

**TRANSPORT**

**STRATEGIES TO  
COMBAT**

**SOCIAL EXCLUSION**



**MATISSE**

# TRANSPORT

## STRATEGIES TO COMBAT

### SOCIAL EXCLUSION



**Final Report (Part 1) by the  
Consortium to the European  
Commission Directorate  
General for Employment and  
Social Affairs.**

*Consortium Co-ordinator:*



***Transport & Travel  
Research Ltd***

*Consortium Partners:*



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## **Transport strategies to Combat Social Exclusion**

### **Executive Summary**

Following the Lisbon Conference in 2000, the European Union embarked on a major five year programme to combat social exclusion, with member states committing to a common agenda of objectives and National Action Plans. The first plans were produced in 2001, and are to be revised in Autumn 2003.

In parallel to the initiative on social exclusion, the European Commission has refined the Common Transport Policy, including the commitment to 'place users at the heart of transport policy'. There is an increasing realisation across Europe that transport policies in the past have contributed to social exclusion in Europe. However, it is also clear that transport policy (properly integrated into mainstream social policy) has the potential to improve social inclusion and cohesion in Europe's cities and rural regions.

There is currently growing pressure on transport planners to meet social targets, and yet neither a clear way forward, nor the skills and tools to tackle the issue.

This report is published by the MATISSE consortium. MATISSE is a 'Preparatory Action to combat Social Exclusion', funded by the European Directorate for Employment and Social Affairs.

The objectives of MATISSE are to:

- Demonstrate the impact that transport policies can have on causing and combating social exclusion;
- Raise awareness of the important links between transport policy and social policy achievement;
- Provide practical guidance to transport planners on how to appraise the problem and design appropriate strategies to improve accessibility, in tandem with social policy agencies.

The report contains a description of the transport problems facing excluded persons and neighbourhoods as a result of poverty, frailty, gender, disability, dependency and ethnicity. The lack of cohesion between policy areas at European and national levels is seen to be hampering progress in developing consistent policies.

A range of transport initiatives are outlined that planners can use to address exclusion. A sister document provides practical guidelines for planners on how to evaluate transport strategies for their inclusion benefits.

The report calls for:

- The need to form partnerships of social and transport agencies at EU, national and local levels to consistently evaluate the problem and present an integrated action plan for implementation. Currently, few member states are addressing the issue.
- The need to ensure the full engagement of excluded persons or groups, and 'front line' workers in the assessment.
- The need to assist planners in the member states with practical guidelines and skills training to address exclusion issues.
- The need to link transport issues more explicitly into the Commission's initiative on social exclusion, the National Action Plan process and the work of the EC Social Protection Committee.
- A more thorough audit of the current position across the Union and the new Accession countries, and a review of best practice examples.
- The setting up of best practice demonstrations on transport and social inclusion via EC programmes and national initiatives within a joint-working framework.

## Verkehrspolitische Strategien zur Bekämpfung sozialer Ausgrenzung

### Zusammenfassung

Auf der Lissabon Konferenz im Jahre 2000 beschloss die Europäische Union ein umfangreiches, fünfjähriges Programm zur „Bekämpfung sozialer Ausgrenzung“. In Rahmen dieses Programms haben sich die Mitgliedsstaaten auf gemeinsame Ziele und nationale Aktionspläne (NAPs) verständigt. Die ersten NAPs wurden im Jahr 2001 erstellt und zur Zeit steht ihre Überarbeitung an.

Parallel dazu, hat die Europäische Kommission die gemeinsame Verkehrspolitik überarbeitet und die Verpflichtung eingeführt "Nutzer ins Zentrum der Verkehrspolitik zu rücken". In ganz Europa wächst das Bewusstsein, dass die Verkehrspolitik in der Vergangenheit zu sozialer Ausgrenzung beigetragen hat. Gleichzeitig wird jedoch auch das Potential der Verkehrspolitik erkannt, soziale Integration und sozialen Zusammenhalt in Europas Städten und ländlichen Regionen zu fördern.

Gegenwärtig wächst der Druck auf Verkehrsplaner, soziale Ziele zu erfüllen, ohne dass ein klarer Weg vorgezeichnet oder die Fähigkeiten und Instrumente zur Bewältigung dieser Aufgabe vorhanden wären. Hier möchte das MATISSE Projekt ansetzen.

Das MATISSE Projekt ist eine von der europäischen Direktion für Beschäftigung und soziale Angelegenheiten finanzierte „Vorbeugende Maßnahme zur Bekämpfung sozialer Ausgrenzung“.

MATISSE hat die folgenden Ziele:

- Analyse der Auswirkungen von Verkehrspolitik auf die Entstehung bzw. Bekämpfung sozialer Ausgrenzung
- Wissenstransfer bezüglich der wichtigen Zusammenhänge zwischen Verkehrspolitik und der Umsetzung sozialpolitischer Ziele
- Erstellung eines praktischen Handbuchs zur Problemerkennung und der Entwicklung und Umsetzung von Strategien zu dessen Lösung - in enger Zusammenarbeit mit den sozialpolitischen Akteuren

Das Projekt hat zwei Kerndokumente erstellt.

Das MATISSE Hintergrund- und Strategiepaper geht darauf ein, wie sowohl lokale als auch individuelle Mobilitätsdefizite aufgrund von Armut, körperlichen Beschwerden, Behinderung, Geschlecht oder ethnischer Zugehörigkeit eine ausgrenzende Wirkung haben können. Der Mangel an Abstimmung zwischen den verschiedenen Ressorts auf europäischer und nationaler Ebene wird als Hindernis bei der Entwicklung einer konsequenten Politik zur Vermeidung dieser Art von Ausgrenzung betrachtet. Das Papier skizziert eine Reihe von Verkehrsinitiativen, die Planer zur Bekämpfung von Ausgrenzung einsetzen können.

Das MATISSE Handbuch zur „Erfassung des Zusammenhangs zwischen sozialer Ausgrenzung und Verkehr“ enthält praktische Richtlinien bezüglich der Auswirkung verschiedener Verkehrsstrategien auf soziale Integration. Darin werden folgende Maßnahmen vorgeschlagen:

- Bildung von Partnerschaften sozial- und verkehrspolitischer Akteure auf EU, nationaler und regionaler Ebene zur konsequenten Problemanalyse und Entwicklung eines integrierten, an der Umsetzung orientierten Aktionsplans. Gegenwärtig beschäftigen sich nur wenige Mitgliedsstaaten mit diesem Thema
- Umfassende Beteiligung ausgegrenzter Personen/-gruppen sowie der vor Ort aktiven Personen an der Evaluierung
- Unterstützung von Planern durch praktische Richtlinien und Schulungen zum Thema soziale Integration
- Gezielte Verbindung verkehrspolitischer Themen mit der Europäischen Initiative gegen soziale Ausgrenzung, den nationalen Aktionsplänen und der Arbeit des ‚Social Protection Committees‘
- Gründlichere Prüfung der aktuellen Situation in der EU und in den Beitrittsländern sowie die Erfassung von gelungenen Beispielen aus der Praxis
- Durchführung von Demonstrationsprojekten zu Verkehr und sozialer Integration mit Hilfe von EU-Programmen und im Rahmen nationaler Aktionspläne und gemeinsamer Absprachen zur Zusammenarbeit

## Les Stratégies de Transport Destinées à Combattre l'Exclusion Sociale

### Document de Synthèse

Suite à la Conférence de Lisbonne de 2000, l'Union Européenne s'est embarquée dans un important programme de cinq ans pour combattre l'exclusion sociale et ses membres états se sont engagés à respecter un ordre du jour des objectifs et des Plans d'action nationale communs. Les premiers plans ont été produits en 2001 et doivent être révisés à l'automne 2003.

Parallèlement à l'initiative se rapportant à l'exclusion sociale, la Commission Européenne a amélioré la Politique commune des transports, incluant l'engagement de 'placer les utilisateurs au cœur de la politique de transport'. Dans toute l'Europe on réalise de plus en plus que les politiques de transport ont, dans le passé, contribué à l'exclusion sociale en Europe. Cependant, il est aussi admis qu'une politique de transport (intégrée correctement dans une politique sociale générale) a le potentiel d'améliorer l'inclusion sociale et la cohésion dans les villes et régions rurales européennes.

Les planificateurs en transport sont soumis à une pression croissante pour satisfaire les objectifs sociaux mais ne bénéficient pas de vue claire sur la voie à suivre ni des compétences ou des outils nécessaires pour s'attaquer aux problèmes.

Ce rapport est publié par le consortium MATISSE. MATISSE est une 'Action préliminaire pour combattre l'exclusion sociale', financée par la Direction européenne de l'emploi et des affaires sociales. Les objectifs de MATISSE sont de:

- Démontrer l'impact que peuvent avoir les politiques de transport sur les causes et sur le combat contre l'exclusion sociale
- Développer une prise de conscience de l'existence de liens importants entre la politique de transport et la réalisation de la politique sociale
- Fournir des directives pratiques aux planificateurs de transport, sur la manière d'évaluer un problème et de concevoir les stratégies appropriées pour améliorer l'accessibilité, et ce, en tandem avec les agences de politique sociale.

Le rapport décrit les problèmes de transport auxquels font face les personnes exclues ou vivant dans un milieu exclu en raison de leur pauvreté, précarité, sexe, handicap, dépendance ou ethnie. Le manque de cohésion entre les divers domaines de politiques aux niveaux européen et nationaux semble entraver la progression du développement de politiques cohérentes.

Un éventail d'initiatives est présenté, elles pouvant être utilisées par les planificateurs pour aborder le problème de l'exclusion. Un document associé donne des directives pratiques aux planificateurs pour évaluer les stratégies de transport en termes de bénéfice d'inclusion.

Le rapport souligne la nécessité de:

- Former des partenariats entre les agences sociales et de transport, aux niveaux européen, national et local, pour évaluer de manière cohérente le problème et pour présenter, lors de la mise en oeuvre, un plan d'action intégré; actuellement peu d'états membres ont abordé la question.
- Assurer que les personnes et les groupes exclus ainsi que les travailleurs 'de première ligne' prennent entièrement part au processus d'évaluation.
- Assister les planificateurs des états membres en leur fournissant des directives pratiques et de la formation pour développer les compétences permettant d'aborder les problèmes d'exclusion.
- Associer de manière plus explicite les problèmes de transport à l'initiative proposée par la Commission sur l'exclusion sociale, au processus du Plan d'action nationale et aux travaux du Comité européen de la protection sociale.
- Achever un audit plus approfondi de la situation actuelle dans l'Union européenne ainsi que dans les nouveaux pays adhérents et rassembler des exemples de pratiques d'excellence.
- Encourager les pratiques d'excellence relatives à l'inclusion sociale et au niveau du transport, par le biais de programmes de la communauté européenne et d'initiatives nationales au sein d'une structure de travail commune.

## Strategie di Trasporto per Combattere l'Emarginazione Sociale

### Riassunto Esecutivo

A seguito della Conferenza di Lisbona del 2000, L'Unione Europea ha intrapreso un importante programma della durata di cinque anni per combattere l'emarginazione sociale con gli stati membri impegnati in obiettivi comuni e in Piani d'Azione Nazionali. I primi piani sono usciti nel 2001 e saranno riesaminati nell'Autunno 2003.

Parallelamente all'iniziativa sull'emarginazione sociale, la Commissione Europea ha migliorato la Politica Comune dei Trasporti, includendo l'impegno di "collocare gli utenti nel cuore della Politica dei Trasporti". Vi è una crescente percezione in tutta Europa che i trasporti abbiano contribuito in passato all'emarginazione sociale. Ad ogni modo è anche evidente che la politica dei trasporti (adeguatamente integrata nella politica sociale principale) ha la potenzialità di migliorare l'inclusione sociale e la coesione nelle città e nelle regioni rurali europee.

Attualmente, nei piani di trasporto, vi è una pressione crescente tesa ad andare incontro ai targets sociali, ma in assenza di un chiaro percorso da seguire o delle abilità e degli strumenti per affrontare il problema.

Questo rapporto è pubblicato dal consorzio MATISSE. MATISSE è un' "Azione Preparatoria per combattere l'Emarginazione Sociale" fondata dal Direttorato Europeo per l'Occupazione e gli Affari Sociali.

Gli obiettivi di MATISSE sono:

- Dimostrare l'impatto che le politiche di trasporto possono avere nel causare e combattere l'emarginazione sociale.
- Elevare la consapevolezza dei legami importanti tra la politica dei trasporti e il raggiungimento di una politica sociale.
- Fornire una guida pratica ai progettisti del trasporto su come valutare il problema e concepire strategie appropriate per migliorare l'accessibilità, in tandem con le agenzie per le politiche sociali.

Il rapporto contiene una descrizione dei problemi di trasporto concernenti individui e zone emarginate per povertà, fragilità, sesso, invalidità, dipendenza ed etnia. La mancanza di coesione tra aree politiche a livello Europeo e nazionale è vista come un ostacolo allo sviluppo di politiche consistenti.

Varie iniziative legate ai trasporti sono delineate in modo che i progettisti possano usarle per contenere l'emarginazione. Un documento simile fornisce pratiche linee guida per gli ideatori sul come valutare le strategie di trasporto per i loro piani di inclusione.

Il rapporto evidenzia:

- La necessità di formare delle partnerships tra agenzie sociali e di trasporti a livello Europeo, nazionale e locale, allo scopo di valutare consistentemente il problema e di presentare un piano d'azione integrata per la loro realizzazione. Attualmente, pochi stati membri si stanno dedicando a questo tema.
- Il bisogno di garantire il pieno impegno di individui o gruppi emarginati e lavoratori "front line" nella valutazione.
- La necessità di assistere i progettisti nei vari stati membri con guide pratiche ed addestramento specifico per affrontare il problema dell'esclusione.
- Il bisogno di legare più esplicitamente i problemi del trasporto alle iniziative della Commissione sull'emarginazione sociale, al processo del Piano d'Azione Nazionale ed al lavoro del Comitato Europeo per la Protezione Sociale.
- Completare una verifica più approfondita della posizione corrente nell'Unione Europea e nei paesi che hanno aderito recentemente, traendone gli esempi migliori.
- Incoraggiare dimostrazioni delle iniziative migliori attuate nel campo del trasporto e dell'inclusione sociale attraverso programmi Europei ed iniziative nazionali nell'ambito di una struttura di lavoro comune.

# 1. WHAT'S THE PROBLEM?

## 1.1 The Concern

To feel disadvantaged relative to those around you; to feel excluded from the opportunities to engage and participate fully in society, reduces your self confidence, reduces the ability for you to have some control over your future. It increases frustration, the feeling of being 'trapped' and a sense of hopelessness. Over time, this 'social exclusion' can intensify, leading to problems such as deteriorating mental and physical health, drug dependency, or even crime. Exclusion is something felt by individuals, but the process intensifies when shared by people in similar situations and/or resident in the same neighbourhood. Excluded neighbourhoods can range from inner-city areas and peripheral housing estates to isolated pockets of exclusion in otherwise 'better-off' areas.

There is a large body of social research on the factors which cause social exclusion. There are clearly degrees of exclusion – it is a process involving a combination of factors.

Poverty is a major determinant of exclusion currently in the EU; almost one in five of the population live under the relative poverty line, i.e. 60 million people (defined as 60% of the nationally weighted median income). This number is set to rise significantly with the incorporation of the new Accession states into the Union. Half of those under the relative poverty line in the Union have been in this situation for over 3 years. This has been a strong factor reinforcing the 'ghettoisation' of low mobile neighbourhoods. Research on social exclusion has however pointed out that social exclusion arises from more than poverty. Poverty is a relative lack of resources: exclusion is wider – inadequate social participation, lack of social

integration, lack of power-detached from the 'moral order' of society. What forms of exclusion do people find the hardest to bear (constant stress, shame, humiliation, family tensions, cultural deprivation, loss of self-worth, loss of identify etc)?



The factors which trigger or accelerate social exclusion occur throughout life. The European Commission has defined ten risk situations where exclusion can result:

- Long term unemployment
- Persistent low quality employment
- Poor qualifications
- Socially excluded from family background
- Disability
- Poor health
- Drug abuse and alcoholism
- Living in an area of multiple disadvantage
- Homelessness and precarious housing
- Ethnic background

The European Union, member states and local municipalities are all committed to combating social exclusion. Social policy programmes aim to raise overall life chances, and to specifically target ‘social protection’ initiatives at those most in need. Increasing emphasis on social policy is being placed on multi-agency joint action to address exclusion. In the past the problems of the excluded often fell between the gaps in the responsibility of different departments.

Successful policies to combat exclusion will improve some of the key psychological facets that influence people’s quality of life: choice and opportunity, health and well-being, a sense of belonging, control over one’s decision-making, sense of security and so on. Key policy areas to address these issues are employment, education and skills training, and health and nutrition. Key policies to offer assistance to the most needy involve social protection, insurance and anti-discrimination measures.



What is now becoming clear is that the achievement of social policy goals is being frustrated by people’s inability to access opportunities. Transport issues are not something which historically social policy makers have taken much interest in. Similarly knowledge of social protection policy issues has not been within the transport planners traditional remit or skills. So in the development of a multi-agency approach to combating social exclusion, there has been a marked absence of transport concerns. Currently

very few member states are addressing the issue of transport and social exclusion.

## 1.2 What MATISSE is trying to do

The objectives of MATISSE are to:

- Demonstrate the impact that transport policies can have on both causing and combating social exclusion.
- Raise awareness of the important links between transport policy and social policy achievement.
- Provide practical guidance to transport planners and policy makers on how to appraise the problem and design appropriate strategies to improve access, in tandem with social policy agencies.

At the strategic policy level, MATISSE has five specific aims and targeted audiences:

- The client for MATISSE is the European Commission, Directorate for Employment and Social Affairs. MATISSE will directly feed into their five-year programme to combat social exclusion.
- To influence the work of the European Commission Social Protection Committee’s work on exclusion measurement indicators, to include accessibility criteria and guidance.
- To have a positive input into the National Action Plans on social exclusion, first produced in 2001 and being revised during 2003. These plans currently make scant reference to transport issues.



### 1.3 The MATISSE Reports

In August 2002, an interim report was produced which reviewed the work conducted so far, outlined the issues and presented an outline framework to assess the problem.

We now present the final MATISSE report in two parts:

- To raise awareness among national transport ministries, cities and regional authorities in the member states of the need to address the issue of transport and social exclusion; and to promote a dialogue with social policy agencies. To work the EU city and regional networks.
  - And finally, when the transport planner is given the job of addressing the issue, to provide practical guidance and reference to address the task. Currently in most member states, the transport planning profession remains dominated by an emphasis on engineering rather than social science. Social agencies possess the experience to contact those 'hard to reach' groups to maintain a dialogue.
- (i) This report is aimed at the strategic policy audience. It outlines the problem and current policy initiatives, suggests a range of policy initiatives and pre-conditions for their successful application and outlines our primary recommendations.
  - (ii) A 'sister document', which provides guidelines for the assessment and measurement of problems and solutions 'on the ground'.

## 2. POLICY DEVELOPMENT

The Commission's policy on combating European social exclusion has been formed over the last two years since the Lisbon Conference of Ministers in March 2002, which was a response to the agreement at the Treaty of Amsterdam. More detailed objectives for addressing social exclusion were agreed by the member states at the Nice Conference in December 2000. These called on member governments to produce National Action Plans (N.A.P's) for tackling social exclusion and to promote best practice strategies. The first national reports were prepared in September 2001 and contained very little explicit consideration of transport factors. There is an opportunity, which should not be missed, to develop the transport content when the N.A.P'S are revised in September 2003.

The Commission's assessment report of the N.A.P's, published in December 2001, kicked off a five year programme to combat social exclusion.

The Programme's strategic level goal is that:

"The Union shall become the most competitive and dynamic knowledge-based economy in the world; capable of sustainable economic growth with more and better jobs and greater social cohesion".

There are four specific common EU objectives towards promoting social inclusion:

- To facilitate the participation in employment and accessibility by all to resources, rights, goods and services.
- To prevent the risks of exclusion.
- To help the most vulnerable.
- To mobilise all relevant actors.

The N.A.P's have reviewed these objectives and have specified strategies for reducing exclusion including performance indicators and best practice benchmarks.

The EU Social Protection Committee has defined a series of indicators for poverty and social exclusion in Europe. The indicators address 'social outcomes'. They propose a primary and secondary list of indicators covering the main factors to be agreed by all European states in the next round of Action Plans. Member states could develop '3<sup>rd</sup> rank' indicators specific to national requirements. Currently, transport related indicators do not feature, although the Committee would assess the need for further commonly agreed indicators during 2003.

The European policy on tackling social exclusion is to be driven, within the five year programme, by what is termed 'the open method of co-ordination'. This entails the member states fixing common objectives and guidelines with a common programme of timetables and targets. EU objectives are then translated into national action plans, exercising the principle of subsidiarity, and using indicators and benchmarks to compare best practice with periodic monitoring, evaluation and peer review. This strategy of 'open co-ordination' has been successfully applied in the areas of employment policy since 1997. It emphasises a process of 'mutual European learning'. Similar benchmarking initiatives are currently developing in European public transport provision.

The Commission have defined 8 core challenges for the five year social exclusion programme:

- to develop an inclusive labour market and promote employment as a right;
- guarantee adequate income and sources for a decent living standard;
- tackle educational disadvantage;
- preserve family solidarity, protecting children's rights;
- ensure reasonable accommodation;
- guarantee equal access to high quality public services;
- improve service delivery, tuning them closely to citizens' needs;
- regenerate areas of multiple deprivation.

In parallel to these developments European transport policy has recently defined its objectives in two key documents:

- A Sustainable Strategy for a Better World: A European Strategy for Sustainable Development (June 2001).
- European Transport Policy for 2010: Time to Decide (September 2001).

EU transport policy aims to promote policies which reduce the link established between economic growth and the growth in travel. It aims to reduce congestion and its harmful effects. Part of this process is to promote measures to reduce road use in favour of public transport cycling and walking. This would be achieved by new frameworks for road infrastructure charging, prioritising public transport investments and by promoting transport pricing regimes that recognise the costs of road transport on the community and public health.

The action programme, proposed in the Transport Policy White Paper concerns four strategic options:

- Place users at the heart of transport policy.
- Shift the balance in the use of different transport modes.
- Eliminate 'bottlenecks' on the networks.
- Manage the impacts of transport globalisation.

Within the strategic frame, priority areas are identified which include:

- Linking transport modes to promote alternative solutions.
- Promoting good urban transport best practice.
- Improving road safety
- Extending the rights of users to urban transport modes – 'as far as possible'.
- Introducing pricing strategies that integrate external costs.

While the objective of placing users 'at the heart of transport policy' was first developed in the Commission's Green Paper – The Citizen's Network' in 1995; the current policy emphasis places greater weight on environmental and energy targets than addressing an explicit social agenda. Furthermore, best practice policy in rural transport is almost totally absent; this remit is covered by the Commission's regional assistance policy. More explicit emphasis needs to be given to the social dimension in transport planning.

Currently, there is an absence of dialogue at the European level between social and transport policy making. There is clearly the scope for much greater collaboration in both policy development and best practice demonstrations.

This level of separation may prevent the more explicit incorporation of social aspects into European transport policy. A similar disjointed situation is apparent at member state level. For example, the recent report by the UK Social Exclusion Unit commented:

‘At present a number of government departments are responsible for transport services and decisions about the location of other services’. For example:

- The Department of Transport is responsible for policies relating to the delivery of mainstream public transport.
- The Department of Health is responsible for policy on the location of healthcare and funding Primary Care Trusts to provide transport to hospital where this has been deemed necessary by a healthcare professional, such as a doctor or midwife.
- Local authorities fund social services transport, within the Department of Health making additional fund available.
- The Office of the Deputy Prime Minister is responsible for land-use planning policy.
- The Department for Education and Skills is responsible for policy relating to the organisation of schools and statutory provision of home-to-school transport.
- The Department for Work and Pensions provides discretionary help for people seeking work and assistance with the cost of visiting someone in hospital.

- The Department for Environment Food and Rural Affairs is responsible for a number of schemes which provide funding for rural transport and support for other rural services.
- The Department of Trade and Industry provides support for small-and-medium-sized shops and encourages entrepreneurship in deprived areas.

There is a now growing pressure on the European transport planning profession to make the links between the objectives of local transport plans and local social targets more transparent and accountable. This is particularly important for investment programmes, public transport strategies, pricing policies and sustainable transport initiatives. At the national and European levels, there is also an important link between social inclusion policy and sustainable transport policy. However, it is clear that while there are relationships between low mobility, relative inaccessibility and social disadvantage, the precise impact of transport on social exclusion remains unclear. It is also important to underline the potential of transport policies as a positive catalyst to promote social inclusion through targeted service provision and positive discrimination in pricing and taxation policy.

There is also the implications of changes in the life cycle and so-called ‘life shocks’. Certain life cycles stages are more vulnerable to exclusion. These stages (e.g. 16 to 19, retirement etc) also correlate with changes in relative travel mobility. Furthermore ‘life shocks’ often result in a change of mobility. The two are not necessarily cause and effect, but they can exacerbate a situation in combination.

### 3. TRANSPORT AND SOCIAL EXCLUSION

Transport is a tool for living and working; it provides a level of mobility and accessibility to meet activity requirements. Mobility is seen as a basic freedom and one indicator of the quality of life we experience. At the European policy level, the basic rights to the 'freedom of mobility' were underlined in the Treaty of Rome; although in this treaty mobility was not viewed in a transport context but more in a context of employment and social mobility.



The concern about the distribution of transport mobility benefits between different social groups arose in Europe in the mid-1970's in response to a growing car dependent society. Almost one in every two European households remained without cars, reliant on public transport services, walking and cycling to meet their needs. In the early 1980's the European Commission's Foundation for the Improvement of Living and Working Conditions, concluded that access to a car was increasingly an important defining factor of a growing 'dual society; in Europe'. A series of studies identified travel constraints on the lifestyles of different groups in society resulting from factors such as disability, low income,

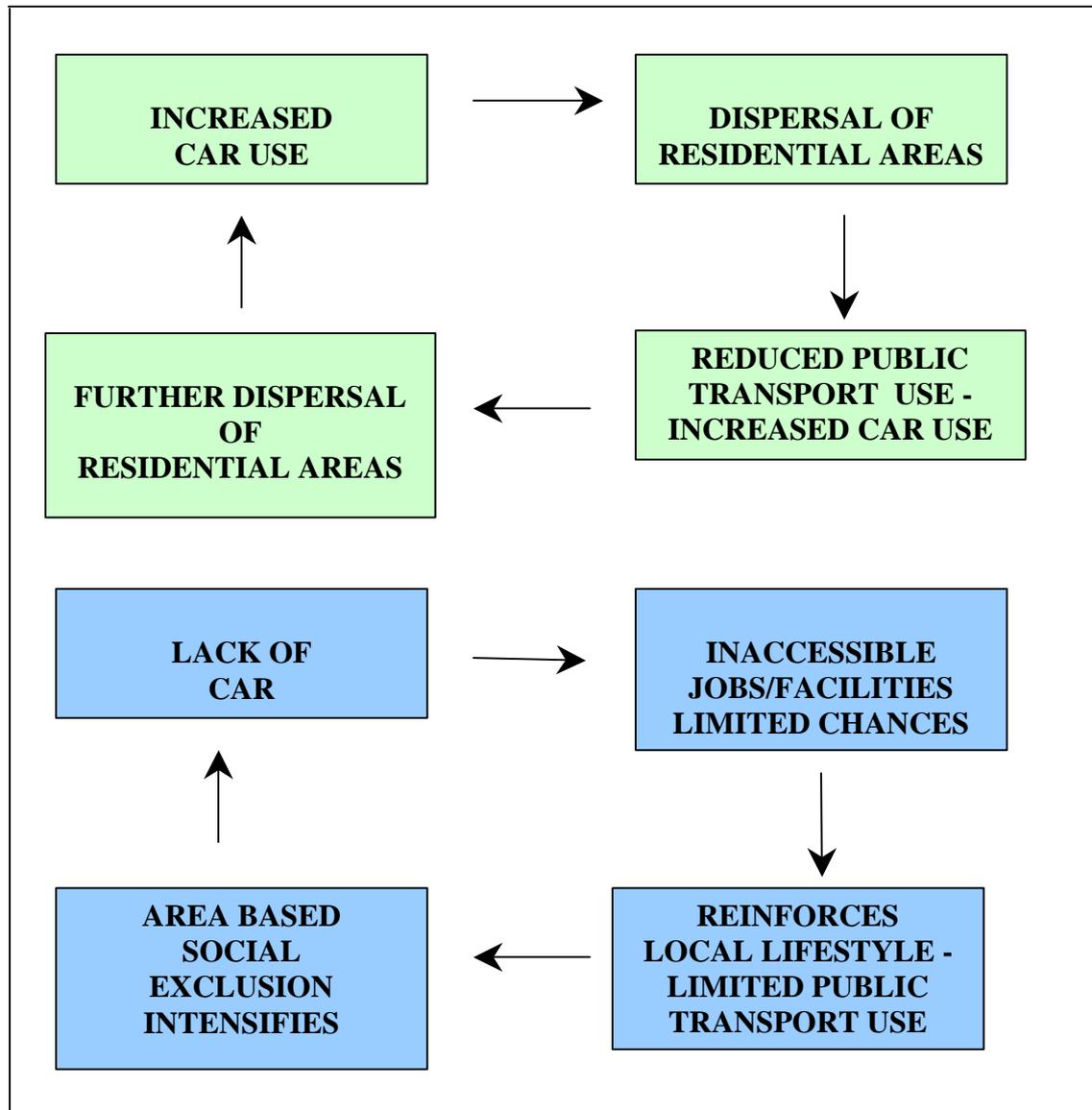
gender, frailty, dependency and ethnic origin.

These were not factors which only affected travel behaviour but were factors which affected the overall life chances of different social groups. Furthermore particular groups of people) suffered compound mobility disadvantages (reviewed in Transport & Travel Research, 2002). Figure 1 shows the 'vicious circle' of car dependency (as shown in the European Commission's Green Paper on the Citizens Network) related to an alternative process of 'mobility-based' exclusion.

Roughly 40% of European Union households do not own cars: in the Accession States of Central Europe, this proportion is still higher. The 'mobility gap' between car owners and non-car owners continues to grow. Neighbourhoods with long term low mobility problems contribute significantly to ingrained social exclusion.

Car ownership has increased over, what is effectively, only one working lifetime. In Northern European states, car ownership continues to increase, albeit at a slowing rate. In Southern European states, car ownership and the rate of growth continues to rise. In Central and Eastern European states, the rate of car ownership growth is highest, albeit from a lower base level.

**Figure 1: CAR DEPENDENCY AND SOCIAL EXCLUSION**



While the number of trips people make has only increased marginally over the last 30 years, the length of trips has increased on average by almost 50%. The growth in multiple-worker households, the centralisation of services and the dispersal of jobs to the urban periphery have led to a reliance on car mobility to meet household travel needs. It has also produced an environment in which it is particularly difficult for public transport to operate efficiently. While the real costs of motoring have remained broadly the same over the period, public transport costs have increased steadily. Trends within the union to privatise the industry and to inject competition have increased fares, to the relative disadvantage of those who rely on public transport to meet their needs. The proportion of EU households lacking access to cars has hardly reduced over 30 years. The primary trend has been single to multiple car ownership. The so-called 'external costs' of traffic also have a disproportionate impact on excluded neighbourhoods. Many such neighbourhoods reside next to strategic transport networks and suffer relatively higher air and noise pollution, community severance and pedestrian road casualties – particularly among children and the elderly. Such costs are often not given adequate weight in transport appraisals.

The research points to clear transport related factors which compound the primary risks of social exclusion. To cite some examples :

- There are problems for unemployed persons getting around. Travel patterns become tied to the monthly cycle of social benefit payments. The costs of transport to gain access to training, interviews or non-local job markets become critical. Non-local social interaction is also constrained.

- While the desire to travel reduces with age and frailty, low income elderly people reliant on public transport have considerable difficulties accessing facilities and maintaining social contact. Where possible, dependency on receiving lifts becomes important.
- Low income wage earners, due to transport costs, can spend up to one third of their income on travel, particularly where the lack of public transport means that they have to acquire and maintain a car (often unreliable) for commuting. Cars are used sparingly and there is a culture of lift giving and receiving which plays a significant role in travel patterns on disadvantaged estates. Evidence also shows that low income families maximise the use of 'saver' tickets on public transport which influences the pattern of journeys they make. In general, travel horizons are locally restricted.
- Low mobility among all transport disadvantaged groups reinforces a local lifestyle and the chances of further social exclusion arising. The cost of public transport remains critically important, except on radial routes from low income areas to urban centres (which are normally considered 'good bus/tram country' by operators); the problem is often the lack of appropriate services especially on cross sectoral journeys or in rural hinterlands.





- Children and teenagers from deprived families can also suffer from their limited ability to travel beyond their 'disadvantaged' area. 'Feeling trapped' has been shown to be of particular importance in the social lifestyles of teenagers in the transition from dependencies to working life (e.g. delinquency and petty crime rates). Despite inaccessibility, deprived families are mainly reluctant to relocate their residence because they would lose the local support networks they rely on. This is particularly the case in ethnic minority and migrant communities. In this context, poor accessibility normally ranks as a low priority move criteria in public housing.

- Changing gender roles and household structures have an important effect on travel mobility and patterns of exclusion. While the gap is closing, there remains a significant difference between the men and women across Europe. Combined with their traditional dual-role, low mobility can enforce a more local lifestyle, particularly among women with young children and older women who have never driven. Research has shown that women limited to working in the local area earn on average one third less than those who commute longer distances. The number of single parent families in Europe is also increasing with 40% falling below the EU poverty line; a large majority of these are women.

- The union is a multi-racial, multi ethnic society comprising indigenous ethnic and faith communities and new migrants, some of whom enter the union illegally and who lack social protection. Inclusion remains a major challenge in the area of ethnic and/or faith discrimination. Evidence is emerging that members of these groups often lack confidence to use transport services due to a fear of intimidation. This narrows travel horizons and promotes group segregation rather than inclusion. Information on available travel opportunities is often compounded by linguistic difficulties and unsympathetic transport staff.

- Currently, 80 million European citizens permanently or for some period of their lives have to deal with reduced mobility and disability (physical, sensory or learning difficulty).

In addition, there are roughly 100 million elderly people of whom 50% have no access to private cars. Over the last 25 years, significant progress has been made in adaptive vehicle designs, accessible infrastructure, fares and parking concessions, special needs and 'fully accessible' conventional public transport.



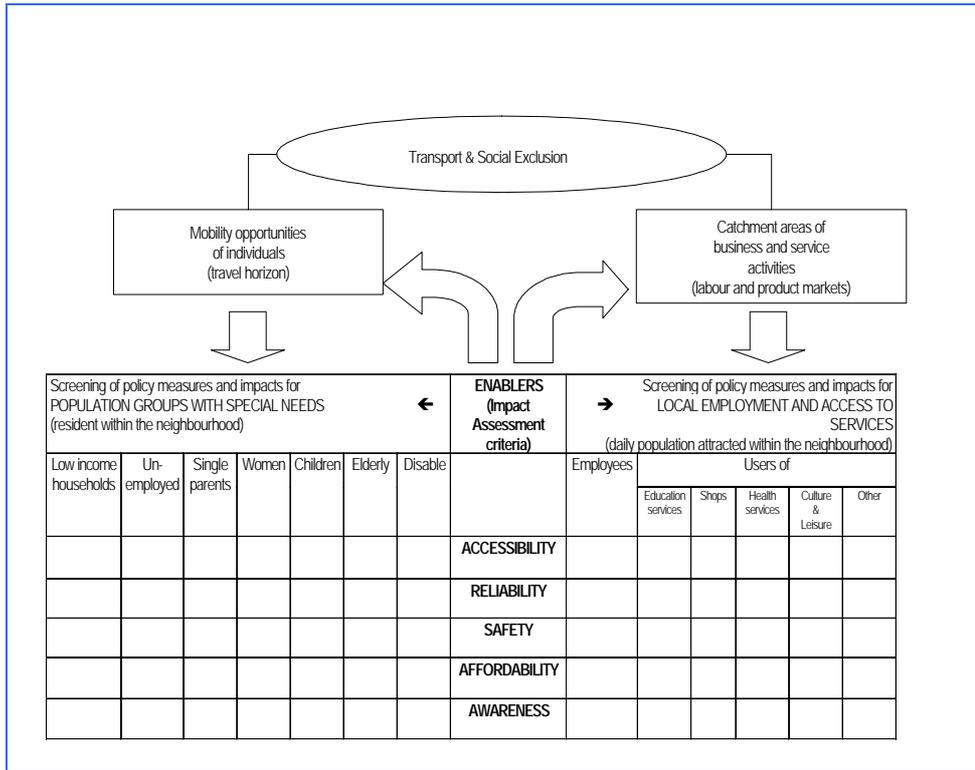
- Access to health facilities has been exacerbated by the rationalisation of health care in many member states into fewer, larger hospitals. The centralisation of specific specialist units such as oncology or cardiology increase the reliance on the transport system to provide adequate access to out-patient clients, non-urgent ambulance services and for visiting. There is also a need to make medical appointment regimes sensitive to the ability of out-patients to access them.

- Transport strategies, working in tandem with employment and social policy agencies can produce significant cross-sector benefits.

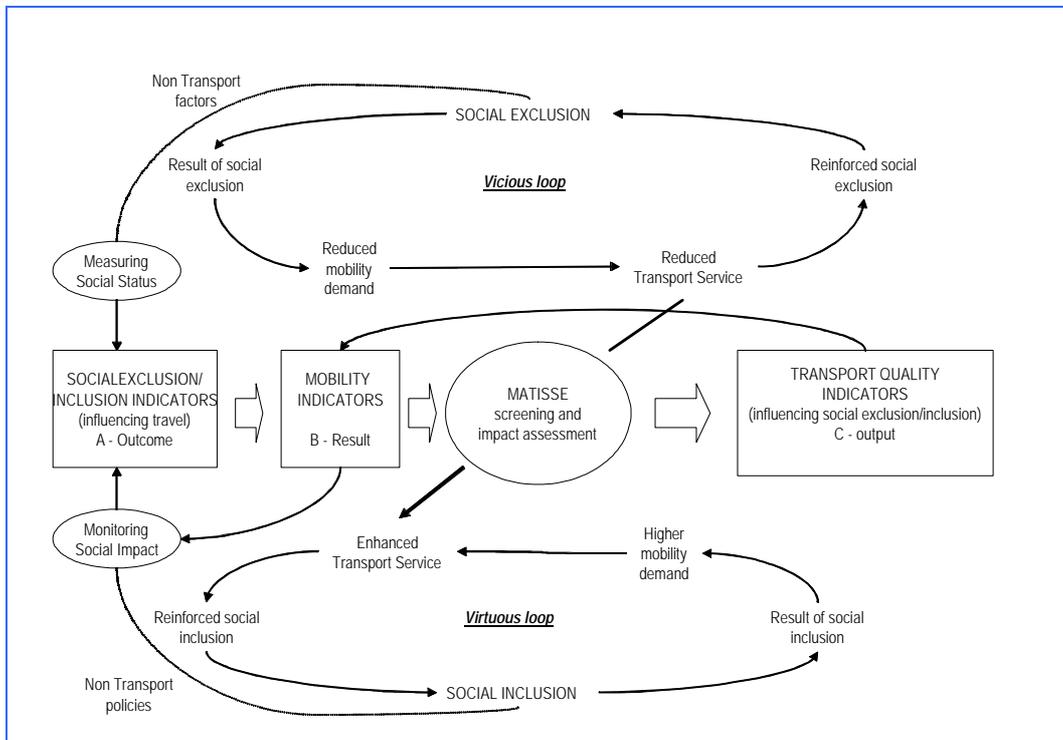
- Employment opportunities are critically dependent on available transport. Transport is increasingly being seen as an important factor in job choice, attending for interview, job retention, labour mobility and job satisfaction. Employers located in urban fringe locations, can experience significant problems recruiting and retaining workers who lack access to cars.

- Education transport policies and policies regarding the available choice of schools vary widely between the member states. The Commission has identified the 16 to 19 age group as being particularly at risk of exclusion in the transition to adulthood. The choice of whether to proceed to further education in college and university is influenced by transport factors – both access and cost. Transport has also been shown to influence the attendance and dropout rates of students.

**Figure 2: Transport & Social Exclusion Assessment Framework**



**Figure 3: Framework of indicators**



#### 4. TRANSPORT STRATEGIES FOR SOCIAL INCLUSION

There are two mechanisms by which transport strategies can improve social inclusion.

- Transport initiatives can make jobs and services more accessible to people living in the area.
- Transport initiatives can impact on the business attractiveness of the area - bringing new jobs and services

This relationship is shown in Figure 2.

The first mechanism is targeted at individuals and their accessibility needs. The effectiveness of these transport strategies depends on the extent to which they impact on the lifestyles of those people in need. To date, transport strategies have taken two basic forms:

- Strategies which improve accessibility levels generally across an area for all people.
- Strategies which specifically target the process of exclusion and the needs of excluded people, i.e. as measures of social protection.

It is important for transport planners not to mix these two types of initiative. A forward looking transport strategy, based on accessibility planning and minimum accessibility thresholds to jobs and facilities, will have benefits for those suffering exclusion by default i.e. an 'Access for all strategy'. However, this is different from the needs of socially excluded groups or neighbourhoods; where the impact of the strategy is measured in terms of social inclusion indicators and not simply improved access.

The second 'macro level' mechanism uses transport strategies to improve access to encourage business activity to grow – for example improving by strategic links to the Trans-European transport Networks (TEN's) or by removing bottlenecks on the network. The generation of business brings jobs and services closer to those in need. This mechanism is effectively using transport as a catalyst for local land use development, increasing opportunities and reducing travel needs. The success of strategies will be evaluated by the extent to which those in need can/do take advantage of the new jobs and services created. By contrast, unsafe and polluted environments will not attract inward investment.

There is an issue as to how far transport planners can and should become engaged in social exclusion. For example, a public transport strategy has demonstrated that access to further education colleges has been improved. However the success of the strategy in inclusion terms is whether students used it, did they take up more of their preferred courses, did they stay on those courses, how more employable were they at the end of the course, and how vital was the transport opportunity in 'opening a door' for them? A full evaluation therefore combines accessibility indicators with indicators of 'social outcomes': i.e. transport planners conducting joint monitoring with other agencies involved in employment, education, health and nutrition, working in partnership to a commonly used agreed plan. Figure 3 shows how indicator measurement contributes to the evaluation process.

In specifying transport strategies to reduce local social exclusion, it is vital to recognise that the term ‘accessibility’ needs to be seen in a broader context involving all aspects of an individual ‘perceiving a travel option to be possible’.



We can define six ‘enabling components’ to accessibility:

- Mobility level (i.e. the ability to travel, for example car access, cycle ownership, physical, sensory, learning impairment, walking frailty, the need to be escorted).
- Accessibility (i.e. physical accessibility at all journey stages and interchanges including over time as well as space).
- Affordability (i.e. the scale and nature of the cost relative to means).
- Awareness (i.e. information provision, mentoring and tutoring on travel opportunities).
- Assurance (i.e. confidence and control in the ability to make journeys and widen horizons eg. transport reliability issues, personal and road safety fears and so on).

## 5. A MENU OF MEASURES

For each of the six accessibility enabling factors, it is possible to list the menu of transport measures which, as a cocktail, customised to local needs, can assist in reducing exclusion.

### Mobility related measures

- For adapted private and public transport vehicles to assist physical and sensory impaired persons, frail, and for people escorting babies and young people in buggies.
- Associated 'kerbside and building measures for physical and sensory impaired persons plus buggy access.
- Measures to provide access to cars – car pools, car clubs, car sharing schemes
- Short term loans of cars, mopeds, bicycles etc.
- Widen eligibility criteria to provide access to transport services for excluded groups

### Physical Accessibility (in time and space)

- Access criteria and benchmark in planning and transport service provision.
- Co-ordination of service operating times, working hours regimes, school hours etc. with transport services and timetables, 'open-house' facilities
- Provide flexible routing on 'demand' public transport and special services
- Provide door to door transport services, utilise advanced scheduling and booking



- Improve overall network efficiency of public and special needs transport
  - Core and feeder networks
  - Services at fringe times/weekends
  - Priority measure, enforcement
  - Co-ordinate public and social services transport.
- Special facility, shuttle services to inaccessible locations – works buses, non emergency health transport – feeder access within large sites.

### Affordability

- Purchase loans, leases and discounts on cars, mopeds, bicycles to eligible groups.
- Minor vehicle repair and maintenance grants assistance
- Assistance with vehicle taxation payments
- pay as you drive insurance.
- Green mortgage schemes for those wishing to locate in more accessible, car free housing. Also affordable property developments (purchase and rental)
- Assistance with driving education and licence examination for eligible groups.

- Public transport fare concessions for eligible groups (all journeys or specific types of trip)
- Fare concessions for specific circumstances (job interviews, job start, hospital visiting etc.)
- Concessionary parking permits for physically and sensory disabled persons.
- Travel mobility vouchers for public transport modes including taxis.
- Integrated multi-modal ticketing regimes
- Subsidies to small facility providers

### Assurance Measures

- take a 'whole journey' approach
- civil police presence, neighbourhood wardens, buddy schemes
- telematics security support, CCTV, alarms on vehicle, at stops/interchanges
- secure lighting and visibility on ends-legs and at stops/interchanges
- traffic calming measures
- road safety and education measures targeting deprived 'blackspot' areas; reducing exposure
- crime reduction strategies
- mobility training and mentoring
- dedicated staff and training for staff to meet specific needs.



### Awareness

- Personal mentoring/tutoring on travel options
- Personalised information provision
- Multi-lingual advice and information
- Customised information media to meet the needs of those with sensory disabilities, physical disabilities and learning difficulties
- Multi-media information on trip opportunities and fare options (telephone/mobile, printed, internet)
- Local neighbourhood travel advice centres
- Real-time pre-trip and in-trip information
- Advice on accessible mobile local services, delivery and internet options
- Provide travel information at the point of need – worksite, jobcentre, hospital etc.

## **Avoidance**

- Mobile shops and services
- Delivery services and service outreach.
- ‘Remote’ working, distance learning  
local subsidised internet access
- ‘Accessible’ land-use planning to  
reduce travel requirements

This list is not exhaustive. Within the individual categories, examples exist of best practice, which need further documentation and dissemination. However, given adequate funding streams, the armour is extensive.

## 6. RECOMMENDATIONS

In conclusion, we define 6 basic strategic recommendations;

- The need to form partnerships of social and transport agencies, at EU, national and local levels to consistently evaluate the problem and present an integrated action plan for implementation. Currently, few member states are addressing the issue.



- The need to ensure full engagement of excluded persons or groups; and ‘front line’ workers in the assessment.

- The need to assist planners in the member states with practical guidelines and skills training to address exclusion issues.
- The need to link transport issues more explicitly into the Commission’s initiative on social exclusion, the National Action Plan process and the work of the EC Social Protection Committee.
- To complete a more thorough audit of the current position across the union and the new Accession countries; and to collect example of best practice.
- To encourage best practice demonstrations on transport and social inclusions via EC programmes and national initiatives within a joint-working framework.