

22. Public Transport Strategy

22.1 Introduction and Overview

Warwickshire's Public Transport Strategy provides the strategic framework for the public transport mode specific strategies covering Buses, Passenger Rail, Community Transport, Taxis and Private Hire Vehicles. The Public Transport Interchange Strategy and the Bus Information Strategy are also crucial to delivering better public transport.

The purpose of this strategy is to set out what is needed in Warwickshire to ensure excellent public transport services and facilities which will address the needs of both current and potential passengers in Warwickshire and deliver the transport objectives of the Government and the County Council.

The target audience for this strategy and the subsidiary public transport strategies includes a wide range of stakeholders comprising the residents of Warwickshire, public transport passengers and representative organisations, voluntary groups, the Department for Transport, the Council's local authority and regional partners, bus operators, Network Rail, train operators, the Highways Agency and regulatory bodies.

Ongoing consultation, market research, data collection and monitoring of public transport services is conducted in order to gain a better understanding of people's needs and expectations.

The strategies have been prepared in consultation with stakeholders and have incorporated and addressed the views received and this has helped to produce strategies for public transport which address the needs of current and potential users and which will deliver the desired outcomes.

The County Council is convinced that the underlying principle of the strategies for public transport must be to provide for the travel needs of passengers. Customers' needs should come before the operational and commercial requirements of the public transport providers.

An effective transport network is essential in order to give people, in both the urban and rural areas of Warwickshire, access to the opportunities and benefits that contribute to the enjoyment of a better quality of life. Public transport needs will continue to be met by bus, passenger rail, community transport services or taxis and private hire vehicles or any appropriate combination of these modes. Each of these activities and modes have interlinked strategies and common aims and their provision will be integrated to provide the most effective transport service.

The effectiveness of transport links extends, not only to its provision, but also to difficulties in physically accessing what is provided, and other equally important issues such as the level of fares, journey time, personal security and comfort.

A further aspect, which needs to be taken into account, is that peoples' travel needs are not constrained by administrative boundaries. The strategies for public transport therefore consider cross-boundary services and services operating wholly within Warwickshire on an equal basis. This approach, in terms of delivery, makes effective partnership working with adjoining local authorities, regional and other stakeholders, users and transport providers absolutely essential. The County Council is committed to this way of working and partnership is a recurrent theme through the strategies for public transport.

The delivery of public transport initiatives involves a wide range of stakeholders and can often depend on strategic decisions which are taken in a regional and national context. In these circumstances, the timescales for the schemes and measures set out in the public transport

mode strategies will need to be flexible to take advantage of the implementation opportunities as they arise.

Some public transport-based schemes are commercially viable and the County Council would expect these to be funded within the public transport industry. However, some schemes are only viable if the wider transport, social and economic benefits are taken into account. As these benefits do not have a cash value for the public transport industry an element of public funding will be essential for these schemes to be delivered. The County Council will work with its partners to secure funding from the Local Transport Plan Settlement and from other appropriate sources of funding, including contributions from land developers.

The vision of Warwickshire County Council's Public Transport Strategy is:

'An affordable, accessible, safe, convenient, environmentally sustainable and integrated public transport network, capable of attracting an increasing market share for public transport thereby contributing to the achievement of the objectives in the Warwickshire's Local Transport Plan 2011'.

The aim of the Public Transport Strategy and the subsidiary public transport strategies is to grow the market for public transport by making the product attractive both to existing and potential users alike. It will achieve significant improvement in the provision of public transport services and facilities to the people of Warwickshire by following a customer focused approach designed to identify and overcome barriers to the use of public transport.

22.2 The Policy Context

22.2.1 Regional Policies and Priorities

The wider regional policy framework is set out in full in the following principal strategies: the West Midlands Regional Spatial Strategy (RSS) (which includes the Regional Transport Strategy), West Midlands Economic Strategy (WMES), Regional Housing Strategy and Regional Transport Priorities Action Plan (RTPAP), Climate Change Action Plan (CCAP). There is a good strategic fit between the national transport goals and the policies and priorities set out in regional strategies. This is demonstrated in table A1 in Annex A.

A Draft West Midland Rail Development Plan has been published by the Regional Rail Forum which includes representatives from local authorities, Centro, Network Rail, train companies, central government, Advantage West Midlands and other stakeholder and business organisations from across the whole of the West Midlands Region. It is envisaged that the final version of the Plan will be published during 2010.

Centro, the Integrated Transport Authority for the West Midlands conurbation has published an Integrated Public Transport Prospectus. This seeks to enhance cross-boundary public transport links to cater for movements in the regional journey-to-work area.

22.2.2 Improving Connectivity in the Coventry North-South Corridor Study

In terms of delivering its goals for transport, the Government is promoting a new approach to strategic transport planning beyond 2014. The approach was developed in *Delivering a Sustainable Transport System* (DaSTS) published in April 2009.

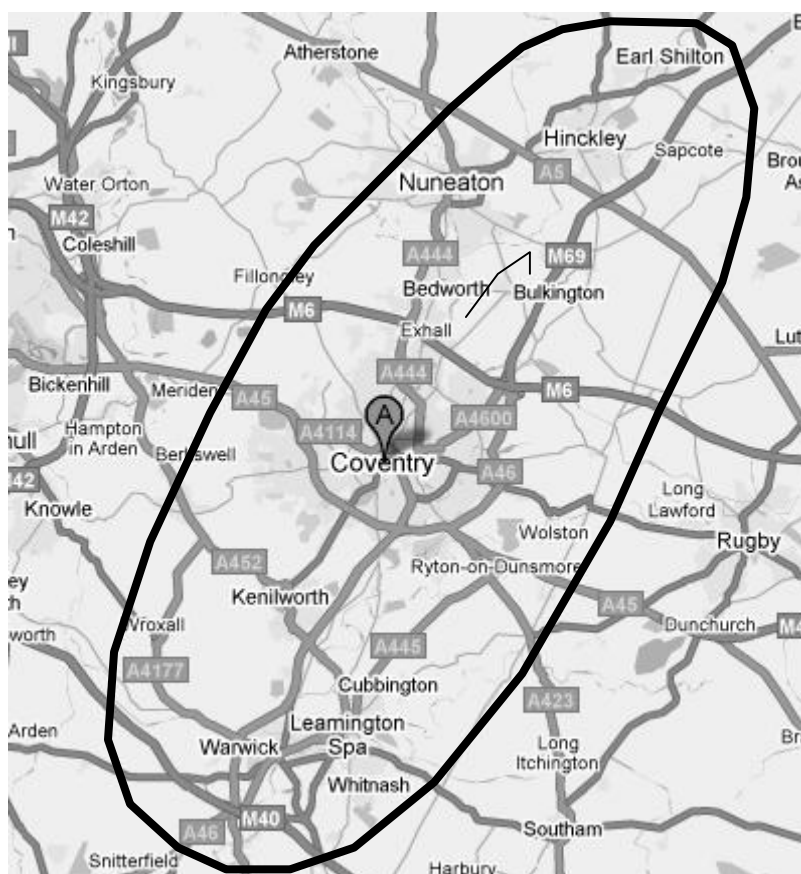
As part of the approach, the Regions (including the West Midlands) will individually take the lead in generating options for interventions on the 'City & Regions' transport network in their region up to 2019 and beyond.

The Department for Transport (DfT) has agreed to fund the study work to develop a programme with priorities for funding in each year from 2014 - 19, along with less detailed proposals for 2019 - 24, within the context of a 30 year strategic plan, and an analysis of the impact of the proposals on each goal.

As part of this process, the DfT has approved funding for a study into improving multi-modal transport connectivity in a corridor running through Coventry from Warwick/Leamington Spa in the south to Hinckley in the north - *Improving Connectivity in the Coventry North-South Corridor Study*.

The study is being commissioned by Warwickshire County Council on behalf of a partnership between the County Council and Coventry City Council and managed by a steering group comprising representatives from Centro, A5 Transport Liaison Group, Highways Agency, Network Rail, DfT, GOWM and AWM.

Figure PT1 Area of Study



22.2.3 Issues

Supporting the region's economy and reducing the GVA gap is a key priority for the region in general. Congestion in the Warwick-Leamington Spa-Kenilworth-Coventry-Nuneaton corridor is a concern, imposing high costs on business. Transport interventions can however support the economy by improving the ability of all the networks (both public transport and road) to cater for business and commuting trips, providing additional capacity where necessary, and by meeting the needs of the freight industry.

The study will also take into account plans for significant housing growth

and the delivery of new employment land as a result of the Regional Spatial Strategy revision process, and the provision of effective travel choices is crucial in catering for this growth.

2.2.4 Local Policies and Priorities

The local policy framework and priorities are set out in full in the following principal strategies: Warwickshire Sustainable Community Strategy (SCS), Warwickshire County Council's Key Priorities, Local Economic Assessment (due for publication in summer 2010) and the emerging Local Development Frameworks (LDFs) for each of the five Boroughs/Districts within Warwickshire.

In this context, the starting point for this Public Transport Strategy and the subsidiary public transport strategies is the overall transport objectives of the Local Transport Plan 2011 which have been developed to reflect national, regional and local policy which are:

- To promote greater equality of opportunity for all citizens in order to promote a fairer, more inclusive society;
- To seek reliable and efficient transport networks which will help promote full employment and a strong, sustainable local and sub-regional economy;
- To reduce the impact of transport on people and the [built and natural] environment and improve the journey experience of transport users;
- To improve the safety, security and health of people by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health;
- To encourage integration of transport, both in terms of policy planning and the physical interchange of modes;
- To reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change.

2.3 Overview of the Current Situation

2.3.1 Passengers

The scale and distribution of the population in Warwickshire together with their social characteristics will have a major impact on travel patterns and mode of travel. This has been taken into account when developing the strategies for public transport.

2.3.2 Population

The population in Warwickshire has grown far more quickly than the general growth in population of the Region or of England and Wales.

2.3.3 Social Issues

People on low incomes are more dependent upon public transport to access employment, health, education, shopping and leisure opportunities. The proportion of households on below average incomes varies between the districts in Warwickshire. Pockets of deprivation can be found within all districts. Some wards within the Warwickshire districts are amongst the 10% most deprived in the country. A number of other wards fall not too far outside this category.

2.3.4 Car Ownership

The proportion of households without a car in Warwickshire is 19% which is below the national average of 27%. However, the proportion of households possessing two cars at 39% is greater

than the average for England of 29%. Research has shown that the second car has the greatest effect on public transport, as this car is used for non-peak trips, e.g. school runs, directly competing with public transport.

People without access to a car are four times more likely to use a public transport service (including taxis and private hire vehicles) than people with access to a car.

Source: Warwickshire Statistics in West Midlands Travel Survey 2001

For those without access to a car travel opportunities can be constrained by the limitations of the current public transport network. For example the geographic and time of day coverage of bus and rail services can limit the abilities of those without a car to access employment, health, education, shopping and leisure opportunities. Research suggests that the number of journeys per annum made by those without access to car is approximately 50% of those with a car. Source – Warwickshire Household Survey

2.3.5 Existing Travel Patterns

Within Warwickshire, the main travel movements occur within and between the urban areas in the North/South corridor, i.e. Nuneaton, Bedworth, Coventry, Kenilworth, Leamington Spa and Warwick. There are also significant movements between Rugby and Coventry, and between Warwickshire and Birmingham. Parts of Western Warwickshire also experience a strong demand for travel towards Redditch. Similarly, there are also significant travel demand from parts of North Warwickshire to Tamworth.

Traffic growth across the County has generally followed national growth trends over recent years. Traffic growth has tended to reflect areas where significant development has occurred.

2.3.6 Mode Choice

Car is the dominant mode of travel in Warwickshire. The percentages of journeys to work in Warwickshire by mode shows that in Warwickshire, approximately 70% of people travel to work by car which is a higher percentage than the average for England and Wales. The number of bus journeys has increased since 2006 by approximately 26% due in part to the introduction of free concessionary travel in Warwickshire in April 2006 for older and disabled passengers. In addition to this, the National Concessionary Fare Scheme was launched in April 2008. The proportion of people in Warwickshire travelling by train has increased significantly. These trends are also reflected at national and regional levels.

2.4 The Strategy

Policy PT1: Partnership

The County Council will work with the Department for Transport, transport operators, regulatory bodies, Centro, local authorities, users and other stakeholders to progress the delivery of the policies set out in the Public Transport Strategy and the public transport subsidiary strategies.

The subsidiary public transport strategies are as follows:

- The Bus Strategy;
- The Bus Information Strategy;
- The Passenger Rail Strategy;

- The Community Transport Strategy;
- The Taxis & Private Hire Vehicles Strategy; and
- The Public Transport Interchange Strategy.

Policy PT3: Integration

The operation of the strategies for public transport will be integrated with each other and with the other policies of the County Council to ensure the most effective public transport provision, both in terms of costs and transport benefits.

Policy PT4: Public Transport Service Subsidies

The County Council's funds for the financial support of public transport services will be allocated in accordance with the 'Criteria for the Provision and Financial Support of Essential Transport Links', which is set out in Appendix 1.

Policy PT5: Value for Money

The County Council will ensure value for money in the delivery of public transport schemes.

The County Council will ensure value for money in the delivery of public transport schemes and measures by:

- Promoting integrated solutions to transport problems which consider all public transport modes together with other transport modes and other wider national, regional and local policy imperatives;
- Maximising funding from third parties, including the private sector;
- Undertaking, whenever feasible and appropriate, bearing in mind the nature of the scheme or measure:
 - An economic assessment to establish a cost: benefit ratio in respect of the scheme or measure and also taking into account the benefits which are not quantifiable in financial terms;
 - A 'Business Case Audit', (i) to establish the incidence of costs in relation to financial and other benefits and to ensure that the beneficiaries' contributions are proportional to the benefits received and (ii) to aid consideration of potential 'profit-sharing' or 'claw-back' arrangements to secure the County Council's financial position.
- Adopting a 'Best Practice' approach in respect of other schemes and measures by comparison with the costs and benefits of similar schemes or measures introduced elsewhere.

22.5 Targets, Indicators and Monitoring

Each of the subsidiary public transport strategies establishes a range of desired standards, indicators and implementation targets for enhancements to the public transport network. Monitoring the delivery of the actions outlined in the strategies will be an important part of the management and control process. Progress against the identified actions and standards will be reviewed on a regular basis to make certain that the strategies are achieving the desired outcome.

All monitoring, benchmarking and measuring will allow changes to be identified, incorporated and updated

Annexe 1

Criteria for the Provision and Financial Support of Essential Transport Links

Introduction

An effective transport network is essential in order to give people, in both urban and rural areas of Warwickshire, access to the opportunities and benefits that contribute to the enjoyment of a better quality of life.

To enjoy a balanced lifestyle and to take advantage of opportunities, which arise, people need to be able to access a wide range of facilities, including work, education, training, healthcare, shopping, social activities and leisure.

For people without access to a car, the lack of appropriate transport links restrict the possibilities of benefiting from these facilities and opportunities.

In this context, the 'appropriateness' of transport links extends, not only to its provision, but also to difficulties in physically accessing what is provided and other equally important issues such as the level of fares, journey time, personal security and comfort.

The County Council is committed to meeting its responsibility to improve accessibility in order to reduce both the perception and reality of this type of social exclusion in Warwickshire.

This criteria deals specifically with the contribution which conventional bus and rail services, voluntary and community transport schemes, flexible transport services, demand responsive systems and other innovative transport initiatives will make in promoting social inclusion and how the County Council will provide and financially support essential transport links.

In this criteria, the use of the term 'public transport' (as opposed to 'private transport') includes the range of transport services and initiatives, which are referred to in the preceding paragraph.

Policy Background

The overall objectives of the Local Transport Plan 2011 have been developed to reflect national, regional and local policies and the Public Transport Strategy 2011 seeks to contribute to the achievement of those objectives through the individual public transport mode strategies.

This criteria sets out the County Council's priorities in providing financial support for public transport services. It is anticipated that this criteria will be refined to take account of transport needs identified through the strategic and local accessibility assessments as set out in The Accessibility Strategy.

The Criteria

The criteria reflect the focus of accessibility policy documents on access to destinations rather than access to transport.

The criteria are based on five principles:

- Social exclusion can occur in urban as well as rural areas;
- A minimum level of accessibility through the provision of essential transport links should be provided for all the residents of Warwickshire. The criteria do not seek to constrain higher

service levels nor to reduce existing higher service levels to conform with this criteria, but establishes the provision of the minimum level of service for all as a first priority. Focused spending to achieve specific accessibility targets is essential in the context of constrained funding;

- The criteria are not designed to be prescriptive and are envisaged as a first step in developing them to be more finely attuned to peoples' needs for essential transport links. It is proposed to undertake reviews regularly to ensure they are not only delivering improvements in transport provision but are enabling greater levels of access for the residents of Warwickshire;
- Accessibility levels should reflect levels of transport need at a local level. There is a wide range of complicated factors which give rise to transport need including age, income and health. With the object of producing simple easily understood criteria, the level of car availability has been used as a proxy for the effect of these various factors. As a result, the transport links for settlements of roughly the same size will differ, depending on the level of car ownership; and
- The most effective option or a mix of options will be used to provide essential transport links, including conventional bus and rail services, voluntary and community transport schemes, flexible transport services, demand responsive systems, taxis, private hire vehicles and other innovative transport schemes, which may be developed in the future. This approach follows Government guidance that the potential for voluntary or community transport should be maximised as part of an integrated public transport network.

The new criteria will consider the need to provide additional transport links by assessing existing transport provision in terms of:

- Affordability;
- Accessibility;
- Availability;
- Acceptability; and
- Simplicity of Use.

How the Criteria Operate

The criteria takes as its baseline the number of households in distinct settlements and communities, derived from the 2001 Census.

The appropriate level of accessibility for each settlement or community is based on a 'Weighted Household Index'. This takes into account the level of car ownership as well as size of population.

The weighting reflects the results of the West Midlands Travel Survey in respect of Warwickshire that households without a car are four times more likely to use a public transport service.

Destinations have been classified as 'Main Service Centres', which provide a range of employment, retail, health (including a general hospital) and leisure opportunities and 'Service Centres' which provide basic employment, retail and health (GP surgery and pharmacy) opportunities. The classifications are shown in Table 13.3.

Essential transport links for each settlement and community are defined on the basis of the 'Weighted Household Index'. In very broad terms, the categories of essential transport links coincide with small settlements, larger settlements, small villages, large villages and towns. However, there will be exceptions that will reflect the level of car ownership in those particular settlements and communities. The standards are shown in Table x.x:

Table PT1 Essential Transport Standards

Standards	
Level of Accessibility	Essential Transport link
1	Daytime off-peak journey and return once a week to a Service Centre.
2	Daytime off-peak journey and return on Mondays to Saturdays to a Service Centre.
3	Morning peak journey and evening peak return journey on Mondays to Saturdays to a Main Service Centre; A minimum of two daytime off-peak journeys to a Main Service Centre.
4	Morning peak journey and evening peak return journey on Mondays to Saturdays to a Main Service Centre; Daytime off-peak journeys every hour on Mondays to Saturdays to a Main Service Centre.
5	Morning peak journey and evening peak return journey on Mondays to Saturdays to a Main Service Centre; Daytime off-peak journeys every hour on Mondays to Saturdays to a Main Service Centre; Evening and Sunday journey and return to a Main Service Centre.

The accessibility standards that are defined as being appropriate for each community and settlement following the above process will be compared with the existing transport provision to establish any shortfall.

This comparison is based on whether the existing transport link is:

Affordable

- The adult single or return fare should not exceed the full cost of the equivalent journey by car unless this can be justified as a premium fare in respect of a significantly faster journey time. The cost of the journey by car will be calculated in accordance with the current AA Petrol Car Running Costs for a car costing £10,000 with an annual mileage of 15,000; and
- A concessionary fare scheme should exist which, for persons entitled, should reduce the 'affordable' fare for the journey by at least 50%.

Available

- The existing provision should comply with the essential transport link that is appropriate for the specific community or settlement; and
- The access time to the vehicle providing the transport link should not exceed thirteen minutes.

Accessible

- The vehicle providing the transport link and the point of boarding and alighting should enable the passenger to access the vehicle unaided or with assistance; and
- Pedestrian and other routes to the point of boarding should accord with the standards set out in the Local Transport Plan Walking Strategy and the Cycling Strategy. The access to the point of boarding by people who have difficulties because of health or mobility problems should be addressed.

Acceptable

- The transport link should be of sufficient quality, particularly in terms of reliability and punctuality, that a potential passenger should be confident in relying upon it;

- The vehicle providing the transport link should provide (i) an acceptable ride in reasonable comfort, (ii) appropriate heating and ventilation for the season of year, and (iii) both a reality and perception of personal security and safety;
- Staff operating the transport link should have received appropriate driver training, be helpful and courteous and have received customer service training;
- The length of the journey in time by the transport link should be similar to the equivalent journey by car using substantially the same route unless this can be justified by a significantly reduced fare. The length of the journey in time will exclude the access time to the vehicle providing the transport link; and
- The length of stay at the destination enabled by the transport link should, as a broad guide, be approximately two hours for a retail or health visit and approximately three and a half hours for an Evening or Sunday visit.

Simple to Use

- Timetables, routes and fares should be easy to understand and be simple to use.
- In cases where the minimum accessibility standard is not met the County Council will seek to secure an appropriate service.

Classification of Destinations

Classification of Destinations	
Main Service Centres	Service Centres
Rugby	Bedworth
Leamington & Warwick	Kenilworth
Nuneaton	Atherstone
Stratford	Shipston
Banbury	Coleshill
Coventry	Southam
Hinckley	Moreton-in-Marsh
Tamworth	Lutterworth
Daventry	Chipping Norton
Redditch	Chipping Camden
Northampton	
Leicester	
Sutton Coldfield	
Birmingham	
Evesham	
Solihull	