

SOCIAL IMPACTS AND SOCIAL EQUITY ISSUES IN TRANSPORT WORKSHOP SERIES

Two Day Framing Event Workshop Report

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1. Introduction to the Workshop series

The overall aim of this workshop series is to promote interdisciplinary collaboration and capacity building; to better equip researchers, policymakers and practitioners across the different social science and transport disciplines to address the social challenges of providing transport and access, and to maximise the social benefits of the transport system within the UK context, now and in the future.

The series is designed to explore various theoretical, policy and practical perspectives through a number of themed events. This will facilitate a broad-based discussion of the subject amongst transport and non-transport professionals and to draw on the capacity and skills of those who may have not previously contributed to this debate to bring their different approaches, knowledge and experiences to the subject. In this way, we will be able to generate a network of interest from across a range of disciplines which is capable of advising on policy issues and participating in future collaborative research in this area.

In particular, the series will:

- Establish a network of interdisciplinary scientists, policymakers and practitioners concerned with addressing various social factors in transport;
- Review and synthesise state-of-the-art in social scientific understandings of transport and transport behaviours and how these map onto the delivery of current Department for Transport and related departmental strategies, policies and programmes;
- Ensure that social objectives are factored into transport and related policy decision-making and are appropriately balanced against economic (and environmental) objectives.
- Promote the exchange of information about current research both within the UK and with selected international colleges;
- Improve the conceptual, theoretical and methodological basis for future blue-sky, applied and policy research to ensure that the drivers of, scale and scope of transport/accessibility related exclusion are better understood and how this might change in future in response to different policy levers and wider societal trends;
- Identify opportunities for strengthening research in this area through future interdisciplinary collaboration, improved data sources and capacity building.
- Draw out lessons for practice, at national, regional and local levels.

The programme is jointly led by Dr Karen Lucas who is a senior research fellow at the Transport Studies Unit at the University of Oxford and Professor Anne Power who is the Director of LSE Housing and Communities, Centre for Analysis of Social Exclusion (CASE) at the London School of Economics. Each of the workshops in the series will be hosted by a different academic institution to ensure wide regional and disciplinary coverage and the participation of key stakeholders from across the UK.

The series commenced with a broad-brush **Framing Event**, which sought to highlight the overall aims of the programme, agree specific objectives and establish existing thinking about social impacts and equity in transport from different disciplinary and practice perspectives. This report presents the outcomes from this initial event and is also supported by a shorter briefing note for policy makers.

Four further workshops will follow over the next 10 months, each considering different social challenges within the planning and provision of transport, and each also bringing together people from different relevant social science disciplines with

transport researchers in this field. There will be approximately 20-30 invited participants attending each of these events.

Workshop 1: Employment and Training will look at the issue of transport and social exclusion from an employment and training perspective. It will be led by Dr Anne Green, who is a Principal Research Fellow at the Institute of Employment Research (IER) at Warwick University. Dr Green has undertaken a number of studies on the access to employment of low-income groups including young people. The workshop will be held on 2nd December 2010, at Warwick University.

Workshop 2: Transport and Health will be led by Professor Tanja Pless-Mulloli and her colleagues at the Institute of Health and Society, Newcastle University, which addresses major research questions in the areas of public health, primary care and health services research. The research structure provides a foundation for fundamental and applied research and creates opportunities for new and innovative programmes, and national and international collaborations to produce innovative research of international quality and relevance. The workshop will be held at Newcastle University over 2 days in March 2011.

Workshop 3: Housing and Sustainable Communities will take a predominantly urban focus and will aim to build on the considerable research of professor Power and her team at the LSE in relation to low income communities. It will consider the accessibility impacts and transport needs of different populations within major urban renewal project areas and how this can be integrated with the existing regeneration policies. The workshop is scheduled to be held at the LSE in June 2011.

Workshop 4: Connectivity of Rural Communities will provide a counter-balance to Workshop 3 by examining the enormous social challenges of transport planning and provision in rural areas and the impact of this on the exclusion of vulnerable groups. The seminar will be held in Scotland, in Aberdeen University led by Professor John Farrington from the Institute of Transport and Rural Research. The workshop is scheduled to be held at Aberdeen University in September 2011.

The programme will culminate in a **Final One-Day Dissemination Event** to be held in London in November 2011, which will bring together all the participants from the various events with other key stakeholders and disseminate the main findings and outputs from the programme. It will also identify series of recommended topics for further research and policy development in this area, which will be widely more disseminated to research funders and policymakers.

2. Rational for the Study

Social and cultural issues lie at the heart of the transport and accessibility challenges of all contemporary societies, affecting individuals, households, communities and wider society as a whole. Traditionally, the social impacts of transport have been much less well understood and articulated by transport researchers and policy makers than economic and environmental factors. More recently, the behavioural and social sciences have undertaken a wide range of research which has made more explicit the role of transport in enhancing or undermining social equity, inclusion and cohesion, health, well-being and quality of life.

Understanding the social and distributional impacts of transport spending and policy making is clearly an important issue within Delivering a Sustainable Transport System (DaSTS), the Department for Transport's current strategy (Department for Transport, 2008). For example, this understanding is necessary for the evaluation of a number of its five strategic goals, most notably goals three, four and five aim to:

- Contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health;
- Promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society; and
- Improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.

In relation to these goals, the Strategy states:

Our aim is to ensure that we have a transport system that not only promotes economic growth of all regions but also provides everyone with access to the goods and services, employment opportunities and social and leisure activities they desire. As well as providing connections to, from and within areas away from the main population centres, such as rural areas and market towns, we need to consider how transport might contribute, for example to regeneration plans. And we need to keep in mind the need for transport to be accessible, affordable, available and acceptable to transport users, and the challenges that will come with an ageing population. (Department of Transport, 2008: 16)

The Department has recently commissioned a number of knowledge reviews to improve its understanding of the social and distributional impacts of transport¹. However, knowledge in this area is still far from perfect and is often fraught with definitional ambiguities, conceptual misunderstandings, methodological constraints and data inadequacies. As such, neither social impact nor social equity analyses feature as a major component of current transport decision-making at the national or local level, and most contemporary models of travel behaviour still struggle to capture the intricate nuances of people's day to day lived experiences of the transport system.

Furthermore, transport practitioners are faced with contradictory opinions concerning the causal nature of the social impacts of transport, what can and should be measured in terms of the social benefits and disbenefits of the transport system, and how to capture and communicate the inherent social value of mobility and accessibility to other key stakeholders in the context of their wider (and often conflicting) local policy delivery responsibilities. These issues have increasing importance at a time where global recession and government generated austerity measures are likely to lead to cutbacks in

¹ Reports of these studies are available on the DfT website at <http://www.dft.gov.uk/pgr/scienceresearch/social/>

local transport authority spending, as well as reduced subsidies for local transport services across the board (Local Transport Today, 2010).

2.1 What do we know already about the social impacts of transport?

The academic and policy transport literature in the UK has been recognising the positive and negative social effects of transport since the early 1960s. Perhaps the most famous early account of these concerns appears in Buchanan's 1963 *Traffic in Towns*, which describes the negative effects of road traffic on the social amenity of urban areas and the local townscape. Noise and air quality impacts from traffic are well documented within the environmental literature, but the various negative social outcomes of these impacts is less well documented and the social impacts of transport (both positive and negative) remain relatively less well understood within the discipline as a whole. In an attempt to address this shortfall, the Centre for Transport Studies recently undertook a literature review to identify the main social impacts of transport on individuals and communities. The report provides a useful definition of these:

Social and distributional impacts are the 'social' effects on individuals and communities arising from transport schemes – for example changes affecting an individual's mobility, or a community's ability to access services such as healthcare. They are distinct from the economic and environmental consequences of a transport intervention, although there is overlap between the categories. They may be the result of physical change, for example in local pollution levels, or as a response to changed opportunities to access services, facilities, or social networks. Impacts can also be seen to be 'distributed', as different groups in society may potentially be affected in different ways, and to a greater or lesser extent.

(Centre for Transport Studies, 2009: 6)

The report usefully acts to draw together the existing evidence in terms of the definition and nature of social impacts of transport. It identifies twelve discrete transport impacts through the literature review as relevant to this definition, which can be broadly subsumed under three themed headings, namely wealth impacts, health impacts and accessibility impacts, as detailed below:

2.1.1 Wealth impacts

- 1) *Travel costs/affordability* – the link between low levels of observed mobility, suppressed demand and to ability to pay, which can inhibit travel and the wider consequence for engagement in economic and social activities. Free or reduced travel passes have been demonstrated to increase travel demand with potential social benefits to be gain from increased participation.
- 2) *Property values* – the potential for the direct or indirect effects of transport to reduce or enhance housing and office purchase and rental values, creating financial benefits for property owners, possibly at the expense of property renters.
- 3) *Regeneration effects* – the potential for large scale transport improvements to encourage inward investment and lead to job creation and other economic spin-offs, which can benefit both jobseekers and local residents' accessibility to goods and services. Conversely, regeneration can act to price existing populations and businesses out of the area and cause a displacement effect with negative social consequences such as reduced social capital and the breakdown of social networks.
- 4) *Landscape and townscape* – there can be negative social amenity effects from uncontrolled traffic movement in terms of noise, air quality, severance and deterioration of buildings and walking environments. Social benefits can be accrue from mitigation measures, such as traffic calming, station enhancement, tree planting, etc.

2.1.2 Health impacts

- 5) *Exposure to road traffic accidents* with the consequence of death or serious injury.
- 6) *Exposure to noise* and the associated physiological evidence linking this to detrimental health outcomes such as blood pressure and hormone level changes, reduced cognitive ability in children.
- 7) *Exposure to airborne pollutants* and the links with health problems, such as chronic asthma and other chest and heart conditions.
- 8) *Physical fitness* from increased walking and cycling can lead to improved fitness, health and well-being but could also be negatively associated with increased exposure to road traffic accidents, noise and/or airborne pollution.

2.1.3 Accessibility impacts

- 9) *Severance* – transport infrastructure, traffic, noise and air pollution, can all act to sever or exclude individuals and local communities from activities and have been demonstrated as powerful barriers to travel. It can result in longer journey times, increased travel costs and abandoned trips, with negative social consequences in terms of economic and social participation and inclusion, quality of life and social capital.
- 10) *Access to services* – transport projects are generally funded on the basis that they will enhance people's ability to access key activities, goods and services and thus improve their quality of life. The degree of improved accessibility and who benefits from this will be highly dependent on the mode of transport, its location and the cost of using it, as described under the section 2.2. Distributional Impacts below.
- 11) *Fear of crime and personal safety* – the negative social impact of crime and fear for personal safety generally and whilst waiting for or using public transport and the consequence of this in terms of reduced walking and public transport used, particularly in the hours of darkness and in isolated locations.
- 12) *Information and staff training* – lack of information about transport services or non-accessible information formats can be a considerable barrier to the use of public transport for people with disabilities and non-English speakers or people with low literacy skills. Poor staff training in terms of dealing with specialist transport needs can also lead to negative perceptions of and attitudes to different modes of transport.

A follow-up study by transport consultants Atkins (2009: 4-5) presented **a shortlist of eight of these social impacts as being likely the most likely to respond to new policy intervention**, namely:

- 1) Distribution of noise;
- 2) Distribution of air quality,
- 3) Accessibility,
- 4) Severance,
- 5) Affordability or finance,
- 6) Distribution of user benefits,
- 7) Personal safety,
- 8) Road safety.

It recommended that, the social impacts of transport are differently distributed across the population (and so are often referred to within the literature as *distributional impacts*) and that some sectors of the population, such as children, older people, those suffering from long-term health problems such as asthma or heart disease, can be more adversely affected by these impacts than others. In other cases, where people live can determine the extent to which they are exposed to these impacts and can result to a disproportionate impact upon them. Low income households are also less likely to secure 'user benefits' and more likely to be impacted by affordability or financial impacts.

2.1.4 Gaps in the evidence-base

The Atkins review note a number of gaps in the current evidence-base concerning the social impacts of transport, namely:

- i) The extent to which increasing densities improve accessibility and/or reduce negative social impacts
- ii) The effect of cumulative group or area effects from negative transport impacts in terms of quality of life and other key indicators of well-being
- iii) Fear of accidents and how this suppresses travel demand for modes such as walking and cycling
- iv) The mental health effects of changes in transport infrastructure and provision
- v) The psychological effects of severance and the extent to which segregation is perceived rather than physically imposed

2.2 The distribution of social impacts

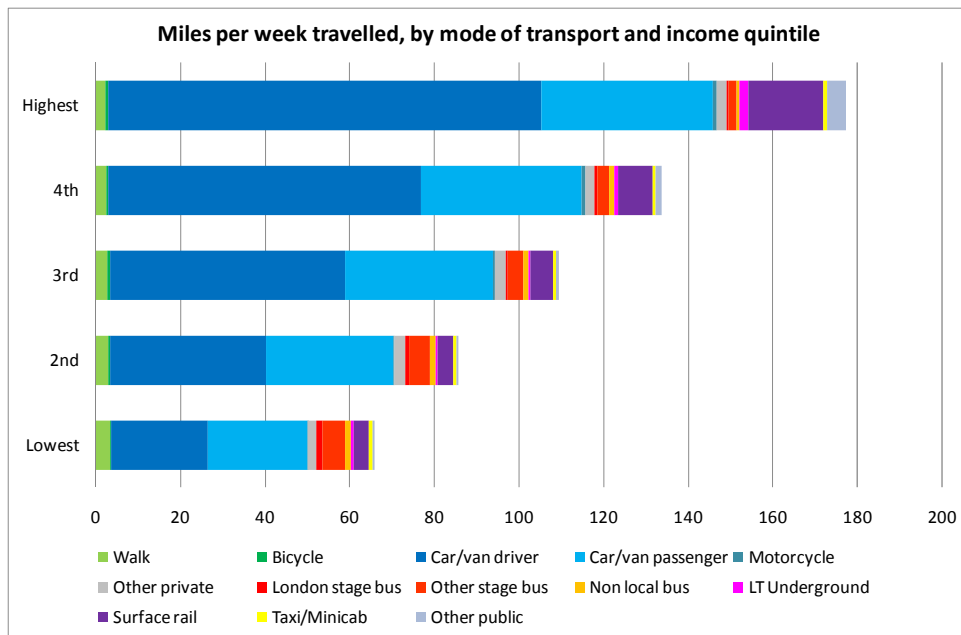
Travel and transport provision is not evenly distributed amongst different groups of people. But since travel is largely a derived demand we cannot assume that more travel, or greater access to a car is necessarily a benefit that people want – many with good access to services happily forego having a car while many poorer households, in rural areas, for example, display levels of expenditure on travel that appear excessive for their income (CRC, 2010). However, on the whole, greater access to a car and greater distance travelled is found amongst higher income groups.

Distance travelled is higher for those of working age, for males, for those in full time work, for white ethnic groups and for those on higher incomes. It is also lower in large cities and conurbations, higher for those in rural areas, and higher for those with multiple car ownership. These are all inversely correlated with the likelihood of people in these groups having low incomes.

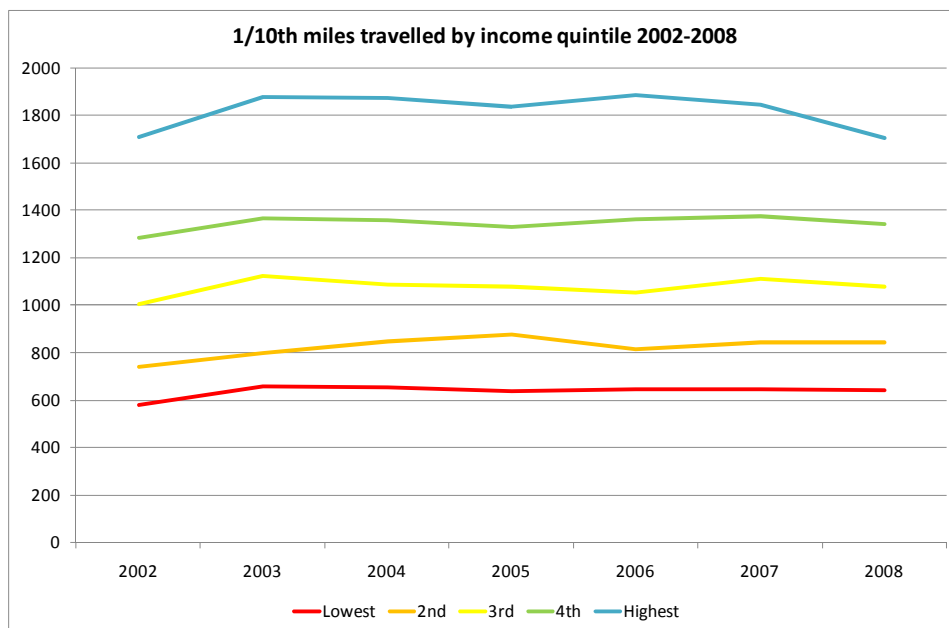
The ownership of cars tends to correlate highly with distance travelled – car travel forms the bulk of mileage travelled, and this accounts for much of the extra mileage made by higher income groups, as the graph below shows. In general walking and bus are the only modes for which lower income households use more than higher income households. Rail, although a public transport mode is used much more by higher income groups. Cycling is used less by people in lower income households.

The number of trips people make is generally related to factors such as their working status (with retired people making fewer trips than those working, for example), but for those in all of the economic status groups recorded in the NTS trip rates rise with income group. A rough and ready regression analysis for this paper shows that out of sex, age, ethnic group, type of area and income quintile, income quintile has the largest effect on the number of trips made, but when we look at each economic status group separately the greatest effect is variably from age, ethnic group and income group².

² This analysis will be extended and written up as a paper by Karen Lucas and Gordon Stokes to be published in 2011.



Since the mid to late 1990s it seems that the amount of travel per person has stabilised with suggestions that distance travelled has reached a 'saturation point' whereby there is little further economic utility to be gained by travelling further (Metz, 2010). Analysis of the National Travel Survey from 2002 to 2008 points towards a possibility that distance is still (slowly) rising for the lower income groups, though even with large sample sizes the variation from year to year does not make this certain.



Longer term analysis of NTS data (DfT, 2010) shows that many changes are related to age cohort groups. While it used to be that people learnt to drive when young, and older people were less likely to be car owners, we are now seeing those who gained cars when younger reaching old age and continuing to own and use them. For younger age groups car use in the late teens and early twenties is noticeably less common in recent years, maybe due to high insurance costs, and possibly higher quality public transport in urban areas and environmental awareness.

All this makes the assessment of transport equity more complex than previous conventional wisdom that car ownership was the key indicator. Income has a major effect, but age and gender and other aspects also play a major role (amongst those variables that are easy to measure in large scale surveys).

2.3 Related equity issues

There is already a sizeable body of academic research in the UK which has aimed to highlight many of the equity issues in transport, some of which dates back to the 1970s (e.g. Hillman and Whalley, 1977, Banister and Hall, 1983). Since this time, UK academics have continued to raise the issue of transport inequalities in relation to a number of different social groups, such as women (e.g. Greico et al, 1989; Hamilton et al, 1991); children (e.g. Hillman, 1993; Cahill et al, 1996; Mackett et al, 2003), young people (e.g. Pilling and Turner, 1998; Solomon, 1999;) older people (e.g. Gilhooly et al, 2002; Banister and Bowling, 2004; Shergold and Parkhurst), people with disabilities (e.g. Oxley and Richards, 1995;) and certain minority ethnic groups (e.g. Institute for Employment Research, 1999; Rajé, 2004).

In the early 2000s, researchers extended these studies of transport disadvantage to consider how this might lead to the wider economic and social exclusion of these groups (e.g. Church and Frost, 2000; TRaC, 2000; Lucas *et al* 2001; Hine and Mitchell, 2003; Hodgson and Turner, 2003; Kenyon *et al*, 2003; Rajé, 2003). In response, the Social Exclusion Unit (SEU) formally recognised that many past transport and land use policies within the UK may have served to exacerbate existing social inequalities in a number of instances. The report also recommended that the life chances of low income groups and communities might be enhanced through the introduction of targeted local transport and land use measures (Social Exclusion Unit, 2003).

There have been numerous relevant UK-based studies undertaken since the publication of the SEU report in 2003, which further explore the various issues of mobility, accessibility and transport provision in different contexts (e.g. Rajé, 2004; Preston and Rajé, 2007; McDonagh, 2006; Farrington, 2007; Bristow et al, 2008; Lucas et al, 2008; Wright et al, 2009) including various studies and programmes which have funded by the ESRC (e.g. Owen, 1998; Wrightley, 2000; Gilhooly et al, 2002; Power, 2003; McInnes, 2008) and the EPSRC (e.g. AUNT-SUE - Mackett et al, 2008; SAMP - Jones and Wixey, 2008). These have helped to develop new and improved methodologies for identifying gaps in the system of provision and have led to improved understanding of the issues. Nevertheless, there are still numerous gaps within the evidence base, particularly in relation to the measurement and assessment of transport-related exclusion, evaluation methodologies for intervention programmes, delivery processes, engagement and the transference of good practice (especially to stakeholders outside of the transport arena) and the development of new financial models.

2.4 How does the international research of these issues compare?

There has been increasing international research interest in the causes and effects of transport-related social exclusion, with many case study examples of how to address this. A number of empirical studies of transport-related social exclusion have been undertaken in mainland Europe (e.g. Schonfelder and Axhausen, 2004; Cebollada, 2009); Australia (e.g. Hurni, 2006; Currie, 2010; Currie and Delbosc, 2010), Canada (Paez et al., 2009) and New Zealand (e.g. Rose, 2009). In the United States, the environmental justice perspective has also long served to offer similar analyses of the social impacts of transport disadvantage on low income individuals and communities (e.g. Cervero, 2004). There is much to learn from this emerging international research arena.

In parallel, studies of the interactions between transport and social inequalities have emerged from other disciplinary perspectives including, social theory (e.g. Urry, 2000; 2007; Kauffman et al., 2004, Ohnmacht et al., 2009), sociology (e.g. Cass et al., 2005); psychology (e.g. Anable, 2005; Stanley and Vella Broderick, 2009), time geography (e.g. Dijst and Kwan, 2005; Neutens et al., 2009) social network theory (e.g. Carrasco et al., 2008) and theories of social capital (e.g. Stanley and Stanley, 2010). Many of these studies offer new ways to think about, and new methods for researching, the social, distributional and equity impacts of transport, but they are not usually brought together in such a way as to permit effective communication of ideas and/or new collaborative explorations.

Hence the priority for this study is to expose and synthesize this diversity of work and to consider its applicability to contemporary policy and practice in order to identify gaps in the current knowledge base and to make recommendations for future research into practice.

2.5 Where are we with the UK policy agenda?

The Department has commissioned a number of its own studies of the transport needs of particular socially disadvantaged groups over the last ten or more years, under its *social inclusion* banner³. It has also sought to develop and implement an appraisal approach for local transport authorities to follow in the analysis of the social and distribution impacts (SDIs) of their transport decisions, through its Transport Analysis Guidance (TAG Unit 3.17d)⁴. The guidance recommends a five step approach to the appraisal of SDIs: as follows:

- 1) Identification of the *geographical areas* impacted by the transport intervention;
- 2) Identification of *social groups*: based on analysis of the demographics of the transport users benefiting from the transport intervention and people living in the area affected by the transport intervention;
- 3) A *screening process*, to develop the specification for the SDI appraisal, for each of the indicators under consideration. If the impact is significant and/or concentrated, a full appraisal would be required. If the impact is marginal and dispersed, a more proportionate, lighter-touch approach to appraisal would be more appropriate;
- 4) The *core appraisal process* needed for each of the indicators to generate data used in the SDI analysis, with the SDI analysis undertaken as an integral part of this work; and
- 5) Collation of SDI analysis into a *matrix of social and distributional impacts* and summarising this data in the Appraisal Summary Table.

It has also responded to the social exclusion agenda through a set of policy guidances to local transport authorities in England⁵, which were developed following a series of pilot studies with local transport authorities (DHC and the University of Westminster, 2004). Under the guidance, transport authorities are required to include local assessments of transport-related social exclusion and to deliver action plans to address these problems within their Local Transport Plans (Department for Transport, 2006). Similar guidances were also issued to other relevant local delivery stakeholders by the various government departments which signed up to the SEU delivery agenda, including the Departments of

³ See <http://www.dft.gov.uk/pgr/inclusion/> for the links to these reports

⁴ <http://www.dft.gov.uk/webtag/documents/expert/pdf/unit3.17d.pdf> offer detailed guidance on social distributional impacts of transport interventions but there are also individual draft guidances on Severance, Access to the Transport System and Personal Affordability under the Accessibility Objective of TAG

⁵ <http://www.dft.gov.uk/webtag/documents/expert/unit3.6.2d.php>

Work and Pensions, Health, Communities and Local Government, Families, Education and Schools and Communication, Media and Culture.

The Welsh Assembly Government ⁶, Scottish Parliament ⁷ and Northern Ireland Government⁸ have also developed their own specific policy programmes in response to the 'transport and social needs' agenda.

2.6 Where are we with policy implementation?

The interim findings of an evaluation study of the implementation of these policies on the ground suggests that delivery is patchy and fragmented, and that many local authorities do not have the skills or capacities to assess local transport disadvantage and/or do not know how to address this as part of their corporate local agendas (Centre for the Research of Social Policy, 2009). The research suggests that despite examples of good practices within some authorities, many others have reached an effective impasse with the transport equalities agenda and recommends that a new national momentum is needed to address this (Passenger Transport Executive Group, 2009).

Global recession and the austerity measures which are currently being put in place by the new Coalition Government suggests that many of the subsidies which have traditionally supported the initiatives that support social inclusion may become unavailable in the next round of local authority funding (Local Transport Today, 2010). This makes research of the social impacts, equity and fairness of transport policies even more of an important issue within the present policy climate. It is the explicit intention of this seminar series to critically expose and actively discuss the best way forward for future research and policy in this area within the present political climate.

2.7 What is the main evidence from the Framing Event?

The remainder of this report describes the main evidence that was presented and the issues that were discussed at a Framing Event for the Social Impacts and Social Equity Workshop Programme.

⁶ For example, Annex A of *Planning Policy Wales Technical Advice Note 18: Transport* (2007) identifies Accessibility Planning as described by the DfT as a recommended approach for local transport plan assessments

<http://wales.gov.uk/docs/desh/publications/070301tan18en.pdf>

⁷ For example, Scotland's National Transport Strategy (2006) identifies the promotion of social inclusion in remote rural and disadvantaged communities as one of its a core strategic policy objectives

<http://www.scotland.gov.uk/Resource/Doc/157751/0042649.pdf>

⁸ The *Regional Transport Strategy for Northern Ireland 2002-2012* also identifies transport in rural areas as a key development issue

http://www.roadsni.gov.uk/roadimprovements/regional_transportation_strategy.pdf

3. The Framing Event

The Framing Event was held at St Anne's College, Oxford over two days: 14th and 15th September 2010. The workshop participants came from a wide range of academic disciplines and policy sectors, including transport, employment, health, environment, urban planning, rural communities, regeneration, housing, and social policy. Exploring various research issues was the primary focus of day one and policy and practice issues on day two.

3.1 Key aims and objectives

The event was designed to:

- Present key research efforts and the current state of research knowledge in relation to social impacts and social equity of transport
- Explore transport behaviour and developments in transport in relation to other social activity
- Identify key issues and concerns in relation to theories, methods, data and analytical approaches;
- Identify the key issues and concerns in relation to policy and practice;
- Allow a full and frank exchange of ideas and knowledge between different disciplinary perspectives and practical experiences;
- Promulgate discussion between academics and policy-makers about how to assess the social aspects of transport behaviours;;
- Identify a set of key issues and priorities for future research.

3.2 Key outputs from the event

Slides of all the workshop presentations for the event can be found on the UKTRC website⁹.

This workshop report and an accompanying policy briefing note are the two main outputs from this event.

⁹ <http://www.uktrc.ac.uk/research/researchprogramme/scanningexercises/exercise1/146>

4. Researching the Issues

Day one of the Framing Event was designed to identify and explore the main definitional, theoretical and methodological issues for research from a predominantly academic perspective. Whilst day two was designed to consider the main challenges for policy and practice. We kicked off the event with a series of presentations from key academics.

4.1 An overview of the key issues

In the first presentation **Professor Anne Power**, Director of LSE Housing and Communities, Centre for Analysis of Social Exclusion (CASE) at the London School of Economics introduced the main aims for the workshop series and the Framing Event¹⁰. She identified that the programme seeks to:

- Link transport studies and the social sciences;
- Understand the social challenges and potential social benefits of the transport system;
- Integrate wider policies relating to transport with transport-thinking e.g. neighbourhood problems, unemployment, low educational attainment, etc.;
- Show why social / urban issues matter to transport, as well as vice versa.

She then discussed some of these issues in relation to her own research and that of other researchers in CASE coming from disadvantaged communities, housing and built environment perspectives. Their research has identified that physical mobility is just as critical to urban systems as buildings and that transport organisation and accessibility are the life blood of modern communities. However, motorised transport is deeply embedded in and dominates human activity and the car dominates our environment and social relations, which is to the disadvantage of the many people in disadvantaged neighbourhoods who do not own a car or cannot drive.

Anne's research has shown that many communities can be effectively 'locked out' of modern transport systems due to the lack of a car or non-functioning public transport in the areas which they live. This is due to both the low density development of many of the 20th Century social estates and the privatisation of bus services and impacts (outside London). Lack of cash and the imbalance between the costs of different modes can also be a problem for many low income households. The current urban transport system is further undermined by competing policy priorities, the intensity of urban traffic and badly managed traffic systems.

This has severe social consequences for many deprived neighbourhoods: children can't play out and are not allowed to go to clubs or travel independently to secondary schools; parents won't work far away; elderly people and families won't go out because they fear 'youth gangs' on streets and young people don't access wider opportunities because they can't travel outside of their neighbourhoods. These problems are spiralling and lead to lower educational attainment, less job opportunities, empty housing and run-down neighbourhoods. For these reasons, communities need efficient, affordable transport – transport is changing fast and it is crucial that its social and collective good is realised. Families in low income areas are like the 'canary in the mine' and we need a mixture of low cost/low tech and high speed/high tech solutions to put this right.

4.2 A social policy perspective

The second presentation was from **Professor John Hills**, who is Professor of Social Policy at the London School of Economics, and Director of CASE. In his presentation

¹⁰ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/AnnePower_presentation.pdf

*Economic and Social inequalities: Where is transport starting from?*¹¹, he demonstrated the approach he has developed to examine issues of equity and fairness in other areas of social policy and discussed how these might be related to the case of transport. His book, *Towards a More Equal Society* (Hills et al, 2009) presents an anatomy of economic inequality in the UK during the main years of Labour administration. He identified the core social functions for transport as:

- Productive social engagement: travel to work/care responsibilities/schools and perceived boundaries
- Participation in standard of living of society - access to shops, private and public services
- Social interaction - access to friends and family/traffic barriers
- Political participation - involvement in decisions about transport and service location

Transport is important as a *means* to these ends, giving people the capability to participate. Transport has key – positive and negative – roles in all dimensions of social inclusion. All aspects of policy, including transport, have to take account of profound existing economic inequalities in the UK; and in comparison to past trends and the performance of other countries. These are particularly acute in terms of the differences in resources between neighbourhoods by level of deprivation, whether one looks at educational attainment, earnings, incomes, or wealth.

Between the mid-1990s and the mid-2000s, the growth in income inequality was halted, but was not reversed. This reflected tax and benefit policies which were redistributive. Allowing for incomes in kind from health, education and housing, policies between 1997 and 2007 were more strongly redistributive. This is now set to reverse, with tax and benefit reforms that are regressive in relation to incomes, and the bulk of deficit reduction to come from public spending cuts which are likely to be more so.

Over the last ten years, income inequality has stabilised, but the large inequality growth of the 1980s has not been reversed and inequalities in incomes remain high in Britain, compared with most other industrialised countries. People at the cut-off for the top tenth have equivalent incomes of four times those at the cut-off for the bottom tenth. One per cent has incomes over five times the median. There are huge differences in median incomes between neighbourhoods but also within them: all kind of areas include low paid workers, the difference is that there are very few high paid workers in deprived neighbourhoods. The profound gaps in all economic outcomes between more and less disadvantaged areas imply huge disparities in their collective resources. Wealth levels also vary substantially by tenure.

Benefits in kind from all public services (including transport) are relatively more important for lower income groups than they are for richer households because they rely on them more and for longer throughout their lives. Public policy can help to ensure that access to important aspects of life does not depend on people's individual resources, but this is becoming harder within the present economic and political climate.

4.3 The experiences of affected communities

The third presentation was from **Francis Hodgson** who is a Senior Research Fellow, Institute for Transport Studies, University of Leeds. In her presentation entitled *Researching Connectivity in Everyday Lives*¹², she discussed her long-standing experiences with communities in researching the role of connectivity in their everyday lives. Her research seeks to bring together transport provision in terms of the collective

¹¹ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/JohnUrry_presentation.pdf

¹² Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/FrancesHodgson_presentation.pdf

resources provided to local communities by the state and private agencies for public use and the social practice of walking and the skills and competencies demonstrated by individuals when walking and managing the social networks that are inherent in that. Her research specifically explores whether the provision for walking impose burdens on some communities but not others.

Her research is informed by the premise that travel is an embodied social practice, which is situated in time-spaces that are complex and can serve to inform, enable or constrain. As one travels, the structures of opportunity to meet others, access services, etc changes and patterns of opportunity cannot be presumed to be the same for every community, based on the premise that (in)equity is both a social construct and a lived experience. Her studies are informed by the social theories of Erving Goffman, Michel Foucault and Manuel Castells and theories of *constructed genders* and *gendered spaces*.

The methodologies for her studies are both qualitative and quantitative, combining the use of Google maps and GIS-mapping and statistical analysis of quantitative datasets, such as crime data at the 'neighbourhood beat' level with qualitative interviews, individualised route mapping and observation of people's walking behaviours. From this data she explores patterns of behaviour such as visual memory and recollection, land-marking and naming, vigilance, collective skills and collective skilling/training.

Her research has some specific implications for transport as a policy activity in terms of the interactions between who walks, who has opportunity to, or not to walk and policy provision and investment in walking. She recommends that currently there is a disjuncture between transport policy, which seeks to promote walking activity and the actual provision of safe walking environments within communities which undermines this and leads to their reduced participation, social inclusion and social cohesion. Better appraisal methodologies are needed to articulate the social role of walking as a civic resource.

4.4 A mobilities and social networks approach

In the final presentation of the day, **Professor John Urry**, who is a Distinguished Professor in the Department of Sociology, University of Lancaster, and Director of the Centre for Mobilities Research (CeMoRe) gave a talk around his paper on *Social Networks and Mobile Lives – The Implications for Transport and Social Equity*¹³. His paper examines how the 'mobile lives' most of us now live unfold through people's social networks. He argues that movement makes these connections, which many social commentators see as the critical feature of contemporary life. Much of the travelling people undertake within contemporary societies involves sustaining one's existing networks, making new connections or extending one's network.

Travelling, communicating and networking are not cost free, however and networking almost always requires substantial resources, of time, objects, access and emotion. Those high in what he terms *network capital* enjoy many benefits that those who are economically deprived (and thus usually experience low levels of network) cannot. His concept of network capital is important to the concept of 'transport poverty' because it emphasises that underlying mobilities do nothing in themselves and it is the social consequence of this lack of transport that is the key determinant of people's social outcomes. Network capital, as Urry conceives it, consists of far more than simply transport provision, consisting of eight core elements: i) an array of appropriate documents, visas, money, qualifications that enable safe movement; ii) others at-a-distance that offer hospitality; iii) movement capacities (physical and cognitive); iv) location free information and contact points; v) communication devices; vi) appropriate,

¹³ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/JohnUrry_presentation.pdf

safe and secure meeting places; vii) access to multiple systems; and viii) time and resources to manage when there is a system failure.

The key *social consequence* of such mobilities as he describes it, is the able to engender and sustain social relations with those people (and to visit specific places) who are mostly at-a-distance in order to facilitate the real and potential social relations that mobilities afford. Urry equates this formulation as somewhat akin to that of Marx in *Capital* where he focuses upon the *social* relations of capitalist production, in that the different social classes and other social forces are not as simply realising pre-given interests but rather stemming from a field of struggles. Second, these struggles involve many different sites and terrains including especially those around aspects of 'culture'. Finally, central to such struggles is '*the capacity to produce classifiable practices and works, and the capacity to differentiate and appreciate these practices and products (taste), that the represented social world, i.e. the space of life styles, is constituted*'.

Urry concludes paper as follows:

Thus, if all else were equal, a 'good society' would not limit travel, good meetings, bodily co-presence and great conversations. Such a society would extend such co-presence to every social group and regard most infringements of this as undesirable. Network capital should be enlarged and social exclusion would be lessened through spreading such capital as equally as possible. A socially inclusive society would elaborate and extend the capabilities of co-presence to all its members. It would minimise 'coerced immobility', both to improve psychic health and heighten equality. [Urry, 2010:8]

His statement led us into the first breakout session and a discussion of the kinds of definitions, theories and methods which are needed to examine the issue of social impacts and equity in transport, as reported in the next section of this document.

5. Discussion of definitions, theories, and methods

5.1 Definitions

There was general agreement that the social impacts of transport are less well recognised within the literature and there is a lot of ambiguity about what is meant by a social impact and precisely what their distributional effects are. From a transport policy perspective, social impacts are generally identified in the context of the three pillars of sustainable development, i.e.:

- Economic
- Environmental
- *Social?*

However, economic and environmental impacts can also have a social consequence and are unequally distributed across the different population sectors and so there is a cross-over between social impacts and these other two categories, which is often overlooked or passed over within the literature.

The distributional effects of economic and environmental impacts were identified as a missing social criterion.

Generally, it was felt that we know more about economic and environmental impacts than social in research terms. From a transport perspective the most often cited social impacts are:

- Accessibility
- Community
- Health

There was discussion about where health lies, as there are some important second order health impacts from the first order economic and environmental impacts of transport. Some people felt that it is wrong to divide these issues and that the perspectives of each should be considered across the different themes.

Some further definitional issues that were put forward for further/later discussion were identified as follows:

- Tidy up the lexicon on 'connectivity' versus 'accessibility' – there is use and abuse of both terms
- Accessibility is used to refer to disabled access and access to facilities and is confusing to people in the real world
- Equity of outcome versus equality of opportunity – they are not the same thing but get used interchangeably within the literature
- Social inclusion as the inverse of social exclusion – this is problematic in transport, where inclusion might mean behaviours that policy seeks to discourage, such as high levels of car use
- Density and public transport viability – we are still relying on definitions that were developed in the 1950s and need to be updated to the modern context
- Preference, choice and constrained choice need to be unpacked – choice for who? Should one person be allowed his/her freedom of choice when it curtails the choices of others? What are the disciplines that want to research this: should we have more engagement with the political sciences?
- Using the definition of 'low income' for the analysis of equity is too broad and encompasses a whole range of very different people, but this diversity is not currently being recognised.

5.2 Theoretical considerations

It was observed that there is an important theoretical distinction between recorded behavioural outcomes and people's perceptions of transport and it was felt that research is lacking in this respect. Cars are also perceived as 'safe enclaves'. We need better metrics for things like 'safety in home' versus 'trapped in home'. The 'night time economy' was cited as another example of a growth area, but where there are currently piecemeal efforts to improve public transport provision, despite strong economic arguments for this. Part of the problem is that having separate disciplines causes 'siloed' thinking.

There is a general lack of cross-fertilisation between different theoretical perspectives, so that economic, environmental and social considerations are poorly integrated within the literature.

We need to be clearer about the types of impacts that we want to identify as important and then return to the theoretical literature to understand how they can be quantified. Costs are relatively easy to quantify but many social benefits are more qualitative and so more difficult to incorporate within existing policy assessment frameworks. Transport economists are particularly eager to monetarize benefits and externalities, which is often impossible in the case of social impacts. Economic appraisal is very misleading – everything netted out and it doesn't work here. We need to find new ways to make evident the social priorities in transport. Past efforts have been too simplistic and too often based on accepted expert knowledge rather than empirical evidence.

Is there an alternative accepted knowledge system for understanding the social consequences of policy decisions within other disciplines?

How much do we assume/perceive about issues and how do we handle the issue of perception. It has a wide consequence for the uptake of transport in terms of proficiency, the knowledge about services and access. In the real world social equity is not only income related and can be related to other factors, such as age, skills and other social factors. This is not only about the role of technology in overcoming these perceptual barriers. It has a role to play, but how significant is this in the lives of excluded groups?

Some areas of social research around transport are not being picked up by the sector at large (academic/private sector/government). For example, **socialisation** has a big role to play – how much time spent at/away from home, familiarity with transport systems over time and space but these sociological aspects are not discussed much in the transport literature.

Social networks and access to opportunities may not necessarily involve travel. People's networks are the other people they interact with and may have little to do with the 'place' where they are; and so transport may be an irrelevance. It is about connectivity versus accessibility, we need to first look at people and then consider work places and opportunities, etc. Transport is not the solution it just helps you to get there. **Accessibility** as concept wraps this all together across the different Government Departments.

The idea that transport is excluded from social policy study should be rectified. We first need the social science research then the transportation research, not the other way around.

There is also **the issue of immobility**; some people don't want to move and their way of life isn't seen as good enough because they don't move but they're actually happy and maybe don't want to travel. Immobility is seen as positive for some groups (e.g. tele-

workers) and not for others (e.g. low-paid workers). Some low income communities are living the slow travel/movement lifestyle that the sustainability paradigm promotes, but it is discouraged rather than valued within these contexts. There are inherent contradictions within the literature, where should these be placed on a social scale of well-being? Should it be about adjusting to change – things you can't change, things you can? Either transport or relocation is usually needed for people to adjust to new opportunities. Is there a full set of options available to them?

Design and planning are also not just transport considerations and this is poorly recognised within the theoretical literature of other relevant disciplines, such as design and planning, in particular:

- The value of interactivity between people across modes – walking and cycling.
- Pedestrianisation and shared environments.
- Longitudinal travel/communication patterns.
- Network forming/sustaining
- Social value of a particular group/connections
- Complex temporal patterns of networks
- Linking Sustainable Community Strategies with Local Transport Plans
- Health geographies and transport

5.3 Methodological considerations

One of the main questions that was raised was how to evaluate social considerations ("impacts") of plans/actions and in particular how to measure quality of life/social benefits such as the value of people's personal relationships and social networks, loss of childhood 'freedom', virtual versus actual interactions and access to services, etc?

There was a general view that we need to develop new indicators that are not over-complex and not necessarily monetary values, but how else can we evaluate/quantify these less tangible aspects: they are often seen as 'a given' in many assessment frameworks (even in multi-criteria analysis).

Journey time can be both positive and negative but this is not recognised within transport cost benefit analysis. Some sociologists say travel is good, others see it as a constraint. What is the 'value' of travel? If it increases income or increased business activity or social interaction it might be good. If it causes stress or is unnecessary travel, it might be seen as bad.

There is also a need for more **Life Cycle Analysis** of social impacts to consider the lifetime term effects of transport on, e.g.:

- older people who stop driving
- young people who can start driving
- examine geographical/behavioural patterns
- long term impacts on people of reduced accessibility

Different groups want different things at different times in their lifetime and have different issues and needs. One size does not fit all and we need to better consider the priorities of different social groups in society within our evaluation methodologies, e.g.:

- For older people face to face contact is crucial and ICT not so much a part of their social interaction – will this still be an issue in 20 years time?
- Low income groups need their families to live close and to access services locally, but employment, healthcare, etc. is in places they can't reach and they can't afford taxi or bus fares

New methodologies are needed to better understand **the impact of global networking**. The more transnational movements and divergent settlement patterns are the more immobile groups and countries will become marginalised within the global economy. The 'sociabilities' of these global meetings are hugely important. Further evidence for the value of networking: what measure is acceptable? What are the long term virtues: knowledge, contacts, outputs? What temporal/spatial scale should research be conducted at? What are the social impacts on communities/individuals/over multiple areas?

The use of smart phones/internet for data collection was noted, for example the "Mappiness" project at the LSE

- Other web 2.0 uses
- GPS for movements: methodologies for using data
- Social network analysis

Do we use the data we've got well enough? For example, ClubCard data means it is possible to identify what has been bought 2 seconds after it's been sold. There is already lots of data on what people do but not why they do it – that's the gap.

There is an inability to effectively model the social effects of policy and spending decisions and to run social modelled outputs alongside economic and environmental predictions. This is a particularly significant methodological problem. Accessibility mapping as a method (GIS) is also not being used to its full extent.

6. Research into Policy and Practice

Day two of the Framing Event was focused on the ways in which the knowledge which is generated from current state-of-the art research can be more effectively communicated to policy-makers and the other key relevant stakeholders who are responsible for policy delivery. The day commenced with presentations from two representatives from the Department for Transport.

6.1 Providing equality of opportunity

In the first of these, **Nigel Dotchin**, who is Head of Equalities Policy and Regional and Local Strategy in the Department, offered his view of the current national policy perspective on social impacts and social equity issues in transport¹⁴. He first identified some key facts and figures to suggest that these issues are likely to be more policy relevant over time, with particular reference to the growing age structure of the population and the likelihood of more disabled and vulnerable people who are without cars but still needing to travel. He recognised the importance of transport in providing access to employment, health care and other facilities and in maintaining quality of life and reducing social exclusion, but also that this is not only a transport issue and that other policy sectors also have an important role to play in determining these outcomes. In the absence of a new transport strategy from the new Lib/Con government at this point in time, he identified a number of commitments in the Coalition Agreement, which are relevant to this line of enquiry, including:

- Promoting equal opportunities and achieving a fairer society
- Meeting the needs of low income groups, BME communities, children and older and disabled people
- New Localism/Big Society – decentralisation of powers to individuals, communities and councils
- The pending 2010 Spending Review – to be conducted in a way that “protects the poorest and most vulnerable in our society”
- Existing duties under equality legislation to consider the impacts of proposed savings on women, people from ethnic minorities and disabled people

He presented a number of national policy interventions that have already been put in place by DfT to improve transport for less well-off social groups, such as disabled and older people through the national concessionary fares scheme, ‘disability proofing’ of public transport and accessibility planning within local transport authorities. Despite this, he said that he felt there is still a lot of room for further policy development in this area in terms of:

- A more robust evidence on the effectiveness of different transport interventions
- Ensuring transport is better understood outside the world of transport and to better engage and encourage OGDs (& their statutory partners) to use accessibility planning
- Helping young people and job seekers with cheap(er) bus fares and ensuring that eligible groups taking up their concessionary bus fares (e.g. BME groups)
- Tackling high rail fares or promoting part time concessions for transport excluded groups
- Improve the ‘whole journey’ experience
- Encouraging greater customer care (particularly in bus travel)
- Widening people's travel horizons (particularly job seekers)
- Improve perceptions of and actual levels of transport crime (particularly in bus travel)

¹⁴ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/NigelDotchin_presentation.pdf

6.2 The DfT's research and evidence-base

The second presentation by **Lee Smith**¹⁵, who the Principal Research Officer in the DfT's Social Research and Evaluation Division, focused directly on the Department's past research activities in the area of social and distributional impacts and the development use of this evidence-base. He emphasised that the Social Research Division is quite small and so needs to identify and focus on a few critical policy issues rather than consider all the social factors within transport policy and for this reason it has focused its resources on social and distributional impacts (SDIs) as an area that is currently poorly understood by policy makers. The key objectives for the work in this area are to:

- Improve DfT understanding of SDIs and social equity
- Identify robust methods for analysing SDIs and social equity
- Encourage consideration of SDIs and social equity by policy and analytical colleagues
- Influence cross Government thinking on robust consideration/measurement of SDIs and social equity issues in transport

Another key strand of the work has been to better understand the transport needs and concerns of different social groups, with a focus on younger and older people, disabled people and low income households. An evaluation study of accessibility planning is also underway. The DfT has used this research to develop a set of SDI guidance documents for local authorities for the appraisal of transport schemes and hopes to extend the method to policy development in the near future.

Following a short question and answer session from the floor, two more presentations were given to present the local policy position.

6.3 The local Accessibility Planning process

In the first presentation, **Derek Halden**, who is the Director of DHC Consultancy in Scotland, discussed his views of the accessibility planning process within local authorities¹⁶. He first presented the key stages of the method, which he was responsible for helping to develop with the Department for Transport during the pilot study with local authorities. He emphasised the need to see the process as people-centred and activities based. A key aim of the method is to promote dialogue between the transport and other local delivery sectors. In his view one of the main problems with social policy in transport is defining what it is and how we deliver any real changes on the ground when economic considerations, such as cost effectiveness are always so far to the fore within the political agenda. We need to find ways to promote moral and ethical values more across the board. He finds that in practice, there is a gap in the abilities of local transport planners to understand and communicate the social role of transport and also to plan for social consequences.

He recommended four key policy issues which require future research, as follows:

- Accountability for accessibility is much clearer in policy and practice – but still has a long way to go
- Some land use planning and development has been made more sustainable – but more bad decisions are made than good
- Distributional issues, social inclusion and appraisal are now on the agenda – but funding links are weak or absent
- Different investment has been made including higher priority for soft measures

¹⁵ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/LeeSmith_presentation.pdf

¹⁶ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/DerekHalden_presentation.pdf

6.4 The experiences of a leading local transport authority

In the final presentation, **John Smith**, who is a policy officer in the Merseyside Local Transport Plan Support Unit for Merseyside's Transport Partnership, discussed the Merseyside experience in relation of delivering policies to promote transport and social equity¹⁷. He first explained the broader economic and social context for these policies in Merseyside, which has for some time been recognised by the European Union as underperforming in terms of a number of key social indicators, such as employment, health and education. He noted that Liverpool is a city of contrast with areas of cultural beauty and economic vibrancy but also with significant areas of persistent poverty. Merseytravel, the local transport authority for the city-region has a long history of recognising the economic and social role of transport within its Regional Strategies and is a lead partner in its regeneration strategy. It has won Beacon Status for Accessibility and is recognised as a Centre of Excellence by the DfT for its work on transport and social exclusion.

Despite its successes at getting transport recognised as a mainstream consideration at a strategic level of policy and access to services and employment recognised as a key priority, a history of good engagement with other local stakeholders and European funding to continue some of its successful programme, John said that he feels that there are still some serious issues with the social agenda for transport from a local authority perspective. The most significant of these in his view are:

- Poor understanding of 'accessibility' as a concept and the need to do more to increase awareness of shared responsibility 'to access'
- Accessibility too often seen as a 'transport' problem rather than something the non-transport sector can help to address and it may not be a priority for other sectors
- The critical coordinating role for Local Strategic Partnerships has been entirely missed and integration within Local Development Frameworks is weak
- Resources for new services are scarce and becoming increasing so and this is a revenue intensive policy area
- There is a lack of evidence on cross sector benefits of improving public transport
- It is virtually impossible to maintain performance against accessibility within the context of reduced employment, fewer local opportunities for work and ever shrinking public transport services

Group discussions followed these presentations, as detailed in the next section of this report.

¹⁷ Available on the UKTRC website at http://www.uktrc.ac.uk/documents/se1/JohnSmith_presentation.pdf

7. Discussion of policy and practice issues

7.1 General issues

Discussions ranged around a number of issues including high level strategic policy compared to specific and reactive solutions and delivery, the role and potential role of Accessibility Planning as a tool for ensuring social impacts and equity were taken into account. Other key areas included the 'Big Society', future directions for research, and methodologies for incorporating social impacts and equity into policy and practice. Climate change and geographical differences also featured in discussion. Much discussion also aimed to identify areas of policy where social impacts were thought to be of especial importance.

It was felt to be a difficult time to be having these discussions since the Spending Review was due about one month after the seminar. After that it might have been possible to frame policy issues within the context of what is likely to be a major change in the policy landscape.

7.2 Policy aims – strategic and local/specific levels

Issues were raised such as whether there are currently any high level policy aims, or whether policy is more reactive and based on specifics and delivery. There was discussion of the localism agenda and how this would impact on the level at which transport decisions were taken – currently there seems to be polarisation between, e.g. High Speed Rail and the Big Society agenda.

Specific issues around which social impacts and equity were important in policy making included:

- Walking – its role as the 'mode of the poor', against its scope for improving sociability – the issues surrounding fear of walking alone.
- Cycling – younger cyclists being the 'same market' as new car drivers: the social connotations of cycling.
- Links between transport and health – fitness and obesity, walking and cycling, pollution, contribution to delivering on other agendas
- Child poverty – although not specifically a transport issue, it has a transport dimension.
- Social networks – very little research being done in transport
- Links between transport and social cohesion need to be considered in decision making. Currently missing and not quantified.
- Links between transport and gentrification – in urban and rural areas – currently missed out in most decision making.
- Reducing the need to travel/promoting alternatives to travel: what are the implications of this priority?
- Links between localism and the centre, and questions over what the role of the centre is.
- International transport – inequities in access to international travel and its impacts.
- Less choice in housing, schools and jobs. But with jobs becoming more flexible would there be more travel? How would the compromises between commuting times/schools/journeys/distance travelled play out?
- Changing partnerships with the demise of the Regional level what will become national or more local?

7.3 Accessibility Planning

Government and local authority priorities in accessibility planning are often different. Some felt Local Authorities only wrote Accessibility Strategies because they were told to, while they themselves had a much greater equality of opportunity objective. The extent to which accessibility plays a central role in policy formulation raised the following issues:

- Is accessibility going to be a focal point in the future? It is not currently.
- What will happen when Local Authorities are not required to write Accessibility Strategies?
- The role of accessibility in high level strategies, or local policies and measures.
- Government and local authority priorities may be different.

7.4 The Big Society: Implications and Opportunities

It was not clear to many exactly what the Big Society will be and what it will mean, and as such it was difficult to have more than a speculative discussion. It was pointed out that the transport minister is the 'Big Society' minister, but there is little concrete output as yet, and transport and social equity hadn't as yet been mentioned. To many there seemed currently to be nothing *new* about the Big Society.

The notion seemed to miss public discussions about society – an ideology without a vision, and fears that long term strategic planning would suffer. There could be more volunteering (but there could be less if economic circumstances reduce people's feelings of stability). Impacts of, and on employment were raised.

Greater emphasis on civic society and volunteering could involve a lot of different transport initiatives:

- Car sharing
- Community transport – except funding doesn't come from government now
- Social car schemes (1000s already)
- Ladycabs/intelligent taxis
- More alternative forms of transport
- Community transport could take over regulated services

Most of these exist already in some form and at face value it seems unlikely there is scope for completely new initiatives. Some possibilities do exist – in traffic taming, local calls to 20mph speed limits, home zones, buying speed cameras from closing Local Authority partnerships.

Opportunities exist relating to cost effectiveness, active travel and smarter choices, scope for novelty and innovation, and new and best practice. We still need to learn from people and monitor properly.

In terms of social impacts and equity the local strength of civic society seems to be a key issue. The onus is on people and communities to engage and set up initiatives and the ability to do this will vary greatly. Will those areas that are already strong benefit while others lose out?

7.6 Geographical issues

Issues were felt to be different between urban and rural areas. Rural areas vary in terms of the extent to which they are dormitory areas for commuters, areas with a high proportion of retirees (both with growing populations), and more 'traditional' areas where agriculture dominates and where population is still falling, or stagnant.

There is little sign of travel distance per person plateauing out in rural areas, as seems to be the case elsewhere. Car ownership is high and still growing with the majority of

those on low incomes having cars, whereas in urban areas they would be able to rely on public transport, and walking. The social issues are not so much about a lack of transport, but the need for a large amount of travel.

7.7 Climate change

Climate change related policy may offer a good way to get social impacts considered – in this field of policy there is a history of social impacts being at the heart of considerations. Climate change is a high level issue, but has local implications and will need mitigation and adaptation at international, national and local level. It is a relatively new field and in developing policy there is scope for synergies of addressing the different issues.

Specific issues discussed included:

- How to distribute climate change costs?
- Differing elasticities of travel demand in certain areas
- Examining types of behaviour in terms of acceptability of and for change.
- The vulnerability to impacts at the local level
- DfT guidance on adaptation – responding to social impacts
- Defra/regional climate change adaptation strategy – impacts on social equity

7.8 The role of social factors in appraisal and policy formulation methodologies

Translating evidence on social impacts and equities into methodologies that feed into change in transport policy and measures on the ground seems an area where much progress is needed. It was generally felt that current transport modelling and cost benefit analysis fell far short of ensuring that social impacts and equity were taken account of. The fundamental question seemed to revolve around whether an attempt to monetise all impacts, or multi criteria analysis was the best approach.

Some argue that though it is difficult to monetise everything, it is hugely powerful if it is possible. Multi-criteria analysis has appeal but some issues don't make the list for analysis, in the same way as with monetisation.

Another key issue related to qualitative findings. Some of the most important impacts were 'qualitative' but the methodologies for study and the outputs were not in a form that could be fed into current appraisal methods.

There was a view that there is a willingness to allow for the qualitative in policy appraisal but in practise it was difficult to assess qualitative evidence. Other views were that economists in transport don't include the social perspectives. In addition there is a lack of monitoring of policies and initiatives but it needs to. There has got to be another way to measure things – different metrics.

A suggestion was made that it was important to evaluate wider policies rather than individual schemes. Social impacts were often the result of wider policy. Also, there were often too many generalisations and assumptions made about social impacts which are often quite complex.

In terms of a research area aimed at valuing social benefits initial suggestions were:

- Longitudinal studies looking at behaviour and asking views year on year. Studying impacts this way would need a robust methodology to be of value
- Study of mechanisms and assumptions made in current guidance
- Improving the standards of behavioural and attitudinal surveys to create useful data

- There was an onus on any contribution of social science not trying to mould into existing perspectives/methodologies
- Development of 'toolkit' approaches to assessing and articulating social impacts. This would also require a building of data and resources for this approach.
- Further participatory work using focus groups and value scales, linking objective and subjective aspects of impacts.
- Local areas could develop their own solutions in collaboration with academics, combining environmental and social impacts together, to find out who is affected and how.
- Development of decision making tools using scenario planning forecasting and backcasting methodologies.

7.9 Funding research and practice, including the role of UKTRC

UKTRC could play a role in linking transport to other sectors and disciplines. Other projects such as Futurenet (an academic project on long distance choices involves transport, health and environment) exist but there are still gaps. The policy area is not generally engaging internationally and learning from other countries. One view was that there had been dialogue and comparison but with reduction in funding and restrictions on travel this is likely to reduce/stop.

There has been a lot of research on social networks but not much on how they fit in with transport, and the need for travel.

Research was felt to be needed on reducing the need to travel/promoting alternatives to travel, and what the wider implications of this priority are. What are the economic/social consequences of encouraging this shift?

- Growth in car ownership in lower income groups – cheap cars
- Aspirations of social groups for motorised transport
- Cost of ownership vs. public transport

There was felt to be a need for greater understanding of the importance of dialogue between researchers and academics and practitioners. Cuts in budgets will lead to issues such as a lack of training in how best to use funds available coming to the fore, as well as how to deal with issues such as equality duty evaluation.

With many spending commitments having already been made issues will arise with whether money is going where promised, monitoring delivery, and per head variation in allocation of funding.

In terms of research funding there needs to be positive reinforcement of the need for funding for research. More partnerships for EU funding, and securing a bigger, better outcome from research. It is important to make academics, government and the private sector see the logic and benefits

8. Top Priorities for the Future

In a final round-up session, participants identified that their key priority issues for future research are as follows:

- 1) Need good examples of how Big Society will work in practice
- 2) How transport can deliver to other areas of social policy, e.g. health, education, employment, housing etc.
- 3) Do we monetarise benefit or multi-layer them?
- 4) Conflict between higher income groups' dominance and the need to help lower income groups become more mobile – with environmental consequences
- 5) Equity issues – key to address
- 6) Provide clarity on the impacts of transport policy
- 7) How to get people to work together under 'Big Society', coupled with cuts to spending
- 8) How to build value scale for decisions – both objective and subjective
- 9) Qualitative versus quantitative measures
- 10) Best way to deliver quality of life not strictly transport, e.g. employment, health, win-win-win projects – linking different aspects
- 11) Is transport per se or transport within the bigger picture of society the issue?
- 12) Local authorities have the capacity to do proper evaluations
- 13) Lack of clarity and knowledge on transport interventions
- 14) Weigh social impacts in transport decisions
- 15) Land use is crucial – transport, density, planning
- 16) If funding for transport policy is no longer ring-fenced, what then?
- 17) More partnerships between public and private sector – how to maintain during coming financial upheaval?
- 18) Reaction to 'Big Society' – take the initiative?
- 19) Scenarios for changing population
- 20) Monitor how it is delivered
- 21) What are the social consequences of dependence?
- 22) Pooling budgets delivers multiple benefits but becomes more difficult
- 23) Innovative funding e.g. RAC Foundation
- 24) Limits of 'monetisation' of value of transport
- 25) Organisational change – loss of regional bodies – new opportunities / new structures
- 26) Helping people understand interconnections of transport and the rest of society/economy
- 27) Perceptions shape reality – must be taken on board

10. Further information

Slides of the presentations from the Framing events can be downloaded from the UKTRC website at www.uktrc.ac.uk

If you are interested in finding out more about the workshop series or have any other general queries about the programme please contact karen.lucas@ouce.ac.uk

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Appendix 1: Framing Event Programme

DAY 1

- 11.00 Welcome to Oxford University and St Anne's College
- 11.15 Introduction to UK Transport Research Centre (UKTRC)
Professor Peter Jones, Director of UKTRC
- 11.30 Aims for SDIs and SE in Transport Workshop series and this Framing Event
Professor Anne Power, Director of LSE Housing and Communities, Centre for Analysis of Social Exclusion (CASE), London School of Economics
- 11.45 'Economic and social inequalities: Where is transport starting from?'
Professor John Hills, Professor of Social Policy at the London School of Economics, and Director of the Centre for the Analysis of Social Exclusion
- 12.15 Researching people's lived experiences of the negative social impacts and equity effects of the transport system
Dr Frances Hodgson, Senior Research Fellow, Institute of Transport Studies, University of Leeds
- 12.45 LUNCH
- 14.00 'Social Networks and Mobile Lives – The Implications for Transport and Social Equity'
Professor John Urry, Distinguished Professor in the Department of Sociology, University of Lancaster, and Director of the Centre for Mobilities Research (CeMoRe)
- 14.45 1st Breakout Session: Theories and methods: What are the issues for future research?
- 16.15 Plenary report back / discussion of key issues from breakout groups
- 17.00 Break for room check-in, etc.
- 19.00 EVENING MEAL

DAY 2

- 09.00 Aims and objectives for Day 2
- 09.15 The National Policy Perspective on SDIs and SE in Transport
Nigel Dotchin, Head of Equalities Policy and Regional and Local Strategy, Department of Transport
- 09.45 Department for Transport's Research on SDIs and SE
Lee Smith, Principal Research Officer, Social Research and Evaluation Division, Department for Transport
- 10.15 Q&A
- 10.30 COFFEE BREAK
- 10.45 Accessibility planning and social inclusion
Derek Halden, independent consultant, DHC Consultants
- 11.15 From policy into practice: the Merseyside experience
John Smith, Merseyside Local Transport Plan Support Unit, Merseyside Transport Partnership
- 11.45 Q&A
- 12.00 LUNCH

- 13.00 2nd Breakout session: What are the research issues for future policy and practice?
- 15.00 Plenary report back from breakout groups
- 15.30 Presentation of future workshops
Universities of Warwick, LSE, Newcastle, Aberdeen
- 16.00 CLOSE

Appendix 2: List of Participants

Karen Anderton	DPhil, Transport Studies Unit, University of Oxford
Amy Bird	Health Inequalities team, Department of Health
Sophie Bowlby	Senior Lecturer in Human Geography, University of Reading
Elizabeth Box	Head of Research, RAC Foundation
Sally Cairns	Senior Research Fellow, University College London
Joseph Clease	Worklessness Directorate, Department of Work and Pensions
Haydn Davies	Transport Lead, Government Office East
Lisa Davidson	Research Fellow, Loughborough University
Nigel Dotchin	Head of Equalities Policy and Regional and Local Strategy, Department of Transport
John Farrington	Director of Institute for Rural Research, Aberdeen University
Murray Goulden	Research Fellow, Institute for Science and Society, University of Nottingham
Anne Green	Senior Researcher, Institute of Employment and Training, Warwick University
Derek Halden	Independent consultant, DHC Consultants
Rebecca Handley	Researcher, Passenger Transport Executive Group
Frances Hodgson	Senior Research Fellow, Institute of Transport Studies, University of Leeds
Susan Hodgson	Research Fellow, Institute of Health and Society, Newcastle University
Peter Jones	Director of UKTRC
Duncan Kay	Transport Lead, Sustainable Development Commission
Laura Lane	Research Fellow, Centre for the Analysis of Social Exclusion, London School of Economics and Political Science
Paulette Lappin	Manager Community Links Travel Team, Mersey Travel
Neil Lindsey	European Team Director
Karen Lucas	Senior Research Fellow, Transport Studies Unit, University of Oxford
James MacMillen	Research Fellow, Transport Studies Unit, University of Oxford
Lucy Mahoney	DPhil, Transport Studies Unit, University of Oxford Anil Namdeo Senior Research Fellow, Transport Operations Research Groups, University of Newcastle
Anne Power	Director of LSE Housing and Communities, Centre for Analysis of Social Exclusion (CASE), London School of Economics
Ian Shergold	Research Fellow Centre for Transport Studies, University of the West of England
Phillip Sinclair	Research Fellow, Centre for Environmental Strategy, University of Surrey

John Smith	Merseyside Local Transport Plan Support Unit, Merseyside Transport Partnership
Lee Smith	Principal Research Officer, Social Research and Evaluation Division, Department for Transport
Gordon Stokes	Transport Lead, Commission for Rural Communities (now Associate at Transport Studies Unit, University of Oxford)
Sara Tilley	PhD Student, St Andrews University
John Urry	Distinguished Professor in the Department of Sociology and Director of the Centre for Mobilities Research, University of Lancaster