

1. Topic of assessment

EIA title:	Proposed changes to concessionary travel on Guildford Park and Ride services
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EIA author:	Nicholas Meadows, Change Consultant
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2. Approval

	Name	Date approved
Approved by¹	Paul Millin	11/09/15

3. Quality control

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4. EIA team

Name	Job title (if applicable)	Organisation	Role
Nicholas Meadows	Change Consultant	Surrey County Council	Project Manager
David Ligertwood	Transport Projects Team Manager	Surrey County Council	Concessionary Travel Manager

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>Surrey County Council (SCC) is under enormous financial pressure, due to reduced government funding and extra demand for vital services. This has meant the council has had to review all the services it provides for its residents. One of these services is Guildford Park and Ride.</p> <p>During 2014/15, 913,000 passenger trips were made on the four Park and Ride services in Guildford: Spectrum, Artington, Merrow and Onslow. It currently cost about £1.3m per annum to operate these services. Around half of this cost is covered by passenger fares, while the remaining cost is subsidised by Guildford Borough Council (GBC) and SCC.</p> <p>The costs to run these Park and Ride services are being reviewed to help the council sustain them in the face of funding pressures.</p>
What proposals are you assessing?	<p><u>Free concessionary travel</u></p> <p>During 2014/15, of the 913,000 annual passenger trips made on Guildford Park and Ride services about 45% (400,000) are made by concessionary pass holders. Of the 400,000 passenger trips about 96% (384,000) are made by older person's concessionary pass holders. The remaining trips are made by disabled person's concessionary pass holders (14,000) and companion pass holders (2,000). Companion passes are issued to qualifying concessionary</p>

	<p>pass holders, who cannot travel without assistance. So they can take a carer, friend or relative with them for free.</p> <p>Currently, passengers with a disabled person's concessionary pass can travel for free at any time on any of these park and ride services. Passengers with an older person's concessionary pass can travel for free on any of the services after 9.30am Monday to Friday, and all day Saturday (and Bank Holidays if the service is in operation). This offer of free travel costs £0.200m per annum.</p> <p>The proposal is to replace free concessionary travel on Guildford park and ride services with a £1 concessionary day return fare, applicable all day Monday to Saturday (including Bank Holidays if the service is in operation). This proposal would generate additional passenger fare income in the face of funding pressures.</p>
<p>Who is affected by the proposals outlined above?</p>	<ul style="list-style-type: none"> • Guildford Park and Ride service users who hold a concessionary pass, and where appropriate their family, friends and carers. • Service operator, Stagecoach. • Other partners and external organisations

6. Sources of information

<p>Engagement carried out</p>
<p><u>Legal engagement</u></p> <p>We have approached Legal Services to seek their advice on introducing a concessionary charge on Guildford Park and Ride services. The advice received has confirmed that Park and Ride services are likely to fall within the exempt category of 'special amenity' from the English National Concessionary Travel Scheme (ENCTS).</p> <p>The Travel Concessions (Eligible Services) Order was made in 2002 and was amended in 2009 following consultation by the Department for Transport. This Order exempted certain services from the requirements of the ENCTS which required local authorities to provide free transport on Local Bus Services between 9.30 and 23.00 Monday to Friday and at any time at weekends and on bank holidays to qualifying concessionary pass holders. Services with a special amenity element, such as the Park and Ride services, are technically free from the requirements of the ENCTS and therefore the introduction of a charge (or indeed a decision not to offer any concession) is permissible.</p> <p>This change has been implemented by other local authorities such as Leicestershire, Norwich, Ipswich, York and Chester without challenge.</p> <p><u>Public consultation</u></p> <p>On 26 November 2014 Guildford Local Committee agreed that SCC undertake a public consultation on the proposal to remove the ENCTS from the Park & Ride network. This public consultation launched on Tuesday 28 July 2015 and ran until Tuesday 1 September 2015. Over 1600 responses were received to this public consultation, mostly from those who could be impacted by the change.</p> <p>Residents and stakeholders could respond to this public consultation by</p> <ul style="list-style-type: none"> • By completing an online questionnaire • By completing a paper questionnaire available at libraries, local council offices and at Guildford Park and Ride sites. • By contacting the SCC contact centre to request a paper copy of the questionnaire in

<p>standard, easy read or large print.</p> <ul style="list-style-type: none"> • Emailing or writing to the project team <p>Thousands of paper copies of the questionnaire and posters advertising the consultation were printed. These were distributed to:</p> <ul style="list-style-type: none"> • All Park & Ride sites and on the entire Park & Ride bus fleet. • Libraries, local council offices, resident associations, equality organisations, community centres, village halls, GP's, supermarkets and citizen advice bureaux. • Made available on request via our contact centre. <p>Other media used included:</p> <ul style="list-style-type: none"> • Emails and letters to key stakeholders. • Dedicated website for the review (surreycc.gov.uk/parkandride). • Social media (Facebook posts & Twitter), online newsletters (Communicate, Issues Monitor), editorial copy for District & Borough's.
Data used
<ul style="list-style-type: none"> • The Travel Concessions (Eligible Services) Order 2009. • Surrey-i, our local data and information portal, which can be searched by protected characteristic. • Feedback to the consultation questionnaire and views submitted by e-mail or post. • Data provided by the service operator, Stagecoach. • Guildford Parking Business Plan 2015-16. • Information from other local authorities that have implemented a concessionary charge for Park and Ride services.

7. Impact of the new/amended policy, service or function

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
<p>Page 114</p> <p>Age</p>	<p>It currently costs an older person's concessionary bus pass holder £1.20 for a day return on the service 100 Spectrum and £1.10 for a day return on the service 200 Artington before 9:30am. The introduction of the all day £1 concessionary return will actually make it cheaper for them to travel on these services before 9:30am.</p>	<p>During 2014/15, 384,000 passenger trips were made by older person's concessionary pass holders on Guildford Park and Ride services. The proposal to introduce an all day £1 concessionary return will increase the cost for older person's concessionary pass holder's who use Guildford Park and Ride services.</p> <p>More than 1 in 2 (52%) respondents to the consultation questionnaire, who indicated they held an older person's concessionary pass, told us that they would support this proposed change saying that it was affordable and a much cheaper alternative to parking in the town centre. Less than 1 in 2 (46%) respondents to the consultation questionnaire, who indicated they held an older person's concessionary pass, told us that they opposed this proposed change. The majority that disagreed said it could present them with financial difficulties and discourage them from travelling on Guildford Park and Ride services.</p>	<p>Evidence gathered from the public consultation and patronage data from the operator Stagecoach.</p>
<p>Disability</p>	<p>None</p>	<p>During 2014/15, 14,000 passenger trips were made by disabled person's concessionary pass holders on Guildford Park and Ride services. The proposal to introduce an all day £1 concessionary return will increase the cost for disabled person's concessionary pass holder's who use Guildford Park and Ride services.</p> <p>Exactly 4 in 5 (80%) respondents to the consultation questionnaire, who indicated they held a disabled person's concessionary pass, told us that they would oppose this proposed change. The majority of respondents that disagreed said it could present them with financial difficulties, discourage</p>	<p>Evidence gathered from the public consultation and patronage data from the operator Stagecoach.</p>

² More information on the definitions of these groups can be found [here](#).

		<p>them from travelling on Guildford Park and Ride services and impact the most vulnerable in society.</p> <p>About 1 in 7 (14%) respondents to the consultation questionnaire told us they had a disability or longstanding condition which affects how they travel. The majority of these respondents said they opposed the proposal to introduce a concessionary charge on Guildford Park and Ride services.</p>	
Gender reassignment	None	None	There is no differential impact on this protected characteristic.
Pregnancy and maternity	None	None	There is no differential impact on this protected characteristic.
Race	None	None	There is no differential impact on this protected characteristic.
Religion and belief	None	None	There is no differential impact on this protected characteristic.
Sex	None	None	There is no differential impact on this protected characteristic.
Sexual orientation	None	None	There is no differential impact on this protected characteristic.
Marriage and civil partnerships	None	None	There is no differential impact on this protected characteristic.
Carers³	None	<p>During 2014/15, 2,000 trips were made by companion pass holders on Guildford Park and Ride services. Companion passes are issued to qualifying concessionary pass holders, who cannot travel without assistance. A companion pass allows the holder to travel for free and enables them to also take a carer, friend or relative with them for free. The proposal will</p>	<p>Evidence gathered from the public consultation and patronage data from the operator Stagecoach.</p>

³ Carers are not a protected characteristic under the Public Sector Equality Duty, however we need to consider the potential impact on this group to ensure that there is no associative discrimination (i.e. discrimination against them because they are associated with people with protected characteristics). The definition of carers developed by Carers UK is that 'carers look after family, partners or friends in need of help because they are ill, frail or have a disability. The care they provide is unpaid. This includes adults looking after other adults, parent carers looking after disabled children and young carers under 18 years of age.'

		increase the cost of travel for a carer, who currently uses a companion pass on Guildford Park and Ride services. About 1 in 14 (7%) respondents to the consultation questionnaire told us they had a caring responsibility for an adult or child with a disability. The majority of respondents who said they had a caring responsibility opposed the proposal to introduce a concessionary charge on Guildford Park and Ride services.	
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7b. Impact of the proposals on staff with protected characteristics

There is no differential impact on staff with protected characteristics.

8. Amendments to the proposals

Change	Reason for change
<p>The original idea was to implement the concessionary charge for all concessionary pass holders on Guildford Park and Ride services. However, based on the consultation results, the final recommendation is to introduce a concessionary charge only to pass holders, who qualify based on age. Disabled person's concessionary pass holders and companion pass holders will still be able to travel for free on Guildford Park and Ride services if Guildford Local committee agree to the recommendation.</p>	<p>The public consultation told us that exactly 4 in 5 (80%) respondents to the consultation questionnaire, who indicated they held disabled person's concessionary pass, told us that they oppose the proposal to introduce a concessionary charge. Further analysis told us it could present financial difficulties, prevent travel and could make them feel isolated and vulnerable.</p> <p>Given the relatively low usage of the disabled person's concessionary pass (14,000 passenger trips per annum) and the companion pass (2,000 passenger trips per annum) on Guildford Park and Ride services, and that introducing a charge would only raise a relatively low amount in additional income, we have decided not to go ahead with this proposal.</p>

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
<u>Positive</u>	If the final proposal is agreed at Guildford Local Committee, we'll ensure the robust communication of this change well in advance of it coming into effect. This will include providing these materials in alternative formats if requested for those with a visual impairment or those with learning disabilities.	Mid October	Travel and Transport Projects Team
<u>Negative</u>	It is recognised that SCC is unable to meet the needs of everyone in the public consultation. For Park and Ride users who are unable to pay the concessionary charge, we'll direct them towards the nearest local bus service, so they can still make their trip for free.	Ongoing from Mid October	Travel and Transport Projects Team

<u>Positive</u>	We'll continue to look at opportunities that will move the Park and Ride services towards commercialisation. We'll specifically look at ways to reduce the cost of the service without impacting the level of service offered and encourage more fare paying customers onto Park and Ride services.	Ongoing	Travel and Transport Projects Team
<u>Positive</u>	This EIA will continue to be monitored, evaluated and where necessary updated during the implementation period.	Ongoing	Travel and Transport Projects Team

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
Whilst older person's concessionary pass holders will still be able to travel for free on local bus services to Guildford, some may consider this as inappropriate alternative to a free park and ride journey, and may choose to complete their journey using another form of transport, travel elsewhere or to not complete their journey at all.	Age

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<p>Analysis is mainly based on:</p> <ul style="list-style-type: none"> • Responses received during the public consultation. • Patronage data provided by Stagecoach. • Review of The Travel Concessions (Eligible Services) Order 2009 and Guildford Business Parking Plan 2015-16 • Local information (Surrey-i) • Information from other local authorities that have implemented a concessionary charge on Guildford Park and Ride services.
Key impacts (positive and/or negative) on people with protected characteristics	Potential impacts were perceived to be negative on the protected characteristics Age and Disability. Introducing a concessionary charge for Guildford Park and Ride services could present pass holders who use these services with financial difficulties, discourage them from travelling and impact the most vulnerable in society.
Changes you have made to the proposal as a result of the EIA	The original idea was to implement the concessionary charge for all concessionary pass holders on Guildford Park and Ride services. However based on the consultation results, the final recommendation is to introduce a concessionary charge only to pass holders, who qualify based on age. Disabled person's concessionary pass holders and companion pass holders will still

	be able to travel for free on Guildford Park and Ride services if Guildford Local committee agree to the recommendation.
Key mitigating actions planned to address any outstanding negative impacts	<ul style="list-style-type: none"> • Ensure the robust communication of this change well in advance of it coming into effect. This will include providing these materials in alternative formats if requested for those with a visual impairment or those with learning disabilities. • Communicate local bus alternatives where appropriate. • Look for opportunities to make Park and Ride more commercially viable without impacting the level of service offered. • Continue to review the EIA during the implementation period.
Potential negative impacts that cannot be mitigated	Whilst older person's concessionary pass holders will still be able to travel for free on local bus services to Guildford, some may consider this as inappropriate alternative to a free park and ride journey, and may choose to complete their journey using another form of transport or to not complete their journey at all.

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