern Ireland	38.85	53.56	56.89	na
Shire Counties	38.64	42.69	45.53	47.64
Metropolitan Districts	12.92	16.57	18.61	16.73
London Boroughs	30.57	25.39	29.03	28.37

Table 12.4c: Mean unit costs of providing school transport UK, 1985/6-1989/90

Sources: CIPFA Education Estimates
Department of Education, Northern Ireland.
Scottish Education Department.

The average unit cost of providing school transport varies widely between individual Local Education Authority areas, as shown in figure 9 (see Appendix to Section 12.4). In 1989/90 the average unit costs ranged from under £2 per pupil per annum in Merton to over £150 per pupil per annum in the Shetland and Orkney Isles. The highest costs occur in the Scottish island authorities and in the rural Shire Counties, with the lowest costs in the urban areas. This has remained unchanged in recent years.

13 Recent Legislative Changes

13.1 Introduction

The change of Government in 1979 marked a fundamental shift in policy towards a market-based philosophy, with an emphasis on reducing public sector expenditure, increasing accountability, and widening individual choice. This has been seen in changes to both transport and education legislation in recent years.

Whist there has been no change to the statutory basis of school transport provision recent legislative changes, particularly the 1985 Transport Act and the 1988 Education Reform Act, have significantly affected the way in which school transport is administered and provided. In particular, they have changed the demands upon Local Education Authorities.

The trend in terms of public transport policy during the 1970s has been increasingly to co-ordinate the provision of public and school (and also social services) transport. Initially, the objective of this was to facilitate the support of public transport services where otherwise services would be unviable, and to meet social needs as efficiently as possible (see Section 8.2). In recent years the emphasis of such co-ordination has been to reduce overall expenditure on passenger transport, and to increase the transparency of such subsidy.

Similarly, the government's stated principal aims for the education service include those of increasing an individual's choice of schools, and of securing the best possible return from the resources invested in the education service (Command 1011). This has been exemplified by the introduction of the 1980 Education Act, and most significantly by the 1988 Education Reform Act.

Prior to the introduction of the 1985 Transport Act the implications of this legislative change upon public transport provision, both for Local Authorities and passengers, received considerable attention (DTp 1984; eg see Carr 1986). However despite recognition of the extent and cost of school transport provision (see Buchanan in Carr 1986) the effects of this legislative change upon school transport provision, either for Local Education Authorities or for parents and pupils, received little attention (eg TES 27/12/85). Similarly, whilst the subsequent effects of deregulation and of the other provisions of the 1985 Act have been well documented in terms of public transport, those for school transport have received little consideration (eg: Farrington 1986; Perrett et al 1989; Balcombe & Masey 1989; Pullen 1990).

In contrast, the proposed introduction of the 1980 Education No. 2 Act provoked considerable attention in terms of its implications for school transport. However, it was not those provision resulting from the proposed widening of parental choice of school that received attention. Instead, it was the proposed abolition of the minimum walking distances and their replacement with a scheme of charging-with charges to be set by the individual authorities that was the focus of discussion. In

particular concern centred upon parents faced with increased school transport charges (see TES 3/2/78; TES 8/2/80). In response to these concerns these Clauses were subsequently excluded from the 1980 Act (see Chapter 17) and parental choice of school was widened with no change to the basis of school transport provision.

Although the 1988 Education Reform Bill proposed no change to the basis of school transport provision the implications of this legislative change also received considerable attention. The limitations upon parental choice of school with no change to the basis of school transport provision had been recognised in 1981 (DES 15/12/81), and were realised again prior to the introduction of the 1988 Act (see Hansard 1987; ACC 1987). In addition the introduction of wider parental choice of school was predicted to impose significant costs upon Local Education Authorities (ATCO News 1988; Fawcett 3/3/89) with the compatibility of increased parental choice of school and increased co-ordination of public and school transport provision being questioned (Pattison 1988). However, despite these concerns the 1988 Education Reform Act was introduced with no change to the basis of school transport provision.

This Chapter, therefore, examines the effects of these three main legislative changes upon the provision of school transport by Local Education Authorities and its impact on parents and pupils. These are reviewed to date, the likely future implications are then assessed.

13.2 Transport Legislation

1985 Transport Act

Since 1968 the requirement to co-ordinate public and school transport services has been progressively introduced in Great Britain by successive changes to transport legislation (see Section 8.2). The 1985 Transport Act further strengthened the duty on local authorities to co-ordinate such provision. In addition, this Act introduced an explicit requirement to obtain the best 'value for money' and make subsidy transparent.

The main changes enacted by the 1985 Transport Act affecting the provision of school transport were:

1) Deregulation	all bus services to be free from restriction on competition, except in the London Regional Transport area (Section 1) and Northern Ireland.
2) Co-ordination	Local Authorities have a duty to secure the efficient provision of these transport services which they consider necessary but which are not provided by free market competition resulting from 1 (Section 63).
	In securing such services all authorities responsible for securing the provision of public passenger transport services have a duty to cooperate to achieve the best value for money (Section 88).

3)	Competitive tendering	To ensure value for money and to make subsidy transparent Local Authorities go to tender for supported services (Section 89).
4)	Section 19 Permits	The use of 'non-public' transport vehicles, such as minibuses owned by education and social work departments was to be encouraged (Sections 18-9).

The introduction of the 1985 Transport Act has had implications for the provision of school transport by Local Education Authority in terms of its administration, the way in which transport is provided, and in terms of expenditure. This Act has also affected the school transport service received by parents and pupils.

Administration

Local Government reorganisation in 1974, with its new provisions on responsibility for co-ordinating public transport provided the opportunity for the Shire Counties, as Local Education Authorities, to combine the administration of their public and school transport support into one single unit (Goddard 1988 p66). This trend has continued to date, further encouraged by subsequent changes to transport legislation, particularly the 1985 Transport Act.

The 1985 Transport Act places a duty upon the authorities to co-ordinate the provision of supported bus services. This, together with de-regulation and the requirement to undertake a tendering procedure for supported services, creates a

much more complex system of administration for school transport. The Act expected further to encourage a trend of integrating administration to address this complexity.

By 1985, about half of all authorities had already complied to some extent with this co-ordination requirement. Prior to the introduction of the 1985 Act a few authorities had established transport units responsible for planning and letting contracts for all kinds of transport services. Others had progressed some way towards this for example by having joint sub-committees of transport and education committees. By mid 1987 this level of co-ordination had increased, as shown in table 13.2a.

	No of authorities
services fully or mostly integrated	13
close working relationship between public transport and education departments	13
some integration where possible	10
integration increasing or increases planned little or no integration	2
under review	2

Table 13.2a: Great Britain, integration of school and local bus services, 1987

Source Balcombe & Masey (1989) p13

Where administration of transport provision is integrated this is usually undertaken by a designated public transport unit. This unit may be located in one of several departments for example, in the County Surveyor's Department in Avon, the County Engineers Department in Devon or the Planning Department as in Grampian. These integrated units may be responsible for all school transport

provision, but more usually special school transport provision remains the responsibility of the education department

These moves towards integrated administration appears to be an ongoing trend, however, in some authorities this has occurred as a direct result of the 1985 Act. For example in Fife, since 1986, home-to-school transport for mainstream pupils has been administered by the Engineer's Department, with the Education Department retaining responsibility for special education transport. As a result of the 1985 Act school transport administration for Tayside was transferred in 1986 from three area offices to a central Transport Unit. This Unit has subsequently also acquired responsibility for special education transport provision.

Means of School Transport Provision

With the introduction of a network approach to revenue support for bus services in the early 1970s, there was an incentive for authorities to maximise the use of scholars' passes on stage carriage (local) bus services, as such expenditure could then be recouped through a reduction in the level of public transport support (Goddard 1988 p67).

Although the 1985 Transport Act placed a duty upon authorities to co-ordinate school and public transport provision the requirements of this Act to some extent mitigate against greater use of existing public transport services for statutory school journeys. There may be no direct advantage to the Local Authority in allocating

scholars to commercial bus services as the additional revenue may become profit for the operator. This was a problem predicted by the Transport Committee reporting on the Buses White Paper, which recommended that 'a duty and power to co-ordinate public services with education services be introduced, not only in the supported sector but also in the commercial sector' (Second Report from the Transport Committee 1984/5). However, this was not introduced in the 1985 Transport Act. Consequently, it might be cheaper to operate separate contract services for school children than to provide scholars passes for use on scheduled services. However, the viability of commercial services may be dependent upon the use of those services by school children; as such scholars passes may still represent better value for money for authorities in the longer term when viewing transport as a whole. This is known to have occurred in for example, several of the Scottish Regions (private communication with TORG).

Consequently, whilst the 1985 Transport Act, with its strengthening of co-ordination requirements, might have been predicted to increase the use of existing local bus services for education transport, the emphasis on value for money may also have encouraged further use of contracted vehicles.

There appears to have been no clear change in the way in which school transport is provided at individual authority level as a consequence of the 1985 Transport Act.

As shown in Chapter 11, in England and Wales overall, the use of public transport services has been accounting for a decreasing proportion of school transport journeys since 1973, with increased use of contracted vehicles. However, it is not possible to determine whether the use of contracted vehicles would have been higher had changes to the transport legislation not placed a co-ordination duty on local authorities. The most significant increase in the use of contracted vehicles has been in the metropolitan areas. This could be due to the fact that special school pupils account for a higher proportion of pupils receiving transport than previously, as discretionary transport to mainstream pupils has been withdrawn. Similarly in Scotland, at individual authority level, there is no clear trend in the means of provision for school transport journeys.

The most significant use of existing public transport services, however, occurs in the Northern Ireland Board areas, and this has not changed in recent years. However, Northern Ireland is the only constituent country in the UK where the requirements of the 1985 Transport Act, and previous transport legislation requiring co-ordination, do not apply.

Whilst the 1985 Transport Act does not appear to have increased the use of Local Education Authority vehicles operated under Section 19 permits for home-to-school transport, there are still several authorities for whom this mode of transport accounts for a relatively high proportion of journeys, especially in Northern Ireland and Scotland. However, as outlined in Section 4.2, such vehicles are not required to meet such stringent safety standards in terms of initial fitness and test

requirements. Also, drivers of vehicles owned by the education authority need not have a PSV drivers' licence (SCC 1988 p8-11).

The means of providing school transport does not appear to have changed at individual authority level as a direct result of the 1985 Transport Act, but rather any changes appear to be the result of longer term trends. However, the encouragement of the use of Section 19 permit vehicles is of concern due to the lower standards of safety required for such vehicles. Furthermore, the 1985 Transport Act again strengthens the duty upon Local Education Authorities to co-ordinate school and public transport provision. Whilst such vehicles used to provide school and public transport services are required to comply with PSV requirements, and such standards are high, this co-ordination requirement may well affect future school bus safety. Co-ordination of transport provision means that the introduction of safety standards specific to school transport, such as a distinct colour or specific driver training and vehicle standards, as proposed by the ECMT (1984) or even just the use of school bus signs as proposed by the Department of Transport (6/6/1990), become difficult to implement as such standards then impose additional costs on public transport operators and users as well as on the Local Authority.

Expenditure

The main objective of the 1985 Transport Act was to reduce the level of revenue support for public transport in Great Britain. This was to be achieved through the

deregulation of bus services, and the introduction of tendering for subsidised services.

Whilst the government recognised that school transport plays an important role in meeting transport needs, particularly in rural areas, and that the Shire Counties typically spend significantly more on school transport than they do on public transport (DTp 1984 p45), the implications for school transport were not assessed. Whilst it was concluded that the potential reductions in unit costs as a result of these changes in public transport legislation could be 30%, and reference was made to savings of 38% in the subsidy to public transport services in the Hereford and Worcester trial area (DTp 1984 p50, p76), no predictions were made of the effects of the 1985 Act upon statutory school transport expenditure by Local Education Authorities.

As shown in table 13.2b the level of revenue support for public transport services has been reduced since the introduction of the 1985 Transport Act. Revenue support for all authorities outside London increased from £10 million in 1972/3 to £364 million by 1984/5. This has since been reduced by 44% to £204 million by 1989/90. Similarly, revenue support by the Shire Counties increased from £59 million in 1978/9 to £140 million by 1984/5. This has since been reduced by 20% to £111 million in 1989/90.

	Revenue Support from Local Authorities		School transport expenditure
	All authorities*	Shire Counties	All authorities
1972/3	£10m		
1973/4	£14m		
1974/5	£76m		
1975/6	£185m		£93m
1976/7	£191m		£111m
1977/8	£166m		£125m
1978/9	£141m	£59m	£147m
1979/80	£185m	£80m	£172m
1980/1	£249m	£113m	£203m
1981/2	£324m	£124m	£220m
1982/3	£358m	£137m	£240m
1983/4	£351m	£131m	£246m
1984/5	£364m	£140m	£253m
1985/6	£352m	£131m	£262m
1986/7	£305m	£122m	£271m
1987/8	£228m	£100m	£279m
1988/9	£223m	£108m	£283m
1989/90	£204m	£111m	£294m

Table 13.2a: Revenue support to public transport and statutory school transport expenditure, Great Britain, 1972/3-1989/90

* excludes London

Sources: Rating Review CIPFA; DTp (1984); DTp (1989)
Education Statistics: Finance & Awards 1974-89

The 1985 Transport Act does not appear to have resulted in similar reductions in school transport expenditure. The cost of this provision in Great Britain has continued to increase, from £93 million in 1975/6 to £269 million by 1987/8 (Education Statistics; Finance and Awards 1974-89). For the UK, school transport expenditure has increased from £34 million in 1970/1 to over £300 million by 1989/90 (Education Statistics for the UK 1988, 1989). This increase in school transport expenditure has also continued despite the fall in school rolls. However, it is not possible to determine whether the cost of school transport would have been greater had the changes to the transport legislation not occurred, and some authorities do claim to have achieved savings as a result of the integration of school and public transport services. In those authorities where services have at least been

partially integrated, twenty such authorities claim to have made savings, however, there is insufficient information to quantify such savings (Balcombe & Masey 1989 p13).

With the exception of the Metropolitan Districts and some of the London Boroughs, as shown in Section 12.4, the unit costs of school transport provision have also continued to increase since the introduction of the 1985 Transport Act.

Whilst the 1985 Transport Act sought to make the subsidy to supported bus services transparent, the duty to co-ordinate public and education transport provision has not always resulted in this being achieved. For example where a service is provided to meet both education and public transport requirements, the costs are often shared on a notional estimate of use. The internal transfer from education to public transport (or less usually from public transport to education transport) may not always reflect the actual cost of that provision which may result in education transport in effect subsidising the support of public transport. Whilst the extent of such subsidy is difficult to determine, it is known to be common practice in several authorities (private communication with Northumberland County Council).

13.3 Education Legislation

1980 Education Act

The 1980 Education Act was the first of four major pieces of education legislation passed by the Conservative administration between 1979 and 1988. With the exception of the 1981 Education Act, which is concerned particularly with the provision of special education, these legislative changes emphasise the shift in the provision of education from being a public sector obligation to a market-orientated service. This has been seen with the 1980 and 1986 Education Acts and most recently with the 1988 Education Reform Act, which have had three main objectives:

i) to reduce Local Education Authority expenditure on education;

ii) to widen parental choice of school and to increase parental control of education; and

iii) to increase accountability both of Local Education Authorities to school governing bodies, and of schools to parents.

The 1980 Education Act came into force on 1st October 1980 and applied for the first time to admissions to schools in the autumn of 1982.

This Act required each school to have its own governing body, or if appropriate two schools could share a governing body. It also specified the composition of such governing bodies. However, this Act did not make any reference to the power or function of the governing bodies.

The majority of the 1980 Education Act is concerned with enabling and encouraging greater parental choice of school. Section 6-9 of the Act are entitled 'Admission to Schools' and were referred to as a parents' charter (Sharp and Dunford 1990 p29). These Sections gave parents access to the school they preferred, subject to their wishes being compatible with efficiency and economy. This also applied to voluntary schools and schools in another Local Education Authority area. This Act also gave parents the right of appeal to a legally constituted local appeals panel. It also required Local Education Authorities and governors of aided schools to publish information about schools to assist parents to make such choice of school. This Act also introduced a system of assisted places at independent schools to give a wider choice of school.

In line with the objective of reducing expenditure and of improving the use of resources, this Act helped Local Education Authorities to reduce school intakes. Under Section 15 of the 1980 Act Local Education Authorities could reduce the intake of a school by up to 20% of its standard number (the number of an age group admitted to that school in September 1979). This enabled Local Education Authorities to take out spare places from under-subscribed schools and to adjust per capita funding and staff allocations. This also allowed Authorities to limit the number of places available in popular schools in order to sustain numbers at less popular schools.

1986 Education Act

This Act was concerned with two major areas: school government and the organisation of the function of schools.

In terms of the governing bodies of schools, this Act reduced the dominance of Local Education Authorities by distributing the places almost equally between parents, Local Education Authority representatives, teaching staff (which could include the head teacher if that individual wanted) and representatives of the local community.

Unlike the 1980 Education Act, this Act specified the functions of the school governing bodies. These included the appointment of staff and the requirement to hold annual parents meetings. In addition, governors and head teachers were required to provide annual reports (Sharp and Dunford 1990 p36).

Whilst the 1980 and 1986 Education Act made substantial changes to the provision of education, they made no change to the basis of providing school transport. (With the exception of Section 53 of the 1986 Act which required Local Education Authorities to have regard to the nature of a route taken by a child, see Section 4.1.) However, these legislative changes did affect school transport in the ways discussed below.

Parental Choice of School

The 1980 Education Act had attempted to widen parental choice of school. Whilst it was recognised that parental choice of school would be limited by transport provision, the proposals introduced with this Act to charge for school transport were not enacted. In a letter to all Chief Education Officers in the following year (15/12/81), the Secretary of State for Education again recognised that parental choice of school could be limited by the ability to pay for travelling costs. He therefore requested that Local Education Authorities meet the fare equivalent to that child travelling to the nearest appropriate school at the authority's expense (where the child had previously been entitled to receive free transport).

In practice, many authorities argue that such an equivalent fare may be difficult to determine, costly to administer and may actually be zero in cases where there is no reduction in expenditure by that child no longer travelling to the nearest appropriate school. This is likely if neither the bus mileage or the capacity of the vehicle can be reduced by the absence of a single pupil.

As shown by a NFER survey of Local Education Authorities in England and Wales, carried out between 1983 and 1985 (Stillman and Maychell 1986) the provision of transport to schools other than to the nearest appropriate school was limited.

It was found that approximately 30% of Local Education Authorities (of the 125 respondents) indicated that transport problems were among the major factors

conflicting with the implementation of parental choice of school. The majority of rural (74%) and urban (54%) areas offered transport to the local school only. It was found that only 4% (2) of rural areas and 19% (13) of urban areas paid for transport to any school over a specified distance (Stillman and Maychell 1986 p34-6).

Despite the introduction of the 1980 Education Act permitting wider parental choice of school, this appears to have been limited by the availability of transport provision. Due to the smaller distances involved the provision of transport to schools other than the nearest appropriate one is a more viable practice in urban areas (Stillman and Maychell 1986 p36).

Journey times

The 1980 Education Act, as stated in Circular 1/81 paragraph 2, replaces the Manual of Guidance (Schools No 1). This Manual was first issued in August 1950 and reprinted with minor amendments in September 1960. In this, paragraph 24 stated:

> 'in general, the Minister would not regard as reasonable a door-to-door journey which under normal conditions took longer than three quarters of an hour for pupils of primary school age, and one and a quarter hours for pupils of secondary school age, including any time spent waiting for omnibuses or trains'
>
> (Liell 16/11/1984 p399)

Although Circular 1/81 stated that there would be a statement issued by the Secretary of State for Education concerning school transport in the context of these changes, none has been made to date. Consequently the 1980 Education Act effectively withdrew any controls, or ministerial guidance, regarding maximum journey times for home-to-school journeys.

1988 Education Reform Act

The 1988 Education Reform Act is the largest piece of educational legislation introduced since 1944. Whilst the 1988 Act does not take the place of the 1944 Act as the legal basis of the education system in England and Wales, it does amend it totally by changing the relationship between central and local government and the schools. With the introduction of 'opting out' of schools, open enrolment up to numbers agreed a decade ago, the delegation of financial control to schools and the widening of parental choice of schools, this Act encourages schools to respond to the demands of the market place, increases accountability and weakens the role of Local Education Authorities.

The main provisions of the 1988 Education Reform Act are:

a) Introduction of a National Curriculum;

b) Revision of school admission limits-usually up to 1979 levels;

c) Delegation of finances to schools and colleges' governing bodies-applicable to all schools with over 200 pupils;

d) Ability of schools with over 300 pupils to 'opt out' of Local Education Authority control, and be maintained directly by the Secretary of State;

e) Various higher education establishments to be taken out of Local Education Authority control;

f) Abolition of the Inner London Education Authority; and

g) Introduction of City Technology Colleges.

Under the provisions of the 1988 Education Reform Act each Local Education Authority is required to have its own scheme to provide for budget allocations to individual schools.

This budget is divided into three areas:

1 General Schools Budget the amount of expenditure spent by the Local Education Authority on all authority schools in a financial year

2 The Aggregated Budget	that part of the general schools budget under the delegation scheme

These exclude:

a) Mandatory exceptions	-capital expenditure and loan repayments
	-expenditure supported by government grants e.g. TVEI staff and education support staff
	-other items prescribed by the Secretary of State which are:
	a) central Local Education Authority services e.g. administration and auditing
	b) inspection services
	c) advisory services
	d) school transport
b) Discretionary exceptions	-items specified in the scheme approved for that particular Location Education Authority
3 The Schools Budget Share	What remains of the general schools budget after the mandatory and discretionary exceptions have been deducted.

The Coopers & Lybrand report on the local management of schools introduced by the 1988 Education Reform Act stated that:

> The costs of home to school transport depend on the pattern of enrolment and distribution of pupils at each school. Home to school transport is usually organised centrally or at area offices by Local Education Authorities in order to design optimum arrangements which may combine transport to more than one school. Local Education Authorities also negotiate overall contracts with transport operators. These efficiencies and economies of scale could be lost if each school organised its own home to school transport. The financial responsibility for the service should accordingly remain with the Local Education Authority.
>
> (Coopers and Lybrand 1988 para 2.101)

School transport is, therefore, one of the mandatory exceptions and remains a Local Education Authority responsibility. The 1988 Education Reform Act does not, therefore, make any change to the basis of providing school transport. Section 100 of the Act merely adds grant maintained schools to the existing provisions. However, this Act is likely to have considerable implications for the provision of school transport for Local Education Authorities and parents.

The 1988 Education Reform Act places an obligation upon a Local Education Authority to make education a more market oriented services and increases accountability-particularly to schools and parents. The 1988 Act is therefore likely to have considerable implications on Local Education Authority provision of school transport in terms of meeting legislative requirements and of meeting parental demands-and of reconciling the two.

Administration

The strengthening of parental choice of school, together with the introduction of City Technology Colleges and grant maintained schools, weakens the concept of an appropriate school for an area. This is likely to increase demands for school transport provision and
the complexity of school journeys. This will also make definitions of eligible and non-eligible pupils more difficult to determine and costly to administer. It is already evident that in some authorities, for example East Sussex (ESCC 1/2/1991) that these difficulties are being taken to extraordinary lengths, with Council member deciding eligibility on an 'each case on its merits' basis for each child.

The introduction of local management of schools will require the costing of Local Education Authority services at the individual school level. This is not usually done at present for school transport provision, and is likely to increase administrative costs.

Ability to Plan

Following the 1985 Transport Act school transport contracts are usually tendered, often on a three or four year basis, at the same time as public transport services. There has been increasing co-ordination of public and school transport provision in many authority areas in recent years. This has been largely dependent upon the ability of a Local Education Authority to predict demand for school transport to

particular schools. However, the weakening of the concept of an appropriate school for a area, and the exercise of parental choice of school, are likely to limit an Education Authority's ability to plan such demand.

Furthermore, significant savings have often been achieved by Local Education Authorities staggering the starting and finishing times of schools in order to achieve the optimum use of available vehicles for school transport-a point recognised by the Coopers and Lybrand Report (1988; para 2.101). However, Section 115 of the 1988 Act strengthens the ability of schools to alter their starting and finishing times, with as little as three months notice. In addition, Paragraph 122 of Circular 7/88 states 'In order to maximise the incentive for schools to make the best use of existing resources, savings should be retained by the schools making them..' This would suggest that, if schools can alter starting and finishing times, and school transport savings are achievable, then the school is entitled to retain such savings (see Guardian 16/9/1989). This is likely to incur significant problems for Local Education Authorities if widely taken up.

As a result of the requirements of the 1988 Act the ability of Local Education Authorities to plan school transport provision, either on an area basis, or in terms of timescale, will become more limited.

Parental Demands

Under the terms of the 1988 Education Reform Act Local Education Authorities will increasingly be required to justify their school transport provision in terms of expenditure, policy and safety.

a) Expenditure

With financial delegation to schools, and the ability of schools to retain possible savings, schools and parents alike are likely to demand justifications of expenditure on school transport. Furthermore the 'opting out' of schools will require information on the cost of school transport provision at the individual school level.

b) Policy

With increased parental choice of school, the long term trend of increasing journey length to schools (see Section 7.4), is likely to continue. This will result in parents questioning Local Education Authority policy on school transport provision-both in terms of its consideration of the safety of a route to school under the 1986 Act, and also in terms of choice of school.

With most authorities providing free school transport on denominational grounds, but not on the grounds of parental choice of school (see Section 9.4) the equity of such policies is likely to be called into question.

c) Safety

The safety of pupils living within the minimum walking distances has been a contentious issue, (see Chapter 4) at least since the Hodges Report of 1973. With more pupils travelling longer distances, but still not in receipt of free school transport, this concern is likely to increase.

Parents are also becoming increasingly concerned about the safety of school transport vehicles. As parents become more involved in providing, or paying for, transport to schools of their choice, such concerns are also likely to increase.

Expenditure

With the increased administration load, pressure from parents to widen the availability of transport to enable parental choice of school and to improve safety, and a reduction in the ability of authorities to plan school transport provision, Local Education Authority expenditure on school transport provision looks set to rise in the future.

The 1988 Education Reform Act fundamentally changes the basis of education provision. However, by making no change to the basis of school transport provision, this Act looks set to impose significant problems on Local Education Authorities. As such the education legislation requiring parental choice of school to be extended is limited in effectiveness, furthermore such choice of school is not

compatible with the requirements of the Act to increase the efficient use of education resources, or with present public transport legislation.

13.4 Summary

The 1985 Transport Act, 1980 and 1986 Education Acts, together with the 1988 Education Reform Act, have all attempted to increase accountability for, and also to reduce, public sector expenditure, and to make both transport and education services more market-orientated.

For Local Education Authorities the 1985 Transport Act has further encouraged the provision of school transport within public transport provision as a whole in order to obtain overall 'value for money', and to reduce expenditure. Whilst this has resulted in reduced levels of revenue support for public transport services, it does not appear to have resulted in similar savings for education transport, although some authorities do claim to have achieved savings as a result of the integration of services.

The introduction of wider parental choice of school and increased parental involvement in education has aimed to make education services more accountable-particularly at the school level. Education has become more market-orientated. However, this has placed increased demands on Local Education Authorities in terms of school transport provision, through more diverse travel patterns and additional administrative requirements.

Whilst recent changes to both education and transport legislation have had the objective of achieving better value for money from public expenditure, the provisions of the recent education legislation have been increasingly out of step with the requirements of the transport legislation and with the efficient provision of school transport by Local Education Authorities.

For parents, and pupils, the 1985 Transport Act appears to have had little effect on school transport, as a basic 'quantity' level of service is guarantied by the minimum statutory criteria. However, it could be argued that the 1985 Transport Act has affected school transport provision. By continuing the emphasis of previous transport legislation, education transport has been increasingly co-ordinated with public transport so that for school journeys the routes, journey times, vehicle standards and pick up points are some times dictated by public transport requirements.

Whilst PSV standards are high, such co-ordination also means that safety standards specific to school transport, such as those recently proposed by the Department of Transport (DTp 6/6/1990), impose additional costs on public transport operators and users as well as on the Local Authority.

Whilst it could be argued that the recent changes to the education legislation have improved the safety of journeys to and from school by requiring Local Education Authorities to assess the nature of the route, many of the changes introduced are also likely to have a negative effect.

By encouraging parental choice of school, these recent changes to the legislation also encourage longer journeys to school. With no requirement to provide transport to a school other than the nearest appropriate school, such parental choice is likely to encourage greater use of cars, and longer journeys on foot; consequently increasing the risk of road accidents. Furthermore, there is now no ministerial guidance regarding the maximum acceptable journey times for home-to-school journeys.

Recent changes to both education and transport legislation have not made any significant change to the basis of school transport provision. However, these have had, and are likely to continue to have, considerable implications for Local Education Authorities, parents and pupils.

14 Arguments relevant to an alternative basis of school transport provision

14.1 Local Education Authority expenditure

The initial impetus behind the 1973 proposals to introduce an alternative basis of school transport provision was the increasing level of Local Education Authority expenditure on school transport (DES 1973). This argument remains relevant to date. The cost of providing school transport to those living beyond the minimum walking distances has risen dramatically since its introduction in 1944, as shown in Section 8.3. These costs have increased as a result of both social trends and institutional responses to these trends since 1944, as shown in Chapters 7 & 8. Despite falling school rolls during the past 15 years the number and proportion of pupils receiving free school transport has not shown a corresponding decrease, and has actually increased in Scotland and Northern Ireland. That has occurred as a result of the decentralisation of the population and a countervailing centralisation of education provision-initially as a result of the re-organisation of secondary education on comprehensive lines and more recently as a consequence of falling school rolls. The increasing numbers, and proportion, of pupils staying on at school beyond the minimum school leaving age, the raising of this age, and also the increase in nursery education provision have all contributed to this increased demand for school transport.

These increased costs have occurred despite limited provision of discretionary transport. Whilst the law allows the Local Education Authorities to be generous

with their use of discretionary powers to offer transport beyond the statutory minimum, financial reality in the 1980s has meant that their use is limited (with the exception of the Scottish Regions-see Section 9.2), and transport is provided, by and large, according to the statutory minimum.

Furthermore, the introduction of the 1980 Education and 1988 Education Reform Acts strengthening the right of parental choice of schools, and introducing the 'opting out' of schools 'seems likely to lead to a more dispersed pattern of journeys whose average length will increase. This will place severe pressure on the Transport Authorities to secure additional services from their budgets since few additional buses are likely to be provided commercially' (ATCO 1988 p1). Consequently, both public and school transport expenditure looks set to increase again in the near future as a result of recent changes, to education legislation despite the provisions of the 1985 Transport Act (see Chapter 13). As such school transport services provided according to the current basis of provision looks set to remain a costly obligation for Local Education Authorities.

14.2 Safety

Since 1973 the increased levels of car ownership and usage, and the consequent increasing safety concerns, have been put forward as an argument for the abolition of the two and three mile walking distances on the grounds that it is no longer as safe for children to walk these distances. 'The statutory walking distance has

become totally discredited not by the laziness of the children but by safety factors..' (TES 3/2/78 p11).

However, it could be argued that there is not a case for changing the basis of school transport provision on the grounds of road safety. The existing statutory framework provides free transport for those travelling lengthy journeys, and Local Education Authorities have a current duty to provide free transport on exceptional grounds of safety within these distances (see Section 2.1). Furthermore, as has been shown in Section 7.3, car ownership has increased dramatically in recent years, with sixty-five per cent of households in 1988 having at least one car. Travel to school by car is increasing (see Section 7.4) and is considerably safer than walking or cycling, as shown in Section 7.5. Thus, the existing statutory framework and social trends, it could be argued, cater for road safety concerns.

However, as has been shown in Section 7.5, the journey to and from school still accounts for approximately a quarter of all road accident casualties to children. Those walking or cycling to school continue to be particularly at risk, and the journey to school is increasing in length. Whilst car ownership is high and increasing, thirty-five per cent of households in 1988 still had no access to a car. For an increasing number of households both parents work outside the home, making transport to school by car impractical. For other households, the need to provide school transport becomes a constraint on taking up employment. In addition, travel to school by car is significantly less safe than by PSV vehicles,

with the occupant fatality rate for cars being more than double that for buses and coaches (BCC 1990).

Parental cars are also a major cause of congestion at school entrances; and this appears to be a location where children are particularly at risk (see Section 7.5).

Since the introduction of free school transport during the 1940s the social trends and institutional response, in terms of the provision of education, has resulted in lengthening school journeys. This together with increasing car ownership and usage and greater road safety concerns have increased the use of parental cars for the school journey. Consequently the current basis of providing school transport using minimum walking distances fails to address road safety issues, and results in significant accident costs for society in general, as shown in Section 7.5.

There would, therefore, appear to be an argument to use an alternative basis of providing school transport which widens its availability to address these safety issues. If greater provision of school transport was made available then it is probable that a range of safety benefits would result. These would include:

- fewer child pedestrian accidents;
- fewer child pedal cycle accidents;
- fewer accidents involving children in parental cars; and
- reduced public concern about the safety of children on school journeys.

Whilst this would be offset by somewhat more accidents involving children on buses, as subsequent estimates show (see Chapter 19) the net safety benefit would be likely to be considerable.

14.3 The cost of parental provision of school transport

The majority of children currently travelling to and from school live within the minimum walking distances. For their parents, the current cost of providing school transport may be considerable (see Chapter 19). Where public transport is available the cost of travel to school, especially for families with more than one child, may be high. Whilst concessionary fares may offset this to a certain degree, these are offered on a very variable basis in different authority areas (O'Reilly 1988).

In many areas travel to school within the minimum walking distances is often provided by parental car. However, even in these cases, parental expenditure on school transport can also be considerable. These costs to parents have been a cause for concern to parents, the Child Poverty Action Group (CPAG) (Guardian 15/12/81; Education 17/9/76) and MPs alike (Written Answers 3/7/84).

There are also the societal costs which follow from the current basis of school transport provision. This basis of provision means that free school transport is available to only a small minority of pupils, as shown in Chapter 10, and results in high proportions of pupils walking and cycling, or using parental cars, to travel

to and from school. As has been shown in Section 7.5, this incurs significant accident costs upon society.

This basis of school transport provision also necessitates considerable parental accompaniment of pupils on the school journey and use of parental cars. Consequently there are environmental and congestion costs resulting from the use of cars in preference to using public transport (or walking and cycling), as well as the cost of the parental time involved in accompanying pupils on the school journey.

Whilst such societal costs are difficult to quantify, the available evidence suggests that these are considerable. A recent report by the Policy Studies Institute has estimated, using data from the 1985/6 National Travel Survey, that a total of 904 million hours were spent escorting children during 1990. Using Department of Transport valuations of time, this represents a cost of between £4.5 billion and £9.5 billion per annum.

This report also estimates that, conservatively, 10% of congestion is attributable to school escort journeys. Using congestion costs estimated by the Confederation of British Industry, this represents a cost of between £6 billion and £11 billion per annum. Overall, therefore, it is estimated that the 'resource cost' of escorting children on the school journey in Great Britain is between £10 and £20 billion per annum (Hillman, Adams & Whitelegg 1991 p168-75).

14.4 Equity

The inequity of children living on either side of the walking distances has been a source of contention for parents for many years; with children on one side of the line being entitled to receive free school transport, and those on the other side paying the full costs-yet in some cases even using the same bus stop. It has been said that 'it is generally axiomatic in the delivery of social services-especially when sizeable benefits are at stake that those who receive free services and those who pay in full should not be divided by a sudden cut off point' (Bull 1980 p10).

This argument has been strengthened in recent years as the cost of bus fares for pupils living within these walking distances have risen and as parents increasingly regard travel to school by car as necessary due to lengthening school journeys and road safety.

However, it is not just the inequity of those on either side of the walking distance used that is of concern. The use of discretionary powers by Local Education Authorities can reduce the walking distances used, or provide transport to pupils not statutorily entitled. As shown in Chapter 9, the use of these discretionary powers continues to vary widely at individual authority level. In addition, the legislation varies between England and Wales, Scotland and Northern Ireland.

There also remains the anomaly of free transport for Roman Catholic pupils. Discretionary free school transport on denominational grounds, (as shown in

Section 9.4) has largely been preserved for Roman Catholic schools-even though it is not usually provided on other grounds of parental choice, for example to attend single sex schools, or to attend a Church of England school in preference to a County school. Whilst the preservation of the status quo, by maintaining the walking distances, was hailed as a great victory in 1980 when the provision of the 1979 Bill was defeated in the Lords (see Sections 4.3 & 17.1), the current basis of provision is creating an increasingly anomalous situation-especially in light of recent changes to education legislation, particularly the 1988 Education Reform Act. With choice of school being encouraged to a far greater extent, but free transport continuing to be provided based upon minimum walking distances to the nearest available school, or upon Local Education Authority discretion, the continuing use of such a basis of provision on the grounds of equity should be called into question.

14.5 Parental choice of school

Perhaps the strongest arguments for considering an alternative basis of school transport provision now result from the introduction of increased parental choice of school. Since 1980 (as shown in Section 13.2), recent legislative changes have both enabled and encouraged greater parental choice of school. But as has been shown (see Section 9.4; Stillman & Maychell 1986 p34), parental choice of school is dependent not only upon there being schools to choose from, but also upon the provision of viable school transport.

Following the 1980 Education Act the Secretary of State for Education recognised that parental choice of school would be limited by parental ability to pay for, or provide, transport unless some assistance towards these costs was offered. He therefore recommended that, where parents choose a more distant school for their child, the Local Education Authority offer that part of the fare equivalent to the previously entitled child travelling to the nearest appropriate school at the authority's expense (DES 15/12/81).

Such an equivalent fare may be determined where transport is provided using public transport services and paid for on a per pupil basis. However, where transport is provided using contracted vehicles, or Local Education Authority owned and operated vehicles, such an equivalent fare is often difficult to determine and costly to administer. In addition, where neither the vehicle capacity of the mileage can be reduced as a result of that child no longer travelling to the nearest appropriate school, the equivalent fares remains limited, with transport to non-appropriate schools dependent upon Local Education Authority discretion, or upon parental ability to pay for, or provide, such transport.

14.6 Summary

As in 1973, when an alternative basis of providing school transport was first put forward, there remains a case for change on the grounds of Local Education Authority expenditure, the safety of those walking to and from school, the parental cost of transport for non-entitled pupils and the equity of such provision. These

issues have, however, increased in importance in subsequent years, especially as costs have continued to rise and safety concerns have increased.

If, however, education in the 1990s is to be based upon parental choice of school, and if the fundamental principle of the 1944 Education Act is to be maintained-namely that access to education should not depend upon the place of residence or upon parental means (see Chapter 1;TES 8/2/80 p2)-then the arguments for updating the school transport legislation and changing the basis of provision are stronger than ever.

For each of the interest groups involved in the provision of school transport: Local Education Authorities; parents pupils and schools; and for society in general there would now appear to be clear arguments for an alternative basis of providing school transport.

For Local Education Authorities the provision of school transport has become increasing financial obligation as a result of both social trends and institutional responses to these trends. Furthermore, recent legislative changes have increased the demands for school transport, whilst placing an increased emphasis on obtaining value for money.

For parents the current basis of provision means that school transport for the majority of pupils remains a parental responsibility at considerable cost and does not address increasing concerns for the safety of both entitled and non entitled

pupils. This basis of provision also remains inequitable to pupils and parents, not only in terms of an arbitrary cut off point to assess eligibility, with no account being made of the ability to pay for transport, but also in terms of the variable service received as a result of differing legislation and use of discretionary powers by the Local Education Authorities within the UK. The emphasis of recent legislative changes has been on economy rather than safety also fails to address current parental concerns; and the introduction of parental choice of school with no change in the school transport legislation has heightened the issues of parental cost of school transport and equity.

For society in general, the current basis of school transport provision requiring considerable use of parental cars, and only limited availability of free transport, has resulted in considerable accident, time and congestion costs attributable to the school journeys, as well as the environmental costs of the use of cars in preference to other modes.

There would, therefore, appear to be a case for an alternative basis of school transport provision in the UK which would address the following main issues:

a) the need to reduce/limit Local Education Authority school transport expenditure;

b) road safety concerns, particularly for those currently ineligible to receive transport;

c) the anomalies of the current legislation and the inequities of provision at individual authority level; and

d) wider parental choice of school.

PART III: ALTERNATIVE BASES OF SCHOOL TRANSPORT PROVISION

Introduction

Part III examines alternative bases of providing school transport by, firstly, making comparison with the system of provision in the USA and, secondly, by considering other alternatives for the UK.

Chapter 15 examines the provision of school transportation in the USA at a national level. This alternative basis of provision whilst having many similarities with that in the UK maintains a high emphasis on safety, utilising a dedicated fleet of vehicles with distinct standards, and is provided for a higher proportion of the school population. As concerns about school bus safety in the UK have increased in recent years, so reference has often been made to this alternative system of provision, with calls for such an alternative to be adopted, at least in part, in the UK. This has resulted in consideration of features of the US system, in the UK, such as flashing lights for school buses and the use of school bus signs (see Section 4.2). Chapter 15, therefore, examines this alternative in terms of its administration, basis of provision, means and costs of provision, as well as its safety, and contrasts this with the UK.

As in the UK, the provision of school transportation in the USA varies at the local level. For this reason Chapter 16 examines the provision of school transportation

in one school district, Fairfax County, Virginia, to illustrate how the basis of provision can be applied at the local level. Fairfax County is an authority which exemplifies the US alternative and as such serves both as an example of this and also as a contrast to that in the UK.

Chapter 17 then reviews recent proposals for alternative bases of school transport provision in the UK. Chapter 18 discusses these, and other alternatives, in the context of the current issues. Finally Chapter 19 evaluates the costs and benefits for parents, Local Education Authorities and society in general of introducing three of these alternatives in the UK.

15 School Transportation in the USA

15.1 Introduction

The first state to enact legislation authorizing school transportation at public expense was Massachusetts, in 1869. By 1900 sixteen states had introduced state school transportation programmes, and a further thirteen by 1910. Fifty years after the introduction of school transportation in Massachusetts, Delaware and Wyoming were the last states to introduce such provision. Since then two states, Alaska and Hawaii, have joined the US, both have state legislated school transportation programmes (Farmer 1990 p4).

As in the UK, school transportation legislation in the US was introduced as a result of the introduction of compulsory school attendance, and of the consolidation of public school provision (TRB 1989a p21).

Although there are considerable variations at both state and district level, eligibility to receive free school transportation in the US, as in the UK, is usually based upon minimum walking distances. However, the distances used are usually lower than those adopted in the UK. Typically, in the US, the walking distances used are one mile for elementary school pupils (to 8 years) one and a half miles for junior and middle high school pupils (8-12 years) and two miles for high school pupils (12-18 years) (Jordan 1985 p310-1). However, unlike the UK, there is no nationally applied minimum limit. As in the UK, transportation may also be provided within

these distances on safety grounds, or where space is available on existing vehicles being used to transport pupils living beyond the walking distances (Jordan 1985 p311).

In the US, as in the UK, there has been a long term trend of increasing demand for school transportation services (Section 15.3; TRB 1989a p23) resulting from both educational and demographic changes, and despite falling school rolls since the 1970s.

In the UK, although busing to achieve racial balance in schools was introduced in some areas, notably cities such as Bradford and Leicester, its scale and extent were considerably more limited than in the US, and had all but disappeared by the mid 1970s (TES 19/9/75 p14-5). In contrast, in the US during the late 1960s and 1970s, the major issue confronting school transportation provision was that of mandatory busing to reduce racial segregation in schools.

The US post-war education system was characterised by the segregation of schools along racial lines. With the civil rights movement throughout the 1930s and 1940s there was growing recognition of the need to challenge school segregation. This challenge came in 1954 in the form of five separate court cases which collectively came to be known as the Brown decision. In this it was stated that the doctrine of 'separate but equal' had no place in public education, and that separate educational facilities were inherently unequal (see Stephan and Feagin 1980 p11-16). Following this decision de-segregation progressed slowly as early attempts to

eliminate segregation used neutral 'pupil placement' and 'freedom of choice' plans (King 1985 p15). Ten years after the Brown decision, however 99% of the US's black children were still being educated in segregated schools (Stephan & Feagin 1980 p17).

Although the Brown decision declared segregation to be unconstitutional, it was the case of Green v New Kent County, Virginia, in 1968, that marked the move from eliminating segregation to introducing de-segregation, and the Swann v Charlotte Mecklenburg Board of Education case of 1971 that showed just how far the courts were prepared to go to achieve this. This case stated that 'schools must be actually integrated no matter how much inconvenience and extra transportation are entailed' (Orfield 1978 p1n). Courts, therefore, progressively enforced mandatory busing in the subsequent years. This, however, brought with it significant opposition and controversy. Busing became an increasingly political issue as violence accompanied its implementation (Orfield 1978: Buell 1982).

The scale of mandatory busing is debatable and, it is argued, often overstated. At the height of court-ordered busing during the mid 1970s it is estimated that approximately 3% (Weidman 1975 p123) to 4% (Caplan 1976 p390) of children receiving school transportation were doing so to comply with court de-segregation orders. However, this still represented approximately one million children.

By the 1980s mandatory busing was seen not to be living up to the expectations of those who had advocated it two decades earlier (Thompson 1982 p149), and the

phenomenon of 'white flight' (where whites moved out of cities to avoid busing) was said to negate its benefits. The extent of white flight has been debated (see Orfield 1978 p91-101) however Armor (1981 p102) claims that this occurred in nearly every central city undergoing court ordered busing. More recently it has been claimed that busing has created a new segregation, based on social class, through 'middle class flight' as opposed to 'white flight' (Scott 1986 p197).

By 1981, therefore, the Reagan administration declared that it would propose only voluntary de-segregation efforts. In 1984 the Assistant Attorney General stated that mandatory busing was clearly counter-productive and should no longer be used in school districts (King 1985 p19). By the 1980s the move was towards improving the overall quality of education, in effect this was a return to the pre-Brown doctrine of 'separate but equal'.

Consequently, the issues facing school transportation provision in the US have changed in recent years. During the 1980s, as in the UK, school transportation has been subject to increasing concerns over expenditure levels. This raised the question of how to reduce costs without reducing the level of service. Various solutions received attention. Regionalisation of school districts was advocated to reduce the capital expenditure on vehicles, and administrative costs (Slater 1980 p4). The use of computerised routing and scheduling increased. The EDGAR system (a computerised routing and scheduling system introduced in San Francisco and Los Angeles, partially funded by the Energy Commission) for example, achieved an estimated 10% reduction in fuel and travel times, and an 8% reduction

in the school bus fleet size, and was widely publicised (Edwards 1983). The use of alternative fuels was proposed (Button 1980), and continues to receive attention. To date this has resulted in a change to greater use of diesel fuel in preference to gasoline (Button 1980) and the limited introduction of Compressed Natural Gas (CNG) in California.

According to a recent survey carried out by the National School Transportation Association (NSTA), covering 12% of US school districts, 72% of school buses are now diesel operated. However, in the first months of 1991, the current concern in the US has been the dramatic increase, averaging 25.3c per gallon in the price of fuel since mid August 1990, which occurred as a direct result of the situation in the Gulf. For school districts this is incurring severe financial problems. For example, in Los Angeles, each 1c rise in the price of fuel increases overall transportation cost by $100,000 (NSTA News 26/9/90).

Another current concern regarding the provision of school transportation is that for special education pupils. This is mandated for at federal level (Public Law 93-112 Sec 504) and is required to be integrated with regular transportation wherever possible. As such, this has become an increasingly difficult, costly and potentially litigious, obligation for school districts-to a far greater extent than at present in the UK.

As in the UK, safety, not only in terms of school buses, but also in terms of those living within the walking distances, remains a constant issue. However, despite pressure to reduce expenditure, the trend in the US has been to maintain low

walking distances and to continue to place a high emphasis on school transportation safety-providing a distinct contrast to UK provision (see Section 15.6).

15.2 Administrative context

In the US authority for the provision of education lies with the fifty individual states, which enact legislation for the provision of elementary, secondary and higher education (Holmes 1979 p170). However, in the US, as in the UK, the administration of education is carried out at local level.

In all the states (with the exception of Hawaii) state legislatures and constitutions have provided for the creation of school districts. In the US, as in the UK, since the beginning of the century there has been an ongoing trend to provide education within larger administrative areas, and school districts have increasingly been consolidated. As shown in table 15.2a the number of school districts in the US has declined sharply in the past sixty years.

Year	Number of school districts
1930	127,000[1]
1960	40,520[1]
1975	16,624[2]
1988	15,595[3]

Table 15.2a: Number of school districts, USA, 1930-1988

Sources: 1 = Mann (1979) p77
2 = Statistical Abstract of the US (1988)
3 = Statistical Abstract of the US (1989)

However, school districts continue to vary widely in size-from over 900,000 students in the New York City District to less than ten students in some isolated areas. The 120 districts with the largest enrolments account for approximately nine million of the forty million public elementary and secondary school population; and less than 1% of the school districts account for over 20% of the enrolment (Jordan 1985 p16).

School districts (via an elected or appointed school board) are responsible for the content of education curricula, the hiring of teachers and other school personnel, the provision and maintenance of school buildings, the purchase of school equipment and supplies and for the provision of transportation (Holmes 1979 p170-1).

Most public school systems provide kindergarten education for children of five years of age (and some provide nursery education for younger children). Compulsory education in most states then begins at the age of six, and continues to sixteen, organised in three levels: elementary, secondary and post-secondary. This is usually arranged into either elementary schools (grades kindergarten (k)-9) and high schools (grades 9-12) or elementary (k-7), junior high (7-10) and senior high schools (10+) (Holmes 1979 p171).

School transportation is also administered at local level by the school board, according to school board policy within the legislative framework established by the

state. However, school transportation must also be provided in compliance with federal regulations (see Section 15.6).

15.3 Extent of school transportation provision

In the USA overall the number of pupils receiving free school transportation has been increasing since the 1930s, from a total of 1,902,826 pupils in 1929/30 (TRB 1989a p25) to a peak of 23,378,605 by 1984/5 (School Bus Fleet, Dec/Jan 1989). The proportion of pupils receiving free school transportation has also increased, as shown in table 15.3a: although in recent years this has remained at approximately 50% of the elementary and secondary school population.

Year	No of 5-17 yr olds[1]	No receiving transportation[2]	% receiving transportation
1987/88	45,290,000	22,157,060	48.9%
1986/87	45,198,000	22,602,499	50.0%
1985/86	44,975,000	21,945,021	48.8%
1984/85	44,942,000	23,378,605	52.0%
1983/84	45,130,000	21,821,947	48.4%
1982/83	45,655,000	20,952,506	45.9%
1981/82	46,352,000	22,836,272	49.3%
1980/81	47,236,000	22,598,975	47.8%
1979/80	48,041,000	22,578,280	47.0%
1973/74	50,958,000	21,169,633	41.5%
1969/70	52,526,000	18,752,735	35.7%

Table 15.3a: Number and proportion of pupils receiving school transportation, USA, 1969/70-1987/8

Sources: 1 = Statistical Abstract of the US
2 = School Bus Fleet (Dec/Jan 1989)

In the USA, as in the UK (see Section 8.3 and Chapter 10), despite falling school rolls in the 1970s and 1980s, the number and proportion of pupils receiving free

school transportation continued to increase until the 1980s These figures remained stable since the early 1980s.

As in the UK (Chapters 7 & 8), this has been due to a variety of factors. In the USA there has been the continued decentralisation of the population (Pacione 1984 p133-8). There has also been a trend of centralising education provision, and between 1970 and 1984 the number of elementary and secondary schools fell from 91,200 to 82,700 (Statistical Abstract of the US 1988).

The expansion of extra curricula programmes has also influenced demands for school transportation in the US. In addition, court approval of transportation for parochial school students has resulted in a significant portion of this population being served by public school transportation programmes (Jordan 1985 p307). In the US, as in the UK, there has been increasing concern regarding the safety of pupils walking to and from school. Consequently, within the walking distances used, free school transportation is increasingly provided on the grounds of safety.

Furthermore, in the US, during the 1970s, mandatory and voluntary desegregation programmes often included massive busing plans (Jordan 1985 p307); and increased the numbers of pupils requiring free school transportation (see Section 15.1) to a far greater extent than in the UK.

Differences between States

Overall, in the last five years, the proportion of pupils in receipt of free school transportation at individual state level has remained relatively stable (see Appendix to Section 15.3). However, there remain considerable variations in the numbers and proportions of pupils in receipt of free school transportation at both district, state and regional level. In 1987/8 the proportion of pupils in receipt of school transportation ranged from 5.7% in Washington D.C., 20.4% in Hawaii and 19.4% in California to over 70% of pupils in Maine, Vermont, Delaware, Virginia and West Virginia. There are wide regional variations in the proportions of pupils receiving school transportation as shown in table 15.3b. The western states (in the Pacific and Mountain regions) have the lowest proportions of pupils in receipt-averaging 29% of pupils in 1987/8 and the Mid Atlantic the highest (59.2%). This has not changed in the past five years.

Region	No of 5-15 year olds	No of pupils in receipt of school transport	% in receipt
Mid Atlantic	6,499,000	3,846.121	59.2%
E.S. Central	3,063,000	1,809,359	59.1%
W.N. Central	3,294,000	1,923,426	58.4%
South Atlantic	7,434,000	4,319,202	58.1%
New England	2,165,000	1,229,490	56.8%
E.N. Central	8,025,000	4,190,930	52.2%
W.S. Central	5,522,000	2,172,182	39.3%
Mountain	2,658,000	1,032,634	38.9%
Pacific	6,631,000	1,633,716	24.6%
USA	45,290,000	22,157,060	48.9%

Table 15.3b: Pupils in receipt of school transportation, by region, USA, 1987/8

Sources: Statistical Abstract of the US; School Bus Fleet

Table 15.4a: Arguments in favour of contracted and district school transportation provision

Arguments for contracted services:	Arguments for district services
a) Transportation is a business function best handled by business personnel.	a) They are provided on an actual cost basis, with no profit being paid to a contractor, which can result in significant cost savings.
b) Specialised transportation contractors can provide greater economy of operation, better trained drivers, better equipment and higher standards of safety and maintenance.	b) As school services are being provided by a public agency they may receive tax exemptions in purchasing minimum cost vehicle licences and more favourable insurance rates. This may result in cost savings.
c) It allows school administrators more time to deal with education.	c) The district retains complete control enabling greater flexibility over the day to day changes in schedules and vehicle availability.
d) Eliminates the need for major capital investment in schools buses or maintenance.	d) By having complete control the district can exercise greater control over the quality of services, maintenance and operations.
e) Avoids the costs of constructing maintenance and storage facilities, or enables them to be used for other purposes.	e) Such control also offers the district the opportunity to impose safety standards in excess of those required by statute, or those that the contractor may find feasible or profitable.
f) Allows for more accuracy in budgetary planning, in that costs are determined in advance of the school year and are not subject to exigencies that may arise during the budget year.	f) District services remove a layer of bureaucracy -enabling more direct communication between pupils, parents and staff.
g) Allows greater flexibility be enabling the level of service to vary from year to year without the problems of having by but or retire buses, hire or dismiss staff, or build/alter facilities.	

Sources: Jordan et al (1985) Pupil Transportation, Chapter 12 in School Business Administration, Sage Publications. p311-313

Fluck R.A. (1982) School Business Affairs. July. p18-20,29

15.4 Means of school transportation provision

For those pupils in receipt of free transportation, school transportation in the USA is usually provided using either district owned and operated buses or using contracted school buses. In recent years there has been considerable debate as to the relative merits of each -especially with the pressure in recent years to reduce expenditure (see McGuire & Van Cott 1984; Fluck 1982; Morgan & Ziskie 1981 & 1982). The main arguments advanced in the USA in favour of contracted versus district owned and operated buses are outlined in table 15.4a.

Overall, the use of district owned and operated school buses still account for the majority of school buses in the US, as shown in table 15.4b; although the number of both contracted and district owned buses have increased in recent years.

Year	Number and % of school buses owned by			
	District	Contractor	Other	Total
1983/4	230,334(70.6%)	67,411(20.6%)	28,647 (8.8%)	326,392(100%)
1984/5	224,285(63.6%)	69,301(19.7%)	58,848(16.7%)	352,434(100%)
1985/6	248,634(70.5%)	100,229(28.4%)	3,694 (1.0%)	362,557(100%)
1986/7	246,993(68.2%)	106,463(29.4%)	8,542 (2.4%)	361,998(100%)
1987/8	257,089(69.0%)	90,526(24.3%)	24,518 (6.7%)	372,133(100%)

Table 15.4b: School buses by ownership, USA, 1983/4-1987/8

Source: School Bus Fleet (1985-1989)

In recent years the total number of school buses used to provide school transportation has increased as shown in table 15.4c. Since the mid 1970s the increase in school buses has been in excess of that for pupils. Consequently the

average number of pupils per vehicle has been declining. This is partly accounted for by the increasing use of smaller school buses.

Year	No. of vehicles	Pupils/Vehicle
1987/88	372,133	57
1986/87	361,998	62
1985/86	352,557	62
1981/82	335,160	68
1977/88	315,489	69
1973/74	271,552	78
1969/70	239,973	78
1961/62	191,160	69
1957/58	170,684	64
1953/54	147,425	57
1949/50	115,202	60
1945.46	89,299	57
1941/42	92,516	49
1937/38	92,152	41
1933/34	77,042	36
1929/30	58,016	33

Table 15.4c: Number of vehicles and pupils per vehicle, USA, 1929/30-1987/8

Sources: TRB 1989a p25
School Bus Fleet Dec/Jan 1989 & 1990

In the US school buses have been classified in several ways. The FMVSS classified school buses as being 'small' or 'large' on the basis of the Gross Vehicle Weight Rating (under or over 10,000 pounds). Federal Highway Safety Program Standard No 17 classifies school buses as small 'Type II' or large 'Type 1' buses on the basis of passenger capacity (under or over 16 passengers). The current industry classification adopted at the National Minimum Standards Conference in 1980 is shown in table 15.4d.

Although the use of larger 'transit' style school buses has increased in recent years (see Section 15.6), there has been an overall reduction in the number of Type I

Table 15.4d: US classification of school buses

Classification	Former Classificiation	Gross vehicle Weight Rating (Pounds)	Passenger Capacity	
Small school bus Type A	Type II	10,000 or less	10 or more	Van conversion or school bus body constructed or a van-type compact truck or front section vehicle
Type B	Type II	More than 10,000	10 or more	Van conversion or school bus body constructed on a van-type compact truck, front section vehicle, or stripped chassis. Part of the engine is beneath or behind the windshield and beside the driver seat. Entry door is behind front wheels
Large school bus Type C (conventional style)	Type I	More than 10,000	10 or more	Body installed on a flat back cowl chassis. All of the engine is in front of the windshield, and entry door is behing the front wheels
Type D (transit style)	Type I	More than 10,000	10 or more	Body installed on a chassis. Engine may be mounted in front (behind the windsheild and beside the drive seat), midship (between front and rear axles), or in the area (behing rear wheels). Entry door is in front of front wheels

Source: NTSB 1989 Appendix E. p 198

(large) school buses, from 255,178 in 1983/4 to 148,471 by 1987/8 and a corresponding increase in the use of small Type II buses (School Bus Fleet Dec/Jan 1985-9). However, the majority of school buses continue to be the conventional Type C buses. In 1989 a total of 39,986 new school buses were sold in the US, 72% of which were Type C and 11% were Type D buses (School Bus Fleet Dec/Jan 1989).

In the US as a whole, school transportation mileage has been increasing in recent years, as shown in table 15.4e. However, in 1987/8 it began to decline. Consequently the average number of service miles per bus increased until 1986/7.

Year	School Transportation Mileage	Miles of service/ Vehicle
1983/84	3,136,054,026	9,578
1984/85	3,440,053,243	9,761
1985/86	3,348,663,903	9,498
1986/87	3,690,908,522	10,196
1987/88	3,349,886,580	9,002

Table 15.4e: School transportation mileage and miles/vehicle, USA, 1983/4-1987/8

Source: School Bus Fleet (Dec/Jan 1985-9)

Variations between States

There are wide variations in the use of contractor and district owned and operated buses to provide school transportation at, and also within, state level. District owned and operated buses predominate in the southern states; with the north-eastern states including Massachusetts, New Hampshire, New York and New Jersey making least use of district vehicles. (See Appendix to Section 15.4)

This pattern of provision has not changed in recent years in most states (see Appendix to Section 15/4). The most notable changes have occurred in New Mexico and Hawaii. Hawaii has reduced its use of district owned and operated buses, from accounting for 65% of school buses in 1983/4 to 2% by 1987/8. By 1987/8 six states continued to make no use of contracted vehicles: Alabama, Arkansas, Nebraska, Nevada, North Carolina and Oklahoma.

15.5 School Transportation Expenditure

USA

Actual school transportation expenditure (including expenditure on extra-curricula transportation carried out during school time) has been increasing in the US since the early 1960s, as shown in table 15.5a. In real terms school transportation expenditure in the US has increased from $1.8 billion in 1961/2 to $6.1 billion by 1986/7-more than a threefold increase.

Year	Actual Expenditure	1986 Prices
1987/88	$6,634,554,000	
1986/87	$6,300,076,858	$6,114,780,000
1985/86	$6,285,209,795	$6,285,209,795
1984/85	$5,750,535,560	$5,528,945,000
1980/81	$4,125,443,607	$4,528,249,800
1975/76	$2,285,840,977	$4,243,947,800
1970/71	$1,178,910,190	$3,053,228,200
1965/66	$696,325,421	$2,205,389,700
1961/62	$540,168,114	$1,794,129,800

Table 15.5a: School transportation expenditure, USA, 1961/2-1987/8

Source: School Bus Fleet (Dec/Jan 1989)

In the US school transportation expenditure has accounted for an increasing proportion of overall expenditure on public elementary and secondary schools, as shown in table 15.5b.

	$ billion		
Year	Public School Expenditure	School Transport Expenditure	%
1987/88	171.7	6.6	3.9
1986/87	156.0	6.3	4.0
1985/86	147.6	6.3	4.3
1984/85	136.5	5.8	4.2
1983/84	127.5	4.7	3.7
1980/81	104.1	4.1	4.0
1978/79	86.7	3.3	3.9
1976/77	74.2	2.7	3.6
1974/75	64.8	2.0	3.1
1972/73	51.9	1.4	2.7
1970/71	45.5	1.2	2.6
1969/70	40.7	1.0	2.4
1967/68	33.0	0.8	2.5
1965/66	26.2	0.7	2.7

Table 15.5b: School transportation and public school expenditure, USA, 1961/2-1987/8

Sources: Statistical Abstract of the US 1975; 1988; 1989
School Bus Fleet Dec/Jan 1989

In the US school transportation accounts for a higher proportion of education expenditure than in the UK (see Chapter 12). In the US, next to teachers' salaries, pupil transportation is the largest expenditure for many school districts (Jordan 1985 p307). School transportation expenditure accounted for 2.5% of overall public school expenditure during the late 1960s, by the mid 1980s this had increased to over 4.0%.

In the US overall the average cost of school transportation per pupil in receipt has risen from $39 per annum in 1961/2 to $314 per annum by 1987/8 (School Bus Fleet Dec/Jan 1990). In real terms this is more than a threefold increase.

In terms of the unit cost per pupil (all 5-17 yr olds) the average cost of school transportation has increased from $18 per pupil per annum in 1969/70 to $149 per pupil per annum by 1987/8, as shown in table 15.5c.

Year	Unit Cost	1986 Price
1987/88	$146.50	
1986/87	$139.40	$135.29
1985/86	$139.75	$139.75
1984/85	$127.95	$123.02
1983/84	$104.69	$103.30
1982/83	$78.09	$80.45
1981/82	$104.00	$109.71
1980/81	$87.33	$95.86
1979/80	$81.07	$99.81
1973/74	$30.13	$67.29
1969/70	$18.40	$50.18

Table 15.5c: Unit cost of school transportation, USA, 1969/70-1987/8

Sources: Statistical Abstract of the US; School Bus Fleet

Difference in expenditure by State

The pattern of school transportation expenditure at individual state level has remained largely unchanged in recent years. Expenditure on school transportation in California ($671m) and New York ($976.3m) remains considerably in excess of that for the other states (1987/8 expenditure). The five highest spending states-New York, California, Pennsylvania, Illinois and New Jersey accounted for more than

40% of all US school transportation expenditure in 1987/8 (see Appendix to Section 15.5).

There is also considerable variation in the proportion of overall public school expenditure spent on school transportation at state level. In 1987/8 the proportion varied from 1.6% in Texas to 6.0% in Delaware and 6.1% in West Virginia. This has also remained unchanged in the past five years (see Appendix to Section 15.5).

The cost per pupil in receipt of school transportation also varies between states (and at district level). In 1987/8 the cost per pupil per annum in receipt of free school transportation ranged from $133 in North Carolina and $146 in Tennessee to $517 in New York, $527 in Alaska and $692 in California. As shown the highest unit costs per pupil in receipt occur in the New England and Mid Atlantic states, and the lowest costs occur in the southern states.

The average unit cost of school transportation (for all 5-17 yr olds) also varies widely, as shown in table 15.5d.

Region	No of 5-17 yr olds	No of pupils in receipt of tptn	Exp ($m) School transport	Unit Cost ($ per annum) All 5-17 yr olds	Unit Cost ($ per annum) Per Pupil in receipt
Mid Atlantic	6,499,000	3,846,121	1,633.7	245.71	424.77
New England	2,165,000	1,229,490	369.4	170.62	300.45
W.N. Central	3,294,000	1,293,426	544.7	165.36	283.19
E.N. Central	8,025,000	4,190,930	1,194.7	148.87	285.07
South Atlantic	7,434,000	4,319,202	1,048.0	140.97	242.64
Pacific	6,631,000	1,633,716	925.3	139.54	566.38
Mountain	2,658,000	1,032,634	294.4	110.76	285.10
E.S. Central	3,063,000	1,809,359	307.6	100.42	170.00
W.S. Central	5,522,000	2,172,182	317.3*	57.50	146.07
U.S.A.	45,290,000	22,157,060	6,634.6	146.50	299.44

Table 15.5d: Unit cost of school transportation by region, USA, 1969/70-1987/8

* excludes expenditure for Louisiana.
Calculated from Statistical Abstract of the US & School Bus Fleet

Average unit costs for 1987/8 ranged from $53 in Utah and $58 per annum in Texas to $313 per annum in New York. As with unit costs per pupil in receipt, the highest costs occur in the north eastern-New England and Mid Atlantic states, and the lowest costs in the southern states.

Similarly the highest costs per mile of service for school transportation also occur in the north eastern states, as well as in California, Alaska and Hawaii (see Appendix to Section 15.5). In 1987/8 costs per mile ranged from $0.87 in South Carolina and $0.89 in North Dakota to $4.08 in Alaska and $5.36 in New York.

15.6 School Transportation Safety

Introduction

School transportation safety standards in the US results from a combination of federal and state legislation, as well as from individual school district policies, case law, and independent recommendations.

Federal requirements

At Federal level the main agency responsible for school bus safety is the National Highway Traffic Safety Administration (NHTSA). Under the National Traffic and Motor Vehicle Safety Act of 1966 the NHTSA is authorized to regulate the manufacture and sale of new motor vehicles, including school buses. This is achieved using Federal Motor Vehicle Safety Standards (FMVSS).

Federal involvement in school bus safety really took effect with the National Highway Safety Program Standard No 17 which was promulgated on May 2nd 1972. Its purpose was to assist states in developing effective pupil transportation policies to reduce 'the danger of death or injury to school children while they are being transported to and from school'. It has been argued that this represented 'the most comprehensive effort undertaken at any level to upgrade the quality of' school transport (Farmer 1987 p45-51)

Standard 17 states:

> 'Each state, in co-operation with its school districts and political subdivisions, shall have a comprehensive pupil transportation safety program to assure that school vehicles are operated and maintained to achieve the highest possible level of safety'
>
> (Farmer 1987 p46)

This standard (now guideline) (NHTSA May 1990) also covers the selection and training of bus drivers and other personnel. In addition pupil transportation safety programmes must be evaluated at least annually by the state agency responsible for pupil transportation; and NHTSA given a summary of each evaluation (Farmer 1987 p49).

Until 1976 Standard 17, together with the other Highway Safety Program Standards, were considered mandatory requirements, with financial sanctions for non-compliance. However, from 1976, greater flexibility was introduced, making these standards more like guidelines for the states. This approach was formalised by Congress in 1987 (NHTSA May 1990).

Since its inception NHTSA has issued 51 FMVSS. Of these 33 apply to school buses. These standards are divided into two main groups; the FMVSS 100 series for crash avoidance and the FMVSS 200 & 300 series for crashworthiness. Several of the 33 FMVSS applying to school buses were issued (or extended) in 1977, effective from April 1st. These 1977 standards substantially upgraded the safety,

particularly the crashworthiness, of school buses manufactured after this date (TRB May 1989a p27).

The other federal agency involved in pupil transportation safety is the National Transportation Safety Board (NTSB). The NTSB is both the federal Government's transportation 'accident investigator' and 'watchdog' of all aspects of transportation safety. The NTSB is to report on accidents, with a view to making recommendations to reduce such accidents in the future. Recent work involving school transportation safety has included reports on two major school bus accidents in Carrollton, Kentucky in May 1988 (NTSB March 1989) and Alton, Texas in September 1989 (NTSB July 1990) (see Appendix to Section 15.6). The NTSB has also recently carried out two safety studies regarding the crashworthiness of both large and small post standard (post 1977) school buses (NTSB March 1987, October 1989). The NTSB can make recommendations to NHTSA for standards to be included in FMVSS or federal legislature, or direct recommendations to States, districts or manufacturers.

States

Within each state, legislation in excess of that required at federal level may be introduced. State specifications are also largely based upon independent recommendations on school transportation safety standards produced at the Minimum Standards Conferences. However, whilst safety legislation may be

determined at state level, the responsibility for its implementation is that of individual state districts.

School Districts

School districts are responsible for implementing both federal and state legislation. In addition, they can set policies and standards which exceed these recommendations. For example a school district can require drivers to receive additional training to that legally required at state level.

Case Law

As in the UK, case law has established that it is the school district's legal duty to exercise reasonable care - and this extends to any activity of school bus transportation which lies outside the control of parents (Brooks v Woods, Okla. Ct. App. 1981 see Mawdsley 1984 p12). School districts have a broad range of responsibility with regard to the safety of pupil transportation. This ranges from exercising care in the selection of a bus stop, to the safety of the child crossing the road from a school bus (Mawdsley 1984 p19). Once a child is on the school bus, the school board has a duty to exercise ordinary and reasonable care to deliver that child to its destination, and this 'should be proportional to the child's incapacity to adequately protect himself' (Sharpe v Quality Educ. Inc. N.C. Ct. App 1982 see Mawdsley 1984 p14).

Minimum Standards Conference

Concern regarding the poor condition under which pupils were transported to and from school resulted in the first National Conference on School Transportation in 1939. Preceding any federal requirements by twenty-five years, these conferences continue to be held periodically, usually every five years. They are made up predominantly of representatives invited from state departments of education and school district personnel. In addition representatives from other relevant agencies such as the federal agencies, the contractor's association, Parent-Teachers Association, the manufacturers and the press are present. The major purpose of each of these conferences has been to establish minimum standards applicable to all states, covering the operation and construction of school buses. The recommendations are published as the National Minimum Standards for School Buses and generally form the basis of state legislation. Specific recommendations are also made and directed to the federal agencies for inclusions in federal standards to ensure compliance. The Minimum Standards are, however, guidelines and are not mandatory until included in state legislation. A few states do however, enact all the Minimum Standards, for example Utah (Farmer, 1990).

School Transportation Accidents

Since the mid 1970s school bus fatalities and injuries have been declining (School Bus Fleet Dec/Jan 1990 p22). School transportation compares favourably with other modes of transport. Between 1980 and 1988 on a vehicle - mile basis, there

was an annual average of 0.5 school bus occupant fatalities per 100 million vehicle miles travelled; compared to 2.0 for passenger cars (NHTSA May 1990).

In recent years the number of school bus accidents has remained fairly stable, as shown in table 15.6a:

	1982	1983	1984	1985	1986	Total
Accidents	122	133	133	134	120	642
Fatalities	137	160	162	158	128	745
Vehicles	203	235	238	244	210	1,130

Table 15.6a: School bus related accidents, fatalities and vehicles, USA, 1982-1986

Source: TRB May 1989a p32

A school bus related accident is defined as any traffic accident in which a vehicle functioning as a school bus is involved. Between 1982 and 1986 there was a total of 642 school bus accidents resulting in 745 fatalities, to both school bus occupants and other road users.

In a typical year in the US approximately ten children are killed in school buses, and a further two or three are killed in vehicles operated as school buses (TRB 1989a p34-5), as shown in table 15.6b.

However, children are at considerably greater risk of being killed or injured at school bus stops, after leaving, or whilst trying to board their bus, than when they are actually travelling as shown in table 15.6b.

	Fatalities p.a.
School Bus Occupants	
School buses*	9.6
Other vehicles used as school buses	2.4
	12.0
Pedestrians	
Struck by school bus*	24.0
Struck by vehicle used as school bus	1.8
Struck by other vehicle	11.6
	37.4

Table 15.6b: Estimated annual student fatalities in school bus accidents, USA, 1982-1986

Source: TRB 1989a p58

* buses designed and built as school buses

Approximately forty children are killed each year at school bus stops. Of this number, about two thirds are struck by a school bus - usually their own. Injuries to children are less frequent at bus stops than on board school buses, however, then tend to be more severe. Approximately 800 children are injured at school bus stops each year, with the five - six year olds being the most vulnerable. This age group accounted for more than half of all children fatally injured at bus stops (TRB 1989a p2).

The most recent accident records, however, show a reduction in school bus stop accidents. According to the annual Kansas Department of Transportation (K-DOT) loading and unloading survey, sixteen children were killed in the loading and unloading zone during the 1988/9 school year. This is almost a 50% reduction from the previous years; and is the lowest figure since the survey began in 1970 (School Bus Fleet Dec/Jan 1990).

Unfortunately, varying state definitions of school bus accidents, and of school buses, make comparisons of accident statistics at state level difficult, if not impossible. For example, some states define an accident as that involving property damage in excess of a certain value, whilst other states include any accident irrespective of the damage costs.

For the school year 1988/9, thirty-five of the states reported no school bus fatalities. This is the highest number of school fatality free states yet recorded (School Bus Fleet Dec/Jan 1990).

Current issues in school transportation safety

Driver Training

With the greatest percentage of school bus accidents, serious injuries and fatalities occurring as the result of accidents in the load and unloading zone, driver training is an area of considerable concern. There have been problems in recent years obtaining and retaining good drivers for school buses, often due to the difficult hours and problems of litigation.

Driver training is widely recognised as one of the most crucial areas of school transportation safety (Button 1979; Loshbough 1986), however, the requirements vary widely at local level. Several states and districts have excellent driver training programmes (see Section 16.3), however, a survey carried out by the National

School Transportation Association (which represents the contractors) in May 1985 showed that at that time eleven states had no state law or policy requiring driver training courses. Elsewhere requirements ranged from seven to forty hours of training. Several states were found to have no requirements for a written or road test at the end of the course of instruction. Nineteen states did not require driver training to be taught by trained instructors (Loshbough 1986).

However, this is changing. To comply with the Commercial Motor Vehicle Safety Act of 1986 states must ensure all commercial drivers have a Commercial Driver's License (CDL) by 1 April 1992, and this applies to school bus drivers. However, the applicability of all the CDL requirements and the increased dis-incentive to recruiting prospective drivers have been raised (Finkel 1990). Despite these potential problems, the CDL will ensure a basic minimum standard of driver training, it will eliminate the problem of multiple licenses and it tightens the requirements regarding alcohol impairment.

Seat Belts

With mandatory seat belts required for passenger cars in most states, and compulsory safety restraints for children of under five years legislated for in every state, many parents, legislators and teachers have asked 'Why not seat belts on school buses?' (J Am Ins 1985).

The seat belt issue in the US is not new, it dates back to 1966 when both industry and safety leaders initiated formal school bus crashworthiness and seat belt testing. However, the seat belt issue received less attention in subsequent years. It was revived again in the mid 1970s following a series of fatal and near fatal accidents (Farmer 1987 p71). The seat belt has become perhaps the most emotive issue concerning school transportation safety.

The arguments against mandatory seat belts in school buses centre on their cost effectiveness. 'However appealing the idea may seem, seat belts for children on buses are not the only - nor even the most important - means of reducing school bus accident injuries and fatalities' (J Am Ins 1985 p24). Arguments in favour of seat belts on school buses centre on the potential accident reduction. With one in three Americans likely to be killed or injured in a car crash in his or her lifetime, and with more than 40,000 deaths and a further 1,000,000 serious injuries from car accidents each year, it is argued that seat belts on school buses would save injuries, and money, in the long term by starting the 'life saving habit' younger (Wener 1985 p226-7). Seat belts, it is argued, in school buses offer an excellent opportunity to train children in their use (Schwartz & Klenetsky 1985 p119) especially given the low rate of adult usage. Groups promoting seat belt usage in buses argue that children accustomed to buckling up in family cars are being denied the right to the same protection whilst in a school bus (J Am Ins 1985 p25). However, the carry-over value of seat belts on school buses has not been established.

The debate concerning the use of seat belts on school buses has continued into the 1980s. This led to a provision in the Surface Transportation and Uniform Relocation Assistance Act of 1987 requesting that the National Academy of Sciences examine the causes of school bus accidents, and evaluate the effectiveness of various safety measures - including seat belts (TRB 1989 a pv).

The Transportation Research Board (TRB) reported that the measures that offered the greatest potential safety improvement per dollar invested were higher seat backs and behaviour-based pedestrian education programmes. For each million dollars invested annually either of these measures might save up to one life every two years, and avoid a substantial number of injuries.

On the subject of seat belts it concluded that, if used on post 1977 Type 1 school buses, they may reduce the likelihood of death or injury to passengers involved in crashes by up to 20%. If all large school buses were equipped with seat belts one life might be saved and several dozen serious injuries avoided each year, but the added cost would be more that $40 million per annum. Therefore, the committee did not regard the benefit as being sufficient to justify a federal standard on seat belts in large school buses (TRB 1989 p148). Similarly, in an earlier report, the NTSB had concluded that they did not recommend the fitting of lap belts on large school buses, arguing that there are more effective ways of allocating funds to increase school transportation safety (NTSB March 1987 p94).

Accident Reporting

The National Academy of Science's Report (TRB 1989a) quotes a 1977 report to Congress which stated:

> 'Wholly reliable information on school bus accidents is not readily available on a national basis. This is particularly true for nonfatal accidents and even more so for accidents in which no injury is present. The information deficiency exists with respect to descriptive statistics as well as to accident-injury causation data; and it stems from both inadequate investigation at the accident site and the lack of formal systematic data collection and synthesis process to produce aggregated information' (p159)

The TRB also stated that their 1989 report was 'seriously hampered by a lack of reliable and valid data' (TRB 1989a p158). They recommended that NHTSA work with individual states, amongst others, to upgrade and standardize school bus accident data collected at state level. Enabling this data to be used to 'better define why and how children are being injured .. and to evaluate the effectiveness of .. school bus safety programs' (TRB 1989a p158).

At the 1985 National Minimum Standards Conference a nationally applicable accident report form was introduced, the purpose of this form, and accompanying definitions, being to provide a uniform accident data base. However, this form has met with mixed success, with many states either not adopting, or only partially adopting, the form. (Review of the 1985 National Standards Uniform Accident Report Form, February 1990, Committee Report produced for the 1990 Conference).

The 1990 Standards will again include a Uniform Accident Report Form, with revised definitions. It remains to be seen whether this will be more widely taken up, or more effective in providing comparable state level accident data. In addition the 1990 State Directors conference recommended that NHSTA include accident reporting in its revisions to Guideline 17, as this would offer an opportunity to make this a requirement at Federal level.

Other current safety issues

Whilst Federal standards, largely based upon the FMVSS from 1977 and Standard/Guideline 17, extensively regulate school bus safety, NHTSA's relationship with the school transportation industry during the Reagan administration years was basically a 'hands off, non-regulatory' approach (Minutes of State Directors meeting with NHTSA & NTSB 25/10/90). However this has changed in recent years, largely as a result of the TRB (1989a) report, and particularly in the wake of the Carrollton and Alton accidents (see Appendix to Section 15.6). These events have provided the impetus for a new period of Federal rule-making activity and safety recommendations, and a reassessment of current school bus safety standards.

Of particular concern following both the Carrollton and Alton crashes has been the provision of emergency exits and evacuation drills (NTSB March 1989 and July 1990). In response to NTSB issued a safety recommendation (H-90-90) to convene

a national 'task force' to prepare a comprehensive school bus emergency evacuation and rescue plan.

In addition NHTSA is currently re-examining school bus safety with a view to an extensive upgrading of the safety standards that were largely introduced in 1977. The main areas of current concern are:-

a: Mirrors	It is proposed to introduce a new standard to determine a minimum level of visibility for drivers.
b: Stop arms	Currently 36 states require stop signal arms. These have been shown to be between 30-50% effective in reducing the illegal passing of school buses. It is proposed to extend this requirement to all states, with a notice of proposed rule making issued early in 1990 and a final rule expected early 1991.
c: Emergency exits	On non school buses exit standards are related to occupancy. It is proposed to bring school buses into line.
d: Joint strength	The exception to the current standards are maintenance access panels. NHTSA is concerned at the liberal use of this exception and is proposing new definitions.
e: Crash Protection	The TRB report recommended an increase in seat back height by four inches. NHTSA do not propose to pursue this, as they consider that the safety need and the proof of this being an effective counter measure have not been shown. There is concern regarding the crash protection of wheelchair bound passengers. NHTSA do not agree with the recommendation from the 1990 Standards Conference, and question the value of current crash protection data and its applicability to wheelchair occupants. However, it is likely that rule making will be issued on wheelchair securement/lifts.
f: Flammability	NHTSA is currently examining flammability of available alternative materials for seats and is issuing a notice of proposed rule making.
g: Fuel System Integrity	NHTSA is proposing to extend existing standards to include alternative fuels. Two notices of advanced rule making were issued in October 1990, one dealing with methanol and ethanol, the other with LPG and CNG.

Consequently school bus safety will be subject to new Federal regulations - with one new Federal standard (school bus stop arms) and significant changes to other existing standards.

15.7 Summary

Administratively the provision of school transportation is similar in both the US and UK, being administered on a local basis. Both the US and the UK have been characterised by the belief that large authorities are better than small and this has resulted in reductions in the numbers of both Local Education Authorities in the UK and school districts in the US in recent decades. However, in the US, school transportation administration remains entirely within that for education. In the UK, with the exception of Northern Ireland there has been a trend for school transport to be increasingly provided with the legislative framework of public transport (see Sections 8.2 and 13.3).

In both the US and the UK school transport is provided on the basis of minimum walking distances to determine eligibility, and in both cases there are considerable variations in the limits used at local level; although the distances used in the US are generally lower. Consequently a higher proportion of pupils are in receipt of free school transportation in the US. Whereas in the UK it is estimated that 12-14% of the school population receives free school transport (see Section 10.4), in the US the average is 50%.

There has been a long term trend of increasing demand for school transport provision in both the US and the UK, as a result of similar demographic and educational trends. In addition the increased parental concerns for the safety of pupils walking to school within the minimum walking distances used has also increased demands for school transport in both countries.

The way in which school transport is provided in the US and the UK varies greatly. In the UK approximately 90% of pupils in receipt of transport travel on contracted buses, or on local bus services (again the exception is Northern Ireland, but even here 60% travel on existing public transport services - see Sections 11.3 & 4). In the US the vast majority of pupils in receipt of school transportation travel on contracted or district owned buses - but all are specific 'school buses'.

Overall school transportation expenditure in the US and the UK have shown significant increases in both real and actual terms (see Appendix to Section 15.7) despite falling school rolls. However, in the US, school transportation expenditure accounts for a higher proportion of education expenditure than in the UK (see Sections 15.5 and 12.1).

In terms of the unit cost of school transportation, in 1987/8 in the US the average cost per pupil in receipt of transportation was $300 per annum. (see Section 15.5). Unfortunately there are no accurate figures for the numbers of pupils receiving free school transport in the UK, but if it is assumed that 15% of the school population, approximately 1.3 million pupils, (See Section 10.4) are in receipt, then the average

unit cost in 1987/8 was £216 per annum ($418 per annum at an exchange rate of $1.94 = £1.00; £356 per annum at an exchange rate of $1.65 = £1.00).

School transportation expenditure in the USA accounts for a higher proportion of overall education expenditure than in the UK. In 1987/8 school transportation expenditure for the USA accounted for 3.9% of public school expenditure (Section 15.5), whereas in the UK school transport expenditure accounted for 1.6% of net current education expenditure (Section 12.1). School transportation expenditure in the USA also accounts for a higher proportion of the Gross Domestic Product (GDP) as shown in table 15.7a:

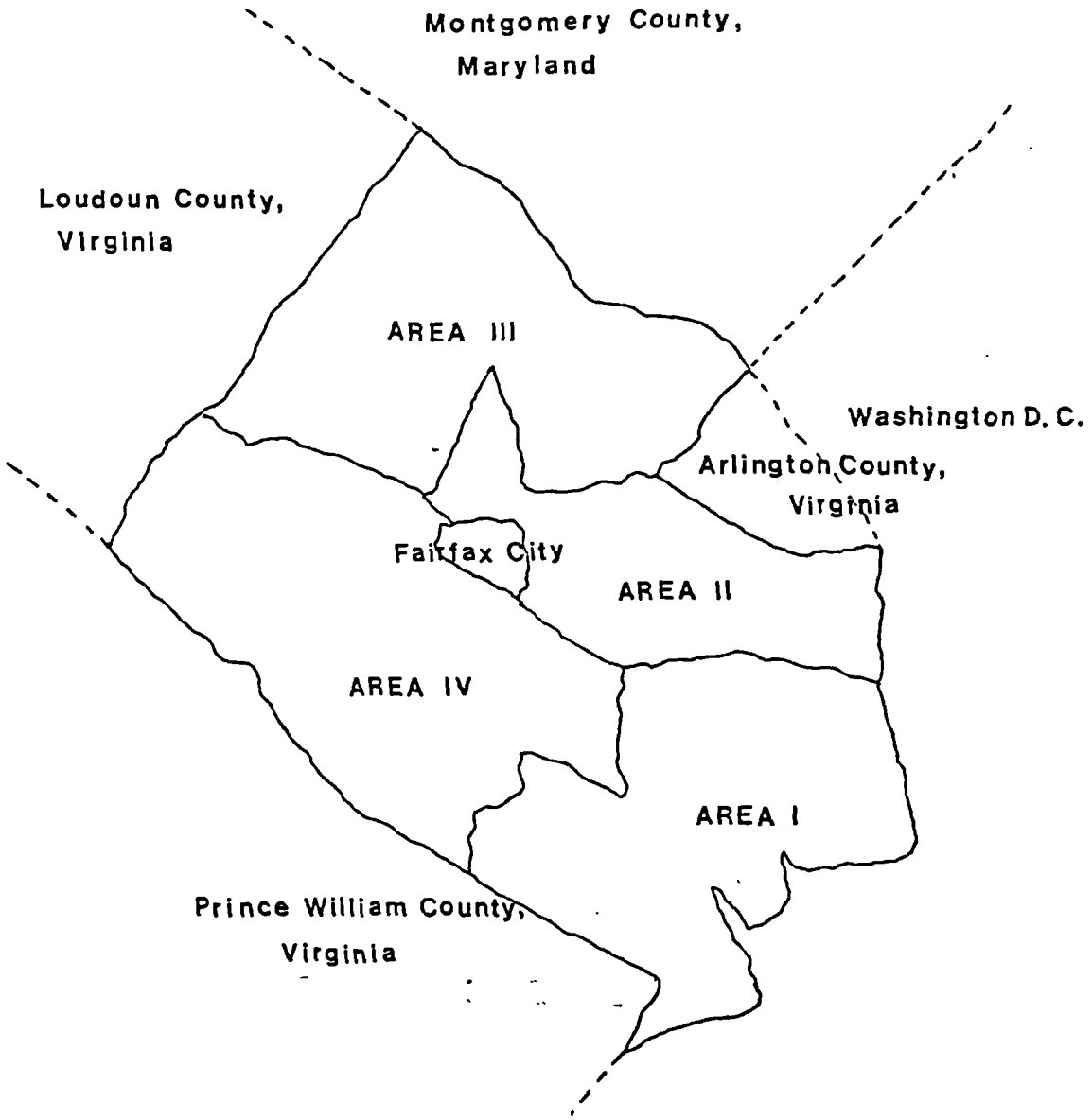
The average unit cost for all pupils in the US for 1987/8 was $147 per annum; this compares with £32 per annum ($61 at an exchange rate of £1.94; £53 at an exchange rate of $1.65) for the UK. Consequently, the US spends approximately 2.5 times as much per pupil on school transportation provision compared to the UK. However, despite the dedicated nature of school transportation provision in the US and the high emphasis on safety, the cost per pupil in receipt is 25% lower in the US than in the UK. This is likely to be at least partly due to the fact that with lower walking distances the average journey length per pupil in receipt of free transport in the US will be shorter than in the UK.

	UK	USA
Gross Domestic Product (1987)	£418,920m	$4,497.200m
School Transport Expenditure (1987/8)	£301m	$6,634m
School Transport Expenditure as % of G.D.P.	0.07%	0.15%

Table 15.7a: School transportation expenditure, as proportion of gross domestic product, UK and USA, 1987/8

The most significant difference between school transportation provision in the US and the UK is the emphasis it receives. In the US school transportation continues to be a service designed to serve school children, not to meet the needs of various public transport users as in the UK, using a dedicated fleet of school buses with specific safety standards for a higher proportion of the school population.

Figure 10: Fairfax County, Virginia. School transportation-administrative areas



16 School transportation: Fairfax County, Virginia

16.1 Introduction

Fairfax County is a county of 399 square miles located in Northern Virginia, as shown in figure 10. The County of Fairfax has a total population of 747,000 - a population density of 1,872 persons per square mile. It is predominantly a suburban commuting area for Washington D.C.. It is a relatively wealthy area, with a high median family income of $69,600 per annum (FCPS 1989). As such, it is comparable in terms of size, population, proximity to the capital, population density and wealth to home counties such as Berkshire and Surrey in England.

Fairfax County provides a wide range of pupil transportation services using a dedicated school bus fleet entirely owned, operated and maintained by the school district. Fairfax County uses low minimum walking distances to determine eligibility to receive free school transport, with wide availability of concessionary transportation within these distances on the grounds of safety. Fairfax County places a high emphasis on school transportation, operating in excess of both state and Federal requirements. As such it exemplifies the provision of school transportation in the USA and serves as an interesting contrast to UK provision.

16.2 Administration

School transportation for regular education for the County of Fairfax is administered by four area offices. Area I is based in Alexandria, and includes the Mount Vernon, Potomac, Springfield and Franconia areas. Area II is also based in Alexandria and covers Annandale, Falls Church and Fairfax areas. Area III is based in Vienna covering the Vienna McLean areas. Area IV is based in Fairfax covering the city of Fairfax as well as the south west of the County. These administrative areas are shown in figure 10. These four area offices are responsible for the day to day provision of all regular pupil transportation

Special education transportation is administered from the County Office of Transportation Services, based in Lorton. The budgeting, maintenance scheduling, planning, special education provision, higher education provision and provision for the Thomas Jefferson High School (for 'gifted' pupils) are all administered centrally from Lorton.

Fairfax County has three maintenance facilities at Newington, West Ox and Alban. These facilities are responsible for the maintenance of all County owned and operated buses, not just school buses. However, the size of the school bus fleet in the County means that these vehicles form the majority of the maintenance work.

Fairfax County has a driver training centre located in Falls Church. This is responsible for the training, selection and recruitment of new drivers. It also

carries out 'on the job' training, and holds courses to update drivers and retrain them following accidents. It is also responsible for ensuring that all drivers comply with alcohol, drug, medical and eye tests as well as with the Commercial Drivers License requirements.

16.3 Basis of provision

School transportation in Fairfax County is provided under Virginian School Law which states 'school boards may provide for the transportation of pupils, but nothing herein contained shall be construed as requiring such transportation...' (Section 22.1-176 Virginia School Laws). Although, as in other states, pupil transportation for regular pupils is not mandatory i.e. the state legislation is permissive, Virginia School Law also states that:- 'The Board of Education shall promulgate such regulations as shall be in the public interest to effect the intent of this section' (on pupil transportation).

Within Fairfax County pupil transportation, in terms of eligibility criteria, routes and schedules, is determined by Regulation 7103. This states:-

> 'Transportation shall be provided for all elementary pupils living in excess of one mile from school, and for all intermediate and high school pupils living in excess of one and one-half miles from school.'

These distances are measured according to the most direct route from the school property line to the owner's property line, and may include the use of footpaths.

Frequently pupils are also entitled to receive free transportation within these distances on safety grounds as Regulation 7103 also sates:-

> 'Regardless of the distance from a school, bus transportation shall be provided if there is no safe walking route.'

To determine whether there is a safe walking route to school Fairfax County takes into account the availability of pavements and police protection, for example at junctions, or in shopping centres. There is a clearly defined procedure to determine eligibility on safety grounds. If safety is questioned, then this is referred to a separate safety office within the County, and then to the police. Decisions on eligibility to receive free school transportation on these grounds are not, therefore, made within the transportation department.

16.4 Extent of provision

Free school transportation is provided for pupils living beyond these minimum walking distances from kindergarten to grade 12 (18 years). For special school pupils free transportation is provided, irrespective of distance, from the age of 3 until 22 years. School transportation is also provided to younger children attending 'head start' pre-school programmes.

School transportation is provided for these pupils to travel to and from school morning and afternoon. In addition two late runs operate from schools in an afternoon to enable after school activities. These are provided three days per week,

16.5 Means of provision

Fairfax County currently (1989/90) operates 1,234 school buses, of which 1,000 are on the road on any one day operating a total of 3,580 school runs. Of these 1,000 school buses, 214 are dedicated to special education and are equipped with wheelchair lifts. However, special education pupils also travel on regular school buses wherever possible.

The entire school bus fleet is owned and operated by Fairfax County. There is no contracted provision of school transportation within the County. As such this is the largest owned and operated fleet in the US; and the fifth largest fleet overall. It is exceeded by New York City (3,269 buses), Los Angeles Unified (2,895), Chicago (2,890) and Milwaukee (1,600) school districts (School Bus Fleet Oct/Nov 1989).

The composition of the fleet is given in table 16.5a. The majority of school buses used in Fairfax County are the 'conventional' Type C school buses which carry up to 64 passengers. However, there has been a gradual move towards the introduction of 'transit' style Type D school buses, with 67 being added to the fleet between August and October 1990. The main advantage of these buses is the greater visibility, although at a higher cost.

Model Year	Mainstream Regular/ line 64-84 Pass	Special Ed Regular/ line 34-52 Pass	Athletic buses	Training buses	Mainstream Substitute 64-84 Pass	Special Ed Substitute 34-52 Pass	Total
1978	0	0	16	8	31	5	60
1979	0	0	0	1	42	11	54
1980	0	0	3	0	37	7	47
1981	44	0	4	0	0	16	101
1982	60	0	0	0	0	12	72
1983	11	0	0	0	0	0	11
1984	49	29	0	0	0	1	79
1985	138	21	0	0	0	0	159
1986	0	36	0	0	0	0	36
1987	193	81	0	0	0	0	274
1988	196	1	0	0	0	0	197
1989	96	46	2	0	0	0	144
Total	787	214	23	9	149	52	1,234

Table 16.5a: Fairfax County school bus fleet distribution by model year and use following the FY 1989 bus purchase

Source: Fairfax County Public Schools, Office of Transportation

There is no maximum age policy for school buses in Fairfax County - but as shown in Table 16.5a, there are no pre-1977 (i.e. pre the majority of relevant FMVSS see Section 16.6) buses. The current average age of buses is 4.7 years. Generally older vehicles are used as substitute buses, or for training purposes.

16.6 School transportation safety

In addition to the low walking distances used, and the provision of free transportation within these distances on the grounds of safety, school bus safety in Fairfax County remains a high priority, in terms of pupil and driver training, school bus standards and maintenance.

Fairfax County school buses operate in excess of both state and Federal (see Section 15.6) requirements. They are fitted with an eight light warning system (currently 4 lights are required by FMVSS 101), stop arms (see Section 16.6) and with crossing gates.

Increasingly 'transit' style school buses are being introduced to increase driver visibility. School buses in Fairfax County are relatively new, (see table 16.5a) and there are no pre-1977 school buses operating in the County. The continued use of pre-1977 school buses was a major safety concern of the recent TRB (1989 p147-8) report. The school buses used in Fairfax County are serviced every twenty days - or every 2,500 miles, whichever is the sooner.

Driver training is considered to be particularly important in school bus safety (see Section 15.6). Driver training in Fairfax County is extensive (see table 16.6a) and in excess of state requirements. This is also in excess of the recommendations of the 1985 Minimum Standards (NSC 1985 p58-9) which requires a minimum of 20 hours in-service training.

FAIRFAX COUNTY: TRANSPORTATION SERVICES TRAINING PROGRAMME

SUPERVISORY STAFF

* Annual Management Conference held in August for director, assistant director, accountant, planner, and transportation area coordinators.

* Mid-Management Conference held annually for transportation co-ordinators and assistant coordinators.

* Staff Development training held each year, conducted jointly for transportation area coordinators and route supervisors.

* Human Relations workshops held each school year.

* Monthly staff meetings may contain specialized training by guest speakers.

* Other specialized courses as available, offered by outside sources.

* Annual State Pupil Transportation Conference and specialized courses in training.

CLERICAL STAFF

* Annual Personnel Conference providing various classes.

* Human Relations training.

* Specialized courses throughout the year involving Business English, word processor, and micro-computers, etc.

SCHOOL BUS DRIVERS/ATTENDANTS

* Annual August pre-school meeting presenting safe driving awards and to receive route scheduling for upcoming year. 4 hours.

* Fall safety meetings to include topics each year to provide awareness in safe driving skills. 3 hours.

* Human Relations training held each Winter/Spring, based on current needs. 3 hours.

* Area/special education drivers and attendants have mandatory pyramid meetings prior to the opening of school and at bi-monthly intervals during the school year.

COURSE TITLE	LENGTH OF COURSE	CLASSROOM HOURS	BEHIND THE WHEEL
NEW BUS DRIVER CERTIFICATION	THREE WEEKS	1ST WEEKS - 27 HRS 2ND WEEK - 8-15 HRS 3RD WEEK - 0 HRS	1ST WEEK - 13 HRS 2ND WEEK - 3-5 HRS 3RD WEEK 30-35 HRS

Combination of class room and behind the wheel training to familiarize trainees with state and local policies and regulations governing school bus transportation, including the following categories:

1. Commercial Driver's License Preparation
2. Bus Maintenance
3. Driving Fundamentals
4. Fuel Conservation
5. Driver's Role and Responsibility
6. Passenger Control
7. Accidents and Emergencies
8. Detecting Hazards
9. Two-Way Radio Instruction
10. Snow Chain Installation Instruction
11. Benefits Orientation /Processing

COURSE TITLE	LENGTH OF COURSE	CLASSROOM HOURS	BEHIND THE WHEEL
BUS DRIVER AND ATTENDANT SPECIAL EDUCATION TRAINING	5-8 HOURS	5 HOURS	3 HOURS

Attendant applicants and school bus driver trainees desiring employment in special education transportation are instructed on proper procedures for transporting special education students, including operation of wheelchair lift. Training and testing is provided for drivers on the use of standard transmission buses. Attendants are given benefits orientation and standard applicant processing.

COURSE TITLE	LENGTH OF COURSE	CLASSROOM HOURS	BEHIND THE WHEEL
BUS DRIVER RECERTIFICATION	24 HOURS	12 HOURS	12 HOURS

A refresher course for veteran drivers on topics 1-9 listed above.

COURSE TITLE	LENGTH OF COURSE	CLASSROOM HOURS	BEHIND THE WHEEL
DRIVE IMPROVEMENT PROGRAM	3 HOURS	3 HOURS	0 HOURS

Bi-weekly course for bus drivers who have had preventable accidents. Accidents are examined by instructors and groups to determine is safe driving techniques that could have been used to avoid these accidents and hopefully prevent the drivers from having accidents in the future by increasing their awareness.

COURSE TITLE	LENGTH OF COURSE	CLASSROOM HOURS	BEHIND THE WHEEL
RIDE ALONG PROGRAM			

Bus drivers are selected at supervisors request or at random for a spot check observation. Trainers arrive without prior notice to ride with and observe drivers on regular runs. A written evaluation is completed by the trainers and sent to the driver's supervisor.

Table 16.6a: Fairfax County: transportation services training programme, 1990/1

Whilst Virginia requires 12 hours behind the wheel and 12 hours classroom training Fairfax County provides 40 hours of each, followed by 15 hours training with pupils on the bus. In addition Fairfax County is currently training all its drivers to comply with the Commercial Drivers License requirements. School bus drivers are required to pass pre-employment drug and alcohol tests, as well as annual medical and eye tests.

Pupils in Fairfax County are trained in bus evacuation, bus ridership and road safety. Each pupil is required to practice bus evacuation twice a year. Although bus ridership and road safety education are already taught in schools, a further programme was designed by teachers and the police during the summer 1990, specifically aimed at the younger pupils in grades Kindergarten-6.

Fairfax County, therefore, operates a system of school transportation with a wide entitlement and a high emphasis on safety. To date, in 1990, there have been no injury accidents. Unfortunately (see Section 15.6) it is not possible to compare accident statistics for Fairfax County with other areas in the US. Fairfax County requires all school bus incidents to be reported, irrespective of the value of the damage incurred, consequently accidents appear to be numerous. In the year to February 28, 1990, there were 370 school bus accidents in the county. However, of these 136 (37%) incurred damage valued at less than $100 (approximately £50).

16.7 School transportation expenditure

School transportation expenditure for Fairfax County for the current fiscal year (1989/90) was budgeted to be $37,466,101. This accounted for approximately 4.7% of the County's education budgeted school operating fund of $811,681,120.

As shown in table 16.7a the majority of expenditure is accounted for by staff costs.

	% of school transportation expenditure	
Staff	40%	
Drivers	5%	
Attendant	15%	
Maintenance	3%	
Other (inc. administration)	60%	
Other		
Fuel/Oil	6%	
Parts/Tyres	7%	
Replacement buses	10%	
New buses	7%	
	40%	
Total	100%	
		$34,308,589

Table 16.7a: School transportation expenditure, Fairfax County, Virginia, Fiscal Year 1988/9

Source: Fairfax County Public Schools, Office of Transportation

With the purchase of additional transit buses, the proportion of the budget allocated to additional and replacements buses is higher for the current (1989/90) fiscal year.

Unit Costs

The average cost for a mainstream pupil per annum in receipt of free school transportation in 1988/9 was $272 per annum - approximately £142 per annum The average cost per annum for a special education pupil was $3,798 - approximately £2,000 per annum. Overall the average unit cost per pupil in receipt of free school transportation for 1988/9 was $392 - approximately £200.

The average unit cost (for all pupils in 1988/9) was $298 per annum, approximately £155.

Unit costs for school transportation are higher than for the US overall. Unit costs per pupil in receipt of transportation are approximately 30% higher, and average unit costs for all pupils approximately double the US average (see Section 15.5).

By comparison to the majority of UK authorities Fairfax County school transportation expenditure accounts for more than twice as high a proportion of overall education expenditure. The level of school transportation expenditure per pupil (all pupils) is also considerably in excess of that for the UK, being approximately five times greater. However, in terms of the expenditure per pupil in receipt of free school transportation costs are comparable - being approximately $400 (£200) per annum (see Section 15.7).

Walking Distance Reductions

Largely in response to the high level of school transportation expenditure in Fairfax County, on several occasions in recent years studies have been undertaken to examine the financial savings likely by increasing the minimum walking distances. The most recent of these was undertaken in August 1989. This examined two possible increases in walking distances used. Firstly increasing the distance used for intermediate and high school pupils from one and a half miles to two miles, and secondly increasing the distances used for intermediate and high school pupils to two and a half miles, and for elementary pupils increasing the distance used from one mile to two miles. It was estimated that changing the eligibility criteria would have resulted in a maximum financial saving of $211,722 per annum. However, it was also predicted that these savings would be offset by an increase in the number of crossing guards required to maintain compliance with Regulation 7103 (see Section 16.3). Consequently, because of the safety concerns for those walking to and from school within the distances used, no change in the criteria used has been made.

17 Review of recent alternative proposals for school transport provision in the UK.

17.1 Charging Schemes

1973 Hodges Party

In its 1973 report 'School Transport' the Hodges Working Party conceded that the concept of a walking distance was becoming increasingly unreal in an age of rising car ownership and usage. However, they estimated that a reduction in the walking distances used by one mile would cost an additional £7 millions, giving some additional 385,000 pupils an entitlement to free school transport (DES 1973).

However, the report regarded the continued use of minimum walking distances to determine eligibility to receive free school transport as an unsound concept. In the absence of significant savings to be achieved from reducing the provision of discretionary school transport, they proposed a complete change in the basis of its provision.

The report proposed that Local Education Authorities have a statutory duty to provide, or to arrange, suitable school transport between the child's home and the nearest appropriate school - at a charge to the parents. This transport would be provided only where a parent requested it and where alternative public transport,

at a similar charge, was unavailable. Such a scheme would give parents the responsibility for judging when school transport was necessary for their children.

The Hodges Report recommended that this transport be charged for using a nationally applied flat fare, with the same flat fare charge for all ages, priced according to the average cost of a three mile journey. Such a level of pricing would, it was argued, effectively price out requests for school transport for children living very near to their school - unless the journey was exceptionally dangerous.

This scheme would have retained free transport for pupils attending special schools. In the absence of any other criterion, hardship payments were to be based upon the entitlement to free school meals. This would have meant that an estimated 10% of the one million pupils in receipt of free school meals would have also been entitled to receive free school transport. Whilst the Hodges's Party recommendations received further consideration in a LAMSAC research project in 1978 (LAMSAC 1978) these proposals were never implemented.

1975 DES Consultations

In 1975 proposal for a revised scheme for school transport provision was put to Local Education Authorities, teachers organisations and transport bodies (Education 7/11/75 p478; DES 29/10/75) by the then Education Secretary, Mr Mulley. Mr Mulley proposed to give Local Education Authorities discretion to determine the circumstances in which school transport would be provided.

He stated that a nationally applied flat fare charge, as proposed in 1973, was inconsistent with local variations in fares. Instead, he proposed that each Local Education Authority decide its own local flat fare rate, with the Secretary of State for Education determining the formula for calculating changes and a scale for remitting them. Regarding the remission levels, it was recommended that largely to avoid the 'poverty trap' the school transport income scale be 'end on to, and more generous than, that used for free school meals' (DES 29/10/75 Annex 1. Para 6).

1979 Education No 2 Bill

The most controversial of the proposals to change the basis of providing school transport to include charging came with Mark Carlisle's 1979 proposals which were included in the Education Bill (Parliamentary Papers 1979/80). He proposed that Local Education Authorities be free to charge for school transport as they considered necessary. These proposals would have retained the minimum walking distances, but with free school transport being provided for those living beyond those distances only where pupils' parents were in receipt of Supplementary Benefit or Family Income Supplement. These provisions would have been extended to Scotland as well by Clause 25.

In response to the opposition to this proposal during the reading of the Bill, amendments were proposed for the scheme whereby only the first two children in

a family would be made to pay to use school buses, and another proposed different flat fare changes for primary and secondary school pupils (TES 8/2/1980 p1-2).

In response to these proposals ATCO examined alternative methods of implementing charging for school transport and outlined the problems involved. They concluded that the most feasible system of charging would involve a pass or travel-card, with pre-payment in bulk wherever possible. In addition they regarded the re-planning of both stage carriage and hired services as being essential to enable this (ATCO 1979).

In March 1980 the transport clauses of the Bill were defeated in the Lords (Hansard Vol 981 Col 209) and the 1980 Education Act made no alteration to the basis of school transport provision.

ATCO 1988

The most recent proposal resulting from an examination of charging for school transport, has come from ATCO in response to the then Education Reform Bill. In this, ATCO proposed a charging scheme whereby the Local Education Authorities would be empowered to 'levy charges on entitled children at a rate according to their own judgment, but at a rate which would be legally defined as "not unreasonable"' (ATCO 1988).

17.2 Reductions in the Minimum Walking Distances:

The Government has since been questioned on school transport provision on two occasions in recent years - both concerning the provision of transport for children living within the two and three mile walking distances; (Written Answers 3/7/84) and for cost subsidies for transport within these distances (Written Answers 6/6/85).

Earlier in 1976 and then in 1978 Mr Miller, MP, had also proposed a Bill that combined reductions in the walking distances with a flat fare charging scheme (TES 3/2/78 p11). This was not implemented, and the present Government has stated that it regards the discretionary powers of the Local Education Authorities as being adequate to enable them to provide transport, or pay travelling expenses, to those living within the minimum walking distances, if they wish to do so (Written Answers 6/6/85; 3/7/84).

In 1976, in response to concern regarding the cost to parents of school transport for non-entitled pupils, the Child Poverty Action Group (CPAG) published a report calling for the availability of free school transport to all children. (Education No 17/9/76 p226-7). The cost of such provision, it suggested, could be met by an increase of 1.6p on the cost of a gallon of petrol. The Report claimed that 'some parents are so crippled by the expense of school fares that they are forced to choose between two equally disturbing alternatives. Either they keep their children at home and deprive them of schooling; or they pay for school fares and go without

other necessities'. The Report regarded the 1973 Hodges Report and 1975 DES proposals to remit the cost of fares to parents in cases of hardship as inadequate and claimed that such a scheme would create stigma. With regard to the proposals to permit Local Education Authorities to exercise discretion over the level of fare charged it stated that 'Local Authorities have not responded well in the past to the discretionary power they have been granted. They should not now be entrusted with even greater powers'.

Furthermore, as charging schemes would, in the opinion of the CPAG, be extremely costly to administer, its report concluded that the provision of free transport for all school children would be the only solution. However, such a scheme was never implemented.

17.3 Other proposals

Since the introduction of the 1988 Education Reform Act two further proposals to change the basis of school transport provision have been discussed. The first proposes the delegation of school transport provision to individual schools, and the second to centralise provision within the Department of Education and Science.

Delegation to individual schools

It has been argued that school transport -

> 'is perhaps the one pupil-related service which might with benefit be delegated to some schools: it has very real possibilities in rural areas in particular, where

> a school's ability to control its transport arrangements directly might have a positive effect on the range and timings of activities both within and outside the normal curriculum. However, it is within the powers of the Secretary of State to vary the expected items, and an LEA which offered a scheme which included the delegation of this function to the governors of a number of schools might find a ready response' (Leonard 1988 p126)

Under such a scheme, school transport provision would become a discretionary excepted item, rather than a mandatory excepted item (see Section 13.3). This would mean that, if a Local Education Authority wished to delegate school transport it could; but also if a school wished to control its own home-school transport, and could provide a scheme including this, it could appeal to the Secretary of State for Education for inclusion of school transport as a discretionary item in that Local Education Authority's scheme for delegated finance.

Centralisation to the DES

In its 1990 Report the Adam Smith Institute recognised the limitation on parental choice of school which resulted from the cost of school transport. It states 'the choice of schools in other areas is often effectively denied because of the cost of daily travel proves too large to be a realistic option for most families' (Wallace 1990 p13).

It therefore proposes an extension to the free bus pass scheme to cover cross - Local Education Authority travel, with this being administered centrally by the Department of Education and Science. This would allocate bus passes on the current distance criteria. When a child decided to attend a school outside his or her

authority area, or to attend a grant maintained school, the Department of Education and Science would remove the standard per capita charge from the central government grant to the Local Education Authority and pay it to the school, in the case of it being grant maintained, or to the other Local Education Authority.

18 Discussion of an alternative basis of school transport provision for the UK

18.1 Introduction

As has been shown in Chapter 14, a change in the basis of providing school transport in the UK can now be argued for on the grounds of: Local Education Authority expenditure, road safety, equity and parental choice of school. As such, any scheme for an alternative basis of school transport provision should address these main issues:

In addition any alternative scheme for school transport should be feasible administratively, and unless a dedicated school bus fleet is considered, work within the existing framework of public transport legislation.

This Chapter, therefore, discusses the alternative bases of school transport provision, reviewed in Chapter 17, in the context of the above issues. Other alternatives including parental provision of school transport, and a voucher system are also included in this discussion.

Section 18.5 then summarizes the number of these issues addressed by each of the alternative bases of provision. From this, the three alternatives meeting the greatest number of issues are carried forward to the evaluation in Chapter 19. This

examines the costs and benefits involved for Local Education Authorities, parents and pupils, and society in general, with the introduction of each of these schemes.

This discussion and objectives achievement framework method were chosen in preference to a detailed economic evaluation of each alternative as it was realised that many of the costs and benefits involved in changing school transport policy are unquantifiable, and at best contentious. In undertaking this method it is recognised that other issues or alternative bases could have been included, for example the use of a dedicated school bus fleet. However, on the basis of the findings in previous chapters, these issues were considered to the most relevant to the current situation, with the alternatives discussed the most feasible in terms of their introduction to the UK. Each of the issues discussed have not been weighted, as it was realised that each of the interest groups involved in the provision of school transport ie: Local Education Authorities, parents and society in general. Consequently, to avoid a bias towards one particular viewpoint no relative weight was given.

18.2 Charging Schemes

The introduction of a basis of school transport provision employing charges would require amendments to the existing education legislation to permit charges. In addition, it would have to determine responsibility for ensuring attendance at school in cases where transport was available but where parents were unwilling, or unable, to pay for transport. However, as Local Education Authorities would be likely to remain responsible for procuring transport services, such a change in the basis of

providing school transport would not be likely to require a change to the current transport legislation.

The most significant disadvantage for the Local Education Authorities of introducing a charging scheme would be the increased administrative requirements in terms of determining fare levels, (particularly in the case of distance based changes) receiving payments and assessing hardship. As responsibility for providing transport could extend to cover all pupils, Local Education Authorities would be involved in securing provision for considerably greater numbers of children then at present. However, ATCO argue that the practical problems of administering such a system of flat fare charges are unlikely to be 'insuperable' (ATCO 1988 p6).

Flat fare charging

a) Expenditure

The main advantage for Local Education Authorities of introducing an alternative basis of school transport provision using a flat fare charge would be that net expenditure on school transport provision could be reduced, possibly permitting Local Education Authorities to re-allocate expenditure within the education budget.

The main argument against introducing charges for school transport , put forward by both schools and parents, is that of the hardship incurred to families in having

to pay for pupils previously entitled to free transport. Whilst any flat fare charge would increase these parents' expenditure on school transport it could have the merit of reducing parental expenditure for those pupils currently living within the minimum walking distances now paying for transport to school. The flat fare could be set at such a level to be lower than the current fares for pupils travelling distances just within the statutory minima, to reduce their costs. The hardship for these parents currently paying for travel to school has been a cause for concern for many years (Guardian 15/12/80; Education 17/9/76 p227). As the majority of children currently live within the minimum walking distances a significant number of pupils and parents could benefit from the introduction of a basis of provision using a flat fare charge.

Concerns have also been made against introducing a flat fare charge for school transport in that it would deter pupils from staying on at school beyond the minimum school leaving age. However, as for other pupils, the fare rate could be set so as to reduce the cost for many of these pupils. It has also been said that a charging scheme would increase non-attendance at school. However, as long ago as 1976, the National Association of Schoolmasters accepted that a flat rate of charging for school transport was a sensible solution - providing that there were adequate safeguards for hardship cases (Education 7/11/75 p 478-9).

b) Safety

Flat fare charging would also permit parents, irrespective of distance from school, to judge whether they consider a route to be safe. This would not penalise pupils, or parents, living within the minimum walking distances, but wanting school transport for their children and currently having to pay bus fares. In addition, the flat fare charge could be set so as to encourage greater use of buses to travel to school. This, as with reduced walking distances, could reduce the numbers of pupils walking, or cycling, to and from school, and hence casualties. Whilst this may not be preferable to ensuring that there are 'safe routes' for pupils to walk or cycle to school, it could make a contribution to reducing child road accident casualties. It would address current parental concerns regarding the continued use of the two and three mile limits and the safety of the journeys of pupils living within these distances.

A flat fare charging scheme for school transport would also be likely to have the merit of increasing parental expectations in terms of school bus safety standards. For example ATCO (1979 p17) suggested that tolerance of the 'three for two' rule may be less. Whilst such increased parental expectations may necessitate greater expenditure on school transport by Local Education Authorities, this should be balanced against the likely improved safety standards. A flat fare charging scheme encouraging bus use for the journey to school would also be likely to reduce the use of parental cars, and the congestion they cause at school entrances. This is a

location where children appear to be particularly vulnerable to injury (Driscoll & Ashton 1981 p1).

c) Equity

The introduction of a flat fare charge for school transport would address the current equity issues. Such a basis of provision would remove the arbitrary cut off distances currently used to determine eligibility to receive free transport. Furthermore, if such a basis of provision was nationally applied, it would eliminate the inequities that currently exist between authority areas as a result of the varying use of discretionary powers and differences in the legislation. If the scheme also incorporated an assessment of hardship it would also remove the current inequity whereby free transport is provided with no assessment of the ability to pay for such transport.

d) Parental Choice of School

A flat fare charging scheme for school transport would also have the advantage, if applied to any school and not just to the nearest appropriate school, of enabling parents to have a much wider choice of school than at present. Such a choice would then not be dependent upon the ability to pay for or provide transport, or upon Local Education Authority discretion.

Distance Based Charging

a) Expenditure

As with the introduction of a flat fare charge, a scheme using distance based charged would have the merit of reducing net expenditure on school transport provision for the Local Education Authorities.

The main argument against introducing a distance based charge for school transport would be the hardship incurred to pupils previously entitled to free transport. These pupils would be faced with considerable school transport costs - and such a scheme would penalise those currently living in rural areas travelling long distances to school.

A distance based charging scheme which used fare levels below those currently charged by public transport could encourage greater bus use, however, it is likely that such a scheme would use current fare levels for pupils currently unentitled to free travel. As such the expenditure for those parents of pupils currently living within the walking distances would not be reduced.

b) Safety

Whilst a distance based charge scheme could be based on lower fares than at present paid by unentitled children to travel to school, and so encourage bus use for

such pupils, this is unlikely. However, for those pupils currently entitled to free transport, the cost of a journey to school would be likely to encourage greater use of parental cars, or lengthy journeys on foot or by bike. Such a basis of provision would therefore not be likely to make a significant contribution to addressing current safety concerns.

It could be argued, however, that as with flat fare charging, a distance based charge could increase parental expectations in terms of school bus safety standards, and hence improve the safety of school transport.

c) Equity

The introduction of distance based charging scheme for school transport would have the merit of removing the current arbitrary cut off distances to determine eligibility to free school transport. Furthermore, if such a scheme was nationally applied, it could remove the current inequities that exist between authority areas. However, such a charging basis would disproportionately penalise those living long distances from schools, and mean that access to education became based upon a child's place of residence or ability to pay for transport.

d) Parental Choice of School

As the journey to a non appropriate school usually involves a longer journey, this would mean that the cost of school transport would be greater than to the

appropriate school. As such, a distance based charging scheme would not address the issue of parental choice of school. It would remain dependent upon the ability of parents to pay for, or to provide, school transport, to an even greater extent than at present as even the limited Local Education Authority discretionary provision currently offered would be withdrawn.

18.3 Wider availability of free school transport

An alternative basis of school transport widening the availability of the free school transport would have the merit of requiring only minor amendment to the existing education legislation. In addition, such a scheme could also comply with existing transport legislation.

Such a change in the basis of providing free school transport would not change the administrative procedure for Local Education Authorities. However, as wider availability would increase the number of children eligible to receive free school transport, it would increase the administrative work load on Local Education Authorities

a) Expenditure

An alternative basis of school transport provision based on wider availability of free transport for pupils would not address the aim of reducing Local Education Authority expenditure on school transport. Indeed, as it would substantially

increase the numbers of pupils receiving transport, it would further increase expenditure.

However both bases of provision, - free transport for all pupils or reduced walking distances, would have the merit of reducing parental expenditure on transport to school for those pupils at present not entitled to free school transport.

b) Safety

The most significant advantage of widening the availability of free school transport would be that of improved safety, manifest in casualty reductions (see Chapter 19). With an extension of free school transport provision it is likely that fewer pupils would walk, or cycle, to and from school; consequently reducing the number of child pedestrian and pedal cycle casualties. Such a reduction in the minimum walking distances would also recognise parental concerns regarding the current distances being outdated, given today's traffic conditions.

c) Equity

Reducing the minimum walking distances would not, however, address the main equity issue. Any arbitrary cut off distance would still mean that pupils one side of the line would receive free school transport, whilst those on the other side would pay the full costs - with no account being made of the ability to pay for such transport.

If a nationally applied, reduced minimum walking distance was introduced, with no variations in the legislation and not being based upon Local Education Authority use of discretionary powers to reduce these distances further or to provide concessionary transport, then such a basis of provision could also address some of the current inequities that exist between authority areas within the UK.

However, widening the availability of free school transport to all pupils would address the current equity concerns. By eliminating the arbitrary cut off point, it would mean that access to education would not be based upon any parent's ability to pay for or to provide transport to school. If such a scheme was nationally applied it would eliminate the current inequities that exist between different authority areas.

d) Parental Choice Of School

Reducing the minimum walking distances and continuing to provide free school transport to the nearest appropriate school would not directly address the issue of increased parental choice of school. However, if these distances were applied to transport to any school, this would enable wider parental choice of school - but at increased cost to the Local Education Authorities.

Similarly if the provision of free school transport was based upon travel to the nearest appropriate school it would not address the issue of parental choice of school. However if applied to all schools, it could also address this.

18.4 Delegation to individual schools

The delegation of school transport to individual schools has obvious attractions to parents frustrated by administrative problems in obtaining school transport, long school journeys for their children, apparent uncooperation over school timetable changes and refusals to offer discretionary transport. It would give Governors greater control over transport provision to their school.

For schools unable to re-schedule activities to suit their own requirements and with the delegation of other finances, when savings in school transport expenditure could be made it would offer the opportunity to allocate this to other areas of school expenditure. There would, therefore, appear to be clear benefits from such a change in the basis of school transport provision for both parents and schools - especially where parents were keen to co-operate in providing transport for their child's school, with the savings gained permitting additional expenditure on other areas of education. However, there are also likely to be significant problems with the implementation of such a scheme.

The current legislation requires Local Education Authorities to have responsibility for school transport provision. Where school transport is taken on by a school, and where the majority of parents provide transport for their children to enable the re-allocation of resources, it is unclear who becomes responsible for transport of those pupils whose parents are unable or unwilling to provide their own transport. Is their non-attendance at school defensible because the school has failed to ensure

adequate transport arrangements by budgeting for the school to provide transport, and by approving their scheme which states that the school is able to meet these requirements? It is also unclear as to whether delegated school transport would be required to adhere to existing Local Education Authority policy, or whether a school would be able to determine its own level of provision.

Even where the education legislation could be amended, it is unlikely that delegated school transport could comply with the provisions of the transport legislation. School transport does not operate in isolation from other public passenger transport provision, and for over twenty years there has been an increasing duty to co-ordinate school and public (and also social services) transport provision. It is unlikely that school transport provision by an individual school could achieve such co-ordination, or obtain the best 'value for money' from overall passenger transport provision within an Authority area, as is required to comply with the 1985 Transport Act.

It is also unlikely that individual schools, especially in rural areas where high proportions of pupils are in receipt of free school transport, would be able to provide the necessary administration to deal with school transport. The Local Education Authority would also be required to administer the delegation of school transport budgets - placing an increased requirement on them. Furthermore, the Local Education Authority would retain responsibility for schools not participating in such a scheme, increasing overall administration to achieve the current level of

provision. Such an alternative basis of provision would also fail to address the main issues.

a) Expenditure

Even where an individual school's transport costs can be determined it is likely that this cost is dependent upon other schools' transport being provided as part of the same package. The cost of transport to an individual school (and its administration) is likely to be greater, therefore, than that school's current proportion of overall Local Education Authority expenditure. Local Education Authority school transport costs are also currently minimised by the bulk buying of school contract tickets, and by the packaging of tenders for public and school transport (and also social services). Delegation would mean that these benefits were lost, incurring increased school transport costs not only on the individual schools, but also on the Authority where the fragmented nature of the provision remaining their responsibility would limit the ability to secure both public and school transport services.

Whilst delegation has been proposed as particularly benefiting rural schools (Leonard 1988 p126) this ignores the problem that in many rural areas the number of suitable operators and vehicles is limited. These are generally used to maximum effect by staggering school starting and finishing times, careful routing, and combining school and public transport provision. Delegation would put schools and Local Education Authorities (and Local Authorities) in direct competition for limited transport resources, with the consequence of increased costs for both.

b) Safety

Where parents are providing school transport there are likely to be increased problems of congestion and safety at schools. Where school transport continues to be provided by contracted vehicles the responsibility for ensuring safety standards becomes unclear. One of the concerns of the National Union of Teachers is that schools 'strapped for cash, providing transport, will tend to buy in minimal cheap services lowering safety standards'. (Guardian 16/9/89).

c) Equity

Delegating school transport provision to individual schools would not address the equity issues if schools continued to provide transport according to statutory walking distances, or to their Local Education Authority policy. Furthermore, such a scheme could also increase inequity if schools were allowed to exercise discretion as to the level of provision, by introducing wide variations between individual schools.

d) Parental Choice of School

Delegating school transport does not address the issue of parental choice of school. Where transport remains based upon Local Education Authority policy and statutory distances to the nearest appropriate school, parental choice of school remains limited, as at present. If schools exercise discretion and provide transport over and

above the minimum requirements, this may encourage parental choice of school; equally schools could increasingly look to parents to provide school transport in order to reduce expenditure - thereby limiting choice of school to those able to pay for, or to provide transport, to an even greater extend that at present.

18.5 Centralisation to the Department of Education and Science.

If any school transport was to be administered by the Department of Education and Science, or by a nationally established unit, this would require substantial change to the education legislation. Such a basis of school transport could, in theory, work within the existing transport legislation with school services still being provided with public transport services, however, the responsibility for school transport functions would require clarification.

School transport is said to be one area where the Authority knows best the needs of its area (Bull 1980 p10). Centralising any administration of school transport is likely to pose significant problems for the Department of Education and Science in terms of the volume of applications and passes to be issued. In addition there are likely to be administrative problems at local level as the potential advantages of school and public transport both being administered at local government level would be lost and the ability to co-ordinate such provision more difficult.

Centralising all school transport administration

a) Expenditure

Centralising the administration of school transport provision at a national level, whilst still determining eligibility on the same criteria, is not likely to address the current issue of school transport expenditure. Furthermore, the loss of the opportunity to achieve co-ordination of transport services could result in increased expenditure.

Furthermore centralising school transport provision with no change in the basis of provision would not address the problems faced by unentitled pupils paying for school transport.

b) Safety

Centralising school transport administration to the Department of Education and Science would not address the current safety issues. Furthermore, the detailed local knowledge necessary to determine whether a route is safe to walk would not be available. Such a basis of provision would make it difficult to comply with the current requirement to assess the nature of a route in determining whether a child is eligible to receive free transport.

c) Equity

With no change in the basis of determining eligibility a change in the basis of school transport to it being centrally administered would not address the current equity issue of the continued use of the minimum walking distances. However, it is likely that a centrally administered system would reduce the variations that exist at Local Authority level in terms of the discretions currently used.

d) Parental Choice of School

With no change in the basis of determining eligibility to receive free school transport, central administration of school transport would not address the current issue of increasing the parental choice of school. It would still remain, as at present, largely dependent upon the ability of parents to provide, or pay for, such transport.

Centralising the administration of transport for out of area and grant-maintained schools

a) Expenditure

It is proposed (Wallace 1990) that, if a child chooses to attend a grant-maintained school or to attend a school in another Local Education Authority area, then the standard per capita charge of school transport would be reallocated from that child's Local Education Authority school transport budget to the Department of

Education and Science. However, basing the level of remission on a standard per capita charge ignores the fact that there are wide variations in the cost of transport both between Authority areas and within authorities. In addition the journey to an out of Local Education Authority school or to a grant-maintained school is likely to be longer and more costly. This will mean that the level of expenditure re-allocated is unlikely to cover the cost of that child's transport. Encouraging longer journeys, will therefore, be likely to increase overall school transport expenditure. This will also encourage more diverse journey patterns, and make transport more difficult to plan, and more costly to secure, both for the Department of Education and Science and for the Local Education Authority remaining responsible for providing the transport for pupils not participating in such a scheme.

b) Safety

A basis of provision which centralises on the Department of Education and Science will not address the current safety concerns regarding the continued use of the minimum walking distances. Furthermore, encouraging children to travel longer journeys also increases the exposure to accident risk. Whilst a scheme encouraging the use of bus passes in preference to parental cars has the merit of benefiting safety, it does not address the issue of those unentitled to transport walking or cycling to school.

c) Equity

Whilst providing transport to a grant maintained school or to an out of area school addresses some of the current equity issues, in that such a scheme would be nationally applied and not dependent upon Local Education Authority discretion, it fails to address others. Such a scheme does not permit transport to any school - and encourages choice of an out of area schools in preference to another school within an authority area. Furthermore, provision of free transport to attend a more distant school will involve significant payments for that child's travel - but will not take into account that parent's ability to pay for such travel. Furthermore, for those parents not exercising such choice of school, eligibility remains based upon the minimum walking distances with an arbitrary cut off point, or upon Local Education Authority discretion.

d) Parental choice of school

The objective of such a change in the basis of school transport provision is to widen parental choice of school. However, the proposal does not extend provision to all schools - only to those out of the Authority area, or to a grant maintained school. In addition the scheme proposed (see Section 17.3) assumes that public transport services are available. In practice this limits the application of such a scheme, and the parental choice of school, to those areas where public transport is available - predominantly urban areas.

18.6 Parental provision of school transport

If parents were to become responsible for the transport of pupils to and from school the existing education legislation would require amendment so that Local Education Authorities were no longer responsible for facilitating attendance at school or for providing transport.

Such a scheme would also mean that the Local Education Authority was less able to co-ordinate education transport with other transport provision, making current transport legislation difficult to comply with.

Where parents became responsible for all school transport then the Local Education Authority would cease to have any role. However, it is likely that the Local Education Authority could continue to procure transport on behalf of parents requiring transport, and the administrative costs of this could be re-chargeable to those parents.

If transport continues to be provided for pupils in the case of hardship then the Local Education Authority would also retain responsibility for assessing entitlement, and for such provision. Because of the fragmented nature of such transport requirements, this is likely to be more expensive than providing comparable journeys at present.

a) Expenditure

The main disadvantage of such a basis for school transport provision, as with charging schemes, would be the increased cost to parents of pupils previously entitled to receive free travel. In addition, there would not be any expected savings to parents of previously non-entitled pupils.

The main advantage of such a basis of provision would be reduced expenditure for Local Education Authorities. Even where Local Education Authorities retained responsibility for transport provision in the case of hardship, it is likely that the number of pupils receiving such a service would be significantly lower than at present. Therefore, despite likely higher costs per journey, total expenditure would be lower.

b) Safety

The main disadvantage in terms of introducing school transport based upon parental provision would be that of safety. Any basis dependent upon parental provision would be likely to increase the use of cars for the journey to school. As has been shown, (see Section 7.5) this is less safe than travel by bus. In addition, parental cars would add to the congestion and safety problems at, or near, school entrances.

There is also the likely effect that some parents of pupils previously living beyond the statutory distances would consider, despite hardship assessment, that they are

unable to provide transport. Some pupils would, therefore, be forced to walk long distances, at considerably greater risk than the present journey by bus.

For those pupils living within the current walking distances such a basis of provision could mean that Local Education Authorities cease to be responsible for assessing the nature of the route to be taken. This could mean that some children would be forced to walk, or cycle, on routes currently considered unsafe.

However, it could also be argued that, with increased parental involvement in school transport, safety would improve. As discussed in Section 18.2, such involvement could increase parental expectations regarding the safety of vehicles used to provide transport, and in terms of waiting and journey times.

c) Equity

Whilst such a scheme appears to be more equitable than the present system, in that no child receives a preferential level of service based on Local Education Authority discretion and there would no longer be any arbitrary cut off distance, it does raise other equity issues. Such a basis of provision would mean that access to education becomes entirely based upon ability to pay for, or provide, transport to school, particularly penalising those living in rural areas making long and costly journeys to school.

Where a hardship level is set for entitlement to free school transport there is also the equity issue of how such a level would be determined.

d) Parental Choice of School

As with the current system of school transport, a basis of school transport dependent upon parental provision would not address the issue of parental choice of school. This would remain dependent upon parental ability to pay for, or provide, transport.

18.7 Voucher Schemes

Any scheme for school transport whereby parents received a voucher towards the cost of transport could not operate within the current framework of education legislation. As with the introduction of charging for school transport, any voucher scheme would require amendment to the education legislation so that Local Education Authorities were no longer responsible for facilitating attendance at school by making suitable transport provision.

A voucher scheme where parents were obtaining transport according to their wishes would be likely to make transport demands more diverse and difficult to plan for. This would mean that the present requirements of the transport legislation would be difficult to comply with.

A voucher scheme where all pupils, or those pupils living beyond a certain distance from school, received a voucher based upon the standard per capita level of expenditure for that Local Education Authority would be the most administratively simple to implement. However, it is likely that the costs of administering such a scheme would be higher than for the present system of school transport provision. Providing all pupils or all pupils living beyond a certain distance from school with vouchers, would be likely to increase the numbers of pupils involved in school transport provision, and hence increase costs.

A voucher scheme with the voucher based upon the cost of transport to a particular school, or based upon the distance travelled would be more administratively difficult to operate than one based upon a standard per capita level.

Where the Local Education Authority retained responsibility for procuring transport to meet parental requirements, this could be administratively difficult to operate as transport demand would be more diverse than at present and more difficult to plan for. As such, this would be likely to increase administration costs.

a) Expenditure

This scheme has the advantage that, if parents of pupils currently living within the minimum walking distances received a voucher either based upon a standard per capita value, or upon the cost of transport to the nearest appropriate school, this

would be likely to cover, or contribute, to the cost of their transport. As such, a voucher scheme could address the issue of hardship for these parents.

However, for journeys made by previously entitled pupils, a voucher based upon a standard per capita level would be unlikely to cover the cost of their transport - incurring additional expenditure on these parents.

Whilst the value of vouchers could be set at such a level as not to incur additional expenditure on the Local Education Authority, it is likely that any contribution to previously unentitled pupils' travel and the increased administration requirements would increase overall school transport expenditure.

b) Safety

If vouchers were given to all pupils, or to those living beyond lower walking distances than presently used, such a scheme could address safety issues. It would enable parents living within the present distances who judge a route to be unsafe to pay for transport, where perhaps they had previously not been able to do so. However, such a scheme is likely to have other safety implications.

Where the level of a voucher is insufficient to cover the total cost of travel to school, particularly in the case of longer journeys, such a scheme may encourage greater use of cars, especially where there is more than one child travelling in a

family. As has been discussed, the use of parental cars in preference to buses would not be likely to improve the safety journeys to and from school.

Where vouchers are given to parents it could be argued, as with charging schemes, that parents become more aware of school transport and this could encourage them to press for improved safety standards for school transport.

c) Equity

Whilst a voucher given to all pupils would eliminate the equity issue of an arbitrary cut off, a more feasible scheme would retain some eligibility criterion. It would not therefore, address this equity issue.

If a voucher was based upon a nationally, or authority, determined level of per capita expenditure this would not take into account the wide variations in school transport costs that exist at local level, and between available modes. Such a scheme would also penalise parents living in Local Education Authorities which at present have very cost effective systems of school transport provision.

d) Parental Choice of School

A voucher scheme could encourage greater parental choice of school by contributing to the travel costs to any school. However, as transport to a non-appropriate school would usually involve a longer journey, it is unlikely that

a voucher based upon a standard per capita level or upon the cost of travel to the nearest appropriate school, would cover the total cost. Such a scheme might assist many parents, however, choice could still be limited in some cases by the ability of parents to pay for transport. Furthermore, a voucher scheme would be most workable in urban areas where there was a choice of school within limited distances and at lower cost.

18.8 Summary

Those alternative bases of school transport provision which are based upon delegation to schools, centralising provision with the Department of Education and Science, or vouchers, would all enable wider parental choice of school that the current system. However, these alternative bases of provision would be unlikely to reduce Local Education Authority expenditure on school transport and would be administratively more difficult than the present system. Furthermore, co-ordination of school and other transport provision would be more difficult to achieve. The extent to which these schemes meet other objectives varies. Delegation to individual schools could address safety concerns, but this depends upon the individual school's provision. A voucher scheme could also address safety concerns if the value of the voucher was sufficiently generous to enable wider use of buses. Similarly, if the value of the voucher was high, it could reduce current parental expenditure on school transport.

Parental provision of home to school transport would enable Local Education Authority expenditure on school transport to be minimised and would also result in significant administrative savings. However, such a scheme would do little to address the current issues of equity or safety. Furthermore, transport to schools, not just to a non-appropriate school as is often the case at present, would become dependent upon ability to pay for, or to provide, transport to school.

Whilst a scheme based on distance-based charging would continue to work within the present transport legislative framework, and would limit Local Education Authority costs, it would incur additional expenditure on previously entitled pupils' parents. Such a scheme would also be likely to be difficult to administer, and fails to address current safety concerns. It would also not enable any wider parental choice of school.

Both free transport for all pupils, and widening eligibility to receive free school transport by lowering the walking distances used, offer significant safety benefits. Furthermore, such schemes would reduce current parental expenditure and, could address the equity issues (particularly in the case of free transport for all pupils). Free transport for all pupils, if applied to any school, would give parents a choice of school, irrespective of ability to pay for such transport. However, the disadvantage of such schemes would be the significant increase in Local Education Authority expenditure required to provide such a level of service.

Table 18.8a: Alternative basis of school transport provision

scheme / objective	Present system	Reduced walking distances	Flat fare charging	Distance based charging	Delegation to schools	Centralisation to DES	Parental Provision	Free transport for all	Voucher
Compliance with tpt. legislation/Co-ordination with other transport	✓	✓	✓	✓	X	X	X	✓	X
Reduce/Limit Net LEA Expenditure	-	X	Depends on level of charge	Depends on level of charge	X	X	✓	X	X
Reduce parental expenditure	—	✓	For previous non entitled - yes Entitled - no	For previous non entitled - possible Entitled - no	?	X	X	✓	Depends on value of voucher
Address equity issues/ anomalies in current legislation	X	If applied nationally - some	✓	X	X	X	Depends on ability to pay	✓	✓
Address safety concerns for non-entitled pupils	X	✓	Depends on charge	Depends on charge	Depends on school policy but unlikely	X	X	✓	Depends on value of voucher
Facilitate parental choice of school	X	X	If applied to all schools	X	X	If applied to all schools	Depends on ability to pay	If applied to all schools	✓
Administrative Savings	-	X	X	X	?	X	✓	X	X
No of objectives addressed	1	3	2½	1½	½	½	2	5	2½

Key ✓ contributes to achievement of objective X fails to meet or is contradictory to objective - neutral

Flat fare charging has the merit of addressing the current inequities that exist and, depending on the level of the charge, it could reduce Local Education Authority expenditure. This could address safety concerns and, if applied to all schools, could address the issue of parental choice of school. Whilst any charging scheme incurs additional expenditure on some parents, it has the merit of reducing expenditure for others.

In terms of the alternatives considered free school transport for all pupils is arguably the most desirable for pupils and parents. However, in the present financial climate such a level of provision is unlikely to be offered. A compromise would be reduced minimum walking distances - however this would be at increased cost to the Local Education Authority and unless applied to any school would not address the issue of wider parental choice of school. This would require minimal change to the current administrative system.

Alternatively a flat fare scheme would appear to meet, to varying extent, the main objectives. As long ago as 1975 it was stated that 'the principle of a national flat rate charge has the merit of giving a degree of equitable treatment to all pupils while providing the opportunity to check the rise in public expenditure, while inclusion in the scheme of arrangements for remission of charges in hardship cases would protect the poorer' (DES 1975 p3). These arguments still apply today. In addition a flat rate charge would address the issue of parental choice of school widened to include schools other than the nearest appropriate school.

The ability of each of the alternative bases of school transport provision in addressing each of the issues is given in table 18.8a. From this it is shown that free school transport for all pupils, reduced walking distances, flat fare charging and a voucher scheme offer the greatest opportunities to address the current issues facing school transport provision. The subsequent chapter, therefore, estimates the costs and benefits of adopting these alternative bases of school transport provision.

19 Evaluation of the costs and benefits of changing the basis of school transport provision in the UK

19.1 Introduction

It has been established that as a result of changing societal and demographic trends, together with the variations that exist in school transport provision within the UK and recent legislative changes, particularly regarding the provision of education, the current basis of school transport provision should now be reconsidered. The current basis of provision has been shown to be inadequate in the way in which it addresses:

- reducing/limiting Local Education Authority expenditure on school transport;
- current safety concerns, particularly for non-entitled pupils;
- the anomalies of the current legislation and inequities of provision at individual authority level; and
- widening parental choice of school.

Previous Chapters have examined various alternative bases of providing school transport, including the system of school transportation in the USA and those proposed for the UK. From this, Chapter 18 established that those alternatives to the current basis of provision of school transport with the potential to address these issues to the greatest extent are free school transport available to all pupils, or reducing the minimum walking distances, as shown in table 18.8a. These two alternative bases of provision would be expected to address all the issues listed

above, with the exception of limiting or reducing Local Education Authority expenditure on school transport. A flat-fare charging policy could also address the last three issues to some extent, whilst also addressing the need to limit Local Education Authority expenditure on school transport.

This Chapter, therefore, estimates the potential costs and benefits involved in changing the basis of providing school transport in terms of:

a) Local Education Authority provision of school transport;
b) The provision of school crossing patrol functions;
c) Parental provision of school transport; and
d) School journey accidents

Section 19.3 examines the introduction of wider availability of free school transport, either to all pupils or by the use of reduced minimum walking distances. Section 19.4 examines the introduction of a charging policy and hence a revenue component into these evaluations.

As data on modal choice according to the distance travelled by pupils is limited, it is recognised that the following estimates use somewhat crude assumptions, based upon that data which is available. For this reason the calculations are presented in terms of a central estimate, with sensitivity tests on high and low values of the assumptions made being given in the Appendices to Chapter 19. However, these estimates give an indication of the likely costs and benefits, which would arise from

such changes in policy for Local Education Authorities, parents and pupils, and society in general. As such, this Chapter explores the economic implications of changing the current basis of school transport provision.

Assumptions

To estimate the financial implications of changing the basis of providing school transport, the following basic assumptions have been made for each case. The arguments relevant to each of these assumptions are given in the Appendix to Section 19.1.

1) the range of distances travelled remain, on average, as they are at present;

2) the current cost of securing transport for all pupils living beyond the minimum walking distances remains unchanged;

3) additional pupils receiving transport as a result of a change in policy are costed at an average cost of public transport provision, taken at being 15 pence per journey;

4) each pupil makes two journeys per day, for a school year of average attendance of 180 days;

5) the number of pupils receiving transport for reasons of special needs is equivalent to the number of pupils attending special schools;

6) any change in policy will not result in a change in the number of pupils receiving transport on grounds of special needs;

7) the administrative costs of changing the basis of school transport provision are equivalent to £6.00 per annum for each additional child travelling;

8) the cost of parental provision of school transport using public transport services, for currently non-entitled pupils, is based upon an average cost per journey of 15 pence;

9) the cost of parental provision of school transport, using parental cars, for currently non-entitled pupils is based upon an average 1.5 mile journey, at a cost of 15.6 pence per mile;

10) a change in mode resulting from a change in policy will result in a corresponding change in school journey casualties; and

11) a change in policy resulting in a reduction in the numbers of pupils who walk to and from school is likely to result in a corresponding reduction in the need for, and cost of, school crossing patrol function provision by Local Authorities.

The additional assumptions specific to flat-fare charging are given in Section 19.4.

19.2 The current cost of school transport provision

The figures presented below are central estimates of the costs, based upon the assumptions set out in Section 19.1. The Appendix to Section 19.2 contains high and low estimates about these central assumptions which are referred to in the sensitivity tests discussed in Section 19.5.

In 1988/9 there were 8,390,500 pupils in public sector schools in the UK, as shown in table 19.2a.

School Sector	No of pupils
Nursery	58,400
Primary	4,662,800
Secondary	3,551,700
Special	117,600
Total	8,390,500

Table 19.2a: UK, Pupils in public sector schools, 1988/9

Source: HMSO Education Statistics for the UK 1990 Edition p15

From Section 10.4 it has been established that approximately 15% of the school population (1,258,575 pupils) receives free school transport. Of this roundly 1.3 million pupils, approximately 117,600 pupils receive free school transport because of special needs. For the remaining approximately 1.14 million pupils receiving free school transport it can be established from Chapter 11 that the modal choice for the school journey in 1988/9 was approximately as shown in table 19.2b.

Mode	No of pupils	% of pupils
Local bus services	501,600	44%
Contracted buses	513,000	45%
LEA vehicles	57,000	5%
Other, including rail	68,400	6%
Total-all modes	1,140,000	100%

Table 19.2b: UK, modal choice, pupils currently entitled to receive free school transport, 1988/9

Source: Table 11.4a

Overall, for Great Britain, the modal choice for the school journey has been obtained from a special tabulation of education journeys from the 1985/6 National Travel Survey. It is assumed that this proportion of pupils travelling by each mode is also reflective of the modal choice of pupils in the UK overall. From this, the number of pupils in the UK travelling by each mode has been calculated, as shown in table 19.2c.

Mode	% of pupils[1]	No of pupils[2]
Local bus services	22	1,820,038
Other buses including LEA & contracted	12	992,748
Car	29	2,399,141
Walk	28	2,316,412
Pedal cycle	6	496,374
Rail	2	165,458
Other	1	82,729
Total	100	8,272,900

Table 19.2c: UK, modal choice-all pupils*, 1988/9

Sources: 1=DTp (1985/6) National Travel Survey, special tabulation of education journeys
2=HMSO (1990) Education Statistics for the UK, 1990 Edition
* excludes special school pupils

a) Local Education Authority provision of school transport

School transport expenditure by Local Education Authorities in the UK, for 1988/9, was £313.6 million (HMSO 1990 p5). This is an average cost of £249 per pupil per annum for those pupils in receipt of free school transport, given 15% of the school population receives such provision. However, as shown in Section 12.2, approximately 30% of this expenditure is for the provision of transport for pupils with special needs. For these pupils, school transport costs an average of approximately £800 per pupil per annum. This means that for the remaining approximately 1.14 million pupils receiving school transport the average cost is £193 per pupil per annum.

Council	Budget	No of patrol points	Cost/pupil[2]	Patrols/School[1]
West Glamorgan	£497,000	185	£8.64	0.89
Durham	£714.510	308	£7.84	0.79
Dyfed	£375,675	204	£6.74	0.57
Cleveland	£539,100	246	£5.47	0.86
Lancashire	£1,017,100	495	£4.73	0.62
Clwyd	£250.000	151	£3.86	0.53
Derbyshire	£535,700	376	£3.83	0.79
South Glamorgan	£210,000	123	£3.31	0.62
Dorset	£250,000	270	£3.07	0.50
Oxfordshire	£207,000	145	£2.79	0.45
Isle of Wight	£48,000	48	£2.77	0.54
West Sussex	£238,400	185	£2.57	0.61
Bedfordshire	£218,000	171	£2.54	0.54
Leicestershire	£340,390	277	£2.51	0.62
Cornwall	£170,000	115	£2.49	0.39
Norfolk	£236,410	210	£2.36	0.46
East Sussex	£188.200	107	£2.27	0.38
Nottinghamshire	£320,000	350	£2.18	0.82
Northumberland	£103,000	89	£2.15	0.41
Cheshire	£320,000	254	£2.11	0.46
Warwickshire	£135,000	126	£1.84	0.42
Cumbria	£124,500	80	£1.72	0.21
Hereford & Worcestershire	£167,000	171	£1.71	0.44
Cambridgeshire	£160,000	140	£1.61	0.39
Devon	£211,800	210	£1.59	0.42
Suffolk	£126,400	114	£1.41	0.33
Berkshire	£137,000	120	£1.27	0.33
Wiltshire	£101,000	127	£1.27	0.36
Essex	£259,750	353	£1.15	0.48
Staffordshire	£1,233,000	577	£0.77	1.08
Buckinghamshire	£58,000	81	£0.60	0.22
Mid Glamorgan	£470,000	276	na	0.71
North Yorkshire	£216,100	181	na	0.39
Humberside	na	300	na	0.57
Northamptonshire	na	159	na	0.44
Somerset	na	66	na	0.24
Powys	na	15	na	0.12
Shropshire	na	28	na	0.09

Table 19.2d: England & Wales Shire Counties, school crossing patrol functions, 1989/90

Sources: 1=Staffordshire County Council (1990) Study of school crossing patrol functions in Local Authorities
2=Calculated from CIPFA Education Estimates 1989/90 pupils includes nursery, primary, secondary and special pupils chargeable to the Local Education Authorities, excludes independent school pupils.

b) The provision of school crossing patrol functions

In addition to the cost of securing school transport for those pupils entitled to receive such provision this basis of school transport provision, it can be argued, also results in the need for expenditure by Local Authorities on school crossing patrols as a consequence of the high number, and proportion, of pupils walking to and from school.

As shown in table 19.2d, expenditure on school crossing patrol functions and the extent of their provision varies widely between authorities within the UK. In 1989/90, for those authorities where such information is available, spending in the Shire Counties ranged from 60 pence per pupil per annum in Buckinghamshire to £8.64 per pupil in West Glamorgan. The number of patrols per school ranged from less than one for every ten schools in Shropshire to more than one per school in Staffordshire.

In 1989/90 total expenditure on school crossing patrol functions in England was £24,539,000 (DOE 1990 p78). Expenditure by the Scottish Regions was £6,897,000 (CIPFA 1989 p17). In Northern Ireland expenditure on school crossing patrols functions is as shown in table 19.2e.

Expenditure on school crossing patrol functions is available for five of the Welsh Counties: West Glamorgan, Dyfed, Mid and South Glamorgan and Clwyd (Staffordshire County Council 1990). For these five Counties, expenditure for

1989/90 was £1.8 million. Assuming an average expenditure for each Welsh County of £360,535, the total expenditure for the eight Welsh Counties would be £2.88 million.

Adding together these various estimates, overall expenditure on school crossing patrol functions in the UK, for 1989/90, would be £36.6 million.

Education Board	Expenditure	No of pupils	Cost/Pupil
Belfast	£392,987	60,365	£6.5
Western	£481,371	63,710	£7.56
North Eastern	£363,984	73,299	£4.97
South Eastern	£430,170	61,004	£7.05
Southern	£630,282	72,784	£8.66
Northern Ireland	£2,298,794	331,126	£6.94

Table 19.2e: Northern Ireland, expenditure on school crossing patrol functions, by Education Board, 1989/90

Source: Department of Education, Northern Ireland

c) Parental provision of school transport

Currently, as shown in table 19.2c, approximately 2.4 million pupils travel to school by parental car and a further 3.1 million pupils travel to school using other motorised modes. Of this 3.1 million pupils, 1.14 million pupils travel to school at Local Education Authority expense, with the remaining 1.92 million pupils travelling at parental expense.

It has been assumed that the average cost per journey for pupils travelling within the minimum walking distance by public transport is 15 pence (see assumption 3,

Appendix to Section 19.1). This would mean that the annual cost to parents of pupils travelling to school by public transport would be £54. On this basis the total parental expenditure for the 1.92 million pupils travelling by public transport would be £103.7 million per annum.

However, whilst a cost of journey of 15 pence may be typical of the cost of travel to school by public transport, this may not be an accurate reflection of the cost to parents of transporting children to school by car.

Assuming an average cost of 15.6 pence per mile, and an average journey length of 1.5 miles (see assumption 9; Appendix to Section 19.1), the annual cost per pupil travelling by parental car would be £84. On this basis, the total annual cost to parents for the 2.4 million pupils would be £202.1 million per annum. This would mean that the total cost of parental provision of school transport is £305.8 million per annum.

d) School journey accidents

Using a central estimate of the level of school journey casualties between the figures reported for casualties, and those allowing for under-reporting (see tables 7.5e and g), the annual cost to society of school journey casualties, using current DTp accident values, would be:

Fatal	£36.5 million
Serious	£37.3 million
Slight	£3.5 million
Total	£77.3 million

In addition, there are the other societal costs resulting from the current basis of school transport provision. These are difficult to quantify, but recent estimates of the time and congestion costs resulting from the necessity for parental accompaniment and provision of private transport for non-entitled pupils suggest that this is a substantial cost (Hillman, Adams & Whitelegg 1991 Appendix 4; see Chapter 14). As there are considerable uncertainties regarding such estimates, they are not considered here. To this extent, the estimates of societal costs made here, based solely on accidents, may represent a substantial under-estimate of overall societal costs of school transport provision.

19.3 Widening the availability of free school transport

Widening the availability of free school transport, either to all pupils, or by reducing the minimum walking distances used, would be expected to increase the number of pupils receiving school transport at the Local Education Authorities' expense. Both changes in policy would be expected to result in increased numbers, and proportions, of pupils using buses in preference to walking, cycling, or travelling to and from school by parental car.

i) Free school transport available to all pupils

Assuming 15% of the school population currently receives free school transport would mean that the remaining 85% (7,132,900 pupils) are currently non-entitled. These pupils currently travel to school as shown in table 19.3a.

Mode	No of pupils	% of pupils
Car	2,399,141	33.6
Walk	2,316,412	32.5
Pedal Cycle	*496,374*	7.0
Local buses	1,318,438	18.5
Other buses	422,748	5.9
Other, including rail	179,787	2.5
Total	7,132,900	100.0

Table 19.3a: Modal choice-currently non-entitled pupils

Source: Table 19.2c less 19.2b

It is unlikely, even given the total availability of free school transport, that all these pupils would cease to travel to school by these modes and take up the offer of free school transport.

It is assumed that all those pupils using buses, and other public transport, would continue to use these modes given such a change in policy, but would do so at the Authority's expense rather than at parental expense. Buses, and other public transport modes, are used by currently non-entitled pupils for the longer home-school journeys (see table 1 Appendix to Section 19.3; Mensink 1973; Rigby 1979; Bell & Tether 1983; Thomas et al 1985). Given the length of journeys made by public transport it is unlikely that the availability of free school transport would

deter pupils already using these modes from using them at the Authority's expense.

As walking, cycling and the use of parental cars predominate on shorter journeys it is unlikely that all these pupils would take up the availability of free bus travel. It is therefore, assumed that half of these pupils would travel to school by (see table 1 Appendix to Section 19.3); Bell & Tether 1983; Rigby 1979; Thomas et al 1985; Mensink 1973).

On these assumptions, the modal choice for these pupils currently non-entitled to free transport, would be as shown in table 19.3b.

Mode	No of pupils	% of pupils
Car	1,199,571	16.8
Walk	1,158,206	16.2
Pedal cycle	248,187	3.5
Bus	4,347,149	60.9
Other, including rail	179,787	2.5
Total-all modes	7,132,900	100.0

Table 19.3b: Modal choice-currently non-entitled pupils, given free school transport available to all pupils

a) Local Education Authority provision of school transport in terms of securing transport

The additional cost to the Local Education Authorities of widening the availability of free school transport to all pupils would, therefore, become:

Administration

£6.00 per pupil per annum for 4,526,936 million pupils = £27.2 million per annum

Securing transport

15 pence per journey, for 2 journeys per day, 180 days per annum, for 4,526,936 million pupils = £243 million per annum

The total additional cost to the Local Education Authorities is, therefore, estimated to be £270.2 million per annum.

b) The provision of school crossing patrol functions

It is also expected that widening the availability of free school transport would reduce the need for school crossing patrol provision by the Local Authorities, and hence their expenditure. Given that widening the availability of free school transport is expected to reduce the number of pupils walking to, and from school by 50% (see table 19.3d) the central estimate of the expected saving to the Local Authorities is, therefore, estimated to be half the current cost, namely, £18.3 million per annum.

c) Parental provision of school transport

Given such a change in the provision of free school transport it is estimated that 1.2 million pupils would continue to travel to school by car, at parental expense (see table 19.3b), but that no parental costs would be incurred for those pupils travelling

by bus.

The annual cost of school transport journeys by car has been estimated previously (see Section 19.2) to be £84 per pupil per annum. For 1.2 million pupils the total cost to parents of travel to school by parental car given such a policy change would therefore be £100.8 million.

Given that the current cost of parental provision of school transport is estimated to be £305.8 million, such a change in policy is estimated to result in savings of £205 million per annum for parents.

d) School journey accidents

The availability of free school transport to all pupils is expected to result in a reduction in use of walking, cycling and parental cars for the school journey. This would be expected to reduce the number of casualties on the school journey (see assumption 10 Appendix to Section 19.1). Whilst such a change in the modes used for the school journey would be expected to result in higher numbers of PSV casualties, the lower involvement rates for this mode compared to using cars, walking, or cycling (see table 7.5b Section 7.5) would be expected to result in overall casualty reductions.

The availability of free school transport to all pupils is expected to result in a change of mode used, as shown in table 19.3c.

	Current[1]		Given free transport for all[2]		
Mode	No of pupils	%	No. of pupils	%	% change
Car	2,399,141	29	1,199,571	15	-50
Walk	2,316,412	28	1,158,206	14	-50
Pedal Cycle	496,374	6	248,187	3	-50
Bus	2,812,786	34	5,418,749	65	+93
Other*	248,187	3	248,187	3	-
Total	8,272,900	100	8,272,900	100	-

Table 19.3c: Modal choice-all pupils, current and given free school transport available to all pupils

Sources: 1=Table 19.2c
2=Table 19.3b and Table 19.2b

* includes rail

This would be expected to result in casualty reductions as shown in table 19.3d.

	Severity		
Mode	Fatal	Serious	Slight
Pedestrian	23	749	2,655
Pedal Cyclist	2	173	1,001
Car	3	58	594
Other	-	-	-
PSV	-	-24	-468
Overall reduction	28	956	3,782

Table 19.3d: Potential casualty reduction for the school journey given free school transport available to all pupils

Using current DTp accident values, this would represent savings of:

Fatal (28 x £608,580)	=	£17.0 million
Serious (956 x £18,450)	=	£17.6 million
Slight (3,782 x £380)	=	£ 1.4 million
		£36.0 million

With an overall cost of school journey casualties of: £41.3 million per annum.

ii) Reducing the minimum walking distances

Widening the availability of free school transport by reducing the minimum walking distances used to determine eligibility would also be expected to increase the number, and proportion, of pupils receiving free school transport and using buses in preference to other modes for the journey to and from school.

The policy change considered here is that the minimum walking distances used would be reduced by one mile; to one mile for pupils of under eight years of age and to two miles for older pupils.

As has been stated (see Section 19.1) data on the length of school journey for pupils of different ages is extremely limited. The only available data on the length of school journey for pupils of under eight years of age and eight years and over is that given by the 1973 Hodges Party Report (DES 1973 p55-6). This would suggest that reducing the minimum walking distances by one mile would mean that a further 9.1% of primary school pupils under the age of eight would become entitled to receive free school transport and a further 7.9% of primary and secondary school pupils over the age of eight would become entitled, (see table 2 Appendix to Section 19.3).

It is likely, however, that these 1973 figures underestimate the current number and proportion of pupils who would become entitled to receive free school transport, given reductions in the minimum walking distances of one mile. As has been

shown (see table 7.4a) the journey to school is lengthening. Other studies (Rigby 1979 p21) have shown that between 10 and 15% of secondary school pupils live between two and three miles from school, and the NTS (1975/6) shows that approximately 20% of primary school pupils live between one and two miles from school.

It is, therefore, estimated that reducing the minimum walking distances by one mile would widen entitlement to free school transport to a further 15% of the secondary school population and 20% of the primary school population. This would mean that a further 532,755 secondary school pupils and 932,560 primary school pupils became entitled to free school transport (calculated from table 19.2a).

This would mean that a further 1.5 million pupils became entitled to receive free school transport, so that overall, 2.7 million pupils would be in receipt of free school transport. This represents approximately one third of the school population.

From the 1975/6 National Travel Survey it can be established that primary school pupils living within two miles of school, and secondary pupils within three miles of school, travel by the following modes;

Mode	% of journeys	
Rail	<1	
Bus	7	
Car	9	
Pedal cycle	5	
Walk	79	
Total	100	n=4,983

Table 19.3e: Modal choice-secondary pupils living within three miles of school and primary pupils living within two miles of school

Source: Rigby 1979 p20, 22

If the minimum walking distances were reduced by one mile, of those pupils currently living within the present two and three mile distances all those using rail services would be expected to become entitled to travel to school at Local Education Authority expense, as would 60% of those travelling by bus, 54% of those travelling by car, 27% by bike and 10% walking (see table 3 Appendix to Section 19.3).

If it is assumed that these pupils who become entitled take up the service, then the modal choice of currently non-entitled pupils would be, as shown in table 19.3f.

Mode	No of pupils	% of pupils
Bus-at LEA expense	2,075,9109	37.9
-parental expense	696,474	9.8
Other, including rail at LEA expense	179,787	2.5
Car	1,103,605	15.5
Pedal cycle	362,353	5.1
Walk	2,084,771	29.2
Total	7,132,900	100.0

Total 19.3f: Modal choice-currently non-entitled pupils, given walking distances reduced by one mile

a) Local Education Authority provision of school transport

Such a change in policy would mean that an additional 2,255,697 pupils were travelling at Local Education Authority expense. The additional cost to the Local Education Authorities of reducing the minimum walking distances by one mile is thus estimated to be:

Administration

£6.00 per pupil per annum for 2,255,697 pupils =£13.5 million

Securing transport

15 pence per journey, for 2 journeys per day, 180 days per annum for 2,255,697 million pupils = £121.8 million

The total additional cost to the Local Education Authorities is, therefore, estimated to be £135.3 million per annum and the total overall cost including that for currently entitled pupils = £355.3 million per annum.

b) The provision of school crossing patrol functions

However, it is also expected that reducing the minimum walking distances would reduce the need for school crossing patrol provision by the Local Authorities, and hence, their expenditure. It is estimated that reducing the minimum walking distances by one mile would result in 10% fewer pupils walking to and from school (see table 19.3g). Such a reduction would be expected to result in a corresponding saving to the Local Education Authorities. (See Section 19.1, assumption 11).

Given current expenditure of £36.6 million per annum (See Section 19.2) this would represent a saving of £3.7 million per annum, so that the revised annual cost would be £32.9 million per annum.

c) Parental provision of school transport

Given such a change, it is estimated that 696,474 pupils would continue to use public transport at parental expense, with 1,103,605 pupils continuing to use parental cars (see table 19.3f).

The annual cost to parents of this school transport provision would be:

Public transport

£54 per pupil per annum for 696,474 pupils = £37.6 million

Private transport

£84 per pupil per annum for 1,103,605 pupils = £92.7 million

Total = £130.3 million

The current estimated cost of parental provision of school transport is £305.8 million per annum. Such a change in policy would, therefore, be expected to result in parental savings of £175.5 million per annum

d) School journey accidents

The reduction in the minimum walking distances used is expected to result in changes of mode, as shown in table 19.3g.

	Current[1]		Given reduced distance[2]		
Mode	No of pupils	%	No of pupils	%	% change
Car	2,399,141	29	1,103,605	13	-54
Walk	2,316,412	28	2,804,771	25	-10
Pedal cycle	496,374	6	362,353	4	-27
Bus	2,812,786	34	4,473,984	54	+59
Other *	248,187	3	248,187	3	-
Total	8,272,900	100	8,272,900	100	-

Table 19.3g: Modal choice-all pupils, current and given walking distances reduced by one mile

Sources: 1=table 19.2c
2=table 19.3f and 19.2b

* includes rail

This would be expected to result in casualty reductions, as shown in table 19.3h

	Severity		
Mode	Fatal	Serious	Slight
Pedestrian	5	150	531
Pedal Cycle	1	93	541
Car	3	62	642
PSV	-	-15	-297
Overall reduction	9	290	1,417

Table 19.3h: Potential casualty reduction for the school journey, given minimum walking distances reduced by one mile

At current DTp values this would represent savings of:

Fatal (9 x £608,580)	= £5.5 million
Serious (290 x £18,450)	= £5.4 million
Slight (1,417 x £380)	= £0.5 million
Total	= £11.4 million

So that the estimated annual cost of casualties occurring on the school journey would fall to £65.9 million per annum.

19.4 Flat-fare charging

As before, the estimates are presented here on the basis of central assumptions. The Appendix to Section 19.4 contains high and low estimates about this central assumption which are referred to later in Section 19.5 when discussing sensitivity tests.

The estimated costs and savings of changing the basis of school transport provision have, so far, assumed that any such provision would be free of charge to pupils and parents. However, this need not be the case. As shown in Chapter 17, a flat-fare charging policy would address the issues of equity and widening parental choice of school, with the level of fare set so as to encourage greater bus use in preference to walking, cycling or using parental cars for the school journey. This could, therefore, still achieve safety benefits. In addition, the introduction of a flat-fare charge could offset the rise in Local Education Authority expenditure resulting from widening the availability of school transport to all pupils.

In calculating the costs and savings resulting from the introduction of a flat-fare charge, the following specific assumptions have been made, in addition to the basic assumptions listed in Section 19.1 The arguments supporting these assumption are presented in the Appendix to Section 19.4.

a) a flat-fare charge of 15 pence per journey is assumed as a central estimate, for all pupils, irrespective of age;

b) 10% of pupils receive free school transport on the grounds of hardship;

c) 15% of currently entitled pupils would cease to use school transport services, given the introduction of flat-fare charges;

d) currently eligible pupils ceasing to use school transport services following the introduction of flat-fare charging would travel to school using parental car. For these pupils an average journey length of four miles is assumed, at a cost of 15.6 pence per mile;

e) any saving in the cost of securing transport for currently entitled pupils as a result of the reduction in demand would offset the additional costs involved in the administration of the scheme for currently entitled pupils continuing to use school transport;

f) the cost of securing transport for currently non-entitled pupils is 15 pence per journey, equivalent to the cost of the flat-fare charge; and

g) the present demand for travel by public transport, by currently non-entitled pupils (excluding those receiving free travel on the grounds of hardship), remains unchanged.

a) Local Education Authority provision of school transport

There are currently 1,140,000 pupils entitled to receive free school transport. Given that 10% of these pupils would continue to receive free school transport on the grounds of hardship (see assumptions b, Appendix to Section 19.4), the revenue generated from charging the remaining 1,026,000 pupils, less 15% resistance (see

assumptions c, Appendix to Section 19.4), a flat-fare charge of 15 pence per journey (see assumption a, Appendix to Section 19.4) would be:

872,100 pupils x 15p x 2 x 180 = £47.1 million per annum

There would also be the additional cost to the Local Education Authority of remitting the fares of those pupils currently non-entitled to receive free school transport, but who, given such a change in the basis of provision, would become eligible to free travel on the grounds of hardship. Assuming a 10% level of hardship (see assumption b, Appendix to Section 19.4), this would mean that Local Education Authorities would become responsible for financing the transport of a further 713,290 pupils (10% of the 7,132,900 pupils currently non-entitled to receive free school transport.)

The cost to the Local Education Authorities of financing transport provision for these pupils, again assuming an average cost per journey of 15 pence (see assumption f, Appendix 19.4) would be £38.5 million per annum.

The 7,132,900 pupils currently non-entitled to receive free school transport travel to school as shown in table 19.4a. Assuming that 10% of these pupils travelling by each mode become eligible to free transport on hardship grounds and take up this provision, then the modal choice for the school journey would change as shown.

Mode	Current modal choice		Modal choice given hardship entitlement	
	No of pupils	%	No of pupils	%
Bus/Public transport at *				
LEA expense	-	-	713,290	10.0
Parental expense	1,920,973	26.9	1,728,875	24.2
Car	2,399,141	33.6	2,159,227	30.3
Walk	2,316,412	32.5	2,084,771	29.2
Pedal Cycle	496,374	7.0	446,737	6.3
Total - all modes	7,132,900	100.0	7,132,900	100.0

Table 19.4a: Modal choice-currently non-entitles pupils, current and given hardship entitlement

* includes rail

As 15 pence per journey is assumed to a typical cost of a journey for these pupils (see assumption f, Appendix to 19.4), the flat-fare charge for these pupils is taken as covering the cost of securing transport for them. However, the overall costs and savings to the Local Education Authorities would be:

Revenue from charging previously entitled pupils = £47.1 million per annum

Administration costs at £6 per additional travelling pupil, receiving transport under this scheme, for 2,442,165 pupils = £14.7 million per annum

Cost of securing transport for previously non-entitled pupils, now entitled on hardship grounds 15 pence per journey-for 713,290 pupils = £38.5 million per annum

The total additional cost would, therefore be £6.1 million per annum. The overall cost of the provision of transport for both currently entitled and non-entitled pupils would be £266.1 million per annum.

b) The provision of school crossing patrol functions

As the introduction of a flat-fare charging policy would be expected to encourage bus use in preference to walking, as shown in table 19.4b, it is estimated that this would result in a corresponding reduction in the need for, and cost of, school crossing patrols, on a pro-rata basis of the numbers of pupils walking to school.

Such a change in the basis of providing school transport is, therefore, estimated to result in an annual saving of £3.7 million and an overall annual cost of £32.9 million.

c) Parental provision of school transport

The introduction of a flat-fare charging scheme would be expected to have cost implications for parents of both currently entitled and non-entitled pupils, as shown below.

Currently entitled pupils

It is estimated that, given the introduction of a flat-fare charge, 872,100 of the pupils currently entitled to receive free school transport would continue to use school transport services, but at a parental expense. The parental costs of this school transport provision are estimated to be:

872,100 x 15p x 2 x 180 = £47.1 million per annum.

It has been assumed that 15% of currently entitled pupils would cease to use school transport services given the introduction of a flat-fare charge, and would use parental cars for the school journey instead (see assumption d, Appendix to Section 19.4) with an average journey length of four miles at a cost of 15.6 pence per mile. The parental costs of transporting these 153,900 pupils using cars would be £34.6 million per annum.

Currently non-entitled pupils

It has been estimated that, of the 7,132,900 pupils currently not entitled to receive free school transport, 1,728,875 pupils would continue to use public transport at parental expense (see table 19.4b). The parental cost of these pupils using the flat-fare scheme at 15 pence per journey would be £93.4 million per annum.

In addition it is estimated that 2,159,227 pupils currently not entitled to receive free school transport use parental cars for the journey to school see table 19.4a. At an average cost per mile of 15.6 pence for 1.5 mile journey (see assumption 8, Appendix to Section 19.1), the total annual cost of parental provision of school transport for these pupils would be £181.9 million.

Therefore, the total parental cost of school transport is for both currently entitled and non-entitled pupils is estimated to be £357.0 million per annum.

The current cost of parental provision of school transport has been estimated to be

£305.8m (see Section 19.2b). The introduction of a flat-fare charge would, therefore, be expected to increase the parental costs of school transport provision by £51.2 million per annum.

d) School journey accidents

The introduction of a flat-fare charging scheme has been estimated to result in a change of mode, as shown in table 19.4b.

	Current modal choice		Given flat-fares		%
Mode	No of pupils	%	No of pupils	%	change
Bus/public transport *	3,060,973	37.0	3,428,265	41.4	+12
Car	2,399,141	29.0	2,313,127	28.0	-4
Walk	2,316,412	28.0	2,084,771	25.2	-10
Pedal Cycle	496,374	6.0	446,737	5.4	-10
Total-all modes	8,272,900	100.0	8,272,900	100.0	-

Table 19.4b: Modal choice-all pupils, current, and given the introduction of flat-fare charges
* includes rail

This change is mode would be expected to result in casualty reductions on school journeys, as shown in table 19.4c below.

	Severity		
Mode	Fatal	Serious	Slight
Pedestrian	5	150	531
Pedal cyclist	1	35	200
Car	-	5	48
PSV	-	-3	-60
Overall reduction	6	187	719

Table 19.4c: Potential school journey casualty reduction, given the introduction of flat-fare charges

At current DTp values, this would represent savings of:

Fatal (6 x £608,580)	= £3.7 million
Serious (187 x £18,450)	= £3.5 million
Slight (719 x £380)	= £0.3 million
Total	£7.5 million

This would mean that the cost of school journey casualties, given the introduction of flat-fare charging, would be £69.8 million per annum.

19.5 Summary

a) Central estimates

In addition to the direct cost to Local Education Authorities, the current basis of school

transport imposes costs in other ways. As shown in table 19.5a, this basis of provision is estimated to impose costs of over £300 million per annum on parents of pupils not entitled to receive free school transport, as well as additional costs of £36.6 million per annum on Local Authorities in terms of the provision of school crossing patrol functions. There are also the societal costs resulting from this basis of provision, with the accident costs alone representing a total of over £77 million per annum.

Widening the availability of free school transport to all pupils has been estimated to imply considerably higher costs for Local Education Authorities with a central estimate of an additional £270 million per annum, representing a 123% increase in

expenditure. However, against this increased expenditure for Local Education Authorities, widening the availability of free school transport to all pupils is estimated to reduce the other costs associated with school transport provision. It is estimated that such a change in policy would reduce parental expenditure by over £200 million per annum, to 67% of the current cost of such provision. It is also estimated that, as a result of fewer children walking, cycling or using parental car for the school journey, there would be a reduced need for school crossing patrol provision by Local Authorities and approximately a 50% reduction in accident costs associated with school journeys.

Widening the availability of free school transport by reducing the minimum walking distances used to determine eligibility would also be expected to result in higher expenditure by Local Education Authorities, but with reduced parental and school crossing patrol costs and fewer accidents. However, as the number of pupils entitled to receive free school transport given reduced walking distances would be less than that given the availability of free transport to all pupils, the overall costs and savings involved would be lower.

The introduction of a flat-fare charging policy would be expected to increase Local Education Authority net expenditure on school transport provision only slightly, by £6.1 million per annum, representing an increase on current costs of approximately 3%. However, such a change in policy would incur additional expenditure upon parents of £51.2 million per annum, an increase on current costs of approximately 17%. As the introduction of a flat-fare policy would be expected to result in a

slight increase in the use of buses in preference to other modes for the school journey, as shown in Section 19.4, it is estimated that such a change in policy would also result in a reduction in the need and cost of school crossing patrol provision and in accident costs.

Basis of provision	Annual Cost £ millions	Change from current cost £ millions	Change from current cost %
Current basis of provision:			
a) Local education Authority provision of school transport	200.0	-	-
b) Provision of school crossing patrol functions	36.6	-	-
c) Parental provision of school transport	305.8	-	-
d) School journey accidents	77.3	-	-
Total	639.7	-	-
Free transport available to all pupils:			
a) Local Education Authority provision of school transport	490.2	+270.2	+123
b) Provision of school crossing patrol functions	18.3	-18.3	-50
c) Parental provision of school transport	100.8	-205.0	-67
d) School journey accidents	41.3	-36.0	-47
Total	650.6	+10.9	+2
Reduced walking distances:			
a) Local Education Authority provision of school transport	355.3	+135.3	+62
b) Provision of school crossing patrol functions	32.9	-3.7	-10
c) Parental provision of school transport	130.3	-175.5	-57
d) School journey accidents	65.9	-11.4	-15
Total	584.4	-55.3	-9
Flat-fare charging:			
a) Local Education Authority provision of school transport	226.1	+6.1	+3
b) Provision of school crossing patrol functions	32.9	-3.7	-10
c) Parental provision of school transport	357.0	+51.2	+17
d) School journey accidents	69.8	-7.5	-10
Total	685.8	+46.1	+7

Table 19.5a: Summary of evaluation, central estimates

Overall, on the central estimates, all three alternative bases of school transport provision would be expected to result in only minor changes in the total cost of school transport provision. This varies between a saving of 9% (£55.3 million per annum) and an additional cost of 7% (£46.1 million per annum), as shown in table 19.5a. However, widening the availability of free school transport, either through the offer of free travel to all pupils or by reducing the minimum walking distances, would involve a considerable transfer of costs from parents to Local Education Authorities. Whilst the availability of free school transport to all pupils would incur the most significant increase in Local Education Authority expenditure, of the three alternatives, such a change in policy would also offer the most significant savings for parents and greatest scope for accident reductions.

A flat-fare charging scheme would also offer scope for savings in accident costs, whilst incurring only minor increase in expenditure for Local Education Authorities and costs for parents.

b) High and low estimates

Wider availability of free school transport.

In addition to the central estimates discussed above, both high and low estimates have been calculated for each cost to give an indication of the range of costs and savings likely as a result of each policy option. In determining a high estimate it has been assumed that a high cost of public transport will occur with a high cost

of private transport, and vice versa, as the factors influencing the costs of public transport will also affect the cost of private transport, e.g. the price of fuel, vehicle maintenance and so on.

In calculating high and low estimates resulting from a wider availability of free school transport only one set of modal choices has been assumed for each policy change (see Section 19.3). If, however, this under-estimates the take up of school transport services given such changes, then the costs and savings involved would be expected to be nearest the high estimates-as this would result in more pupils travelling at the Authority's expense and fewer travelling at parental expense. If the take up of school transport services has been over-estimated, then the likely costs and saving would be expected to be closer to the lower estimate.

The high and low estimates of the costs involved in widening the availability of free school transport, either through the offer of free transport to all pupils or by the use of reduced minimum walking distances, both show considerable increases in Local Education Authority expenditure and reductions in parental costs, as shown in table 19.5b. However, for both policy options, there are likely to be societal benefits in terms of a reduction in the costs of accidents. These are estimated to be reduced by approximately 15% given the use of reduced walking distances and approximately 50% given the availability of free school transport to all pupils representing savings of between approximately £10 and £40 million per annum at current DTp values.

Flat-fare charging

High and low estimates have also been calculated for flat-fare charging (see Appendix to Section 19.4). The high estimate assesses the effects of a low flat-fare policy given high public and private transport costs, and the low estimate uses a high flat-fare charge against low public and private transport costs.

It is, therefore, estimated that the introduction of a flat-fare charging policy could have very different implications for Local Education Authorities and parents. A high flat-fare charge against current low public and private transport costs would be likely to attract
lower numbers of pupils to use such a scheme. Such a policy change would be likely to result in high parental costs of school transport (estimated here to be £124 million per annum, representing an increase on current costs of 54%) but reduce Local Education Authority expenditure by up to approximately 75% (£147 million per annum). However, such a policy change would result in only minimal accident reduction and benefits to society.

A low flat-fare charge against high public and private transport costs would be expected to result in increased Local Education Authority expenditure, but reduced parental expenditure, whilst achieving greater societal savings in terms of accident costs of approximately 12%, comparable to those achieved through reducing the minimum walking distances.

Overall, the introduction of flat-fare charging would be expected to increase the total cost of school transport by between 2% and 7%, depending on the fare level charge and the comparable costs of private and public transport provision.

The results suggest that widening the availability of free school transport, either through the offer of free school transport to all pupils, or by reducing the minimum walking distances, would incur considerably higher levels of Local Education Authority expenditure, but reduce parental costs. Such changes in policy, therefore, would result in a transfer of costs between these two groups but would also result in savings to society in terms of the reduced cost of accidents.

The choice of an alternative basis of school transport provision would, therefore, appear to be dependent upon the objectives of such a policy change. If the objective is to reduce child road accident casualties then the offer of free school transport to all pupils would be expected to provide the greatest accident savings, however, this would be at a considerable increase in expenditure for Local Education Authorities. Reducing the minimum walking distances would also be expected to meet this objective, but to a lesser extent, with the accident cost savings estimated being approximately 10-12% compared to 46-47% from a policy of free transport available to all pupils. However, reducing the minimum walking distances would address the current safety issues to a greater extent than the current basis of provision, whilst incurring lower expenditure on Local Education Authorities.

	High Estimate			Central Estimate			Low Estimate		
	Annual Cost £ millions	Change from current cost £ millions	%	Annual Cost £ millions	Change from current costs £ millions	%	Annual Cost £ millions	Change from current cost £ millions	%
Current basis of provision:									
a) Local Education Authority provision of school transport	220.0	-	-	220.0	-	-	220.0	-	-
b) Provision of school crossing patrol functions	36.6	-	-	36.6	-	-	36.6	-	-
c) Parental provision of school transport	526.6	-	-	305.8	-	-	229.8	-	-
d) School journey accidents	82.1	-	-	77.3	-	-	72.9	-	-
Total	865.3	-	-	639.7	-	-	559.3	-	-
Free transport available to all pupils:									
a) Local Education Authority provision of school transport	654.6	+434.6	+198	490.2	+270.2	+123	410.2	+190.2	+86
b) Provision of school crossing patrol functions	36.6	-	-	18.3	-18.3	-50	nil	-36.6	-100
c) Parental provision of school transport	176.8	-349.8	-66	100.8	-205.0	-67	80.3	-149.5	-65
d) School journey accidents	43.7	-38.4	-47	41.3	-36.0	-47	39.1	-33.8	-46
Total	870.5	+5.2	+1%	650.6	+10.9	+2	529.6	-29.7	-5
Reduced minimum walking distances:									
a) Local Education Authority provision of school transport	436.5	+216.5	+98	355.3	+135.2	+62	314.7	+94.3	+43
b) Provision of school crossing patrol functions	36.6	-	-	32.9	-3.7	-10	nil	-36.6	-100
c) Parental provision of school transport	225.4	-301.2	-57	130.3	-175.5	-57	99.0	-130.8	-57
d) School journey accidents	69.9	-12.2	-15	65.9	-11.4	-15	62.4	-10.5	-14
Total	768.4	-96.9	-11	584.4	-55.3	-9	476.1	-83.2	-15
Flat-fare charging:									
a) Local Education Authority provision of school transport	326.0	+106.0	+48	226.1	+6.1	+3	146.8	-73.2	-33
b) Provision of school crossing patrol functions	36.6	-	-	32.9	-3.7	-10	nil	-36.6	-100
c) Parental provision of school transport	445.6	-81.0	-15	357.0	+51.2	+17	354.0	+124.2	+54
d) School journey accidents	70.3	-11.8	-14	69.8	-7.5	-10	70.1	-2.8	-4
Total	878.5	+13.2	+2	685.8	+46.1	+7	570.9	+11.6	+2

Table 19.5b: Summary of Evaluation, high, central and low estimates

The introduction of a flat-fare charging policy would appear to offer the greatest scope to meet the objectives of limiting Local Education Authority expenditure and reducing child road accident casualties. Depending upon the fare-level charged in relation to the current cost of parental provision of school transport by both public and private modes, such a policy change could minimise the additional costs to Local Education Authorities, whilst achieving safety benefits comparable to those expected from reducing the minimum walking distances.

20 Summary and Conclusions

The Current Issues

The current basis of school transport provision was introduced in England and Wales in 1944, with the role of facilitating the attendance of pupils at the nearest appropriate school and ensuring that access to education was not based upon a child's place of residence or upon parental means. To meet this objective the provision of school transport was deemed to be necessary if a child lived beyond the minimum walking distances from school. These distances were established as two miles for pupils of under eight years of age and three miles for older pupils. A similar basis of school transport provision was established in both Scotland and Northern Ireland in subsequent years.

In addition to this minimum statutory requirement the legislative framework also established that Local Education Authorities have wide discretionary powers to provide school transport to pupils not statutorily entitled to it.

This basis, and role of, school transport has remained largely unchanged to date. However, as shown in Chapter 4, this increasingly costly basis of provision has received repeated criticism questioning the continued applicability of these walking distances, the equity and road safety of such provision. More recently, it has also received attention for failing to address the issue of parental choice of school.

The Case for Change

Since the introduction of this basis of school transport provision there have been considerable demographic, social and legislative changes which have affected the provision of school transport services by the Local Education Authorities in the UK.

As shown in Chapter 7, there has been a 40% increase in the overall school population and an approximate doubling of the secondary school population since the 1940s. During this time there has also been a long term trend of population decentralisation.

However, the institutional response in terms of the provision of education has been the continued centralisation of schools. These trends and institutional response have resulted in larger average school sizes and wider catchment areas. The have also resulted in increasing numbers and proportions of pupils living beyond the minimum walking distances (see Section 7.4 and Chapter 10) and lengthening school journeys. This has meant that, despite falling school rolls during the past fifteen years, school transport expenditure by the Local Education Authorities in the UK has continued to increase from £165 million per annum in 1970/1 to over £300 million per annum by the late 1980s (1986 prices).

The current basis of school transport provision means that only a small minority of pupils (approximately 15%, see Section 10.4) receive free school transport. The

school journey for the remaining 85% of pupils continues to be the responsibility of parents and there has been increasing concern during recent years for the safety of these non-entitled pupils.

During recent years there has been a dramatic change in the way children travel to school. Whereas in 1975/6 62% of pupils walked to school and only 11% travelled by parental car, this had changed by 1985/6 to almost 30% of pupils travelling by parental car and only 28% walking (see Section 7.4). This change in modes used is likely to be the result of a combination of factors including greater car ownership and lengthening school journeys together with increased safety concerns.

It can be argued that the current school transport framework makes adequate safety provision. By providing free transport for pupils travelling lengthy journeys and with the requirement for Local Education Authorities to assess the nature of the route taken by other pupils-such that they can provide transport if the journey is deemed unsafe-safety is taken into account. In addition, the social trend of increasing car ownership and use has meant that fewer children are required to walk to school. However, despite these changes, the school journey continues to account for a quarter of all child road accident casualties, with pupils walking to school particularly at risk. Furthermore, this basis of provision incurs significant costs not only upon parents, but also upon society in terms of the costs of these accidents and the congestion and time resulting from the need for parental provision of transport.

The current basis of school transport provision using arbitrary cut off limits has frequently been criticised on the grounds of equity. However, this has been exacerbated in recent years by rising bus fares. In addition, the varying use of discretionary powers by the Local Education Authorities, together with the differing legislation within the UK, has resulted in a system of school transport which varies widely in terms of its extent, means of provision and costs, for both Local Education Authorities and parents, at individual authority level.

Recent changes to the transport legislation have been prompted by the long term decline in the use of public transport by the population in general and increasing levels of public sector support (see Section 7.3). This has resulted in an increasing requirement to co-ordinate public and education transport and has strengthened the emphasis on obtaining value for money. This has meant that, whilst school transport journeys have been accounting for a greater proportion of public transport journeys overall and expenditure on school transport exceeds that on support for public transport services in many areas school transport is increasingly provided with the public transport framework, on a minimum cost basis.

Whilst the changes to the education legislation during the past decade have also emphasised increased accountability for expenditure, they have also widened parental choice of school. However, transport to a school other than the nearest appropriate remains dependent upon Local Education Authority discretion and is limited in its availability (see Section 9.4). As such, parental choice in many areas remains limited by parental ability to pay for, or provide, school transport.

Consequently, there now appears to be a clear case for reconsidering the role of school transport and for changing the current basis of its provision by the Local Education Authorities in the UK. As such, any alternative should address the following main issues:

- reducing/limiting Local Education Authority expenditure on school transport provision;
- road safety concerns, particularly for those pupils living within the minimum walking distances;
- the anomalies of the current legislation and the inequities of provision at individual authority level; and
- wider parental choice of school.

Alternative Bases of School Transport Provision

Since 1973, thee have been several proposals to change the basis of school transport provision (see Chapter 17). These have included proposals to introduce charging, reduce the minimum walking distances and to introduce a voucher scheme. These, and other alternative bases of provision, including parental responsibility for all school transport and free transport available to all pupils, offer the scope to address these current issues to varying extent, as discussed in Chapter 18.

As has been shown, in the USA (see Chapters 15 and 16) a service dedicated to pupils, with wider availability of free transport and an increased emphasis on safety, is feasible, but at a considerable cost to the Local Education Authorities.

In addition, a dedicated service such as this does not offer the scope to contribute to the support of public transport services.

The wider availability of free school transport could, however, be introduced in the UK within this existing public transport framework. As shown in Chapter 19, this could offer significant benefits in terms of accident reductions, representing savings to society of between 15 and 50% of the current cost of school journey casualties depending upon the extent of provision. However, such a policy change has been estimated to incur additional expenditure upon the Local Education Authorities of between £190 and £434 million per annum, representing an increase on current expenditure of between 86 and 198%. In effect such a change in the basis of provision would result in a substantial transfer of current costs from parents to Local Education Authorities.

The most feasible scheme in terms of addressing all the main current issues would, therefore, appear to be the introduction of a flat-fare charging scheme. Such an alternative basis of provision, depending upon the fare charged in relation to the current cost of travel to school, would appear to offer scope for addressing safety concerns with a reduction in accident costs of between as estimated 4 and 14%. These reductions could be of a similar order to those expected from a reduction in the minimum walking distances. Flat-fare charging could also result in only minor increases in either parental or Local Education Authority expenditure, whilst eliminating the inequities and anomalies of the current basis of provision and enabling wider parental choice of school. Such a policy, therefore, has the

potential to offer net benefits to society, relative to the existing situation, whilst enabling the level of overall expenditure on school transport provision to remain largely unchanged.

The current statutory framework for, and the role of, school transport provision by the Local Education Authorities in the UK have been shown to be outdated, with the resulting service failing to address the issues of equity, safety, cost and parental choice of school. The introduction of a flat-fare charging policy could offer the opportunity to update the legislation, to widen the role of school transport and to address these issues.

21 Recommendations for further research

This thesis has shown, that whilst for several authorities information on school transport services and use is readily available, for many it is extremely limited. To ensure that school transport services achieve both efficiency and effectiveness it would appear to beneficial for each authority to be able to establish;

- the number of pupils receiving free school transport;
- the cost of provision per pupil in receipt of school transport; and
- a cost allocation between public and education transport for shared contracts that is reflective of actual use.

This would permit comparisons to be made between provision in different authority areas and would also enable authorities accurately to cost provision to each school and hence respond to the demands of the 1988 Education Reform Act. Such information would also permit authorities to compare the costs of provision between individual contracts and available modes to ensure that value for money is achieved.

In addition, information on the number and circumstances of accidents on school journeys is limited. Such information would appear to be a pre-requisite for ensuring that the limited funds available are used to achieve the maximum safety benefit.

This thesis has also recommended that the current basis of school transport provision receive re-consideration with the introduction of flat-fare charging

appearing to be the most feasible alternative. The estimates of the costs and benefits of introducing such a scheme, given in Chapter 19, have, as stated, been based upon somewhat crude assumptions using the limited data that is available and at a national level. Whilst this has shown that such a policy change should receive further study at the local level, any detailed assessment of the effects of such a change would also require further research into the following:

- the mode used for the school journey, according to distance travelled and age of pupils;
- the effects of introducing fare charges on pupils currently receiving free school transport; and
- the effects of fare changes on the modal choice for pupils currently not receiving free school transport.

If such a scheme was to address the issue of parental choice of school, further research into the choice of school and consequent travel demands, given the availability of school transport to non-appropriate schools, would need to be under-taken.

References

Chapter 3

Alexander, A (1982) The Politics of Local Government in the United Kingdom. Longman. London

Bell, R & N Grant (1977) Patterns of Education in the British Isles. Allen & Unwin. London

Mann, J (1979) Education. Pitman London

Chapter 4

Adams, N (1989) 'School Transport', Home and School 9 National Confederation of Parent Teachers Associations. p39-40.

Association of Public Transport Co-ordination Officers (Dec 1979) 'Charging for School Transport' Occasional Paper No 2.

ATCO (25/1/88) 'School and Public Transport. A Charging Scheme'.

Bramham, J (1989) 'Getting children to school', Home and School 9 NCPTA . p37-8.

Bull, D (1980) 'Time to reform free transport', Where 159, Advisory Centre for Education. p8-11.

Bus and Coach Management (Dec/Jan 1990) 'New School Bus Safety Measures; Devon Today, nationwide tomorrow?' p42.

Clarke, A (1986) 'Safe routes to school', Bulletin of Environmental Education 178. p10-13.

Coachmart (25/1/90) 'Lap belt safety under fire'. p31.

Department of Education and Science (1973) School Transport Report of the Hodges Working Party. HMSO. London.

DES (15/12/81) School Transport and choice of school. Letter to all Chief Education Officers in England.

Department of Transport (March 1989) Rear Seat Belt Wearing by Children. Draft Regulation, Consultation Document.

European Conference of Ministers of Transport (1984) Report on School Transport. (CM (84) 7) Activity of the Conference. 31st Annual Report. p102-25.

Education (17/9/76) 'Transport: Child Poverty pamphlet seeks "free for all"' No 148. p226-7.

Fawcett,P (3/3/89) 'Gerbils, Bus Bills and School Buses' Coachmart. p22-5.

Goddard, G (1988) 'Routes to learning - school transport matters' in K Orford (ed) Public Transport Options: Making Money Work. CICC Welwyn. p63-79.

Guardian, The (15/12/81) 'Overhauling the school bus'

Hansard, Vol 981, Col 209

Home & School (1990) Issue 13 letters.

Hutton, J (1976) 'The economics of school transport', Social and Economic Administration. Vol 10, No 1. p50-8.

Independent, The (27/4/87) Law Report. 'Education authority's proper approach to free school transport'.

Liell, P (2/11/84) 'Transport: What are an LEA's duties?' Education. p361.

Liell, P (9/11/84) 'Transport: The LEA's duty of care' Education. p379.

Liell, P (16/11/84) 'Where the law turns a blind eye' Education. p399.

Liell, P (24/10/86) 'Route and pupil's age must be judged says Education Bill Amendment' Times Educational Supplement. p 8.

Local Transport Today (16/5/90) 'Compulsory school bus signs planned'.

Nice, D (10/3/89) 'Transport loopholes', Education. p235.

Observer, The (27/8/89) 'Strap 'em in now'. p43.

O'Reilly, D (1988) 'Concessionary fare schemes in Great Britain in 1986' TRRL RR 165. Crowthorne. Berkshire.

O'Reilly, D (1989) 'Concessionary fares and children's travel' TRRL RR 203. Crowthorne. Berkshire.

Poole, K P (1988) Education Law. Sweet & Maxwell. London.

Rigby, J P & P J Hyde (1977) 'Journeys to school: A survey of secondary schools in Berkshire and Surrey' TRRL LR 776. Crowthorne. Berkshire.

Rigby, J P (1979) 'A review of research on school travel patterns and problems' TRRL SR 460. Crowthorne. Berkshire.

Scottish Consumer Council (1988) Getting to school by bus. Safety, supervision and standards of service. SCC. Glasgow.

Sharpington, D (7/3/90) 'Safe Routes to School'. Child Pedestrian Safety Course. PTRC. London.

Stephenson, T (3/6/88) 'Guidance needed on free school travel' Local Government Chronicle No 6309. p8-9.

Tight, M (Autumn 1988) 'How dangerous is walking to and from school?' Safety Education. RoSPA. p10-3.

Times Education Supplement (22/8/80) 'US style "safety" buses under consideration'. p3.
TES (24/6/83) 'Resistance grows to bus seat share ban'. p6

TES (2/3/84) 'Councils fear bus seat belt limit could cost £9m'. p18.

Times, The (1/9/89) 'Children must belt up in rear seat of cars from today'.

Walmstey, J (1984) 'Home to school transport', Where 196, ACE Information Sheet. p26-9.

Chapter 7

Bell, G & C P A Tether (1983) 'Travel to School in a London Borough' Traffic Engineering & Control. September. -454-459

Britton, M (1986) 'Recent population changes in perspective' Population Trends. 44. p33-42

CSO (1936-1989) Annual Abstract of Statistics for the UK. HMSO. London.

Champion, A G (1976) 'Evolving patterns of population distribution in England and Wales 1951-1971' TIBG Vol 1(4). p401-20

Champion, A G (1987) 'Recent changes in the pace of population deconcentration in Britain' Geoforum Vol 18 No 4 p379-401

Champion, A G (1983) 'Population trends in the 1970s' in J B Goddard & A G Champion (ed) The Urban and Regional Transformation of Britain. Methuen. London. p187-214.

Cloke, P (1985) 'Counterurbanisation: a rural perspective' Geography Vol 70 (1) p13-23.

Clout, H D (1984) Rural Geography. Pergamon. Oxford.

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

DTp (1975/6) National Travel Survey. HMSO. London.

DTp (1978/9) National Travel Survey. HMSO. London.

DTp (1984) Buses. Command 9300. HMSO. London.

DTp (1985/6 National Travel Survey. Special tabulation of education journeys.

DTp (1988) Road Accidents Great Britain 1987. The Casualty Report. HMSO. London.

DTp (1989) Road Accidents Great Britain 1988. The Casualty Report. HMSO. London.

DTp (1990a) Bus and Coach Statistics Great Britain 1989/90. HMSO. London.

DTp (1990b) Transport Statistics Great Britain 1979-1989. HMSO. London.

DTp (1990c) Road Accidents Great Britain 1989. The Casualty Report. HMSO. London.

DTp (6/6/90) Letter to the Secretary Ref: VSE 236/9 and Press Notice 215

Driscoll, C & S J Ashton (1981) An analysis of child pedestrian accidents with particular reference to school journey accidents. Unpublished research note. University of Birmingham.

Hillman, M, J Adams & J Whitelegg (1991) One false move ... a study of children's independent mobility. Policy Studies Institute London Appendix 4.

HMSO (1989) Education Statistics for the United Kingdom. HMSO. London.

Institution of Civil Engineers (1989) Pedestrian Safety: Positive Steps Forward. ICE. London.

Jones, T S M (1977) Young children and their school journey: a survey in Oxfordshire. TRRL SR 342. Crowthorne. Berkshire.

Lawson, S D (1990) Accidents to young pedestrians: distributions, circumstances, consequences and scope for countermeasures. AA Foundation for Road Safety Research/Birmingham City Council.

Lawton, R (1982) 'People and work' in J W House (ed) The UK Space. Weidenfeld and Nicolson. London. p103-203.

Mensink, T G M (1973) 'Mode of travel to secondary schools' Traffic Engineering & Control. June. p82-5.

Oldfield, R (1979) 'Effect of car ownership on bus patronage' TRRL LR 872 Crowthorne. Berkshire.

Office of Population Censuses and Surveys (1981) Britain's Children. Census Guide 2 OPCS. London

OPCS (1981) Key Statistics for Local Authorities. HMSO. London.

Pacione, M (1984) Rural Geography. Harper and Row. London.

Rigby, J P (1979) A review of research on school travel patterns and problems. TRRL SR 460 Crowthorne. Berkshire.

Sabey, B (1987) 'Road Accidents in childhood: the problem' in Road Accidents in Childhood. CAPT/PACTS Conference.

Thomas, R, C A Ashley & M P Scholfield (1985) 'Travel to secondary school in Bury' Traffic Engineering & Control. February. p62-66.

Thomas, R, C A Ashley & M P Scholfield (1985) 'Travel to secondary schools in Bury' Traffic Engineering & Control. March. p169-177

Tunbridge, P J & J T Everest (1988) An assessment of the under-reporting of road accident casualties in relation to injury severity. IRCOBI. September.

Chapter 8

ATCO News (Dec/Jan 1987/8) Features. p17-8.

Atkinson, G B J (1983) The Economics of Education. Hodder and Stoughton. London.

Banister, D J (1983) 'Transport and accessibility' in M. Pacione Progress in Rural Geography. Croom Helm. London. p130-148.

Chartered Institute of Public Finance & Accountancy (1974-1990) Rating Review Estimates of Income and Expenditure. Summary Volume. CIPFA Scottish Branch. Edinburgh.

DES (1978) Annual Report 1977. HMSO. London.

DES (1974-1988) Education Statistics: Finance & Awards. HMSO. London.

DES (1974-1989) Statistics of Education in Wales: Schools. HMSO. London.

DTp (1984) Buses. Command 9300. HMSO. London

DTp (1989) Bus and Coach Statistics Great Britain 1988/9. HMSO. London

Fenwick, I G K (1976) The Comprehensive School 1944-1970. Methuen. London

Goddard, G. (1988) 'Routes to learning - school transport matters' in K Ordford (ed) Public Transport Options: Making Money Work. CICC. Welwyn. p63-79.

HMSO (1988-1989) Education Statistics for the United Kingdom. HMSO. London.

Ministry of Education (1955-1960) Education Reports. HMSO. London

Ministry of Transport (1961) Rural Bus Services. Report of the Jack Committee. HMSO. London

Moseley, M J (1979) Accessibility: the rural challenge. Methuen London

Sharp, P & Dunford J (1990) The Education System in England and Wales. Longman London

Stanley, P A & J H Farrington (1981) 'The need for rural public transport: a constraints-based case study' TESG 72(2) p62-79.

White, P (1988) 'British experience with deregulation of local bus services' in J S Dodgson & N Topham (ed) Bus Deregulation and Privatisation. Avebury. Aldershot. p13-45

Chapter 9

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

Guardian, The (15/12/1981) 'Overhauling the school bus'

Stillman, A & K Maychell (1986) Choosing schools. Parents, LEAs and the 1980 Education Act. NFER-Nelson. Windsor.

Chapter 10

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

Chapter 11

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

Chapter 12

CIPFA (1975/6-1989/90) Rating Review. Estimates of Income and Expenditure. Summary Volume. CIPFA Scottish Branch. Edinburgh.

CIPFA (1985/6-1989/90) Education Statistics. Estimates. CIPFA. London.

CIPFA (various) Unit Cost Handbook. CIPFA. London.

CIPFA (1985) Transport of Pupils in Financial Information Service Vol 20. Education.

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

DES (1975/6-1987/8) Statistics of Education: Finance & Awards. HMSO. London.

DES (1975/6-1987/8) Statistics of Education in Wales: Schools. HMSO. London.

Chapter 13

Association of County Councils (1987) Education-What Price the Bill? ACC London

ATCO News (June/July 1988) 'Will the Gerbil eat into your contract budget?' p21-3

Balcombe, R J & H Masey (1989) 'Effects of the Transport Act 1985 Outside the conurbations: a comparative study'. TRRL RR 247. Crowthorne. Berkshire.

Carr, J D (Ed) (1986) Passenger Transport: Planning for Radical Change. Gower Aldershot

CIPFA (1975/6-1989/90) Rating Review. Estimates of Income and Expenditure. Summary Volume. CIPFA Scottish Branch. Edinburgh.

Coopers & Lybrand (1988) Local Management of Schools. HMSO. London.

DES (1974/5-1988/9) Education Statistics: Finance & Awards. HMSO. London.

DES (5/3/81) Education Act 1980: Admission to Schools, Appeals, Publication of Information and School Attendance Orders (Sections 6-11 and Schedule 2). Circular No 7/88

DES (6/9/88) Education Reform Act: Local Management of Schools. Circular No 7/88

DES (15/12/81) School Transport and choice of school Letter to all Chief Education Officers in England

DTp (1984) Buses. Command 9300. HMSO. London.

DTp (1989) Bus and Coach Statistics Great Britain 1988/9. HMSO. London.

DTp (6/6/90) Transport Minister Announces Safety Signs for School Buses. Press Notice 215.

East Sussex County Council (1/2/91) 'Determining entitlement to free transport on the grounds of safety of a route'. Report to the Education Committee, Finance and General Purposes Sub-Committee. Home to School Transport Panel.

ECMT (1984) Report on School Transport. (CM(84)7). Activity of the conference. 31st Annual Report.

Farrington, J H (1986) 'Deregulation of the British bus system' Geography Vol 71. p258-60.

Fawcett, P (3/3/89) 'Gerbils, Bus Bills and School Buses' Coachmart p22-25

Goddard, G (1988) 'Routes to learning-school transport matters' in K Orford (ed) Public Transport Options: Making Money Work. CICC Welwyn. p63-79.

Hansard (7/7/87) Oral Answers Col 183-184

Hansard (1/12/87) Oral Answers Col 747-748

HMSO (1988 & 1989) Education Statistics for the United Kingdom. HMSO. London.

House of Commons (1985) Second Report from the Transport Committee. Financing of Public Transport Services: The Buses White Paper. HMSO. London.

Leonard, M (1988) The 1988 Education Act. Blackwell. Oxford.

Liell, P (16/11/84) 'Where the law turns a blind eye' Education. p399.

Pattison, T (April/May 1988) 'School Transport Contract Now and in the Future' Bus and Coach Management p36-37

Perrett, K E & J M Hopkin, M W Pickett & D A Walmsley (1989) 'The effect of bus deregulation in the Metropolitan Areas'. TRRL RR 210. Crowthorne. Berkshire.

Pullen, W T (1990) 'Passengers' perceptions of bus deregulation in Scotland'. Scottish Geographical Magazine. Vol 106 No 3. p148-155.

Sharp, P & J Dunford (1990) The Education System in England and Wales. Longman. London.

Stillman, A & K Maychell (1986) Choosing Schools: Parents, LEAs and the 1980 Act. NFER-Nelson. Windsor.

TES (3/2/78) 'Flat rate fare Bill gets on the road' p11

TES (8/2/80) 'Flat rate fare bus charges, but no price ceiling' p1-2

TES (27/12/85) 'Business like about buses' p5

Chapter 14

ATCO (25/1/88) School and Public Transport: A Charging Scheme.

Bull, D (1980) 'Time to reform free transport' Where 159. p8-11.

Bus & Coach Council (February 1990) Platform Vol 13 No 1.

DES (15/12/81) School transport and choice of school. Letter to all Chief Education Officers in England.

Education (17/9/76) 'Transport: child poverty pamphlet seeks "free for all"'. No 148. p226-7.

Guardian, The (15/12/81) 'Overhauling the school bus'.

Hillman, M, J Adams & J Whitelegg (1990) One false move ... a study of children's independent mobility. Policy Studies Institute. London. Appendix 4.

O'Reilly, D (1988) 'Concessionary fare schemes in Great Britain in 1986' TRRL RR 165. Crowthorne. Berkshire.

Stillman, A & K Maychell (1986) Choosing schools, parents, LEAs and the 1980 Education Act. NFER-Nelson. Windsor.

TES (3/2/78) 'Flat rate fare Bill gets on the road'. p11.

TES (8/2/80) 'Flat rate bus charges, but no price ceiling'. p1-2

Written Answers (3/7/84) School Transport. Col 101

Chapter 15

Armor, D J (1981) 'Unwillingly to school' Policy Review Fall. p99-111.

Aronson, R (1978) 'Is busing the real issue?' Dissent Vol 25. p409-15.

Buell, E (1982) School desegregation and defended neighbourhoods. Lexington Books.

Button, C T (1979) 'School bus transportation and death' School Business Affairs. July Vol 45. p41-4.

Button, C T (1980) 'Diesel or propane? Alternative school bus fuels' School Business Affairs. July Vol 46. p22.

Caplan, M (1976) 'Truth and shame about busing' Dissent Vol 23 . p383-91.

Edwards, J C (1983) 'California's computerized pupil transportation system' School Business Affairs. Vol 49. p48-9.

Farmer, E (1987) Issues in Pupil Transportation. Association of School Business Officials. USA.

Farmer, E (1990) Accent of Safety: A History of the National Conference on School Transportation 1935-85.

Finkel, K E (1990) 'School districts face new limitations under Commercial Drivers License Rules' School Business Affairs. Jan. p11-2.

Fluck, R A (1982) 'Who best supplies school bus service? The contractor or the school district?' School Business Affairs. July Vol 48. p18-20,29.

Hill, F (1986) 'A word about seat belts on school buses' American School & University. Feb Vol 58. p9-10.

Holmes, B (1979) International Guide to Education Systems. UNESCO Paris.

IMF (March 1991) International Financial Statistics. International Monetary Fund

Jordan et al (1985) Chapter 12 'Pupil transportation' in School Business Administration. Sage Publications. Beverly Hills. p307-336.

Journal of American Insurance (1985) 'Should school buses carry seat belts' Fourth Quarter. p24-8.

King R A (1985) 'Desegregation busing and the merger of local school districts' School Law Bulletin. Vol 16 Summer. p15-20.

Loshbough, B G (1986) 'Safe passage. Driver training is the key' American School & University. Feb Vol 58. p49-51.

Mann, J (1979) Education. Pitman Publishing. London

Mawdsley, R D (1984) Legal Aspects of Pupil Transportation NOLPE Topeka Kansas

McGuire, R A & T N Van Cott (1984) 'Public versus private economic activity: A new look at school bus transportation' Public Choice. Vol 43. p25-43.

Morgan, K & D Ziskie (1981) 'Should the district or a contractor provide bus service?' School Business Affairs. July Vol 47. p 32-6.

National Highway Traffic Safety Administration (May 1990) Highway Safety Program Guideline No 17 (23 CFR part 1204 Docket No 81-12 Notice 06).

National Safety Council (1985) Standards for School Buses and Operations. NSC. Chicago II.

NSC (1990) Standards for School Buses and Operations. NSC. Chicago II.

National Transportation Safety Board (March 1987) Crashworthiness of large poststandard school buses'. Report No NTSB/SS-87/01. Washington D.C.

NTSB (March 1989) Highway Accident Report. Carrollton, Kentucky. Report No NTSB/HAR-89/01. Washington D.C.

NTSB (October 1989) Crashworthiness of small poststandard school buses. Report No NTSB/SS-89/02 Washington D.C.

NTSB (July 1990) Highway Accident Report ... Alton Texas. Report No NTSB/HAR-90/02. Washington D.C.

Orfield G (1978) Must we bus? Segregated Schools and National Policy. The Brooking Institution. Washington D.C.

Pacione, M (1984) Rural Geography. Harper & Row. London.

School Bus Fleet (1984-90) Bobit Publications. California.

Schwartz, L G & F Klenetsky (1985) 'Seat belts on school buses' Journal of School Health March Vol 55 No 3. p119.

Scott, D K (1985) 'Child safety seats - the work!' Young Children. May Vol 40. p13-5.

Scott, R (1986) 'Busing: the remedy that failed' Journal of Social, Political and Economic Studies. Vol 11 Summer. p189-99.

Slater, J L (1980) 'Answering questions about pupil transportation' School Business Affairs. July Vol 46. p4

Stephan, W G & J R Feagin (1980) School Desegregation: past, present and future. Plenum Press. New York.

Thompson, W G (1982) 'Racial integration in US schools: the busing controversy' Journal of Social, Political and Economic Studies. Vol 7. p129-51

TES (19/9/75) 'Bussing: the wrong route for Britain'. p14.

TES (19/9/75) 'Bradford: 1,700 on the move' and 'Leicester: whites are bussed too'. p15.

Transportation Research Board (May 1989a) Improving School Bus Safety. Special Report 222. TRB Washington D.C.

TRB (May 1989b) Report Summary: Special Report 222. TRB Washington D.C.

US Dept of Commerce (1975, 1988, 1989) Statistical Abstract of the US. Bureau of the Census.

Weidman, J (1975) 'Resistance of white adults to the busing of school children' Journal of Research and Development in Education. Fall. p123-9

Wener, J K (1985) 'Buckle Up!' Principal Vol 64. p26-7

Ziskie, D & K Morgan (1982) 'Bus service: Do it yourself or contract?' American School Board Journal. May Vol 169. p36,40.

Also:

Minutes of State Directors/NTSB/NHTSA meeting 25/10/1990

National School Transportation Association News (26 /9/90)

C Gauthier/T Turner - Panel on School Bus Safety Standards. 9/11/1990. State Directors Conference. Tacoma.

Chapter 16

Commonwealth of Virginia (1980) Virginia School Laws. Pupil Transportation s22-1-176.

Fairfax County Public Schools (1989) Fact Book. FCPS. Fairfax. Virginia.

FCPS (1.7.86) Pupil Transportation - Eligibility, Routes and Schedules. Regulation 7103.

NSC (1985) Standards for School Buses and Operations. NSC. Chicago II.

School Bus Fleet (Oct/Nov 1989) Bobit Publications. California.

TRB (1989) Improving School Bus Safety. Special Report 222. TRB Washington D.C.

Chapter 17

ATCO (Dec 1979) Charging for School Transport. Occasional Paper 2.

ATCO (25/1/88) School and Public Transport: A Charging Scheme.

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

DES (29/10/75) Consultations on school transport. Press Notice.

Education (7/11/75) 'School Transport: Ifs and buts for new plans'. No 146. p478-9..

Education (17/9/76) 'Child poverty pamphlet seeks "free for all"'. No 146. p148-226-7.

Hansard Vol 981 Col 209.

Local Authorities Management Services and Computer Committee (Feb 1978) Home to School Transport. Research Project. LAMSAC London.

Parliamentary Papers (1979/80) II Bill 57 Clauses 23-5.

TES (3.2.78) 'Flat rate fare Bill gets on the road'. p11.

TES (8/2/80) 'Flat rate bus charges, but no price ceiling'. p1-2.

Wallace, A (1990) Schools Out. The Adam Smith Institute. London.

Written Answers (3/7/84) School Transport. Col 101.

Written Answers (6/6/84) School Transport Cols 186 & 197.

Chapter 18

ATCO (December 1979) Charging for school transport. Occasional Paper No 2.

ATCO (25/1/88) School and Public Transport: A Charging Scheme.

Bull, D (1980) 'Time to reform free transport' Where 159 ACE. p8-11.

DES (19/10/75) Consultations on school transport. Press Notice.

Driscoll, C & S J Ashton (1981) An analysis of child pedestrian accidents with particular reference to school journey accidents. Unpublished Research Note. University of Birmingham.

Education (7/11/75) 'School Transport: Ifs and buts for new plans' No 146. p478-9.

Education (17/9/76) 'Child Poverty pamphlet seeks "free for all"'. No 148. p226-7.

Guardian, The (15/12/80) 'Overhauling the school bus.

Guardian, The (16/9/89) 'School budget rules may cut services, says union'.

Leonard, M (1988) The 1988 Education Act. Blackwell. Oxford.

Chapter 19

ATCO (Dec 1979) Charging for School Transport. Occasional Paper 2.

Bell, G & C P A Tether (1983) 'Travel to school in a London Borough' Traffic Engineering & Control. September. p454-459.

CIPFA (June 1989) Rating Review. Estimates of Income and Expenditure 1989-90. Summary Volume. CIPFA Scottish Branch. Edinburgh.

Department of the Environment (1991) Local Government Financial Statistics. England No 2. 1990. HMSO. London

DES (1973) School Transport. Report of the Hodges Working Party. HMSO. London.

DTp (1985/6) National Travel Survey. Special tabulation of education journeys.

Hillman, M, J Adams & J Whitelegg (1991) One false move ... a study of children's independent mobility. Policy Studies Institute. London. Appendix 4.

HMSO (1989) Education Statistics for the United Kingdom. HMSO. London.

Jones, T S M (1977) Young children and their school journey: a survey in Oxfordshire. TRRL SR 342. Crowthorne. Berkshire.

LAMSAC (February 1978) Home to School Transport. Research Project. LAMSAC. London.

Mensink, T G M (1973) 'Mode of travel to secondary schools' Traffic Engineering & Control. June. p82-5.

Rigby, J P (1979) A review of research on school travel patterns and problems. TRRL SR 460. Crowthorne. Berkshire.

Staffordshire County Council (1990) Study of School Crossing Patrol Functions in Local Authorities.

Thomas, R, C A Ashley & M P Scholfield (1985) 'Travel to secondary schools in Bury' Traffic Engineering & Control. February. p62-66.

Thomas, R, C A Ashley & M P Scholfield (1985) 'Travel to secondary schools in Bury' Traffic Engineering & Control. March. p169-177.

TRRL (1980) Effects on Fares. Chapter 7 in The Demand for Public Transport. Report of the International Collaboration Study of the Factors Affecting Public Transport Patronage. TRRL. Berkshire. p107-128.

Appendicies

Appendix to Section 7.1

Number of pupils in UK public sector schools (Nursery, Primary, Secondary and Special)

Year	Total		Primary		Secondary	
1945/6	6,079,937	(99.4)				
1946/7	6,115,503	(100.0)	3,988,964	(100.0)	1,966,926	(100.0)
1947/8	6,486,347	(106.1)	4,046,349	(101.4)	2,270,303	(115.4)
1948/9	6,685,896	(109.3)	4,103,997	(102.9)	2,408,465	(122.4)
1949/50	6,824,795	(111.6)	4,207,252	(105.5)	2,437,575	(123.9)
1950/1	6,918,340	(113.1)				
1951/2	7,180,446	(117.4)				
1952/3	7,248,863	(118.5)				
1953/4	7,623,927	(124.7)				
1954/5	7,781,008	(127.2)	5,196,771	(130.3)	2,295,734	(116.7)
1955/6						
1956/7	7,927,470	(129.6)	5,393,739	(135.2)	2,444,031	(124.3)
1957/8	8,001,708	(130.8)	5,312,844	(133.2)	2,597,897	(132.1)
1958/9	8,082,342	(132.2)	5,107,298	(128.0)	2,882,058	(146.5)
1959/60	8,115,715	(132.7)	4,981,524	(124.9)	3,039,093	(154.5)
1960/1	8,162,784	(133.5)	4,902,342	(122.9)	3,164,415	(160.9)
1961/2	8,172,320	(133.6)	4,892,777	(122.7)	3,182,574	(161.8)
1962/3	8,134,090	(133.0)	4,910,012	(123.1)	3,123,454	(158.8)
1963/4	8,256,887	(135.0)	4,975,818	(124.7)	3,175,926	(161.5)
1964/5	8,323,730	(136.1)	5,050,070	(126.6)	3,165,794	(162.9)
1965/6	8,425,858	(137.8)	5,151,476	(129.1)	3,164,956	(160.9)
1966/7	8,596,668	(140.6)	5,295,487	(132.8)	3,189,091	(162.1)
1967/8	8,842,675	(144.6)	5,460,879	(136.9)	3,265,178	(166.0)
1968/9	9,088,190	(148.6)	5,619,189	(140.9)	3,348,881	(170.3)
1969/70	9,327,085	(152.5)	5,760,207	(144.4)	3,443,114	(175.1)
1970/1	9,566,662	(156.4)	5,882,890	(147.5)	3,554,680	(180.7)
1971/2	9,829,496	(160.7)	5,988,822	(150.1)	3,674,626	(186.8)
1972/3	10,006,686	(163.6)	6,031,798	(151.2)	3,801,315	(193.3)
1973/4	10,422,690	(170.4)	6,037,450	(151.4)	4,205,447	(213.8)
1974/5	10,501,770	(171.9)	5,987,535	(150.1)	4,332,012	(220.2)
1975/6	10,575,872	(172.9)	5,940,321	(148.9)	4,448,437	(226.2)
1976/7	10,586,169	(173.1)	5,834,638	(146.3)	4,558,861	(231.8)
1977/8	10,490,182	(171.5)	5,675,672	(142.3)	4,617,528	(234.8)
1978/9	10,363,300	(169.5)	5,513,600	(138.2)	4,643,200	(236.1)
1979/80	10,156,900	(166.1)	5,317,100	(133.3)	4,636,200	(235.7)
1980/1	9,896,300	(161.8)	5,087,300	(127.5)	4,606,300	(234.2)
1981/2	9,628,700	(157.4)	4,870,000	(122.1)	4,558,500	(231.8)
1982/3	9,351,100	(152.9)	4,659,000	(116.8)	4,493,600	(228.5)
1983/4	9,127,600	(149.3)	4,549,700	(114.1)	4,384,200	(222.9)
1984/5	8,947,600	(146.3)	4,513,600	(113.2)	4,243,600	(215.7)
1985/6	8,787,700	(143.7)	4,520,800	(113.3)	4,080,000	(207.4)
1986/7	8,635,100	(141.2)	4,550,300	(114.1)	3,902,400	(198.4)
1987/8	8,479,000	(138.6)	4,598,900	(115.3)	3,701,500	(188.2)

Sources: Education Statistics for the United Kingdom 1973-89;
C.S.O. Annual Abstract of Statistics of the United Kingdom. H.M.S.O.

Appendix to Section 7.4

Table 1: Primary pupils, home-school journey length, Great Britain, 1973-1978/9

	Percentage of journeys by year		
Journey length	1973	1975/6	1978/9
< 1 mile	86%	67%	71%
1 < 2 miles	10%	22%	20%
2 < 3 miles	2%	5%	3%
3 < 5 miles	1%	4%	3%
5 < 10 miles	1%	2%	2%
10 < 15 miles		1%	1%

Sources: 1973 Hodges Report n= 5,062,286
1975/6 NTS n = 21,500
1978/9 NTS n =19,600

Table 2: Secondary pupils, home-school journey length, Great Britain, 1973-1978/9

	Percentage of journeys by year		
Journey length	1973	1975/6	1978/9
< 1 mile	44%	33%	35%
1 < 2 miles	23%	22%	26%
2 < 3 miles	12%	12%	13%
3 < 5 miles	13%	11%	14%
5 < 10 miles	(	11%	10%
10 < 15 miles	(8%	2%	2%
> 15 miles	(	2%	-

Sources: 1973 Hodges Report n = 3,215,026
1975/6 NTS n = 22,800
1978/9 NTS n= 22,015

Table 3: Primary pupils, modal split on home-school journeys, Great Britain, 1975/6-1985/6

	Percentage of journeys by year		
	1975/6	1978/9	1985/6
Rail	-	-	-
Local Bus	5%	5%	8%
Other public tpt*	4%	4%	11%
Car	15%	15%	48%
Cycle, Motorcycle	2%	1%	2%
Walk	74%	75%	30%
Other	-	1%	1%

* includes school bus

Source: 1975/6 NTS n= 21,289
1978/9 NTS n= 19,200
1985/6 NTS n= 3,600 special tabulation of education journeys

Table 4: Secondary school pupils - modal split on school journeys

	Percentage of journeys by year		
	1975/6	1978/9	1985/6
Rail	2%	2%	3%
Local Bus	20%	21%	30%
Other public tpt*	12%	10%	12%
Car	8%	9%	19%
Cycle, Motorcycle	7%	5%	8%
Walk	50%	51%	27%
Other	1%	2%	1%

* includes school bus

Source: 1975/6 NTS n =23,025
1975/6 NTS n=21,797
1985/6 NTS n = 6,851 special tabulation of education journeys

Table 5: Modal split on home-school journeys, London and other urban areas, 1975/6-1985/6

	Percentage of journeys by year		
	1975/6	1978/9	1985/6
Rail	2%	2%	8%
Stage Bus	15%	13%	23%
Other public tpt*	2%	3%	3%
Car, van, lorry	11%	15%	33%
Cycle, motorcycle	1%	3%	5%
Walk	68%	63%	26%
Other	-	-	2%

* includes school bus

Sources: 1975/6 NTS n= 4,500
1978/9 NTS n = 5,100
1985/6 NTS n= 1,221 special tabulation of education journeys

Other urban areas

	Percentage of journeys by year		
	1975/6	1978/9	1985/6
Rail	1%	-	1%
Stage Bus	11%	11%	23%
Other public tpt*	5%	4%	10%
Car, van, lorry	11%	11%	27%
Cycle, motorcycle	4%	2%	7%
Walk	68%	71%	32%
Other	-	1%	-
	100%	100%	100%

(1975/6 = 3-15 years; 1978/9 = 0-15 years; 1985/6 = 5-19 years)

* includes private hire school buses

Sources: 1975/6 NTS n = 31,900
1978/9 NTS n = 30,400
1985/6 NTS n = 7,749 sp`ecial tabulation of education journeys

Table 6: Modal split on home-school journeys, rural areas, 1975/6-1985/6

	Percentage of journeys by year		
	1975/6	1978/9	1985/6
Rail	-	-	3%
Stage Bus	10%	11%	18%
Other public tpt*	27%	20%	31%
Car, van, lorry	18%	21%	34%
Cycle, motorcycle	4%	3%	5%
Walk	41%	44%	9%
Other	-	2%	1%
	100%	100%	100%

(1975/6 = 3-15 years; 1978/9 = 0-15 years; 1985/6 = 5-19 years)

* includes private hire school buses

Source: 1975/6 NTS n = 7,100
1978/9 NTS n = 5,800
1985/6 NTS n= 1,481 special tabulation of education journeys

Appendix to Section 8.3

Year	Expenditure (Actual)	Expenditure (1986 prices)
1987/8	£248,383,000	
1986/7	£242,303,000	£237,699,240
1985/6	£233,235,000	£233,235,000
1984/5	£225,602,000	£233,339,141
1983/4	£220,435,000	£233,679,320
1982/3	£207,480,000	£230,456,930
1981/2	£194,356,000	£231,169,040
1980/1	£180,300,000	£236,670,900
1979/80	£152,000,000	£222,623,410
1978/9	£130,900,000	£235,484,910
1977/8	£110,900,000	£219,433,460
1976/7	£98,703,000	£216,862,940
1975/6	£82,969,000	£207,684,600
1974/5	£59,311,000	£178,938,960
1973/4	£46,533,000	£182,941,640
1972/3	£40,331,000	£174,022,270
1971/2	£35,856,000	£162,517,360
1970/1	£28,271,000	£137,736,180
1969/70	£22,500,000	£123,417,240
1968/9	£21,653,000	£121,917,010
1967/8	£20,100,000	£121,407,890
1966/7	£17,704,000	£109,827,800
1965/6	£16,356,000	£103,154,040
1964/5	£14,798,000	£98,008,632
1963/4	£13,432,000	£91,822,203
1962/3	£12,571,000	£86,821,576
1961/2	£11,674,000	£80,308,274
1960/1	£10,322,000	£74,723,049
1959/60	£9,700,000	£72,883,793
1958/9	£8,560,000	£65,792,733
1957/8	£7,799,000	£60,254,758
1956/7	£7,190,000	£57,231,086
1955/6	£6,622,000	£57,717,352
1952/3	£6,627,000	

Table 1: England and Wales. Home-School Transport Expenditure

Source: Education Statistics: Finance & Awards

	England		Wales	
Year	Actual	1986 prices	Actual	1986 prices
1987/8	£224,600,000		£23,783,000	£22,141,973
1986/7	£213,714,000	£214,558,000	£23,589,000	£23,140,809
1985/6	£210,540,000	£210,540,000	£22,695,000	£22,695,000
1984/5	£202,696,000	£209,588,880	£22,986,000	£23,802,538
1983/4	£197,510,000	£209,376,930	£22,925,000	£24,302,395
1982/3	£186,062,000	£206,667,040	£21,418,000	£23,789,891
1981/2	£174,554,000	£207,616,340	£19,802,000	£21,860,173
1980/1	£161,921,000	£212,545,690	£18,379,000	£24,125,205
1979/80	£136,816,000	£200,384,500	£15,184,000	£22,238,906
1978/9	£118,333,000	£212,877,280	£12,567,000	£22,607,630
1977/8	£100,115,000	£198,093,600	£10,785,000	£21,339,854
1976.7	£88,757,000	£195,010,330	£9,946,000	£21,852,617
1975/6	£74,257,000	£185,877,080	£8,712,000	£21,807,522
1974/5	£53,394,000	£161,087,600	£5,917,000	£17,851,357
1959/60	£8,692,000	£65,309,889	£928,000	£6,972,800
1958/9	£7,722,000	£59,351,809	£839,000	£6,448,610
1957/8	£7,032,000	£54,335,914	£797,000	£5,926,571
1956/7	£6,460,000	£51,420,419	£730,000	£5,810,666
1955/6	£5,590,000	£48,722,440	£634,000	£5,525,944

Table 2: England and Wales, Home-School Transport Expenditure

Sources: Ministry of Education Reports (1955-1960)
Education Statistics: Finance & Awards (1974-1988)

Appendix to Section 8.3

	Scotland[1]		Northern Ireland[2]		UK[3]	
Year	Actual	1986 prices	Actual	1986 prices	Actual	1986 prices
1989/90	£34,458,000					
1988/9	£35,186,000		£19,056,271		£313,600,000	
1987/8	£30,974,000	£28,836,794	£17,918,092	£16,681,743	£301,000,000	
1986/7	£29,151,000	£28,597,131	£15,443,247	£15,149,825	£290,000,000	£283,116,600
1985/6	£28,619,000	£28,619,000	£15,240,425	£15,240,425	£279,400,000	£279,400,000
1984/5	£26,928,000 *	£27,884,571 *	£13,757,835	£14,246,558	£268,500,000	£278,038,000
1983/4	£26,184,000 *	£27,757,205 *	£13,146,436	£13,936,309		
1982/3	£32,538,000	£36,141,352	£12,478,738	£13,860,669	£253,300,000	£281,351,170
1981/2	£25,800,000	£30,686,788	£11,384,823	£13,541,226		
1980/1	£22,507,881	£29,544,983	£10,437,504	£13,700,795	£215,000,000	£282,219,870
1979/80	£19,742,413	£28,915,284	£7,842,838	£11,486,837	£179,540,000	£262,959,250
1978/9	£15,876,494	£28,561,304	£6,192,406	£11,139,940	£152,970,000	£275,188,130
1977/8	£13,513,432	£26,738,495	£5,234,395	£10,357,091	£129,647,000	£256,527,410
1976/7	£12,186,790	£26,775,915	£4,790,040	£10,524,322	£115,700,000	£254,207,500
1975/6	£10,314,002	£25,817,587			£99,600,000	£249,314,640
1971/2					£42,700,000	£193,537,800
1970/1					£33,900,000	£165,160,640

Table 3: Scotland, Northern Ireland and UK: Home-school transport expenditure

Sources: 1 CIPFA Rating Review;
2 Department of Education, Northern Ireland;
3 Education Statistics for the UK

* excludes island authorities

Appendix to Section 8.3

Year	Wales	England	Northern Ireland	Scotland	UK
1989/90				282.7	
1988/9			397.8	288.7	
1987/8	239.1	253.1	374.1	254.2	260.2
1986/7	237.2	246.4	322.3	239.2	249.4
1985/6	228.2	237.2	318.2	234.8	241.5
1984/5	231.1	228.0	287.2	220.9*	232.1
1983/4	230.5	222.5	274.5	214.9*	na
1982/3	215.3	209.6	260.5	266.9	218.9
1981/2	199.1	196.7	237.7	211.7	na
1980/1	184.8	182.4	217.9	184.7	185.8
1979/80	152.7	154.1	163.7	161.9	155.2
1978/9	126.3	133.3	129.3	130.3	132.2
1977/8	108.4	112.8	109.3	110.9	112.1
1976/7	100.0	100.0	100.0	100.0	100.0
1975/6	87.6	88.8	na	84.6	86.1

Table 4: Index of actual home-to school transport expenditure (1976/7=100)

* excludes Island Authorities

Appendix to Chapter 9

Name: PETER FULLER Position: PUBLIC TRANSPORT OFFICER

L.E.A: BORDERS REGIONAL COUNCIL Contact phone no: 0835 23301 X523

Statutory pupils (aged 5 - 16 years) attending LEA maintained schools

	82/3	83/4	84/5	85/6	86/7	87/8	88/9
1. Please state the number of pupils awarded free school transport according to the following criteria: a. Statutory walking distance (2 & 3 miles)	N/A	3964	3938	3930	3797	3527	3375
b. Reduced walking distance - please give details	N/A	—	—	—	—	—	—
c. Medical	N/A	10	11	9	8	10	10
d. Hazardous route/safety	N/A	17	23	27	26	37	33
e. Other - please specify Undertaking given at the time of closure of another school	N/A	4	-	11	9	6	4
2. Number of pupils entitled, by all the above criteria, in receipt of free school transport attending: a. Primary schools (5-12 yrs)	N/A	1047	1015	1044	1051	1056	1077
b. Secondary schools (12-16 yrs)	N/A	2789	2804	2777	2640	2359	2228
c. Special schools/units	N/A	159	153	156	149	165	122
d. Total	N/A	3995	3972	3977	3840	3580	3427
3. Number of pupils in receipt of concessionary school transport, i.e. using spare capacity on school contract hire vehicles, attending: a. Primary schools (5-12 yrs)	N/A	200	248	273	280	309	327
b. Secondary schools (12-16 yrs)	N/A	57	54	52	56	56	72
c. Total	N/A	257	302	325	336	365	399

4. In which years was this concessionary travel offered free to pupils? (please tick)

If not free: please give details
Under Scottish Law such lifts must be free

82/3	83/4	84/5	85/6	86/7	87/8	88/9
✓	✓	✓	✓	✓	✓	✓

5. Number of pupils in receipt of free school transport using the following as their main mode of transport:

a. Local bus service	N/A	N/A	1543	1550	1556	1303	1279
b. Contract hire vehicle	N/A	N/A	2676	2428	2298	2390	2424
- Local Authority vehicle	N/A	N/A	385	347	329	331	368
d. Rail	N/A	N/A	4	4	5	3	3
e. Other - please give details Parental Mileage Allowance	N/A	N/A	15	17	16	18	21
	Totals exceed totals at 1,2,3 as some pupils use more than one method of travel.						

6. Total education transport expenditure (including home to school transport, special school transport, swimming, work experience, ~~adult escorts~~, etc.) (£m)

	944 000	869 000	836 000	821 700	838 300	846 500	917 300 Ø

Escort costs not included - data not available.

7. Cost of home to school transport provision for pupils attending:

							Ø
Primary schools	N/A	N/A	N/A	N/A	259,000	274,500	302,500
b. Secondary schools					504,000 *	466,500 *	509,300
c. Special schools					93,000	65,000	46,000
d. Total					856,900	806,000	857,800

* includes TVEI and Work Experience which cannot be separated in 86/7 or 87/8

Ø Budget figures. Actual outturn may be £25,000 less in total for Secondary sector.

No breakdown by sector made prior to 1986/7

	82/3	83/4	84/5	85/6	86/7	87/8	88/9 ø
8. Cost to the LEA of 'free' school transport using:							
a. Local bus services	N/A	N/A	99 500	101.500	179 200 †	170 800	184 400
b. Contract hire vehicles *	N/A	N/A	733 100	658 300	644.700	609 300	661 000
c. Local authority vehicles	N/A	66.700	63 000	61,500	64500	67 000	71500
d. Rail	N/A	400	400	400	500	400	400
e. Other . . . None . . . . TOTAL	944.000	869 000	896 000	821,700	888 900	846 500	917 300
. . . . .							

* Includes parental mileage allowance

† Discount on Scholar's season tickets sharply reduced.

ø Budget. NB at this time I expect the outturn to be about £25,000 below the budget for contract hires.

9. Do numbers of pupils and costs for secondary schools include sixth form pupils attending these schools?

a. Yes	✓	✓	✓	✓	✓	✓	✓
No							

DISCRETIONARY TRANSPORT

	82/3	83/4	84/5	85/6	86/7	87/8	88/9 ø
1. Please state the number of 16-18 yr olds in full time education and in receipt of home to school/ college transport Includes block release	N/A	N/A	N/A	690	650	680	630
2. Cost to LEA of transport provision for 16-18 yr olds in full time education	N/A	N/A	261,000	273,000	265 500	283,500	261,300
Students attending Borders CFE only - pupils in schools or attending colleges outwith the Region not identifiable.							
3. Cost to the LEA of any concessionary fare scheme for pupils of 5-16 yrs, living within the minimum walking distances adopted by the LEA, for travel to school			NO	SCHEME			

ø Budget

4. Number of pupils using this scheme attending:							
a. Primary schools							
b. Secondary schools							
c. Total							

	82/3	83/4	84/5	85/6	86/7	87/8	88/9
5. Other discretionary transport provision:							
In which years was discretionary transport provided free for: (Please tick)							
a. swimming	✓	✓	✓	✓	✓	✓	✓
b. games Only for schools with no on-site playing field	✓	✓	✓	✓	✓	✓	✓
c. work experience/TVEI					✓	✓	✓
d. other - e.g. between sites on split site schools . . . . . MUSIC & DANCE DURING . . . . . SCHOOL HOURS						✓	✓

6. In which years was discretionary subsidised transport provided for: (Please tick)							
a. swimming							
b. games							
c. work experience/TVEI							
d. other . . MUSIC (SATURDAYS)						✓	✓

7. Cost to the LEA of discretionary transport for:							
swimming }			27 000	29 500	32,000	35,000	34,000
b. games }							
c. work experience/TVEI	-	-	-	-	N/A	N/A	17 500
d. other . . . MUSIC	-	-	-	-	-	5,500	8 000
. . . . .							

Please give details of any concessionary fare scheme for statutory pupils of 5 - 16 years, living within the minimum walking distances adopted by the LEA for travel to school, of sligibility, area covered and cost to pupil; and dates of changes to these.

Appendix to Section 9.3

Scotland: Number and proportion of pupils receiving 'privilege lifts', by Region

	1983/4	1984/5	1985/6	1986/7	1987/8	1988/9	1989/90
Borders							
Primary	189 (2.3%)	248 (3.0%)	273 (3.3%)	280 (3.4%)	251 (3.1%)	327 (4.0%)	364 (4.4%)
Secondary	57 (0.8%)	54 (0.8%)	52 (0.8%)	56 (0.8%)	56 (0.9%)	72 (1.2%)	89 (1.5%)
Total	257 (1.6%)	302 (1.9%)	325 (2.1%)	336 (2.2%)	307 (2.0%)	399 (2.6%)	453 (3.1%)
Central							
Primary	35 (0.1%)	34 (0.1%)	66 (0.3%)	30 (0.1%)	78 (0.3%)	85 (0.4%)	46 (0.2%)
Secondary	10	10	14	11	9	7	6
Total	45 (0.1%)	44 (0.1%)	80 (0.2%)	41 (0.1%)	87 (0.2%)	93 (0.2%)	53 (0.1%)
Dumfries & Galloway							
Primary	272 (2.2%)	484 (3.9%)	502 (4.1%)	486 (3.9%)	502 (4.1%)	618 (5.0%)	724 (5.9%)
Secondary	334 (2.9%)	406 (3.6%)	386 (3.6%)	389 (3.8%)	461 (4.7%)	449 (4.6%)	521 (5.6%)
Total	606 (2.5%)	890 (3.7%)	888 (3.8%)	875 (3.8%)	963 (4.2%)	1,067 (4.7%)	1,245 (5.5%)
Fife							
Primary	27 (0.1%)	122 (0.4%)	96 (0.3%)	78 (0.3%)	41 (0.1%)	40 (0.1%	127 (0.4%
Secondary	184 (0.7%)	28 (0.1%)	13	25 (0.1%)	11	7	9
Total	216 (0.3%)	150 (0.2%)	111 (0.2%)	103 (0.2%)	52 (0.1%)	47 (0.1%)	136 (0.3%)
Grampian							
Primary	984 (2.2%)	867 (2.0%	772 (1.8%)	843 (1.9%)	724 (1.7%)	535 (1.2%)	541 (1.3%)
Secondary	334 (0.9%)	323 (0.9%)	201 (0.6%)	189 (0.6%)	150 (0.5%)	156 (0.5%)	172 (0.6%)
Total	1,318 (1.6%)	1,190 (1.5%)	973 (1.2%)	1,032 (1.3%)	874 (1.1%)	691 (0.9%	713 (0.9%)
Highland							
Primary	526 (2.7%)	414 (2.2%)	388 (2.0%)	387 (2.0%)	482 (2.5%)	411 (2.1%)	376 (1.9%)
Secondary	122 (0.8%)	54 (0.3%)	41 (0.3%)	46 (0.3%)	62 (0.4%)	64 (0.4%)	51 (0.4%)
Total	648 (1.8%)	470 (1.3%)	431 (1.2%)	433 (1.2%)	544 (1.6%)	475 (1.4%)	427 (1.2%)
Lothian							
Primary	201 (0.3%)	419 (0.8%)	248 (0.5%)	60 (0.1%)	12	145 (0.3%)	167 (0.3%)
Secondary	278 (0.6%0	204 (0.4%)	505 (1.1%)	33 (0.1%)	27 (0.1%)	67 (0.2%)	87 (0.2%)
Total	479 (0.4%)	623 (0.6%)	753 (0.7%)	93 (0.1%)	39	212 (0.2%)	254 (0.3%)
Strathclyde							
Primary	164 (0.1%)	77	166 (0.1%)	44	32	112 (0.1%)	34
Secondary	39	80 -	182 (0.1%)	59	45	11	10
Total	203	282 (0.1%)	348 (0.1%)	103	77	124	45
Tayside							
Primary	246 (0.8%)	341 (1.1%)	300 (0.9%)	422 (1.3%)	368 (1.2%)	419 (1.3%)	411 (1.3%)
Secondary	220 (0.8%)	217 (0.8%)	222 (0.8%)	230 (0.9%)	213 (0.9%)	243 (1.0%)	207 (0.9%)
Total	466 (0.7%)	558 (0.9%)	522 (0.9%)	652 (1.1%)	581 (1.0%)	664 (1.2%)	621 (1.1%)
Orkney							
Primary	115 (6.0%)	20 (1.1%)	50 (2.7%)	23 (1.3%)	-	-	-
Secondary	28 (1.9%)	-	14 (1.0%)	-	200 (14.9%)	150 (8.2%)	150 (8.2%)
Total	144 (4.1%)	20 (0.6%)	64 (1.9%)	23 (0.7%)	200 (6.2%)	150 (4.7%)	150 (4.7%)
Shetland							
Primary	13 (0.5%)	32 (1.3%)	22 (0.9%)	22 (0.9%)	20 (0.8%)	20 (0.8%)	20 (0.9%)
Secondary	9 (0.5%)	11 (0.6%)	-	-	-	50 (3.0%)	30 (1.8%)
Total	22 (0.5%)	43 (1.0%)	22 (0.5%)	22 (0.5%)	20 (0.5%)	70 (1.7%)	50 (1.2%)
Western Isles							
Primary	125 (3.9%)	109 (3.5%)	106 (3.3%)	61 (2.0%)	64 (2.2%)	49 (1.7%)	42 (1.5%)
Secondary	74 (2.6%)	67 (2.5%)	54 (2.0%)	34 (1.3%)	29 (1.2%)	31 (1.3%)	30 (1.3%)
Total	199 (3.2%)	176 (3.0%)	160 (2.7%)	95 (1.7%)	93 (1.7%)	80 (1.5%)	72 (1.4%)
Scotland							
Primary	2,897 (0.6%)	3,167 (0.7%)	2,989 (0.6%)	2,736 (0.6%)	2,574 (0.6%)	2,761 (0.6%)	2,852 (0.7%)
Secondary	1,689 (0.4%)	1,454 (0.4%)	1,684 (0.5%)	1,072 (0.3%)	1,263 (0.4%)	1,307 (0.4%)	1,362 (0.5%)
Total	4,603 (0.5%)	4,748 (0.6%)	4,677 (0.6%)	3,808 (0.5%)	3,837 (0.5%)	4,072 (0.5%)	4,219 (0.5%)

Scotland: Privilege Lifts as a proportion of those in receipt of free school transport by Region

	1983/4	1984/5	1985/6	1986/7	1987/8	1988/9	1989/90
Borders	6.0%	7.1%	7.6%	8.0%	7.9%	10.4%	12.0%
Central	0.4%	0.4%	0.8%	0.4%	0.9%	1.0%	0.6%
Dumfries & Galloway	7.7%	10.6%	10.6%	10.4%	11.1%	12.2%	12.7%
Fife	1.6%	1.1%	0.8%	0.8%	0.4%	0.3%	0.8%
Grampian	8.0%	8.0%	5.7%	6.3%	5.5%	4.2%	4.4%
Highland	6.8%	4.9%	4.6%	4.5%	5.7%	5.2%	4.5%
Lothian	3.3%	4.5%	5.7%	0.8%	0.3%	1.9%	2.4%
Strathclyde	0.3%	0.4%	0.5%	0.2%	0.1%	0.2%	0.1%
Tayside	5.7%	7.0%	6.8%	8.5%	8.5%	10.1%	9.6%
Orkney	9.1%	1.3%	5.4%	1.5%	12.8%	10.1%	10.2%
Shetland	1.0%	2.0%	1.1%	1.0%	0.9%	3.1%	2.2%
Western Isles	9.0%	8.3%	7.4%	4.7%	4.5%	4.0%	3.5%
Scotland	2.9%	3.0%	3.0%	2.5%	2.5%	2.8%	2.9%

Scotland: Number and proportion of pupils entitled to receive free school transport by Region.

	83/4	84/5	85/6	86/7	87/8	88/9	89/90
Borders							
Primary	1,047 (12.5%)	1,015 (12.3%)	1,044 (12.7%)	1,015 (12.8%)	1,056 (12.9%)	1,077 (13.2%)	956 (11.4%)
Secondary	2,789 (37.6%)	2,804 (39.3%)	2,777 (40.2%)	2,640 (39.5%)	2,353 (37.2%)	2,228 (36.6%)	2,240 (38.4%)
Total	3,995 (24.5%)	3,972 (24.9%)	3,977 (25.3%)	3,840 (24.8%)	3,574 (23.7%)	3,437 (23.1%)	3,323 (22.4%)
Central							
Primary	1,951 (7.8%)	1,956 (8.1%)	2,006 (8.3%)	1,930 (8.1%)	1,756 (7.5%)	1,876 (7.8%)	1,671 (7.0%)
Secondary	8,626 (40.2%)	8,296 (39.8%)	7,358 (36.6%)	7,161 (37.1%)	6,909 (37.6%)	6,592 (38.1%)	6,204 (37.2%)
Total	10,999 (22.5%)	10,709 (22.4%)	9,851 (20.9%)	9,537 (20.8%)	9,104 (20.3%)	8,898 (20.8%)	8,340 (19.7%)
D & G							
Primary	2,073 (16.6%)	2,386 (19.4%)	2,215 (18.0%)	2,197 (17.8%)	2,188 (17.8%)	2,310 (18.8%)	2,290 (18.6%)
Secondary	5,002 (43.2%)	5,038 (45.1%)	5,194 (48.3%)	5,206 (51.0%)	5,311 (54.2%)	5,119 (52.2%)	6,004 (64.4%)
Total	7,248 (29.6%)	7,539 (31.4%)	7,526 (31.9%)	7,534 (32.6%)	7,678 (33.8%)	7,672 (33.6%)	8,548 (38.1%)
Fife							
Primary	1,429 (4.6%)	1,040 (3.4%)	1,337 (4.3%)	1,454 (4.8%)	2,751 (9.0%)	2,972 (9.6%)	3,005 (9.7%)
Secondary	10,999 (42.0%)	11,553 (45.8%)	11,365 (46.6%)	11,119 (47.1%)	11,311 (50.4%)	11,108 (51.1%)	12,392 (59.3%)
Total	12,965 (20.9%)	13,205 (21.6%)	13,336 (22.1%)	13,222 (22.4%)	14,595 (25.2%)	14,726 (25.5%)	16,029 (29.2%)
Grampian							
Primary	4,229 (9.6%)	3,635 (8.4%)	4,272 (9.9%)	4,376 (10.2%)	4,783 (11.1%)	4,826 (11.1%)	5,150 (12.0%)
Secondary	9,854 (27.9%)	8,946 (25.8%)	10,777 (31.5%)	10,063 (30.3%)	9,167 (28.7%)	9,894 (32.2%)	9,539 (31.4%)
Total	15,102 (18.3%)	13,598 (16.7%)	16,006 (19.8%)	15,303 (19.2%)	14,877 (18.9%)	15,582 (19.9%)	15,581 (20.0%)
Highalnd							
Primary	2,851 (14.7%)	2,961 (15.4%)	2,878 (14.9%)	2,930 (15.1%)	2,929 (15.2%)	2,947 (15.3%)	3,106 (16.1%)
Secondary	5,805 (36.4%)	5,970 (38.2%)	5,819 (38.3%)	5,976 (40.2%)	5,845 (40.7%)	5,531 (38.4%)	5,726 (40.5%)
Total	8,874 (24.4%)	9,173 (25.6%)	8,933 (25.2%)	9,152 (25.9%)	9,003 (26.0%)	8,711 (25.1%)	9,079 (26.3%)
Lothian							
Primary	1,371 (2.4%)	1,090 (1.9%)	2,082 (3.8%)	1,334 (2.5%)	2,995 (5.5%)	1,530 (2.8%)	1,454 (2.6%)
Secondary	10,996 (22.4%)	10,721 (22.5%)	8,633 (19.0%)	8,836 (20.4%)	8,192 (19.9%)	7,808 (20.0%	7,330 (19.2%)
Total	13,985 (12.0%)	13,359 (11.8%)	12,494 (11.4%)	11,861 (11.1%)	12,637 (12.0%)	11,228 (11.1%)	.10,438 (10.5%)
Strathclyde							
Primary	19,960 (9.6%)	19,827 (9.7%)	19,.273 (9.5%)	18,968 (9.3%)	20,185 (10.0%)	18,545 (9.1%)	18,892 (9.3%)
Secondary	45,147 (23.9%)	45,047 (24.9%)	43,479 (25.4%)	39,849 (24.6%)	39,388 (25.7%)	35,608 (24.9%)	32,924 (24.1%)
Total	68,599 (16.3%)	69,420 (17.1%)	67,106 (16.9%)	63,452 (16.4%)	64,390 (17.1%)	58,683 (15.7%)	57,102 (15.6%)
Tayside							
Primary	1,649 (5.0%)	1,634 (5.1%)	1,740 (5.6%)	1,543 (4.9%)	1,577 (5.1%)	1,458 (4.7%)	1,452 (4.6%)
Secondary	5,329 (18.9%)	5,135 (18.8%	4,920 (18.6%)	4,843 (19.2%)	4,226 (17.6%)	3,900 (16.2%)	3,899 (17.0%)
Total	7,617 (12.0%)	7,423 (12.0%)	7,187 (11.9%)	6,979 (11.8%)	6,270 (10.8%)	5,924 (10.4%)	5,868 (10.2%)
Orkney							
Primary	700 (36.6%)	900 (48.2%)	613 (33.6%)	905 (49.6%)	790 (44.2%)	770 (41.9%)	760 (41.4%)
Secondary	724 (49.5%)	580 (40.2%)	503 (35.6%)	600 (43.6%)	560 (41.9%)	550 (41.2%)	550 (41.4%)
Total	1,436 (41.3%)	1,494 (43.7%)	1,130 (33.7%)	1,516 (45.9%)	1,365 (42.4%)	1,335 (41.5%)	1,322 (41.2%)
Shetland							
Primary	1,122 (45.3%)	878 (36.8%)	843 (35.3%)	856 (35.9%)	870 (36.7%)	911 (38.5%)	911 (30.0%)
Secondary	1,046 (58.2%)	1.204 (68.4%)	1,214 (69.8%)	1,230 (72.0%)	1,240 (74.6%)	1,250 (75.2%)	1,260 (76.5%)
Total	2,180 (49.9%)	2,097 (49.2%)	2,072 (48.9%)	2,103 (49.8%)	2,132 (51.3%)	2,176 (53.2%)	2,191 (54.1%)
Westem Isles							
Primary	456 (14.3%)	375 (12.0%)	412 (13.1%)	371 (12.4%)	375 (12.8%)	444 (15.7%)	473 (16.9%)
Secondary	1,518 (54.4%)	1,550 (56.7%)	1,559 (59.1%)	1,538 (59.5%)	1,596 (64.5%)	1,442 (61.9%)	1,483 (61.8%)
Total	2,006 (32.5%)	1,953 (33.2%)	1,999 (34.2%)	1,933 (34.5%)	1,996 (36.7%)	1,905 (36.7%)	1,976 (37.9%)
Scotland							
Primary	38,838 (8.7%)	37,697 (8.6%)	38,715 (8.9%)	37,915 (8.7%)	42,255 (9.8%)	39,666 (9.1%)	40,120 (9.2%)
Secondary	107,835 (27.6%)	106,844 (28,4%)	103,598 (28.7%)	99,061 (28.8%)	96,098 (29.4%)	91,030 (29.2%)	89,551 (29.8%)
Total	155,006 (17.5%)	153,942 (17.8%)	151,617 (17.9%)	146,432 (17.7%)	147,621 (18.3%)	140,267 (17.6%)	139,797 (17.8%)

Appendix to Section 10.3

Northern Ireland Number and Proportion of Pupils* in Receipt of School Transport by Area Board.

Year	Belfast	North Eastern	South Eastern	Southern	Western	Total
1976/7	2,077 (2.6%)	18,320 (22.4%)	11,667 (17.9%)	22,262 (29.9%)	22,959 (35.9%)	77,285 (21.1%)
1977/8	1,787 (2.3%)	17,901 (21.7%)	12,503 (19.2%)	21,932 (29.3%)	23.835 (37/2%)	77,957 (21.4%)
1978/9	3,755 (5.0%)	19,240 (23.2%)	13,520 (20.8%)	22,185 (29.8%)	24,654 (38.3%)	83.354 (23.0%)
1979/80	4,905 (5.6%)	19,658 (23.9%)	13,995 (21.7%)	22,553 (30.4%)	23,255 (36.4%)	83,556 (23.4%)
1980/1	5,194 (7.4%)	20,143 (24.7%)	14,762 (23.2%)	23,541 (31.9%)	23,920 (37.3%)	87,560 (24.8%)
1981/2	5,086 (7.4%)	20,592 (25.7%)	15,280 (24.1%)	24,094 (32.9%)	23,987 (37.6%)	89,039 (25.5%)
1982/3	5,401 (8.2%)	20,987 (26.6%)	15,772 (25.2%)	24,437 (33.5%)	24,811 (39.1%)	91,408 (26.6%)
1983/4	4,728 (7.4%)	21,050 (26.9%)	16,299 (26.1%)	24,543 (33.5%)	25,043 (39.5%)	91,663 (26.8%)
1984/5	4,902 (7.8%)	21,011 (27.1%)	16,730 (26.8%)	24,658 (33.6%)	24,251 (38.2%)	91,552 (26.9%)
1985/6	5,048 (8.2%)	21,222 (27.8%)	17,696 (28.6%)	24,524 (33.6%)	24,273 (38.3%)	92,763 (27.6%)
1986/7	4,614 (7.6%)	20,774 (27.7%)	17,578 (28.5%)	24,191 (33.3%)	24,238 (38.2%)	91,395 (27.4%)
1987/8	5,201 (8.6%)	20,717 (27.9%)	18,400 (30.1%)	24,667 (33.9%)	25,814 (40.8%)	94,799 (28.6%)
1988/9	5,082 (8.4%)	21,218 (28.9%)	18,803 (30.8%)	24,853 (34.2%)	25,436 (39.9%)	95,392 (28.8%)

*Pupils - Primary, Secondary & Special
Source: Department of Education. Northern Ireland

Appendix to Section 10.4

LEA	Model 1	Model 2
ILEA	na	na
Barking & Dagenham	-3.06	-5.14
Barnet	1.34	-2.41
Bexley	0.72	-2.38
Brent	-5.10	-4.21
Bromley	8.07	2.66
Croydon	na	na
Ealing	na	na
Enfield	na	na
Haringey	na	na
Harrow	3.20	1.49
Havering	6.53	0.96
Hillingdon	na	na
Hounslow	2.26	-0.87
Kingston-upon-Thames	0.81	-2.45
Merton	-1.68	-3.34
Newham	-9.24	-9.11
Redbridge	0.03	-2.22
Richmond-upon-Thames	4.69	0.83
Sutton	0.13	-2.32
Waltham Forest	-8.70	-9.46
Bolton	6.66	0.67
Bury	6.57	0.27
Manchester	na	na
Oldham	6.09	-0.82
Rochdale	8.72	1.79
Salford	3.05	-2.20
Stockport	5.49	0.25
Tameside	6.30	0.79
Trafford	7.03	1.60
Wigan	na	na
Knowsley	5.66	-0.92
Liverpool	na	na
St Helens	8.79	2.16
Sefton	4.95	-1.21
Wirral	8.48	3.56
Barnsley	10.24	2.14
Doncaster	11.23	2.89
Rotherham	10.83	3.41
Sheffield	na	na
Gateshead	7.17	0.26
Newcastle-upon-Tyne	3.13	-2.14
North Tyneside	4.51	-0.86
South Tyneside	1.82	-3.77
Sunderland	2.85	-3.33

Birmingham	2.50	0.33
Coventry	-0.35	-4.55
Dudley	0.23	-4.26
Sandwell	-1.53	-5.16
Solihull	10.42	3.42
Walsall	2.10	-3.43
Wolverhampton	-2.30	-5.84
Bradford	na	na
Calderdale	12.92	5.06
Kirklees	12.48	5.49
Leeds	11.05	4.59
Wakefield	na	na
Avon	16.24	9.65
Bedfordshire	17.11	9.97
Berkshire	16.83	10.05
Buckinghamshire	21.93	15.70
Cambridgeshire	20.64	13.76
Cheshire	15.72	8.23
Cleveland	9.16	1.50
Cornwall	20.34	13.27
Cumbria	21.66	14.74
Derbyshire	16.90	9.54
Devon	22.47	15.93
Dorset	19.47	12.43
Durham	17.51	10.04
East Sussex	15.93	8.41
Essex	18.13	11.21
Gloucestershire	19.70	12.62
Hampshire	16.32	8.95
Hereford & Worcestershire	17.71	10.08
Hertfordshire	14.11	6.71
Humberside	16.03	8.20
Isle of Wight	19.31	12.45
Kent	18.63	11.81
Lancashire	14.92	7.35
Leicestershire	16.27	8.74
Lincolnshire	21.29	14.34
Norfolk	22.52	15.96
Northamptonshire	17.17	9.58
Northumberland	20.86	13.72
North Yorkshire	22.54	15.86
Nottinghamshire	13.16	5.19
Oxfordshire	19.87	12.88
Shropshire	20.16	12.98
Somerset	20.70	13.69
Staffordshire	14.43	6.54
Suffolk	19.07	11.77
Surrey	18.84	12.60
Warwickshire	18.10	10.76
West Sussex	16.18	8.64
Wiltshire	19.34	12.08

Clwyd	22.22	15.66
Dyfed	24.27	17.94
Gwent	18.18	11.05
Gwynedd	23.66	17.18
Mid Glamorgan	16.43	9.42
Powys	32.74	28.34
South Glamorgan	11.45	4.27
West Glamorgan	16.71	9.55
Borders	25.69	23.88
Central	18.15	17.36
Dumfries & Galloway	27.13	25.19
Fife	17.49	17.38
Grampian	22.20	20.86
Highland	28.06	25.97
Lothian	15.25	15.95
Strathclyde	16.70	16.31
Tayside	17.92	16.97
Orkney	49.99	45.86
Shetland	53.26	48.80
Western Isles	39.30	36.15
Belfast	5.64	7.95
North Eastern	22.72	30.88
South Eastern	23.47	34.06
Southern	23.85	33.72
Western	25.06	36.64

Appendix to Section11.2

Number and Proportion of pupils * travelling by mode

	84/5	85/6	86/7	87/8	88/9	89/90
SCOTLAND						
Public Transport	77,519	74,212	67,987	65,563	58,301	51,613
	49.2%	48.8%	46.3%	41.3%	41.4%	36.8%
Contract	67,921	65,427	65,547	68,358	68,268	74,560
	43.1%	43.0%	44.6%	46.2%	48.4%	53.1%
E.A. Buses	4,952	46,24	4,798	4,180	4,007	4,424
	3.1%	3.0%	3.3%	2.8%	2.8%	3.1%
Rail	1,525	1,772	2,145	1,947	1,741	1.553
	1.0%	1.2%	1.5%	1.3%	1.2%	1.1%
Other	5.700	6.018	6.465	7.953	8.784	8.259
	3.6%	4.0%	4.4%	5.4%	6.2%	5.9%
Total	157,617	152,053	146,942	148,001	141,101	140,409
BORDERS						
Public Transport	1,543	1,550	1,556	1,303	1,279	1,361
	33.3%	35.7%	37.0%	32.2%	31.2%	38.5%
Contract	2,676	2,428	2,298	2,390	2,324	1,274
	57.9%	55.9%	54.7%	59.1%	59.2%	36.0%
E.A. Buses	385	347	329	331	368	272
	8.3%	7.9%	7.8%	8.2%	8.9%	7.7%
Rail	4	4	4	4	4	4
Other	15	17	16	18	21	626
	0.3%	0.4%	0.4%	0.4%	0.5%	17.7%
Total	4,623	4,346	4,204	4,045	4,095	3,537
CENTRAL						
Public Transport	7,759	7,506	7,235	7,097	6,861	6,538
	71.8%	75.3%	75.0%	77.7%	76.4%	77.7%
Contract	1,961	1,336	1,338	1,143	1,171	930
	18.1%	13.4%	13.9%	12.5%	13.0%	11.1%
E.A. Buses	73	97	67	-	74	49
	0.7%	1.0%	0.7%	-	0.8%	0.6%
Rail	-	-	-	-	10	10
Other	1,009	1,034	1,003	896	860	886
	9.3%	10.4%	10.4%	9.8%	9.6%	10.5%
Total	10,802	9,973	9,643	9,136	9,976	8,413

	84/5	85/6	86/7	87/8	88/9	89/90
DUMFRIES & GALLOWAY						
Public Transport	1,955	1,992	1,763	1,546	1,039	992
	25.9%	26.3%	23.4%	20.1%	13.5%	11.6%
Contract	4,483	4,523	4,645	4,899	5,248	6,142
	59.5%	59.7%	61.7%	63.8%	68.4%	71.9%
E.A. Buses	819	785	804	872	893	872
	10.9%	10.4%	10.7%	11.4%	11.6%	10.2%
Rail	1	-	-	-	-	-
Other	281	271	322	361	492	542
	3.7%	3.6%	4.3%	4.7%	6.4%	6.3%
Total	7,539	7,571	7,534	7,678	7,672	8,548
FIFE						
Public Transport	10,044	10,242	10,096	121,65	12,020	13,339
	75.0%	76.2%	75.8%	83.0%	81.4%	83.2%
Contract	2,472	2,078	2,049	1,060	1,149	1,028
	18.5%	15.4%	15.4%	7.2%	7.8%	6.4%
E.A. Buses	26	46	40	50	57	40
Rail	43	55	56	42	36	33
Taxi	346	536	442	494	657	
	2.6%	3.9%	3.3%	3.4%	4.4%	1589
Minibus	424	490	642	836	854	9.9%
	3.2%	3.6%	4.8%	5.7%	5.7%	
Total	13,355	13,447	13,325	14,647	14,773	16,029
GRAMPIAN						
Public Transport	5,166	3,005	1,288	1,284	2,426	834
	30.7%	18.8%	8.4%	8.6%	9.1%	5.4%
Contract	10,735	11,982	12,950	12,929	13,486	14,106
	63.9%	74.8%	84.6%	86.9%	86.5%	90.5%
E.A. Buses	910	688	702	649	646	596
	5.4%	4.3%	4.6%	4.4%	4.1%	3.8%
Rail	-	331	363	1	-	45
	-	2.1%	2.4%	-	-	0.3%
Other	-	-	-	14	23	-
Total	16,811	16,006	15,303	14,877	15,582	15,581

	84/5	85/6	86/7	87/8	88/9	89/90
HIGHLAND						
Public Transport	3,278	3,456	3,399	3,384	3,029	2,629
	35.6%	38.7%	37.1%	37.6%	34.8%	28.9%
Contract	5,727	5,166	3,557	5,202	5,279	6,053
	61.1%	57.8%	58.5%	57.8%	60.6%	66.7%
E.A. Buses	269	282	374	397	383	377
	2.9%	3.2%	4.1%	4.4%	4.4%	4.2%
Rail	31	25	18	16	14	12
Other	6	4	4	4	6	8
Total	9,211	8,933	9,152	9,003	8,711	9,079
LOTHIAN						
Public Transport	7,660	6,904	6,389	6,698	5,468	4,928
	57.3%	55.3%	53.9%	53.0%	48.7%	47.2%
Contract	5,569	5,477	5,235	5,449	5,121	4,814
	41.7%	43.8%	44.1%	43.1%	45.6%	46.1%
E.A. Buses	130	107	155	128	117	114
	1.0%	0.8%	1.3%	1.0%	1.0%	1.1%
Rail	-	1	3	12	12	12
Other	-	5	79	350	510	570
Total	13,359	12,494	11,861	12,637	11,228	10,438
STRATHCLYDE						
Public tTransport	38,048	37,652	33,966	29,444	24,515	18,286
	54.8%	56.1%	53.5%	45.7%	41.8%	32.0%
Contract	25,136	23,077	22,421	27,201	26,966	31,864
	36.2%	34.4%	35.3%	42.3%	45.9%	55.8%
E.A. Buses	2,270	2,124	2,276	1,697	1,358	1,947
	3.3%	3.2%	3.6%	2.6%	2.3%	3.4%
Rail	1,445	1,346	1,672	1,868	1,666	1,435
	2.1%	2.0%	2.6%	2.9%	2.8%	2.5%
Other	3.6%	4.3%	4.9%	6.5%	7.1%	6.3%
Total	69,420	67,100	63,452	64,390	58,683	57,102

Source: Scottish Education Department
*Entitled under S50 of 1980 Education Act

	84/5	85/6	86/7	87/8	88/9	89/90
TAYSIDE						
Public Transport	1,877	1,763	2,090	2,456	2,480	2,519
	25.3%	24.5%	29.9%	39.2%	38.9%	40.8%
Contract	5,388	5,383	4,818	3,806	3,762	3,581
	72.6%	74.9%	69.0%	60.7%	59.0%	58.0%
E.A. Buses	70	30	-	-	99	54
Rail	1	10	32	5	-	2
Other	87	1	39	3	31	20
Total	7,423	7,187	6,979	6,270	6,362	6,176
ORKNEY						
Public Transport	-	4	-	-	-	-
	-	1.0%	-	-	-	-
Contract	1,494	1,126	1,515	1,365	1,335	1,322
	100%	99.0%	100%	100%	100%	100%
Total	1,494	1,130	1,516	1,365	1,335	1,322
SHETLAND						
Public Transport	-	-	-	-	-	-
Contract	1,786	2,018	2,047	2,050	1,697	1,700
	85.0%	97.0%	97.0%	97.0%	77.9%	77.6%
E.A. Buses	-	54	56	42	57	60
	-	3.0%	3.0%	1.5%	2.6%	2.7%
Other	311	-	-	40	422	431
	15.0%	-	-	1.5%	19.4%	19.7%
Total	2,097	2,972	2,103	2,132	2,176	2,191
WESTERN ISLES						
Public Transport	195	246	215	199	183	187
	10.0%	12.0%	11.0%	10.0%	9.4%	9.4%
Contract	1,713	1,609	1,670	1,750	1,681	1,746
	88.0%	80.0%	85.0%	86.0%	86.2%	87.6%
E.A. Buses	45	116	48	47	41	43
	2.0%	6.0%	2.0%	2.0%	2.0%	2.2%
Other	-	28	40	31	46	17
Total	1,953	1,999	1,973	2,027	1,951	1,993

Appendix to Section11.3
Number and Proportion of Pupils travelling by mode

Northern Ireland - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	34.0%		66.5%			
	31,992		63,400			95,392
1987/8	34.0%	3.3%	60.2%	1.9%	0.6%	
	32,209	3,159	57,084	1,787	560	94,799
1986/7	33.2%	2.6%	61.1%	1.9%	1.2%	
	30,353	2,388	55,896	1,701	1,057	91,395
1985/6	32.6%	2.6%	62.2%	1.7%	0.8%	
	30,250	2,456	57,715	1,566	766	92,763
1984/5	33.1%	2.7%	61.7%	1.7%	0.8%	
	30,278	2,510	56,482	1,524	758	91,552
1983/4	34.0%	2.8%	60.8%	1.7%	0.7%	
	31,180	2,559	55,731	1,559	634	91,663
1982/3	33.5%	2.5%	61.2%	2.2%	0.6%	
	30,590	2,272	55,902	2,050	594	91,408
1981/2	33.3%	2.2%	61.6%	2.2%	0.7%	
	29,692	1,961	54,884	1,917	585	89,039
1980/1	33.7%	2.6%	61.2%	2.0%	0.4%	
	29,487	2,309	53,606	1,774	384	87,560
1979/80	33.9%	1.5%	61.9%	2.2%	0.5%	
	28,299	1,266	51,758	1,816	417	83,556
1978/9	35.5%	1.6%	60.5%	1.7%	0.6%	
	29,594	1,346	50,463	1,439	512	83,354
1977/8	36.3%	1.6%	59.4%	1.9%	0.7%	
	28,312	1,248	46,338	1,546	513	77,957
1976/7	36.2%	2.3%	59.6%	1.7%	0.2%	
	27,960	1,788	46,063	1,306	168	77,285

Belfast - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	13.9%		86.1%			
	708		4,374			5,082
1987/8	13.9%	24.4%	60.0%	1.7%	-	
	723	1,269	3,122	87	-	5,201
1986/7	10.6%	23.9%	60.9%	2.0%	2.6%	
	489	1,101	2,811	93	120	4,614
1985/6	9.4%	22.3%	64.3%	1.7%	2.4%	
	473	1,124	3,246	85	120	5,048
1984/5	10.0%	20.7%	65.3%	1.8%	2.1%	
	491	1,015	3,201	90	105	4,902
1983/4	10.1%	23.8%	63.0%	3.1%	-	
	479	1,123	2,979	147	-	4,728
1982/3	10.1%	27.7%	59.1%	3.1%	-	
	545	1,494	3,192	170	-	5,401
1981/2	11.1%	24.2%	61.6%	3.1%	-	
	563	1,229	3,135	159	-	5,086
1980/1	9.5%	30.6%	58.3%	1.6%	-	
	496	1,590	3,027	81	-	5,194
1979/80	9.6%	14.6%	72.4%	3.3%	-	
	393	599	2,966	137	-	4,095
1978/9	9.8%	20.2%	67.9%	2.1%	-	
	367	759	2,552	77	-	3,755
1977/8	18.8%	39.5%	32.4%	6.8%	2.5%	
	335	705	579	122	45	1,786
1976/7	12.6%	29.8%	50.6%	7.0%	-	
	262	619	1,051	145	-	2,077

Source: Education Dept. Northern Ireland

Southern - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	40.7%		59.3%			
	10,109		14,744			24,853
1987/8	41.0%	5.1%	52.0%	1.9%	-	
	10,106	1,261	12,827	473	-	24,667
1986/7	41.1%	3.2%	52.9%	1.7%	1.1%	
	9,931	777	12,814	408	261	24,191
1985/6	40.5%	3.1%	53.7%	1.6%	1.1%	
	9,938	757	13,174	385	270	24,524
1984/%	40.8%	3.1%	53.5%	1.5%	1.1%	
	10,078	773	13,204	364	279	24,658
1983/4	41.5%	2.9%	53.1%	1.4%	1.1%	
	10,182	723	13,032	337	269	24,543
1982/3	41.1%	0.9%	53.7%	3.2%	1.1%	
	10,053	231	13,113	775	265	24,437
1981/2	40.9%	0.9%	54.0%	3.0%	1.2%	
	9,873	220	13,017	706	278	24,094
1980/1	41.5%	1.0%	53.5%	2.9%	1.1%	
	9,774	228	12,600	685	254	23,541
1979/80	41.1%	0.9%	54.1%	2.7%	1.2%	
	9,260	211	12,195	607	280	22,553
1978/9	41.7%	0.6%	54.9%	1.1%	1.7%	
	9,260	142	12,178	235	370	22,185
1977/8	41.9%	0.5%	54.9%	1.1%	1.6%	
	9,200	112	12,039	235	346	21,932
1976/7	43.5%	1.9%	53.4%	0.9%	0.2%	
	9,688	422	11,900	206	46	22,262

South Eastern - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	14.4%		85.6%			
	2,699		16,104			18,803
1987/8	14.2%	-	80.0%	3.1%	2.8%	
	2,613	-	14,709	569	509	18,400
1986/7	13.8%	-	80.0%	2.9%	3.3%	
	2,433	-	14,059	503	583	17,578
1985/6	13.7%	-	81.5%	3.1%	1.7%	
	2,429	-	14,418	541	308	17,696
1984/5	13.4%	-	81.6%	3.0%	2.0%	
	2,248	-	13,651	500	331	16,730
1983/4	13.1%	-	81.9%	2.9%	2.1%	
	2,136	-	13,343	480	340	16,299
1982/3	11.4%	-	83.7%	2.9%	2.0%	
	1,804	-	13,206	450	312	15,772
1981/2	11.0%	-	84.2%	2.9%	1.9%	
	1,684	-	12,866	438	292	15,280
1980/1	10.8%	-	85.7%	2.7	0.8%	
	1,600	-	11,652	393	117	14,762
1979/80	11.0%	-	85.1%	3.0%	0.9%	
	1,540	-	11,915	420	120	13,995
1978/9	11.8%	-	83.6%	3.7%	0.9%	
	1,600	-	11,300	500	120	13,520
1977/8	12.8%	-	83.0%	3.4%	0.8%	
	1,600	-	10,373	428	102	12,503
1976/7	12.1%	-	83.7%	3.5%	0.7%	
	1,410	-	9,762	413	83	11,667

Western - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	63.6%		36.4%			
	16,189		9,247			25,436
1987/8	64.1%	0.8%	34.5%	0.4%	0.2%	
	16,556	208	8,893	106	51	25,814
1986/7	62.4%	0.9%	36.1%	0.5%	0.1%	
	15,121	225	8,757	124	11	24,238
1985/6	62.6%	0.8%	36.3%	0.3%		
	15,188	190	8,814	74	7	24,274
1984/5	63.1%	0.9%	35.6%	0.3%		
	15,302	237	8,633	74	5	24,251
1983/4	64.4%	0.8%	34.6%	0.2%		
	16,128	188	8,667	57	3	25,43
1982/3	64.0%	0.7%	35.1%	0.2%		
	15,874	187	8,703	47		24,811
1981/2	63.3%	0.8%	35.7%	0.2%		
	15,195	182	8,570	37	3	23,987
1980/1	63.9%	0.7%	35.3%	0.1%		
	15,277	171	8,439	30	3	23,930
1979/80	63.7%	0.6%	35.6%	0.1%		
	14,806	133	8,279	32	5	23,255
1978/9	65.5%	0.6%	33.7%	0.1%	0.1%	
	16,167	145	8,302	32	8	24,654
1977/8	63.1%	0.5%	35.7%	0.6%	0.1%	
	15,032	131	8,517	141	14	23,835
1986/7	62.7%	0.6%	35.9%	0.6%	0.1%	
	14,400	147	8,251	142	19	22,959

North Eastern - Mode Used

Year	Board	Contract	Public Transport	Taxi	Other	Total
1988/9	10.8%		89.2%			
	2,287		18,931			21,218
1987/8	10.7%	2.0%	84.6%	2.7%		
	2,211	421	17,533	552		20,717
1986/7	11.5%	1.4%	84.0%	2.8%	0.4%	
	2,379	285	17,455	573	82	20,774
1985/6	10.5%	1.8%	85.1%	2.3%	0.3%	
	2,222	385	18,063	481	71	21,222
1984/5	10.3%	2.5%	84.7%	2.4%	0.2%	
	2,159	525	17,793	496	38	21,011
1983/4	10.7%	2.5%	84.1%	2.6%	0.1%	
	2,255	525	17,710	538	22	21,050
1982/3	11.0%	1.7%	84.3%	2.9%	0.1%	
	2,314	360	17,688	608	17	20,987
1981/2	11.5%	1.6%	84.0%	2.8%	0.1%	
	2,377	330	17,296	577	12	20,592
1980/1	11.6%	1.6%	83.8%	2.9%	0.1%	
	2,340	320	16,888	585	10	20,143
1979/80	11.7%	1.6%	83.4%	3.2%	0.1%	
	2,300	323	16,403	620	12	19,658
1978/9	11.4%	1.6%	83.8%	3.1%	0.1%	
	2,200	300	16,131	595	14	19,240
1977/8	12.0%	1.7%	82.8%	3.5%		
	2,145	300	14,830	620	6	17,901
1976/7	12.0%	3.3%	82.4%	2.2%	0.1%	
	2,200	600	15,100	400	20	18,320

Appendix to Section 12.1

Index of Actual Home-to School Transport Expenditure (1976/7=100)

Year	Wales	England	Northern Ireland	Scotland	UK
1989/90				282.7	
1988/9			397.8	288.7	
1987/8	239.1	253.1	374.1	254.2	260.2
1986/7	237.2	246.4	322.3	239.2	249.4
1985/6	228.2	237.2	318.2	234.8	241.5
1984/5	231.1	228.0	287.2	220.9*	232.1
1983/4	230.5	222.5	274.5	214.9*	na
1982/3	215.3	209.6	260.5	266.9	218.9
1981/2	199.1	196.7	237.7	211.7	na
1980/1	184.8	182.4	217.9	184.7	185.8
1979/80	152.7	154.1	163.7	161.9	155.2
1978/9	126.3	133.3	129.3	130.3	132.2
1977/8	108.4	112.8	109.3	110.9	112.1
1976/7	100.0	100.0	100.0	100.0	100.0
1975/6	87.6	88.8	na	84.6	86.1

* excludes Island Authorities

Home-to-school transport expenditure as proportion of net current education expenditure 1989/90.

London Boroughs			
I.L.E.A.	na	Kingston-upon-Thames	1.3
Barking & Dagenham	1.1	Merton	0.1
Barnet	1.4	Newham	na
Bexley	na	Redbridge	1.7
Brent	1.5	Richmond-upon -Thames	1.0
Bromley	1.8	Sutton	1.5
Croydon	na	Waltham Forest	0.8
Ealing	na		
Enfield	1.4		
Haringey	na		
Harrow	1.8		
Havering	1.3		
Hillingdom	1.9		
Hounslow	na		
Metropolitan Districts			
Botlton	0.8	Barnsley	0.4
Bury	0.8	Doncaster	0.5
Manchester	na	Rotherham	1.1
Oldham	0.5	Sheffield	0.6
Rochdale	1.1		
Salford	1.0	Gateshead	0.7
Stockport	1.6	Newcastle-upon-Tyne	0.6
Tameside	0.9	North Tyneside	1.0
Trafford	1.5	South Tyneside	0.4
Wigan	na	Sunderland	0.5
Knowsley	0.6	Birmingham	0.7
Liverpool	1.0	Coventry	0.5
St Helens	na	Dudley	0.7
Sefton	0.9	Sandwell	0.7
Wirral	1.6	Solihull	1.6
		Walsall	0.6
Bradford	na	Wolverhampton	0.7
Calderdale	na		
Kirklees	na		
Leeds	1.2		
Wakefield	na		
Scottish Regions		Welsh Counties	
Borders	4.1	Clwyd	3.3
Central	2.2	Dyfed	3.5
Dumfries & Galloway	4.1	Gwent	2.2
Fife	2.1	Gwynedd	3.8
Grampian	3.9	Mid Glamorgan	na
Highland	5.1	Powys	5.7
Lothian	1.9	South Glamorgan	1.4
Strathclyde	1.8	West Glamorgan	1.9
Tayside	2.2		
Orkney	8.5		
Shetland	6.4		
Western Isles	6.7		

English Counties

Avon	2.4	Leicestershire	2.1
Bedfordshire	2.5	Lincolnshire	3.1
Berkshire	2.3	Norfolk	3.5
Buckinghamshire	3.2	Northamptonshire	2.0
Cambridgeshire	2.8	Northumberland	2.7
Cheshire	1.8	North Yorkshire	na
Cleveland	0.7	Nottinghamshire	1.2
Cornwall	3.1	Oxfordshire	2.7
Cumbria	3.1	Shropshire	2.6
Derbyshire	1.7	Somerset	2.7
Devon	3.4	Staffordshire	1.5
Dorset	2.8	Suffolk	2.6
Durham	2.1	Surrey	2.8
East Sussex	1.8	Warwickshire	2.0
Essex	2.7	West Sussex	2.2
Gloucestershire	2.5	Wiltshire	2.7
Hampshire	2.2		
Hereford & Worcs.	2.0		
Hertfordshire	1.6		
Humbershire	1.8		
Isle of Wight	2.5		
Kent	3.3		
Lancashire	1.7		

* excludes Island Authorities

Appendix to Section 12.2

Proportion of Home-to-School Transport Expenditure, by school sector, 1989/90

LEA	Primary	Secondary	Special
ILEA	na	na	na
Barking & Dagenham	10%	21%	69%
Barnet	-	21%	79%
Bexley	12%	12%	76%
Brent	4%	10%	86%
Bromley	25%	30%	45%
Croydon	na	na	na
Ealing	na	na	na
Enfield	na	na	na
Haringey	na	na	na
Harrow	11%	10%	79%
Havering	6%	30%	64%
Hillingdon	7%	19%	74%
Hounslow	-	7%	93%
Kingson-upon-Thames	7%	17%	76%
Merton	-	10%	90%
Newham	8%	16%	76%
Redbridge	13%	24%	63%
Richmond-upon-Thames	2%	4%	94%
Sutton	4%	29%	67%
Waltham Forest	2%	19%	79%
Bolton	3%	31%	66%
Bury	13%	13%	74%
Manchester	na	na	na
Oldham	7%	10%	83%
Rochdale	1%	22%	77%
Salford	-	9%	91%
Stockport	1%	13%	86%
Tameside	1%	20%	79%
Trafford	11%	21%	68%
Wigan			
Knowsley	5%	8%	87%
Liverpool	-	26%	74%
St Helens	5%	35%	60%
Sefton	10%	19%	71%
Wirral	1%	32%	67%
Barnsley	6%	17%	77%
Doncaster	8%	37%	55%
Rotherham	9%	40%	51%
Sheffield	5%	22%	73%
Gateshead	9%	26%	64%
Newcastle	13%	37%	50%
North Tyneside	3%	14%	82%
South Tyneside	3%	14%	83%
Sunderland	10%	25%	65%

LEA	Primary	Secondary	Special
Birmingham	8%	20%	72%
Coventry	-	27%	73%
Dudley	6%	17%	77%
Sandwell	9%	15%	76%
Solihull	10%	21%	69%
Walsall	3%	38%	59%
Woverhampton	3%	15%	82%
Bradford	na	na	na
Calderdale	11%	35%	54%
Kirklees	9%	22%	68%
Leeds	11%	36%	52%
Wakefield	na	na	na
Avon	18%	38%	44%
Bedfordshire	10%	56%	33%
Berkshire	5%	34%	61%
Buckinghamshire	13%	57%	30%
Cambridgeshire	17%	53%	30%
Cheshire	14%	45%	41%
Cleveland	6%	19%	75%
Cornwall	15%	70%	15%
Cumbria	19%	54%	27%
Derbyshire	8%	57%	35%
Devon	12%	53%	25%
Dorset	16%	52%	32%
Durham	9%	69%	22%
East Sussex	9%	39%	52%
Essex	15%	54%	31%
Gloucestershire	14%	51%	35%
Hampshire	12%	39%	49%
Hereford & W.	15%	53%	32%
Hertfordshire	11%	47%	42%
Humbershire	20%	49%	31%
Isle of Wight	12%	73%	15%
Kent	13%	60%	27%
Lancashire	7%	41%	52%
Leicestershire	9%	57%	34%
Lincolnshire	15%	62%	23%
Norfolk	21%	49%	30%
Northamptonshire	12%	60%	28%
Northumberland	20%	59%	21%
North Yorkshire	17%	59%	24%
Nottinghamshire	16%	40%	44%
Oxfordshire	15%	50%	34%
Shropshire	25%	48%	27%
Somerset	14%	68%	18%
Staffordshire	5%	57%	38%
Suffolk	17%	60%	23%
Surrey	13%	37%	50%
Warwickshire	19%	44%	37%
West Sussex	7%	57%	36%
Wiltshire	10%	55%	35%

LEA	Primary	Secondary	Special
Clwyd	15%	56%	29%
Dyfed	32%	61%	7%
Gwent	14%	60%	26%
Gwynedd	26%	65%	9%
Mid Glamorgan	26%	71%	3%
Powys	37%	53%	10%
South Glamorgan	20%	52%	28%
West Glamorgan	29%	57%	14%
Scottish Regions (1988/9)			
Borders	35%	59%	5%
Dumfries & Galloway	28%	64%	8%
Tayside	82%		18%
Shetland Isles	96%		4%
Strathclyde	26%	55%	19%
Fife	29%	62%	9%

England: Pupils in maintained schools

Year	Nursery	Primary	Secondary	Special	Total
1988/9	50,300	3,905,500	2,944,700	102,000	7,002,500
1987/8	49,900	3,844,900	3,070,200	105,100	7,070,100
1986/7	49,600	3,792,200	3,239,500	108,700	7,190,000
1985/6	49,500	3,761,000	3,388,500	113,600	7,312,600
1984/5	49,700	3,747,800	3,525,800	116,300	7,439,600
1983/4	49,500	3,765,900	3,645,600	120,100	7,581,100
1982/3	49,700	3,844,100	3,740,900	124,800	7,759,500
1981/2	49,200	4,006,700	3,798,000	126,500	7,980,400
1980/1	48,400	4,176,500	3,839,900	128,100	8,192,900
1979/80	48,600	4,360,800	3,866,100	129,700	8,405,200
1978/9	48,610	4,518,274	3,872,036	131,688	8,570,608
1977/8	48,628	4,641,961	3,851,271	132,384	8,674,244
1976/7	47,817	4,770,560	3,798,711	131,151	8,748,239
1975/6	45,671	4,846,608	3,700,472	129,517	8,722,268
1974/5	43,665	4,876,545	3,597,633	127,809	8,645,652
1973/4	51,462	4,910,167	3,499,654	126,409	8,587,692
1972/3	38,813	4,896,410	3,161,489	123,617	8,220,329

Nursery/Primary = total pupils part-time and full-time

Secondary = total includes 16 and over

Special - includes part-time and full-time

Source: DES Statistics of Education: Schools.

Wales: Pupils in maintained schools

Year	Nursery	Primary	Secondary	Special	Total
1988/9	1,226	251,265	191,999	3,854	448,344
1987/8	1,297	245,300	199,279	3,962	449,838
1986/7	1,326	241,985	209,909	4,011	457,231
1985/6	1,325	241,339	218,378	4,092	465,134
1984/5	1,387	241,934	226,446	4,197	473,964
1983/4	1,463	243,588	231,512	4,427	480,990
1982/3	1,468	248,564	235,625	4,579	490,236
1981/2	1,466	260,732	237,156	4,630	503,984
1980/1	1,604	271,976	239,641	4,743	517,964
1979/80	1,702	283,940	240,771	4,709	531,122
1978/9	1,808	292,996	241,662	4,739	541,205
1977/8	1,771	300,153	241,661	4,794	548,379
1976/7	1,723	305,679	240,052	4,791	552,245
1975/6	1,610	310,964	235,028	4,702	552,304
1974/5	1,477	312,810	229,020	4,612	547,919
1973/4	1,582	312,918	224,098	4,609	543,207
1972/3	1,235	311,696	201,065	4,500	518,496
1971/2	1,269	308,169	196,082	4,224	509,744
1970/1	1,372	302,979	190,627	2,652	497,630
1960/1	1,974	266,298	176,293	2,044	446,609
1950/1	1,907	275,579	115,784	1,170	394,440

Source: Statistics of Education in Wales: Schools.

Scotland: Pupils

Year	Nursery	Primary	Secondary	Special	Total
1989/90*	39,200	434,907	300,217	9,183	783,507
1988/9*	40,461	434,547	331,352	9,568	815,928
1987/8	39,285	430,919	327,171	9,010	806,385
1986/7	38,536	433,459	344,369	9,407	825,771
1985/6	38,161	435,454	360,645	9,453	843,713
1984/5	37,867	437,538	376,071	9,614	861,090
1983.4	36,650	448,009	390,368	9,901	884,928
1982/3	34,682	467,971	399,075	10,338	912,066
1981/2	33,178	492,645	404,575	10,767	941,165
1980/1	32,472	518,492	407,844	11,262	970,070

Sources: Scottish Education Department
* CIPFA Rating Review 1988/9 & 1989/90

Average Unit School Transport Cost per maintained pupil

Scotland	1985/6	1987/8	1988/9	1989/90
Borders	60.62	71.82	73.61	74.85
Central	28.95	35.08	39.34	38.30
Dumfries & Galloway	69.45	76.45	80.52	73.95
Fife	29.56	35.16	39.43	37.10
Grampian	49.01	53.05	84.66	86.30
Highland	78.05	78.67	57.74	68.30
Lothian	21.29	25.35	31.91	35.45
Strathclyde	24.89	29.21	33.79	32.93
Tayside	32.96	34.46	37.26	37.54
Orkney Isles	150.57	155.23	189.31	168.28
Shetland Isles	152.81	167.87	204.79	160.57
Western Isles	134.63	145.12	138.23	146.55
Northern Ireland				
Belfast	17.50	19.61	19.93	na
North Eastern	47.44	55.72	60.87	na
South Eastern	51.62	61.61	66.55	na
Southern	51.09	60.66	65.94	na
Western	56.92	70.20	71.16	na
Shire Counties				
Avon	31.34	34.30	42.56	46.07
Bedfordshire	34.81	40.25	40.71	46.93
Berkshire	27.34	38.81	42.73	41.58
Buckinghamshire	49.37	56.56	61.74	60.13
Cambridgeshire	40.16	47.01	52.80	51.18
Cheshire	27.74	29.76	33.87	33.62
Cleveland	11.89	12.88	13.77	13.46
Cornwall	44.24	44.98	50.47	53.52
Cumbria	56.23	54.56	55.45	60.74
Derbyshire	29.15	32.17	38.28	34.70
Devon	49.71	55.40	60.78	63.57
Dorset	44.53	45.91	48.24	51.66
Durham	36.88	40.33	39.18	40.13
East Sussex	27.70	34.36	34.29	32.72
Essex	32.68	41.33	45.35	48.93
Goucestershire	41.49	46.31	48.53	48.36
Hampshire	30.49	36.85	36.59	41.38
Hereford & Worcestershire	32.53	36.97	38.48	35.30
Hertfordshire	24.61	na	30.02	34.06
Humberside	22.89	26.74	32.06	33.46
Isle of Wight	51.06	45.26	49.19	46.76
Kent	42.80	47.43	47.58	57.56
Lancashire	26.41	na	30.96	31.76
Leicestershire	27.50	30.95	35.15	41.15

Shire Counties	1985/6	1987/8	1988/9	1989/90
Lincolnshire	46.93	50.27	54.13	55.88
Norfolk	47.84	55.41	60.76	64.31
Northamptonshire	32.20	34.84	37.23	36.66
Northumberland	42.36	46.79	51.41	50.30
North Yorkshire	51.13	58.73	59.86	na
Nottinghamshire	20.87	22.52	22.73	24.78
Oxfordshire	40.47	43.63	49.75	53.17
Shropshire	42.38	42.75	49.09	51.00
Somerset	41.99	49.13	51.98	55.21
Staffordshire	22.19	25.73	27.05	27.83
Suffolk	41.62	45.05	44.97	47.47
Surrey	39.18	45.19	52.80	57.66
Warwickshire	32.44	36.76	41.92	38.27
West Sussex	27.50	30.94	34.81	37.51
Wiltshire	34.76	44.79	46.07	52.59
Wales				
Clwyd	51.41	55.59	59.94	65.13
Dyfed	60.26	63.20	67.59	68.77
Gwent	43.19	42.17	43.79	45.14
Gwynedd	60.62	na	64.72	75.43
Mid Glamorgan	37.35	38.51	39.76	na
Powys	99.96	106.70	107.21	122.75
South Glamorgan	22.82	25.30	24.17	24.77
West Glamorgan	32.98	34.64	39.35	40.30
London Boroughs				
I.L.E.A.	23.89	26.38	na	na
Barking & Dagenham	17.52	23.43	23.51	22.83
Barnet	25.79	na	22.72	28.17
Bexley	22.45	24.75	26.14	na
Brent	140.14	40.93	41.48	35.54
Bromley	21.07	24.95	28.70	36.67
Croydon	20.17	28.49	na	na
Ealing	36.08	na	na	na
Enfield	36.21	na	na	27.62
Haringey	35.55	na	na	na
Harrow	32.64	41.15	44.39	40.81
Havering	19.02	23.58	22.99	26.95
Hillingdom	na	28.27	34.56	40.63
Hounslow	27.92	28.00	30.33	na
Kingston-upon-Thames	22.18	23.02	25.13	28.81
Merton	22.14	4.49	30.83	1.99
Newham	23.43	6.92	23.56	na

London Boroughs	1985/6	1987/8	1988/9	1989/90
Redbridge	23.35	27.04	31.04	32.70
Richmond-upon-Thames	18.76	30.94	31.41	24.96
Sutton	26.34	30.92	29.65	30.05
Waltham Forest	16.68	18.40	17.97	19.50
Metropolitan Districts				
Greater Manchester				
Bolton	14.23	19.68	20.03	14.48
Bury	14.09	18.25	17.28	17.07
Manchester	19.56	24.83	na	na
Oldham	6.89	9.28	11.04	9.82
Rochdale	10.23	13.52	18.39	20.87
Salford	9.80	16.26	15.64	19.33
Stockport	16.98	20.99	22.67	28.74
Tameside	15.01	19.26	22.78	17.14
Trafford	19.20	22.71	22.56	27.85
Wigan	12.23	13.18	na	na
Merseyside				
Knowsley	12.69	12.03	12.41	12.52
Liverpool	na	21.85	22.40	23.22
St. Helens	15.33	na	21.05	na
Sefton	9.36	na	13.74	15.43
Wirral	23.03	29.93	33.74	29.87
South Yorkshire				
Barnsley	9.36	14.26	13.35	8.04
Doncaster	10.98	14.46	14.30	9.94
Rotherham	14.88	na	20.53	21.78
Sheffield	na	15.47	14.99	15.01
Tyne & Wear				
Gateshead	9.02	12.83	14.08	14.20
Newcastle-upon-Tyne	9.02	14.84	15.69	13.14
North Tyneside	11.69	18.11	18.88	20.28
South Tyneside	4.83	9.78	9.39	8.17
Sunderland	3.87	5.59	7.63	8.41
West Midlands				
Birmingham	9.86	9.04	38.68	13.17
Coventry	8.41	12.18	14.28	11.64
Dudley	8.99	12.19	13.64	12.43
Sandwell	8.79	16.09	15.50	15.65
Solihull	16.51	18.18	22.67	26.56
Walsall	8.83	11.53	10.66	11.95
Wolverhampton	10.11	11.80	14.02	14.88
West Yorkshire				
Bradford	20.51	24.25	na	na
Calderdale	20.86	22.85	22.92	na
Kirklees	19.04	28.10	28.67	na
Leeds	21.56	16.94	28.85	23.58
Wakefield	13.65	na	na	na

Appendix to Section15.5

Table 1: School transportation expenditure by state

	$millions				
State	1983/4	1984/5	1985/6	1986/7	1987/8
Alabama	83.3	66.7	79.4	65.6	79.4
Alaska	22.3	24.6	23.1	23.1	23.7
Arizona	47.6	50.2	50.2	50.2	63.2
Arkansas	na	48.8	52.5	48.6	43.5
California	439.1	478.2	560.0	649.3	670.0
Colorado	46.6	59.6	64.4	53.7	69.1
Conneticut	83.5	83.5	102.4	110.0	102.3
Delaware	24.9	23.3	24.8	27.7	28.0
Florida	164.6	187.4	206.1	226.4	272.6
Georgia	119.9	127.2	136.7	161.9	175.2
Hawaii	14.7	15.7	16.7	17.7	17.7
Idaho	23.3	25.1	26.2	25.7	27.0
Illinois	43.6	173.1	173.1	328.2	356.7
Indiana	131.9	158.5	170.8	186.2	198.7
Iowa	59.1	59.5	59.3	59.3	56.8
Kansas	52.2	70.4	51.6	51.6	69.3
Kentucky	93.8	89.4	104.4	97.0	86.8
Louisiana	110.6	106.4	123.8	123.8	na
Maine	32.4	38.8	40.6	38.4	43.1
Maryland	117.4	105.3	110.2	113.4	113.4
Massachusetts	129.3	137.0	150.7	150.7	147.4
Michigan	250.0	250.0	300.0	250.0	250.0
Minnesota	93.1	152.5	164.2	171.6	178.9
Mississippi	52.4	53.6	55.6	55.4	60.4
Missouri	122.3	143.9	152.3	155.1	163.7
Montana	15.2	16.8	16.3	17.1	17.0
Nebraska	32.5	33.3	33.1	32.5	33.8
Nevada	na	16.8	24.2	26.1	20.0
New Hampshire	14.0	14.3	26.7	26.7	26.7
New Jersey	233.1	235.3	284.3	284.3	284.3
New Mexico	39.8	44.0	45.2	53.1	52.3
New York	622.4	776.7	816.3	906.3	976.3
North Carolina	107.8	95.4	113.7	118.5	146.8
North Dakota	23.9	24.0	24.3	24.3	22.9
Ohio	235.9	251.2	268.9	268.9	268.9
Oklahoma	74.5	76.0	75.3	66.4	70.7
Oregon	62.1	65.2	66.8	71.5	72.8
Pennsylvania	na	390.5	370.0	382.5	373.1
Rhode Island	na	na	na	na	na
South Carolina	46.2	59.7	54.3	54.7	59.3
South Dakota	17.1	15.8	18.6	18.6	19.3
Tennessee	72.3	76.0	78.0	77.0	81.0
Texas	263.3	289.3	414.3	196.1	203.1
Utah	19.0	22.3	24.5	29.0	23.5
Vermont	15.2	16.7	16.7	16.7	16.7
Virginia	113.4	129.4	139.9	153.7	169.3
Washington	113.4	133.7	131.6	132.9	140.1
West Virginia	69.7	75.1	79.4	84.1	83.4
Wisconsin	105.3	109.4	115.8	120.3	120.3
Wyoming	25.7	25.8	27.4	26.2	22.1
Washington D C	na	na	na	na	na
U S A	4,724.7	5,750.5	6,264.7	6,300.1	6,634.6

Appendix to Section 15.5

Table 2: School transport expenditure as % of education expenditure

State	1983/4	1984/5	1985/6	1986/7	1987/8
Alabama	5.3%	3.9%	4.2%	3.3%	3.9%
Alaska	3.4%	3.6%	2.9%	2.4%	2.9%
Arizona	3.3%	3.4%	3.2%	3.1%	3.3%
Arkansas	na	4.8%	4.6%	3.8%	4.0%
California	3.3%	3.2%	3.4%	3.8%	3.5%
Colorado	2.6%	3.2%	3.1%	2.3%	2.8%
Conneticut	4.2%	3.9%	4.4%	4.2%	3.5%
Delaware	7.5%	6.2%	5.9%	6.3%	6.0%
Florida	3.4%	3.5%	3.5%	3.4%	3.5%
Georgia	4.7%	4.4%	4.1%	4.6%	5.0%
Hawaii	2.4%	2.7%	2.7%	2.5%	2.8%
Idaho	4.9%	5.0%	5.0%	4.4%	4.3%
Illinois	0.7%	2.9%	2.8%	5.0%	4.9%
Indiana	4.8%	4.6%	5.7%	5.6%	5.5%
Iowa	3.7%	3.6%	3.4%	3.3%	3.1%
Kansas	4.1%	4.6%	3.2%	2.9%	3.8%
Kentucky	5.8%	5.1%	5.8%	4.9%	4.1%
Louisiana	5.1%	4.8%	5.0%	4.8%	na
Maine	5.5%	6.1%	5.8%	4.9%	4.8%
Maryland	4.9%	4.0%	3.9%	3.6%	3.4%
Massachusetts	4.0%	4.0%	4.3%	3.8%	3.5%
Michigan	4.4%	4.1%	4.8%	3.8%	3.6%
Minnesota	3.8%	6.2%	5.8%	5.4%	5.3%
Mississippi	5.7%	5.2%	5.3%	4.2%	4.3%
Missouri	6.1%	6.4%	6.2%	5.8%	5.7%
Montana	2.7%	2.7%	2.4%	2.7%	2.7%
Nebraska	4.2%	4.0%	3.8%	3.5%	3.5%
Nevada	na	3.6%	4.9%	4.2%	2.9%
New Hampshire	3.3%	3.1%	5.5%	4.9%	4.0%
New Jersey	4.4%	4.3%	4.8%	4.4%	3.9%
New Mexico	3.9%	4.2%	4.2%	4.6%	4.4%
New York	5.1%	5.9%	5.8%	5.9%	5.9%
North Carolina	4.1%	3.5%	3.3%	3.3%	3.7%
North Dakota	6.4%	6.0%	6.4%	6.1%	5.5%
Ohio	4.3%	4.3%	4.2%	3.9%	3.7%
Oklahoma	4.2%	3.8%	4.1%	3.8%	3.7%
Oregon	3.7%	3.8%	3.7%	3.8%	3.5%
Pennsylvania	na	5.6%	5.1%	4.7%	4.3%
Rhode Island	na	na	na	na	4.9%
South Carolina	3.2%	3.5%	2.9%	2.8%	2.9%
South Dakota	5.1%	4.3%	4.8%	4.5%	4.6%
Tennessee	3.9%	3.8%	3.6%	3.3%	3.1%
Texas	2.7%	2.6%	3.5%	1.5%	1.6%
Utah	1.9%	2.2%	2.2%	2.4%	2.0%
Vermont	5.1%	5.0%	5.3%	4.3%	3.6%
Virginia	4.0%	4.3%	4.3%	4.2%	4.2%
Washington	4.4%	4.8%	4.2%	3.8%	3.7%
West Virginia	7.0%	7.1%	7.6%	7.8%	6.1%
Wisconsin	3.9%	5.4%	3.7%	3.5%	3.3%
Wyoming	4.6%	4.2%	4.0%	3.6%	2.9%
Washington D C	na	na	na	na	na
U S A	3.7%	4.2%	4.2%	3.9%	3.9%

Appendix to Section 15.5

Table 3: Cost per pupil in receipt of school transport

State	1983/4	1984/5	1985/6	1986/7	1987/8
Alabama	$182.10	$165.07	$182.64	$148.85	$180.02
Alaska	$534.42	$556.79	$498.30	$556.36	$526.86
Arizona	$238.19	$244.52	$244.52	$244.52	$274.77
Arkansas	na	$182.06	$192.00	$183.89	$164.38
California	$507.75	$541.86	$616.27	$593.33	$692.16
Colorado	$210.48	$266.29	$284.49	$237.18	$303.87
Conneticut	$343.48	$245.49	$326.04	$315.40	$306.24
Delaware	$255.79	$262.23	$303.56	$331.51	$337.18
Florida	$207.81	$237.27	$275.14	$298.08	$355.66
Georgia	$149.27	$156.08	$163.55	$147.84	$201.85
Hawaii	$364.04	$385.90	$403.59	$438.77	$438.77
Idaho	$193.79	$207.04	$214.42	$209.57	$220.03
Illinois	$58.09	$192.29	$192.29	$364.39	$372.68
Indiana	$203.94	$238.79	$257.53	$273.28	$290.22
Iowa	$233.69	$239.69	$243.09	$240.59	$236.59
Kansas	$326.87	$427.24	$314.69	$316.97	$406.78
Kentucky	$202.91	$193.30	$250.72	$213.49	$192.27
Louisiana	$179.09	$174.89	$212.23	$230.60	na
Maine	$194.21	$232.59	$244.99	$225.80	$253.94
Maryland	$266.83	$238.09	$249.80	$253.40	$247.35
Massachusetts	$231.11	$245.41	$265.09	$303.31	$339.42
Michigan	$259.25	$269.97	$535.70	$319.74	$319.74
Minnesota	$113.85	$183.44	$191.11	$200.86	$198.59
Mississippi	$146.25	$149.08	$155.32	$153.33	$165.38
Missouri	$269.29	$256.95	$331.34	$341.43	$362.31
Montana	$230.40	$270.63	$277.52	$283.97	$287.22
Nebraska	$130.78	$593.15	$126.28	$123.43	$498.38
Nevada	na	$288.05	$418.32	$431.99	$331.62
New Hampshire	$148.45	$144.21	$268.64	$266.55	$216.67
New Jersey	$370.92	$374.03	$451.99	$459.08	$457.27
New Mexico	$310.49	$339.36	$340.98	$388.05	$391.39
New York	$375.41	$381.91	$407.14	$471.59	$517.44
North Carolina	$148.54	$134.39	$162.99	$172.77	$216.36
North Dakota	$495.88	$488.70	$515.22	$490.60	$480.44
Ohio	$181.77	$197.68	$220.49	$207.40	$207.40
Oklahoma	$251.99	$252.15	$251.04	$222.16	$237.71
Oregon	$274.03	$292.58	$285.69	$331.15	$344.73
Pennsylvania	na	$282.51	$275.09	$285.92	$278.94
Rhode Island	na	na	na	na	$342.35
South Carolina	$113.36	$134.48	$122.11	$124.55	$133.25
South Dakota	$363.93	$344.11	$400.33	$392.02	$431.78
Tennessee	$127.35	$136.63	$138.90	$139.26	$146.84
Texas	$278.02	$297.25	$405.83	$194.18	$189.19
Utah	$148.56	$167.63	$168.02	$189.13	$151.08
Vermont	$212.66	$232.19	$218.78	$232.76	$232.76
Virginia	$154.33	$178.36	$192.72	$208.89	$227.37
Washington	$300.92	$356.03	$380.10	$363.14	$380.78
West Virginia	$237.82	$263.04	$280.46	$302.22	$308.46
Wisconsin	$227.83	$235.41	$250.59	$256.17	$255.50
Wyoming	$621.52	$637.80	$628.88	$621.00	$501.88
U S A	$216.51	$256.96	$285.47	$278.73	$313.59

Appendix to Section 15.5

Table 4: Cost per pupil (5-17 yr olds)

State	1983/4	1984/5	1985/6	1986/7	1987/8
Alabama	$102.62	$81.80	$97.13	$80.07	$96.56
Alaska	$218.48	£232.53	$210.28	$208.39	$211.72
Arizona	$82.15	$84.36	$82.96	$79.79	$100.00
Arkansas	na	$102.43	$11.42	$103.04	$91.52
California	$96.70	$103.98	$119.25	£133.22	$134.19
Colorado	$79.47	$100.60	$107.62	$89.71	$114.17
Conneticut	$147.47	$152.21	$185.48	$200.36	$188.41
Delaware	$22.03	£209.89	£219.09	£241.24	£243.65
Florida	$93.30	$104.67	$115.18	$122.49	$144.07
Georgia	$101.89	$106.96	$113.77	$130.01	$139.16
Hawaii	$74.95	$79.53	$84.51	$90.08	$89.62
Idaho	$106.19	$110.85	$114.73	$115.03	$121.41
Illinois	$19.64	$78.49	$78.28	$154.66	$164.06
Indiana	$119.65	$143.72	$154.86	$171.81	$183.97
Iowa	$105.59	$105.72	$106.26	$109.29	$106.02
Kansas	$116.47	$155.45	$111.34	$113.80	$151.41
Kentucky	$124.72	$118.53	$139.07	$130.25	$117.62
Louisiana	$116.64	$111.91	$120.57	$130.71	na
Maine	$144.16	$172.64	$183.63	$174.76	$195.80
Maryland	$147.73	$134.36	$140.36	$143.88	$143.16
Massachusetts	$127.04	$136.59	$152.48	$156.93	$155.63
Michigan	$136.09	$137.29	$164.38	$138.20	$139.28
Minnesota	$117.60	$192.28	na	$218.33	£227.02
Mississippi	$91.48	$93.03	$97.62	$95.09	$104.12
Missouri	$130.91	$153.09	$160.54	$165.15	$174.14
Montana	$93.45	$101.05	$99.23	$104.72	$106.06
Nebraska	$105.25	$106.75	$105.40	$107.73	$111.78
Nevada	na	$103.22	$157.98	$156.44	$112.46
New Hampshire	$76.64	$77.75	$145.63	$142.52	$140.27
New Jersey	$168.42	$171.85	$207.96	$213.43	$215.74
New Mexico	$133.96	$145.23	$145.79	$171.79	$169.01
New York	$192.17	$242.26	$258.23	$288.16	$313.61
North Carolina	$91.43	$80.61	$97.12	$99.44	£123.43
North Dakota	$177.35	$175.06	$179.00	$184.42	$173.59
Ohio	$112.26	$120.06	$128.87	$129.62	£130.37
Oklahoma	$116.79	$118.77	$116.57	$105.06	$111.32
Oregon	$124.47	$129.40	$131.25	$144.68	$146.85
Pennsylvania	na	$183.09	$176.19	$184.40	$180.42
Rhode Island	na	na	na	na	$202.49
South Carolina	$68.59	$88.41	$81.23	$80.14	$86.56
South Dakota	$123.06	$111.47	£131.29	£134.84	$139.98
Tennessee	$79.07	$83.01	$85.95	$83.44	$87.79
Texas	$81.62	$88.32	$124.20	$57.09	$58.33
Utah	$47.68	$53.12	$58.36	$67.26	$52.75
Vermont	$151.55	$166.58	$166.58	$166.58	$164.93
Virginia	$109.53	$124.75	$134.64	$149.18	$163.08
Washington	$166.23	$170.27	$158.00	$162.65	$169.35
West Virginia	$175.53	$190.22	$204.69	$220.24	$223.65
Wisconsin	$114.00	$119.00	$125.30	$131.57	$131.71
Wyoming	$240.02	£238.72	£251.07	$244.94	$210.18
U S A	$105.58	$128.15	$139.29	$139.56	$146.49

Appendix to Section 15.5

Table 5: Cost per mile

State	1983/4	1984/5	1985/6	1986/7	1987/8
Alabama	na	na	$1.48	$1.22	$1.37
Alaska	na	na	$3.95	$3.98	$4.08
Arizona	$1.31	$1.52	$1.52	$1.52	$1.97
Arkansas	na	$1.27	$1.37	$1.27	$1.26
California	$1.88	$1.91	$2.01	$2.33	$2.46
Colorado	na	$0.99	$1.49	$1.20	$1.59
Conneticut	na	na	na	na	na
Delaware	$1.59	$1.47	$1.54	$1.68	$1.68
Florida	$1.25	$1.36	$1.49	$1.84	$1.49
Georgia	$1.44	$1.51	$1.51	$1.82	$1.84
Hawaii	na	na	$2.22	$2.44	$2.44
Idaho	$1.22	$1.29	$1.21	$1.24	$1.32
Illinois	na	na	na	$1.35	$1.96
Indiana	$2.27	$2.71	$2.92	$2.83	$2.72
Iowa	na	$0.94	$0.95	$0.95	$0.91
Kansas	na	$1.21	$7.83	$1.23	$1.64
Kentucky	$1.31	$1.19	$1.45	$1.23	$1.08
Louisiana	$1.68	$1.65	$1.90	$1.90	na
Maine	na	na	$1.38	$1.31	$1.12
Maryland	$1.63	$1.29	$1.44	$1.43	$1.32
Massachusetts	na	na	$2.61	$2.66	$3.02
Michigan	na	$2.13	$2.63	$1.95	$1.95
Minnesota	na	na	$1.41	$1.47	$1.44
Mississippi	$1.17	na	$1.39	$1.34	$1.43
Missouri	$1.26	$1.29	$1.37	$1.44	$1.48
Montana	na	na	$0.97	£1.02	$1.00
Nebraska	na	na	$1.08	$0.92	$1.07
Nevada	na	$1.48	$1.93	$1.93	$1.43
New Hampshire	na	na	$2.13	$1.97	$2.42
New Jersey	na	$1.34	$1.63	$2.38	$2.33
New Mexico	$1.44	$1.58	$1.54	$1.81	$1.79
New York	na	na	$4.06	$3.02	$5.36
North Carolina	$0.97	$0.85	$0.98	$1.00	$1.20
North Dakota	na	na	$0.95	$0.95	$0.89
Ohio	$1.43	$1.49	$1.69	$1.66	$1.65
Oklahoma	na	na	$1.29	$1.14	$1.20
Oregon	na	na	$1.55	$1.65	$1.71
Pennsylvania	na	$1.63	$1.52	$1.51	$1.43
Rhode Island	na	na	na	na	na
South Carolina	na	$0.94	$0.82	$0.81	$0.87
South Dakota	$1.10	$0.88	$1.00	$0.99	$1.06
Tennessee	$1.04	$1.01	$1.04	$1.04	$1.09
Texas	na	$1.35	$1.84	$0.98	na
Utah	$1.21	$1.35	$1.33	$1.59	$1.29
Vermont	na	$1.44	$1.44	$1.44	$1.44
Virginia	$1.34	$1.60	$1.68	$1.83	$1.93
Washington	$1.85	$2.11	$1.98	$1.92	$1.95
West Virginia	$1.87	$2.01	$2.03	$2.23	$2.16
Wisconsin	na	$1.45	$1.57	$1.64	$1.52
Wyoming	$1.96	na	$1.83	$1.73	$1.49
U S A	na	na	$1.87	$1.71	$1.98

Appendix to Section 15.6

Carrollton Accident

On May 14 1988 a church activity school bus was involved in a head-on collision with a small pick up truck near Carrollton, Kentucky. The pick up truck was travelling at high speed in the wrong direction on Interstate 71 when it struck the bus.

As a result of the collision, the bus's fuel tank, located just behind the boarding door, was ruptured. The ensuing fire blocked the door, forcing most of the passengers towards the rear emergency door. The intensity of the heat and smoke from the burning materials inside the bus killed the bus driver and twenty-six passengers. Thirty-four passengers were injured, as was the pick up driver.

The National Transportation Safety Board determined that the probable cause of the collision was the alcohol impaired condition of the pick up driver who operated his vehicle on the wrong side of the highway. Contributing to the severity of the accident was the rupture of the fuel tank, and ensuing fire in the bus, the partial blockage of the rear emergency exit, and the flammibility of the bus seating materials.

Alton Accident

On September 21 1989 a school bus and a delivery truck collided in Alton, Texas. The school bus came to rest on its left side after falling approximately twenty-four feet into a gravel pit partially filled with water. The bus was totally submerged in approximately ten feet of water, approximately thirty-five feet from the nearest shoreline. The bus's front boarding door was jammed shut, but the rear emergency exit was operable. There were no other emergency exits.

Nineteen students died at the accident scene, and two died later. The twenty-one fatalities were the result of drowning or complications related to the submersion. In addition, three students sustained serious injuries, forty-six others sustained minor injuries with eleven students uninjured.

The National Transportation Safety Board determined that the probable cause of the accident was the truck driver's inattention and subsequent failure to maintain sufficient control of his vehicle to stop at the stop sign. Contributing to the severity of the accident was the lack of a sufficient number of emergency exits on the school bus to enable the rapid evacuation of all students.

Appendix to Section 15.7

Table 1:

R.P.I.		U.S.A.	
1985/6	871.6	1986/7	105.4
1984/5	841.7	1985/6	102.3
1983/4	822.2	1984/5	106.4
1982/3	784.7	1983/4	103.7
1981/2	732.8	1982/3	99.3
1980/1	664.0	1981/2	97.0
1979/80	595.1	1980/1	93.2
1978/9	484.5	1979/80	83.1
1977/8	440.5	1978/9	70.5
1976/7	396.7	1977/8	61.7
1975/6	348.2	1976/7	59.0
1974/5	288.9	1975/6	55.1
1973/4	221.7	1974/5	50.1
1972.3	202.0	1973/4	45.8
1971/2	192.3	1972/3	41.2
1970/1	178.9	1971/2	39.9
1969/70	158.9	1970/1	39.5
1968/9	154.8	1969/70	37.5
1967/8	144.3	1968/9	35.7
1966/7	140.5	1967/8	34.3
1965/6	138.7	1966/7	33.3
1964.5	131.6	1965/6	32.3
1963/4	127.5	1964/5	31.9
1962/3	126.2	1963/4	31.4
1961/2	126.7	1962/3	30.9
1960/1	120.4	1961/2	30.8
1959/60	116.0		
1958/9	113.4		
1957/8	112.8		
1956/7	109.5		
1955/6	100.0		

U.S.A. RPI Consumer Price Index Transportation Statistical Abstract of the US 1989 Table 758

U.K. RPI Transport & Vehicles Group VIII 17th January 1956=100

Appendix to Section 19.1

Arguments relevant to the basic assumptions.

1. This is assumed for simplicity and was assumed by the Hodges Party study (DES 1973 p39).

2. This was assumed by the LAMSAC study (LAMSAC 1978 p26). However, this may overestimate the cost of securing transport for these pupils given a change in policy, as this assumes that there is no saving to the Local Education Authorities if currently entitled pupils cease to travel at the Local Education Authority's expense.

3. The LAMSAC study (LAMSAC 1978 P26) assumed that additional pupils receiving transport would be costed at the level of public transport charges. However, this again may over-estimate the actual cost of securing transport for these pupils as economies of scale may be achieved, enabling bulk purchase of season tickets for use on public transport services at a lower unit cost than current fare levels. In addition, securing transport for these pupils using either contracted buses, or Local Education Authority owned and operated vehicles, may provide a cheaper alternative to payment of public transport fares for these pupils.

   A 15 pence fare is taken as an average cost for a journey of 1.5 miles for pupils living within the current minimum walking distances. This is regarded as typical of child fares currently in use. For example a 10 pence fare is currently used for pupils travelling within the minimum walking distances with Tyne & Wear (1990/1). This assumption is supported by average fare levels for Great Britain, as shown in table 1 below.

Table 1: Fare levels by area: 1989/90, ordinary adult tickets

	Pence per mile		
Length of journey	London	Metropolitan areas	Rest of Great Britain
1 - 1.9 miles	35	24	26
2 - 4.9 miles	18	15	18
5 - 9.9 miles	11	11	13
Average fare per mile	18	14	16

Source: DTp (1990) Bus and Coach Statistics Great Britain. p 26.

Using the average fare per mile child fares would be expected to range from 7p in the Metropolitan areas to 9p in London, if half the adult fare. Using the average pence per mile for a journey of 1 - 1.9 miles in length these fares would be expected to range from 12p to 17.5p per mile.

For a 1.5 mile journey child fares would , therefore, be expected to range from 10.5p to 26p. High and low estimates are, therefore, based upon a high cost per journey of 25p and a low cost per journey of 10p.

4) The Hodges Party study (DES 1973 p39) assumed travel for 200 days per year. The LAMSAC study (LAMSAC 1978) based its calculations on a school year of 191 days, and ATCO (1979) assumed 180 days per school year. The current school year is 188 days. However, given typical absence rates of 5-10%, 180 days is taken to be the average number of days for which travel is required by any one pupil.

5) This is assumed for simplicity. The number of special school pupils includes those boarding, whilst the number of pupils receiving transport on the grounds of special needs also includes some pupils attending classes at primary and secondary schools. From figures available for the Scottish Regions (private communication with the Scottish Education Department) the

6) Special needs transport is already provided on a largely individual basis, rather than according to the minimum walking distances. It is, therefore, assumed that any policy change would not affect the provision of transport for pupils with special needs.

Previous studies of changing the basis of school transport provision have been restricted to mainstream pupils (see DES 1973 p35 para 101; LAMSAC 1978 p13 para 49 and ATCO 19789 p16 para 8.1) and have assumed that transport for these pupils would not be affected by any change in policy.

7) The Hodges Party study assumed an arbitrary of £0.5 million per annum for the additional administration costs of a flat-fare charge (DES 1973). This is equivalent to approximately £2.2 million per annum in 1986 prices, or approximately £1.00 per additional child travelling.

LAMSAC (1978 Appendix D) assumed an additional cost of £6.09 per annum per additional pupil travelling to cover the cost of administration involved in employing a flat-fare charging policy. This was the most expensive administrative option considered in the LAMSAC study, being based upon a pass and pre-payment (weekly) basis. Other estimates ranged from £0.76p - £4.50 per additional travelling pupils.

ATCO (1979 p15) assumed an average, additional administrative cost of £6.00 per pupil for a charging scheme.

£6.00 per additional pupil travelling has been assumed to be the annual cost for all changes in school transport policy. As the extension of free school transport using reduced walking distances would be likely to require only minor change to existing administrative practices it is recognised that this may over-estimate the additional costs involved. However, this level of administrative cost may underestimate the cost of administering a flat-fare scheme.

For simplicity, an average cost per pupil for administration is assumed for all schemes and applies for each additional pupils.

8) See assumption 3.

9) The average journey length for all education journeys in 1985/6 was 2.1 miles (DTp 1985/6). However, this includes those pupils travelling to school beyond the current minimum walking distances. As shown in table 1, Appendix to 19.3, the majority of education journeys are between one and two miles in length. For this reason an average 1.5 mile journey is assumed to be typical of the distance travelled by a child currently living within the minimum walking distances of school.

The average cost per mile is based upon figures obtained from the AA (see table 2). As the school journey is often not the sole reason for the car being purchased or used, the running costs only are taken to reflect the direct costs of car use for the school journeys.

Table 2: Motoring costs

Running cost per mile (pence) *	Engine Capacity (cc) Up to 1000	1001 to 1400	1401 to 2000	2011 to 3000	3001 to 4500
Petrol	5.227	5.975	6.970	9.504	10.455
Oil	0.527	0.527	0.561	0.618	1.011
Tyres	0.528	0.689	0.834	1.605	2.068
Servicing	1.089	1.089	1.089	1.420	2.121
Repairs/Replacement	4.995	5.288	6.180	9.251	11.622
Total	12.366	13.567	15.634	22.498	27.277

Source: AA Technical Services 1991

* figures refer to petrol engined cars

10) This is assumed for simplicity. As accident risk is related to exposure it is assumed that a reduction in the use of a particular mode will result in a corresponding reduction in casualties. Whilst it is recognised that children appear to be particularly at risk at, or near, school entrances (Driscoll & Ashton 1981) and a change in mode would not necessarily result in fewer children being near school entrances, it is expected that the reduced use of parental cars would compensate for this.

In calculating the potential accident reduction given a change in policy a high estimate is made based upon figures allowing for under-reporting of casualties and a low estimate is made using reported figures only; with a central estimate being based upon an average of these two (see Section 7.5).

11) Again this is assumed for simplicity. However a high estimate of the cost of school crossing patrol provision assumes that there would be no saving in this expenditure as it could be argued that such provision would still be required for those pupils walking and to ensure the safety of all pupils at, or near, school entrances, irrespective of the mode used to travel to school. A low estimate assumes a total saving in this expenditure, as the wider availability of school transport, whether free or at a charge, it could be argued, would adequately address this safety issue. With such a change in policy, where Local Education Authority provision of school transport is not taken up, then this assumes that the safety of such pupils is wholly a parental responsibility.

Appendix to Section 19.2

High and Low Estimate of the Current cost of Providing School Transport

The current cost of securing school transport by the Local Education Authorities is known to be £220 million per annum, with the annual expenditure on school crossing patrol functions being £36.6 million.

The cost of school transport provision by parents is however based upon assumptions about the cost of both public and private transport. It is assumed that as the price of private and public transport are both subject to the same influences, e.g. the price of fuel, then if the cost of transport by public means is high the cost of parental provision of school transport will also be taken to be based upon a high estimate of running costs.

i) Low estimate

a) Local Education Authority provision of school transport:

Annual expenditure	= £220.0 million per annum

b) The provision of school crossing patrol functions:

Annual expenditure	£36.6 million per annum

c) Parental provision of school transport:

Cost of providing transport by public transport, at an average cost per journey of 25p, for 1,920,973 pupils	= £172.8 million per annum
Cost of providing transport by private car, at a cost of 27.3p per mile, for 2,399,141 pupils	= £353.7 million per annum
Annual expenditure	£526.5 million per annum

d) School journey accidents:

Using the figures, allowing for under-reporting (see Section 7.5), the cost of school journey accidents is estimated to be:

Fatal (60 x £608.580)	= £36.5 million per annum
Serious (2,251 x £18,450)	= £41.5 million per annum
Slight (10,696 x £380)	= £4.1 million per annum
Annual cost	= £82.1 million per annum

ii) Low estimate

a) Local Education Authority provision of school transport:

Annual expenditure	=£220.0 million per annum

b) The provision of school crossing patrol functions:

annual expenditure	= £36.6 million per annum

c) Parental provision of school transport:

Cost of providing transport by public transport, at an average cost per journey of 10p, for 1,920,973 pupils	= £69.1 million per annum

Cost of providing transport by private car, at a cost of 12.4p per mile, for 2,399,141 pupils = £160.7 million per annum

Annual expenditure =£229.8 million per annum

d) School journeys

Using the figures for reported casualties only (see Section 7.5), the cost of school journey accidents is estimated to be:

Fatal (60 x £608,580) = £36.5 million per annum
Serious (1,789 x £18,450) = £33.0 million per annum
Slight (7,606 x £380) = £2.9 million per annum

Annual cost = £72.9 million per annum

iii) Summary of high and low estimates

Table 1: The current cost of school transport provision, high and low estimates

	£ millions per annum				
	LEA Costs	School crossing patrol costs	Parental costs	Accident costs	Total
All high estimates	220.0	36.6	526.6	82.1	865.3
High-parental costs Low-accident costs	220.0	36.6	526.6	72.9	856.1
Low-parental costs High-accident costs	220.0	36.6	229.8	82.1	568.5
All low estimates	229.0	36.6	229.8	72.9	559.3

High and low estimates of the cost of widening the avaiablity of free school transport to all pupils.

i) High estimate

a) Local Education Authority provision of school transport:

Cost of securing transport for currently entitled pupils	= £220.0 million per annum
Cost of securing transport for an additional 4,526,936 pupils at 25p per journey	= £407.4 million per annum
Administration costs at £6 per pupil for an additional 4,526,936 pupils	= £27.2 million per annum
Annual expenditure	= £654.6 million per annum

b) The provision of school crossing patrol functions:

Cost assuming no saving in provision	= £36.6 million per annum

c) Parental provision of school transport:

Cost of providing transport by public transport	nil
Cost of providing transport by private car, at a cost of 27.3p per mile, for 1,199,571 pupils	= £176.8 million per annum
Annual Expenditure	= £176.8 million per annum

d) School Journey Accidents:

Using the figures, allowing for under-reporting, the following change in casualties would be expected:

Mode	Fatal	Serious	Slight
Pedestrian	23	816	3,044
Pedal Cyclist	2	216	1,284
Car	3	60	656
PSV	-	-25	-516
Overall reduction	28	1,067	4,468

Sources: Tables 19.3c and 7.5g

This reduction in casualties would represent savings of:

Fatal (28 x £608,580)	= £17.0 million per annum
Serious (1,067 x £18,450)	= £19.7 million per annum
Slight (4,468 x £380)	= £1.7 million per annum
Total saving	= £38.4 million per annum

The annual cost of school journey accidents, given such a change, would be: (£82.1 million -£38.4million)	= £43.7 million per annum

ii) Low estimate

a) Local Education Authority provision of School Transport:

Cost of securing transport for currently entitled pupils	= £220.0 million per annum
Cost of securing transport for an additional 4,526,936 pupils at 10p per journey	= £163.0 million per annum
Administration costs at £6 per pupil for an additional 4.526,936 pupils	= £27.2 million per annum
Annual expenditure	= £410.2 million per annum

b) The provision of school crossing patrol functions:

Cost assuming no provision	nil

c) Parental provision of school transport:

Cost of providing transport by public transport	nil
Cost of providing transport by private car, at a cost of 12.4p per mile, for 1,199,571 pupils	= £80.3 million per annum
Annual expenditure	= £80.3 million per annum

d) School journey accidents:

Using the figures for reported casualties only, the following change in casualties would be expected:

Mode	Fatal	Serious	Slight
Pedestrian	23	682	2,265
Pedal Cyclist	2	129	718
Car	3	55	532
PSV	-	-23	-419
Overall reduction	28	843	3,096

Sources: Tables 19.3c and 7.5e

This reduction in casualties would represent savings of:

Fatal (28 x £608.580)	= £17.0 million per annum
Serious (843 x £18,450)	= £15.6 million per annum
Slight (3,096 x £380)	= £1.2 million per annum
Total saving	= £33.8 million per annum
The annual cost of school journey accidents, given such a change, would be: (£72.9 million -£33.8million)	= £39.1 million per annum

iii) Summary of high and low estimates

Table 2: The costs of widening the availability of free school transport for all pupils, high and low estimates

	£ millions per annum				
High LEA & parental costs	LEA costs	School Crossing Patrol	Parental Costs	Accident Costs	Total
- low school crossing patrol costs - low accident costs	654.6	nil	176.8	39.1	870.5
- low school crossing patrol costs - high accident costs	654.6	nil	176.8	43.7	875.1
- high school crossing patrol costs - low accident costs	654.6	36.6	176.8	39.17	907.1
- high school crossing patrol costs - high accident costs	654.6	36.6	176.8	43.7	911.7
Low LEA & parental costs					
- low school crossing patrol costs - low accident costs	410.2	nil	80.3	39.1	529.6
- low school crossing patrol costs - high accident costs	410.2	nil	80.3	43.7	534.2
- high school crossing patrol costs - low accident costs	410.2	36.6	80.3	39.1	566.2
- high school crossing patrol costs - high accident costs	410.2	36.6	80.3	43.7	570.8

High and low estimates of the cost of reducing the minimum walking distances used by one mile.

i) High estimate -

a) Local Education Authority provision of School Transport:

Cost of securing transport for currently entitled pupils = £220.0 million per annum

Cost of securing transport for an additional 2,255,697 pupils at 25p per journey = £203.0 million per annum

Administration costs at £6 per pupil for an additional 2,255,697 pupils = £13.5 million per annum

Annual expenditure = £436.5 million per annum

b) The provision of school crossing patrol functions:

Cost assuming no saving in provision = £36.6 million per annum

c) Parental provision of school transport:

Cost of providing transport by public transport, at a cost of 25p per journey for 696,474 pupils = £62.7 million per annum

Cost of providing transport by private car, at a cost of 27.3p per mile, for 1,103,605 pupils = £162.7 million per annum

Annual expenditure = £225.4 million per annum

d) School journey accidents:

Using the figures allowed for under-reporting the following change in casualties would be expected

Mode	Fatal	Serious	Slight
Pedestrian	5	163	609
Pedal Cyclist	1	117	693
Car	3	64	708
PSV	-	-16	-327
Overall reduction	9	328	1,683

Sources: Tables 19.3g and 7.5g

This reduction in casualties would represent savings of:

Fatal (9 x £608.580) = £5.5 million per annum
Serious (328 x £18,450) = £6.1 million per annum
Slight (1,683 x £380) = £0.6 million per annum
Total saving ≈ £12.2 million per annum

The annual cost of school journey accidents, given such a change, would be: (£82.1 million -£12.2 million) ≈ £69.9 million per annum

ii) Low estimate

a) Local Education Authority provision of School Transport:

Cost of securing transport for currently entitled pupils	= £220.0 million per annum
Cost of securing transport for an additional 2,255,697 pupils at 10p per journey	= £81.2 million per annum
Administration costs at £6 per pupil for an additional 2,255,697 pupils	= £13.5 million per annum
Annual expenditure	= £314.7 million per annum

b) The provision of school crossing patrol functions:

Cost assuming no provision	nil

c) Parental provision of school transport:

Cost of providing transport by public transport, at a cost of 10p per journey for 696,474	= £25.1 million per annum
Cost of providing transport by private car, at a cost of 12.4p per mile, for 1,103,605 pupils	= £73.9 million per annum
Annual expenditure	=£99.0 million per annum

d) School journey accidents:

Using the figures for reported casualties only, the following change in casualties would be expected:

Mode	Fatal	Serious	Slight
Pedestrian	5	136	453
Pedal Cyclist	1	70	388
Car	3	59	574
PSV	-	-15	-266
Overall reduction	9	250	1,149

Sources: Tables 19.3g and 7.5e

This reduction in casualties would represent savings of:

Fatal (9 x £608,580)	= £5.5 million per annum
Serious (250 x £18,450)	= £4.6 million per annum
Slight (1,149 x £380)	= £0.4 million per annum
Total saving	= £10.5 million per annum

The annual cost of school journey accidents, given such a change, would be: (£72.9 million -£10.5.million)	= £62.4 million per annum

iii) Summary of high and low estimates

Table 3: The costs of reducing the minimum walking distances by one mile, high and low estimates

	£ millions per annum				
High LEA & parental costs	LEA costs	School Crossing Patrol	Parental Costs	Accident Costs	Total
- low school crossing patrol costs - low accident costs	436.5	nil	225.4	62.4	724.3
- low school crossing patrol costs - high accident costs	436.5	nil	225.4	69.9	731.8
- high school crossing patrol costs - low accident costs	436.5	36.6	225.4	62.4	760.9
- high school crossing patrol costs - high accident costs	436.5	36.6	225.4	69.9	768.4
Low LEA & parental costs					
- low school crossing patrol costs - low accident costs	314.7	nil	99.0	62.4	476.1
- low school crossing patrol costs - high accident costs	314.7	nil	99.0	69.9	483.6
- high school crossing patrol costs - low accident costs	314.7	36.6	99.0	62.4	512.7
- high school crossing patrol costs - high accident costs	314.7	36.6	99.0	69.9	520.0

Appendix to Section 19.3

i) Widening the availability of free school transport to all pupils

Table 1: Modal choice by distance travelled, Great Britain, 1985/6

	Distance (miles)					
Mode	0-1	1-2	2-3	3-5	5-10	10+
Rail/tube	0	0	2	3	5	18
Walk	53	45	10	0	0	0
Bicycle	6	9	9	2	0	0
Car, van	36	27	31	24	25	30
Public bus	5	15	37	48	36	21
School bus	0	3	10	21	32	28
Other-private	0	0	0	0	0	3
n	2,007	3,758	1,534	1,445	1,200	487
% in distance band	19.2	36.0	14.7	13.8	11.7	4.7

Source: DTp (1985/6) National Travel Survey, special tabulation of education journeys

ii) Reducing the minimum walking distances by one mile

Table 2: England & Wales, Distance travelled. 1973.

	% of pupils	
Distance	Primary < 8 years	Primary & secondary > 8 years
0 - 1 miles	87.1	62.4
1 - 2 miles	9.1	17.0
2 - 3 miles	2.3	7.9
3 - 5 miles	{	7.9
> 5 miles	{ 1.5	4.8

Source: DES (1973) p55-6.

Table 3: Modal choice, by distance travelled (1975/6)

	Living within: 2 miles - primary 3 miles - secondary		Living between: 1-2 miles, primary 2-3 miles, secondary	
Mode	No of pupils	%	No of pupils	%
Rail	3	-	3	-
Bus	330	7	195	21
School bus	52	1	43	5
Car	444	9	238	25
Bike	239	5	65	7
Walk	3,915	79	405	43
Total	4,983	100	949	100

Source: Rigby 1979 calculated from table 3 p20 and table 7a p22.

Appendix to Section 19.4

Arguments relevant to the specific assumptions relating to the introduction of flat-fare charging.

a) A 15 pence fare level is assumed to be typical of fares charged for currently entitled pupils (see assumption 3, Appendix 19.1). However, a low estimate of 10 pence and a high estimate of 20 pence have been used in the sensitivity tests.

For simplicity this is assumed to be the fare charged to pupils, irrespective of age. The Hodges Party study assumed one fare level for all pupils, irrespective of age, set at a level typical of the cost of a three mile journey (DES 1973 p38) LAMSAC (1978) also assumed one fare chargeable to all pupils, irrespective of age; however, ATCO used a half-fare for pupils under the age of eight years.

b) The Hodges Party study assumed that 10% of pupils eligible to receive free school meals would also be eligible to free school transport on the grounds of hardship (DES 1973 p36 para 102).

LAMSAC (1978) also related the remission of fares on the grounds of hardship to the provision of free school meals, using a range of estimates with the proportion of pupils receiving free travel on hardship grounds ranging from 5.6% to 25%.

The ATCO study also related the remission of fares to the provision of free school meals and to entitlement to receive family income supplement. It, therefore, assumed 10% of pupils would qualify for free school transport on these grounds. (ATCO 1979 para 5.16).

For simplicity, it is assumed that entitlement to free travel on hardship grounds applies equally to pupils using each mode i.e. 10% of those walking, cycling, travelling by car or using buses at parental expense receive free travel.

c) In the Isle of Man, the introduction of a flat-fare charge of 10 pence per journey resulted in a 15% reduction in the number of previously entitled pupils using school transport services (private communication with the Isle of Man Department of Tourism and Transport). However, ATCO (1979 para 6.3) predicted that any forecasts of revenue from charges should assume at least 10-20% resistance pay for travel. For this reason a central estimate of 15% reduction in travel has been assumed, with high and low estimates of 20% and 10% respectively.

d) By definition, currently entitled pupils are travelling in excess of three miles to school (two miles in the case of primary school pupils under the age of eight years).

As walking and cycling are generally used for journeys of under two miles (see table 1 Appendix 19.3), with motorised modes being used for longer journeys, it is assumed that if currently entitled pupils cease to use public transport then they will use parental cars for the school journey.

On the basis of the available distance/modal choice data, as shown in Table 3 Appendix to Section 19.3, the majority of pupils living beyond the current minimum walking distances live within the three-five mile age band. For this reason an average journey length of four miles is assumed for these pupils; at a cost per mile of 15.6 pence (see assumption 8 Appendix 19.1).

This suggests that parents would pay 62.4 pence for a journey using private car in preference to paying a lower flat-fare charge. However, whilst this is irrational, this does already occur at present with parents using cars for the school journey in preference to using public transport at a lower cost per journey. This may be due to one, or more, of a number of reasons including:

- the marginal cost of transporting children to school by car may be zero where the journey by car is already being made for another purpose e.g. work;

- the costs of private transport are not being accurately perceived;

- parents consider the other benefits of travel by parental car e.g. reduced journey and waiting times, or safety, security and convenience out weigh the additional costs involved; and

- in certain circumstances suitable public transport services may not be available as an alternative.

However, even if the costs of journeys made by parental car are perceived to be lower than those for public transport, this evaluation is concerned with actual costs incurred rather than the perceived costs.

e) The unit cost of securing transport for currently entitled pupils has been shown to be ú193 per annum (see Section 19.2). However, a reduction in the number of currently entitled pupils travelling by bus following the introduction of flat-fare charging would not result in a corresponding reduction in expenditure, as vehicle miles and capacity can not be reduced in proportion to demand (see ATCO 1979 para 6.3). However, the Hodges Party report estimated that a 25% reduction in demand would result in a 20% reduction in expenditure (DES 1973 p39).

Here a 15% reduction in demand, would therefore be expected to result in a 12% reduction in expenditure. This is equivalent to ú26.4 million per annum, a unit cost of ú30 for each currently entitled pupil continuation to use school transport services. This level of expenditure, therefore, is likely to overestimate the administration costs involved, thus the assumption is a conservative one, and has been used to avoid an overstatement of the case.

f) The average cost of securing transport for currently non-entitled pupils has been assumed to be 15 pence (see assumption 3 Appendix 19.1). As stated, this is likely to over-estimate the cost of securing transport for these pupils, and in addition, does not take into account the possible savings to concessionary fare scheme provision.

g) It is assumed that the present demand for bus travel by currently non-entitled pupils, excluding those receiving free travel on hardship grounds, remains unchanged.

However, a high estimate has been calculated comparing the effect of a 20 pence flat-fare charge against a current cost of public transport of 10 pence; and a low estimate has been calculated comparing the effect of a 10 pence flat-fare charge against a current cost of public transport of 20 pence. The modal changes assumed in each case are based upon fare elasticities of -0.3, which is widely accepted as an average value given fare changes (see TRRL 1980 Chapter 7).

High and low estimates associated with flat-fare charging:

High estimate: assumes a flat-fare charge of 10 pence compared to a cost by public transport of 20 pence per journey. As a high cost of public transport is assumed to be related to the cost of travel by car, the cost per mile for travel by car is assumed to be 27.3 pence.

Assuming demand for entitled pupils will be 10% lower than at present and that demand by non-entitled pupils will increase by 15%

Low estimate: assumes a flat-fare charge of 20 pence compared to a cost by public transport of 10 pence per journey. As a low cost of public transport is assumed to be related to the cost of travel by car, the cost per mile of travel by car is assumed to be 12.4 pence per mile.

Assumes demand for entitled pupils declines by 20%, and that demand by non-entitled pupils declines by 15%.

Table 1: Modal choice-currently entitled pupils

	Low estimate		High estimate	
Mode	No of pupils	%	No of pupils	%
Bus/public transport				
- at parental expense	820,800	72.0	923,400	81.0
- at LEA expense	114,000	10.0	114,000	10.0
Car	205,200	18.0	102,600	9.0
Total	1,140,000	18.0	1,140,000	9.0

Table 2: Modal choice-currently non-entitled pupils

	Low estimate		High estimate	
Mode	No of pupils	%	No of pupils	%
Bus/public transport				
- at parental expense	1,469,543	20.6	1,988,206	27.9
- at LEA expense	713,290	10.0	713,290	10.0
Car	2,277,031	31.9	2,038,446	28.6
Walk	2,202,780	30.9	1,971,975	27.6
Pedal Cycle	470,256	6.6	420,983	5.9
Total	7,132,900	100.0	7,132,900	100.0

Table 3: Modal choice-all pupils

	Low estimate		High estimate	
Mode	No of pupils	%	No of pupils	%
Bus/public transport				
- at parental expense	2,290,343	27.7	2,911,606	35.2
- at LEA expense	827,290	10.0	827,290	10.0
Car	2,482,231	30.0	2,141,046	25.9
Walk	2,202,780	26.6	1,971,975	23.8
Pedal Cycle	470,256	5.7	420,983	5.1
Total	8,272,900	100.0	8,272,900	100.0

i) High estimate of take up of scheme

Flat fare charge of 10 pence, cost per journey by public transport of 20 pence and cost per mile by private transport of 27.3 pence.

a) Local Education Authority provision of school transport:

Currently entitled pupils:

- revenue from charging 923,400 pupils at 10 pence per journey = £33.2 million per annum
- cost of securing transport = £220.0 million per annum

Currently non-entitled pupils:

- revenue from charging 1,988,206 pupils at 10 pence per journey = £71.6 million per annum
- cost of securing transport for 1,988,206 pupils at 20 pence per journey = £143.2 million per annum
- cost of securing transport for 713,290 pupils receiving travel hardship grounds, at 20 pence per journey = £51.4 million per annum
- administration cost at £6 per pupil for additional 1,988,206 and 713,290 pupils = £16.2 million per annum

Annual expenditure = £326.0 million per annum

b) The provision of school crossing patrol functions:

- high cost, assuming no saving in provision = £36.6 million per annum
- low cost, assuming no provision nil

c) Parental provision of school transport:

Currently entitled pupils:

- cost of 923,400 pupils using flat-fare scheme at 10 pence per journey = £33.2 million per annum
- cost of 102,600 pupils travelling by parental car at 27.3 pence per mile for a four mile journey = £40.3 million per annum

Currently non-entitled pupils:

- cost of 1,988,206 pupils using flat-fare scheme at 10 pence per journey = £71.6 million per annum
- cost of 2,038,446 pupils travelling by parental car, at 27.3 pence per mile for a 1.5 mile journey = £300.5 million per annum

Annual expenditure = £445.6 million per annum

As shown in table 3 Appendix 19.4, the expected change in mode would be: Pedestrian -15%; Pedal Cyclist -15%; Car -11% and bus/Other Public Transport +22%

This would be expected to result in the following casualty reductions:

Allowing for under-reporting

Mode	Fatal	Serious	Slight
Pedestrian	7	245	913
Pedal Cyclist	1	65	385
Car	1	13	144
PSV	-	-6	-122
Overall reduction	9	317	1,320

Source: Table 3, Appendix to 19.4 and table 7.5g.

This reduction in casualties would represent savings of:

Fatal (9 x £608,580)	= £5.5 million per annum
Serious (317 x £18,450)	= £5.8 million per annum
Slight (1,320 x £380)	= £0.4 million per annum
Total saving	= £11.8 million per annum

The annual cost of school journey accidents, given such a change, would be: (£82.1 million -£11.8.million) = £70.3 million per annum

Reported casualties only

Mode	Fatal	Serious	Slight
Pedestrian	7	204	680
Pedal Cyclist	1	39	215
Car	1	12	117
PSV	-	-6	-99
Overall reduction	9	249	913

Sources: Table 3, Appendix to 19.4 and table 7.5e.

This reduction in casualties would represent savings of:

Fatal (9 x £608,580)	= £5.5 million per annum
Serious (249 x £18,450)	= £4.6 million per annum
Slight (913 x £380)	= £0.3 million per annum
Total saving	= £10.4 million per annum

The annual cost of school journey accidents, given such a change, would be: (£72.9 million -£10.4.million) = £62.5 million per annum

ii) Low estimate of take up of scheme

Flat fare charge of 20 pence, cost per journey by public transport of 10 pence and cost per mile by private transport of 12.4 pence.

a) Local Education Authority provision of school transport:

Currently entitled pupils:

- revenue from charging 820,800 pupils at 20p per journey = £59.1 million per annum
- cost of securing transport = £220.0 million per annum

Currently *non-entitled* pupils:

- revenue from charging 1,469,543 at 20p per journey = £105.8 million per annum
- cost of securing transport fo 1,469,543 pupils at 10p per journey = £52.9 million per annum
- cost of securing transport for 713,290 pupils receiving travel on hardship grounds, *at 10p per journey* = *£25.7 million per annum*
- administration cost at £6 per pupil for an additional 1,469,543 and 713,290 pupils = £13.1 million per annum

Annual expenditure £146.8 million per annum

b) The provision of school crossing patrol functions:

- high cost, assuming no saving in provision = £36.6 million per annum

- low cost, assuming no provision nil

c) Parental provision of school transport:

Currently entitled pupils:

- cost of 820,800 pupils using flat-fare scheme at 20p per journey = £59.1 million per annum
- cost of 205,200 pupils travelling by parental car, at 12.4p per mile for a four mile journey £36.6 million per annum

Currently non-entitled pupils:

- cost of 1,469,543 pupils using flat-fare scheme at 20p per journey = £105.8 million per annum
- cost of 2,277,031 pupils travelling by parental car, at 12.4p per mile for a 1.5 mile journey = £152.5 million per annum

Annual expenditure = £354.0 million per annum

d) School journey accidents

As shown in table 3 Appendix to 19.4, the expected change in mode would be: Pedestrian -5%; Pedal Cyclist -5%, Car +3% and Bus/Other Public Transport +2%.

This would be expected to result in the following casualty reductions:

Allowing for under-reporting

Mode	Fatal	Serious	Slight
Pedestrian	2	82	304
Pedal Cyclist	-	22	128
Car	-	-4	-39
PSV	-	-	-11
Overall reduction	2	100	382

Sources: Table 3, Appendix to 19.4 and table 7.5g

This reduction in casualties would represent savings of:

Fatal (2 x £608,580)	= £1.2 million per annum
Serious (100 x £18,450)	= £1.8 million per annum
Slight (382 x £380)	= £0.1 million per annum
Total saving	= £3.1 million per annum

The annual cost of school journey accidents, given such a change, would be: (£82.1 million -£3.1million) = £79.0 million per annum

Reported casualties only

Mode	Fatal	Serious	Slight
Pedestrian	2	68	227
Pedal Cyclist	-	13	72
Car	-	-3	-32
PSV	-	-	-9
Overall reduction	2	78	258

Sources: Table 3 Appendix to 19.4 and table 7.5e.

This reduction in casualties would represent savings of:

Fatal (2 x £608,580)	= £1,217,160 per annum
Serious (78 x £18,450)	= £1,439,100 per annum
Slight (258 x £380)	= £98,040 per annum
Total saving	= £2,754,300 per annum

The annual cost of school journey accidents, given such a change, would be: (£72.9 million -£2.8 million) = £70.1 million per annum

iii) Summary of high and low estimates

Table 4: The costs associated with the introduction of flat-fare charging

	£ millions per annum				
	LEA costs	School Crossing Patrol	Parental Costs	Accident Costs	Total
High flat-fare charge Low cost of public & private transport - low school crossing patrol costs - low accident costs	146.8	nil	354.0	70.1	570.9
- low school crossing patrol costs - high accident costs	146.8	nil	354.0	79.0	579.8
- high school crossing patrol costs - low accident costs	146.8	36.6	354.0	70.1	607.5
- high school crossing patrol costs - high accident costs	146.8	36.6	354.0	79.0	616.4
Low flat-fare charge High cost of public & private transport - low school crossing patrol costs - low accident costs	326.0	nil	445.6	62.5	834.1
- low school crossing patrol costs - high accident costs	326.0	nil	445.6	70.3	841.9
- high school crossing patrol costs - low accident costs	326.0	36.6	445.6	62.5	870.7
- high school crossing patrol costs - high accident costs	326.0	36.6	445.6	70.3	878.5