Bus 2020

A Manifesto for the next Parliament







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preface from

Professor Tony Travers



I welcome the publication of *Bus 2020: A Manifesto for* the next *Parliament* and the debate it will stimulate.

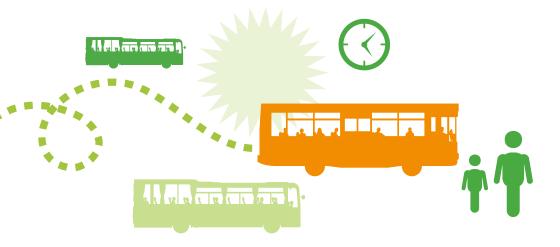
Buses are a familiar and flexible form of transport. Like trains and trams, they offer people the freedom to travel without the responsibility of owning a car. They also make it possible to deliver a more pleasant environment in towns and cities.

British cities need further improvements to their transport systems and the resources to make them competitive with those of their overseas competitors. This publication makes a number of proposals for making bus travel more attractive – at a tiny cost compared with most major transport projects. The proposals can contribute to the debate about how best to improve transport for people at (or seeking) work.

Public resources will be limited for several years to come. This scarcity makes it all the more important that public money available for transport is effectively and efficiently used. Against this background, modest steps to improve bus use are surely to be welcomed.

Professor Tony Travers

Director, LSE London September 2013



introduction from

Claire Haigh



Everyone is talking about how to get the economy growing. That makes perfect sense. Most of us want to enjoy the opportunities and standards of living that prosperity brings.

However, the debate should be about more than GDP figures. We must make sure that our prosperity doesn't come at the expense of our natural environment. We need to breathe new life into our local communities and our high streets all over the country. Moreover, in these difficult times, we need to give our young people more chances to work and to gain qualifications.

Buses can, and must, be part of the solution. Every year, they carry to work millions of commuters, who create economic outputs worth £64 billion.¹ People use buses to make shopping and leisure trips to the value of £27 billion a year.²

Buses enable people to work and access further education. Over half of all students over the age of 16 are frequent bus users³. Many people on low incomes rely on buses to travel to the services that they need.

And buses are a cost-effective way to reduce congestion and cut carbon emissions.

Britain now has a valuable opportunity to harness the potential of the bus. In this manifesto, Greener Journeys sets out concrete, practical solutions that will generate growth, boost jobs and protect the environment.

We explain how the next UK Government can encourage more people to travel by bus, thereby strengthening the economy; use the bus to get to work, helping the job market to work better; and make bus services more accessible to young people learning new skills.

Any costs or savings for the UK Government are disclosed, along with the wider benefits to the economy.

Most importantly, every pound invested in buses is an investment in the future of Britain's communities, high streets and city centres, young people and our future prosperity. That's why Greener Journeys is putting forward this manifesto.

Claire Haigh

Chief Executive, Greener Journeys September 2013

RECOMMENDATION 1

Greener Journeys believes that the next government should expand the support available to local authorities and bus operators for installing bus lanes and other priority measures.

RECOMMENDATION 2

Greener Journeys proposes a Bus Bonus, to encourage people to commute by bus. This would be a new tax incentive, designed to promote a modal shift.

RECOMMENDATION 3

Greener Journeys wants to see more discounted bus travel schemes for young people. As a first step, we advocate the development of a concessionary bus travel scheme for apprentices.

Delivering greener growth Buses are the lifeblood of the UK economy

Bus users make 1.4 billion shopping trips per year and spend an estimated £27 billion on retail goods.⁴ Bus routes that are more consistent and have quicker journey times can help the economy to grow.

More people access Britain's high streets by bus than by any other mode of transport. 40% of trips to the high street are made by bus, while only 30% are made by car.⁵

Congestion in urban areas costs UK plc at least £11 billion a year.⁶ Buses are a more efficient use of road space than cars and, when combined with priority measures such as bus lanes, can reduce travel delays and improve journey times for their passengers.

Buses are key to reducing CO₂ emissions from road transport. Just 5% of domestic transport CO₂ emissions come from buses, compared to nearly 67% from passenger cars and taxis.⁷

These are the reasons Greener Journeys wants to see a switch of one billion journeys from car to bus. Such a switch would result in an annual saving of two million tonnes of CO₂,8 help the people of Britain to enjoy a new prosperity, while at the same time looking after the environment.

In the next Parliament, there is an opportunity to harness the potential of the bus to generate growth, boost jobs and protect the environment.





Making bus journeys faster, more frequent and more reliable

The most effective solution for reducing journey times and improving reliability is to give more priority on the road to buses, particularly through the use of bus lanes and improved traffic management systems.

Bus priority measures assist buses through traffic, with more consistent journey times helping deliver timetable reliability. Without priority measures, bus services get caught up in general traffic congestion, especially in our towns and cities during peak periods. A 2009 review by the International Union of Public Transport showed that signal priority systems, when well optimised for bus services, can achieve significant reductions in bus journey delays, overall bus travel times and bus travel time variability.9

Experience from schemes around the UK shows that bus lanes may reduce bus travel times by up to seven to nine minutes along a 10 kilometre congested route and also improve their reliability. According to the Department for Transport, measures to assist buses in one metropolitan city have halved the variation in journey times that operators experienced in that corridor, enabling them to operate their buses more efficiently.¹⁰

By introducing bus priority measures with other improvements, services can be made more reliable and more attractive to potential passengers. According to a 2011 survey, more than half of car drivers would use the bus more if bus routes were more convenient to them. More than a third would use buses more if they were faster.¹¹

The cost of such additional support is estimated at £77.5 million in 2020/21. But the annual net economic benefits, to users and non-users, are estimated at just over £1.3 billion by 2020/21. In addition, up to £75.3 million in wider economic benefits would be created in the labour market.¹²

RECOMMENDATION 1

Greener Journeys believes that the next government should expand the support available to local authorities and bus operators for installing bus lanes and other priority measures.

Building consideration of buses into all planning decisions

There is general agreement that new residential development can be used to boost economic growth. However, there is also a risk that such developments will be car-based, located in areas that are unsuitable for access by buses, or that there will be a failure to plan for the inclusion of low carbon transport infrastructure.

A key role of the planning system should be to support patterns of development that encourage people to use sustainable transport modes.

Greener Journeys believes that:

- In all new developments, full assessments of their transport needs must be mandatory
- The use of travel plans should be made mandatory for all new developments
- There should be a presumption in favour of locating development around existing public transport hubs and corridors
- The 'town centre first' policy should be reformed, to encompass commercial and office development alongside retail and leisure

We believe that our proposed reforms will reduce urban sprawl and concentrate economic activity in areas that are easily served by public transport. This should save passengers money, as their services become more frequent and journey times improve. Our proposed planning reforms, coupled with the development of high quality bus corridors, could lead to substantially greater benefits than those delivered by priority measures alone.

⁹See Greener Journeys (2011), A step change for Britain's buses:

Maximising the economic, social and environmental potential

Department for Transport (2004), Bus Priority: The Way Ahead: Resource Pack Edition 2
 YouGov (2011), Omnibus bus survey. Total sample size 2004 adults, fieldwork undertaken 5th – 8th August 2011

¹²The estimates are based on financial projections for a package of priority measures to deliver improvements to bus journey times and reliability. The estimated costs include funding for small local transport improvements but do not include Major Scheme funding. For further details, see the Appendix.

Getting Britain's people to work

Every day, 2.5 million people across Britain take the bus to work.¹³ More people commute by bus than all the other forms of public transport combined. People travelling to work by bus produce more than £64 billion of economic output a year.14

Because of the bus network, at least 400,000 people are either in work or have a better job than they would otherwise. Their work generates extra economic output worth around £400 million a year.¹⁵

Buses make it possible for large numbers of workers to travel to areas that they would find hard to reach otherwise, or where parking is scarce.

Buses provide people on low incomes with opportunities to gain better paid jobs. Nearly one third of those who depend on bus services to access their education and training courses live in the top 10% of the most deprived areas.

But bus passengers have been adversely affected by reductions in revenue spending on transport, one result of which has been higher fares.

People should be encouraged to choose the bus – a low carbon, flexible mode of transport – to commute to work.

RECOMMENDATION 2

Greener Journeys proposes a Bus Bonus, to encourage people to commute by bus. This would be a new tax incentive, designed to promote a modal shift.

The Bus Bonus would provide a tax benefit to people in work. We envision that the scheme would offer a 34% tax and national insurance saving on season tickets to those season ticket holders employed at a workplace with 10 or more staff. The vast majority of season ticket holders are employed in workplaces of this size.

Employees could buy a season ticket for bus travel before income tax and national insurance were deducted from their salary. Their employers would administer the scheme. The Government would face a loss in income tax and national insurance revenue of £48 million by 2020/21, with the value transferred to individual season ticket holders. But the net benefits would be worth £72 million and the extra jobs created would be worth £25 million.16

The Bus Bonus would not operate in London¹⁷, to make sure that additional Government support to keep fares low is used where most needed. To start with, the Bus Bonus could be offered on a pilot basis in urban centres such as Bristol, Manchester, Liverpool and Leeds, possibly using City Deals.



^{13,14,15} Institute for Transport Studies (2012), Buses and Economic Growth



¹⁶For further details, please see the Appendix

¹⁷The bus bonus would not operate for journeys that are tendered by Transport for London (TfL) or operated under a London Service Permit. This includes local bus journeys that start or finish just outside of London in places such as Essex and Hertfordshire but are TfL-tendered routes



Helping Britain's young people into training

Buses enable young people, older people and people on low incomes to take a full part in the life of Britain.

Young people are more reliant than any other demographic group on bus services. For many, the bus is the only form of affordable transport available and they depend on it to get to their place of education or training.

More than half of all 16-19 year olds are regular bus users.¹⁸ One in five members of this age group use buses to commute to work, education or training.19 Half of students aged over 16 are frequent bus users.20

Buses play an important part in helping unemployed young people into work. Nearly two in three Jobseeker's Allowance claimants have no access to their own car or cannot drive.21

Older people are also heavily reliant on buses. Two in five people aged over 60 use the bus at least once a week.22

Local Transport Authority (LTA) funding for buses, which can support the provision of bus services which no commercial operator will operate and also fund concessionary fares schemes for older and disabled people, young people and jobseekers, comes from local government budgets.

But local councils' funding has been particularly affected by Government spending cuts. LTAs have been reducing budgets for supported services and cutting back on discretionary areas of school transport spending, such as the provision of free transport for pupils attending denominational schools and support for those aged 16-18.

RECOMMENDATION 3

Greener Journeys wants to see more discounted bus travel schemes for young people. As a first step, we advocate the development of a concessionary bus travel scheme for apprentices.

There are two potential levels of discount. Such a scheme could offer a 50% discount on bus fares to apprentices. The scheme would cost the Government around £28 million and could be delivered under the funding reform to apprenticeships in England. The concessionary bus travel scheme for apprentices would deliver annual net benefits of around £6 million and boost jobs by a total of around £8 million.²³

Alternatively, a 30% discount would cost the Government just under £17 million and would boost jobs by a total value of around £4.2 million per annum.

At the same time, the existing concessionary travel scheme for older and disabled people needs to be adequately funded, so that the benefits that it brings are not delivered at the expense of overall bus service provision.



More than half of all 16-19 year olds are regular bus users.



¹⁸Institute for Transport Studies (2012), *Buses and Economic Growth*¹⁹Institute for Transport Studies (2012), *Buses and Economic Growth*

²⁰Institute for Transport Studies (2012), *Buses and Economic Growth* ²¹Woodland and Miller (2003), Easing the transition into work (Part 2 – client survey)

²²Department for Transport (2012), *National Travel Survey 2011*

²³For further details, please see Appendix A

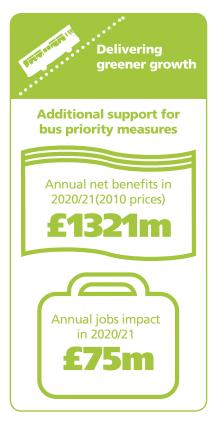


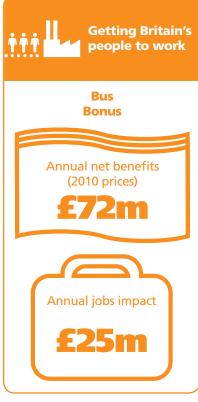
Britain's opportunity

Over the life of the next Parliament, Britain has a valuable opportunity to harness the potential of the bus.

In this manifesto, Greener Journeys has set out concrete, practical proposals to generate economic growth, create jobs and protect the environment. The next Government should:

- Promote greener growth, by giving more support to bus priority measures
- Help millions of people get to work by introducing a bus bonus
- Make bus services more accessible to young people learning new skills by, as a first step, developing a concessionary bus travel scheme for apprentices







Cobalt Business Park

The developers of Cobalt Business Park in North Tyneside – the largest business park in Britain – have been hugely proactive in travel planning for staff. Bus services are a vital part of this.

Recognition that accessibility would be a key factor in attracting investment led to the creation of an on-site travel centre with its own dedicated travel team in 2006.

The travel team has been highly successful in helping to develop a comprehensive public transport network, including the flagship 'Cobalt Clipper' and Route 19 high-frequency bus services.

"We have 600 bus services coming daily through the park and connecting to more than 40 residential destinations," said Lynn Cramman, Travel Co-ordinator for Cobalt Business Park, which claims a recruitment catchment of over 1.1 million people and includes businesses such as Orange, Procter & Gamble, Balfour Beatty and Formica.

"I think it would be very difficult to create a business park of this size without having a bus provision – it's part of the package of sustainable transport. A lot of the younger workforce who don't have any current employment close to where they live have to travel out of their area and the only way they can get to a job is by bus."

Richard Pollington, European President at Formica Group said: "The bus services in and around Cobalt Business Park have helped retain our staff as well as helped with staff recruitment. Without the services many of our employees would not be able to get to work. They are crucial to Formica in this respect and they have helped transform accessibility to the Park."





75%
Feb 2008
Employees
travel by car

Feb 2012 Employees travel by car

Indeed some young people have no other means of getting to work except by bus.

"If I didn't have the bus to the business park from Ashington, then I wouldn't have any transport to work at all," said one employee who works on the Cobalt site.

Another employee said: "It's hard to find your own transport when you're young – especially if it's your first job as you're not going to have any money, you're not going to be able to fund getting a car here or getting a taxi every day, so a bus service is the most direct, best way."

As well as promoting travel initiatives, the Cobalt travel team have also engaged staff in the 'Cobalt Community'. Social events such as lunchtime health walks, as well as loyalty cards and promotions for local businesses have helped to engage staff who would not otherwise have considered contacting the travel team. Other initiatives include a dedicated car-share network, staff cycle pool, reduced price public transport tickets and personalised travel advice.

Cobalt's latest figures show that there has been a 7% shift away from single-occupancy car travel over a three year period.

"Travel plan adoption has encouraged a large and growing number of employees to use alternatives to single-occupancy car-use, creating a more sustainable business community."

Lynn Cramman,Travel Co-ordinator for Cobalt Business Park

The bus has enabled Cobalt to achieve greener growth in a difficult economic context.

Bold travel planning has given them an edge over their competitors, with Cobalt's innovative infrastructure attracting big companies and big contracts that have turned their business around.





RVVE npower

Real Estate Sustainability and Capital Investments Manager, RWE npower

By Dave Horton

Businesses, both large and small, need to work in harmony with the communities they serve.

Whether it's how a business treats its employees, how it impacts on the natural world or how it interacts with the societies in which it operates, a business and its environment are inextricably linked.



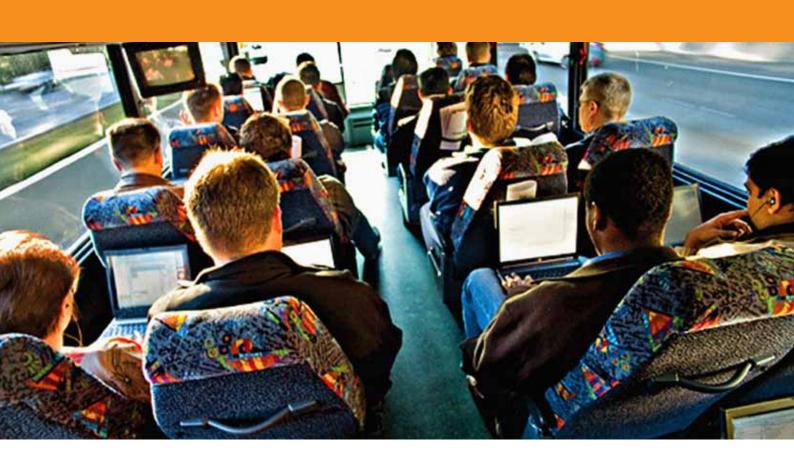
At npower we work to ensure that our offices are closely linked to the communities they serve, and the places our workers come from.

Buses are a fundamental part of that vision.

Through careful strategic planning our UK sustainable travel policy, of which the bus forms a significant part, has helped our business grow and has helped us to cut costs without damaging our bottom line or the overall health and happiness of our employees.

- Buses have helped us reduce carbon emissions across our business portfolio – at a key site at Rainton our subsidised bus services have saved 5,279,040 commuter miles and over 314 tonnes of CO² in past three years.
- Buses have helped us minimise the impact on employees of significant changes to our UK footprint

 whilst rationalising three offices in the North East our transport policy helped to increase employee retention with turnover down by 5%.



Britain's bus network is vital to businesses and companies need to take time to plan how they will ensure there are services that will serve their staff – and their customers. If people know there is a reliable bus service available they will use it. However policy-makers and bus companies also need to work alongside business to ensure those services work properly.

The indirect impact of investment in the bus is important for business and for this country's growth, health and prosperity. Buses tackle congestion which holds back economic growth. Buses cut emissions by replacing journeys by more polluting means. Buses get more people to work every day than any other form of public transport. Buses help make Britain a more socially cohesive nation. Buses help people live happy and fruitful lives and spend the money that we as businesses need to survive and grow.

I hope that the rest of this important manifesto will help to persuade you that we – as individuals, as businesses and as stakeholders in the future of this country – should do all we can to protect, sustain and advance bus services and the crucial role they play in this country.



5,279,040 miles saved

Our subsidised bus services have saved 5,279,040 commuter miles and over 314 tonnes of CO² in past three years



Pure Innovations

Pure Innovations, a charity based in Greater Manchester, uses the bus to help hundreds of vulnerable and disadvantaged school pupils with learning difficulties live more independent and fulfilling lives.

Pure Innovations runs a wide range of structured, methodical training schemes and educational initiatives aimed at both children and their families that help give disadvantaged young people greater control in their lives.

For young people, the schemes help integrate them into the community, improving independence and confidence and enabling them to take advantage of opportunities in work and recreation.

For families, they raise expectations and signal future potential for work and leisure.

For the authorities, the schemes can reduce costs dramatically and enable improvements in green credentials by increasing use of public transport.



Buses meet a vital social need and are integral to integrating disadvantaged groups and individuals into local communities.



"The training has given him confidence and he is able to connect with his peers, seeing them at the bus stop. It allows him to join in and expand his horizons. It has been beneficial to Josh and me. If the scheme wasn't available I wouldn't have dared to let Josh travel on his own. This has proved to me what Josh is capable of doing. Go Josh!"

Josh's Mum

Travel Training

Pure Innovations Travel Training scheme enables disabled young people to go about their daily lives by empowering them to travel independently. Using structured, methodical training with a dedicated trainer they will have one-to-one intensive practice doing their journey to school or college. The scheme comprises:

- Stage 1 The travel trainer shows the young person the route, where to cross roads as well as which bus to get
- Stage 2 The learner takes the lead with the travel trainer covering personal safety
- Stage 3 The travel trainer observes the young person's knowledge by, for example, allowing the young person to do part of the journey on their own
- Stage 4 The travel trainer shadows the young person without their knowledge to ensure they are following the suggested route, road safety and personal safety guidance

Since the initiative began in July 2010 more than one hundred young people have taken part across Greater Manchester; over 90% are still travelling independently, using the bus to live more fulfilling lives.

Josh's story

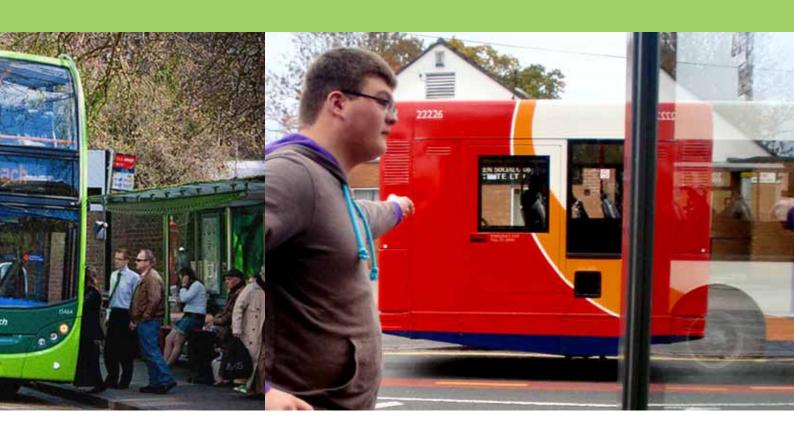
Josh has a learning disability and cerebral palsy. He lacked confidence in his abilities but he was keen to try travel training when he started at college.

Josh's training was only for six weeks and now he travels on his own. Because he doesn't have to go home in a taxi he is able to join the gym and cricket club after college.

"Travelling on my own has meant freedom" said Josh.

The initiatives run by Pure Innovations show the crucial role that public transport can play in people's lives.

Buses meet a vital social need and are integral to integrating disadvantaged groups and individuals into local communities. Buses connect people with jobs, healthcare, education, training, leisure and social networks. Lack of affordable and accessible transport is a serious barrier to these young people, and others up and down the country, looking for work and accessing education and the social networks on which they and their families depend.



Appendix

1. Introduction

This appendix describes, in summary, the steps taken to calculate the economic net benefits and wider economic impacts of the bus priority measures, bus bonus and discount fare for apprentices described above.

2. Benefits

The impact on the economic benefits is largely driven by changes in demand for bus travel. Demand for bus travel changes as a result of each measure, and the amount of the change in demand varies according to the sensitivity of users to that measure.

The measures put in place are defined in the analysis as follows:

Package Element	Description of the modelled package element
50% discount in fare for apprentices	50% of a weighted average of the ordinary adult fare and the season ticket fare per journey applied on bus trips estimated to be taken by apprentices based on an 80% take-up of the scheme
Bus bonus scheme	34% discount applied on the average season ticket fare per journey (eligible season ticket journeys where the employee works for an organisation of 10 workers or more)
Reductions in in-vehicle times	1% decrease per annum in in-vehicle times (leading to an 8% decrease by 2020/21) for all journeys
Improvements in reliability	1% decrease per annum in average delay time (leading to an 8% decrease by 2020/21) for all journeys

The sensitivity of users to these packages (i.e. how much their demand changes given a change in the measure) is based on the elasticities and willingness-to-pay assumptions sourced from the Department for Transport (DfT) and academic sources, set out in the next table.²⁴ Fare changes have a direct impact on users, whereby lower fares mean that more bus trips will be made, all else being equal. Other changes have an impact on generalised journey times.²⁵ Changes in bus frequency and delay times reduce journey times which, all else being equal, increases the demand for bus travel.

Package Element	How this affects demand
50% discount in fare for apprentices	Price elasticity of demand of -0.87
Bus bonus scheme	Price elasticity of demand of -0.58
Reductions in in-vehicle times	Elasticity of generalised journey time of -0.50
Improvements in reliability	Every minute of delay time saved is worth 3 generalised minutes and an elasticity of generalised journey time of -0.50

The impact of the package elements specified is determined by the elasticities in fares and journey times listed above multiplied by the scale of the measure. As an example, the 50% decrease in fares for apprentices will lead to a 44% increase in demand by apprentices because they have a price elasticity of demand for bus services of -0.87. These calculations will determine the additional number of bus trips taken as a result of the interventions.

Each additional bus trip generates a set of associated benefits:

- Fare savings
- Generalised journey time savings
- Reduction in congestion
- Improvements in the local infrastructure
- Reduction in the number of accidents
- Improvements in the local air quality
- Noise reduction
- Reduction in greenhouse gas emissions
- Changes in indirect tax revenue

The factors used to quantify these benefits are described in the DfT's WebTAG methodology.²⁶ The magnitude of these benefits depends on the number of additional journeys generated by the intervention and fare and generalised journey time savings enjoyed by existing bus users.

3. Costs

Changes in the cost incurred by government in implementing these measures are caused by two effects:

- Change in concessionary fare reimbursement: any increase in patronage of both the existing national concessionary scheme and also the proposed apprentice concessionary and Bus Bonus schemes will lead to an increase in the level of reimbursement for these concessions that bus operators can claim from government. This increase in reimbursement is calculated as the revenue foregone from those people in those groups in the population who would have otherwise bought a full fare.
- Change in funding for infrastructure improvements: the cost estimations include changes for small transport improvements funded via the Integrated Transport Block but do not include estimates for Major Schemes (typically greater than £5 million). Funding for Major Schemes is expected to be devolved from Central Government to Local Transport Bodies from 2015.

4. Net Benefits

We have calculated the net benefits of these measures by taking our estimates of the cost to government from the benefits we calculated, as set out in section 2. The analysis only presents results to 2020/21 and the net benefits are therefore the benefits less the costs in 2020/21. Both costs and benefits are deflated to be represented at consistent 2010 prices.²⁷

5. Wider Economic Benefits

Wider economic benefits are the value of the number of jobs generated by these measures. Jobs are generated for two reasons:

- Improved labour market accessibility; and
- Increased retail spending generating retail jobs.

The methodology for calculating these benefits is based on the Buses and Economic Growth²⁸ paper published by the Institute for Transport Studies (ITS), University of Leeds. This paper set out the proportion of bus trips made by those who rely on buses to reach work, based on bus users with no car access (43%), and those with a route to work of more than three miles (59%). In addition, this paper set out the proportion of bus journeys that are commuting trips (19%) and those which are not generated by a shift in demand from car journeys to bus journeys (21%). In total, the proportion of bus trips where the user is completely reliant on buses for accessing the workplace is 1%. Assuming that this profile of users extends to the new trips generated as a result of the full bus package, then 1% of all generated trips are calculated to be those now able to access the workplace who would not have been able to before.

Retail trips are calculated in a similar way, by considering the proportion of shopping trips as a total of all bus trips. It is assumed that 2% of all of the newly generated bus trips as a result of the full bus package are retail trips.

The same paper estimates that each return trip made on the bus to access retail facilities generates £28.66 of retail spend. Recent Government figures²⁹ suggest that £36,000 of retail spend creates one job in the retail sector. This allows us to calculate the number of retail jobs generated by the full bus package.³⁰

The benefits of these new retail jobs, and the jobs generated through improved accessibility to the workplace, are monetised by applying an average annual salary between the national median and the annualised minimum wage of £18,035 per generated job.

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About Greener Journeys

Greener Journeys is a campaign dedicated to encouraging people to make more sustainable travel choices. It aims to reduce CO₂ emissions from transport by encouraging people to switch some of their car journeys to bus or coach instead. It is a coalition of Britain's leading bus companies and other supporters including Transport for London, Campaign for Better Transport, the RAC Foundation, Confederation for Passenger Transport (CPT), and the Passenger Transport Executive Group (pteg). Its primary funders are bus companies Arriva, FirstGroup, Go-Ahead, and Stagecoach.

