

Response to Dorset County Council's consultation on the proposed removal of subsidy and for buses.

Summary of main points of the response:

- Bus travel accounts for nearly two thirds of public transport journeys but does not receive a proportionate public sector investment¹
- Bus Services are essential to enable people to access education, employment and vital services
- Home to school transport costs could be cut by the provision of appropriate bus services
- Avoidance of social exclusion reduces the burden on local health and social services and buses are key to this
- Disabled people will be particularly badly affected by the proposals, even more than other vulnerable groups in the county
- Removal of one day a week services will exacerbate the isolation in areas where there has already been a cull to services in previous rounds of cuts.
- Community Transport (in various forms) will not be able to bridge the gaps which would be caused
- The effect on the local economy, congestion and integrated transport options should not be underestimated
- The contribution of the bus to the working of the economy and society is multi-faceted. The bus is not simply a transport mode it is more than that.

Bus Users has carried out a series of public consultation events across Dorset and would be happy to share this research with DCC officers and offer some advice on how best to mitigate the effects of any cuts that do go ahead.

Who we are

Bus Users UK champions the interests of bus and coach passengers throughout Britain and is the official body to oversee bus users' complaints in England (outside London) Wales and Scotland under the EU Passenger Rights Regulations.

Passengers understand that Dorset County Council, like every local authority, is required to make substantial savings in the current climate. However, it should be noted that bus travel accounts for nearly two thirds of public transport journeys but does not receive a proportionate public sector investment².

Prioritising savings is always going to be a difficult job. But when deciding those priorities it needs to be considered that bus services are not simply a dispensable luxury. Bus services are essential to enable people, including those on low incomes and with disabilities, to:

¹ Transport Statistics Great Britain

² Transport Statistics Great Britain

- Access employment
- Access education
- Access health services
- Get to shops
- Avoid isolation and social exclusion
- Enjoy a greater degree of well-being

The first three of those requirements are always at the top of local authority spending priorities, and removing bus services risks people losing access to those essential services.

Bus services can access shopping centres in an environmentally-friendly and more effective way than the private car, and bus users contribute to the high street economy in a way which is often underestimated. Removing access to bus services and thereby denying access to local retail centres to people without private transport is likely to stifle economic growth.

Avoidance of social exclusion and encouragement of well-being can often reduce the burden on local health and social services and enable more active citizenship.

Even for those able to afford to run a car, bus services can provide an alternative which is sustainable and can provide better access to town centres, alleviating congestion at peak times.

Impact of proposals on access to Education & Employment

Feedback from our events shows a large reliance on taxis for home to school transport in communities which could benefit from a bus service. Home to school transport is one of the biggest parts of a local authority's transport budget and many of these costs could be avoided by providing an adequate bus service. Getting children and young people onto a local bus service increases their self-reliance and independence, gets them used to travelling by bus, increases activity levels (which decreases childhood obesity thereby decreasing the impact on the NHS), reduces congestion and encourages young people to think about the bus as a sustainable future source of transport. Bus Users UK would urge the council to consider the requirements of Section 63 of the 1985 Transport Act to provide 'socially necessary' buses and reallocate the majority of this budget to subsidising bus services to meet this need.

In 2014, research showed that the average education cost per pupil in the UK was £807. This does not include children with Special Educational Needs for whom the cost was £4366 per pupil. ³

As many schools and colleges become specialised academies, students need to be able to travel to different sites in order to study their field of interest (some of these are out of county). By removing bus services, this forces students to accept whatever course is available at their local educational establishment rather than allowing them to develop their specific interests and skills into possible career paths.

Young people who are made to be reliant on home to school transport cannot take part in extracurricular activities and cannot therefore broaden their horizons as easily as their urban counterparts. These extra-curricular activities will often make a difference to an employer when noted on a personal statement or CV.

Access to opportunities for work experience also decreases and puts young people based in suburban and rural areas at a distinct disadvantage to their peers living in urban areas. Dorset's

³ 2014 ATCO Benchmarking Survey

Children and Young Peoples' Plan should recognise the importance of providing access for young people to further education and employment along with independent access to social and recreational activities.

Likewise, entry level jobs tend to require unsocial hours working and certainly weekend travel so anything which would impact on people's ability to access employment needs careful consideration if it not to have a deleterious impact on the ability of employers to find and retain local staff.

The Government is looking to revive plans to amend Sunday trading laws which will result in extended opening hours but the staff will not be able to access their places of employment if further cuts are made to bus services.⁴

Impact of proposals on access to Health and Social Care services

Decreasing access to buses will increase the burden on other parts of the council's budgets such as social services who will have to deal with more cases of depression and anxiety, adding to the workload of the NHS. Access to community groups provides help and support upon which the NHS and social services currently rely and the removal of that access would cause additional burdens on child and adult social care budgets.

Many patients will not be able to attend morning or late afternoon appointments due to restrictive bus services. This will impact on consultants' appointments potentially affecting surgery and theatre availability and putting more stress on the doctors' and ancillary staff's shift patterns. Many of Dorset's residents are sent to out of county hospitals for NHS services (e.g. Salisbury hospital).

The Dorset Community Transport website states:5

"Patients who need to get to and from hospital or their doctor's surgery are expected to make their own way there, whether by public transport or with the assistance of relatives, friends or neighbours. In some areas community transport may be an option. Patients are only eligible for free patient transport if they are deemed frail or disabled. Therefore the majority of patients and visitors would not be able to use free patient transport and be forced to rely on community transport which does not serve Salisbury hospital. If the scheme were extended to include access to the hospital, it would cost approximately £21 for a round trip based on the current Community Transport rate of 45p per mile.

As the UK's population ages, the requirement for care staff to visit clients' homes will increase. Without bus services to support these vital carer givers, clients will be forced into a care home system which is already straining at the seams.

Many community transport options do not suit the passengers. It does not account for the need to make onward connections to get to a large town or city to spend enough time there to shop or visit relatives in care or to have a medical appointment.

The "Later life in rural England" report by Age UK is a wide ranging assessment of the challenges facing older people living in rural areas, with lack of transport identified as a major issue given that 35% of older households do not have access to a car. The transport chapter highlights the

⁴ http://www.theguardian.com/business/2016/feb/02/government-plans-amend-sunday-trading-laws?

⁵ https://www.dorsetforyou.com/travel-dorset/bus/community-transport/community-transport-maps

⁶ www.ageuk.org.uk/herefordshireandworcestershire/campaigns-and-events/later-life-in-rural-england

importance of regular, convenient and reliable bus services to the lives of older people in rural areas, and identifies reductions in service as a serious concern, impacting on all aspects of their lives. It calls on local authorities to recognise the wider value of bus services in preventing social isolation and to base funding decisions on impact assessments and not just costs and the number of people using a service.

Impact on housing

The additional erosion of rural communities if public transport is decreased should also be noted in the wake of closures of libraries, post offices, GP surgeries and in some cases, local schools as a result of centralisation. If transport links are cut, there will be an inevitable movement of people towards urban centres. Given the lack of social housing in urban environments in the county, this shift will add to the workload of the housing departments in local authorities and increase the burden on housing associations.

Planning permission has been granted for a number of social housing developments in the more rural areas of Dorset without any thought to how the residents are to access that housing.

Impact of proposals on disabled residents

As of January 1st 2016, all single decker buses must be DDA compliant, and this means that passengers with a disability can have confidence that, for the most part, their end-to-end journey will be accessible. This should mean that their opportunities have significantly increased, but if there is no bus service where they live, the accessibility changes are meaningless.

The DWP has set up centres around the county which specialise in disability work exemption assessments. Many of these centres rely on their clients being able to access their services by public transport as many of these people, by nature of their disability, will not be able to drive

It may also be worth noting that independent research by Scope suggests that 2 out of 3 wheelchair users have been overcharged by taxis because of having a wheelchair.

Impact of proposals on local economy

In many parts of the county, market days are the only day there is a bus service. To reduce the number of customers available to these market traders will have a far-reaching effect on the economies of those communities but also the livelihood of the traders. Removing bus services will also prevent people from attending cultural social events. The impact on theatres and cinemas in smaller communities will be far reaching.

High street shops already struggle to compete and removing the shopping option from a significant proportion of the county's residents will inevitably have a damaging effect on the local economy.

Highlights from the "Buses and the Economy II" report written by the Institute for Transport Studies, University of Leeds in July 2014 and commissioned by Greener Journeys and the DfT, show:

- There is a significant relationship between accessibility by bus and employment.
- People in urban areas who are currently unemployed and seeking work depend heavily on the bus for access to employment.
- The bus is a vital artery for shopping trips. Bus has the largest market share (one third) of retail/expenditure trips to city centres.

⁷ www.greenerjourneys.com/2014/07/buses-economy-ii

• The bus has an important social insurance dimension. This is the value of having the option available of using the bus, plus any social or community value buses have on behalf of others.

Environmental impact

The National Planning Policy Framework⁸ states that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The transport system needs to be balanced in favour of sustainable transport odes, giving people a real choice about how they travel. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.

The "Creating Growth, Cutting Carbon" white paper recommends offering people sustainable transport choices, that will stimulate behavioural change.

The Door to Door Strategy¹⁰ builds on the "Creating Growth, Cutting Carbon" white paper by setting out the Government's vision for an integrated transport system that works for everyone and making journeys by a sustainable means an attractive option. The benefits of the strategy's approach are:

- Protecting the environment- by increasing the use of sustainable transport to help cut carbon emissions and improve air quality.
- Boosting economic growth by improving connectivity and interchange and cutting congestion to help link businesses and markets
- Supporting society by providing a well-connected and accessible transport system that is safe and secure to help improve public health and the quality of life
- Deliver a good deal for the traveller by integrating the door-to-door journey as a whole to help make travel more reliable and affordable.

Reliance on Community Transport

Solutions involving community transport, or using taxis, demand-responsive transport and so on to reduce the cost of individual journeys to more remote locations, can be non-inclusive. Many of the community transport schemes already in use across the country operate under Section 19 permits which limits their use just to members of the scheme. Use of Section 22 permits enables community transport to benefit the whole community and to enable people to make journeys spontaneously. This may well reduce the cost savings somewhat but will give greater benefit. Greater value could also be attached to bus services in some parts of the county by effective marketing; many of the routes affected are scenic and could be attractive for leisure travel if properly marketed.

The cost of community transport in Dorset is causing many residents concern. They will not be able to afford to go out for longer days out which are currently easily accessible by bus. There are capacity issues. For example 26 people got on service 42 in Salwayash and the surrounding area to go to Bridport market. A community minibus would not carry that amount of passengers.

Our research suggests that more people would like to see more money provided to local bus routes rather than encouraging reliance on community transport which is perceived as far less convenient and does not go where people necessarily want to be. Community Transport removes the 'impulse purchase' element of bus service and implies that everyone is able to plan their lives at least 24

⁸ www.gov.uk/government/publications/national-planning-policy-framework--2

 $^{^{9}\,\}underline{www.gov.uk/government/publications/creating-growth-cutting-carbon-making-sustainable-local-transport-happen}$

¹⁰ www.gov.uk/government/publications/door-to-door-strategy

hours ahead. This particularly impacts on those living with or caring for someone with progressive illnesses or mental health issues whose ability to go out cannot be taken for granted from one day to the next. There are concerns that, should more bus services be removed, Community Transport service would not be able to deal with the demands. Passengers have already stated that, should these proposals go ahead, they will book ahead to guarantee a space. This will result in empty seats should they then not choose to travel on a certain day.

Passengers with learning disabilities or dementia will struggle to remember to book a service ahead. As a society we need to be making life as simple as possible for everyone, taking away the stresses and strains which may later cause health issues. Removing regular bus services is taking away that routine which many people have come to learn as part of travel training. All the money spent on travel training Dorset residents to enable an independent life will be wasted.

Dorset PlusBus¹¹ (not to be confused with the established combined rail/bus ticket of the same name) operated by Dorset Community Transport limits its use to people with mobility issues. There is no clarification as to whether residents without mobility issues will be able to use it should bus services be removed. There is also a charge of £5 return which, in the case of Ferndown to Wimborne, equates to 62.5p a mile (higher than the Inland Revenue reimbursement rate).

Impact of proposals on integrated travel

The consequences of the proposed cessation of the subsidised section of the X12 service is severe. These actions represent a very real loss of public transport availability and connectivity. This will mean that that rail connections at Salisbury would be lost. Bus Users UK would urge Dorset County Council to discuss this service with Wiltshire Council and/or Salisbury City Council in order to retain this vital link which not only serves as an integrated transport solution but provides access to work, education (Salisbury has a new university), medical services and tourism.

Many Dorset towns serve as hubs for onward travel. If the X12 stops at Dorchester, people will have to buy a ticket from a different operator for onward travel to Weymouth. This will increase costs. The local authority needs to consider a multi operator ticket, similar to the Avon Rider scheme in the West of England.¹²

Impact of proposals on the future sustainable growth of public transport

Bus use is highest amongst those aged 17-20 and 60+ and bus use in the South West has actually increased. 13

Bus Users UK would like to see young people wanting to continue to use the bus longer term rather than automatically considering a driving licence as soon as they can. Furthermore, Bus Users UK would like to encourage local authorities to implement schemes to encourage young people to use the bus, such as the Welsh Government's young person's discount and discounts for those in full time education. Some operators in Dorset do not even a child fare which does nothing to encourage ongoing future use.

The Equality Act 2010

¹¹ https://www.dorsetforyou.com/travel-dorset/plus-bus

¹² http://travelwest.info/bus/fares/rider-ticket-information/avonrider

¹³ DfT Local Bus Statistics 2014/15

From 5 April 2011, s.149 of the Equality Act 2010 extended the duty of authorities in respect of people suffering any of the "protected characteristics" of race, disability, sex, pregnancy and maternity, gender re-assignment, sexual orientation, religious beliefs and age, but now for any "public authority". The Act requires that every public authority must, in the exercise of its functions, have due regard to the need to "remove or minimise disadvantages suffered by people who share a relevant protected characteristic" where the disadvantage is connected to that characteristic, to the need to "meet the needs of people who share a relevant protected characteristic" where those needs are different from the needs of people who do not share the characteristic, and to the need to "encourage people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low".

Removal of bus services contradicts the requirements of this Act.

Concerns over the consultation

Residents of Dorset have expressed anger and concerns over the way the consultation has been handled. The consultation period is very short compared to other local authorities around the country. Many of the concerns breach the local authority's own consultation charter¹⁴. For a consultation to be proper, it should follow the Sedley criteria. In R v Brent London Borough Council, ex p Gunning, it was accepted that the following four "basic requirements are essential if the consultation process is to have a sensible content":

- i. Be undertaken at a time when proposals are still in a formative stage.
 - Given the urgency of this consultation and the date of removal of services set at 11 April, there are concerns that the decisions have already been made and therefore not in a formative stage, e.g. in the case of the X12 it has been muted that it will only run between Dorchester and Blandford Forum. The timescales stated below do not allow for much consideration to be given to the responses and imply that the decisions have been made without any Cabinet input:
 - o Start of consultation Monday 11 January
 - End of consultation Monday 8 February
 - 56 day notice to be given to Traffic Commissioner Monday 15 February
 - o Cabinet meeting Wednesday 24 February
 - End of statutory seven day cooling off period Wednesday 2 March
 - o Implementation of cuts Monday 11 April
- ii. Include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and an intelligent response.
 - Full descriptions of routes were not provided, making only reference to the Dorset settlements which would no longer be served and not mentioning out of county towns affected. Some of these out of county areas provide services on which Dorset residents rely (e.g. X12 and 14).
 - Service 34 is described as Buckhorn Weston, Sandley, Kington Magna, West Stour, East Stour, Madjeston as the Dorset settlements currently served. There is no mention of Gillingham which the bus currently serves.

¹⁴ https://www.dorsetforyou.com/article/329626/Why-local-authorities-consult

- The description on service 35 does not include Enmore Green and Shaftesbury which are currently served.
- Service 76 does not mention Bridport in the service description.
- Service 103 was not on the original consultation document and only added after a member of the public highlighted it to a member of the transport team at DCC.
 Therefore it was excluded from the original circulation of news about the bus review and some users may not be aware that it was added at a later date.
- The description on service 186 has omitted Dorchester
- The consultation document for service 253 states that it currently runs Tuesdays and Thursdays. It is currently a Monday to Friday service. ¹⁵
- o The consultation document for service 275 does not mention Swanage.
- Service 315 is shown on the consultation document as operating Tuesdays only when, in fact, it is a Wednesday service. ¹⁶
- Service 317 is shown on the consultation document as operating Tuesday only. This
 is actually a Thursday service. ¹⁷
- The consultation document states that service 323 operates on Tuesdays. This is not the case. It operates on Mondays. ¹⁸
- The route description for service 368 has omitted Blandford, Durweston and Shillingstone.

There are 27 services on the 'at risk' list and mistakes with 13 of the services (48% of the consultation document). Inaccurate or incomplete information may have the effect of precluding an 'informed and intelligent response' to the disadvantage of a party that may be affected by the decision.

iii. Adequate time must be given for consideration and response.

In *R* (*Breckland DC*) *v Boundary Committee* [2009] EWCA Civ 239 it was held that it was necessary for there to be some form of proposal to which consultees could respond, and that the relevant information must be presented in a form which is digestible for those to whom it is addressed.

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http://assets.goaheadbus.com/media/cms_page_media/782/Damory%20253.pdf 16

http://www.travelinesw.com/swe/XSLT_TTB_REQUEST?language=en&line=42315&lineVer=1&sup=%20&net=swe&project=y10&outputFormat=0&command=direct&itdLPxx_displayHeader=false&itdLPxx_sessionID=EFA02_50170249&itdLPxx_operatorCodeForTTB=DY_and

http://assets.goaheadbus.com/media/cms_page_media/877/Current%20Damory%20route%20315.pdf

http://www.travelinesw.com/swe/XSLT_TTB_REQUEST?language=en&line=42317&lineVer=1&sup=%20&net=swe&project=y10&outputFormat=0&command=direct&itdLPxx_displayHeader=false&itdLPxx_sessionID=EFA0 2 50170249&itdLPxx_operatorCodeForTTB=DCT and

http://assets.goaheadbus.com/media/cms page media/984/Damory%20route%20317.pdf 18

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http://assets.goaheadbus.com/media/cms_page_media/984/Damory%20route%20323.pdf

We understand from information provided by Dorset County Council employees that only 1,000 paper copies of the consultation were produced. 150 of those were sent to Bus Users UK which means that only 850 were produced for circulation around a county of nearly 750,000 residents. This means that only 0.1% of the population was given access to a paper copy of the consultation. This is corroborated by numerous complaints during the 'Your Bus Matters' event and direct feedback received of lack of information and libraries and local council offices not having the documents in place. Groups representing people with disabilities were only notified by Bus Users UK. Bus Users UK was not notified of the consultation (despite being the official body for bus complaints).

Although the *Breckland* case offers little assistance as to the length of consultations, the Code of Practice on Consultation issued by the Department for Business, Innovation and Skills provides that consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible. A four week consultation does not fall into this Code of Practice.

iv. The product of consultation must be conscientiously taken into account in finalising any proposals.

A Cabinet meeting to make the decision is not conscientiously considering the decision. It should be the decision of full council.

Some comments from the Your Bus Matters events (held across Dorset in January and February 2016). This are comments recorded from your residents and do not represent the view of Bus Users UK.

- The proposal to stop the X12 which would have life changing implications for a lot of people.
- We will be prisoners in our own village. I won't be able to get anywhere.
- Dorset County Council needs to realise that a county border does not exist for lifestyle choices. Residents often have to cross the border for services which are not provided within Dorset (or within their vicinity in the county).
- Community transport is essentially a glorified hitchhiking facility.
- People need to get to work.
- Major concerns about the impact on mental health.
- Bus services are essential to a civilised world.
- Bus cuts will remove contact with the outside world.
- You are hitting on the elderly again and those with disabilities.
- We can't afford to move to town.
- You will be old one day but there won't be a legacy for you (the decision makers)
- You are affecting all the vulnerable sectors of society the young, the old and the less able.
- You are making us dependant on neighbours that is unfair. You are taking away our independence, our lifelines.
- More and more people will lose their jobs. This will mean more unemployment.
- What's the point of having a bus pass without any buses?
- There will be an impact on the bus drivers who will either lose their jobs or be forced to go part-time. As they will not be able to survive on part-time wages, they will move on to other opportunities. As there is a national shortage of bus drivers in the UK, it will be difficult to get drivers who want part time shifts and so our services will be jeopardised even further.

Driver unemployment in towns where the bus depots are based will have a major impact on the local economy.

- This is rural discrimination. The cuts are falling disproportionately on rural routes.
- Buses provide emotional and social support.
- There is a distinct lack of pubic footways in many of these villages which would make walking for the residents extremely hazardous.
- Blandford Forum is already remote. The cuts will isolate it even further. There is a large number of cuts proposed in this area.
- People from Blandford won't be able to go anywhere except south.
- This will be the end of the world.
- We'll lose our sanity if we can't get out.

PLEASE NOTE: Bus Users has carried out a series of public consultation events across Dorset in the last couple of weeks and would be happy to share this research with DCC officers and offer some advice on how best to mitigate the effects of any cuts that do go ahead.

FURTHER INFORMATION

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