



Department  
for Transport

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## Door to Door

A strategy for improving sustainable transport integration



*Door to Door* is endorsed by the following organisations:

- Association of Train Operating Companies
- Bicycle Association
- Campaign for Better Transport
- Confederation for Passenger Transport
- Cycle Rail Working Group
- Disabled Persons Transport Advisory Committee
- Living Streets
- The National Cycling Strategy
- Network Rail
- Passenger Focus
- Passenger Transport Executive Group
- Sustrans
- Transport for London

March 2013

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## Endorsement

The following organisations are members of the Door to Door Roundtable and endorse the principles of this Strategy. We would like to thank them for being part of our expert group and giving up their time to support the door-to-door initiative and helping us with their specialist advice and knowledge.



ASSOCIATION of TRAIN OPERATING COMPANIES



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# Foreword



When people travel, we want them to get from A to B with a smaller environmental footprint - using sustainable means whenever possible. Such a shift to leaner, greener travel will not only reduce carbon emissions, but also help to ease congestion on our roads, supporting economic growth, and lead to a healthier nation.

But to achieve this, we have to make it easier and more convenient for people to make their door-to-door journey using sustainable transport – in essence making sure a journey by sustainable means is as seamless and as easy as getting in the car.

It is inevitable that most door-to-door journeys include more than one mode of transport. But because we know that the attraction of a journey is determined by the weakest link in the chain, the different steps in the journey should not be thought of in isolation. If we want people to make different travel choices, we must think more clearly about their whole journey, how each part of it connects, and how we can better integrate those parts.

This Strategy aims to do just that. It sets out our vision for a more integrated transport system that facilitates and enhances door-to-door journeys by sustainable means. It also explains the actions we are taking, and will take, towards realising this vision.

I am grateful to all those external bodies that have contributed helpfully to this strategy and endorsed it.

A handwritten signature in blue ink that reads "Norman Baker". The signature is written in a cursive style and is positioned above the printed name.

**Norman Baker MP**  
**Parliamentary Under-Secretary of State for Transport**

# Executive summary

1. The Government wants more journeys to be made by sustainable transport: public transport, supported by cycling and walking. This is essential to our goal of reducing carbon emissions from transport.
2. However, for this to happen, it must become more attractive to use sustainable transport – not just for part of the journey, but the entire door-to-door journey. It must be as convenient and straightforward to make a door-to-door journey by public transport, by bike or on foot, or by combining these different means, as by private transport.
3. Traditionally, different modes of transport have been considered separately – with separate policy teams, separate funding and separate providers. While this reflects, arguably, how the industry operates, it does not reflect the way people think about their journeys. When planning the commute to work or a long-distance trip, people think about the cost, convenience and complexity of the entire door-to-door journey – not simply one element of it.
4. So to encourage and enable more people to choose sustainable transport for the whole journey we need to focus on improving the entire door-to-door journey. That way, we can not only help to meet carbon reduction targets, but also increase the use of public transport – so reducing congestion – and encourage healthier travel choices.
5. This strategy brings together, for the first time, the many areas of work within the Department for Transport that contribute to delivering more convenient and efficient door-to-door journeys by sustainable transport. It focuses on four core areas which we know need to be addressed so that people can be confident in choosing sustainable transport:
  - accurate, accessible and reliable information about the different transport options for their journeys;
  - convenient and affordable tickets, for an entire journey;
  - regular and straightforward connections at all stages of the journey and between different modes of transport; and
  - safe, comfortable transport facilities.
6. The strategy starts by setting out our vision (Chapter 1) and then summarising what we know about existing travel choices, and what can encourage people to change them (Chapter 2).
7. It then looks at each of the four areas above in turn, setting out clearly the actions we will take to make door-to-door journeys by sustainable transport more attractive and convenient. In some cases, significant progress has

already been achieved and large investments made. What the strategy shows is how each action fits into the broader picture.

8. Chapter 3 focuses on the improvements we are making to travel information, including:
  - further promoting door-to-door journey planning, building on the achievements of Transport Direct;
  - tasking the Transport Systems Catapult Centre to develop new information applications;
  - working with the industry to enable all travel information to be shared openly.
9. Chapter 4 makes the case for smart ticketing as a foundation for simplifying the door-to-door journey by sustainable transport. It explains how we are:
  - investing in the South East Flexible Ticketing Programme, as a pivotal demonstration of the effectiveness of smart ticketing, and an opportunity to address technical and operational challenges;
  - striving for interoperability between existing local smartcard schemes and emerging technologies;
  - focusing on smart technology as the basis for more innovative, multi-operator ticketing offers across all public transport; and
  - working with local authorities, operating groups and small operators to enable them to gain the benefits of smart ticketing.
10. Chapter 5 sets out how we will support improved connections at different stages of the journey, by:
  - encouraging timetable co-ordination between different operators;
  - investing in a high-quality cycling and walking environment; and
  - delivering more accessible transport.
11. Chapter 6 considers the importance of transport facilities, and demonstrates how we are:
  - using the significant sums already committed to create high-quality stations and interchange hubs;
  - investing in cycling and walking facilities and putting stations at the heart of our plug-in hybrid vehicle programme; and
  - ensuring transport is part of longer-term planning and development.
12. In Chapter 7, we summarise how we are working with passengers, operators and representative organisations across the transport sector to bring these plans to fruition. We also set out our next steps, the most important of which is our forthcoming action plan, which will detail how we will deliver the strategy and measure our progress.

# 1. Our vision and goals

- 1.1** The Coalition Government believes that a modern transport infrastructure is central to improving wellbeing and quality of life. Our vision is for an inclusive, integrated and innovative transport system that works for everyone, and where making door-to-door journeys by sustainable means is an attractive and convenient option.
- 1.2** We aim to make the transport sector greener and more sustainable, to promote growth and reduce carbon emissions. Central to this is encouraging and enabling more people to make more of their door-to-door journeys by sustainable means: public transport, supported by walking and cycling.
- 1.3** In the Department of Transport's 2011 white paper, *Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen*, we stated that:
- 'public transport needs to be more attractive if it is to be a viable alternative to car travel and key to this is improving the end-to-end journey'.<sup>1</sup>*
- 1.4** Since then, we have challenged the train, bus and cycle sectors to consider what improvement measures they can put in place to make door-to-door journeys better for the traveller.
- 1.5** The white paper also identified some key factors that can 'nudge' people towards using public transport. These were further substantiated in a subsequent report for the Campaign for Better Transport, which looked at what passengers want and expect from door-to-door journeys.<sup>2</sup> This report highlighted four key areas which need to be addressed to encourage people to use sustainable travel options. These are:
- improving availability of information;
  - simplifying ticketing;
  - making connections between different steps in the journey, and different modes of transport, easier; and
  - providing better interchange facilities.

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<sup>1</sup> Department for Transport (2011) – *Creating Growth, Cutting Carbon* [www.dft.gov.uk/publications/making-sustainable-local-transport-happen](http://www.dft.gov.uk/publications/making-sustainable-local-transport-happen)

<sup>2</sup> Transport Research Laboratory (2011) – *Door to Door Journeys* [www.bettertransport.org.uk/files/door-to-door-journeys-full-report.pdf](http://www.bettertransport.org.uk/files/door-to-door-journeys-full-report.pdf)

- 1.6** This strategy sets out how we will address each of these four priority areas. We will:
- make use of current and new technologies to give travellers access to the information they need to plan sustainable door-to-door journeys;
  - improve ticketing choices and payment options so that more people can travel with a single transaction across multiple modes of transport;
  - increase choice through better connectivity and efficiency on transport; and
  - make it easier to change between different modes of transport during a journey.
- 1.7** It is important to underline that no single action alone will suffice. Multiple barriers need to be addressed simultaneously. That is why this strategy brings together a range of actions and policies, some of which are already underway, to show how we are working with the transport sector to deliver a modal shift.
- 1.8** The benefits of achieving this will be felt in many different areas:
- **protecting the environment** – by increasing use of sustainable transport, we can help cut carbon emissions and improve air quality, making a significant contribution to meeting our demanding carbon reduction targets;
  - **boosting economic growth** – by improving connectivity and interchange and cutting congestion, we can help to link our businesses and markets. Fast and reliable journeys support business;
  - **supporting society** – by providing a well-connected and accessible transport system that is safe and secure, we can help improve public health and the quality of life; and
  - **delivering a good deal for the traveller** – by integrating the door-to-door journey as a whole, we can help make travel more reliable and affordable.

## Building on existing policy and investment

- 1.9** This strategy builds on a range of programmes and activities that are already underway, including:
- **Access for All** – a £370m programme over 10 years which aims to provide a step-free route to every platform at more than 150 stations by 2015. A separate Small Schemes programme offers around £6m a year in grants to train operating companies for further accessibility improvements;
  - the **National Stations Improvement Programme** – a five-year initiative worth £150 million to modernise at least 150 medium-sized stations in England and Wales between 2009 and 2014. The programme will see improvements to facilities within the station such as signage and lighting;

- the £100 million **Station Commercial Project Facility** – supporting commercially-focused projects at stations, such as car park improvements or new commercial retail spaces;
- the **South East Flexible Ticketing (SEFT)** programme. This programme, supported by the Association of Train Operating Companies (ATOC) and Transport for London (TfL), aims to introduce smart ticketing at approximately 300 stations – enabling up to 180 million journeys per year across the South East to be made using smart ticketing;
- commitments worth over £107 million for **cycling** improvements including:
  - i. £42m to encourage both business and leisure cyclists, with improvements to urban cycling facilities and areas covered by National Parks;
  - ii. the £30m Community Linking Places Fund, which focuses on improving cycle-rail integration and enhancing cycling and walking routes; and
  - iii. £35m to tackle dangerous junctions, making it safer for cyclists on the road.
- around £60m for the **ITSO on Prestige (IoP) project** to upgrade London's Oyster equipment such as ticket barriers at stations, so that they can read both ITSO smart tickets and contactless bank cards in addition to Oyster smartcards; and
- the **Local Sustainable Transport Fund (LSTF)** – a £600m funding boost for sustainable transport projects over four years which, with local contributions, will see nearly 100 different schemes deliver over £1 billion worth of sustainable transport improvements.<sup>3</sup> It is helping to give local people more power to initiate innovative transport projects, many of which focus on the door-to-door journey. Schemes funded include investments in improving interchange facilities, adding more cycle parking, enhancing park and ride services and providing more reliable real-time information. The LSTF will continue to deliver quick wins locally by investing in smaller-scale schemes which will lead to job creation and carbon reductions.

**1.10** These programmes are discussed in more detail later in the strategy, demonstrating how they fit within the overall picture.

**1.11** The Localism agenda recognises the pivotal role local authorities have to play in meeting the needs of the community, whilst delivering schemes that encourage people to travel sustainably. Localism gives local authorities the freedom to respond to their communities in the most appropriate way, as they are best placed to understand the needs of their areas. From the transport perspective, this includes delivering highly targeted local measures that support the door-to-door journey.

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<sup>3</sup> Details of projects funded under the LSTF can be found at [www.gov.uk/government/publications/local-sustainable-transport-fund](http://www.gov.uk/government/publications/local-sustainable-transport-fund)

**1.12** The door-to-door strategy aims to be inclusive and fair to all members of society. Our parallel Accessibility Action Plan<sup>4</sup> reflects the Government's commitment to enable all people to fulfil their potential and play a full role in society. Building on the success of the Olympic and Paralympic Games, the Accessibility Action Plan identifies the Department of Transport's priorities for improving in particular disabled people's access to public transport.

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<sup>4</sup> Department for Transport (2012) – *Transport for Everyone: an action plan to improve accessibility for all*  
[www.gov.uk/government/publications/accessibility-action-plan](http://www.gov.uk/government/publications/accessibility-action-plan)

## 2. Challenges and analysis

### Current and future challenges

- 2.1 To realise our vision, and increase the use of sustainable transport for door-to-door journeys, we must first understand why people do not currently choose these options for their journeys. The available evidence indicates a number of reasons, ranging from a simple lack of facilities to the perceived cost and inconvenience of doing so, when compared to making the same journey by car.
- 2.2 The challenge for us and the transport sector as a whole is therefore not only to develop the infrastructure to **enable** people to choose greener transport options, but also build confidence and trust in the use of those options, to **encourage** travellers to choose them.
- 2.3 Travel behaviour is complex, and choices are affected by a wide range of factors, including journey distance, availability and location of infrastructure and services, and individuals' circumstances, characteristics, habits and attitudes.<sup>5</sup>
- 2.4 Additionally, we recognise that there are some fundamental practical issues that need to be overcome by the sector if we are to see improvements in door-to-door journeys. These include:
  - differences in regulation between different sectors of the transport industry;
  - balancing the competitive nature of the industry with the goal of increasing choice and flexibility for the customer;
  - variations in ticketing arrangements and ticket purchase channels between operators; and
  - lack of a commercial business case to incentivise investment in some integrated transport projects.

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<sup>5</sup> For a discussion of the different types of factors which influence travel behaviour, see: Anable, J. Lane, B. and Kelay, T. (2006) *An Evidence Base Review of Public Attitudes to Climate Change and Transport Behaviour*, available here: <http://assets.dft.gov.uk/publications/pgr-sustainable-reviewtransportbehaviourclimatechange-pdf/iewofpublicattitudestocl5730.pdf>

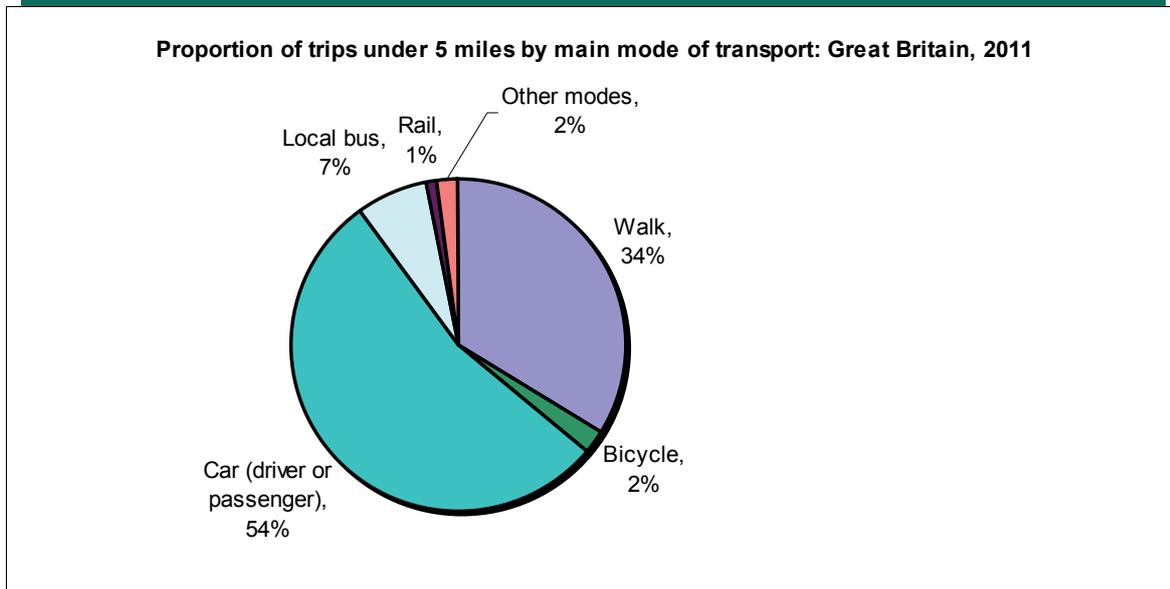
**2.5** Across the strategy as a whole, we seek to address these different challenges, while also reiterating that improving accessibility to public transport in itself will encourage the uptake and increase passenger numbers: hence investment in this area is of direct benefit to operators. In this chapter, however, we focus on what we know about current transport choices and what motivates them, as well as perceptions of the alternative options. We have collated research from a variety of sources to identify why people do not travel sustainably even when it is a viable option, and what deters them from making this choice.

## What types of journeys are being made?

**2.6** Clearly, people travel for many different reasons. In 2011, the three most common reasons for travelling (in terms of number of trips made) were shopping, commuting to work, and visiting friends/family.<sup>6</sup>

**2.7** Some 95% of all journeys made in Great Britain are less than 25 miles long (Figure 2.1). The average distance of all journeys in 2011 was 7 miles (one-way). 66% of journeys are less than 5 miles, of which just over half (54%) are made by car.

**Fig 2.1 How people currently make short journeys<sup>7</sup>**



<sup>6</sup> National Travel Survey <https://www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics>

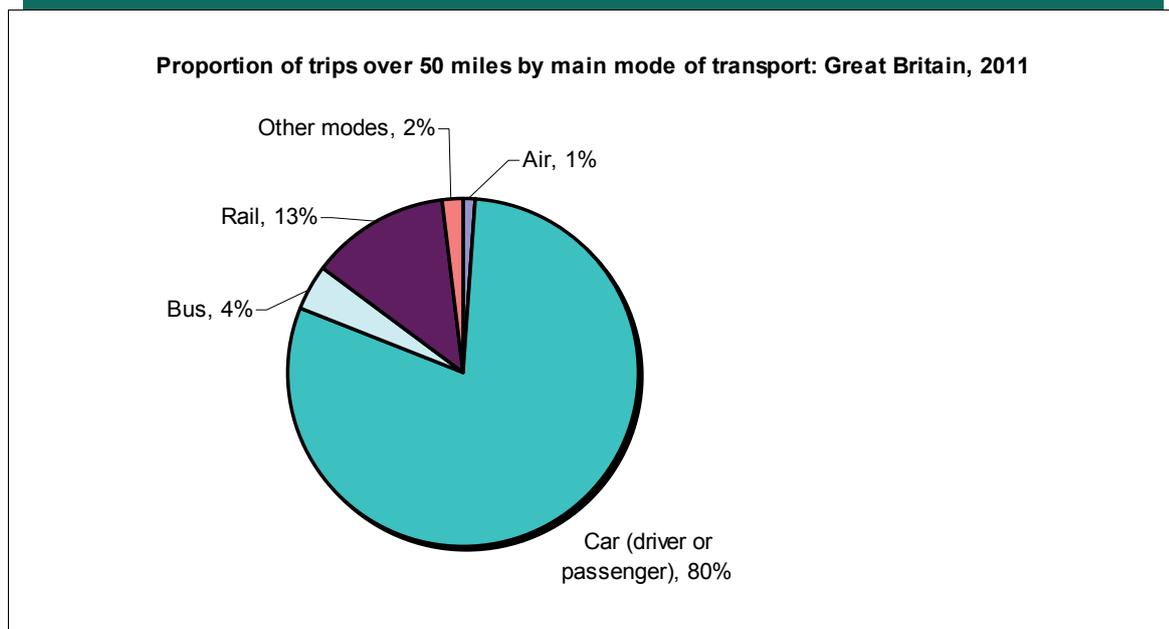
<sup>7</sup> National Travel Survey <https://www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics>

## 2.8 Further analysis shows that:

- on average, a walking trip is 0.7 miles long;
- most cycle trips are 2 to 5 miles long;
- around 70% of car trips are 1 to 10 miles long;
- outside London, the average length of a bus trip is 5 miles;
- only 12% of all adults cycle at least once a week and only 9% travel by train at least once a week; and
- bus travel is considerably more common than both cycling and rail travel, with nearly 29% of adults travelling by bus at least once a week.<sup>8</sup>

## 2.9 The National Travel Survey shows that 80% of long distance journeys (determined as over 50 miles) are made by car (Figure 2.2).

**Fig 2.2 How people currently make long journeys<sup>9</sup>**



<sup>8</sup> Department for Transport (2010) - *Climate change and transport choices: segmentation study interim report* [www.dft.gov.uk/publications/climate-change-and-transport-choices/](http://www.dft.gov.uk/publications/climate-change-and-transport-choices/)

<sup>9</sup> National Travel Survey <https://www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics>

**2.10** People's travel patterns tend to vary considerably depending on their characteristics and circumstances. A Department for Transport segmentation study illustrates how such differences lead to distinct groups within the adult population.<sup>10</sup> Key differences in 2011 were as follows;<sup>11</sup>

- The average length of journey for the highest-income fifth of the population is twice as long as that of the lowest-income fifth (10 miles compared with 5 miles).
- The youngest (under 30) and oldest (60 plus) age groups travelled shorter distances than those aged 30-59.
- Men made longer distance journeys than women – on average 8 miles compared with 6 miles.
- City dwellers' journeys were shorter on average than the journeys of those living in rural areas (6 miles compared with 10 miles).

## Why do people not use public transport, cycle or walk more?

**2.11** Given that the majority of short trips are made by car, we need to ask why people do not use public transport, cycle or walk for these short journeys. The *Climate Change and Transport Choices* segmentation study collected information on people's current transport choices and the barriers to using greener modes of transport, notably in relation to the journey to work<sup>12</sup> and found that:

- the key barriers to travelling by **bus** were perceptions of a lack of suitable routes and slow, infrequent services (frequent was deemed to be at least every 15 minutes);
- the key barriers to travelling by **train** (for regular journeys, such as travelling to work) were also a lack of suitable routes and the absence of a convenient station;
- the key barriers to **cycling** were safety concerns, including 'too much traffic', with distance also a barrier to cycling longer journeys. Only 14% of those who could cycle did so regularly, and two-thirds of those who had tried cycling to work had since reverted to using the car, citing the weather and traffic-related safety risks as key reasons for stopping; and

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<sup>10</sup> See Thornton, A. Evans, L. Bunt, K. Simon, A. King, S. and Webster, T. (2011) *Climate Change and Transport Choices Segmentation Model* Available here: <https://www.gov.uk/government/publications/climate-change-and-transport-choices-segmentation-study-final-report>

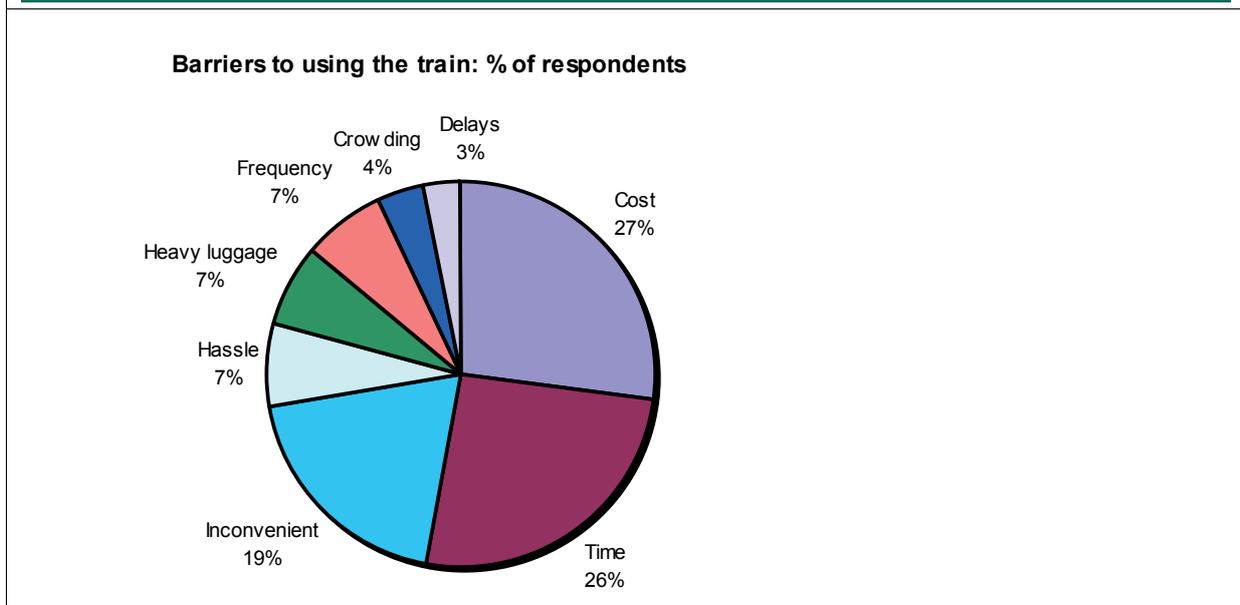
<sup>11</sup> Source: Based on National Travel Survey 2011 data

<sup>12</sup> *Climate change and transport choices: segmentation study interim report*

- the key barriers to **walking** journeys of less than two miles were reported as being lack of time, inconvenience, the weather and having to carry things.

**2.12** A Passenger Focus study focused specifically on barriers to use of the train (Figure 2.3). It found that cost and length of time to take the journey were the most commonly cited. Similar concerns would also be relevant to using the bus or coach.

**Figure 2.3: Why people do not take the train<sup>13</sup>**



### Perceptions of inconvenience

**2.13** By their nature, journeys involving public transport tend to be multi-modal as people have to get to and from the station or bus stop. Analysis from the National Travel Survey to inform trends and strategy work has looked specifically at the number of different stages per trip across different transport modes.<sup>14</sup> A stage is each part of a journey, for example walking to the bus stop and then catching a bus to your destination would involve two stages.

- Journeys by public transport have more stages (1.02–2.74) than journeys by private modes such as by car (1.00–1.04).
- Surface rail journeys have the most stages, with an average of 2.74 stages. Some 46% of surface rail trips involve 3 stages.
- Outside London, journeys by bus have an average of 1.44 stages.

<sup>13</sup> Passenger Focus (February 2010) – *Integrated transport perceptions and reality*  
[www.passengerfocus.org.uk/research/publications/integrated-transport-perception-and-reality](http://www.passengerfocus.org.uk/research/publications/integrated-transport-perception-and-reality)

<sup>14</sup> National Travel Survey [www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics](http://www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics)

- 2.14** Clearly, the ease of switching between stages is integral to the overall convenience and speed of the journey.
- 2.15** Research instigated jointly by the Department for Transport and the Association of Train Operating Companies (ATOC) asked rail travellers how they made their onward journey from the station. The majority used a car or taxi as it was perceived as easy and convenient with luggage and suitable for those with reduced mobility, whereas buses were thought of as inconvenient and unreliable.
- 2.16** The Department for Transport's own research into rail use indicates that the main reason people give for not using trains for short distance journeys, or only doing so infrequently, is the perceived convenience of travelling by car instead (ease or speed of journey).<sup>15</sup> 41% of those who either never use short-distance rail services, or do so less than once a month, mentioned this as a main reason.
- 2.17** In short, the available evidence suggests that, in making decisions about how to travel, people value being able to make a seamless journey on a well-integrated transport system.<sup>16</sup> *Perceived* failure to address this emerges as one of the reasons for choosing to travel by car, even when good public transport is available.

### **Perceptions of high cost**

- 2.18** Another key factor that can determine travel choice is cost – or perceived cost. Price matters, especially when travelling as a family or group.
- 2.19** People tend to perceive travelling by car as cheaper than travelling by public transport, and 66% of adults agree that they find travelling by train expensive.<sup>17</sup> However, when those who travelled to work by car were asked why they did not travel to work by train, less than one in ten (8%) cited cost. (Instead, as indicated above, a lack of infrastructure and suitable services were the main barriers cited).

### **Perceptions of risk to personal safety**

- 2.20** Perceptions around personal safety have also emerged as important in travel choice. As indicated above, there are particular concerns around cycle safety, but fears about personal safety and the risk of being attacked, even if statistically unfounded, can deter people from walking and using public transport.

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<sup>15</sup> Department for Transport (2009) – *Public experiences of and attitudes towards rail travel: 2006 and 2009*  
<http://assets.dft.gov.uk/statistics/series/rail/railtravel2009.pdf>

<sup>16</sup> Department for Transport (2008) – *Public Attitudes to Transport: DfT's On-line Citizens' Panel*  
<http://webarchive.nationalarchives.gov.uk/+http://www.dft.gov.uk/pgr/scienceresearch/social/citizens.pdf>

<sup>17</sup> *Climate change and transport choices: segmentation study interim report*

- 2.21** The car is generally regarded as a safe place compared to other modes, which can be associated with fears of being attacked. 68% of people choose the car as the safest mode in terms of risk of crime when compared with buses, trains and cycling.<sup>18</sup>

### **Challenging perceptions**

- 2.22** When put to the test most of the above perceptions can be challenged, as evidenced in the 2010 Passenger Focus research report *Integrated Transport, Perception and Reality*. As part of this research, people were encouraged to 'give rail a go'. Many found that the train was more reliable and comfortable than envisaged, and that in some instances cheaper than anticipated.
- 2.23** Nonetheless, pricing remains a perceived problem – both in terms of overall cost and convenience. Issues such as not being able to find out how much a bus fare costs, having to carry large amounts of change for exact-fare buses, and not being able to get multi-operator tickets, all make travelling by public transport more complicated than it needs to be.

### **Practical barriers to using public transport**

- 2.24** More generally, the main considerations in travel choice for door-to-door journeys include:
- journey distances and times;
  - the weather;
  - having to carry (heavy) items;
  - the walking environment to bus stops or train stations;
  - the location of bus stops relative to railway stations;
  - the availability of cycling facilities; and
  - parking facilities at railway stations.

Parking at railway stations is also an important factor for many people, particularly those in rural areas where the car is the most practical way to get to the train station. In some areas, demand for car park spaces often exceeds capacity by the end of the morning peak. This makes it difficult to access the rail network at times when the trains themselves are less busy. The lack of available parking spaces can therefore suppress demand for rail travel, or at the very least increase the portion of the journey being undertaken by car.

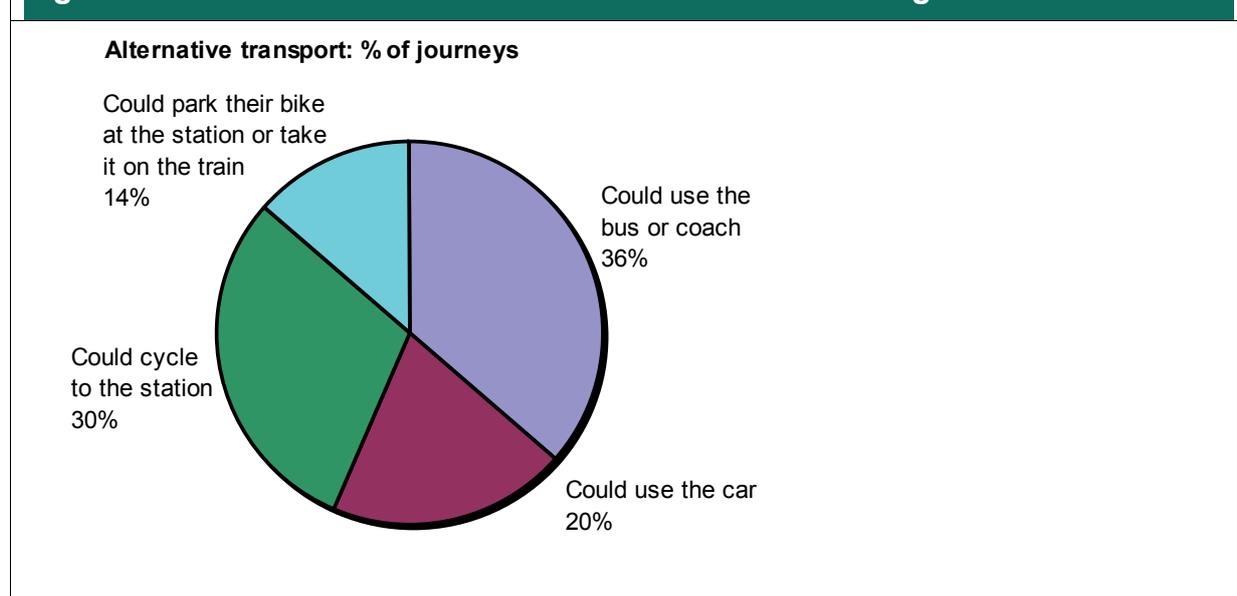
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<sup>18</sup> *Climate change and transport choices: segmentation study interim report*

## What would encourage people to change their travel choices?

**2.25** In the spring 2012 National Passenger Survey,<sup>19</sup> existing rail passengers were asked how they accessed the station, whether there was an alternative available to them if circumstances were different, and what would need to happen for that switch to take place. Of these, 16% said that there was an alternative method of transport they could use to get to the station if circumstances were different, of which a large proportion said that they could travel by bus or coach, or cycle (Figure 2.4).

**Figure 2.4 Alternative methods rail travellers could use to get to the station<sup>20</sup>**



**2.26** The most common changes cited to enable the above switches were:

- better connections between bus and train (16%);
- more frequent bus/coach service (13%); and
- discounted fares (12%).

**2.27** However, while this provides useful information, it needs to be regarded with caution. Wider behavioural insights evidence suggests that any given behaviour (eg commuting by bus or cycling) is dependent on a range of factors, and if any of those factors is removed, the behaviour becomes less likely – but does not necessarily change. Therefore, to encourage people to change their door-to-door journey, it is likely that a number of factors will need to be addressed simultaneously.

<sup>19</sup> Passenger Focus (2012) – *National Passenger Survey Spring 2012*  
[www.passengerfocus.org.uk/research/publications/national-passenger-survey-spring-2012-main-report](http://www.passengerfocus.org.uk/research/publications/national-passenger-survey-spring-2012-main-report)

<sup>20</sup> Passenger Focus (2012) – *National Passenger Survey Spring 2012*

## Key uncertainties

**2.28** Looking forward there are inevitably some risks and uncertainties. For example:

- the current rapid pace of technological change can sometimes, perversely, slow down the delivery of technology benefits to passengers, as transport operators can be reluctant to invest in a technology they fear may soon become obsolete;
- many rail franchises are due to come to an end within the next couple of years and will be re-franchised. Given this, incumbent train operating companies (TOCs) may not prioritise schemes that will take effort and resources to implement but will only start to generate benefits in the longer term. Other transport providers may have little appetite to invest time and effort in partnering with TOCs nearing the end of their franchise; and
- in the current economic climate, there may be a lack of enthusiasm from private sector operators to invest in improving the door-to-door journey at their own risk.

**2.29** However, there is robust evidence available that demonstrates that improvements to the door-to-door journey can increase usage of public transport.<sup>21</sup> We want to ensure that transport authorities and providers recognise this and the other benefits that investment generates.

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<sup>21</sup> Rail Safety and Standards Board (2012) - *Evaluation of the pilot programme of Station Travel Plans*  
[www.rssb.co.uk/SiteCollectionDocuments/pdf/reports/Research/T918\\_rpt\\_final.pdf](http://www.rssb.co.uk/SiteCollectionDocuments/pdf/reports/Research/T918_rpt_final.pdf)

### 3. Improving the quality and availability of travel information

**We want correct, reliable and understandable journey information to be available to people as and when they need it.**

- We will take steps to enable all travel data to be shared openly, so that passengers can get all the information they need in a place and a form that is convenient for them.
- We will build on our investment in Transport Direct to promote excellence and innovation in door-to-door journey planning.
- We will work with market leaders to develop new channels for travel information that give travellers greater choice and flexibility.

- 3.1** Better information about different transport options can increase passengers' confidence to make journeys by more sustainable transport modes. Many people choose a particular method through habit and may not be aware of all of the options available to them. By giving people the information they need to plan and make their door-to-door journey by public transport, cycling or walking, transport providers can help them to consider these alternative ways of making their journey.
- 3.2** This means providing reliable and comprehensive audio and visual information, at the time that the traveller needs it. By making route maps, fare details, timetables and real-time arrival and departure information available when it is needed, through a variety of sources, **we will make it easier for travellers to plan and make their door-to-door journey by sustainable transport with confidence and ease.**
- 3.3** Currently, there is a large and growing number of sources of travel information, but the information they provide is often incomplete and inconsistent. Operator websites typically provide information only about their own services. Other sites aggregate information from multiple operators, but might not have access to the latest updates. Information available at stations and stops can be different from that provided via websites and social media. Details about safe walking routes or cycle parking facilities are often hard to find.
- 3.4** Our actions focus on how the Department for Transport itself can act as an information provider, and how we can support partners across the transport and information sectors to increase the quality, accuracy and availability of information they offer.

## Enabling data sharing and creating more comprehensive sources of travel information

- 3.5 We will work with the newly launched Transport Systems-Catapult Centre (TS-CC)** to develop new applications that will provide consistent, comprehensive and easily accessible information.<sup>22</sup> The TS-CC is one of several catapult centres set up by the Technology Strategy Board. The aim of the centres is to bring together business, academia, research and government to collaborate, share knowledge and accelerate the commercial development of innovations. The Department for Transport has invested £17m in the TS-CC, and one of its initial priorities is to improve access to real-time information for different modes of transport. In an open data market, where data collection, analysis and dissemination is often fragmented and inconsistent, we will work with the TS-CC to develop methods and systems that will ensure travel information is complete, reliable and compatible with emerging technologies.
- 3.6** In the longer term, the TS-CC will work towards developing and launching a journey planning software application designed to assist all travellers, including those with reduced mobility or accessibility difficulties.
- 3.7 We are funding a project to deliver one source of up-to-date train running information to all data systems operated by train operating companies.** This project, known as the DARWIN initiative, will integrate more than 40 different systems nationwide, and ensure that whenever and wherever a passenger or member of staff seeks current train running information, they will get the same message. The £8m project is being funded under the National Stations Improvement Programme and will be delivered in 2014.
- 3.8** Building on our *Open Data Strategy* published in June 2012, **we will work with information owners to remove restrictions on commercial use of data so that it can be more readily shared.**<sup>23</sup> We are committed to common standards that can successfully operate across the transport industry so that data, including real-time service information, can be presented consistently. We also support a framework for linking data, so it is properly joined-up and can be re-used as necessary to provide an accurate and complete depiction of journey options.
- 3.9** Transport data is already amongst the most popular for re-use by application developers with many examples of innovative, new smartphone applications, such as real-time train and bus information services and applications around road congestion and traffic information. We expect to see many more customer-friendly services and applications being brought to market covering

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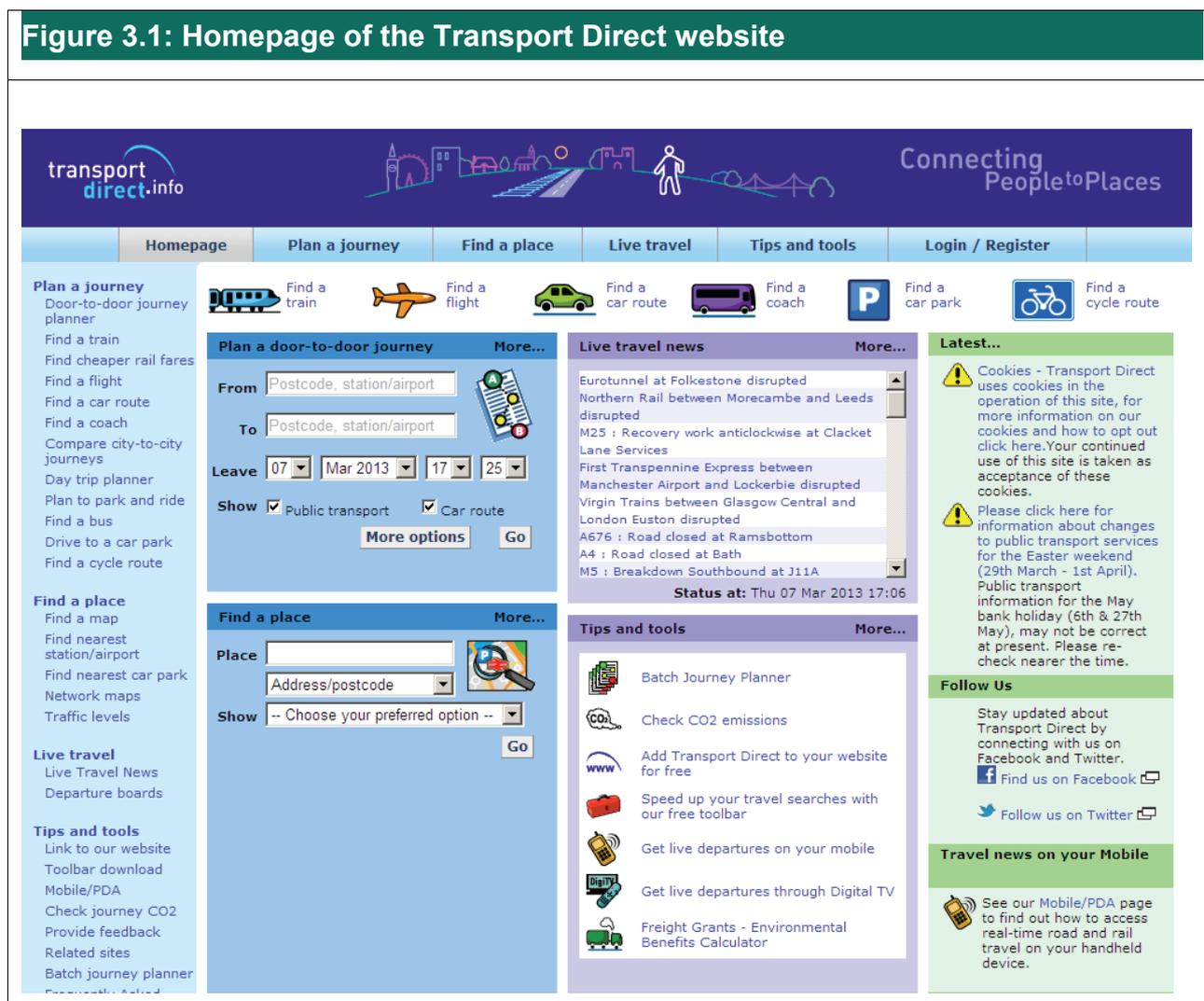
<sup>22</sup> For further information about the TS-CC, see <https://connect.innovateuk.org/web/transport-systems1>

<sup>23</sup> Department for Transport (2012) – *Open Data Strategy*  
<http://data.gov.uk/sites/default/files/DfT%20Open%20Data%20Strategy.pdf>

issues such as identification of best fares, local travel applications for access to services, and personal navigation services.

- 3.10** As users become increasingly accustomed to being ‘always connected’ via their mobile devices, it should become possible to provide real-time adjustments to planned travel itineraries, and also to influence demand to better reflect the capacity available on the networks. This is, however, very dependent on making core travel data freely available and also on the formulation and adoption of common standards and protocols.

**Figure 3.1: Homepage of the Transport Direct website**



## Promoting and developing Transport Direct

- 3.11** We will continue to promote our Transport Direct online service ([www.transportdirect.info](http://www.transportdirect.info), see Figure 3.1) which enables cross-modal journey planning across Great Britain. Transport Direct is already one of the most advanced travel information services, providing comprehensive rail, air, coach, ferry and bus timetables, coach and rail fares, route maps and live travel information for the road and rail networks. It also provides details of the cost of driving and the emissions resulting from that journey and enables people to compare journeys by public transport and car. It was used

extensively during the London 2012 Olympics as a Spectator Journey Planner with significantly enhanced journey planning functionality.

- We will work to increase awareness of the service and of related services such as Traveline (provided by the public transport operators and local government).
- We will continue to develop the functionality and promote cycling and walking: Transport Direct will now ask the traveller to consider cycling or walking for short journeys, or as part of a multi-modal door-to-door journey, where this is a viable option.
- We will build on the legacy implications of the Olympic Journey Planner, in particular around providing enhanced information about accessible travel options for those with reduced mobility and disabled travellers.
- We will review the relationships between the various journey planning services offered (Transport for London, Traveline, Transport Direct etc) and seek to make these more effective, more efficient and where possible to share their data and access to the services provided.
- We will look at different ways of prioritising choice including by cost, emissions, fewest changes or least crowded as well as by fastest journey, which is the current default setting.

#### **Example: Transport Direct Olympics Spectator Journey Planner**

Transport Direct reused its functionality with additional enhancements for the Olympics so that spectators could plan their travel to the Games using less crowded routes and stations. The journey planner took account of the specific date and time of travel and the different demand forecasts on different parts of the travel network on different days. This allowed a smoother flow of people to the Games and through the city, whilst being responsive to events that might impact on travel arrangements, such as the marathon. As a result record numbers of passengers travelled on London's public transport but with less crowding and delay than in normal operation.

The planner was also aware of the changes to the road network due to the Olympic Lanes and increased levels of congestion. In addition, people could choose a step-free journey, or be directed to a particular part of the Olympic Park.

The Olympics Spectator Journey Planner attracted almost 4 million user sessions with almost 2.75 million unique users. The specific functionality that was embedded for the Games demonstrates how providing more detailed and integrated travel information can encourage and enable people to make smooth, convenient and hassle-free journeys using public transport, cycling and walking.

### **3.12 We will investigate integrating Travel Demand Management (TDM) rules into Transport Direct, as well as considering cloud computing and further improvements around timetables, bookings and integrating smart ticketing data:**

- TDM was developed for London 2012 and is the use of policies, programmes, services and products to influence whether, why, when,

where and how people travel. TDM measures encourage people to shift modes, travel at different times or use alternative routes. TDM capabilities were introduced to Transport Direct for the Olympics Spectator Journey Planner.

- Cloud computing is an approach in which infrastructure and software resources are delivered online by a third party, and used 'on-demand'. Adopting it will enable Transport Direct's capacity to be easily increased or decreased, tackling issues such as the severe peaks in demand in the case of bad weather or special events. Cloud computing also offers an opportunity to work with other travel information providers and new service developers to create a shared pool of capacity, enabling much greater use of the information architecture, increasing accessibility for end-users whilst also reducing costs for each provider.

## Working with market leaders to enhance information about bus services

**3.13 We are working with the Journey Solutions partnership<sup>24</sup> to improve the information available online about PLUSBUS**, an integrated rail and bus ticket that is accepted on services of over 200 bus companies across Britain. The goal is to assist travellers in planning their onward journey from the rail station by bus, by delivering more detailed information about bus routes, stops and ticket boundaries. This will make it easier for them to use public transport for their door-to-door journey. Website upgrades will show online street maps of all PLUSBUS served towns and cities, illustrating the exact travel zone and boundary. This is of particular benefit when a person is travelling to an unfamiliar location and will give passengers greater confidence to continue their journey by bus.

**3.14 We will continue to work with the Confederation of Passenger Transport on the development of Bus for Us**, an online portal for young people that provides details of bus operators, services, facilities, ticket types and discounts, plus useful links to journey planning and ticketing websites. Designed with and for 16-25 year olds, the portal is accessible from PCs, smartphones and tablets. It uses sophisticated mapping technologies to find the nearest bus stop anywhere in Great Britain based on a postcode search. The portal can also be used to compare operator services. We are actively encouraging all bus companies to engage with this portal.

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<sup>24</sup> The Journey Solutions partnership is a not-for-profit partnership of Britain's leading bus and train operators and trade organisations. [www.journeysolutions.com](http://www.journeysolutions.com)

## 4. Making smart and integrated ticketing the norm

**We will use smart technology to deliver seamless door-to-door journeys, making it easier to use public transport.**

- We will make a decisive move to smart in our largest rail market, the South East, through the South East Flexible Ticketing Programme (SEFT).
- We will use SEFT to take forward outcomes of the Rail Fares and Ticketing Review, particularly piloting new ticket types.
- We will work closely with existing city smartcard schemes to utilise fully the existing smart ticketing infrastructure and actively encourage interoperability between smart ticketing systems.
- We will publish multi-operator ticketing guidance to support local authorities in introducing and/or improving integrated local tickets.
- We will pilot a Managed Service to help smaller bus operators benefit from smart ticketing.
- We will encourage the use of new technology to make buying and using tickets easier, and to future-proof operator investments.

- 4.1** Smart, integrated ticketing is integral to our door-to-door strategy. It can facilitate seamless travel across different modes and operators, making door-to-door journeys by public transport easier.
- 4.2** **Smart ticketing** is where the ticket or product is stored electronically on a microchip rather than printed on a paper ticket. In most existing smart ticketing schemes, this microchip is embedded in a smartcard, but it could also be on a smart phone. Alternatively, a smart product could be linked to a travel account situated in a scheme's back office, so that the chip acts as a token rather than holding the ticket product itself.
- 4.3** **Integrated ticketing** describes tickets (or entitlements to travel) which are accepted by different operators or different modes, or both.
- 4.4** Smart technology opens up alternative ways of buying, collecting and using tickets that are often easier for passengers. For example, a ticket can be bought online and loaded onto a smartcard at the start of a journey, or delivered directly to a mobile phone. When smart technology is combined with integrated tickets that are valid on more than one operator's services, it can further simplify making door-to-door journeys by public transport.

- 4.5 We are therefore committed to realising the potential of smart ticketing through a shared approach between operators, local transport authorities and central government, and by involving the wider payment and retail industry.
- 4.6 There are real benefits: a better customer proposition can bring in more passengers, encourage greater use of the network, reduce ticket costs and through this promote a healthy competitive transport industry. We are now prioritising the areas where we can align the passenger benefits, the operator business case and the wider public interests. Our aim is to arrive at a tipping point where the move to smart and integrated ticketing gains significant momentum across England, as it has already in several of our major cities.
- 4.7 We recognise there are a number of challenges in delivering our vision – not least the commercial incentives for operators to lock passengers in to their own ticketing systems which they fully control.
- 4.8 We also understand that smart ticketing that works on different operators' services (interoperable ticketing) will require new business processes and commercial agreements. These may be complex and difficult to negotiate. There are also customer service challenges when tickets issued by one operator reside on or are linked to smartcards issued by another company.
- 4.9 Further, there are technical challenges in delivering interoperable smart ticketing schemes which do not exist with standalone systems.
- 4.10 We see our key role to be setting the core requirements to provide interoperability between schemes, and to facilitate co-operation between operators and local authorities in order to roll out local ticketing schemes. This chapter sets out how we intend to achieve this. This will help us to realise our objective, set out in *Creating Growth, Cutting Carbon*<sup>25</sup>, to improve door-to-door journeys by enabling the majority of public transport journeys to be made using smart ticketing by the end of 2014.

## Delivering smart, integrated rail ticketing in the South East

- 4.11 One of our immediate goals is to make seamless, smart travel on the railways a reality for the South East of the country. By doing so, we can not only demonstrate the business case and passenger advantages, but can also lay the foundations for the future expansion of smart ticketing across the network, making use of existing investments **We are therefore investing £45m to bring forward smart implementation across the South East with the South East Flexible Ticketing programme (SEFT).**
- 4.12 Supported by train companies and TfL, this programme will introduce smart ticketing at approximately 300 stations for up to 180 million journeys per year.

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<sup>25</sup> Department for Transport (2011) – *Creating growth, cutting carbon*

- 4.13** This builds on our existing investment of around £60m for the ITSO on Prestige (IoP) project. This project is due to complete by December 2013 and will upgrade London's Oyster equipment.<sup>26</sup> It will enable ticket barriers at London stations to read ITSO smart tickets and contactless bank cards in addition to Oyster smartcards. As a result, rail passengers will be able to use ITSO smartcards on arrival at London stations. ITSO is a technical specification designed to facilitate seamless travel across the country. It can allow a single smartcard to hold tickets from any ITSO scheme and for the transfer of data between schemes – facilitating door-to-door journeys which involve different operators.
- 4.14** SEFT will allow passengers to enjoy the benefits of smart ticketing, such as automated ticket purchase and collection, including season ticket renewals. SEFT and IoP together will open up new options for travel. Rail passengers in the south east will be able to travel into or across London using their ITSO smartcard for their whole journey. Passengers with contactless bank cards will be able to use them as if they were an Oyster card within London and we are also exploring whether they might have a wider role in the rest of the south-east commuter belt.
- 4.15** Our intention is that **the SEFT programme will be rolled out route by route, starting in 2013. We expect all travellers to have the option of a smart rail season ticket in 2014.**

## Improving ticket choice through smart technology

- 4.16 We will address long-standing complexity in the rail ticketing system.** We want passengers to be able to confidently select the best fare when buying a ticket.
- 4.17** Our Rail Fares and Ticketing Review, due to report in early summer 2013, is looking at how we can use ticketing, including smart ticketing, to attract more passengers to the railway, improve their experience of rail travel and reduce industry unit costs. The review follows our public consultation on rail fares and ticketing proposals in spring 2012.
- 4.18 We will use SEFT to take forward and build on the outcomes of the Review, working with train operators to pilot a more flexible range of tickets and with Passenger Focus to assess which products really meet passengers' changing needs.** We want to learn from these pilots and use that to inform our future franchising strategy.
- 4.19** We are currently reviewing our rail franchising programme. However, we anticipate that **we will continue to include some smart ticketing requirements in all full-term newly competed rail franchises.**

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<sup>26</sup> London's Oyster equipment was bought under the Prestige PFI procurement

- 4.20** Subject to the outcome of our franchising review, we expect that we will ask bidders to set out their plans for how they intend to improve the passenger experience and reduce the cost of ticketing.
- 4.21** SEFT is a new approach working in partnership with train operators and the lead local transport authority to deliver both smart ticketing capability and new, enhanced products. Bringing all of these different interests together is a tall order, but early indications are that it will deliver better outcomes for passengers. **We will review the lessons learned from this approach before deciding whether it has wider application.**

## Utilising and enhancing existing smart ticketing systems

- 4.22** A significant amount of smart ticketing schemes already operate across the UK. All of the major urban areas, and a number of counties, have smart ticketing schemes, and all buses in London and around half of all buses elsewhere in England are smart-equipped.
- 4.23** However, this infrastructure has not yet been used to its full potential and we want to change this. To do so, **we have set up the Smart Cities Partnerships, through which we will work with the nine largest cities in England (excluding London) to support them in delivering and enhancing smart, integrated ticketing schemes.**
- 4.24** These will, wherever possible, use existing smart infrastructure. **We will support the continued use and development of the ITSO specification, and continue to play an active role in the organisation behind it.**
- 4.25** We also want to see national rail tickets integrated with local ticketing schemes to the benefit of both passengers and operators. We know that other cities have similar aims, but face challenges in delivering them. Unlike London, most cities do not franchise bus and rail operations. Any such integration therefore needs to be achieved working with the operators in their area. This is challenging both technically and commercially, not least because even where such integration can drive passenger growth, it may not benefit every operator equally. **We will act to foster and support these new partnerships.**
- 4.26** In *Creating Growth, Cutting Carbon*,<sup>27</sup> we stated our intention to investigate how PLUSBUS might be made an ITSO smartcard product. Trials are now taking place where a rail ticket and PLUSBUS product are delivered onto a single ITSO smartcard to enable seamless door-to-door journeys. We would like to see this rolled out more widely as more stations and buses are equipped.

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<sup>27</sup> Department for Transport (2011) – *Creating growth, cutting carbon*

- 4.27** There are already examples where operating companies are integrating their own rail and bus tickets to provide a long-distance door- to-door ticket. We welcome this, but in a smart environment we do not want passengers to need different smartcards to travel on different operators' services. It is therefore highly desirable that different operators' ticketing schemes are also interoperable with each other.
- 4.28** We believe this is in the best interests of all stakeholders, but realise it requires co-operation between competing operators. It also requires clarity about the different roles of holding the passenger's account and personal data, selling a particular product to be loaded on to the card, and accepting products on a service. This is likely to require wider co-ordination not only between transport operators but also with the wider payment and retail industry.

## Delivering more integrated ticket offers at a local level

- 4.29** As we have seen, convenience is commonly cited as a key reason why people do not use public transport for local journeys. In 2011, the Competition Commission undertook an investigation into local bus services, and found that ticket validity can be a barrier to competition. It recommended that multi-operator tickets should be more widely available, to increase competition and improve the passenger experience. The Government strongly agrees.
- 4.30** The Government has stated its support for all of the Commission's proposed ticketing remedies. **In 2013 we will publish our Multi-Operator Ticketing Guidance.** This will help local authorities to implement multi-operator ticketing schemes in their local area – and so enable passengers to use one ticket for their entire journey.

### **Example: South Yorkshire TravelMaster**

South Yorkshire's multi-operator ticket, TravelMaster, was first launched in 1989. It now consists of a comprehensive range of pre-paid products, from day to annual tickets, which have been developed over two decades. Valid on the bus, tram and train networks in the area, the tickets make it easy for passengers to use all different modes of transport. Passengers can now buy weekly tickets on the bus on large parts of the network, and a phased introduction of smart tickets is planned from this spring.

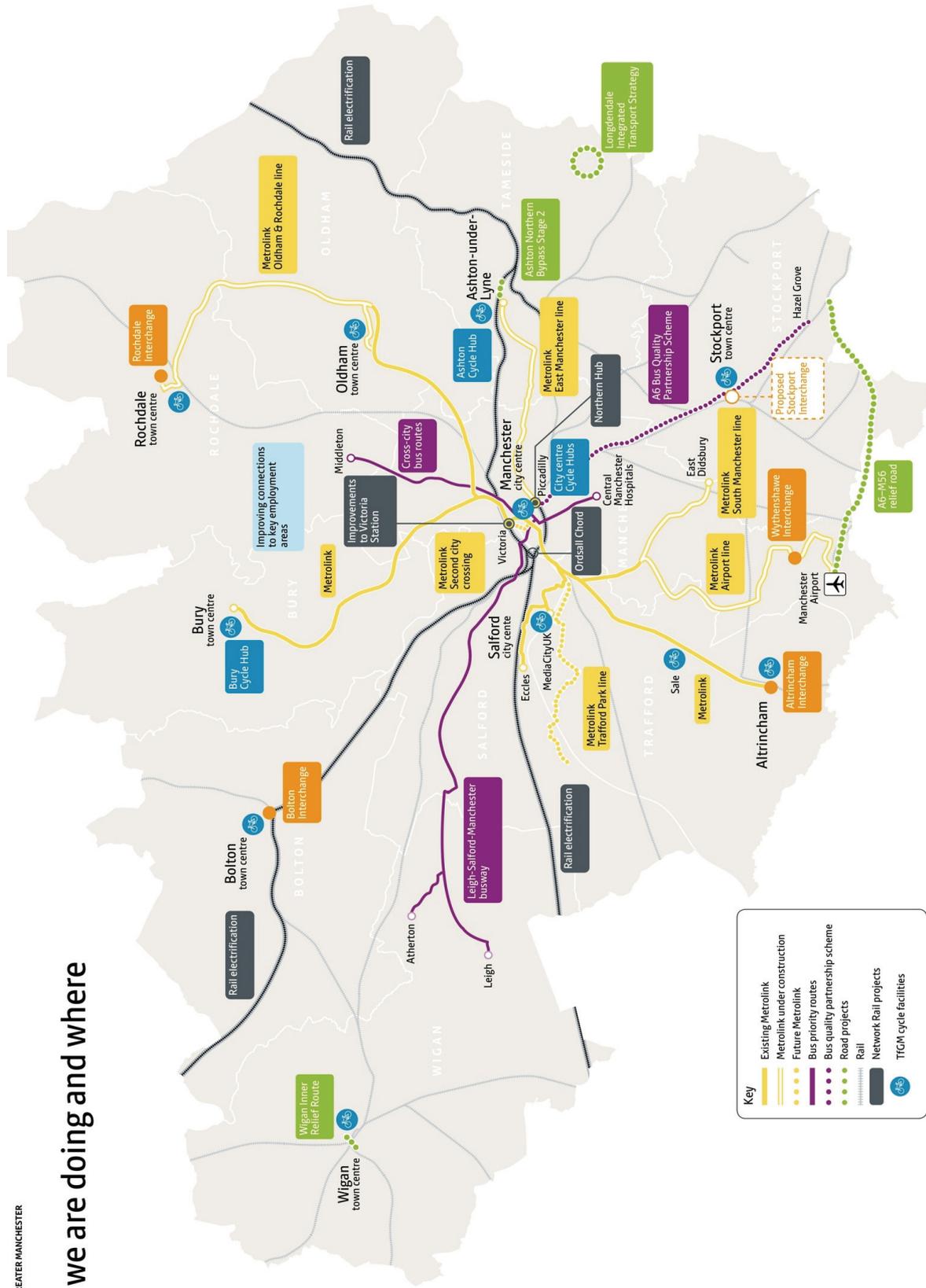
- 4.31** We understand that integration between competitors in a deregulated market can be challenging, so **we will monitor the response of the market to this guidance.** If necessary, we may introduce primary legislation to enhance the existing powers that local authorities already have to introduce multi-operator ticketing schemes, so that they provide the kind of products that passengers want and need.

- 4.32** One key aspect of this guidance is a recommendation that multi-operator ticketing schemes should use smart technology where possible, and we are keen to encourage operators to invest in smart ticketing. In time, **we would like every bus in England to be smart-equipped and offer a range of smart products, including being part of multi-operator ticketing schemes.** However, this is dependent on the costs to smaller operators making it economically viable to equip and run.
- 4.33** This is something we have already supported, by paying a higher rate of Bus Service Operators' Grant (BSOG) for smart-equipped buses. While this has proved highly effective for larger operators, it is not as attractive to smaller operators who cannot generate economies of scale in purchasing smart equipment. We are aware that fully specified smart ticketing machines may not be appropriate for smaller and/or rural operators where the costs of hardware and maintenance can be prohibitive.
- 4.34** Greater Manchester is a good example of how journeys can be made more integrated (Figure 4.1). By improving facilities for cyclists and public transport users, strengthening connectivity between transport modes, and introducing smart ticketing, Transport for Greater Manchester is developing a door to door transport network for its residents and visitors.
- 4.35** We do not want smaller operators to be excluded from smart ticketing. Fully integrated tickets need all of the buses in an area to be smart-equipped. Furthermore, we do not want the cost of smart equipment to be a barrier to competition.

**Figure 4.1: Transport infrastructure improvements in Greater Manchester**

TRANSPORT FOR GREATER MANCHESTER

# What we are doing and where



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- 4.36 In February, we began a pilot for a managed service with Norfolk County Council.** This will allow small operators to fit their buses with appropriate smart ticketing equipment via a service contract without needing to purchase the equipment up-front. Norfolk will invite 40 small and medium-sized bus operators, which collectively operate over 500 buses, to join the pilot. As the larger operators have already equipped their buses, this could mean around 700 smart-enabled buses in Norfolk.
- 4.37** The pilot will help us understand the best model for enabling smaller bus operators to go smart and for the development and acceptance of smart ticketing products across the country.

## Using smart ticketing to make concessionary travel more efficient

- 4.38** Smartcards are already integral to concessionary travel: all 9.8 million concessionary travel passes for older and disabled people in England are ITSO smartcards. **We will work with local authorities and transport operators to use smart ticketing to help deliver this popular, socially inclusive benefit more efficiently.**
- 4.39** We intend to work with local authorities, operators and ITSO to look at a range of issues such as the governance of the smartcard scheme and national hot-listing of lost and stolen cards. This work will also feed into the Smart Cities Partnerships and the Managed Service pilot.
- 4.40** Under concessionary travel legislation, local authorities are allowed to provide additional concessions. This includes travel for other groups of people, such as young people. We recommend that local authorities should assess the transport needs in their area, including reviewing the commercial discounts already on offer, and identify opportunities to encourage the use of public transport through local authority-led concessions. **We are asking local authorities and bus operators to consider offering travel discounts to all those aged 18 and under, not just to those in education.**

## Facilitating the use of new technologies

- 4.41** Technologies are changing, and with it how we buy and pay for everything from high-value items right through to a morning coffee, and how we manage our bank accounts and major bills. As the market evolves over the next few years, we want to learn from successes in transport and in other markets, tackle the challenges that have been highlighted and remain open to new developments in technology as they become available. In particular, contactless bank cards and Near Field Communications-enabled mobile phones offer exciting opportunities in transport.
- 4.42** Contactless bank cards are already accepted on buses in London, and plans are underway to extend this to other modes of transport. We would like to see operators considering dual-equipped machines that can read both ITSO

smartcards and contactless bank cards, so providing greater flexibility for the future and allowing passengers the choice of which method suits them. This is the approach we have taken for SEFT and IoP.

- 4.43 We also think that NFC-enabled phones may have an important role to play. This technology allows a phone to be used as a smartcard, but with the added advantage of a screen to display information about the stored tickets, and the ability to buy and load tickets over the air.
- 4.44 **We will consider the impact of new technologies, along with how best to promote integrated ticketing, when we review the residual Bus Service Operator Grant and incentives in 2014.**

## Addressing operational challenges to smart, integrated ticketing

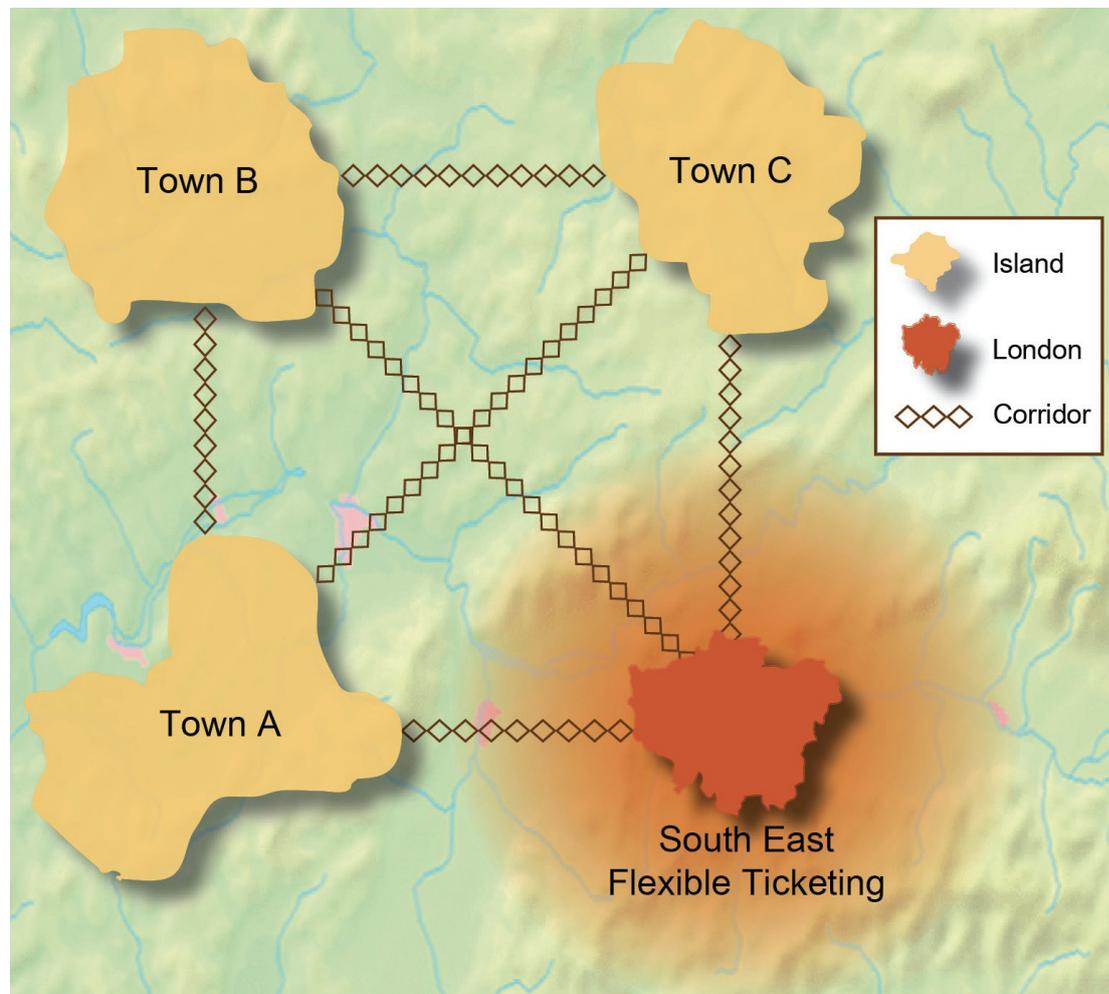
- 4.45 While the potential benefits of smart, integrated ticketing are significant, so are some of the challenges.
- 4.46 The ITSO specification and contactless bank cards enable interoperability between systems, but seamless travel also requires significant co-operation between operators. This can mean that new commercial agreements – and new business processes to support those agreements – are needed.
- 4.47 For SEFT, we are discussing these arrangements with the train operating companies and their owning groups.<sup>28</sup> We understand that this co-operation can be challenging for operators, who compete with one another, and who for commercial reasons are keen for passengers to use their own ticketing systems. However, this runs contrary to the vision of seamless travel we are seeking to implement, and we are working hard with operators to put the necessary commercial arrangements and supporting systems in place.
- 4.48 In the short to medium term, we aim to work with our partners to make progress in deepening the consumer offer across a range of smart “islands”, from cities such as Sheffield, Nottingham and Oxford, to sub-regional or local areas such as the South-West or Norfolk. To enable seamless door-to-door journeys across the country, we expect these local schemes in due course to become interoperable with each other. Over time, we envisage that the local ticketing schemes will be linked by corridors of intercity transport (see Figure 4.2). This will create a network across the country that provides for the seamless travel at a national level without the need for a single national ticketing scheme.

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<sup>28</sup> Similarly, TfL is currently exploring how contactless bank cards could be used to replace season tickets, rather than just pay for individual trips. Although SEFT and IoP equipment will technically be able to read contactless bank cards, for them to be used in place of season tickets will require new commercial agreements to be put in place. Any further expansion of Oyster on national rail would also need new commercial agreements.

**4.49** We know that this is more challenging than delivering standalone schemes, but believe that the benefits to the passenger and to the overall network from integration will be substantial. **We will continue to work with local authorities, operators and ITSO to overcome both technical and commercial barriers to interoperability.**

**Figure 4.2 Connected islands of smart ticketing**



Smart schemes in conurbations A, B, and C are all connected to one another, and to SEFT. The conurbations are linked by corridors of intercity transport that can use the same smartcard.

## 5. Improving connections at every stage of the journey

**We want reliable connections between different types of transport to give travellers the confidence to make multi-modal journeys.**

- We will ensure there are better connections, between trains, and between trains and buses, at different stages of the journey to enable convenient and timely access to public transport.
- We will encourage transport providers to work together to co-ordinate timetables and minimise delay for the traveller.
- We will invest in developing a high-quality cycling and walking environment, particularly close to train and bus stations.

- 5.1** When planning a door-to-door journey, people need to be confident that the different steps will work together, and connections can be relied upon. Currently, many people build in longer than necessary 'change' times, as they think that public transport can be unreliable or that services may be disrupted. This longer journey time can then deter them from using public transport at all.

### Improving connections at the local level

- 5.2** A significant share of the £600m Local Sustainable Transport Fund is being invested in schemes that help support better connectivity between different transport modes. Such projects will see increased use of real-time information, improved timetable design and production, enhanced park and ride services, demand-responsive services and more bus priority routes. **We will continue to monitor delivery of all projects funded under the LSTF.**
- 5.3** To improve co-ordination between bus services and connections with other modes of transport, **we intend to devolve payment of the Bus Service Operators Grant (BSOG) to local transport authorities** for all bus services run under contract to the local authority. This will allow local authorities to support services that best meet local transport needs. We have challenged local transport authorities to work with bus operators to identify how the BSOG could be spent more effectively within their area. We will review their proposals and, following a competitive process, designate a number of Better Bus Areas where the BSOG will be devolved to the local authority, rather than being paid directly to the bus operator. It will also be enhanced with a top-up fund.

- 5.4** Partnership between public and private sectors is vital to this approach to ensure that we get the best patronage out of bus networks. We ran a consultation on the implementation of our proposals and will be publishing the results and guidance on how to apply to become a Better Bus Area early in 2013.
- 5.5** We provide funding through the Local Authority Major Scheme programme for a variety of local schemes, such as park and ride projects which enable people to access the bus network more easily, and so make more sustainable journeys. In the current programme, we are supporting two new park and ride sites in York, a new site between Gloucester and Cheltenham at Elmbridge, and improvements to existing sites in Bath. **We will continue to work with local authorities to monitor delivery of these schemes.** From 2015/16, this funding will be provided under devolved arrangements in which local transport bodies will decide what schemes go ahead.
- 5.6** As we extend Britain's high speed rail network first to Birmingham and then to Manchester and Leeds, **we will work with local partners to understand how best to make the stations accessible to passengers – with good connections as appropriate by bus, rail, tram and coach.**
- 5.7** As part of our ambition to increase future levels of cycling, we will also examine how to enable more passengers to get to stations by bike. Currently, just 2% of passengers cycle to stations.

## Working together to co-ordinate services

- 5.8** The Local Transport Act 2008 increased the scope for operators to co-operate with each other to integrate timetables and so provide better connected services. **We will investigate how we can drive better connections – particularly at key interchange points – in rail and bus timetables.**
- 5.9** We recognise that, due to the rail information operating systems in use, there is currently a delay of around 18 weeks between a change being made to bus times, and that information becoming available to train operators. Clearly this makes it difficult to align timetables. **We will explore whether new technologies would speed up the transition time between different operating systems.**
- 5.10** One strand of our work through the TSCC (see 3.5 above) will see improvements in the availability of real-time information about the entire network. This is particularly helpful where services are disrupted as passengers will be able to get clear and consistent information about the disruption, allowing them to re-arrange their journey or inform others thereby reducing the impact of their delay.

## Developing a high-quality cycling and walking environment

- 5.11** Concerns about safety can put people off cycling whilst others may be discouraged by a lack of confidence on the road or the quality of facilities for cyclists at interchange hubs. We have allocated £35m funding to address cycle safety concerns and **we will be working with partners and local authorities to deliver the improvements.**
- 5.12** In addition, we have allocated £15.5 million funding to Sustrans to invest in cycling and walking routes across England, particularly between schools, businesses and transport hubs. Measures will focus on improving safety, increasing the number of traffic-free cycling and walking routes and improving signage.
- 5.13** We want to see improvements to the walking environment on strategic routes to transport interchanges, educational establishments and major employment hubs. Walking is a healthy travel option and improvements to walking routes can often be made at low cost, and deliver significant impact in terms of easing congestion, as well as improving health.
- 5.14** We want to make it easier for people to travel to and from railway stations by sustainable means. Station Travel Plans are a means of engaging with station users and community organisations to facilitate improvements that will encourage them to change the way they travel to the station. Evaluation of our pilot programme shows that Station Travel Plans led to increased cycling and walking, significantly increased bus patronage and higher satisfaction with connections to public transport at some of the railway stations.<sup>29</sup> We have committed Southern Railway to develop 30 Station Travel Plans with £1.25m to be spent on outcomes through their franchise period.
- 5.15** We have provided £14.5 million funding to the Cycle Rail Working Group (CRWG) to improve integration between cycle and rail at railway stations. Measures will include safer and more secure cycle racks, additional cycle parking and storage, and better access for cyclists. This will complement the £7 million that Network Rail is already spending in this area.
- 5.16** In addition, the funding has been used to increase the number of hire bikes available at stations making it easier for people to continue their journey by bike. This fund has been the major enabler in doubling cycle parking at stations across the UK since 2010. **We will continue to work with CRWG to oversee implementation of new cycle facilities at stations** over the next year.

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<sup>29</sup> Rail Safety and Standards Board (2012) - *Evaluation of the pilot programme of Station Travel Plans*  
[www.rssb.co.uk/sitecollectiondocuments/pdf/reports/research/T918\\_rpt\\_final.pdf](http://www.rssb.co.uk/sitecollectiondocuments/pdf/reports/research/T918_rpt_final.pdf)

### Example: Shotton Station Travel Plan

A Station Travel Plan at Shotton station in Flintshire has led to improved cycle facilities, better signage and more useful passenger information.

The station was identified as having poor interchange facilities with limited cycle parking and inadequate signage for bus services. A local action group worked closely with transport providers to develop a Station Travel Plan which identified where to focus improvements and set timescales for delivery.

As a result, Shotton station now has more cycle facilities and better information. Connections to other forms of transport have been improved through better bus stop markings at stops near to the station, improvements to pedestrian access and new fingerpost signage. In addition, a new real-time information display at the entrance to the station shows both rail and bus times.

This has not only made it easier for people to get to and from the station, but they have the added confidence of the knowing when their next rail or bus service is due to depart.

- 5.17** Car clubs can also provide public transport users with a convenient means of seamlessly completing a journey. **We will work closely with Car Plus, and other organisations promoting non-private car use, to explore how we can encourage uptake of short term car rental models as part of the door-to-door journey.** We will look at the barriers to providing dedicated parking spaces for car clubs at transport hubs, and will work with local authorities and transport operators to identify locations where these barriers might be overcome, so that a successful car club scheme can be rolled out.

## Delivering more accessible transport

- 5.18** Our Accessibility Action Plan<sup>30</sup>, published in December 2012, outlines how operators, local councils and the Department for Transport can all help to make it easier for people using public transport, particularly those with disabilities, to get to where they need to go. Specific measures seek to:
- develop an accessible journey planner;
  - build on the transport successes of the Olympic and Paralympic Games, to create a long-lasting legacy of improved access and information, so disabled travellers in particular have the confidence to use public transport; and
  - raise awareness of the designated wheelchair space on public transport by examining signage and enforcement, and by sharing best practice.

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<sup>30</sup> Department for Transport (2012) – *Transport for Everyone: an action plan to improve accessibility for all* [www.gov.uk/government/publications/accessibility-action-plan](http://www.gov.uk/government/publications/accessibility-action-plan)

**5.19 We will continue to improve access to and safety on public transport.** The Public Service Vehicles Accessibility Regulations (PSVAR) 2000 require facilities such as low floor boarding devices, visual contrast on step edges, handholds and handrails, priority seats and provision for passengers in wheelchairs. All buses and coaches used on local or scheduled services are required to be fully PSVAR compliant by 2017 and trains must meet these standards by 2020.

## 6. Enhancing transport facilities

**We want transport facilities to be safe, comfortable and easily accessible, so they meet the needs of passengers.**

- We will continue to ensure that our investments at railway stations and on transport interchange hubs fund improvements that deliver high-quality facilities that meet customer needs.
- We will work with transport providers to make interchange facilities more attractive to the traveller and support multi-modal travel.
- We will ensure the future needs of society are considered at the beginning of any new developments, so that interchange facilities can be designed around expected customer needs from the outset.

- 6.1** Interchange can be viewed as a potential cause of delay and is seen as having no benefit. Time spent waiting for a connection is often viewed as 'lost' time, so it is important that facilities used during interchange – such as rail and coach stations – are comfortable and safe, have good directional signage and are easily accessible, and the perception of 'lost time' is diminished.
- 6.2** If we are to encourage greener travel choices, people need to feel confident that they can safely walk to the tram stop, wait for a bus, or leave their bicycle at the railway station all day. In addition, there should be adequate car parking at stations to ensure people can drive to their closest station and safely park their car before using the train or coach for the main part of their journey.

### Delivering high-quality station and interchange facilities

- 6.3** We have already invested significant sums of money in improvements to transport facilities, particularly at railway stations and **we will continue investing in the railway to improve passengers' journeys and support our economy**. During the Spending Review period to 2015, we committed £2.1 billion to improving stations through initiatives such as the National Stations Improvement Programme and Access for All, as discussed in 1.10 above.
- 6.4** Owing to the success of these schemes, the Government recently announced a further £100m of funding to extend the Access for All programme from 2015 to 2019. There is also a proposal to extend the National Stations Improvement Programme by £100m for further schemes to be delivered up to 2019.
- 6.5** We have committed £20m to the New Stations Fund, which aims to increase access to the rail network. The Fund will help towards the cost of building new

stations which can be brought quickly into use for the benefit of passengers and the economy. Working with Network Rail, **we will oversee delivery of the project** to ensure that new stations will be operational as soon as possible.

- 6.6** The single biggest investment is the £640 million being spent on modernising Birmingham New Street. We have provided direct grant funding of £160m for this project, which is due for completion in 2015 and will dramatically improve passenger experience at this major interchange point. It will provide:
- improved access to platforms with 15 new lifts and 40 new escalators;
  - 160 new public cycle spaces;
  - improved connections with the expanded Midland Metro service; and
  - a new southern exit to the station.
- 6.7** The quality of railway stations remains an important issue for passengers. We are looking at how stations are managed to make sure there is the right balance of incentives between Network Rail and train operators.
- 6.8** Perceptions about personal safety on public transport can deter people from using it. In partnership with British Transport Police, we sponsor the Secure Stations Scheme which is designed to improve security and provide reassurance to travellers and staff using railway stations. Participation in the scheme has continued to grow with over 1300 stations currently accredited, including the 17 major stations managed by Network Rail. Ten train operating companies have achieved a 100% accreditation on their lines.

## Investing in sustainable interchange facilities

- 6.9** A large number of LSTF projects have targeted improvements in facilities at both rail and bus stations. These include projects to improve public transport interchanges and station forecourts, upgrade bus shelters and stops, and invest in more cycle facilities. **We will continue to monitor delivery of these schemes.**
- 6.10** Plug-in electric vehicles are well-suited to short journeys, such as driving to a railway station. To encourage commuters to use plug-in electric vehicles, we recently announced a fund of £9m, available to train operators to install charging infrastructure in station car parks. Some of the Plugged-In Places schemes have already installed chargepoints at railway stations: this funding seeks to increase the number of such facilities.

### **Example: The Leeds CyclePoint**

The Leeds CyclePoint was the first cycle hub in the UK to offer secure cycle parking along with retail and repair facilities, cycle hire and cycle information.

The CyclePoint, situated directly opposite the entrance to Leeds railway station, is conveniently located for cyclists going to or from the station. It is a staffed facility offering customers a safe, dry and clean location to store their bikes. It uses double-decker staggered bike racks based on a Dutch design so more bikes can be stored in a limited space, reducing the number of bikes on trains or left on platforms.

Customers can have their bikes serviced during the day, and if they return out of hours, the facility can be accessed via a swipe card system, giving customers the confidence that their bike is safe and secure at any time of the day.

This innovative facility is a good example of what is needed at stations to encourage more people to cycle to and from the station.

## Aligning transport planning with future needs

- 6.11** It is important that transport planning is integrated with land use planning so that transport facilities can be developed to meet the future needs of the community. **We will continue to strongly encourage local transport authorities to integrate effectively with local planning authorities when they are drawing up their local plans.** Local plans support delivery of sustainable transport measures by setting out policies which developers should include in their planning applications as a matter of course.
- 6.12** The National Planning Policy Framework has at its heart a presumption in favour of sustainable development. The Framework sets out that new developments should be located at the best place to make use of public transport, that developers should look to reduce carbon emissions through including sustainable transport measures when designing their sites, and that local amenities such as schools, work and leisure facilities should be within walking and cycling distances where possible to reduce congestion.
- 6.13** **We are reviewing the Department for Transport Travel Plan guidance** to support developers and local planning authorities in designing, monitoring and evaluating travel plans to develop best practice.

## 7. Next steps

- 7.1** Local and national government, public and private sector transport providers and businesses all have the ability to influence the door-to-door agenda. But their different roles and responsibilities, funding structures and project management processes can lead to an un-coordinated approach. By working closely with organisations with an interest in and responsibility for transport, **we will provide the vital co-ordination role to deliver our strategy.**
- 7.2** As this strategy has shown, all parts of the transport industry have a role to play in improving the door-to-door journey. **We are working in partnership with transport operators and local authorities to overcome the challenges of integrating different modes of transport.** We have therefore established a cross-industry group, the Door to Door Roundtable, specifically to take forward actions within this strategy and ensure that best practice drives the way that industry delivers improvements..
- 7.3** The Door to Door Roundtable will act as a delivery mechanism for the initiatives outlined in this strategy. In addition, as an outcome of the Roundtable, the Department for Transport is now represented on three key groups looking specifically at the areas of cycle and rail integration, bus and rail integration, and smart and integrated ticketing. We will be asking each group to take forward the initiatives that relate to their work areas and to ensure that improvements to door-to-door journeys are to be delivered.
- 7.4** With the help of the Door to Door Roundtable, we will explore if and how we can use existing surveys such as Passenger Focus's National Rail Passenger Survey to provide a robust indicator of improvements in the door-to-door journey. We will look at the evaluation of the Local Sustainable Transport Fund, consider making use of other independent customer surveys and work with our behaviour change specialists to determine if there have been changes in travel behaviour to greener modes.
- 7.5** We will also keep a close eye on other indicators that could show changes in travel behaviour that favour greener modes. For example, increased PLUSBUS ticket sales would indicate that more people are choosing to make their onward journey from the rail station by bus. Use of cycle facilities at railway stations will be monitored by the CRWG.
- 7.6** **We will publish an action plan on the Department for Transport website later in the year so that progress towards the actions within this document can be clearly monitored.**