



Executive Summaries Best Practice Workshops 6th and 7th November 2007

Passenger Transport Infrastructure Best Practice Report

November 2007



Executive Summary

EXECUTIVE SUMMARY

Passenger Transport Infrastructure Best Practice

This report was commissioned as part of the project to identify best practice in respect of Passenger Transport Infrastructure Strategies, insofar as they support the development and provision of a high quality passenger transport system as set out in the draft Worcestershire Integrated Passenger Transport Strategy. The Infrastructure Strategy will form a vital input to the definition of the Integrated Passenger Transport Strategy. It will also provide the evidence base required to underpin funding bids to external bodies (such as the Department for Transport) for enhancement of the Worcestershire passenger transport network.

Increasing traffic volumes and its associated adverse impacts on congestion, air quality and carbon emissions is a key problem in Worcestershire and elsewhere in the UK. The situation is likely to continue to deteriorate, as long as the private car remains the dominant mode of travel choice, even for short journeys. In addition, the impact of the proposed growth in travel demand arising from the Regional Spatial Strategy puts further emphasis on the need to provide a sustainable and realistic alternative to the car for certain types of journeys.

Addressing the issue of travel demand solely through large-scale road construction is neither a viable nor a sustainable option as the impact on our local communities would be huge in terms of the environment, land take, property demolition and isolation. We must, therefore, find other solutions that can meet peoples' desire to travel, by creating an attractive alternative that will encourage greater use of passenger transport, cycles and walking and reduce the reliance on the car.

There is clear evidence that enhancing passenger transport infrastructure has a major role in supporting balanced and integrated transport strategies seeking to improve the quality of passenger transport. Investment in the provision and maintenance of high quality infrastructure for passenger transport users and providers can help to ensure that passenger transport (and walking and cycling) can offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

This report sets out passenger transport infrastructure best practice and draws from examples in the UK and elsewhere. The research was focused on the three broad areas considered pertinent to be included within any Passenger Transport Infrastructure Strategy for Worcestershire:

- Road Based Passenger Transport Infrastructure (Bus)
- Rail Passenger Transport Infrastructure
- Passenger Transport Interchanges

Best practice in respect of bus priority infrastructure is dealt with in a separate document.

The term 'best practice' is used to describe excellence in terms of strategies which:

- Provide clarity and parameters on the standard and quality of passenger transport infrastructure that can be expected from a transport authority.
- Set out a delivery process for the County Council to apply best practice working across Worcestershire.

- Detail the criteria by which infrastructure schemes will be monitored and evaluated on their performance and quality.

Examples of Best Practice

The following strategies were chosen as examples of Best Practice:

- Cheshire County Council Public Transport Policy - Infrastructure on the Highway
- Cheshire County Council Public Transport Policy - Interchange Strategy
- Oxfordshire County Council - Bus Strategy
- Cambridgeshire County Council - Bus Strategy
- City of York Council - Bus Strategy
- Transport for London - Accessible Bus Stop Guidance
- Transport for London - A Rail Strategy for London's Future
- Suffolk County Council - Rail Strategy
- Warwickshire County Council - Rail Strategy
- Warwickshire County Council - Interchange Strategy
- West Midlands Local Transport Plan - Interchange & Integration Strategy
- Staffordshire County Council - Passenger Transport Infrastructure Strategy

Recommendations

It is recommended that, wherever possible, the Worcestershire Passenger Transport Infrastructure Strategy should:

- Provide a minimum and preferred standard for all specified categories of infrastructure installations and interchange sites
- Not contain site-specific information
- Be constructed such that the County Council is sufficiently prepared to apply a consistent approach to all passenger transport interchange and infrastructure projects across the county
- Seek to meet the aims and ambitions of District, Town and Parish Councils wherever possible

There are, necessarily, a significant number of detailed recommendations in respect of passenger transport infrastructure. The key recommendations are:

- **To establish a “Worcestershire Standard” for each broad category of passenger transport infrastructure**
- **To develop a hierarchy of infrastructure, each with its own standard of infrastructure (grading)**
- **To provide clear guidance on the “outcomes” to be delivered by the passenger transport infrastructure**
- **That a full countywide audit is completed of ALL passenger transport interchanges, roadside bus infrastructure and rail infrastructure to provide the baseline data to support further enhancements to the quality of facilities**

- **That all bus stop infrastructure installations on the premium and core networks is owned and operated by the County Council.** In locations where bus stop usage does not warrant County Council infrastructure installation, it is proposed that the County Council operates a purchasing scheme, to allow parishes, town and district councils to take advantage of the County Council's economies of scale when purchasing, and to ensure that **ALL** bus stop infrastructure conforms to the Worcestershire standard
- **Interchange Management Partnerships be established.** These groups will meet at least twice a year, and are to be made up of delegates of key interest parties. These delegates will sign a binding, interchange-specific management contract, which will clearly define responsibilities for the effective management of the interchange to the Worcestershire Standard.
- **Quality Partnerships (Statutory and/or Voluntary as appropriate) be established to plan, fund and manage road based passenger transport infrastructure.** The Transport Act 2000 provides scope for transport authorities to develop Statutory Quality Partnerships on core routes to ensure, amongst other things, optimum quality bus services and value for money. The Statutory Quality Partnership model defines investment according to specific requirements along a bus route, and so will act to prioritise funding, where user benefits will be maximised.

The proposed standards for passenger transport interchanges, rail infrastructure and road based passenger transport are provided in Recommendations 1 - 4, overleaf. Recommendation 5 summarises the proposed grading of the local bus network. Recommendation 6 summarises the quality expected for roadside bus infrastructure. Recommendations 7 - 9 summarise some of the detailed key proposals in respect of bus stop infrastructure.

Recommendation 1 - The “Worcestershire Standard” for Interchanges - Gold Standard

The Gold Standard (Main Rail & Main Bus Stations):

- **ADEQUATE CAPACITY FOR ALL SERVICES:** Sufficient bus bays/platforms/layover facilities to accommodate existing levels of service with sufficient capacity/space for future expansion.
- **PRIORITY ACCESS & EGRESS:** Priority access to and egress from interchanges for bus and other road based passenger transport services
- **FULLY DDA COMPLIANT ACCESS:** All interchange facilities.
- **KISS & RIDE / TAXI FACILITIES:** Segregated drop-off/pick-up space close (within 400 metres) of the terminal building.
- **SAFE WALKING & CYCLING ROUTES:** Safe walking and cycling routes to interchanges.
- **SIGNAGE:** To promote safe use of interchange facilities.
- **RETAIL & REFRESHMENT FACILITIES:** Encourage retail facilities into interchanges, to increase the viability and attractiveness of interchange environment.
- **SECURE CYCLE PARKING:** Secure cycle parking facilities
- **PROXIMITY TO OTHER MODES:** Interchanges will only be deemed to be truly multi-modal if the different modes (primarily cycle, bus, rail and car) are situated no more than a 400-metre walking route away from each other
- **WAITING ROOM/SHELTER:** To be dry and lit.
- **LIGHTING:** All interchanges to be brightly lit for security and safety reasons.
- **INFORMATION DISPLAYS:** See Marketing & Information Best Practice Report
- **CCTV:** Installed with localised control, to promote safety and security.
- **RAISED KERBS & TACTILE PAVING AT BUS STOPS:** To provide step free access to buses and to minimise dwell times.
- **TOILETS:** Self-cleansing or warden monitored toilets to ensure quality.
- **CLEANLINESS:** Windows clean, paintwork fresh and no litter/dust/filth.
- **DDA COMPLIANT PARKING SPACES:** At least two to be provided at each interchange where applicable, located close to the bus stop or platform.
- **INCREASED CAR PARK CAPACITY:** Where existing car parking capacity is not adequate to meet Park & Ride demand, the council must actively seek to increase car park provision at stations and/or improve bus links where constraints prohibit increasing parking capacity (e.g. the Worcester Stations.)

Recommendation 2 - The “Worcestershire Standard” for Interchanges - Silver Standard

The Silver Standard (Minor Rail and Minor Bus Stations):

- **ADEQUATE CAPACITY FOR ALL SERVICES:** Sufficient bus bays/platforms/layover bays to accommodate existing and future levels of service
- **PRIORITY ACCESS & EGRESS:** Priority access to and egress from interchanges for bus services
- **FULLY DDA COMPLIANT ACCESS:** To/from/between all interchange facilities
- **KISS & RIDE / TAXI FACILITIES:** Segregated drop-off/pick-up space close (within 400 metres) of the terminal building.
- **SAFE WALKING & CYCLING ROUTES:** Safe walking and cycling routes to/between interchanges and facilities
- **SIGNAGE:** To promote safe use of interchange facilities
- **SECURE CYCLE PARKING:** Secure cycle parking facilities
- **RETAIL OPPORTUNITIES:** Encourage retailers to locate close to interchanges
- **PROXIMITY TO OTHER MODES:** Interchanges will only be deemed to be truly multi-modal if the different modes (primarily cycle, bus, rail and car) are situated no more than a 400-metre walking route away from each other
- **WAITING ROOM/SHELTER:** To be dry and lit
- **LIGHTING:** All interchanges to be brightly lit for security and safety reasons
- **INFORMATION DISPLAYS:** See Marketing & Information Best Practice Report
- **CCTV:** Installed with localised control, to promote safety and security
- **RAISED KERBS & TACTILE PAVING AT BUS STOPS:** To provide step free access to buses and to minimise dwell times
- **CLEANLINESS:** Windows clean, paintwork fresh and no litter/dust/filth
- **DDA COMPLIANT PARKING SPACES:** At least two to be provided at each station, located close to the facility to minimise walk distances
- **INCREASED CAR PARK CAPACITY:** Where existing car parking capacity is not adequate to meet Park & Ride demand, the council must actively seek to increase car park provision at stations and/or improve bus links where constraints prohibit increasing parking capacity (e.g. the Worcester Stations.)
- **FREE CAR PARKING:** For passenger transport ticket holders and bona fide bus/rail users. All rail stations are to be treated as Park & Ride sites

Recommendation 3 -The “Worcestershire Standard” for Rail Infrastructure

The Worcestershire Standard for rail infrastructure has as its primary objective, to promote increased sustainable and safe use of rail stations as key multi-modal interchanges. The Worcestershire Standard will develop the principles outlined in the Worcestershire Rail Strategy, which forms part of the Local Transport Plan 2 Document 2006-2011. This will be achieved by upgrading rail facilities to the following standards:

- **KISS & RIDE / TAXI FACILITIES:** Segregated drop-off/pick-up space close to ticket office/station platforms
- **DDA COMPLIANT SPACES:** At least two to be provided at each station, located close to the platform
- **SAFE WALKING & CYCLING ROUTES:** Safe walking and cycling routes to stations
- **SECURE CYCLE PARKING:** Secure cycle parking facilities
- **A GOLD STANDARD BUS STOP:** To be located within 100 metres of the rail station, and to be served by at least one express/core service, and as many other low frequency services as possible, to maximise inter-modal travel opportunities
- **SIGNAGE:** To promote inter-modal travel, including walking, cycling, bus and car
- **FREE CAR PARKING:** For season ticket holders and proven rail users. All rail stations are to be treated as park & ride sites
- **INCREASED CAR PARK CAPACITY:** Where existing car parking capacity is not adequate to meet Park & Ride demand, the council must actively seek to increase car park provision at stations and/or improve bus links where constraints prohibit increasing parking capacity (e.g. the Worcester Stations.)
- **WAITING ROOM/SHELTER:** To be dry and lit
- **CCTV:** Installed with localised control, to promote safety and security

Recommendation 4 - The “Worcestershire Standard” for Bus-Based Park & Ride Interchanges

PARKING CAPACITY: To meet forecast demand but to be a minimum of 500 spaces. These to be 2.4 metres wide, of which 12% should be 3.6m wide to cater for parents and children and the mobility impaired. Sites should be constructed with the potential to expand capacity, if required.

LAYOUT, DESIGN & OPERATIONAL FACILITIES - Layout should be designed so that it:

- Minimises conflict between pedestrians and motorised vehicles
- Minimises conflict between buses and cars within and on the approach to the facility
- Minimises walk distances to/from the bus stops, 150m maximum walk distance
- Has dedicated (3.6m wide) parking bays for parent and children and mobility impaired users
- Provides two bus stands (one for alighting and one for boarding) capable of accommodating 18m long articulated low-floor buses
- Provides layover stand(s) capable of accommodating at least one 18 metre long articulated low-floor bus, the layover stand must be accessible from the alighting stop and should, ideally be located BETWEEN the alighting and boarding stops, thereby minimising bus manoeuvres at the site.
- Has a high quality waiting, information and ticket issuing facility for passengers
- Is well lit and meets the latest design standards.
- Has CCTV installed with a control facility provided in the Park & Ride operational office
- Kassel Kerbs & Tactile Paving should be used to provide level boarding/alighting.

TICKETING & BARRIER CONTROL: The Park & Ride site must be designed so that access to and egress from the Park & Ride car park will be barrier controlled. The car park entrance barrier system must:

- Be capable of issuing tickets to drivers
- Be located such that vehicles queuing to access the car park do not block vehicular access to other facilities
- Have a sign displaying available parking capacity (real time display)

In addition, the Exit barrier system must:

- Be integrated with the entrance barrier in terms of ticketing and car park capacity reporting
- Have a ticket reader system, which allows cars to depart the site only on tendering of a valid ticket (whether issued at the entrance barrier or by on-site ticket machines)
- Be located such that cars can depart the car park safely and with minimal conflict with Park & Ride buses

PASSENGER & STAFF FACILITIES: The following facilities should be provided at any Park & Ride Site in Worcestershire:

- A heated and lit passenger waiting area, located adjacent to the bus-boarding stop.
- A passenger information counter
- Toilet facilities
- Operations room (including CCTV control)
- Site staff mess room
- Secure parking facilities for cyclists
- Up to three ticket vending machines
- Up to two real time information screens (one in the building and one adjacent to the boarding stop)

The location and design of the facility should be such that Park & Ride users progress from the car park, through the building and past the ticket vending machines and information screens to the bus boarding point.

- **SIGNAGE:** To promote safe use of interchange facilities

Recommendation 5 - Bus Route Grading Structure for Prioritisation of Bus Infrastructure Investment

	PRIMARY AND CORE ROUTES				OTHER (FEEDER) BUS ROUTES	
	PARK & RIDE	URBAN EXPRESS	INTERURBAN EXPRESS	URBAN CORE	URBAN LOW FREQUENCY	RURAL ROUTES
DESCRIPTION	High frequency (at least 6bph in both directions) express routes, limited stops	High frequency (at least 6bph in both directions) express routes, limited stops	Medium frequency (at least 3bph in both directions) express routes, limited stops	Medium frequency (at least 3bph in both directions) express routes, limited stops	Low frequency routes (<2 bph per direction) with regular stops and request stops	Low Frequency routes with mostly request stops (unmarked and Custom & Practice Stops)
BUS STOP LOCATION	Limited stops serving only key trip attractors en-route to/from City Centre of Park & Ride Site	Minimum 400, maximum 750 metre distance between stops	Distance between stops 400-750 metres when passing through urban areas. Limited stops in rural areas	Minimum 400 metre distance between stops	Minimum 400 metres distance between registered stops, some request stops	Published route with timing points, most stops are by request
BUS STOP INFRASTRUCTURE	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)	Bus Stops will be graded according to 'The Worcestershire Standard for Roadside Bus Infrastructure' (See recommendation 6)
BUS STOP INFORMATION	Real time information, otherwise timetable displayed at all stops	Timetable displayed at all stops	Timetable displayed at fixed (non-request) stops only	Timetable displayed at fixed (non-request) stops only	Timetable displayed at fixed (non-request) stops only	Timetable displayed at fixed (non-request) stops only
BUS STOP OWNERSHIP	Bus Stops are managed & maintained as part of the Park & Ride contract/ Statutory Quality Partnership by the County Council	Bus Stops are managed & maintained by County Council, possibly as part of Statutory Quality Partnership	Bus Stops are managed & maintained by County Council as part of Statutory Quality Partnership	Bus Stops are managed & maintained by County Council as part of Statutory Quality Partnership	Bus Stops are managed & maintained by County Council	Bus Stops are managed and maintained by County Council. Bus Shelters will be provided according to the Worcestershire Standard
VINYL FLAG	See Marketing & Information Strategy	See Marketing & Information Strategy	See Marketing & Information Strategy	See Marketing & Information Strategy	See Marketing & Information Strategy	See Marketing & Information Strategy

Recommendation 6 - The “Worcestershire Standard” for Roadside Bus Infrastructure

The Gold (High Use) Standard (In excess of 500 users a week)

- **BUS SHELTER** - Of mainly glass construction, with seating, preferably provided by a shelter advertising company. (See full specification)
- **SHELTER LOCATION** - Preferably located as close to the boarding point as possible.
- **POLE & FLAG** - Flag to be clearly visible from the roadside and should be integral to the bus stop, to minimize unnecessary street clutter (the design and contents of the flag is covered in the Passenger Transport Marketing & Information Strategy for Worcestershire).
- **RAISED KERBS** - To provide level access for buggies and wheelchairs
- **ROAD MARKINGS** - Comprising of yellow bus-stop clearway markings, sign and red or green surfaced carriageway box.
- **TIMETABLE INFORMATION** - For all routes serving the stop.
- **CROSSING POINT** - A safe place to cross the road within 50 metres of the bus stop, to include dropped kerbs and tactile paving where appropriate.
- **DDA COMPLIANT** - Fully accessible for disabled people
- **DOUBLE LENGTH BUS STOPS** - Where Gold Standard bus stops are located on Premium Routes, it may be necessary to provide double length bus stops, to permit express services to overtake stopping services.

The Silver (Moderate Use) Standard (250 to 499 users a week)

- **SHELTER LOCATION** - Preferably located as close to the boarding point as possible.
- **POLE & FLAG** - Flag to be clearly visible from the roadside and should be integral to the bus stop, to minimize unnecessary street clutter (the design and contents of the flag is covered in the Passenger Transport Marketing & Information Strategy for Worcestershire).
- **RAISED KERBS** - To provide level access for buggies and wheelchairs
- **ROAD MARKINGS** - Comprising of yellow bus-stop clearway markings, sign and red or green surfaced carriageway box.
- **TIMETABLE INFORMATION** - For all routes serving the stop.
- **CROSSING POINT** - A safe place to cross the road within 50 metres of the bus stop, to include dropped kerbs and tactile paving where appropriate.
- **DDA COMPLIANT** - Fully accessible for disabled people
- **BUS SHELTER** - A bus shelter will be provided where funding allows. Of mainly glass construction, with seating. (See full specification)

The Bronze (Low Use) Standard (less than 249 users a week)

- **POLE & FLAG** - Flag to be clearly visible from the roadside. (the design and contents of the flag is covered in the Passenger Transport Marketing & Information Strategy for Worcestershire).
- **HARDSTANDING** - Paved waiting area

Recommendation 7 - Roadside Infrastructure Standards

Bus Stop Locations

Bus stops must be located to allow passengers to board and alight safely and conveniently and should also be safe for other road users and pedestrians. The layout of the bus stop should permit buses to stop parallel and as close to the kerb as possible, to allow effective use of bus facilities (such as ramps). Key considerations for bus stop locations are:

- Safety e.g. avoiding bends and crests in the road
- Visibility for road users (in both directions) when buses are stopped
- Driver and intending passengers are clearly visible to each other
- Where there is adequate unobstructed footway width
- Where there is space for a bus shelter
- On-street parking arrangements
- Close to (and at the exit side of) pedestrian crossings
- Sited to minimise walking distance between interchange stops
- Close to main junctions without affecting road safety or junction operation
- Close to local facilities e.g. shops, offices, pubs, residential areas
- Located to minimise likely objections from nearby residents

Consideration should be given to the routes taken by passengers to and from the bus stop. Locating stops near pedestrian crossing facilities, and in particular at junctions, is convenient and helps passengers complete the rest of their journey safely. In making a bus stop accessible to wheelchairs (and pushchairs), consideration must be given to the accessibility of routes to and from the bus stop. It may also be necessary to provide additional dropped kerb crossings and/or crossing facilities in the vicinity of the stop as part of any bus stop improvements. A Bus Stop Site Visit Checklist is provided in Appendix A.

Bus Facilities in New Developments

It is essential that passenger transport user and operator needs are taken into account during the planning of new developments (e.g. housing, health, business, education, retail and leisure). Sites for new or relocated bus stop facilities must be identified and located such that they are integral to a new development. Walking distances to the bus stops should be minimised and the occupiers of the developments should, ideally, be within a 250m (approximately 2.5 minutes) walk of a bus stop and certainly no more than a 400m walk. It is important that the stops are established during construction before the occupation.

Bus Stop Poles

It is recommended that, in order to improve the image of bus travel, an effective and user-friendly bus stop pole design be provided. The latest bus stops poles are a 'modular' design with the two main suppliers being Trueform Ltd and Bissell Ltd.

- ***Trueform 'Elite' Bus Stop Pole (Patented System)*** - This is a modular design pole and can be seen at all bus stops in London. It is designed to enable the addition of telecommunications cables for lighting and real-time information displays.

- ***Bissell ‘Desire’ Bus Stop Pole*** - The Bissell ‘Desire’ pole is similar in design to the Trueform Elite post except that it is narrower and not as obtrusive on the footway. The cost is significantly lower than the Trueform ‘Elite’.

Illumination at Bus Stop Poles

To ensure that timetable information can be easily read in the dark, it is recommended that Gold and Silver Standard bus stops served by regular evening and late night bus services and those at passenger transport interchanges are illuminated. Consideration should be given to illuminating timetable cases using solar panels. The use of solar power means there is no need for mains connection and is a strong message in promoting renewable energy and sustainable travel.

Bus Stop Signs (Flags)

The content of the Bus Stop Sign (or flag) is provided in the Marketing and Information Strategy. It is recommended that two styles are specified: one that is compatible with the new modular pole (Bissell ‘Desire’ and Trueform ‘Elite’) and one that retains brackets for banding.

Bus Boarding Kerbs

Level access (by kneeling or use of a ramp) at the boarding point usually requires installation of raised kerbs. It is recommended that a kerb height of 160mm be provided at bus stops to provide the best compromise between ease of level access and reduced damage to the bus. It is also recommended that where raised kerbs are provided at bus stops, the following minimum lengths should be applied:

- 4m at lightly used or alighting bus stops
- 7 or 8m (depending on shelter configuration) at single bus stops where only one bus is scheduled to arrive at any one time and a shelter is provided
- 16m at a double bus stop
- 26m at a double bus stop used by standard 12 metre length buses and articulated buses

Bus Shelter Design Guidance

The needs of users are of paramount importance when deciding on shelter design/type. As a minimum, users should expect a facility that is clean, safe, accessible & comfortable, contains timetable & route information (unless this is provided on a separate bus stop pole) and, most importantly, provide protection from the elements. It is recommended that Worcestershire bus shelters should meet the following standards:

- **Clean:** The shelters should be constructed of robust materials and finishes that are easily cleaned and minimise vandal damage. Suitable cleaning arrangements should be in place, to ensure the shelter remains in a clean condition. A litter bin must be provided, and emptied at regular intervals.
- **Safe:** The shelter to be constructed with robust and long-lasting materials and have maximum glazing, so that passengers can see and be seen while waiting in the shelter. The shelter should have internal courtesy lighting (mains or solar power) for added comfort and safety. Suitable maintenance and fault reporting arrangements should be in place. At locations where anti-social behaviour has occurred the introduction of CCTV may also be considered either integral with or adjacent to the bus shelter.

- **Comfortable & Accessible:** The shelter to be an attractive place in which to wait with seating (where space permits) that is located and designed so it is comfortable for all users. The shelter and its associated infrastructure need to be accessible by all users and, in particular, for those with limited mobility such as the elderly, those travelling with young children and wheelchair users.
- **Timetable Information:** The shelter should include an integral timetable display and bus stop flag. It is important that timetable display units are located so that all users, including wheelchair bound, are able to access the information provided. New shelters should be future-proofed to permit the retrospective installation of Real Time Information Systems.
- **Weather Protection:** The shelter must provide optimum protection from the elements. The design to incorporate enclosed and semi-enclosed configurations and should have a suitable water displacement system so that users are protected in the rain.

In addition to the above consideration must be given to the marketing effect the shelter will have i.e. the shelter should enhance the image of bus travel. The infrastructure that Worcestershire provides should support and advertise the commitment of the County to improve bus travel and to addressing user needs. The visual appearance of the shelter should complement (as much as it is possible) and even enhance, the local surroundings.

Bus Shelter Glazing

To promote personal safety and assist the bus driver, it is recommended that bus shelters be constructed with a maximum of transparent material. Unless a location is particularly prone to vandalism, toughened glass is recommended as the main glazing option. Glass maintains its clear transparency in the long term and is less expensive than the more robust alternative of polycarbonate. However, bus shelters and the glazing in particular, are subject to vandalism and where this is a problem anti-graffiti polycarbonate is recommended as the main glazing option.

Bus Shelter Illumination

For the comfort and personal security of intending passengers, it is recommended that shelters be lit during the hours of darkness. Shelters can be lit using either mains or solar power and the choice of power source will depend on a number of factors. Whatever choice of power is chosen it is recommended that shelters are installed with movement detector sensors to avoid shelters been lit overnight when not in use.

Where street lighting or mains supply is available nearby, it is recommended to specify mains power, as connection costs are likely to be significantly lower than the cost to provide a solar unit. It is important that the ‘owner’ of the shelter is made aware of arrangements for bill paying, fault reporting and electric test arrangements. In locations where connection to the mains supply is not easily accessible, it is recommended to specify solar lighting.

Bus Shelter Seating

For the comfort of users, particularly those less mobile, it is recommended that seating should be provided where possible. This seating should be in the form of a bench, platform or horizontal rails to rest against, at a height of approx. 580mm. To be clearly visible, seating should be in a contrasting colour to the main shelter and, if not undercover, should be designed so that rainwater does not collect on it.

Where seating is provided within the shelter, sufficient covered area should be available for a wheelchair user i.e. if a 4m length shelter is specified, the seating should be a maximum of 3m length, to allow 1m free for a wheelchair, ideally opposite the shelter exit for ease of manoeuvring. Experience from the demonstration stop in Cheshire highlighted that older or less mobile users preferred bench seating with hand rests. If space is not available for bench seating the shorter perch seating should be specified.

Bus Shelter Timetable Information

To avoid the need for the installation of a bus stop pole and minimise street ‘clutter’, it is recommended that shelters are equipped with integral information display cases and a bracket for banding a bus stop flag. It is also recommended that a standard timetable display case be specified in all shelters. It is recommended that the bus shelters be equipped with a double-crown size landscape display case (747mm wide x 500mm depth), which provides sufficient space for timetable information as well as route maps, if available. Where the shelter is situated away from the bus stop, a separate bus stop pole may be required to advise intending passengers and bus drivers of the bus stopping location.

Bus Shelter Maintenance

To ensure that the quality image of bus stop infrastructure installations is maintained, it is vital that an agreed maintenance programme is in place, to ensure that Bus Stops are attractive and comfortable for users. It is recommended that district-wide, bus stop specific cleaning contracts are devised, in partnership with all interested parties, to ensure that bus stops meet the Worcestershire Standard.

Where newly installed shelters come under the ownership of a third party such as a Parish Councils, the ‘owners’ must be made aware of the suppliers maintenance and cleaning advice. This is especially important for the safe and effective functioning of lighting.

Guidance on the Relocation or Removal of Roadside Bus Infrastructure

It is recommended that, following the completion of the bus stop audit, bus stop relocation will only be considered by Worcestershire County Council if the requester pays the full cost of relocation and reconstruction of bus stop facilities, and is able to propose a site which is no less convenient and safe for both the buses and stop users and is fully agreed by all relevant parties and frontage owners.

Bus Priority Measures
Best Practice Report
November 2007



Executive Summary

EXECUTIVE SUMMARY

Bus Priority Best Practice

This report was commissioned as part of the project to develop a Bus Priority Strategy for Worcestershire for inclusion within the Worcestershire Integrated Passenger Transport Strategy. The report sets out bus priority scheme best practice and draws from examples in the UK and elsewhere. The Bus Priority Strategy will form a vital input to the wider strategy for passenger transport infrastructure in Worcestershire and the definition of the Integrated Passenger Transport Strategy. It will also provide the evidence base required to underpin funding bids to external bodies (such as the Department for Transport) for enhancement of the Worcestershire passenger transport network.

For the purpose of this report bus priority can be summarised as the provision or amendment of infrastructure and/or traffic control and management systems designed to improve the performance, efficiency, cost and image of bus travel. The key aims being to generate greater use of passenger transport and encourage modal shift from private car to bus and to the wider passenger transport network. These aims are in line with national, regional and local transport policies on encouraging use of sustainable transport.

Increasing traffic volumes and its associated adverse impacts on congestion, air quality and carbon emissions is a key problem in Worcestershire and elsewhere in the UK. The situation is likely to continue to deteriorate, as long as the private car remains the dominant mode of travel choice, even for short journeys. In addition, the impact of the proposed growth in travel demand arising from the Regional Spatial Strategy puts further emphasis on the need to provide a sustainable and realistic alternative to the car for certain types of journeys.

Addressing the issue of travel demand solely through large-scale road construction is neither a viable nor a sustainable option as the impact on our local communities would be huge in terms of the environment, land take, property demolition and isolation. We must, therefore, find other solutions that can meet peoples' desire to travel, by creating an attractive alternative that will encourage greater use of passenger transport, cycles and walking and reduce the reliance on the car.

There is clear evidence that bus priority measures have a major role in supporting balanced and integrated transport strategies seeking to improve the quality of passenger transport. Bus priority measures can ensure that passenger transport (and walking and cycling) can offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

Bus priority measures are designed to give higher priority to bus services (high capacity/high efficiency) over low occupancy vehicles (lower capacity and less efficient) along congested sections of the road network, (particularly in urban areas). Where applicable bus priority measures should also provide priority access to key generators and attractors of travel demand.

Effective and systematic measures protecting buses from the effects of traffic congestion has been demonstrated to have a beneficial impact on bus journey times, service reliability and punctuality, passenger demand, revenue and the level of subsidy required to deliver a high quality passenger transport network. Decreasing journey time variability through the provision of bus priority measures:

- Enables timetables to be constructed with greater certainty
- Reduces the need to provide additional time to allow for out of course delays, thereby reducing vehicle and crew requirements and costs
- Reduces the need to have differential journey times between peak and off-peak periods
- Enables more easily understood and simple timetables to be developed
- Enables users to place greater reliance on the achievement of advertised journey times, increasing confidence in the dependability of the service

Conversely, slow and unreliable bus services have a significant adverse impact on bus network performance in terms of:

- The numbers of vehicles and crew required to operate bus services.
- The costs of operating the bus network (as vehicle and crew requirements are the main determinants of operating costs)
- The attractiveness of the services to potential passengers (particularly those who have a choice of transport modes) with a consequent negative knock-on effect on:
 - Farebox (ticket) revenue
 - The level of financial support required to maintain and improve the bus and wider passenger transport network

A wide range of bus priority measures and techniques have been researched and evidence of their effectiveness reported upon. These provide the bus priority “toolkit” for Worcestershire, including:

- **SEGREGATED MEASURES** - Including guided/unguided busways (bus-only roads)
- **ON-LINE (ON-ROAD) PHYSICAL MEASURES** - Including bus lanes, bus gates, bus stop build-outs and half-width lay-bys
- **TECHNOLOGICAL MEASURES** - Including traffic queue relocation, Selective Vehicle Detection (SVD) at signal controlled junctions, parking management, area traffic management, bus design and ticketing system design
- **ENFORCEMENT MEASURES** - Including technological measures such as enforcement cameras and physical measures such as barriers

Where cited, the term ‘best practice’ is used to describe excellence in terms of measures which:

- Have been shown to deliver benefits to bus passengers and operators
- Are realistic and deliverable
- Can be incorporated within a strategy, which seeks to improve the performance of road based passenger transport.
- Define clear parameters, which provide clarity on the standard and quality of passenger transport infrastructure that can be expected from a transport authority.
- Detail the criteria by which infrastructure schemes will be assessed to ascertain their value and relevance

Recommendations

On the basis of the research, it is proposed that the Worcestershire Bus Priority Strategy must be constructed such that the County Council is sufficiently prepared to apply a consistent approach to all bus priority projects across the county. The Worcestershire Bus Priority Strategy must, as a minimum, provide clear guidance on the following topics:

- **Bus Network Hierarchy** and its relationship with the level of bus priority provided
- **Operating Speed and Reliability Targets** and their relationship with the Bus Network Hierarchy
- **Bus Priority in Central Business Districts**
- **Bus Priority on Urban Arterial Corridors** (including Park and Ride routes)
- **Bus Priority at Key Junctions**
- **Appraisal of Bus Priority Schemes**
- **Bus Priority Enforcement**
- **Delivery Methods for Bus Priority Schemes**

BUS NETWORK HIERACHY FOR WORCSTERSHIRE

This must define the bus network hierarchy for Worcestershire. It is recommended that, as a minimum, the hierarchy should include:

- **Premium (Bus Rapid Transit) Routes.** These to be provided with **Systematic Bus Priority** measures, sufficient to:
 - Deliver operating speeds of at least 30km/hr on average (excluding bus stop dwell times)
 - Ensure that Inter-peak journey operating speeds are maintained throughout the operating day
 - Ensure that buses are provided with priority access to junction stop lines and pass through traffic signal controlled junctions during the first available green phase
 - Ensure that, wherever possible, buses stop only to set down and pick up passengers (i.e. are not stationary in traffic queues)
 - Provide priority for a minimum of 6 buses per hour per direction (i.e. a bus every 10 minutes)
 - Support the provision of passenger transport infrastructure, information systems, vehicles and ticketing meeting the Worcestershire County Council “Gold Standard” (see Infrastructure Best Practice Report for details)
- **Core Routes.** These to be provided with Bus Priority measures, sufficient to:
 - Deliver operating speeds of at least 25km/hr on average (excluding bus stop dwell times)
 - Ensure that buses are provided with priority access to junction stop lines
 - Ensure that, wherever possible, buses stop only to set down and pick up passengers (i.e. are not stationary in traffic queues)
 - Provide priority for a minimum of 3 buses per hour per direction (i.e. a bus every 20 minutes)
 - Support the provision of passenger transport infrastructure, information systems, vehicles and ticketing meeting the Worcestershire County Council “Silver Standard” (see Infrastructure Best Practice Report for details)

- **Other (Feeder) Routes.** These to be provided with Bus Priority measures, sufficient to:
 - Deliver operating speeds of at least 20km/hr on average (excluding bus stop dwell times)
 - Support the provision of passenger transport infrastructure, information systems, vehicles and ticketing meeting the Worcestershire County Council “Bronze Standard” (see Infrastructure Best Practice Report for details)

OPERATING SPEEDS AND RELIABILITY TARGETS

This section of the strategy must specify in detail the operating speeds and reliability targets for the Premium (Bus Rapid Transit) and Core Routes on a corridor basis. These targets will permit effective assessment of key routes, to identify the scale of bus priority measures required to increase operating speeds and reliability. The Premium (Bus Rapid Transit) and Core Routes (including Park and Ride) will be subject to the most stringent targets. The targets must be specified in terms of:

- Operating speeds
- Bus stop dwell times
- Average wait times for passengers (a measure of reliability)
- Punctuality (adherence to schedule)

BUS PRIORITY IN CENTRAL BUSINESS DISTRICTS

This section of the strategy must specify in detail the levels of bus priority that should be delivered in town/city centre environments, to ensure that buses are provided with the optimum operating conditions and access to key journey attractors and generators. It is recommended that the Worcestershire Bus Priority Strategy provide specific targets for each CBD. This section will be heavily influenced by the outcomes of the Traffic Management & Land Use Strategies (see separate Best Practice Reports). The operating speeds and reliability targets set out above will also be used for bus priority in CBDs.

BUS PRIORITY ON URBAN ARTERIAL CORRIDORS (including Park & Ride routes)

This section of the strategy must specify the levels of bus priority that should be delivered on key urban arterial corridors. The level of priority to be expressed in terms of the targets set out above.

BUS PRIORITY AT KEY JUNCTIONS

This section of the strategy must specify the key junctions at which bus priority measures are required to deliver the journey time and reliability targets set out for each tier of the bus network hierarchy. Key junctions that delay buses must be identified, with a view to installation of the appropriate bus priority infrastructure and/or Selective Vehicle Detection systems.

APPRAISAL OF BUS PRIORITY SCHEMES

This section of the strategy must specify the appraisal process for Bus Priority Schemes. This must be to a level sufficient to allow appraisal of the costs (capital and operating) and benefits (for users, non-users and operators over the life of the scheme) to ensure that the

County Council is suitably informed to be able to develop these schemes quickly and cost effectively.

BUS PRIORITY ENFORCEMENT

This section of the strategy must formalise the policing of bus priority schemes. It is recommended that the strategy set out an integrated countywide enforcement scheme, to include Bus Lane Enforcement Cameras (both mobile and static), CCTV and traffic regulation order enforcement officers to monitor use of bus priority installations.

DELIVERY METHODS FOR BUS PRIORITY SCHEMES

This section of the strategy must formalise a delivery process for approved Bus Priority Schemes, including the following elements:

- A formal consultation process (see the Passenger Transport Consultation Strategy Best Practice Report)
- Accessibility requirements (see Passenger Transport Accessibility Strategy Best Practice Report)
- Expected project delivery timescales
- Expected project delivery costs
- Resource requirements

OTHER RECOMMENDATIONS

Bus Stop Lay-bys:

These installations have an adverse impact on bus stop dwell times, overall journey times and service reliability. It is recommended, therefore, that most existing bus lay-bys should be removed as part of the Worcestershire Bus Priority Strategy. They should be replaced where appropriate, with bus stop borders where these support the achievement of the appropriate journey time, reliability and operating speed targets set out for that particular route or transport corridor. There will be isolated cases where retaining bus lay-bys may be required for safety reasons. This should be clarified in the Bus Priority Strategy for Worcestershire.

Selective Vehicle Detection in Worcester

The SCOOT urban traffic management system in Worcester city has the potential to be programmed to provide additional priority for bus services within the city. It is recommended that a review of the city centre bus route system take place, to ascertain how this might be modified to make better use of limited city centre road space to ensure rapid access into and egress from the city centre, including Crowngate Bus Station.

Partnerships

Effective partnerships can support the development, funding and delivery of the bus priority strategy. It is recommended that, where appropriate, the following partnerships are set up to help deliver and fund the Worcestershire Bus priority Strategy:

- Voluntary Quality Partnership (VQP)
- Statutory Quality Partnership (SQP)
- Punctuality Improvement Partnerships (PIPs)

These offer scope for the consolidation of partnership working between residents, operators, Districts and the County Council, to set standards on key corridors to improve bus services and make them more attractive to existing and potential users.

**Traffic Management and Parking
for Passenger Transport
Best Practice Report**
November 2007



Executive Summary

EXECUTIVE SUMMARY

Parking and Traffic Management Best Practice

This report was commissioned as part of the project to identify best practice in respect of Traffic Management Strategies, insofar as they support the development and provision of a high quality passenger transport system as set out in the draft Worcestershire Integrated Passenger Transport Strategy. It provides the basis for passenger transport planning input and response to highway proposals that impact on the operation of passenger transport services and users. The Traffic Management Strategy will form a vital input to the definition of the Integrated Passenger Transport Strategy. It will also provide the evidence base required to underpin funding bids to external bodies (such as the Department for Transport) for enhancement of the Worcestershire passenger transport network.

Increasing traffic volumes and its associated adverse impacts on congestion, air quality and carbon emissions is a key problem in Worcestershire and elsewhere in the UK. The situation is likely to continue to deteriorate, as long as the private car remains the dominant mode of travel choice, even for short journeys. In addition, the impact of the proposed growth in travel demand arising from the Regional Spatial Strategy puts further emphasis on the need to provide a sustainable and realistic alternative to the car for certain types of journeys.

Addressing the issue of travel demand solely through large-scale road construction is neither a viable nor a sustainable option as the impact on our local communities would be huge in terms of the environment, land take, property demolition and isolation. We must, therefore, find other solutions that can meet peoples' desire to travel, by creating an attractive alternative that will encourage greater use of passenger transport, cycles and walking and reduce the reliance on the car.

There is clear evidence that traffic management measures have a major role in supporting balanced and integrated transport strategies seeking to improve the quality of passenger transport. Traffic management measures can ensure that passenger transport (and walking and cycling) can offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

This best practice report summarises the basis, design and performance of a range of passenger transport-friendly traffic management schemes and strategies. The Local Transport Plans, Traffic Management and Passenger Transport Strategies and related information were collated from the leading domestic and international transport authorities. This information was carefully scrutinised and analysed and the relevant information extracted.

Where cited, the term 'best practice' is used to describe excellence in terms of traffic management strategies and measures which:

- Clearly outline the standard and quality of passenger transport that are supported by the Traffic Management Strategy of the authority.
- Define clear parameters for delivery of integrated traffic management.
- Identify the delivery process.
- Detail the criteria by which the Traffic Management Strategies will be monitored to ascertain their relevance, effectiveness and value.

Examples Of Best Practice

There are various examples of best practice in Traffic Management solutions that have yielded significant results, however, those included in this report have been used, as their example is considered pertinent to Worcestershire. Table 1, below, summarises the actual or, in some cases, projected outcomes of traffic management best practice.

Table 1: Examples of Best Practice and Outcomes

Transport Authority	Scheme	Outcomes
Oxfordshire County Council and Oxford City Council	Oxford City Transport Plan	<p>Has delivered:</p> <ul style="list-style-type: none"> 63% reduction in traffic in the city centre 44% access city centre by bus No increase in traffic on other unrestricted central streets 5% growth in Park and Ride use to access city centre 75% less carbon monoxide in central Air Quality Management Area (AQMA) 20 % less carcinogenic particulate matter in central AQMA. 14% reduction in city centre car park usage 17% increase in local bus use 30% of workers access employment in Oxford City Centre on bicycle or on foot.
Norfolk County Council	Norwich Area Transport Strategy	<p>Has delivered:</p> <ul style="list-style-type: none"> Widespread closure of city centre roads to through traffic 12% reduction in city centre traffic Reduction of Carbon Dioxide emissions by 20,319 tonnes 2.5% increase in bus patronage Economic success - Norwich ranks among the top 10 shopping centres in the country.
Brighton and Hove City Council	City Centre Bus Priority Scheme and Traffic Management Scheme	<p>Has delivered:</p> <ul style="list-style-type: none"> 20% increase in bus use 10% reduction in city centre traffic 80% satisfaction with local bus services.
Durham County Council	Historic City Centre Road Charging Scheme	<p>Has delivered:</p> <ul style="list-style-type: none"> 85% reduction in vehicle traffic 10% increase in pedestrian activity 10% increase (to 78%) in number of people who consider Durham City Centre to be a safe place to visit. 21% increase (to 70%) in number of people who believe the Road User Charge is a good idea. 48% reduction in number of delivery vehicles entering the area between 09:00 and 17:15.
West Midlands metropolitan area	Red Routes scheme	<p>Has delivered:</p> <ul style="list-style-type: none"> 6% reduction in accidents where the Red Routes scheme has been implemented Better and safer facilities for pedestrians and cyclists More reliable and faster bus services Less traffic queuing and congestion on key routes Better air quality and reduced noise and pollution. 10% reduction in average journey times 20% improvement in journey time reliability on the West Midlands metropolitan area's most important roads No adverse impact on traders who have benefited from better designed and enforced legal loading and parking facilities

		Adoption of consistent standards of traffic management across the West Midlands Conurbation. Support for the network management duties set out in the Traffic Management Act 2004
City and County of Swansea Council	The Swansea Metro Project	Expected to deliver: Superior passenger transport journey times High quality passenger transport route between all major trip attractors Seamless integration of bus and rail modes.
Plymouth City Council and Cornwall County Council	Tamar Crossings Scheme	Has delivered: Complete financing of bridge and associated works, Subsidised operation of the Torpoint to Plymouth Ferry. Improves access to employment opportunities in Plymouth for residents in Cornwall. Diverts traffic away from Dartmoor National Park.
City and County of Cardiff Council	Integrated Parking Strategy [including Traffic Management]	Expected to deliver: Environmental improvements Economic Success Safety and Security Improved Accessibility to key trip attractors.
Transport for London	Central London Congestion Charging Scheme	Has delivered: Reduction in city centre traffic by 26%. £122 million raised in charges. Revenue hypothecated on improving passenger transport (of which £84 million on local bus network) 15% Reduction in carcinogenic particulate matter 13% reduction in Nitrogen Oxide 16% reduction in carbon emissions
Cambridgeshire County Council	Modal Hierarchy on County Roads	Tool to ensure different modes are correctly prioritised in different areas. Has helped prioritise funding to deliver: Park and Ride in Cambridge City Guided Busway between Cambridge and Huntingdon

The best practice examples illustrate the wide range of traffic management “tools” available to support the development of an integrated passenger transport network. The key measures in the traffic management “toolkit” include:

- Demand management
- Car parking availability and pricing
- Traffic Regulation Orders and bus priority (including access restrictions)
- Road pricing schemes
- Traffic management enforcement measures

Recommendations

It is recommended that any prospective strategy must be constructed in such a way so that the County Council is sufficiently prepared to apply a consistent approach to all traffic management projects across the county. The key recommendations are summarised overleaf.

AREA TRAFFIC MANAGEMENT PLANS

It is recommended that a series of area specific traffic management plans be developed, based on the LTP2 (and the following LTP3) strategy and targets. These plans to define, as a minimum:

- The transport-related targets that traffic management measures are to support and deliver, including:
 - Traffic flows
 - Vehicle emissions
 - Air quality
 - Passenger transport mode share (the % share of the travel market)
- The role of passenger transport within the traffic management strategy, including details of:
 - Passenger transport accessibility (including journey times and costs)
 - Passenger transport levels of service (e.g. frequencies, periods of operation)
 - Infrastructure measures to support the delivery of the appropriate accessibility and levels of service in a cost effective way
- Parking management and enforcement strategy and its relationship with passenger transport provision
- Signage strategy (including where appropriate Variable Message Signing)

It is recommended that area traffic management plans should be developed for (as a minimum):

- Market and Spa Towns (Evesham, Pershore, Malvern, Tenbury, Bewdley, Stourport, Droitwich Spa and Bromsgrove)
- Major Towns (Redditch and Kidderminster)
- Worcester City

PARKING MEASURES

Subject to the Area Traffic Management Plans, it is recommended that the parking management and enforcement strategies of the major urban areas consider the removal and relocation of long stay parking, in favour of short and medium stay parking. The aim being to:

- Encourage visitors and shoppers to use Worcestershire's main urban centres
- Encourage a higher and more efficient utilisation (turnover) of scarce parking capacity
- Generate parking revenue to be reinvested in the transport network
- Support the reallocation of long stay parking to locations where it can be served by passenger transport, such as at Park & Ride sites
- Offer a realistic alternative to the car for regular commuter journeys into central urban areas

It is recommended that free on-street parking is not provided in central urban areas, and that on-street parking is quota managed via Controlled Parking Zones, metering or pay and display machines. These spaces would allow the first 20 minutes of parking free of charge, to allow for loading, pick up and drop off. Thereafter, the spaces will be charged at a rate

appropriate to the urban centre, but with a significant increase in charges for parking durations in excess of 3.5 hours. No return will be permitted within two hours. All revenues generated from this parking are payable to the highways authority (Worcestershire County Council), and should be subject to revenue hypothecation, such that the revenue is reinvested in the transport infrastructure and services (in particular walking, cycling and passenger transport modes).

It is proposed that a Joint Car Parking and Parking Pricing Strategy would be drawn up and signed by the Districts, Borough and Worcestershire County Council. This policy would be set up in such a way that it encouraged shoppers and visitors to use the existing urban centre car parks, whereas commuters and day visitors, coaches and Heavy Goods Vehicles would be directed towards Park and Ride locations.

It is proposed that Decriminalised Parking Enforcement is endorsed by Worcestershire County Council and that the County Council works with the District and Borough Councils to encourage sharing of best practice, and facilitate shared working and resources to drive down costs and improve efficiencies.

RED ROUTES

In view of the success of Red Routes in the West Midlands, Edinburgh and London, it is strongly recommended that such schemes are considered for Worcestershire. In particular, it is recommended that they be developed:

- To complement and support traffic management schemes
- As part of bus priority schemes where these form part of a strategy to support traffic management and encourage use of passenger transport, cycling and walking as alternatives to the private car for journeys into and within urban areas
- For road corridors in major urban areas (such as Worcester and Kidderminster), where illegal or inconsiderate parking, waiting and loading is leading to:
 - Traffic congestion
 - Accident and safety problems
 - Poor environmental conditions
 - Unsatisfactory conditions for pedestrians, cyclists and passenger transport
 - Unsatisfactory accessibility and business conditions leading to problems for retailers and the local economy

TRAFFIC FREE ROUTES

As part of the Area Traffic Management Plans, it is recommended that significant research be undertaken to identify possible opportunities for bus and cycle only rights of way (known as busways), particularly in the City of Worcester and within all major new housing, retail and business developments across the county. This would involve the reallocation of a proportion of highway capacity for the exclusive use of buses and cyclists (or the provision of new bus and cycle-only infrastructure). The aim would be to develop a series of sustainable transport (bus and cycle) only routes through the centre of an urban area, thereby significantly improving passenger transport accessibility, journey times and reliability. Evidence from comparator cities and towns has shown that such an approach can support the:

- Enhancement of the city or town centre environment for residents and visitors
- Improve the ambience of historic city or town centres
- Strengthen the local economy by generating additional visitors and/or encouraging people to stay longer in the central area

MODAL HIERARCHY

It is proposed that a Cambridgeshire-style set of modal hierarchies is adopted in Worcestershire, to ensure that the correct priorities are applied to road users in different locations. A proposed hierarchy is provided below:

MAIN ROUTES	URBAN AREAS	RURAL AREAS
<i>Public Transport</i>	<i>Pedestrians</i>	<i>Pedestrians</i>
<i>Drivers with Disabilities</i>	<i>Cyclists</i>	<i>Cyclists</i>
<i>Commercial Vehicles</i>	<i>Public Transport</i>	<i>Public Transport</i>
<i>Cars</i>	<i>Drivers with Disabilities</i>	<i>Drivers with Disabilities</i>
<i>Pedestrians</i>	<i>Commercial Vehicles</i>	<i>Cars</i>
<i>Cyclists</i>	<i>Cars</i>	<i>Commercial Vehicles</i>

ROAD PRICING

It is recommended that the possibility of a road/infrastructure pricing policy be explored for the financing and maintenance of any prospective additional road crossings of the River Severn.

Passenger Transport Accessibility Best Practice Report

November 2007



Executive Summary

EXECUTIVE SUMMARY

Passenger Transport Accessibility Best Practice

This report was commissioned as part of the project to develop the Passenger Transport elements of the Accessibility Strategy for Worcestershire. It sets out best practice in terms of the measures and policies, which support passenger transport accessibility and sustainability. The Best Practice Report will form a vital input to the definition of the Integrated Passenger Transport Strategy.

Accessibility planning is vital to and is a core component of, passenger transport planning within an Integrated Passenger Transport Strategy (IPTS). The delivery of significantly improved levels of passenger transport accessibility is a core element of the Worcestershire IPTS. Accessibility planning techniques must be used to shape an effective, deliverable and sustainable passenger transport network for Worcestershire, which will enhance the quality of life of residents, through helping to meet their accessibility needs, supporting them in achieving their potential and in improving their environment.

Increasing traffic volumes and its associated adverse impacts on congestion, air quality and carbon emissions is a key problem in Worcestershire and elsewhere in the UK. The situation is likely to continue to deteriorate, as long as the private car remains the dominant mode of travel choice, even for short journeys. In addition, the impact of the proposed growth in travel demand arising from the Regional Spatial Strategy puts further emphasis on the need to provide a sustainable and realistic alternative to the car for certain types of journeys.

Addressing the issue of travel demand solely through large-scale road construction is neither a viable nor a sustainable option as the impact on our local communities would be huge in terms of the environment, land take, property demolition and isolation. We must, therefore, find other solutions that can meet peoples' desire to travel, by creating an attractive alternative that will encourage greater use of passenger transport, cycling and walking and reduce the reliance on the car.

There is clear evidence that accessibility planning has a major role in supporting balanced and integrated transport strategies, which seek to improve the quality of passenger transport. Robust accessibility planning can ensure that passenger transport (and walking and cycling) can be developed and funded to offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

Accessibility, in general terms, is used to describe the ease by which people can access locations, facilities and services. In terms of passenger transport the quality of accessibility is influenced by the physical ability to use this mode of transport to access a location, facility or service and the total travel time and cost associated with the journey. This report focuses on the process of calculating, evaluating and enhancing the use of accessibility within passenger transport planning.

A range of factors impact upon passenger transport accessibility, these include:

- Travel time - the **total time** taken to travel from the origin to the destination (including walking, waiting, in-vehicle and interchange elements of a journey)
- The total **perceived** cost of travel - This includes both out-of-pocket costs (such as fares) and time costs (dependent upon values of time)
- Location of facilities and services - These will have a direct effect on travel times and costs
- Method and timing of service delivery - If a service is only available, say, between 09:00 and 17:00, this effectively limits when a journey can be undertaken
- Fear of crime - This will have a direct impact on the travel choices made, particularly by vulnerable groups, such as the mobility impaired or the elderly
- Travel horizons - A passenger's knowledge of available travel and service choices which affects, amongst other things, where people choose to live and work, household car ownership and the choice of travel mode

Importantly, accessibility planning also enables a comparison between the availability and performance (in terms of total travel times and costs) of passenger transport and alternative modes of transport, in particular the car. It provides, therefore, an indication of the "competitiveness" of passenger transport and the consequent investment in infrastructure and services required to enable it to offer a realistic alternative to the car and thereby support sustainability and environmental goals and targets.

This report describes a range of methods of analysing and assessing passenger transport accessibility, and provides a series of recommendations as to how the County Council should undertake accessibility planning, to deliver a cohesive, integrated passenger transport network which provides people with effective and efficient access to:

- Healthcare Facilities
- Employment Opportunities
- Retail Locations
- Educational Facilities
- Leisure Facilities

Recommendations

The key recommendations arising from the best practice research are summarised overleaf.

ACCESSIBILITY PLANNING

Accessibility planning is a vital component of the integrated passenger transport strategy, in that it provides the necessary data and process to:

- Set accessibility targets
- Quantify existing levels of accessibility
- Test the impact on accessibility of infrastructure and/or network enhancements
- Provide evidence to funding bodies of the soundness of measures to enhance accessibility
- Provide evidence to support schemes to improve the competitiveness of passenger transport in comparison with the private car

It is recommended that Worcestershire County Council undertake detailed accessibility analysis on an area and journey purpose basis. The assessments should be compatible with the requirements of:

- LTP2 Accessibility targets
- Area Traffic Management Plans (see Traffic Management Best Practice Report)
- Local Development Frameworks (see Development Control and Land Use for Passenger Transport Best Practice Report)
- Accessibility needs of specific service providers and associated journey purposes (e.g. health and education sectors and the travel plans of major employers)

It is recommended that the above accessibility assessments are undertaken such that the County Council is able to:

- *Measure actual AND perceived accessibility to key services and destinations from all households in the county, i.e. taking account of the “weightings” that people apply to each element of a journey, including walk, wait, interchange and in-vehicle time*
- *Provide an agreed, rational and fair method of weighting accessibility scores, whilst developing realistic benchmarks to deliver accurate, realistic accessibility levels for households and household groupings (such as Lower Super Output Areas). This method **MUST** consider Passenger Transport’s competitiveness against the private car.*
- *Develop a means of displaying the results of this analysis, through the use of Geographic Information Systems, which clearly display accessibility levels at county, district and parish level. This information, supported by quantifiable data, will allow Councillors and Officers to make informed decisions about where limited passenger transport funding can be best spent to deliver high levels of accessibility at an affordable price.*

ACCESSIBILITY MEASURES

There are a range of methods and tools available to measure accessibility. The three main methods of quantifying accessibility are:

- Access Measures
- Threshold Measures
- Continuous Measures

It is recommended that:

- *As Continuous Measures provide the most technically robust method of evaluating and setting accessibility targets, this method be employed in Area Traffic Management Plans, Local Development Frameworks and in establishing the accessibility of specific service providers and associated journey purposes*
- *Continuous Measures be calculated using Accession software in conjunction with databases, spreadsheets, Geographic Information Systems and other software as required*
- *Threshold Measures of accessibility continue to be used, where appropriate, as these provide direct input to the monitoring of the existing Threshold Measures-based LTP2 accessibility targets*
- *Access measures, such as PTALs should only be used for small-scale, site-specific assessments, which do not justify the use of the Accession software. To support this, it is recommended that Worcestershire County Council prepare a revised PTAL grading structure to reflect the characteristics of the area*

PERFORMANCE MANAGEMENT FRAMEWORK

It is recommended that Worcestershire adopt a Performance Management Framework, similar to that currently in use in Gloucestershire and Nottinghamshire. This will be used to:

- *Assess the financial, economic and social costs and benefits of any proposed enhancements to passenger transport accessibility*
- *Support to the accessibility planning techniques*
- *Provide the required data to develop the passenger transport network in Worcestershire as a driver of economic success and improved quality of life, at a price that is both affordable and acceptable to taxpayers.*

CENTRALISATION OF SERVICES

Research suggests that the best accessibility planning results are achieved where generators and attractors of travel demand (such as housing, health, education, employment and retail developments) are located on or adjacent to the main passenger transport corridors. It is recommended, therefore, that Worcestershire County Council employ best practice accessibility planning techniques to support partnership working with land use developers and service providers (such as the NHS and Education authorities) to ensure:

- *The accessibility implications of existing and new developments and services are fully understood and not restricted to the current limited use of the Accession model*
- *All key services and destinations in Worcestershire are provided with a level of accessibility by passenger transport which:*
 - *Ensures that passenger transport is a realistic alternative to the car (in terms of actual and perceived journey times and costs)*
 - *Supports the achievement of the public transport mode shares which underpin existing and proposed Travel Plans*
- *Where services are remote to the passenger transport network, either the network is increased to access these services, or the service is relocated to a more accessible location*
- *Where mobility impairments prevent residents from using the passenger transport network, either alternative transport options are made available (such as community transport, ambulances or taxis) or the services are delivered to the residents, e.g. mobile library vans and doctors' home visits, which provide an efficient alternative to access key services.*

PARTNERSHIP WORKING

In Worcestershire, interaction between transport providers (such as the Primary Care Trust, Worcestershire County Council, Community Transport and other Voluntary Groups) could be improved. It is recommended that the County Council enter into partnership with other service providers to assess whether these services could be provided for more efficiently through closer working. An example of this includes shared call centres, which could be used to pool resources and provide access to multiple services using only one vehicle. For example, a hospital outpatient could combine a hospital visit with a dental appointment, grocery shopping, a visit to a library and to pay service bills. The processes for effective partnership working will be covered in the Passenger Transport Partnerships Strategy for Worcestershire.

**Land Use and Development
Control for Passenger Transport
Best Practice Report**
November 2007



Executive Summary

EXECUTIVE SUMMARY

Development Control and Land Use for Passenger Transport Best Practice

This report was commissioned as part of the project to develop the Passenger Transport elements of the Development Control and Land Use Strategy for inclusion within the Worcestershire Integrated Passenger Transport Strategy. It provides the basis for passenger transport planning input and response to land use planning and development proposals that impact on the accessibility, operation and sustainability of passenger transport services and networks. The report sets out passenger transport elements of Development Control and Land Use planning best practice in terms of measures and policies which support passenger transport accessibility and sustainability, drawing from examples in the UK.

Increasing traffic volumes and its associated adverse impacts on congestion, air quality and carbon emissions is a key problem in Worcestershire and elsewhere in the UK. The situation is likely to continue to deteriorate, as long as the private car remains the dominant mode of travel choice, even for short journeys. In addition, the impact of the proposed growth in travel demand arising from the Regional Spatial Strategy puts further emphasis on the need to provide a sustainable and realistic alternative to the car for certain types of journeys.

Addressing the issue of travel demand solely through large-scale road construction is neither a viable nor a sustainable option as the impact on our local communities would be huge in terms of the environment, land take, property demolition and isolation. We must, therefore, find other solutions that can meet peoples' desire to travel, by creating an attractive alternative that will encourage greater use of passenger transport, cycle and walking and reduce the reliance on the car.

There is clear evidence that development control and land use planning has a major role in supporting balanced and integrated transport strategies seeking to improve the quality of passenger transport. Clear policies in respect of the passenger transport accessibility standards for new land use developments and the provision of infrastructure and services to support these can ensure that passenger transport (and walking and cycling) are able to offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

The Development Control and Land Use Strategy will form a vital input to the wider strategy for passenger transport provision within the areas of development control and land use planning in Worcestershire. It will also provide the evidence base required to underpin funding bids to external bodies (such as the Department for Transport and West Midlands Regional Assembly).

In particular, the strategy must indicate to funding bodies that major scheme bids for investment in passenger transport (and walking and cycling) infrastructure and services is compatible with and supported by:

- Development control and land use policies, including Local Development Frameworks
- The passenger transport accessibility and sustainability elements of development briefs

- Planning processes ensuring that the requirements for passenger transport infrastructure and services are set out at an early stage in the planning process
- Policies that seek to obtain the appropriate levels of financial contributions toward passenger transport infrastructure and services from land use developers

The best practice report sets out the justification for and processes by which the promoters of changes in land use and new developments will be expected to provide appropriate funding contributions towards a programme of enhancements/improvements to the Worcestershire passenger transport network.

For the purpose of this report, Development Control and Land Use Planning can be summarised as the establishment or amendment of policies, planning controls and processes designed to ensure the provision of sustainable and accessible passenger transport in respect of new developments, in line with the accessibility and sustainable transport strategies and targets set out in national, regional and local policies, including the second Local Transport Plan. The key aims being to ensure that the infrastructure and services are in place to encourage modal shift from private car to passenger transport and other sustainable transport modes (cycling and walking).

Where cited, the term best practice is used to describe excellence in terms of strategies which:

- Define clear parameters, providing clarity on the standard and quality of passenger transport provision in relation to development control that can be expected from a transport authority
- Detail the criteria by which developments will be assessed to establish levels of passenger transport provision and the associated funding contributions that can be expected from developers.

Recommendations

It is recommended that the Worcestershire Integrated Passenger Transport Strategy must, as a minimum, provide clear guidance on the following topics:

- Land Use and Development Policies and Guidance for Worcestershire
- Accessibility Standards
- Accessibility Mapping
- Planning Obligations/Developer Contributions
- Parking Standards

The strategy should be constructed in such a way that the County Council is sufficiently prepared to apply a consistent approach, where possible, to all development control and land use projects in projected partnership with District and City Councils. The recommendations are summarised overleaf.

POLICIES & GUIDANCE FOR WORCESTERSHIRE

It is recommended that the Worcestershire Integrated Passenger Transport Strategy provide guidance on the relationship between Passenger Transport and Development Control/Land Use. This must draw upon the following direction given by Central and Regional Government on the delivery of the Regional Transport Strategy objectives:

- *Actively manage the pattern of urban growth to make the **fullest use of public transport**, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges*
- *Accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses, at locations which are **highly accessible by public transport**, walking and cycling*
- *Ensure that developments comprising jobs, shopping, leisure and services offers a **realistic choice of access by public transport**, walking and cycling, recognising that this may be less achievable in rural areas*
- *In rural areas, locate most development for housing, jobs, shopping, leisure and services in local service centres which are designated in the development plan to act as a focal point for housing, transport and other services, and encourage **better transport provision** in the countryside*
- *Ensure that strategies in the development and local plan complement each other in the consideration of development plan allocations and local transport investment and priorities are closely linked*
- *Use parking policies alongside other planning and transport measures, to **promote sustainable transport choices and reduce reliance the car** for work and other journeys*
- *Give priority to people over ease of traffic movement and plan to **provide more space to pedestrians, cyclists and public transport** in town centres, local neighbourhoods and other areas with a mixture of land uses*
- *Ensure that the needs of disabled people as pedestrians, **public transport users** and motorists are taken into account in the implementation of planning policies and traffic management schemes, and in the design of individual developments, consider how best to reduce crime and the fear of crime, and seek by the design and layout of developments and areas, to secure community safety and road safety.*
- *Protect sites and routes, which could be critical in developing infrastructure to **widen transport choices** for both passenger and freight movements*

PASSENGER TRANSPORT ACCESSIBILITY STANDARDS

It is strongly recommended that the Worcestershire Integrated Passenger Transport Strategy provide guidance on the level of accessibility required of new developments and changes in land use. This must draw upon the accessibility measurement and presentation techniques set out in the Passenger Transport Accessibility Best Practice Report. In particular, the strategy must set out the standards of accessibility required to achieve the West Midlands Regional Planning Guidance Policy T1, including:

Policy T1: Developing accessibility and mobility within the Region to support the spatial strategy

A: Access within and across the Region will be improved in a way that supports the RPG's Spatial Strategy, reduces the need for travel, expands travel choice, tackles congestion, improves safety and protects the environment.

B: This will be achieved by:

- (i) Measures to improve significantly accessibility and mobility within the Metropolitan Urban Areas, including the **development of high quality sustainable and public transport**, so that they are able to accommodate greater levels of development, retain population and attract new jobs;
- (ii) Measures to improve accessibility and mobility in other urban areas, market towns and rural areas so that **more sustainable means of travel are encouraged** and local regeneration initiatives are supported;
- (iii) Measures to improve national road and rail networks to ensure that strategic links to external markets are maintained and the Region does not become a transport bottleneck undermining national economic growth
- (iv) Measures to encourage behavioural change across the entire region and

The passenger transport accessibility of required of new developments and changes in land use must support the achievement of the “Guiding Principles” of the Regional Spatial Strategy, including:

- Ensuring that the Region's economic and social potential is not undermined by congestion and inaccessibility, but is supported through the provision of a better balanced and improved transport system, which:
 - Aspires: “...to a fully integrated, multi modal transport system serving all parts of the Region”
 - Ensures: “...that the transport infrastructure is developed in ways that support and help drive forward the aims of the Region's regeneration programmes”
 - Encourages: “...more sustainable patterns of living to reduce the need and demand for travel”
 - Reduces: “...the impact of transport on the environment”

To support this, it is recommended that:

- The passenger transport accessibility standards required of new developments and changes in land use is based on weighted measures of Origin and Destination Accessibility calculated using the Continuous Accessibility Measures methodology (as set out in Section 4 of the Passenger Transport Accessibility Best Practice Report)
- The Continuous Measures of passenger transport accessibility at new developments and changes in land use are supported as required by Threshold and Access Measures of accessibility
- The out turn level of passenger transport accessibility of new developments and changes in land use is monitored on a regular basis, with services and/or infrastructure amended where required
- Accessibility mapping is used to graphically present the levels of passenger transport accessibility required of new developments

TRANSPORT ASSESSMENTS AND TRANSPORT STUDIES

Dependent upon the size and type of development, a Transport Assessment (TA) or a Transport Study (TS) must be completed on behalf of the developer (usually by an independent consultant). The technical work must meet the requirements of Development Control Unit of Worcestershire County Council in addition to those set out by the Department for Transport. As a minimum the assessments must include:

- *An estimate of total travel demand (person and vehicle trips) generated by the proposed development, disaggregated by time periods (e.g. AM & PM peak, average weekday, average Saturday as appropriate for the development)*
- *The proportion of travel demand generated by the site to be met by passenger transport (and all other transport modes), disaggregated by time period*
- *The passenger transport accessibility of the development site required to achieve the target mode share (the accessibility level to be expressed in terms of a Continuous Measure of accessibility supported where appropriate by Threshold and/or Access Measures)*
- *The enhancement of passenger transport infrastructure and services required to achieve the appropriate level of accessibility and service capacity*
- *The measures required to support the passenger transport (and walking and cycling) share of travel demand, e.g. car parking standards (on and off-street), Travel Plans etc.*

DEVELOPER CONTRIBUTIONS

It is strongly recommended that the Worcestershire Integrated Passenger Transport Strategy provide guidance on the calculation of Developer Contributions towards passenger transport schemes and infrastructure. It is recommended that:

- *Worcestershire adopts a plan led approach for developing schemes of passenger transport provision and infrastructure discussed in the best practice example of Cambridgeshire, Staffordshire and Milton Keynes Plans etc. With specific and challenging targets in terms of passenger transport accessibility and mode shares*
- *Area specific passenger transport strategies are developed (within wider integrated passenger transport strategies). These to be developed to support enhancement of passenger transport network and the delivery of sustainable developments*
- *Developers should be encouraged to contribute towards the delivery of appropriate area specific passenger transport strategy, e.g. Regional Spatial Strategy - related developments in the City of Worcester and its hinterland would be expected to contribute towards the delivery of a Worcester Integrated Transport Strategy designed to encourage use of sustainable transport modes and reduce reliance on private car*
- *Section 106 agreements relating to passenger transport enhancements are not assigned a time line or specific details of enhancements. Rather the developer should contribute toward the appropriate area specific passenger transport strategy*
- *Closer partnership working between Worcestershire County Council and the planning authorities across the County. This approach enables authorities to implement consistent approaches to the calculation and allocation uses of developer contributions, which will result in better levels of passenger transport accessibility*
- *The Integrated Transport Unit must take a leading role in the commissioning and appraisal of scoping studies for new and existing developments to ensure that developers gain a clear understanding of the expected level of passenger transport and sustainable mode provision.*

PARKING STANDARDS

Parking Standards, that is the level of car parking capacity (supply) provided as part of a new development, has a major influence on the competitiveness of alternative, more sustainable transport modes. Parking standards guidance published by the Department for Communities and Local Government is one example central governments' desire for Local Authorities to manage the demand for car travel and encourage the use of more sustainable forms of travel, particularly, walking, cycling and public transport. This guidance also forms part of an environmental agenda, driven by climate change, problems of air pollution and congestion and the need to ensure efficient use of land and to tackle congestion.

It is recommended that the Worcestershire Integrated Passenger Transport Strategy provide guidance for Residential and Commercial Car Parking Standards in order to encourage behavioural change towards more sustainable modes of transport in line with Policy T7 of the Regional Transport Strategy, which states that in terms of parking standards:

- A: Local Authorities should work within the maximum standards for parking associated with new development in line with those given in PPG13 and reflecting the approach set out in PPG3. All Local authorities should work together to identify:*
- Those town centres and heritage areas to which more restrictive standards should be applied, because of their public transport accessibility, higher densities and/or sensitive character; and*
 - A broad indication of more restrictive maximum standards for relevant land use categories*
- B: These areas and standards should then be incorporated into development plans. Care should be taken to avoid deterring investment in town centres, particularly those judged to be vulnerable.*

It is recommended that parking restraint measures be considered by Worcestershire County Council, district and borough councils and developers as a means of supporting a sustainable and integrated transport strategy for Worcestershire. The parking standards in Central Business Districts, urban centres and along passenger transport corridors to be set at levels encouraging use of sustainable transport modes. It is recommended that in these areas, Worcestershire County Council apply parking standards which are more onerous than those set out in Planning Policy Guidance 13.

Passenger Transport Consultation Best Practice Report

November 2007



Executive Summary

EXECUTIVE SUMMARY

Passenger Transport Consultation Best Practice

This report was commissioned as part of the project to develop a Consultation Strategy for Worcestershire for inclusion within the Worcestershire Integrated Passenger Transport Strategy. The report sets out consultation best practice and draws from examples in the UK and elsewhere. The Consultation Strategy will form a key input to the wider strategy for delivering passenger transport in Worcestershire. It will also provide part of the evidence base required to underpin funding bids to external bodies (such as the Department for Transport) for enhancement of the Worcestershire passenger transport network.

For the purpose of this report consultation can be summarised as delivering a process which involves:

- Providing an explanation to stakeholders and members of the public as to what is the problem/issue/opportunity that is trying to be addressed
- Setting out the options available to address the problem/issue/opportunity and what can and cannot be changed
- Listening to the feedback given in respect of the options
- Amending, where appropriate, the options in response to the feedback
- Gaining key stakeholder and wider public support for the consequent scheme
- Delivering an improved passenger transport network in line with the Worcestershire Passenger Transport Strategy

The key aim is to deliver an enhanced passenger transport network which will form a key element of a balanced and integrated transport strategy. Obtaining widespread “buy-in” to the passenger transport strategy is a vital element in the delivery of a quality passenger transport network able to offer a realistic and sustainable alternative to the private car, whilst supporting economic prosperity and an improved environment for residents and visitors alike.

Where cited, the term ‘best practice’ is used to describe excellence in terms of usable information that:

- Provides clarity on the quality of the consultation provision
- Can be measured by how successful a consultation process has been

The Best Practice examples provide an indication of the consultation processes that could be incorporated into Transport policy for Worcestershire and to what extent. These include:

- *CENTRO - West Midlands Passenger Transport Executive*
- *SYPT - South Yorkshire Passenger Transport Executive*
- *Manchester Passenger Transport Executive*
- *Transport for London*
- *The Department for Transport and Cabinet Officer*
- *Worcestershire County Council’s Corporate Consultation Strategy and Toolkit*

Recommendations

On the basis of the research, it is proposed that the Worcestershire Consultation Strategy be constructed in such a way so that the County Council is sufficiently prepared to apply a consistent approach across the county to consultation on all passenger transport projects including bus priority and infrastructure schemes, large or small as well as bus service changes. The Worcestershire Bus Priority Strategy must, as a minimum, provide clear guidance on the following topics:

- *The Definition of Consultation*
- *Why consult and listen*
- *Who will use the Consultation Strategy*
- *The benefits of consultation strategy*
- *When is consultation appropriate?*
- *What should be consulted on?*
- *Consultation Principles*
- *How should consultation be planned*
- *Obligations*

DEFINITION OF CONSULTATION

Establish a clear definition of consultation within a passenger transport environment, which is contained within an adopted Consultation Strategy for the department. It is recommended that the definition set out in the Worcestershire County Council Consultation Strategy and its “Ladder of Participation” is adopted. A key recommendation is that consultation must represent:

‘...a process of dialogue that leads to a decision’

WHY CONSULT AND LISTEN?

The key reasons why Worcestershire County Council should consult are summarised below.

- *Passenger transport providers in Worcestershire exist to meet the transport needs of residents of and visitors to the county. Providers can only fully understand and attempt to meet those needs if they listen to the public at every stage of business case planning and service delivery*
- *Consultation and research will help Worcestershire County Council to make informed decisions and deliver results*
- *In meeting Worcestershire’s requirements the passenger transport providers may infringe upon the interests of local residents and traders, businesses, interest groups, stakeholders and users of other modes of transport. These views need to be heard; even the county council is not always able to provide them with exactly what they want.*
- *The public can and do hold Worcestershire County Council accountable for the state of public transport. The public expects them to conduct market research, meet with stakeholder groups of all kinds and consult on proposals for change.*
- *Gathering ‘intelligence’ from a wide range of interested parties helps the county council to develop proposals with maximum support and public benefit.*
- *Likewise, early and continuing discussions with those who may be affected by a proposed change can help diffuse opposition to potential passenger transport schemes.*

Based on best practice elsewhere and in particular in London, it is recommended that the County Council conduct a Worcestershire-wide piece of qualitative research with stakeholders and members of the public asking them how well they feel we listen to them about transport matters and how this can be done better. In London this provided a starting block on which to build future consultation provision, that has since proved to be highly successful and has been adopted extensively as best practice.

WHO WILL USE THE CONSULTATION STRATEGY?

It is recommended that the Consultation Strategy must clearly identify its recipients, including support staff and set out how it will aim to engage the staff in its delivery process. This should include capacity building existing resource, identifying any training requirements.

- *Key users of the “toolkit” within the Consultation Strategy will include:*
 - *Project Managers (which includes the staff responsible for the development and delivery of passenger transport services)*
 - *Consultation Managers*
 - *Customer Service Managers*
 - *Specialist Support Staff (such as market research experts and press officers)*

This has been identified as good practice because it means that members of staff who are directly delivering consultation are using the same mechanisms and measurements. Those who are not immediately involved in frontline delivery have an understanding of and a commitment to the processes and how they are designed to assist overall business improvement.

BENEFITS OF A STRATEGIC APPROACH

It is recommended that the Passenger Transport Consultation Strategy will set out the processes for consistent consultation delivery. Along with the County Toolkit it will offer guidance on how to deliver effective consultation. The strategy must support the decision making process and:

- *Ensure value for money*
- *Speed up planning and approval processes for schemes*
- *Deliver efficiencies through the prevention of ad-hoc or worthless consultation*
- *Assist in the delivery of transport strategy*
- *Maximise understanding and support for Worcestershire’s plans therefore reducing political and public criticism*
- *Advise on effective ways of engaging excluded groups*
- *Avoid duplication of effort*

WHEN IS CONSULTATION APPROPRIATE?

As the County passenger transport network directly affects members of the public, consultation should be considered for most development activity or changes. However, most of the best practice examples recommend that consultation must be relevant to the decision making process.

It is recommended that prior to beginning a formal consultation the following points need to be taken into account:

- *What is the purpose of the consultation and why it is needed?*
- *What is in it for the people being consulted?*
- *Are there any real choices or are we just giving information? (If the latter don't ask for views if you can't or won't do anything with them)*
- *Make clear what you can't change and what you can*
- *It is not appropriate to undertake 'cosmetic' consultation on issues where the organisation has made up its mind. This creates anger, mistrust and disillusionment amongst consultees, to reduce this people should be kept INFORMED of decisions and reasons in an open and honest way*
- *Never ask for comments, views or responses if all you want to do is explain what is going to happen anyway and if you have no intention of changing anything*

The Passenger Transport Consultation Strategy must identify all activities within the current passenger transport environment that affect members of the public and clearly define which deliverables are open to consultation and which are for 'information only'.

WHAT SHOULD BE CONSULTED UPON?

Providing the need for consultation can be firmly established, it is recommended that the majority of passenger transport business areas within Worcestershire County Council's Passenger Transport Unit could be subject to consultation. In most cases consultation will be undertaken to gain input to:

- Changes in Policy
- Schemes to provide new or enhanced passenger transport infrastructure or services
- The implementation of proposed schemes

It is recommended that consultation will cover:

- *New or updated transport policy*
- *The improvement or introduction of bus priority measures*
- *The improvement or introduction of passenger transport infrastructure*
- *Introduction of new services including Park and Ride*
- *Cessation of or significant alteration to a bus service*
- *Introduction of new ticketing systems*
- *Section 106 development schemes*
- *Significant amendment to vehicle specification*
- *Installing or re-siting of bus stops*
- *New marketing material*

CONSULTATION PRINCIPLES

The Worcestershire Integrated Transport Consultation Strategy must follow the consultation principles set out in Section 9 of this Best Practice Report. These principles are taken from the Worcestershire County Council consultation guidelines in addition to those set out by Central Government.

CONSULTATION PLANNING

It is recommended that the Integrated Passenger Transport Strategy must set out that all Passenger Transport Consultation be planned in accordance with Worcestershire County Council's own guidelines as set out in:

- The 'Ask Me' database
- Worcestershire County Council's Consultation Strategy
- Worcestershire County Council' Consultation Toolkit

The relevant staff should be briefed and monitored for compliance and consistency.

LEGAL AND POLICY OBLIGATIONS

The Integrated Passenger Transport Consultation Strategy must meet all existing Worcestershire County Council's legal obligations. There are some obligations that are directly relevant to consultation and which are not subject to amendment as they are embedded in law or policy. These are:

- Provision of information
- Data protection
- Equality, diversity and Inclusion

STAFF RESOURCES AND BUDGETS

It is recommended that Integrated Passenger Transport Consultation Strategy must identify any relevant personnel, which team they work within and define and assign their responsibilities as recommended by the best practice in this report. This includes:

- Buy-in from the individuals concerned
- Consultation responsibilities detailed within the relevant job descriptions

It is recommended that consultation plans and associated budgets are established at the beginning of scheme project. The budgets must allow for the efficient delivery of consultation processes. An annual budget should be forecast to reflect the size of the projects anticipated within a particular financial year. This should be a proportionate to the total project delivery costs. On-going consultation for bus service changes and bus stop infrastructure delivery should be identified separately.

IN-BOUND CONSULTATION

Processes for responding to in-bound consultation exercises should be developed based upon the best practice outlined in this report.

