

Transport Guidance:

Supporting Access
to Positive Activities



department for
children, schools and families


The National Youth Agency
Getting it right for young people

Department for
Transport

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Joint Foreword

Aiming high for young people: a ten year strategy for young people responded to the call from young people, their parents and their communities to provide funding for enjoyable and exciting activities in their local area.

We know that participation in structured positive activities gives young people the opportunity to achieve the five Every Child Matters outcomes, to develop a range of skills and to build their confidence and self-esteem (which means they are less likely to participate in antisocial behaviour and achieve poor outcomes). We want young people to be able to participate fully in these opportunities and to reap the benefits of doing so. However, we know that for some young people public transport can be a barrier to accessing positive activities.

Our departments have worked together during the development of this guidance to highlight links between developing transport policy and delivery of youth services and positive activities.

The Local Transport Act 2008 gives local authorities powers to improve the quality of local bus services, and greater control over the planning and delivery of local transport and governance arrangements. Government is committed to ensuring that we are well equipped to meet not only today's transport challenges, but also those of ten or twenty years' time. The Local Transport Act is a key part of the Government's strategy to meet this commitment, empowering local authorities to take appropriate steps to meet local transport needs in the light of local circumstances.

This guidance, shows how local authorities from around the country and their partners worked with young people to overcome transport barriers by developing innovative solutions which make the best use of available transport resources and flexibilities locally. It also highlights potential linkages with emerging policies which could contribute to new solutions to address transport issues at local level.

There are some excellent examples within this guidance which show what can be achieved when local authorities listen to young people and bring together their partners and providers of services to develop and deliver solutions.

Key to the success of this approach is that the LA children's trust and transport planners adopt an integrated approach to service and transport planning at the earliest possible stage. This ensures that young people can use the activity and service provision designed for them.

This guidance is just the starting point for generating ideas to improve transport arrangements locally to increase participation in positive activities through better coordination and planning at local level. This is a real opportunity for you to make a difference to the lives of the young people and your local communities.



Beverly Hughes
Minister of State
Department for Children, Schools and Families



Paul Clarke
Parliamentary Under Secretary
of State for Transport

Executive Summary

This guidance is for Local Authority children's trusts and transport planners is to help you to plan transport provision so that young people are able to access positive activities in your area. It delivers the commitment made in *Aiming High for Young People: a ten year strategy for positive activities* to provide such guidance.

This guidance showcases a range of innovative solutions developed by local authorities and their partners from around the country and highlights potential linkages with emerging policies, with a transport focus, which could contribute to addressing transport issues in your local area. A central theme throughout these examples is the involvement of young people working with their local authorities to develop local solutions.

Some of the solutions within this guidance involve relatively simple adjustments locally to bring about improvements, while others require more of an investment in time and resource. However, both reflect the potential benefits of improved transport arrangements in achieving better outcomes for young people across a range of national indicators and Public Service Agreements (PSAs).

Children's trusts and transport planners can use these examples as a basis for joint working or as a catalyst for developing their own approach based on the opportunities, needs and conditions in their area.

Evidence shows that for some young people public transport can be a real barrier to accessing positive activities. *Aiming High for Young People: a ten year strategy for young people* (DCSF July 2007) responded to this by making a commitment to '**work with the Department for Transport to improve guidance, support and challenge to children's trusts and transport planners to encourage joined up planning and commissioning of local transport**'.

Participation in structured positive activities provides young people with the opportunity to achieve the five Every Child Matters outcomes, to develop a range of different skills, build their confidence and self esteem and means they are less likely to participate in antisocial behaviour and other poor outcomes.

Key messages that have emerged during the course of this work to address transport as a barrier to young people's participation in positive activities are:

- Joint planning between children's trusts and transport planners from an early stage;
- Reviewing and revising existing arrangements across a number of policy areas to provide a holistic approach to young people's transport needs;
- The importance of a single over-arching strategy to flexibly harness the range of transport within the existing LA fleet (such as community transport);

- Involving young people and those who support them in transport planning;
- Publicising transport information alongside information on positive activities and youth services;
- Using discretionary powers on transport to develop a 'transport offer' for young people which supports better outcomes against PSAs/National Indicators;
- Communicating clearly the basis of any concessionary transport agreement between the LA and young people including behaviour contracts;
- Linking transport planning with planning for new facilities;
- Regularly reviewing transport routes, availability of transport and cost against the changing landscape of activity and service provision;
- Exploring the potential for corporate/commercial bus company contributions towards the cost of concessionary fares for young people.

This guidance is the result of collaborative work between The Department for Children, Schools and Families (DCSF), The Department for Transport (DfT), The National Youth Agency (NYA) and a range of stakeholders from local authorities (LAs), third sector organisations and young people.



Introduction

This guidance contains innovative solutions to transport barriers which impact on young people's participation in positive activities. It aims to support children's trusts and transport planners in the implementation of commitments set out under *Aiming High for Young People: a ten year strategy for positive activities*.¹

The implementation plan for *Aiming High for Young People* published in March 2008, set out the key barriers to young people's participation in positive activities which local authorities would need to address. These included a lack of affordable, safe and accessible transport. The implementation plan stated that:

*7.28 In Aiming High we committed to **work with the Department for Transport to improve guidance, support and challenge to Children's Trusts and transport planners** to encourage joined up planning and commissioning of local transport. This work is currently in progress and will be informed by examples from leading local authorities which have been able to address transport barriers through effective joint working.*

*7.29 In addition, building on their work with Brunel University, we have asked The NYA to work with young people, local authorities and transport providers to develop guidance for Children's Trusts on how improving local transport provision can support young people's access to positive activities.*²

This guidance is the result of that commitment. It has been developed by The National Youth Agency (NYA), on behalf of the Department for Children, Schools and Families (DCSF) working with the Department for Transport (DfT), and a range of stakeholders, including the National Children's Bureau (NCB), UK Youth Parliament (UKYP), The Coalition for Rural Children and Young People, local authority transport planners, Local Transport Authorities and Passenger Transport Executives, The Association of Transport Coordinators, The Community Transport Association, third sector organisations and commissioners and providers of positive activities for young people. A full list of stakeholders is included in **Annex 1**.

Solutions

The range of solutions within this guidance developed by innovative LAs around the country can be adapted by transport planners and children's trusts based on the prevailing opportunities, needs and conditions in their area. These solutions have been identified in a number of ways, including:

- working with stakeholders from across the country who have developed solutions to overcoming transport as a barrier

¹ DCSF (2007), *Aiming High for Young People: a ten year strategy for positive activities*.

² DCSF (2008), *Aiming High for Young People: a ten year strategy for positive activities, implementation plan*, para 7.28-29.

- reviewing existing literature on transport for young people accessing employment and education opportunities which is also relevant to their access to positive activities;
- case studies of good and emerging practice at the local level; and
- consultation with a range of cross sector stakeholders including young people.

Central to the approach within this guidance is the involvement of young people and those who support them, in local transport planning activity.

This guidance also supports the implementation of plans set out in *Aiming High for Disabled Children* (May 2007) and *Children's Trusts: statutory guidance on inter-agency cooperation to improve well-being of children, young people and families* published on 18 November which states that "The Children's Trust also has a key role in influencing, through the Local Strategic Partnership, infrastructure planning at local and regional level to ensure that facilities for children, young people and their families are embedded in the developing local housing, regeneration and *transport plans*".



1 Background

This Chapter sets the policy context and rationale for increasing participation in positive activities and the impact on PSA and NIs

1.1 Positive Activities

In July 2007, the Department for Children, Schools and Families (DCSF) published *Aiming High for Young People: a ten-year strategy for positive activities*. The strategy highlighted that:

*'Participation in constructive leisure-time activities, particularly those that are sustained through the teenage years, can have a significant impact on young people's resilience and outcomes in later life.'*³

Aiming High for Young People built on the 2005 *Youth Matters* Green Paper which introduced a set of national standards outlining a range of activities which young people should be able to access in their free time. These include two hours per week of sport, two hours per week of other cultural and recreational activities (in clubs, youth groups, and classes) and opportunities which contribute to the community through volunteering or similar activity. These policies were given legislative backing by the Education and Inspections Act 2006 which introduced a new duty on local authorities to secure access for young people aged 13 to 19 in their area to sufficient educational and recreational leisure-time activities to improve their well-being, and sufficient facilities for such activities. These activities are commonly referred to as 'positive activities'. Increasing young people's participation in positive activities has been selected by 75 authorities as one of the performance indicators in their Local Area Agreements in 2008/9.

Transport Policy

1.2 Transport for education

Many of the duties on local authorities in relation to transport for young people are currently linked with formal education provision.⁴ The Education and Inspections Act 2006 requires local authorities to produce and publish an annual sustainable, modes of travel strategy (SMoTS), which takes into account children and young people's travel requirements to core and extended activities at their schools or colleges. This reflects the statutory guidance on positive activities which states that transport planners should take into account the children's trust's plans for the local offer and consider the need to address gaps in access to positive activities through ensuring access and information to school based positive activities.

³ *Aiming High for Young People*, para 1.17.

⁴ For a full account of these duties, see DCSF website: <http://www.dcsf.gov.uk/14-19/documents/entitlement%20-%20transport%202007.doc>

1.3. Local Transport Act

The Transport Act 2000 requires most local transport authorities (county councils, unitary authorities and partnerships in metropolitan areas, but not London) in England to produce and maintain a five-year Local Transport Plan (LTP) setting out the authority's local transport strategies and policies, and an implementation programme. The second round of LTPs covering the period 2006/7 to 2010/11 was submitted in 2006.

The Local Transport Act 2008 gives local authorities powers to improve the quality of local bus services, and greater control over the planning and delivery of local transport and governance arrangements. This will extend existing powers to include setting requirements on local bus service providers that cover frequency, timing of services, and maximum fares. The Act also places a duty on local authorities to consult organisations representing the interests of users of transport services and facilities when preparing local transport plans (as they see appropriate). The draft guidance for the Act, reflects views gathered through consultation on this document between June and October 2008, identifies young people as having specific needs and therefore should be involved in local consultations about transport planning.⁵

1.4 Accessibility Planning

Local authorities are also required to undertake accessibility planning to make sure that there is a clearer and more systematic approach to identifying and tackling the barriers that people, particularly those from disadvantaged groups and areas, face in accessing jobs and key services. It is important that young people and those who support them are able to contribute to the accessibility planning process. This provides a framework for transport authorities and relevant agencies to work together to develop and deliver solutions to address accessibility issues in the context of local conditions, needs and priorities. The statutory guidance states that *'local authority transport planners are encouraged to ensure that accessibility planning takes account of young people's transport needs in relation to positive activities.'*⁶

5 DfT, Local transport act – consultation on bus partnership guidance and regulations, Para 74. <http://www.dft.gov.uk/pgr/regional/localtransportbill/>

6 DCSF, *Statutory Guidance on Section 507b Education Act 1996*, para 96.

2 Barriers to using public transport to access positive activities

The barriers faced by young people using public transport are numerous and well-documented and include the impact these have on access to education and leisure activities.

The NYA report *Accessing Positive Activities: Innovative solutions for young people's bus travel* reviewed the published evidence on young people's experience of public transport, and grouped the barriers faced into four categories:

- Cost
- Availability
- Accessibility
- Safety

Discussions with stakeholders while developing this guidance identified three further aspects which they believe compounds barriers to using public transport:

- Rurality
- Lack of information
- Attitudes of public transport staff and other users

All of these barriers are likely to be experienced more acutely by young people at particular risk of exclusion, those experiencing disability, and those from Black Minority Ethnic groups.

More detailed information about the barriers young people face in relation to using public transport to access positive activities can be found at **Annex 2**.

3 Statutory guidance and linked agendas to deliver outcomes

The statutory guidance which underpins the duty on local authorities to secure access and information to positive activities outlines a number of ways that local authorities and their partners could address transport issues:⁷

Local authorities and their children's trust partners could also consider:

- a. supporting other providers of positive activities by allowing them to use local authority-owned buses/mini-buses or allocating funds to such organisations specifically for transport costs;*
- b. the benefits of mobile provision to address rural isolation and where it is not cost effective to provide more permanent provision. It may also help to overcome territorial issues, by taking activities to young people who may be reluctant to participate, or travel to activities outside their own neighbourhood;*
- c. facilitating discussion between young people and local transport providers and planners about potential improvements/changes to services, fares or concerns about safety;*
- d. reviewing the resource they dedicate to cycle training – including training for younger children – and supporting cycling where they feel this will help increase participation in positive activities;*
- e. ensuring that young people can access information about transport;*
- f. encouraging providers of positive activities to produce and publish travel plans which show how young people can access their activity without car transport.*

Some local authorities have acted on this guidance, although the picture is not uniform across England. They see this as a challenge to develop longer term strategies, particularly those which link to other initiatives including town planning, improving the built environment, long-term local travel plans, and sustainable community strategies (see **Annex 3** for details of links for related and complementary initiatives).

3.1 Linked agendas and delivering multiple outcomes through a co-ordinated approach to transport

Improving access to positive activities should not be considered in isolation as it is likely to relate to young people's transport needs more widely. There is an opportunity for LAs to view the needs of young people in a holistic way by linking the *Aiming High* ambition to increase participation in positive activities with other arrangements such as school transport coordinators responsible for overseeing the delivery of the transport duties pre-16 and who work with schools to develop School Travel Plans; transport planners working on post-16 transport provision; local 14-19

⁷ DCSF (2007), para 100.

Partnerships responsible for delivering the 14-19 reforms to make sure that transport needs are met for the 14-19 age group so that they are able to access Diplomas (where travel between sites may be necessary) and longer term to stay in education and training to the age 18 from 2015 and; 14-19 funding to the 40 most rural areas for a transport and access coordinator to help them plan and coordinate transport for delivery of Diplomas.

This approach could also impact on performance against a range of Local Area Agreement (LAA) national indicators and Public Service Agreement (PSA) targets (See **Annex 4** for details of specific PSAs and LAA national indicators).



4 Good and developing practice in response to barriers

This section sets out examples of good and emerging practice which local authorities and their partners have implemented in response to local concerns about transport. Some of the solutions to improve transport provision to and from positive activities have been established through the use of specific budgets such as the Youth Opportunity Fund (YOF). These arrangements follow an application from young people which is approved by the YOF panel of young people. In these areas local authorities are considering longer term mainstreaming arrangements.

4.1 Involvement of young people

We know that transport, for the reasons outlined in section two (and **Annex 2**) of this guidance, is a high priority for young people and has been the focus of a number of young people-led campaigns across England in recent years. The UK Youth Parliament publication 'Fares Fair' provides some examples of how young people have successfully influenced provision.

In recent years, children and young people's participation in the planning and delivery of services has become a central feature of service development for statutory and third sector organisations working directly with or for young people in England. It is important that this approach and the emerging good practice in some local authorities is embedded within transport and service delivery planning to maximise the benefits of both at local level.

In reviewing accessibility planning arrangements, local authorities should ensure that the needs and views of children and young people are given adequate consideration. Importantly, needs analysis should be considered as a rolling process, recognising that consultations with young people will have a 'sell by date'. Young people grow up, move on, and will face different barriers. This approach will also allow transport plans and positive activities strategies to be reviewed regularly and adjusted where necessary.

There are many examples of authorities allowing young people to take the lead on consultation and needs analysis.

Case Study ...

In South Gloucestershire young people have carried out a number of surveys and questionnaires over the last four years to enable young people to have their say on the state of public transport. The surveys identified problems including the cost of getting to school and to leisure activities, a lack of transport in the evenings and weekends in villages, and the attitude of some drivers towards young people.

Members of the Youth Parliament (MYPs) met with councillors and gave a presentation on the issue at a full council meeting and the council voted to support subsidised transport. This was carried through following a change in the party that controls the council when the new council budgeted for and introduced a concessionary fare scheme in 2009/10. This will provide a subsidy of £91 per young person on buses in South Gloucestershire.

The involvement of young people has been crucial in securing the concessionary fare, and support from the local press has helped.

Authorities may not be able to act on all recommendations arising from young people-led consultation exercises or campaigns. However, it is important to build in feedback mechanisms to ensure that young people know the outcomes of consultation processes, and the reasons for decisions especially if these decisions do not reflect young people's wishes in order to develop understanding constructive channels of communication between the parties.



Case Study ...

The Young People's Scrutiny Forum in Leeds was invited by the Scrutiny Board for Children's Services to carry out a review on a topic of their choice, and chose bus services in Leeds. It presented its report 'Catching the Bus', based on a survey of 309 young people and consultations with officers from the local transport authority, providers and Children's Services, to the Scrutiny Board in April 2007. The report made ten main recommendations:

- That fare structure be reviewed
- That a concessionary scheme be examined
- That all bus companies cooperate to develop a day pass
- That marketing strategies around existing concessionary schemes be improved
- That a text messaging comments and complaints system be implemented
- That CCTV that records sound as well as pictures be investigated for on-board use
- That barriers faced by young people with regard to transport are taken into account by all decision makers
- That the Director of Children's Services investigate adding travel to an existing concession card for young people
- That the DCS orders a review of how monies on school transport are spent
- That the Youth Council and others lead a campaign for free bus travel for all young people

The Scrutiny Board asked Metro to respond to these recommendations, and update the board on progress. By July 2008, operators in Leeds had agreed to a 'get around for a pound' scheme for young people aged 11 to 16 over the summer holidays, and a review of school transport was under way. The text complaints system was also costed. Not all recommendations were accepted or were considered achievable, though the inquiry led to better relations between young people and Metro. Metro is currently recruiting members for a 'Youth PTA' as a result of this collaboration.

Case Study ...

A small group of young people from the Young People's Inclusion Network (YP-in) undertook an assessment of public transport provision from the perspective of disabled passengers and presented the results to train and bus companies operating in the area. The bus operator responded by supplying the young people with free tickets to carry out a 'mystery shopper' exercise on their services.

From this work the young people identified the following needs:

- Accessible signage that could be seen from all sides of the bus
- Clearer identification of wheelchair space
- Posters displaying routes with accessible buses

The young people worked with the bus company to design and develop an accessibility poster as part of a process of implementation.

Young people have also funded transport initiatives through youth led funding panels. However care should be taken to ensure that this leads to coherent and sustainable solutions. The involvement of those providing services and activities for young people and of young people themselves in transport planning and service delivery is therefore critical if transport is to meet the needs of young people within the context of wider delivery of positive activities.

Blackpool provides another example of how young people have contributed to developing solutions with local authorities.

Case Study ...

Blackpool Young People's Council (YPC) had concerns about the costs and frequency of local bus services and organised a conference on transport in 2007, inviting over 120 young people, the head of Metro Coastlines (the local bus service) and the local MP. Blackpool Council's Director of Children's Services, with the support of the YPC chair, arranged a further meeting between the YPC, DCS and Metro Coastlines. At this meeting, the concept of the Wave concession card was agreed.

Young people aged 11 to 16 who hold a Wave card pay £1 a day for unlimited travel up to 10pm on weekends and during school holidays on all Metro Coastlines bus services. Card holders are also entitled to concessionary rates until 30 August of the academic year in which they become 16, rather than the actual date of their 16th birthday.

Metro Coastlines agreed to pilot the scheme if the YPC would meet the initial costs of producing the cards. The YPC successfully bid to the Youth Opportunity Fund for £10,000 to print the first run of photo-cards, and the scheme was piloted in one high school. It was considered to be successful (with a spin off benefit of improved relations between young people and bus drivers, as the card provides clear proof of age) and was extended to all Blackpool schools in September 2008, with the costs met by Integrated Youth Services.

Authorities seeking to support young people's participation in transport planning and delivery may find the resources referenced in **Annex 5** helpful.

4.2 Collaborative working

The Local Transport Act allows local authorities to plan across a range of disciplines to work towards developing a shared vision of what effective transport provision for young people would look like, and a joint strategy for achieving that vision. Working collaboratively allows for a more effective use of existing resources.

For example, the *Yellow School Bus Commission* report identifies where savings might be made using a coordinated approach:

Yellow School Bus Commission

The best procurement mechanisms exist where socially necessary transport and education services are managed by the same authority, particularly within the same department.

For county council and unitary authorities, services are generally procured by Education or Transport departments or via Integrated Passenger Transport Units. Where the same local authority manages education and socially necessary passenger transport this offers:

- the expertise of transport professionals in the planning and procurement of schools transport alongside other socially necessary passenger transport services
- opportunities for integrated secondary school and public bus services where demand is insufficient to sustain both services
- access to dedicated school transport vehicles for social and youth services transport
- visible savings from initiatives such as staggered hours for both departments where relatively high occupancy levels exist and schools agree to cluster

Some authorities have systems in place to support cooperation and communication between commissioners and providers of positive activities and transport planners. Where this happens local communities benefit from improved access to services. Local authorities also benefit from better use of the services they provide as a result of more coherent transport planning around the needs of the communities they serve.

The local transport authority should be represented in existing arrangements for the planning and commissioning of positive activities. A role for greater representation of transport planning on the board of the children's trust would provide greater coherence in the planning and delivery of services and transport planning locally.

Existing arrangements for accessibility planning should be reviewed regularly as a general rule and to make sure that the needs of children and young people are given adequate consideration. Local transport authorities should ensure adequate representation of young people's access requirements too not least because this supports achievement of PSAs and LAA national indicators (NIs). The DfT guidance on accessibility planning is currently under review and will

include specific references to young people, while statutory guidance on positive activities already states that accessibility planning should take account of young people's transport needs.

Some local authorities already address young people's transport needs through a number of local strategies and plans. However, a single over-arching strategy for young people's transport would support better coordination and local authorities, together with Passenger Transport Authorities where relevant, can choose to publish a coordinated plan. West Yorkshire Passenger Transport Authority provides an example of coordinated planning and service delivery by a joint authority.

Case Study ...

Metro is the business name used by both the West Yorkshire Passenger Transport Authority (WYPTA) and the West Yorkshire Passenger Transport Executive. Working across five local authorities, Metro aims to be the 'driving force co-ordinating the provision and development of high quality public transport services for everybody within West Yorkshire'.

Metro has developed a cross-cutting 'Strategy for Young People' which aims to:

- reduce the number of cars on our roads by working in partnership to provide attractive, high quality bus and rail services that recognise young people's specific needs
- encourage young people to develop independence and confidence in relation to public transport, creating a new generation of public transport users able to access the widest opportunities
- foster respect amongst young people, operators and other public transport users and support measures to further safety and customer service in the industry

It links local priorities to the five Every Child Matters (ECM) outcomes, and states that front line service delivery is designed to be integrated, accessible and personalised, and built around the needs of children and young people, not around professional or service boundaries.

Key priorities with respect to the ECM agenda include:

- access to leisure opportunities, especially in evenings and in rural and other locations with infrequent bus services
- access to training and 14–19 provision, both in terms of services and cost
- other access issues around extended schools and positive activities
- bullying and concerns about personal safety
- young people's involvement in service planning
- supporting other voluntary youth activity
- Metro/operator role in child protection

The strategy outlines four means of achieving these aims: services, ticketing, communication and, underpinning all these, effective and inclusive consultation.

4.3 Concessions and subsidy

There is no statutory duty on local authorities to make transport arrangements for young people, apart from that currently linked to formal education provision outlined in Section 1.2 of this guidance. However, local authorities have discretionary powers to subsidise young people's travel more widely, and many have introduced concessionary fares which allow young people to travel more cheaply to access positive activities. Many of these arrangements are linked with other benefits, including discounts at leisure and retail outlets, and marketed directly to young people. There are wide variations between concessionary schemes for young people across the country. The rationale for different types of concessionary schemes is likely to be one (or a combination) of economic, social or political factors. In the preparation of this guidance three basic models have been identified for young people's concessionary travel schemes they are:

- wholly publicly funded by the local authority (or devolved government) funds with discounts to young people who meet the eligibility criteria
- wholly commercially funded by the transport operator voluntarily offers a discount to young people who meet the eligibility criteria
- shared funding between the local authority and the transport operator

None of the models of concessionary fares across the country have been fully evaluated and therefore firm conclusions on cost benefit cannot be drawn. However, the fact that some private travel operators voluntarily offer discounts on adult fares to young people indicates strongly that concessionary schemes if devised, marketed and administered correctly can be cost-neutral or even revenue-generating. Therefore local authorities may find it useful to explore the examples set out below and the synopsis of the analysis conducted by DCSF as part of this work in **Annex 6**.

Case Study ...

Young people in Kent have campaigned for cheaper public transport since 2002. In June 2007, Kent County Council launched the 'Kent Freedom Pass' as a two-year pilot in three areas of the county. For a one-off payment of £50, young people aged 11 to 15 have unlimited free travel on buses throughout the county. The scheme has been successful in encouraging young people in the pilot areas away from car travel and on to Kent's bus network. It has resulted in a greater choice of school or college for young people, decreased car use during school runs, and improved air quality. The scheme proved so popular that the council extended it to four further areas in June 2008 and will roll it out across the whole county by June 2009. The county council cites the scheme as an example of it listening to young people and working with them to develop solutions to the problems they identify.

Case Study ...

The Isle of Wight Student Rider card scheme allows young people aged five to nineteen in full time education to pay a £1.00 flat fare on all journeys. Before this, a single journey on the island could cost up to £3.60. The scheme was introduced in response to representations from the youth council to reduce the cost of travelling and to raise the age of eligibility for adult fare from 14 to 16. The card is distributed via schools.

Young people using the card make over 140,000 journeys per month. This has grown steadily from 70,000 journeys per month when the card was first introduced. Most of the journeys are taken during evening, weekends and holidays indicating usage to access leisure and social activity.

The scheme is funded by the local authority, at an estimated cost for 2007/8 of £150,000 to £180,000. There is evidence to suggest that the annual subsidy cost is reducing due to economies of scale as take up of the card increases.

There is evidence that the scheme has encouraged new young bus users: *'I never went on the buses before the scheme, I would get a lift as I'm not prepared to pay that much money to go somewhere.'* Young user (17).

London is frequently cited as an successful example of free or concessionary transport for young people. Transport governance in London is unique in England and the market is not fully deregulated. However, its experience still provides a useful insight into the impact of concessionary travel.

Since September 2006, 16 and 17 year olds in full time education can travel free on buses and trams and for half the adult fare on the Tube and Docklands Light railway. An evaluation of the impact of the scheme found that over 90 per cent of 16-17 year olds questioned were aware of the scheme and over 80 per cent of those eligible actually used it. Virtually all young people thought it was a good idea. Almost three quarters agreed that the scheme encourages young people to continue in full time education, with this view particularly strongly held by those from lower income backgrounds, Black and Minority Ethnic young people and residents of inner London boroughs. Around three-fifths thought that it would influence their own decision to continue in education. Four-fifths thought agreed that the scheme made traveling by bus or tram better for them (Synovate, 2007).

Case Study ...

The b-line card is a concession card for all 14-18 year olds in Derby and Derbyshire giving half-price fares on all bus and rail travel. The project is led and fully funded by the transport departments of Derby City and Derbyshire County Councils. The county has a history of providing concessionary fares for young people since 1983, and the card was relaunched in its current form in September 2001. It also acts as a library card within the county, a discount card for up to 700 retail outlets, and gives concessions at some leisure facilities.

Young people aged 11-13 year olds in the county are already entitled to half fare travel, but are encouraged to apply for the card, since it acts as an ID card for travel and general 'proof of age' card as well as a library and discount card. It also introduces young people to the concept of the card before they need it to qualify for concessionary fares at 14.

The card is mainly distributed via schools. However it is not restricted to school pupils and cards can be obtained directly from the city or county councils.

4.4 Scooter and moped loan schemes

A number of areas operate scooter or moped loans schemes for young people. Typically, these schemes are targeted at young people facing difficulty accessing employment and/or formal education opportunities, most often in rural areas. Evidence also suggests that this approach supports young people's access to leisure and social activity and promotes greater independence. A report by the Commission for Rural Communities (CRC) of Wheels to Work schemes in 2005 found evidence of the following benefits to users:

- Greater independence and improved social skills
- Increase confidence and self esteem
- Improved responsibility
- Improved road awareness and road skills
- Access to greater opportunities on an on-going basis.



Case Study ...

West Midlands Wheels to Work (W2W), comprises six schemes and provides a mix of moped loans and travel plans to help people living in rural areas. Users are referred through Connexions, Jobcentre Plus, FE college or training providers, or self-refer. 70% are male, and 47% aged 16-19, with a further 23% aged 20 to 24.

Most also provide bicycles, subsidised driving lessons, and grants, with some also issuing taxi vouchers. The scheme provides mopeds for up to six months, and users pay around £20 per month. The time limited loan and financial contribution encourages users to work towards independent travel. The average monthly cost to the scheme of maintaining a moped is £105 (in 2007).

Although W2W primarily focuses on supporting users into employment, rather than accessing positive activities, users are able to use the mopeds for social activities. A 2007 evaluation of the scheme endorsed the value of the scheme in promoting independent travel in young people:

‘W2W fits neatly into the aims of the national rural isolation agenda, where personal development, social cohesion and independence are valued as well as gainful employment. One group of users who have valued the independence highly is young people’ (Benington, 2007 p30-31).

4.5 Taxi schemes

Taxis form part of the public transport network, though are often not thought of as such. They provide maximum flexibility in pick up and drop off points, and hours of operation. However, the cost of taxi journeys can be off-putting for young people. Some local authorities have subsidised taxi journeys for young people using a voucher scheme.

Case Study ...

East Surrey Taxibus scheme gives young people vouchers for use with local taxi firms to access education, employment and leisure facilities. It was developed in response to concerns identified by both Connexions and East Surrey Rural Transport Partnership that young people in rural areas were particularly at risk of isolation and exclusion.

Around 80 young people each year are provided with around £150 of taxi vouchers to enable them to access opportunities directly, or take them to the nearest public transport hub. It is targeted towards young people identified by youth workers as in particular need. Taxi drivers can redeem the vouchers (£2 denominations) at a specified leisure centre/library.

The scheme is administered and funded by Connexions.

National Transport tokens are an existing national scheme that can be implemented locally to provide young people with vouchers for travel on all forms of public transport, including taxis. Local authorities need to promote and advertise details of the scheme to local providers, companies and young people as part of providing information about transport and positive

activities. This should include arrangements locally such as a quick 'ID card' to ensure that they are recognised and accepted.

Case Study ...

Members of the UK Youth Parliament, supported by Mid-Bedfordshire District Council, conducted a consultation with 230 young people on solutions to the problems faced by young people in what is a predominantly rural county. As a result, the district council introduced a transport token scheme using National Transport Tokens.

Youth organisations and projects can apply for up to £2,000 of tokens, which young people can then use on taxis or buses. The scheme to date has allowed around 4,000 young people to use facilities and take part in activities which they would otherwise have struggled to get to access. Over 15 taxi companies accept the tokens.

In 2008, the MYPs successfully applied to the Youth Opportunity Fund for £50,000 to extend the scheme across the county support until March 2009. The county and district councils will form a new unitary authority in 2009. Continuing funding for the scheme has yet to be identified, but the Youth Cabinet is working with providers and the transport authorities to develop a youth transport plan for the new authority.

'It helped me no end to develop as an individual ... It's a fantastic scheme, without the transport tokens of young people wouldn't have attended some great events' (Young man, aged 17).

4.6 Demand-responsive transport

Demand-responsive transport (DRT) is used by some transport authorities as an alternative to regular time-tabled bus services, particularly in rural areas where passenger use may be sporadic so that a scheduled service can often run without passengers. DRT services run only when booked by users, and generally offer a flexible journey with varied pick up and drop off points depending on users' requirements.

Most DRT services operate in rural areas. They can offer a solution to young people's transport difficulties, especially during the evenings and weekends when scheduled public transport is particularly infrequent. Below is an example of DRT used by young people in Somerset.

Case Study ...

The Slinky Bus service in Somerset is open to all members of the community, with priority given to those with employment related or other needs. It is booked by individual young people (or their parents) and by organisations which provide services for them such as access to college placements, leisure and social activities.

Users book the service by phone and generally the service runs door to door, and is available six days a week. Currently the scheme is used by young people to access a range of positive activities:

Some of the safety concerns expressed by young people and their parents are also addressed through the scheme. It provides safe travel home after evening activities. Drivers taking young people under 15 home from school will contact the school or parents if the young person fails to turn up for the service. All drivers undergo a CRB check.

Somerset UKYP members have surveyed young people and received positive feedback about the service.

4.7 Minibus provision

Where additional public transport provision is impractical or too expensive, some positive activities and other service providers have invested in minibuses to increase young people's access to facilities.

Case Study ...

Suffolk Youth Service runs a free minibus service between two towns on one night a week. There is no public transport between the towns. The youth club in one of the towns is only open once a week so on a second night the bus, staffed by qualified youth workers, takes young people from there to a youth centre in the other town. Up to 14 young people use the bus each week. It has increased their access to positive activities for minimal funding (as a cheaper alternative to opening the club on two nights a week), and has also helped break down rivalries between young people from the two towns, by promoting activity across young people from different community locations.

Some positive activities and other services make use of existing fleets, such as those used by social services which are otherwise locked up at the end of the working day, for evening and weekend use. There is potential for authorities to draw on this valuable resource for other groups, particularly young people for the purposes of participating in positive activities.

Finance, driver availability and insurance are seen as the biggest barriers to making full use of the existing LA fleet of vehicles. However, little work has been done to assess the economic impact of improving access to transport. Local authorities may wish to carry out a cost benefit analysis across the authority's fleet, comparing the cost of making this transport available against the risk of under-used positive activity provision.

Case Study ...

The *Yellow School Bus Commission* report identifies that:

Several pilot school bus initiatives (for example those in Greater Manchester) work to increase the use of the yellow school bus vehicles outside home to school contract requirements for educational trips, particularly those connected with the National Curriculum. This avoids the need for additional, expensive accessible buses. Data shows that a typical operator uses a vehicle for 14 to 20 such trips per month. Furthermore operators such as First in Hampshire have marketed the availability of yellow school buses and have a full booking diary long into the future.

For some young people, however, yellow school buses or similarly authority-branded vehicles may seem unattractive and stigmatising. Therefore, local authorities should include young people in local consultations as it considers how it might utilise its range of transport options. In addition, larger buses have additional driver training and licensing requirements, and this needs to be factored into financial and ‘in kind’ contributions from partners, particularly those in the public and private sector.

4.8 Targeted signposting

Good quality, accessible information about transport and timetables is essential to enable young people to access positive activities. Travel information websites such as the Department for Transport’s transport direct⁸ provide a good model, but information specifically targeted towards young people, designed for and by them in accessible language is rare. LAs should consider providing this information alongside positive activity information. Targeted marketing and promotion by local authorities will ensure that services are accessible and used by all eligible young people especially those who are ‘hard to reach.’ This group may need additional encouragement or support to access positive activities.

Guidance on the provision of information to young people about positive activities and associated facilities emphasises the importance of mapping local provision and engaging with local private and voluntary and community sector providers to address planning and transport requirements. It is important the young people are able to find information on travel alongside local authority information about positive activities on offer in their area.

Examples of approaches adopted by some authorities are set out below:

Case Study ...

The West Yorkshire transport provider Metro has developed a website specifically for young people – www.generationM.co.uk. This brings together information on school and college travel with more targeted information about what’s on and places to go.

8 DfT, transport direct info: Connecting People to Places <http://transportdirect.info/web2/home.aspx?repeatingloop=y>



Case Study ...

The Derbyshire b-line card is linked to a website <http://www.derbyshire.gov.uk/b-line/> which provides young people with information about travel, including a Derbyshire travel planner. The website also contains information about discounts, competitions, as well as pages on life issues such as bullying, advocacy, leaving care etc. There is also a b-line magazine issued three times a year.

4.9 Youth services

Many local authorities recognise that some young people may need additional support when planning travel or applying for concessions and so work with schools to administer concession cards. This has resulted in the majority of eligible young people being able to get information and support about the scheme and the application process. However, they acknowledge that some young people will not access information through traditional routes and therefore work through other agencies including third sector organisations, the youth services, Connexions and positive activity providers to ensure that young people can access information about positive activities and transport provision.

The GOJO campaign, launched by the Disability Rights Commission, has a website intended to provide resources to increase people's confidence in using public transport, particularly people with disabilities. It provides advice and tools for people to plan journeys and to share their experiences of public transport.

4.10 Community transport initiatives

There is a common perception that community transport is mainly for elderly and disabled people. However, it can play a key role in integrated transport arrangements, and in a number of areas community transport associations (CTAs) are working with local authority transport planners to explore how this valuable resource can be made available to the wider community, including young people wishing to access positive activities, particularly in rural areas.

Some local authorities provide grants to local community transport providers to provide free or subsidised minibuss driver training. Others commission community transport providers directly, with service level agreements that prioritise positive activity provision.

Ealing Community Transport offers an example of community transport contributing to the local positive activity offer.

Case Study ...

Ealing Community Transport (ECT) owns, operates and hires out a fleet of minibuses (45 in Ealing). Community groups can hire minibuses for £18.50 per day, and Ealing Council provides an annual grant that subsidises transport for local community groups and free training for their drivers through *MiDAS*, the Minibus Driver Awareness Scheme.

A variety of organisations working with young people across the statutory and voluntary sector in Ealing use ECT services, and ECT estimates that almost half of the minibus bookings are for young people's groups. These include:

- Young people with learning disabilities: The National Autistic Society, Ealing Mencap and Ealing Crossroad use ECT minibuses to transport young people on organised activities and trips
- Schools: local schools in Ealing use the service for day trips and after school activities
- A local drug and alcohol action project uses ECT to take young people on prison visits as part of a deterrence programme
- Ealing Postive Futures uses ECT to take participants to sporting activities
- Ealing Youth and Connexions, the pupil referral unit, social services, Active Ealing (Sports Development Agency) and the Youth Offending Team also use the service regularly.

4.11 'Transport-proof' positive activity provision

Transport considerations already play an important role in determining the sites of new learning centres for some local authorities planning the 14-19 curriculum offer. Transport provision is also taken into account when planning the location of new facilities for positive activities. For example, guidance for **myplace** (DSCF funded initiative) states that '*we will look at how the project responds to local needs and overcomes local barriers, to ensure that all young people will have access to positive activities and support services including... consideration of how young people will get to and from the facility, including on public transport*'.⁹

The local transport authority should be represented in existing arrangements for planning and commissioning positive activities to make sure that accessibility and transport provision are factored into the decision making process.

It is also good practice to 'transport-proof' existing provision, particularly where take up of activities is poor, to find out the reasons which could be due to lack of transport at the times which match the project opening times. When planning and developing positive activity provision, local authorities can now build on their experience of implementing school travel plans. These plans identify healthy, sustainable and safe routes to school and put forward a package of measures, backed by a partnership involving the school, education and local authority transport officers, the police and the health authority. Consultation with teachers, parents, pupils and

⁹ Big Lottery Fund (2008) p22.

governors and other local people is central to the plans in the same way. Plans for accessing positive activities can be integrated into a total transport offer for young people.

Providers of positive activities should make efforts to link with and build upon existing local travel strategies such as improved walking and cycling routes. Examples include safe and lockable bike shelters, safe walking routes and travel training all of which can improve access for young people. Third sector positive activity providers could be the conduit for promoting these initiatives to the most disadvantaged young people.

4.12 Mobile provision

Mobile provision of positive activities has an important role in meeting the needs of young people in rural areas where transport is limited, so in effect transport is taken to them. It can also be used to engage the hardest to reach young people in areas where transport may be available and affordable but young people are reluctant to travel outside their neighbourhood for social reasons, or where the location of permanent provision makes travel to and from it uneconomic. However mobile provision is not a substitute for effective transport planning and should be considered as part of the strategy to open up access to positive activities.

Devon Youth Service offers an example of how mobile provision can increase young people's access to positive activities.

Case Study ...

Since 2005, Devon Youth Service has invested in a fleet of seven mobiles to reach young people who otherwise find it difficult to use youth provision, particularly those who live in rural areas. All the mobiles are fully accessible to disabled young people. They have also been fitted with awnings allowing outdoor activities to take place and for greater numbers of young people to be involved at any one time.

The mobiles operate at least three or four times a week, with each attracting an average of 25 young people per session. They are equipped with a TV, DVD player, and internet access. They offer young people opportunities to take part in sport and outdoor activities, arts and crafts, media and music activities as well as providing a base for Connexions and youth offending team staff to reach young people not in education, employment or training or at risk of becoming involved in crime. They also provide a base for health sessions, including a successful Chlamydia screening programme. Young people often bring their younger siblings with them and as a result one mobile is working with district play rangers to run activities for the younger age group. It is hoped that this will increase and help to smooth the transition of children into youth provision.

Mobile provision in Devon has been widely seen as benefiting young people and the community, particularly in reducing levels of crime and anti-social behaviour. In 2006 police in Exeter reported that incidents of alcohol related trouble among young people had decreased by 30 per cent as a direct result of mobiles being deployed in the evenings during the school holidays.

4.13 Travel training and buddy schemes

Related travel solutions are also being developed to support young people who experience additional barriers to independent travel because of physical or learning disability, or because of language and cultural barriers.

The final report from the Social Exclusion Unit (2003), on transport identified that

‘Certain sections of the community may experience difficulties in getting around due to a lack of practical skills and confidence. This can be a particular problem for people with learning difficulties, who often require additional support to negotiate the public transport network.’¹⁰

Since this report was published the Department for Transport (DfT) and many Passenger Transport Authorities have implemented and supported travel training schemes, often linked to accessibility plans. A number of these are targeted towards passengers with additional learning needs or experiencing disability. A recent DfT review of travel training schemes found that they fall into four broad categories:

- General transport awareness raising and events;
- Face to face transport advice, information and guidance;
- Journey support and assistance; and
- Vocational or academic training programmes on all aspects of undertaking a journey.

The review also identified critical life stages at which travel training may be most relevant, including just before the ages of 11-12, when young people normally change school and seek to become more independent and 16-17 with the transition to further education or work. Young people with additional needs will also benefit from travel training during the transition to further education or work.¹¹

Travel Training in West Midlands

Case Study ...

Centro, the West Midlands Passenger Transport Executive and Authority, has produced a travel training manual for practitioners working with young people, including teachers, support workers, carers and travel trainers. The guide sets out the need for travel training, how to set up a scheme, how to assess trainees, how to assess routes, improving skills and confidence, and moving towards independent travel. The manual and worksheets are available on its website.

<http://www.centro.org.uk/socialinclusion/traveltraining.asp>

To complement this a number of local authorities have set up ‘travel buddy’ schemes that match local volunteers to accompany young people with additional needs on independent travel journeys on public transport. Kingston upon Thames provides an example of such a scheme.

¹⁰ SEU (2003), p57.

¹¹ DfT (2007) pp1-2

Case Study ...

Kingston Travel Training and Buddy Scheme works with young people aged eight to 12 with additional needs in the Royal Borough. The scheme provides an approach which meets each young person's individual needs, including support from a Travel Buddy on the chosen route of travel until young people feel confident to travel independently.

Volunteers develop a one to one mentoring relationship with the young person, who they meet for a couple of hours twice each month. They have a budget to spend on activities and resources. Volunteers provide the young people with a positive role model, helping them to set and achieve personal goals and establish links with their local community.

Travel training is not always considered as an issue for non-transport organisations, including providers of positive activities. Linking travel training and positive activities could play an important part in any strategy to increase participation among young people, especially those who are disadvantaged and lacking confidence. The DfT review (2007) identifies the following critical success factors in implementing a scheme:

- Having someone to champion the establishment and development of the scheme.
- Employing a Travel Training coordinator to act as the champion or to implement the scheme in conjunction with them.
- Adopting a positive and success-oriented approach.
- Delivering the scheme through a multi-stakeholder partnership (e.g. Adult Services, Local Education Authority, Connexions, Further Education Colleges, Passenger Transport Executives, road safety, voluntary organisations). Integrating the scheme with existing staff, structures and programmes.
- Securing long term funding.¹²

4.14 Attitudes and behaviour

Issues related to behaviour on public, authority-managed or community transport can also be addressed through information and training initiatives. The negative attitudes towards young people among public transport staff and other passengers are frequently raised as a concern by young people. The minority of young people who engage in anti-social or nuisance behaviour are often seen as representative of all young people. The result is that young people often experience public transport as an unwelcome place to be. The examples below illustrate how a gulf can develop at times between young people and other community members based on misunderstandings but can be easily resolved by bringing different groups together and through training.

¹² DfT (2007) p3.

Case Study ...

Members of the Young People's Scrutiny Forum in Leeds raised their concerns about the attitude of bus drivers as part of their report to the Children's Services Scrutiny Board. One of their suggestions was that young people-led training should be provided for bus drivers in an effort to break down the barriers between drivers and young people.

Metro, the West Yorkshire Passenger Transport Authority, and the Scrutiny Forum arranged for young people to lead a session as part of a training day for drivers of school buses.

The session asked both young people and drivers to share views on acceptable behaviour of passengers and staff and the condition of public buses. When compared, the two groups found little significant difference between their responses and; from this developed a shared basis for improving relationships in the future.

Case Study ...

Crime Concern and First Leeds Buses developed a course on 'the school run' as a pilot for DfT in 2004. This was a training programme for bus drivers focusing on conflict resolution with school pupils. It was developed following discussion with a range of stakeholders, including bus drivers and young people. In addition to training for the drivers, the project developed an organisational 'best practice' checklist to give guidance to schools, bus companies and passenger transport executives on measures they could take to support the majority of drivers who take a professional approach to their work. Crime Concern also drew up plans for education sessions in primary and secondary schools to improve pupils' appreciation of the difficult and valuable work of bus drivers.

Evaluation was built into the project, including changes in attitudes and behaviour. The researchers found that it was difficult to obtain reliable data on incidents, but still concluded that there was 'considerable evidence of the impact of the course'. Most drivers were positive about the training and identified ways in which their practice or approach would change. An attitudes survey, completed before and after the course, suggested that drivers had increased confidence that they could make a difference to the frequency and seriousness of incidents. Follow-up questionnaires and interviews two months after the course indicated that the course was still thought to be useful and that the practice of about half the drivers had changed since the course.

Targeted training for those most at risk of poor or intimidating behaviour on public transport can also be effective.

Case Study ...

NACRO (National Association for the Care and Rehabilitation of Offenders) is a charity working to reduce youth offending and to promote and deliver education and training in the Black Country.

It was funded by Centro, the West Midlands Passenger Transport Executive and Authority, to pilot the 'Moving on Transport' education programme. The programme supports NACRO's role in tackling the link between offending and poor literacy and numeracy skills. It also focuses on the impact of anti-social behaviour and vandalism on public transport, by exploring the wider economic, social and environmental consequences.

To help raise young people's educational standards, the Moving on Transport project improves basic literacy, numeracy and ICT skills and all young people completing the eight-week course receive either a certificated City & Guilds qualification in key skills or a certificate of completion.

The pilot has allowed the charity to deal directly with issues of anti-social behaviour on transport, youth crime and perceptions that other people have of young people.



Annex 1: Stakeholders who contributed to the preparation of this guidance

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Rebecca Cresswell	Regional School Travel Adviser
Jim Davies	The Coalition for Rural Children and Young People
Helen Davies	CENTRO
Michelle Deans	Play England
Marcus Dodé	East Surrey Rural Transport Partnership Officer
Nigel Dotchin	Department for Transport
Colin Foster	Bedfordshire County Council
Barbara Hearn	National Children's Bureau
Tricia Jessiman	The National Youth Agency
Tony Kirk	Leicestershire Transport
Gail Lanigan	Somerset County Council
Helen Lines	Wheels to Work
Viv McKee	The National Youth Agency
Daniel Mason	Local Government Association
Michelle Meacham	Wheels to Work
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Chris Niblock	Sandwell Borough Council
Laura Nield	Leeds City Council
Kajal Odedra	UK Youth Parliament

Sheena Pickersgill	METRO
Olivia Plenty	Young People’s Inclusion Network
Victoria Porter	Warwickshire County Council
Zoe Renton	National Children’s Bureau
Susie Roberts	Association of Principal Youth & Community Officers
Helen Russell-Paddison	Local Transport Planning Network
Lucy Sandford	Partnership for Young London
Kay Sibley	Kids
Dave Smith	Association of Transport Co-ordinating Officers
Emma Sparrow	Red Foundation
Tamsin Stephenson	METRO
Karen Wilkinson	Regional School Travel Adviser



Annex 2: Barriers to young people using public transport to access positive activities

Cost

The statutory guidance on securing access to positive activities highlights issues related to costs:

'There are also a number of direct actions that authorities can take to address transport issues, including the authority providing, commissioning or subsidising young people's transport'.¹³

Furthermore, local discretion on the level of subsidy for young people's travel has led to wide variation on fares, and on the age at which full adult fare becomes payable. Young people report problems with the steep rise in bus fares when child concessions end (DfT, 2006).

Availability

Young people identify the lack of availability of bus services, especially in the evenings and weekends, as a key barrier to participating in education, employment, and leisure activities (DfT, 2006). In rural areas, young people report that services on Sundays are particularly infrequent.

Accessibility

The lack of accessible transport is often cited as a major barrier to the participation of young disabled people in leisure activities (Murray, 2002) and education and employment (DfT, 2006a). Buses are not always accessible and features such as a wheelchair ramps are often not in working order. Disabled young bus users also report that bus stops are sometimes inaccessible because of parked cars obstructing the pavement (NERYA, 2005). The NYA's consultations with young people drew on the findings of a local survey of disabled young people by Calderdale Youth Parliament which revealed that disabled young people often found it impossible to travel with friends because trains and buses only had space for one wheelchair. A Scottish study also found that disabled young people were separated from friends on buses, or were made to use separate entrances (Capability Scotland, 2003).

Safety

Young people have concerns about safety when using public transport, both on the vehicles and at stations and stops. Young people we consulted reported that badly lit bus stops and train stations can feel very unsafe, particularly if the service is infrequent. Once on the vehicle, they can feel intimidated by potential bullying or other abuse from fellow passengers (including other young people). CCTV on buses/trains was seen as being helpful for more serious incidents but not for addressing everyday fears.

¹³ DCSF, *Statutory Guidance on Section 507b Education Act 1996*. para 99.

Other research has found that up to 35 per cent of young bus users in London identified problems with anti-social behaviour and 22 per cent talked of intimidation and bullying (Synovate, 2007), and in one local study, 19 per cent felt not very safe on buses (MYP, 2003). Young people feel less safe after dark, and young women are more likely than young men to identify concerns relating to safety and personal security.

Rurality

The problems of cost and availability are of particular concern to young people living in rural areas. Services may be more expensive as they are less used, and fares reflect the longer distances travelled to reach facilities (Jones et al, 2000, Carnegie UK Trust, 2006). Young people in rural areas are more likely to identify issues regarding the availability or infrequency of services (DfT, 2006a). For most young people in rural areas, their experience of public transport is limited to the school bus, with only five per cent of all non-school journeys made on a public service (Storey and Brannan, 2000).

Independent research commissioned by the DCSF into transport issues related to the 14-19 curriculum offer found that transport partnerships in rural areas had more concerns about capacity than those in urban areas, but were also more aware of the likely implications (DCSF 2008). It is worth noting that many of the more innovative case study examples identified in the preparation of this guidance came from rural areas.

Lack of information

Young people need to be able to find travel information related to the positive activities available in their area. Local authorities have a duty to publicise information on Things to Do and Places to Go for young people, and that this links to adequate transport information. However, in practice, helpful information is often lacking. Travel information websites such as the Department for Transport's transport direct¹⁴ provide a good model, but information specifically targeted towards young people, designed for and by them in accessible language is rare.

Consideration should be given to the fact that some young people will have access to their own transport means such as motorcycle or car. Signposting to existing route planning online tools would be a useful addition alongside positive activities information.

The provision and quality of information about the accessibility of public transport poses a particular problem for disabled young people which makes planning journeys and travelling more difficult for them than for non disabled young people. LAs should consider providing this information alongside positive activity information.

Attitudes of public transport staff and other users

The NYA's consultations with young people for this guidance, and earlier work carried out by The NYA and UKYP, have consistently identified concerns about the attitudes of public transport staff and other passengers towards young people. Equally, it is recognised that some young people's behaviour on public transport can be perceived as intimidating to other users.

¹⁴ DfT, transport direct info: Connecting People to Places <http://transportdirect.info/web2/home.aspx?repeatingloop=y>

Young disabled people involved in development work for this guidance report significant problems where public transport staff appear ill-trained or unresponsive to their needs. This could be addressed by advance information about accessibility coupled with greater understanding of the support needed particularly during embarking and disembarking in the course of a journey.



Annex 3: Related initiatives – long-term local travel plans and sustainable community strategies

Transport Direct: offer “intelligent links” to direct people to transport information and auto provide the location of the Place to Go. This is relatively straightforward to implement and requires modest technical knowledge. <http://transportdirect.info/web2/home.aspx?repeatingloop=y>

Transport for London: all public transit can be accessed through a central source, which authorities can signpost people to. <http://www.tfl.gov.uk/>

Travel Training: leaflet outlining the DfT’s strategy relating to travel training and inviting comments. <http://www.dft.gov.uk/transportforyou/access/miu/traveltrainingdiscussion.pdf>

Rail and coach travel: it would be advisable to link to National Rail and coach providers for information about longer journeys and discounts available. Equally, rail and coach travel could also offer advantages across metropolitan regions, although this is most likely covered via Transport Direct.

Route Planners: there are a wealth of route planners and online tools to assist with this. These normally require a postcode for the start and end point, and can often quite easily be integrated into a youth offer. It should be recognised that these usually default to travel by car, although this can sometimes be changed to other means.

Smarter Choices: techniques for influencing people’s travel behaviour towards more sustainable options such as encouraging school, workplace and individualised travel planning. They also seek to improve public transport and marketing services such as travel awareness campaigns, setting up websites for car share schemes, supporting car clubs and encouraging teleworking. <http://www.dft.gov.uk/pgr/sustainable/smarterchoices/>

Walking resource such as www.walkit.com provide walking directions which may be useful in considering the appropriateness of car-led route planners.

Walking and cycling action plan sets out the shorter-term, practical steps which Government and its partners will now take with the aim of increasing levels of cycling and walking. The plan is seen as the beginning of work towards long-term changes to address the barriers to walking and cycling.

<http://www.dft.gov.uk/pgr/sustainable/walking/actionplan/walkingandcyclinganactionplan>

The **Bikeability scheme** was launched in March 2007 and is being rolled out nationally. The new training standard is designed to provide children with the on-road skills they need to handle modern traffic conditions. <http://www.bikeability.org.uk>.

Cycle Demonstration Towns: investment in cycling in 18 towns and cities to transform them into areas where cycling becomes a genuine option, improving the local environment, congestion and fitness for 2.5 million people. <http://www.cyclingengland.co.uk/cycling-cities-towns/>

Cycle to Work scheme: scheme offering annual tax exemption allowing employers to loan cycles and cyclists' safety equipment to employees as a tax-free benefit. <http://www.dft.gov.uk/pgr/sustainable/cycling/cycletoworkschemeimplementat5732>

Cycling: a variety of cycle resources exists, via Sustrans. <http://www.sustrans.org.uk/default.asp?sID=1089651611859>

Government Offices link up with a range of government departments, regional organisations and local communities, and will play an important role in supporting regional and local partners to introduce the changes outlined in 'Every Child Matters' and the Children Act. <http://www.gov.uk/cyp/?a=42496>

Liftshare: some initiatives are underway to provide the means and tools for private transport to be organised collaboratively. This may be useful when a group of young people regularly travel to ongoing activities. Provided appropriate risk management procedures are in place, use of these initiatives could help reduce travel impacts, and contribute to local transport agendas. The local PTE may be able to advise on this.

The DCSF Play Strategy sets out cross-Government plans for the delivery of improved access to and provision of play opportunities for all children and young people. The strategy is underpinned by a vision of community engagement with and ownership of children and young people's right to play, and that strong, vibrant communities have at their heart a variety of places for children to play. Play England is the Department's support body in the implementation of the strategy.

<http://dcsf.gov.uk/play>

Sport England's Active Design programme : intended to ensure that the planning of major new housing and mixed use development schemes provides easy access to a choice of opportunities for sport and physical activity, making new communities more active and healthy. http://www.sportengland.org/planning_active_design.htm

The **Sustainable Communities Plan:** launched in 2003, this set out a long-term programme of action for delivering sustainable communities in both urban and rural areas. It aims to tackle housing supply issues in the South East, low demand in other parts of the country, and the quality of public spaces. <http://www.communities.gov.uk/communities/sustainablecommunities/sustainablecommunities/>

Sustainable Schools travel database: a catalogue of materials relating to sustainable travel. They contain information relating to encouraging greater use of walking, cycling, public transport and car sharing for school journeys. Some also address road safety issues. <http://www.dft.gov.uk/pgr/sustainable/schooltravel/schoolsdatabase>

The **Sustainable Travel Town** initiative: a five-year project (with £10 million in funding) intended to demonstrate the effect a sustained package of 'Smarter Choice' measures can have when coupled with infrastructure improvements. Darlington, Peterborough and Worcester were

selected as the 'showcase' demonstration towns. <http://www.dft.gov.uk/pgr/sustainable/demonstrationtowns/sustainabletraveldemonstrati5772>

Think! Road Safety: government campaign and road safety advice. <http://www.dft.gov.uk/think/>

Centre for Excellence (C4EO) and Outcomes in Children and Young People's Services is funded by the Department for Children, Schools and Families (DCSF). C4EO identifies and coordinates local, regional and national evidence of 'what works', to create a single and comprehensive picture of effective practice in delivering children's services. <http://www.c4eo.org.uk/>



Annex 4: LAA national indicators and PSAs

- NI 48 Children killed or seriously injured in road traffic accidents DfT DSO
- NI 91 Participation of 17 year-olds in education or training DCSF DSO
- NI 116 Proportion of children in poverty PSA 9
- NI 117 16 to 18 year olds who are not in education, employment or training (NEET) PSA 14
- NI 141 Percentage of vulnerable people achieving independent living CLG DSO
- NI 142 Percentage of vulnerable people who are supported to maintain independent living CLG DSO
- NI 175 Access to services and facilities by public transport, walking and cycling DfT DSO
- NI 176 Working age people with access to employment by public transport (and other specified modes) DfT DSO
- NI 177 Local bus passenger journeys originating in the authority area DfT DSO
- NI 178 Bus services running on time DfT DSO
- NI 185 CO2 reduction from Local Authority operations PSA 27
- NI 186 Per capita reduction in CO2 emissions in the LA area PSA 27
- NI 199: Children's and young people's satisfaction with parks and play areas (to be introduced in 2009-10)

Annex 5: Involvement of Young People – Resource Links

Local authorities seeking to support young people's participation in transport planning and delivery may find the resources helpful:

- The 'Hear by Right'¹⁵ standards for assessing and improving involvement practice and policy and the 'Act by Right'¹⁶ workbook can be used to help plan and support the participation of young people in transport planning and delivery.
- Participation Works 'Listen and Change' <http://www.participationworks.org.uk/ResourcesHub/ParticipationWorksResources/tabid/316/Default.aspx>
- 'Influence through Participation' <http://beacons.idea.gov.uk/idk/core/page.do?pagelId=7599275>
- 'Fare's Fair', UK Youth Parliament <http://www.ukyouthparliament.org.uk/>
- Transport Direct offer "intelligent links" whereby it is possible to direct people to transport information and auto provide the location of the Place to Go. This is relatively straightforward to implement and requires modest technical knowledge. <http://transportdirect.info/web2/home.aspx?repeatingloop=y>

¹⁵ LGA/NYA, (2008), Hear by right: standards framework for the participation of children and young people www.nya.org.uk/hearbyright

¹⁶ The NYA, (2004), Act by right, www.nya.org.uk/actbyright

Annex 6: Concessionary Travel for Young People: A Synopsis of the DCSF Report

1 Introduction

- 1.1 As part of the work towards the development of the Aiming high Transport guidance DCSF commissioned an analysis of existing concessionary travel models from around the country with a view to establishing whether there was a cost benefit to LAs and others who adopted this approach. This annex is a synopsis of the report from this work.
- 1.2 There are wide variations between schemes according to: the level of the discount on the adult fare; who is eligible for the discount; on what modes of transport; marketing and administration of the schemes; how young people demonstrate their eligibility etc. However in terms of funding young people's concessionary travel schemes, three basic models have been identified based on our analysis of existing schemes:
- Wholly publicly funded: the local authority (or devolved government) funds any discounts on the full adult fare to young people who meet the eligibility criteria e.g. Greater London; West Sussex; Scotland; North East Wales (16-18 year olds); Derby; Nottingham City.
 - Wholly commercially funded: the transport operator voluntarily offers a discount on the full adult fare to young people who meet the eligibility criteria e.g. North East Wales (19-22 year olds).
 - Shared funding: the local authority reimburses a proportion of the discount on the full adult fare to the transport operator with the rest borne by the operator e.g. Isle of Wight; Blackpool and Fylde.

Rationale for Different Concessionary Fare Models

2 Rationale for Publicly Funded Schemes

- 2.1 In cases where local authorities (or devolved governments) fully fund young people's travel discounts, the underlying rationale (although often not explicitly stated) is likely to be economic, social, political or some combination of these.
- 2.2 There is an **economic** rationale for publicly funded concessionary schemes if the expected long-term gains to society outweigh the short-term financial costs. The potential economic gains could be wide-ranging, for example:
- Improving young people's access to post-16 learning options – their decision *whether* to stay-on and *what* to participate in;

- Improving young people’s employment opportunities;
 - Improving young people’s access to positive activities;
 - Improving young people’s access to youth (and other) services;
 - Reducing congestion for other road users;
 - Environmental benefits.
- 2.3 The **social** rationale for publicly funded schemes is based on the principle that all young people should have equal opportunity to travel using public transport, regardless of their financial circumstances. So in addition to any economic benefits, there could be broader benefits justifying a publicly funded concessionary scheme, such as:
- Improving young people’s access to leisure (and other) facilities which is associated with less anti-social behaviour and ‘hanging around’ in public places;
 - Better social networking opportunities for young people;
 - Raising young people’s confidence, independence and engagement with the outside world.
- 2.4 In reality whether or not a concessionary travel scheme yields some or all of these economic and wider benefits depends on the operation of the scheme on the ground (e.g. its marketing and administration which in turn will affect take-up), as well as how young people react to the discount.
- 2.5 Finally the **political** impetus for publicly funded concessionary travel schemes depends on the extent to which they are viewed as ‘a good thing’ by young people, their parents and certain lobby groups.

3 Rationale for Commercially Funded Schemes

- 3.1 Commercial transport operators aim to maximise profits and cannot be compelled by local authorities to offer a discount on the full adult fare to young people. Therefore in cases where commercial operators voluntarily offer discounts to young people it is reasonable to assume that the rationale for doing so is that it will **increase profits**. This will be the case if the cost the operator bears (in terms of the discount on the full fare) is more than offset by more journeys being made by young people because of the lower price.¹⁷ There is also the potential longer-term benefit of increasing patronage from a younger age so operators have an expanded customer base at the point where full fares become payable. Indeed if it was not the case that operators were more profitable as a result of their concessionary schemes for young people, we would not expect any operators to be offering them.

¹⁷ This trade-off depends on how young people’s travel behaviour changes as the price of public transport changes i.e. the price elasticity of demand. If young people have perfectly inelastic demand for travel (and so don’t alter their travel behaviour at all in response to the lower price) then operators would be financially worse off as a consequence of offering a travel discount.

4 Rationale for Shared Funding Schemes

- 4.1 The case for local authorities to contribute towards a proportion of the discount offered by transport operators is exactly the same as for schemes where a full reimbursement is made i.e. for economic, social or political reasons.
- 4.2 The rationale for operators to participate in a concessionary scheme for young people where a proportion of the fare foregone is reimbursed is the operator's expectation that profitability will increase as a result of increasing their customer base.

5 Conclusions

- 5.1 The report concluded that:
 - In general there is a marked lack of evidence on the costs of concessionary schemes for young people. This is for various reasons including: more recent schemes not yet having been evaluated, commercially sensitive cost information not being made available, public cost estimates being out-of-date.
 - The fact that some private travel operators voluntarily offer discounts on adult fares to young people strongly suggests that concessionary schemes if devised, marketed and administered correctly can be cost-neutral or even revenue-generating. Therefore in cases where local authorities are considering implementing concessionary schemes, the option of a shared funding model (rather than an exclusively publicly funded one) should be explored.
 - In general there is only patchy evidence on the benefits of concessionary schemes and where evidence exists, it has not been monetised so it cannot be compared against costs in a standard Cost Benefit Analysis (CBA) framework.
 - Where benefits evidence exists, it tentatively suggests concessionary schemes if devised, marketed and administered correctly can have the potential to:
 - improve young people's access to, and choice of, post-16 learning options;
 - improve young people's employment opportunities;
 - improve young people's access to positive activities, youth services and leisure activities;
 - improve young people's socialising opportunities with friends and families;
 - develop young people's confidence and independence.
 - generate cost savings for young people, their parents and in some cases, post-16 learning institutions.
 - To the extent that concessionary schemes yield economic and wider benefits, these will disproportionately accrue to low income young people who previously faced the largest financial barriers to travel. Therefore concessionary schemes can help promote social inclusion.

- It is plausible that in cases where concessionary schemes have reduced private car usage (e.g. as cited by young people in London and the Isle of Wight) this will yield environmental benefits – however no hard evidence has been provided to support this.
- There is some tentative evidence that concessionary schemes can have unintended negative consequences but these do not appear to be widespread or significant e.g. crowding on public transport, young people walking less, increased friction between young people and bus drivers etc.
- Notwithstanding the relative paucity of evidence on the costs and benefits of existing concessionary schemes there are number of lessons that emerge:
 - baseline data needs to be collected before the scheme is up and running to enable robust before and after comparisons.
 - if the discount offered is not substantial enough to undercut existing commercial season tickets, the impact on young people’s travel behaviour may be minimal or non-existent.



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