2020

CiViTAS

Cleaner and better transport in cities

CAPITAL

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CIVITAS THEMATIC POLICY NOTE

Transport poverty

Transport has a key role to play in tackling social exclusion by providing people with the means to get to the jobs, services and social networks everyone is entitled to. Although provision of transport alone cannot solve the complex pattern of circumstances that lead to social exclusion, it is a vital tool in ensuring that people have the means to be connected to the opportunities life has to offer.

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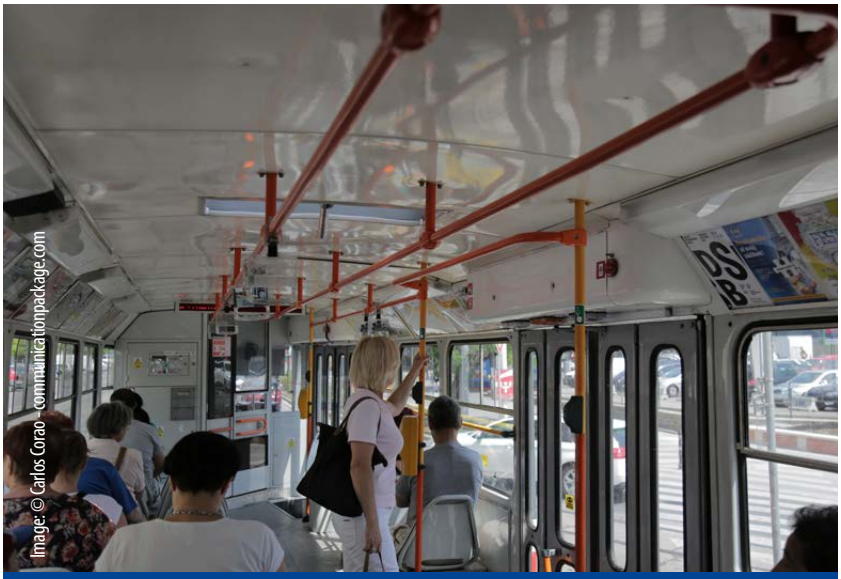

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THE CIVITAS INITIATIVE IS CO-FINANCED BY THE EUROPEAN UNION

1 A DEFINITION OF TRANSPORT POVERTY

Travel offers the means to reach essential opportunities such as jobs, education, shops, and friends, all of which affect the quality of life. Lack of mobility is inextricably linked to social disadvantage and exclusion (Ohnmacht et al. 2009, Lucas, 2012).

Those lacking the resources and transport options required for being able to move become deprived from interacting with the whole extent of opportunities offered by society (Bauman, 2000). Travel by modes other than walking generally requires money. Faster modes such as the car and train tend to be more expensive than slower modes such as the bus and cycling; those who can afford these faster modes can reach a wider range of opportunities in a given time. Resources required for travel also include assets beyond purchasing power, like physical and mental capabilities, and time. Providing transport facilities or reducing financial barriers to travel can offer ways to address poverty, through for example widening the range of opportunities for employment and education that can be reached. Transport should be seen as a service, which can reduce poverty by increasing economic efficiency and enhancing opportunities (Gannon and Liu, 1997).

Why to put Transport Poverty on the Policy Agenda?
There is evidence that those on low incomes, living in deprived neighbourhoods, are more adversely affected by the impacts of transport than those living in more affluent neighbourhoods.

Although megacities attract attention, most of the future growth will be in secondary cities of fewer than 500,000 people. For more than a century there has been a trend of decreasing urban density, as cities accommodate motorised transport and build low-density housing on the outskirts. The growth in cities and the reduction in density increases trip distances. This causes more complex journeys and makes the provision of public transport more difficult away from city centres. While rural road building can directly benefit poor communities, urban transport interventions (for example, bike-sharing or car sharing schemes, public transport system, metros) are often designed to reduce urban congestion due to increasing car use, and can disproportionately benefit wealthier sections of the population unless properly designed.

The importance of transport for social inclusion has recently been considered in a number of transport policies. In the near future the challenges related to demographic trends (for example, ageing and migration), increasing poverty and environmental sustainability may lead to even higher demand for public transport, for example. The social role of transport must be internalised in transport policies, with closer attention to the specific mobility needs of the most vulnerable user groups. Improved accessibility for the elderly and people with reduced mobility, as well as higher-quality services and lower fares for all, need to be considered, together with improved efficiency in order to keep public transport financially viable.

Why to put Transport Poverty on the Policy Agenda?
Transport is fundamental for social interactions with family and friends which, in turn, are important to health and wellbeing.

In addition, new environmentally and energy-efficient public transport services and the promotion of their attractiveness are essential to reducing the negative impact of car use (European Union, 2013). Access to public transport is particularly important for the many people who do not own or cannot use a car. For these user groups the availability, accessibility and affordability of public transport has a major role to play in improving their quality of life and social inclusion, especially if they live in peripheral urban areas. Problems of poor access to transport are also particularly severe in rural, mountain and remote areas, where a "circle of decline" (OECD, 2006) is observed, driven by a number of interacting factors that can impede local development and employment and make it difficult to establish sustainable basic services.

Cities themselves are usually in the best position to find the right responses to these challenges, taking into account their specific circumstances. Efficient and effective urban transport can significantly contribute to achieving objectives in a wide range of policy domains for which the EU has an established competence. The success of policies and policy objectives that have been agreed at EU level, for example on the efficiency of the EU transport system, socio-economic objectives, energy dependency, or climate change, partly depends on actions taken by national, regional and local authorities.

With this CIVITAS Thematic Policy Note on Transport Poverty the CIVITAS CAPITAL project provides the challenges that go along with this topic, and provides an overview of benefits and positive impacts of an advanced inclusion of Transport Poverty on a Policy Agenda. It highlights policy and regulatory context on European level, underlines them by best practices and provides an idea on the involvement of key stakeholders.

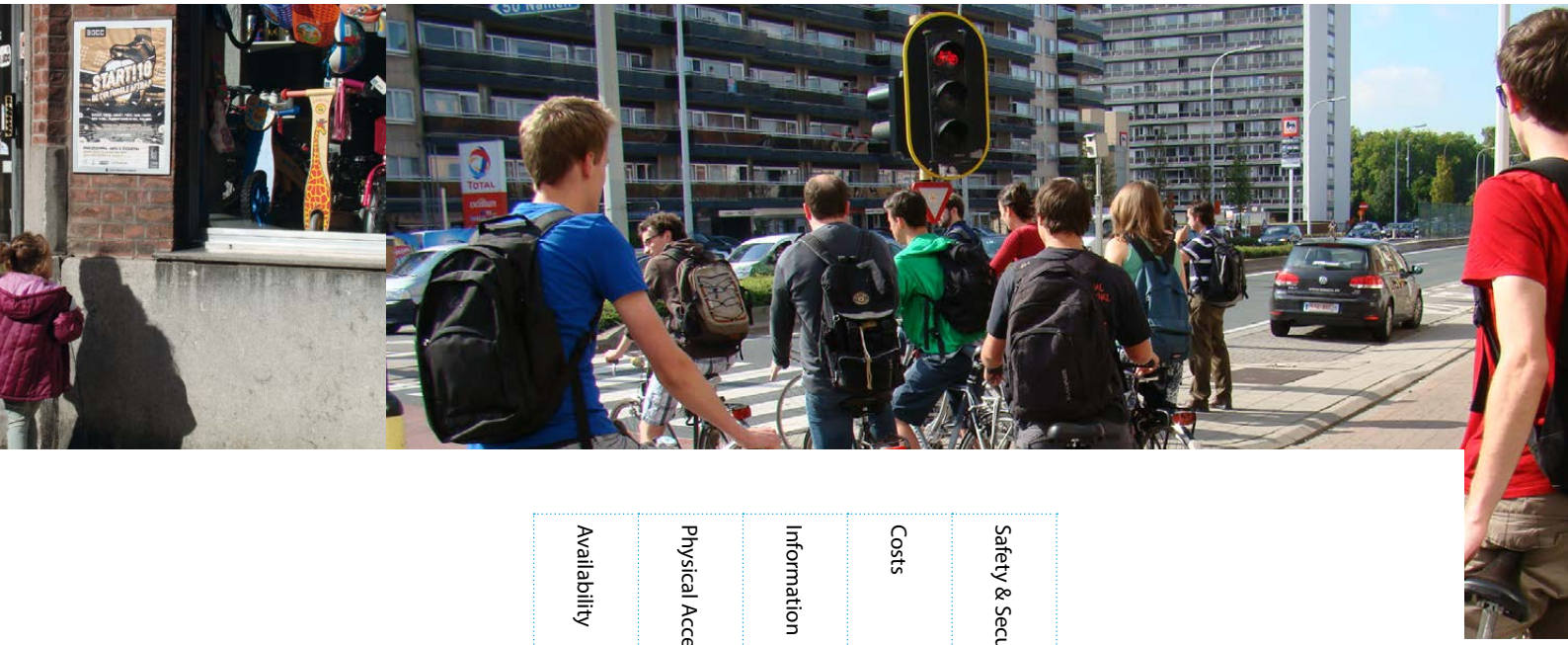
2 MOBILITY AND ITS SOCIO-ECONOMIC EFFECTS ON DIFFERENT GROUPS

When looking at the daily mobility of Europeans (European Commission, 2013), cars tend to be the prevalent means of transport: half of Europeans use a car every day (50 percent), which is more than the proportion of those using public transport (16 percent) or bikes (12 percent) combined. Daily car use is more common among residents of small towns and rural areas (around 53 percent use a car at least once a day, as compared to 38 percent of those who live in large towns) and among large households (59 percent) or households with children (64 percent). For those who can afford to have a car, the car appears to be the preferred transport mode to manage work needs and care responsibilities. The daily use of cars is closely related to income levels: respondents who hardly ever have difficulty paying bills are more likely to use a car on a daily basis (52 percent) than those who have difficulty paying their bills most of the time (37 percent). As consequence, for low-income people who cannot afford a car, public transport plays a crucial role in daily mobility.

Why to put Transport Poverty on the Policy Agenda?
Disadvantaged groups present different needs (access to education, work, healthcare), and are affected in different ways by existing transport barriers.

There are numerous barriers that are particularly important for some user groups. Poor transport and mobility services may exacerbate the disadvantage that these groups already face, aggravating the risk of social exclusion. However, socially disadvantaged groups have different mobility behaviours and needs, and face diverse transport barriers.

This chapter summarises the main transport-related needs emerging from the analysis conducted in the Study on social inclusion in EU public transport for each disadvantaged group and provide information on and examples of measures and actions taken in EU countries to meet those needs. Most of the examples provided here were collected from good-practice reports produced in the framework of European-funded projects (European Commission, 2015).



	Availability	Physical Access	Information	Costs	Safety & Security
Children and young people	■			■	■
Elderly people		■	■		■
People with reduced mobility		■			■
Women	■	■			■
Migrants and ethnic minorities			■		
Low income and unemployed				■	
Population living in rural and deprived areas	■		■	■	

The following table, developed by IRS-Istituto per la Ricerca Sociale, shows the main transport-related issues for the groups most at risk of social exclusion. It shows that, for example, children and young people mainly rely on the availability of public transportation, and that both, costs and safety and security are important issues. On the other hand, for elderly people, mainly access and available information about public transportation are of highest importance.

2.1 Children and young people

Impacts

Young people, especially students, are the most frequent users of public transportation: 67 percent of European students use public transport at least once a week (as compared to a total population average of 32 percent) and 49 percent every day (against a total population average of 16 percent). Empirical and social research show that poor availability of public transport and high fares may prevent young people from having access to secondary and tertiary education, to work and to social interactions, especially for those living in rural and poorly transport-connected areas and /or low-income families.

Moreover, there is empirical evidence on the negative impact on children's health and safety of increased traffic congestion and reduced independent mobility and walking (European Commission, 2013 and 2014).

Transport-related needs and best practice

■ **Improving access to education and work** | The Municipality of Rouvas in the Messara Valley in Southern Crete (Greece) has put into full service an owned mini-bus to transport local students o elementary and secondary school in the main village. Previously parents had to drive their children to school or students had to use the regular bus service. At the same time, inhabitants living in outer settlements can use the empty seats for trips to the shops or to other services (ARTS - Rural Transport Handbook).

■ **Increasing safety** | The Child Accident Atlas (published by the German Federal Highway Research Institute) provides information about the scale on which children are involved in road accidents in a specific area. By analysing the accident data at regional level, it is possible to identify and analyse local and regional blackspots and take local action to address them. The Federal Ministry of Transport, Building and Urban Development compiles

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the atlas at regular intervals and make it available to the federal states and local authorities as an aid for the purpose of implementing local measures (German Federal Ministry of Transport, Building and Urban development, 2012).

■ **Increasing use of healthier mobility modes** | Bicibus in Reggio Emilia (Italy) consists in groups of primary school children travelling to school by bicycle accompanied by at least two adults (parents, volunteers, grandparents). Each group travels along a predefined route which has been made safe and delineated by road surface markings and '(bike) bus stops'. This kind of good practice is easily transferable and has already been emulated in many countries such as Austria, France, Germany and the United Kingdom (MMOVE Best Practice Report, 2011).

2.2 Elderly people

Impacts

The elderly rely heavily on public transportation: among Europeans aged 55+ only 37 percent use a car every day either as driver or passenger, compared to 61 percent among those aged 25-54 (European Commission, 2014). Moreover, as stressed by the European Commission, although the elderly generally travel less than young people, there is a general tendency towards increased transport demand on the part of elderly people resulting from improved health, more travelling options and better foreign-language skills. Older Europeans are likely to use urban public transport in particular for leisure activities (for example, for shopping, visiting friends and relatives); they also use public transport to take children to school and to other after-school activities (Department for International Development, 2013; SIZE, 2006) and to access healthcare facilities. The availability of public transport is thus of primary importance for the quality of life of the elderly.

Furthermore, improved health and longevity may also lead to more cycling. Additionally, for example, in Belgium, elderly people are early adopters of e-bikes. The e-bike may resolve transport poverty issues and increase autonomy, but it also requires investments in high-quality cycle lanes, parking facilities, car free zones and safety and security.

According to a European opinion survey, improvements in public transport are cited among the most important factors needed to make local areas more "age-friendly", especially among rural respondents (European Commission, 2011). Older people experience mobility limitations caused by increasing cognitive problems and physical impairments. Public transport plays a crucial role in elderly mobility, especially in rural areas, supporting an independent life and access to basic services, and indeed reducing social isolation. In using public transport, the elderly face many transport-related barriers linked to difficulties in reaching bus stops or accessing vehicles, fear of falling and apprehensions about personal security, difficulties in reading timetables and destinations.

Transport-related needs and best practice

■ **Promoting travel training and information** | Promoting public transport use by older people (Salzburg, Austria) is an integrated project, run by the local transport operator (StadtBus) and the Centre for Generations and Accessibility (ZGB). The scheme comprises a wide range of activities: e.g. travel training for older passengers; training for drivers; a brochure on safe mobility on the bus; larger maps of the network and timetables; information about the fares for older people; a telephone hotline for older people to report their daily living problems (MEDIATE Good Practice Guide).

■ **Improving physical access** | Universal accessibility for all public transport users. Burgos, Spain, is showing the way with a system designed to be easily accessible to all, including older and disabled people. The project covers the whole city with a bus network, with all vehicles equipped for ramp access – as well as for on-board audio

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and visual information provision. Realtime information is also available at 80 percent of the bus stops. New routes have been developed, drivers given special training, and timetables and frequencies increased to make public transport a more attractive option. The intention is to add more lines, and to further improve the infrastructure for intermodal exchange. Bus use by the elderly and disabled target groups rose by more than 8 percent after 18 months of operation (MEDIATE Good Practice Guide).

■ **Improving availability** | Ring and Ride provides door-to-door accessible transport for people with mobility difficulties in the West Midlands (United Kingdom). Ring and Ride is operated by Special Needs Transport Ltd – a registered charity. Moreover, a Rural Taxibus service has been implemented in the Heart of England area. This is a widespread service provided by several communities and municipalities in England: for example, the London Dial-a-Ride service for people with reduced mobility and elderly (door-to-door transport services) (PTEG Good Practice Guide).

2.3 People with reduced mobility

Impacts

Access to transport is increasingly recognised as having a significant impact on the quality of life and independence of people with disabilities, as they have specific mobility problems. People with reduced mobility may be less likely to benefit from access to standard means of transport if they are not designed taking their needs into account (Department for International Development, 2013). In fact, the single most frequently used mode of transport by people with reduced mobility is the car as passenger (DPTAC, 2002), while public transport is less used, as shown by a Eurobarometer survey (European Commission, 2014).

Physical accessibility may also be hindered by inaccessible transport stations and poor-quality pedestrian environments around stops. A survey conducted by the Disabled Persons Transport Advisory Committee (DPTAC, 2002) on disabled people in England and Wales shows that poor condition of pavements and roads was of greater concern than dissatisfaction with public transport. Improvements therefore need to be made at all stages of travel, including the walking environment, so that (disabled) people can reach and use public transport services (DPTAC, 2002). In addition, accessible transport information systems are of paramount importance for disabled people with sensory impairment or learning disabilities. The SEU study (2003) notes the often very small print used for timetable information, which can also be complicated and difficult to understand. Furthermore, transport staff are sometimes unaware of the needs of disabled people and may not always be available or able to provide the required support.

Transport-related needs and best practice

■ **Increasing awareness and information of public transport staff** | A disability awareness training session for railway staff (Luxembourg), including theoretical information and practical exercises to give staff experience of the real life situations faced by people with reduced mobility and people with cognitive and sensory

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disabilities. The scheme is officially integrated into routine staff training and takes place three or four times a year; it is run by five disability association focusing on mobility and cognitive, hearing and visual impairment (MEDIATE Good Practice Guide).

■ **Improving access by reducing physical barriers** | Design of ticket vending machines that are usable by visually impaired people and other passengers with disabilities by TMB – the public transport operator in Barcelona (Spain). Disabled people were involved from the initial interviews to determine needs, through validation of the technical and functional requirements during the design process, and on to approval of the final product (MEDIATE Good Practice Guide).

■ **Increasing travel independence** | The key objective of the mentoring service of TfL (Transport for London) is for more disabled people to become independent travellers. This enables them to broaden their travel and personal horizons and to reduce their dependence on door-to-door services. This free service helps individuals to plan accessible routes and journeys, and provides a mentor to travel with them until they have the confidence to make the journey independently. There is a limit of 10 accompanied journeys, but most people need far fewer. The service is available to people with any kind of physical, sensory or cognitive impairment (MEDIATE Good Practice Guide).

■ **Increasing availability** | Flexlinjen is an on-demand transport service that runs throughout Gothenburg (Sweden) and links with accessible public transport. Flexlinjen is public transport open for all passengers, but trips must be booked in advance. It stops only when passengers need it to and goes close to the destination (max 150 m away) but not exactly door to door. Because of the booking system, a seat and available space for mobility equipment (wheelchair, wheeled walker etc. or heavy luggage) will always be available (MEDIATE Good Practice Guide).

2.4 Women

Impacts

Women are more likely to use public transportation than men (22 percent vs 15 percent), since in general they have less access to private vehicles (49 percent vs 59 percent) (European Commission, 2014). For women, public transportation plays a crucial role in empowerment, access to opportunities and independence. Research shows that poor mobility and access to transport can prevent women from entering the labour market or lead women to choose less profitable jobs because they are closer to home or easier to travel to, even in the case of self-employment (Hanson, 2003).

Women usually have less free time than men, being engaged in childcare, domestic work and caring for elderly, sick or disabled relatives, and are therefore more likely to work part-time, take on jobs nearer or better connected to home (even if low-paid), or to decide not to work at all. Indeed, women are less likely than men to engage in 'extreme commuting', defined as a one-way commute of 90 minutes or more. When women start businesses, they locate them closer to home than men do.

Transport-related needs and best practice

■ **Increasing safety and security** | Dinamica Donna provides a series of transport measures which facilitate mobility for women in Parma (Italy). The project was carried out after an ad hoc survey on women's mobility needs by the Municipality of Parma. Some of these measures regard urban transport services, such as the pink taxis, thanks to which women can travel by night in safety, or special licences issued to pregnant women for access to restricted traffic zones or parking zones reserved to women. Similar measures have been implemented in other Italian cities. Pink taxis are available in Milan,

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Florence, Bolzano, Mestre, etc. Also, pink car parks are available in major Italian cities such as Turin, Milan and Florence. Escort services which guarantee safety mainly for women travelling alone are provided in Bologna and Cagliari (European Parliament, 2012).

■ **Improving accessibility** | Regulation for travellers for the provision of spaces for strollers in local buses. The legislative measure introduced in 2008 modifies the Madrid Interurban Transport Regulation for Commuters and the Regulation of the Municipal Transport Company of Madrid. This responds to the demands of groups of women who called for larger spaces in the local buses to enable them to travel with children in pushchairs (European Parliament, 2012).

■ **Mainstreaming gender equality** | In France, transport policy measures based on women's needs are structurally integrated into the public transport system and territorial and mobility planning processes. Since 1995 national statistics on urban transport have specifically focused on women's mobility patterns. Surveys on mobility demand and local planning measures are systematically based on gender differences (European Parliament, 2012).

2.5 Migrants and ethnic minorities

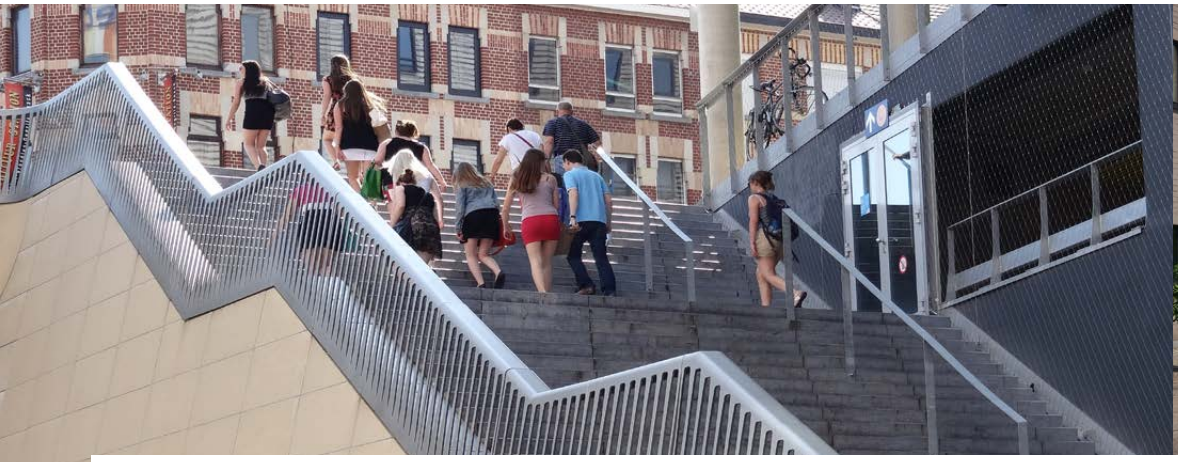
Impacts

As noted by the EU project "Together on the Move", little research has been carried out on the travel behaviour of immigrants and their attitudes toward different travel modes in Europe. This is because the data and information are limited, especially in the case of eastern and southern European countries. However, desk research conducted in the project partners' countries evidences the following characteristics of immigrant travel behaviour (Assum et al., 2011): I) immigrants are less likely to own a car than natives, owing to their less favourable economic conditions (buying a car and getting a driver's licence is costly), II) car access is lower among female immigrants than among males, the gap being wider than that observed in the case of natives, III) immigrants are thus more likely to walk and to use public transport than natives, and IV) cycling appears to be more popular among natives than among immigrants, especially immigrant women.

Transport-related needs and best practice

■ **Training and information** | Together on the move was a 3-year project, started in 2011 and funded by the European Commission's Intelligent Energy Europe Programme. The project has been developed and implemented by partner organisations in Austria, Belgium, Norway, Sweden and the UK. It offers energy-efficient transport training for immigrants and develops teaching and training materials for sustainable mobility. Furthermore, opinion leaders from migrant institutions and associations are encouraged and trained to address the issue of mobility in their formal and non-formal integration courses and activities. These activities seek to enhance the quality of life of immigrants and to facilitate social inclusion, as well as conserving essential energy resources for future generations. The project has now ended, but training materials in several European languages (English, Dutch, Norwegian, German, Swedish and French) can be downloaded from the project website (Together on the move project).

■ **Foreign language information** | GMPTE – the Greater Manchester Passenger Transport Executive (UK) implemented Language Line, a telephone service which enables customers to talk to staff through translators in almost 200 languages. Language Line helps tourists and visitors but also deals with the county's local language needs. In fact, there are 54 languages spoken in Greater Manchester, and consultation with black and minority ethnic groups revealed that many experienced difficulties when trying to access information about public transport (PTEG Good Practice Guide).



2.6 Low-income and unemployed people

Impacts

Low-income people and the unemployed are particularly reliant on local public transport services, since in many cases they cannot afford a private car or other means of transport. According to Eurobarometer data (European Commission, 2013), in fact, the use of private transport modes is closely related to income levels: only 37 percent of respondents who report difficulties in paying their bills most of the time use a car on a daily basis, as opposed to 52 percent of those who almost never have difficulties paying bills. And the unemployed are the most likely to use urban public transport: 23 percent against an average of 19 percent (European Commission, 2014).

Transport-related needs and best practice

■ **Reduced public transport fares** | Workwise project. West Midlands (United Kingdom). Public transport supports jobseekers (unemployed and not on a Work Programme) on their journey to work by providing free tickets for travel to job interviews and free travel passes to get to new jobs for eight weeks (PTEG Good Practice Guide).

■ **Increasing availability of public transport in deprived areas** | Joblink, operating across Merseyside, Halton and Deeside (United Kingdom), uses timetabled bus services to link deprived residential areas of high unemployment to key employment sites. Additionally, where no fixed route service is in operation, a demand-responsive, door-to-door service is offered to people referred by key partner organisations. Moreover, a training company, 'Standguide', has been contracted to deliver weekly Employer Explorer trips for jobseekers, in order to promote employment and training opportunities across the strategic investment areas of Wirral, Cheshire and Deeside (PTEG Good Practice Guide).

2.7 People living in rural and deprived areas

Impacts

According to the often cited Eurobarometer survey (European Commission, 2014), almost one in three Europeans uses public transport at least once a week. However, there is wide variation in its use with respect to the level of urbanisation: respondents in large towns (51 percent) are almost twice as likely to use urban public transport weekly as those in small to middle-sized towns (27 percent) or in rural villages (20 percent). In rural areas mobility needs are mostly satisfied by the use of cars. Indeed, on a typical day 64 percent of Europeans living in rural villages use a car as compared to 38 percent in large towns.

Observed differences in the use of public transport across areas with different levels of urbanisation reflect not only the availability, but also the accessibility, of public transport in terms of proximity to bus, metro or tram stations. The distance from stations varies according to the urbanisation level: in rural villages only 65 percent of people live less than 10 minutes away from nearest station or bus stop, while in large towns this percentage rises to 87 percent.

Transport-related needs and best practice

■ **Flexible demand transport** | Dorfmobil is a demand-responsive transport project. In the Municipality of Klaus (Austria), a thinly populated and mountainous area, local residents formed a non-profit association with the object of offering a door-to-door transport service for those who do not have access to a car, cannot drive or simply do not want to drive. The Dorfmobil minivan operates from Monday to Friday and takes passengers to the grocery store, the doctor's surgery, the bank, the railway station etc. The Dorfmobil service is still operating,

having become very important for the municipality and especially for persons having no access to a car (ARTS - Rural Transport Handbook).

■ **Transport integration** | KombiBUS - KB (Brandenburg, Germany) combines the transport of passengers and public goods in an integrated logistical solution. Offering multiple services with the same vehicles and to the same location, special buses equipped for transporting both passengers and goods serve low-demand areas and reduce costs. This practice is easily transferrable because it does not require very complex organisation or significant investment and can contribute to increasing mobility in rural areas (INTERREG IVC Good Practice database).

■ **Monitoring and planning** | Since 2012 the UK Department for Transport has been publishing a set of statistics and indicators to help local authorities in accessibility planning and monitoring of developments. In particular, accessibility statistics provide a local-level measure of the availability of transport to key services (covering food stores, education, healthcare, town centres and employment centres) for the populations who use them. Traveltime, destination and origin indicators to key sites and services are calculated. Moreover, an impact indicator for measuring households with good transport access to key services or work is estimated annually. The measure combines accessibility data with car ownership data to give an indication of those areas where there is the greatest need to improve public transport accessibility. Statistics and index estimates span from 2007 to 2013 and cover different geographical levels (regions, local authorities, by degree of urbanisation) (Department for Transport).

2.8 Conclusion

In socioeconomic research there is a wide consensus on the key role that mobility plays in social inclusion/exclusion. The role of transport as a potential determinant and contributing factor in creating social exclusion or supporting social inclusion is also well accepted and documented.[1] In the socioeconomic literature there is general agreement on the key factors determining a higher risk of social exclusion and poverty and on the groups at higher risk. The main risk factors affecting social exclusion and poverty are: employment conditions, education level, household composition and the level of urbanisation of the area of residence.

Why to put Transport Poverty on the Policy Agenda?
Affordability of transport is important but other aspects such as time and the physical and mental capabilities required to make use of different transport options also need to be considered.

The groups more at risk of social exclusion are also particularly subject to transport disadvantage. Indeed, the affordability and accessibility of public transport may contribute to creating or exacerbating the risk of social exclusion of already disadvantaged groups (e.g. the disabled, the unemployed and the elderly).

Transport poverty is not defined by not having access to cars and material deprivation, but also by other dimensions, such as lack of employment, social isolation, lack of community and political participation, high risk of crime and of bad health, etc. These dimensions affect socio-demographic groups in different ways. There is a large body of research on transport-related social exclusion and on the impact of transport on social issues such as poverty, employment, social isolation, health-related problems, noise, congestion.

1 See for example: Social Exclusion Unit (2003), Making the connections: final report on transport and social exclusion, Stationery Office, London; Church, A., Frost, M., Sullivan, K. (2000), Transport and social exclusion in London, Transport Policy, 7; Kenyon, K., Lyons G., Rafferty, J. (2003), Transport and social exclusion: investigating the possibility of promoting social exclusion through virtual mobility, Journal of Transport Geography vol.10; European Parliament (2010), The future of sustainable passenger transport – Note presented and discussed in a workshop on 'The Future of Transport' held on 2 December 2009, available at http://www.europarl.europa.eu/RegData/etudes/note/join/2010/431579/IPOL-TRAN_NT(2010)431579_EN.pdf

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3 POLICY AND REGULATORY CONTEXT ON EU-LEVEL

The measures implemented to address the needs of vulnerable transport users provide some examples of how transport systems could be redesigned to favour social inclusion. Many of these measures are, however, heavily dependent on EU financial support, and some are difficult to incorporate into ordinary public transport policies at local, regional and national level owing to public budget constraints. However, some of the measures implemented do not require large-scale investment, but rather, above all, mainstreaming of the social inclusion perspective in transport policies and finding ways to combine efficiency with equity by prioritising research and public spending on those measures that appear to be most effective in supporting social inclusion at lower costs.

The EU Institutions play a very important role in addressing all these issues, in particular through numerous policies, regulations and funding opportunities.

■ **The citizen's network - Fulfilling the potential of public passenger transport in Europe COM (95)0601, November 1995** | The European Commission sets out the options for making public passenger transport more attractive. Its aim is to create a network of public passenger transport systems, connecting long distance and local transport networks and turning public transport into a service open to all citizens: accessible, affordable and available. The overriding aim of passenger transport policy should be to find the most efficient way of meeting the growing demand for transport services, achieving economic, social and environmental objectives at the same time. It also points out that much of the action should be taken at the local, regional and national level. Initially the European Union can only create the framework and encourage developments.

■ **"Developing the citizens' network - Why local and regional passenger transport is important and how the European Commission is helping to bring it about" [COM (1998)0431 final]** | This Communication outlines a system of local and regional passenger transport which would be achieved by providing the public authorities, operators and user groups with appropriate tools and establishing a policy framework which promotes sustainable mobility.

■ **Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions of 14 January 1999: "Cohesion and Transport" [COM (1998)0806 final]** | This Communication aims to develop an efficient and sustainable European transport system taking account of economic development prospects at the regional level, the enlargement of the Union to include new States and the importance of public transport.

■ **GREEN PAPER – Towards a new culture for urban mobility [COM (2007)0551 final]** | The Green Paper addresses 5 themes: 1. Free-flowing towns and cities; 2. Greener towns and cities; 3. Smarter urban transport; 4. Accessible urban transport, and 5. Safe and secure urban transport. In addition, the Green Paper looks at means to help the creation of a new culture for urban mobility, including knowledge development and data collection, and addresses the issue of financing.

■ **Action Plan on Urban Mobility [COM (2009)0490]** | The Action Plan proposes twenty measures to encourage and help local, regional and national authorities in achieving their goals for sustainable urban mobility. With the Action Plan, the European Commission presents for the first time a comprehensive support package in the field of urban mobility.

■ **EU Disability Strategy 2010-2020 [COM (2010)0636]** | Includes an initial plan to support implementation of the UN Convention on the Rights of Persons with Disabilities in the EU.

■ **Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system [COM (2011)0144 final]** | The strategy defines 10 very challenging goals designed to guide policy actions and measure progress – including phasing out conventionally fuelled cars from cities by 2050, and a 50 percent shift in middle distance passenger and longer distance freight journeys from road to other modes by the same date – to achieve a 60 percent reduction in CO_2 emissions and comparable reduction in oil dependency. These are underpinned by 40 concrete initiatives to be developed over this decade.

■ **Regulation (EC) No 261/2004 of the European Parliament and of the Council of 11 February 2004 establishing common rules on compensation and assistance to passengers in the event of denied boarding and of cancellation or long delay of flights, and repealing Regulation (EEC) No 295/91** | The action taken by the EU in the field of air transport aims, among other things, at ensuring a high level of protection for passengers. This regulation establishes common rules on compensation and assistance to passengers in the event of denied boarding, cancellation or long delay of flights.

■ **Regulation (EC) No 1107/2006 of the Parliament and of the Council of 5 July 2006 concerning the rights of disabled persons and persons with reduced mobility when travelling by air** | This regulation is part of a general plan to reinforce passenger rights on all forms of transport. Persons placed at a disadvantage by reduced mobility, whether caused by disability, age or another factor, should have opportunities for air travel comparable to those of other citizens.

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■ **Regulation (EC) No 1371/2007 of the European Parliament and of the Council of 23 October 2007 on rail passengers' rights and obligations** | Under this regulation common minimum rules will apply throughout Europe, for instance in cases of delays or cancellation of trains.

■ **Regulation (EU) No 1177/2010 of the European Parliament and of the Council of 24 November 2010 concerning the rights of passengers when travelling by sea and inland waterway** | This regulation establishes rules for the rights of passengers when travelling by sea and inland waterway transport. It covers non-discrimination between passengers regarding transport conditions offered by carriers, non-discrimination and assistance for disabled persons and persons with reduced mobility, rights of passengers in cases of cancellation or delay, minimum information to be provided to passengers, as well as the handling of complaints and general rules on enforcement.

■ **Regulation (EU) No 181/2011 of the European Parliament and of the Council of 16 February 2011 concerning the rights of passengers in bus and coach transport** | This regulation establishes rules for the rights of passengers when travelling by bus and coach transport. It covers non-discrimination between passengers regarding transport conditions offered by carriers, rights of passengers in the event of accidents, non-discrimination and assistance for disabled persons and persons with reduced mobility, rights of passengers in cases of cancellation or delay, minimum information to be provided to passengers, as well as the handling of complaints and general rules on enforcement.

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4 KEY ELEMENTS TO TACKLE TRANSPORT POVERTY

Mobility is a social and economic need. The availability of transport options, and the way they are delivered, can present major challenges to the mobility of many residents in today's cities. Investments in urban transport infrastructure do little to alleviate the mobility difficulties of the urban poor or other vulnerable and disadvantaged groups if the services provided are unaffordable or physically inaccessible. Such barriers contribute to socio-spatial inequities in urban areas, including discrimination against vulnerable and disadvantaged groups. These barriers are not only fiscal or technical in nature, but arise from political, social and institutional factors that prevent progress towards socially sustainable urban mobility systems (UN-Habitat, 2013).

Why to put Transport Poverty on the Policy Agenda?
Transport plays a crucial role in exacerbating or mitigating the social exclusion of disadvantaged groups, affecting their access to basic services, as well as employment.

An understanding of the travel patterns of urban public transport users is required to determine the extent of their mobility challenges. The notion of 'motility' implies the balance between accessibility (i.e. transportation opportunities: public transport and other modes) and individual skills (i.e. how to use the transportation on offer), with the user's appropriation of the mobility system (i.e. their experiences, habits, perceptions and values linked to travel mode and space) (Kaufmann et al, 2004) As such, access is the most important facet of motility, because it sets the scene for possible mobility. Improved transport connections can help in tackling social exclusion through addressing barriers posed by the accessibility, availability, acceptability, and affordability of the urban mobility system (Carruthers et al, 2005).

- **Accessibility** describes the ease with which all categories of passenger can use public transport. For example, buses with high steps are difficult to board, particularly if they are operated by only one person and there is no assistance. Accessibility also includes ease of finding out about travel possibilities, i.e. the information function.

- **Availability** of transport is used to refer to route possibilities, timings and frequency.

- **Acceptability** is another important quality of public transport, either because of the transport or the standards of the traveller. For example, travellers may be deterred from using public transport due to lack of personal security on buses and trains.

- **Affordability** refers to the extent to which the financial cost of journeys puts an individual or household in the position of having to make sacrifices to travel, or to the extent to which they can afford to travel when they want to.

This section highlights some ambitious policy responses that have been introduced in recent years to address the challenges outlined in this CIVITAS Thematic Policy Note. Achieving transport affordability objectives requires actions that support non-motorised transport; reduce the financial costs of transport services; and increase transportation affordability through improved land use accessibility. Each action is accompanied by mobility measures, implemented within the CIVITAS Initiative.

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4.1 Supporting non-motorised transport

Transport policy measures can reduce levels of car use by supporting walking and cycling. These modes are relatively low cost, and they are important for short trips, which make up the largest share of trips in urban areas. Non-motorised transport can be stimulated by a policy package consisting of investments in facilities, improved transportation networks, awareness campaigns, as well as disincentives for the use of private motorised vehicles. Many cities in developed countries recognised the need to plan walkable environments and street network designs that promote neighbourly interactions, and through this, the development of social capital.

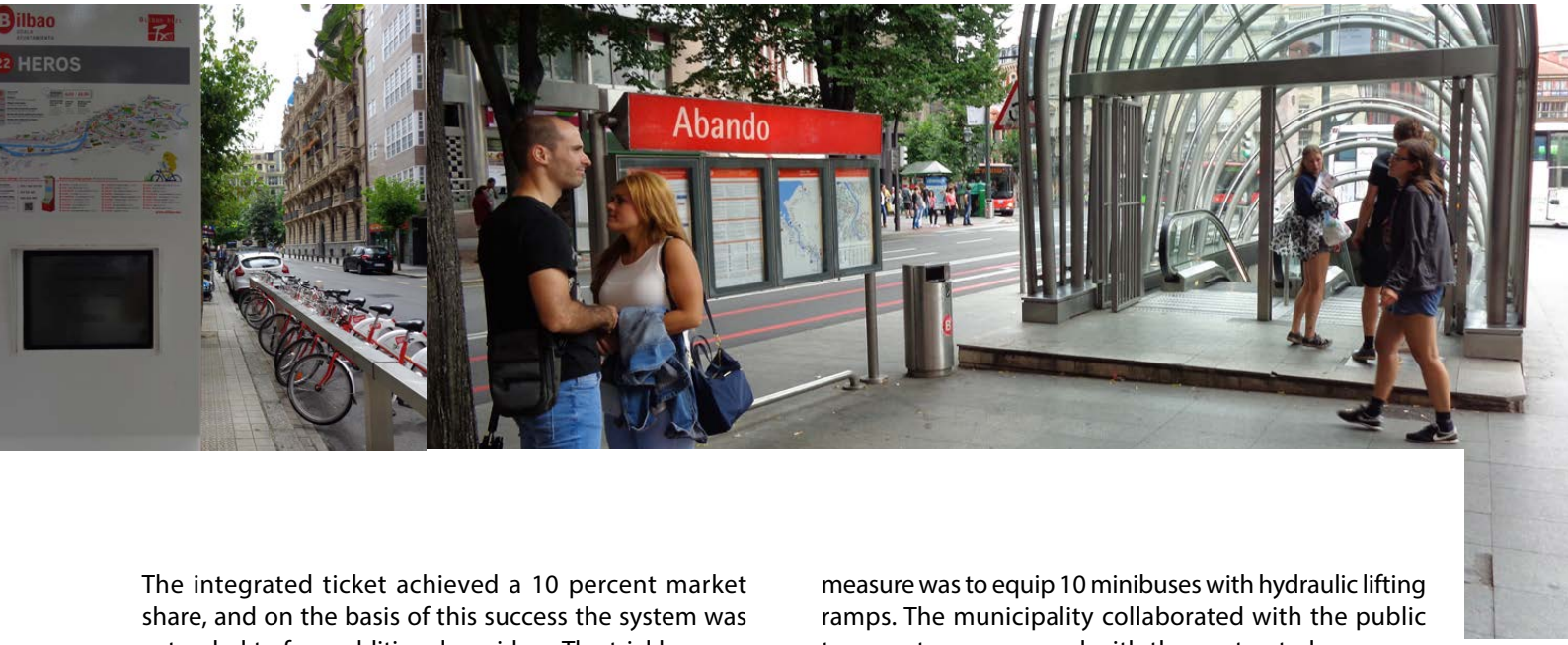
CIVITAS example | Vitoria - Gasteiz (Spain): Pedestrian and bicycle lane network | Vitoria-Gasteiz is eager to tackle the city's growing car traffic and revive local walking and cycling. As part of this, the city planned an ambitious extension of its pedestrian and cycle networks during CIVITAS PLUS. The objective of this measure was to create a new mobility framework for cyclists and pedestrians in the city, based on the superblocks model.[2] Related to pedestrian mobility, during the duration of the CIVITAS measure, a draft of the Pedestrian Mobility Master Plan was produced. All the public works related to superblocks implied the redesigning of all the public space reserved for pedestrians. The two main projects related to pedestrian mobility were the Alhóndiga project and the creation of a pilot superblock as a demonstration. The Alhóndiga project was designed to support small retail outlets, but also to increase pedestrian traffic in the zone. Only some parts of this project were fully implemented, with works done in several short streets. However, the creation of the pilot superblock prioritised pedestrians as the main mobility mode in the zone. This led to an increase of pedestrian surface in the superblock from 45 percent of the total surface before the action to 74 percent after implementation. Furthermore, pedestrian accidents in the entire city have decreased from 187 in 2009 to 160 in 2010.[3]

4.2 Improving affordability and quality of service of public transport

Public transport fares should be set at rates that allow commuters to use it. In developing countries, fares are often set above competitive equilibrium levels (Estache and Gómez-Lobo, 2005). This promotes excessive entry of buses, and is further exacerbated by the capture of the regulator. Since buses are not perfect substitutes, price competition is not an effective mechanism for regulating the optimal quantity of buses in the market. To minimize waiting time, most riders prefer to use the first bus that arrives, even though a cheaper bus may come along in a few minutes. Time, not fares, seems to be the most important variable for the rider. This simplifies the bus operators' market power to raise fares (Hague, 2001).

CIVITAS example | Kraków (Poland): Integrated ticketing and tariffs | Kraków aimed to create seamless intermodal connections in the city through the use of common tickets and tariffs for national railway and local public transportation services. Prior to the measure's implementation, there were no integrated tickets for the national railway service and other modes of transportation. To promote the use of public transportation and improve passenger flows, the city decided to test an integrated ticket and tariff solution. Due to budget constraints, the pilot application was limited to one transport corridor (Krzeszowice – Kraków). According to a feasibility study, the introduction of integrated tariffs and tickets in Kraków could be based on the experience of *Wrocław*, where an agglomeration ticket can be purchased by means of a surcharge on the public transport season ticket, allowing an unlimited number of journeys on rail and bus lines. Meetings between the city of Kraków and the Polish Federal Railways resulted in the preparation of a contract on integrated tariffs and ticketing. The trial project, integrating tickets for the railway line between Krzeszowice and Kraków with one line of the city's public transport system, was launched in March 2008.

2 Superblocks model, CIVITAS Initiative, accessed July 04, 2016, http://www.civitas.eu/content/superblocks-model
3 Pedestrian and bicycle lane network, CIVITAS Initiative, accessed July 04, 2016, http://www.civitas.eu/content/pedestrian-and-bicycle-lane-network



The integrated ticket achieved a 10 percent market share, and on the basis of this success the system was extended to four additional corridors. The trial became a commercial service, with all stakeholders being very confident about the success of the partnership.[4]

4.3 Improving affordability through urban form and land use

The affordability of urban mobility can be increased by improving land-use accessibility, and addressing the physical separation of activities and the means by which distance can be reduced. The intention is to build sustainable mobility into the patterns of urban form and layouts, and make public transport, pedestrian and bicycle use practical and affordable. Accessibility planning offers a new way to ensure that urban residents can reach the services and facilities they need by walking, cycling and public transport.

CIVITAS example | Iași (Romania): Accessibility for people with disabilities | In order to meet the EU requirements regarding the accessibility of public transport services for disabled people, the Municipality of Iași, together with the local public transport company, decided to create proper conditions for both visually and physically-impaired people to cross safely at some intersections regulated by traffic lights, and to be able to travel with more public transport vehicles than before the implementation of CIVITAS measures. After discussing with the Association of Visually Impaired People and after signing a joint protocol, the municipality contracted a specialised company to install 40 audio warning devices at 16 controlled intersections through the CIVITAS ARCHIMEDES project. The municipality also organised meetings with this association to decide which 50 stops were going to be modernised (adding access ramps and shelters) to grant persons with disabilities easy and safe access to public transport vehicles. The implementation phase was performed together with the public transport company. Another task implemented as part of this measure was to equip 10 minibuses with hydraulic lifting ramps. The municipality collaborated with the public transport company and with the contracted company to ensure compliance with all technical requirements. The results obtained after evaluation allowed the municipality to conclude that this measure contributed to raising the degree of accessibility of public transport services for physically- or visually-impaired people. It has also been noticed that, although the degree of accessibility and usage of public transport has increased, the accessibility to public transport stops in Iași still needs to be addressed (e.g. old buildings have to be adapted to the needs of disabled people with elevators and access ramps).[5]

4.4 Increasing pedestrian accessibility and safety

Building exclusive sidewalks as components of road and transport projects responds well to women's and other vulnerable users' travel needs by increasing pedestrian accessibility and safety. A majority of cities in developed countries have launched a curbcut programme whereby all new sidewalks will be built with curbcuts that allow wheeled pedestrian traffic to negotiate the height change comfortably while at the same time helping sight-impaired people identify the street margin when using walking aids such as a cane (World Institute on Disability, 2005).

CIVITAS example | Ghent (Belgium): Safe cycling corridor | At the start of the CIVITAS project (CIVITAS ELAN 2008-2012), Ghent had widespread cycling infrastructure, including both leisure and functional cycling routes. However, these routes often had gaps or unsafe crossings and junctions. This measure worked on developing safer and better cycling routes in the CIVITAS corridor by improving major crossings on the route from the main train station towards the city centre and the university area. During the CIVITAS project, the first Belgian cycle street was implemented, where cyclists

4 Integrated ticketing and tariffs, CIVITAS Initiative, accessed July 04 2016, http://www.civitas-initiative.eu/content/integrated-ticketing-and-tariffs
5 Marius George Homocianu, Accessibility for people with disabilities, CIVITAS Initiative, accessed July 04, 2016, http://www.civitas-initiative.eu/content/accessibility-people-disabilities

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have priority and cars are 'guests'. During a meeting at which four re-design scenarios were discussed, 88 percent of the participants showed interest in the cycle street concept. The measure was implemented as part of the city's Sustainable Urban Mobility Plan (SUMP), and the rate of cycling on this cycling corridor increased by 36 percent in two years. Cyclists were generally convinced of the usefulness of the cycle street, although they noted that at times they were not always sure about where they had priority over cars.[6] There is often not enough space or funding to build cycle lanes, especially in urban areas. Cities therefore need to use other measures to improve cycle safety. Implementing a cycle street is not expensive and increases safety for cyclists and car drivers by proposing different parallel routes. Cyclists have priority in cycling streets and car drivers are not allowed to overtake or drive too fast (speed limits are often set at 30 km/h or 15 mph). Therefore, car users may choose a different route. Cyclists can be granted priority at intersections, providing free-flow conditions as well. This combination of shared access and strict speed limits is accompanied by road signs that separate drivers and cyclists by signalling which streets are used more by one or the other group. Car drivers can avoid designated cycling streets and cyclists can be encouraged to choose the cycling streets with fewer cars. The cycle street tends to attract more cyclists, as Ghent's experience shows. When in greater numbers, cyclists tend to feel safer. Road users have to be notified about the existence of this measure since it is spreading quickly in cities in many countries. To improve visibility, infrastructure markings can be used, such as painted road markings.

4.5 Universal design or access for all

Across the globe, many countries are introducing legislation that requires transport services to be made more accessible, to conform to international law. In 2010, the UK government passed an act that covers accessibility issues related to age, ethnicity, gender and disability as part of a single integrated approach to ensure equal access for all (Hepple, 2010).

CIVITAS example | Prague (Czech Republic): Creating a new bus route | The Karlov area of Prague is home to a number of medical centres and to the General Teaching Hospital. Prior to the measure's implementation, the local street network made this area inaccessible by standard public transport buses. Patients, visitors and hospital staff had to walk to their destinations from distant public transport stops. The aim of this measure was therefore to introduce a regular bus line to satisfy basic transport demands, with an emphasis on PRM and patients attending medical appointments. The initial stage of the project included the investigation of possible routes for the new bus line to facilitate the integration of important interchanges between various transport modes (metro, tram and bus). The new route also had to include appropriately located bus stops giving easy access to the medical centres, while satisfying the technical and operational conditions for the provision of a regular bus service. The various options were discussed with the municipal authorities and hospital representatives. Conditions in the Karlov area, with its many narrow streets, meant that small 'midi-buses' would need to operate on the new line. Low-floor Karosa-Ikarus E 91 buses were subsequently chosen. The opening of the new line in April 2003 was preceded by an extensive press campaign. Information leaflets were also published for distribution in vehicles, at stops and at travel information centres. Before the launch of the new bus line there had been concerns about the poor acceptance of this new public transport link as well as about potential low levels of use. However, such concerns turned out to be misplaced and the introduction of the new bus line was met with a positive response. From the first days of operation, the line has been well used and has become an integral part of Prague's transport system.[7]

6 E. Bossaert et al, CIVITAS Measure Directory,10 years of CIVITAS from Aalborg to Zagreb, 2014, 69
7 Creating a new bus route, CIVITAS Initiative, accessed July 04, 2016, http://www.civitas-initiative.eu/content/creating-new-bus-route

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4.6 Reducing road traffic accidents

Most developed countries have been experimenting with radical measures to reduce the number and severity of road traffic accidents. Based on a combination of engineering, enforcement and education measures, improvements have been made in infrastructure design; vehicle characteristics (for example, seatbelt use, enacted by 57 percent of countries surveyed by the WHO in 2009); and driving behaviour (including speed limits and campaigns to dissuade drunk driving). An estimated 96 percent of countries have a national or sub-national policy on drinking and driving. Furthermore, some 49 percent of countries have restrictions on the blood alcohol concentration of drivers.

CIVITAS example | Graz (Austria): Reducing traffic speeds and car use | Graz had 30 km/h speed limits on all streets in the city centre apart from a few where cars were still permitted to go at 50 km/h. Within the CIVITAS project, the speed limit on these streets was reviewed and they were incorporated into the 30 km/h network. In order to enforce the new speed limits, 13 new devices were installed along the roads that showed drivers their current speed. The devices were moved around each month among 130 specially prepared locations in particularly sensitive areas. Some speed control campaigns were carried out by the police in cooperation with children, who used radar guns to measure the speed of passing cars. The measure resulted in 80 percent of all roads in the city centre belonging to the 30 km/h zone, contributing to a big reduction in accidents and noise levels, and to a better coexistence between cars, pedestrians and cyclists. With the introduction of the zone, the number of accidents fell by 24 percent, meaning that about 250 people per year have been spared injury in traffic accidents.[8]

4.7 Improving the safety and security of vulnerable groups

'Safe route to school' programmes exist worldwide. Spearheaded by Denmark in the 1970s, the programme focuses on engineering enforcement, education and encouragement of safe walking and cycling for schoolchildren. Under the Road Traffic Act, police and local authorities are responsible for the safety of children on school journeys. This involves many improvements on local roads, including slow-speed areas, 'road narrowings', traffic islands and separate foot and bicycle paths. The programme has been highly successful, and in some localities the accident frequency has been reduced by 85 percent. Denmark's experience with these programmes has provided an example for many other countries worldwide.

CIVITAS example | Burgos (Spain): Safety and accident prevention plan | The measure was implemented in response to the high accident rate in Burgos, due to heavy traffic flows in the city and unsafe behaviour of road users. Activities included road safety campaigns in schools and workplaces; data collection regarding the frequency and location of accidents; improvements to road signs; speed calming measures; and improvements to the timing of traffic lights at pedestrian crossings. Stakeholder groups such as teachers, students and elderly people were involved through awareness-raising workshops, and traffic calming measures were based on the input of affected neighbourhoods. The measure was implemented in the framework of the city's new Civic Mobility and Accessibility Pact. Measure implementation led to a huge decrease in the number of injuries among children to fewer than 200 per year. The city has continued its efforts to improve safety and security after the end of CIVITAS, as it remains one of the main concerns of the council.[9]

8 Reducing traffic speeds and car use, CIVITAS Initiative, accessed July 04, 2016, http://civitas.eu/content/reducing-traffic-speeds-and-car-use
9 Safety and accident-prevention plan, CIVITAS Initiative, accessed July 04, 2016, http://civitas.eu/content/safety-and-accident-prevention-plan

5 KEY STAKEHOLDERS TO BE CONSIDERED

Mobility is required to ensure access to basic goods, services and activities, and in that sense it is essential to social equity. Restrictions on such access may imply an abuse of human rights. In order to ensure equitable access, cities need to understand the transport needs of all urban dwellers, distinguishing between the priorities of men and women, the young and old, the able and the disabled. There is thus a need to understand the purposes and uses that would be derived from improved access, and the constraints preventing those needs from being fulfilled. While social objectives are often acknowledged in transport strategies, experiences show that very little practice goes beyond pilot schemes and case studies. Yet, the importance of the social sustainability of urban transport cannot be underestimated; it is a key prerequisite for social development. In theory, there are already both awareness and some knowledge of the role that mobility plays in terms of improving – or worsening – a person's quality of life. However, the complex dynamics are often not well understood. This leads to a situation whereby those responsible for taking action fall back on traditional solutions; namely: infrastructure development, improvement of conditions for private transport, and lump-sum payments or untargeted subsidies. Transport subsidy is an important policy option for ensuring equitable transport access. However, it is essential that such subsidies are designed carefully to target the poor and other vulnerable and disadvantaged groups.

The following table provides an overview on different key actors and stakeholder to involve when implementing measures to tackle transport poverty.

Key stakeholder	Involvement			Explanation
Local administration	■	■	■	The leading role for the implementation of measures in the field of transport poverty is usually assumed by the local administration. Other local or regional administrations, such as the town planning, traffic engineering, environmental or tourism departments should be involved in the implementation processes.
Public transport users and citizens	■	■	■	Current and potential public transport users, amongst others, depending on the type of measures these can be: commuters, women, people with reduced mobility, elderly and young people, residents and visitors, and constituent groups (e.g. cycling and walking groups, associations of people with special needs).
Public transport operator	■	■	■	For measures which support the combination of both public transport and bicycle use, public transport operators might take the lead. This also applies for measures regarding improving affordability and quality of service of public transport, safety and security and accessibility to public transport.
Schools	■	■		Schools and school departments can also be involved to lead educational activities.
Research institutions	■			Universities or similar research institutions may have to be involved in data collection (e.g. user needs analyses) and the evaluation of the results and impacts. Organisations, who can act as external auditors: city-consultants, transport consultants, city planners, and agencies/organisations which advise cities and regions on how to achieve energy efficient transport and/or on how to improve local/regional accessibility.
Private companies	■			For the technical support (adaption of personal software, development of technical equipment, etc.) private companies should be involved. For the promotion and information campaigns public relations consultancy firms should be assigned. Architects should be responsible for the design of the infrastructure to be installed to help assure compatibility with the surrounding built environment.

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