

Customer Service and Operational Performance Panel



Date: 1 November 2017

Item: Assisted Transport Services

This paper will be considered in public

1 Summary

- 1.1 At its meeting on 13 July 2017, the Panel considered a paper on the progress made to date in implementing TfL's 2015 Roadmap to improve Social Needs Transport and agreed a change of terminology to Assisted Transport Services (ATS). This was in recognition of a broadening of the concept of assisted transport beyond the traditional door-to-door services such as Dial-a-Ride (DAR) and Taxicard to include other services such as Travel Mentoring. An ATS champion was appointed to 'challenge, champion and support' the development of a new roadmap, building on the 2015 Social Needs Transport proposals and leading to a new vision for ATS.
- 1.2 This paper summarises the outcome of the ATS champion's review, recommends a future vision and new identity for ATS and sets out a roadmap to their implementation.

2 Recommendation

- 2.1 **The Panel is asked to note the paper and endorse the vision for spontaneous and independent travel outlined in the paper and the roadmap for implementation of the vision proposed.**

3 Background

- 3.1 The number of Londoners with reduced mobility is set to rise. It is predicted that by 2031 there could be more than one million Londoners with reduced mobility potentially in need of some form of assisted transport. Even without this increase in demand, there is already a pressure on available budgets for existing ATS provision as:
 - (a) boroughs continue to reduce their spend on assisted transport services such as Taxicard, resulting in a decline in the consistency of the Taxicard service offer across London; and
 - (b) TfL now provides the vast majority of funding for non-statutory door-to-door schemes in London, contributing £46m towards the overall costs of £47.7m for DAR, Taxicard and Capital Call.

3.2 While the need for change within ATS provision has been clear for some time, due to the complex nature of the governance of the various services, the pace of that change has been gradual. Nevertheless, progress continues to be achieved. An update is given below:

Progress along the Social Needs Transport Roadmap

Improvement initiative	Operational Delivery	Customer Experience
Diversification of DAR fleet.	DAR split into commissioning (ATS) and delivery (DAR Fleet Services) Delivered April 2016	
Supporting and promoting locally based assisted transport services.	New Multi-Occupancy Accessible Transport (MOAT) Contracts for delivery of a proportion of DAR journeys. Delivered between June and October 2017.	Sharing of DAR best practice, working towards greater comparability of service standards for broader social benefits. Ongoing
Improving DAR scheduling and customer offering.	Introduction of real time scheduling and dispatch Delivered June 2017.	Real-time customer information on vehicle arrival times. Delivered June 2017.
	Improved use of local knowledge in scheduling – through use of experienced drivers to review scheduling of regular group journeys. Ongoing from July 2017.	Removal of 5 mile trip limit – journeys accommodated based on availability, not refused purely due to distance. Launch planned for November 2017 (Press Release).

Improvement initiative	Operational Delivery	Customer Experience
Greater integration of service standards between the various assisted transport services (DAR, Capital Call and Taxicard).	TfL/London Councils Joint framework for the procurement of taxi and phv elements of all three services, setting up common customer service standards and performance management structures (including greater stakeholder input). New contract due to be awarded in April 2018.	DAR and Capital Call merged booking centre. Delivery due April 2018.
		From October 2018 (subject to discussion and agreement with London Councils). More integrated customer complaint and feedback system for all three services.
Web-based membership application facility.		Development of web-based application process for DAR with potential to include Taxicard applications. Delivery by April 2018. (Taxicard inclusion subject to further discussion and agreement with London Councils.)
Enhanced web and app-based booking for taxi and phv supply for core assisted transport services.		Potential enhancement arising from letting of new contract from October 2018.

3.3 The previously agreed SNT roadmap has been integrated into the proposed new ATS roadmap.

4 The ATS Champion Review

4.1 Following discussions at a workshop in May 2017, involving Panel Members and TfL officers, on 13 July 2017, the Panel nominated Anne McMeel as its ATS champion with the following Terms of Reference:

- (a) to consider the current ATS population and usage trends and existing provision in respect of not only door-to-door services but public transport

services (using the disabled Freedom Pass) and private car use (using Blue Badge provision);

- (b) to consider potential current ATS users, in particular young people, who are not accessing the public service provision and may be using private cars to understand why and how modal shift to public transport and/or ATS provision might be achieved;
- (c) to consider the future ATS customer base and related demographics to inform predictions of future requirements for ATS services, in support of the draft Mayor's Transport Strategy (MTS), and how they should be funded;
- (d) to develop, in support of the MTS, a revised roadmap outlining the transition from current service provision to new proposals over time; and
- (e) to define the role of the ATS champion: to challenge, champion and support the development of proposals as to what core ATS services are required to support the mainstream network, what they should look like and who should provide them. These should be considered in the context of the draft MTS.

5 Outcome of the ATS Champion Review

- 5.1 The report, set out in Appendix 1, "A new identity for Assisted Transport Services' has been written in consultation with the ATS champion and reflects the challenges posed by her to TfL to be innovative, inclusive and collaborative in its thinking. It reflects the direction set out in the draft MTS and sets out a proposal for London to have a world leading ATS, including a new vision and identity – targeted at the needs of all our customers who face mobility barriers whilst travelling and ensuring that accessibility is seen as a core element of an integrated transport service across London.
- 5.2 At the heart of the new vision is the need for a new identity for ATS in London, representing the range of services and concessions that provide transport choices for Londoners who face mobility barriers whilst travelling.
- 5.3 The new vision is accompanied with a new roadmap, which works towards the development of an integrated ATS user platform (possibly an app) through which a variety of available transport options can be accessed to request journeys on demand and any payments or budget allocations can be processed through a single account.
- 5.4 Although such a platform might be app based, it could still be offered as a telephone based service, with telephone operators accessing the app on behalf of customers to book journeys on their behalf.
- 5.5 The new roadmap also provides a framework through which TfL could appropriately allocate funding towards the strategic goals of ATS.

6 Design Principles

- 6.1 As a starting point to achieving the vision and new identity, a set of design principles are proposed. The principles are derived from existing customer research and the principles and objectives set out in the draft MTS. These include

addressing the factors which are dissuading disabled people, whether young or old, from using public transport options for at least some of their journeys.

- 6.2 Subject to the Panel's endorsement, these design principles and the proposed roadmap will be reflected in the final MTS:
- (a) consistently safe and reliable journeys, with a customer focus, including highly trained staff across the whole network;
 - (b) providing convenience through information and support, to improve user confidence in independent journey planning and travelling;
 - (c) allowing users flexibility and choice in their preferred mode, time of travel, booking approach and level of assistance;
 - (d) providing a seamless and integrated multi-modal service, single user platform and personalised account, that incorporates all public transport modes including dedicated assisted transport services; and
 - (e) utilising the latest technological innovation in bookings, payments, service routing, customer care and performance monitoring, to ensure the system is convenient, efficient and value for money.

7 Outcome of Stakeholder Workshop

- 7.1 In order to test the five design principles outlined in section 6, a workshop was held on the 20 September 2017 with a range of stakeholders. Attendees included representatives of those who currently use core assisted transport services such as DAR, Taxicard and Capital Call, and those, such as younger disabled people, who do not.
- 7.2 The workshop participants gave broad support to the direction of travel suggested by the proposed new vision for ATS and to the five design principles outlined in section 6, with the caveat that not all existing users would want innovative change so there was a need to consider transition between 'old' and 'new'. The groups also wanted more engagement and more frequent feedback between engagement sessions so organisations can be involved in the development of products and not just in initial feedback and final product.
- 7.3 Subject to the outcome of the Panel's consideration of the vision and design principles outlined in this paper, further stakeholder engagement will be undertaken to ensure that ongoing and iterative user involvement along the roadmap for change is achieved. This will include engagement with disabled people who do not currently use assisted transport or public transport services as well as those who do.

8 The Proposed Roadmap for Change

- 8.1 Appendix 1 Annex C sets out the draft MTS Accessibility Improvement Plan. The following actions are proposed as the core deliverables as part of the new ATS roadmap, which would sit within the MTS Accessibility Improvement Plan, to deliver the new vision for ATS.

	Action	Detail	Current Status
1.	Data analysis to understand customer choice between ATS and mainstream services.	Analysis of existing data to understand interactions and factors determining choice of usage of DAR, Capital Call, Taxicard and mainstream public transport .	Discussions with London Councils to gain agreement to share relevant data during 2017/18.
2.	Developing a new umbrella identity for Assisted Transport Services, reflecting the partnership involved in their delivery.	TfL Corporate design to develop a new identity for ATS services.	Delivery planned for January 2018.
3.	Increased awareness of the range of potential transport options for particular journeys.	Integrated customer information and marketing of Assisted Transport Services alongside accessible public transport options.	Delivery planned for April 2018 (pending discussion and agreement with London Councils).
4.	Launch a 'one stop shop' platform for Assisted Transport Services.	Initially to be hosted on the web, providing a single platform from which to access all ATS services: DAR, Taxicard, Travel mentoring, Mobility Aid Recognitions Scheme and accessible public transport information.	Target for web-site platform delivery April 2018 pending discussion and agreement with London Councils (over Taxicard inclusion).
		Explore potential for greater integration between DAR and Taxicard booking and dispatch centres arising out of launch of new joint contract framework for taxi and PHV supply.	From October 2018 (subject to discussion and agreement with London Councils).

5.	Expand marketing of accessible transport improvements, Travel mentoring services and the Mobility Aid Recognition Scheme to Freedom Pass and Blue Badge holders.	Targeting key groups for modal shift a) potentially from door to door to bus services and b) from car journeys to bus services and other public transport options.	From April 2018 (pending agreement with London Councils).
6.	Pilots.	Pilots in two London boroughs alongside free DAR service. Data analysis to understand the choices and interactions between the different ATS services and between ATS and mainstream, how best and to what extent modal shift can be achieved.	Pilot to run April 2018-April 2019 (discussion ongoing between TfL, London Councils and potential partner boroughs).
7.	Consider opportunities to harness knowledge from demand responsive transport to improve assisted transport offerings.	Explore potential for use of DRT scheduling systems to improve efficiency of ATS multi occupancy services (DAR).	Under discussion within the Transport Innovation team.
8.	Scope possibilities for including health services transport in ATS one stop shop platform.	Proposal to be developed to undertake a pilot in a single borough of integrating non-emergency patient transport services, based on a contractual arrangement with CCG.	Discuss possibilities internally with a view to commencing research by January 2018 and a local pilot in April 2019, building on the outcome of the pilot.
9.	Following the pilots and blended/ standalone DRT, use lessons learned to further develop the ATS one stop shop platform beyond TfL/London Councils to include NHS funded services, third sector services and new forms of public transport where appropriate.	Details to be developed through pilots.	Aim to extend ATS integrated platform to multiple partnerships by year end 2020/21.

9 Next Steps

- 9.1 Subject to the Panel's endorsement of the vision and the roadmap outlined above, it would be TfL's intention to integrate the key deliverables highlighted in the roadmap into existing work plans across TfL. Updates on progress with the overall Accessibility Improvements Plan and the ATS Roadmap will be provided to the Panel at six monthly intervals.

10 Financial Implications

- 10.1 The vision and roadmap have made no assumptions about the availability of additional resources to support delivery of the planned outcomes. Many of the proposals contained within the roadmap are deliverable within existing resource commitments. As and when additional resources are required to deliver outcomes identified in the roadmap, funding will be sought through the usual internal business planning processes.

List of appendices to this report:

Appendix 1: A New Identity for Assisted Transport Services – a vision for a spontaneous and independent future

List of Background Papers:

Social Needs Transport, Customer Service and Operational Performance Panel – 13 July 2017

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1

A Roadmap for a spontaneous and independent Assisted Transport Services

October 2017

Executive Summary

The Mayor's draft Transport Strategy (MTS), released on 21 June 2017, sets out the Mayor's ambition to improve the overall accessibility of the transport network in London. The vision as outlined in the draft MTS is:

“The Mayor, through TfL and the boroughs, will seek to enhance London's streets and public transport network so as to enable all Londoners, including disabled and older people, to travel spontaneously and independently, making the transport system navigable and accessible to all.”¹

To achieve this vision, the draft MTS outlines an Accessibility Implementation Plan that will improve mainstream transport accessibility in London (see Annex C). It includes a commitment to “Implement Social Needs Transport Review recommendations”² by 2020.

In line with the draft MTS vision and the Accessibility Implementation Plan, this paper outlines how London could go beyond the recommendations of the Social Needs Transport Review, by setting out a new roadmap for London to have world leading Assisted Transport Services (ATS). It proposes improvements to the range of services and concessions that provide transport choices for Londoners who face mobility barriers whilst travelling. This includes the new vision and a new identity for these services - targeted at the needs and convenience of all present and future customers.

This vision is broken down into the following five draft design principles:

1. Consistently **safe and reliable** journeys, with a customer focus, including highly trained staff across the whole network;
2. Providing **convenience** through information and support, to improve user confidence in journey planning and independent travelling;
3. Allowing users **flexibility and choice** in their preferred mode, time of travel, booking approach and level of assistance;

¹ 2017 draft Mayor's Transport Strategy (page 127)

² 2017 draft Mayor's Transport Strategy (page 130)

4. Providing a seamless and **integrated** multi-modal service, single user platform and personalised account, that incorporate all public transport modes including dedicated assisted transport services;
5. Utilising the latest technological **innovation** in bookings, payments, service routing, customer care and performance monitoring, to ensure the system is convenient, efficient and provides value for money.

The new strategy is outlined below. It was developed to achieve the vision whilst meeting the aspirations of customers, the Social Needs Transport roadmap and the objectives of the draft MTS.

To support the public transport accessibility improvements set out in the MTS the following actions are proposed for inclusion in the new ATS roadmap, building on the commitments already in progress from the previous roadmap, most notably the joint TfL London Councils contract framework for taxi and private hire supply for Dial-a-Ride, Taxicard and Capital Call:

- Action 1. Conduct data analysis and customer engagement** to understand customer choice between ATS and mainstream services;
- Action 2. Develop a new umbrella identity for ATS** to build joint identity across the existing delivery partnerships;
- Action 3. Develop a one stop shop single platform to access core ATS services**, initially hosted on the TfL website, and building on the potential for greater integration between Dial-a-Ride and Taxicard booking and dispatch centres arising from closer working to set up and monitor the new joint taxi and phv framework contract;
- Action 4. Increase awareness of full range of transport options** through integrated customer information about ATS alongside accessible public transport options. Include signposts to MTS public transport accessibility improvements as they come on line;
- Action 5. Expand marketing of ATS services**, including Travel Mentoring and mobility scooter use on buses (Mobility Aid Recognition Scheme) to Freedom Pass and Blue Badge Holders
- Action 6. Conduct a pilot in two London Boroughs** as a step towards developing a **single, integrated payment platform** for ATS;
- Action 7. Research opportunities to harness Demand Responsive Transport (DRT)** innovations, with a view to conducting trials of using DRT to contribute to core ATS;
- Action 8. Engagement with other service providers**, such as the NHS and community transport operators, to potentially widen the breadth of the transport offer, working towards a pilot to integrated emergency patient transport into a single payment platform in a borough;
- Action 9. Expand the one stop shop integrated platform for ATS** including public transport options and invite partnerships with the NHS and the third sector at a local level, building to London wide coverage over time.

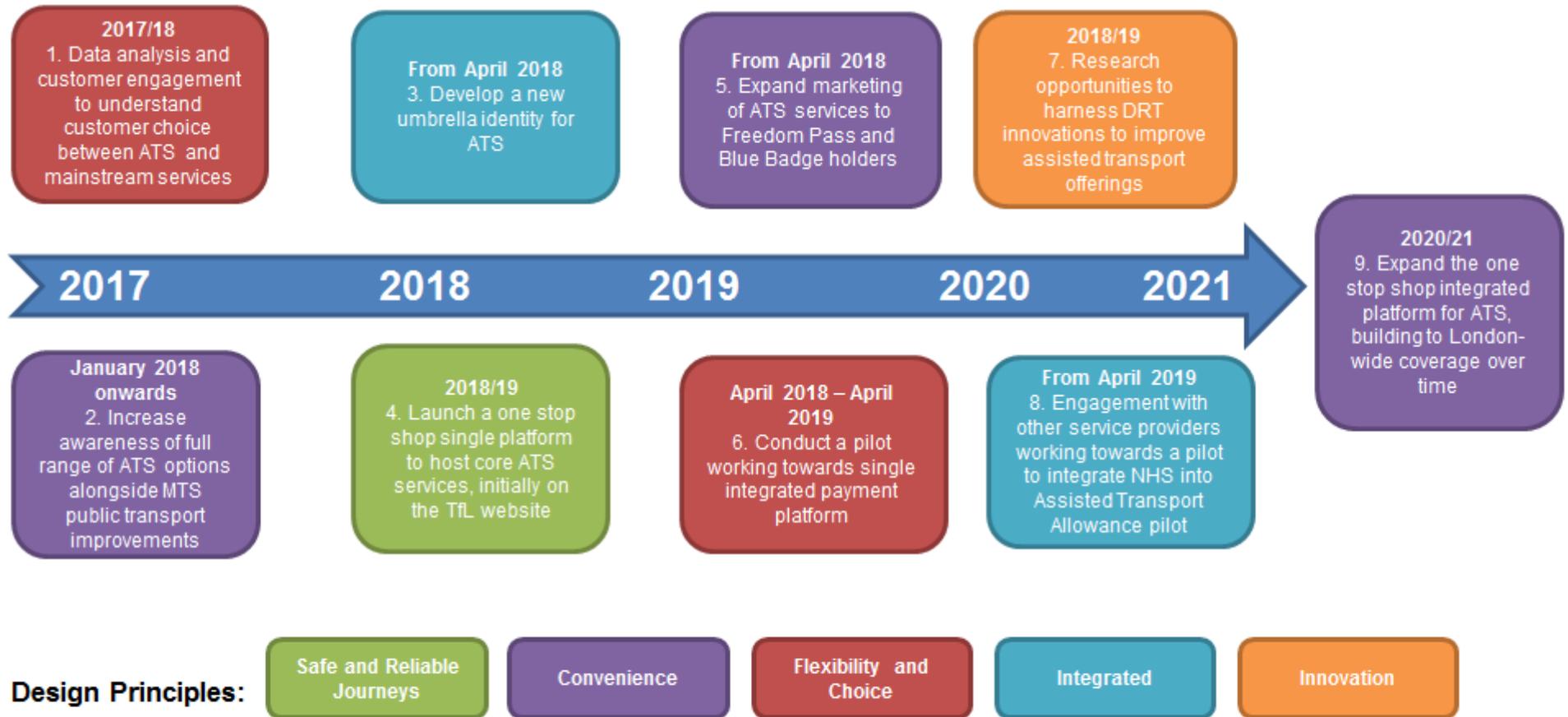
The new roadmap is summarised in Figure 1 below. It is envisaged that the new roadmap will sit within the MTS Accessibility Plan outlined in Annex C.

To ensure the vision is fit for purpose, the proposed roadmap and draft design principles will be refined and implemented with continued engagement with stakeholder and customer

groups representing disabled people who regularly use ATS and those, such as the younger generations, who use it less.

Once fully implemented, this could provide a single integrated service that gives customers seamless access to a range of transport options including London's public transport and core ATS.

Figure 1: Roadmap to deliver the core ATS Actions



Developing our vision for Assisted Transport Service

Introduction

To meet the needs of Londoners who face mobility barriers, this paper outlines a proposed roadmap to achieve the draft MTS vision for world leading Assisted Transport Services (ATS), which is targeted at the needs and convenience of all our customers and builds on the Social Needs Transport Review.

At the heart of the new vision is the need for a new identity for ATS in London, as a way of meeting the aspirations of customers, the Social Needs Transport roadmap and the objectives of the draft MTS. This new identity would encompass providing many disabled people greater choice to travel independently and spontaneously.

To achieve this vision, a new roadmap has been developed, building on and extending the Social Needs Transport proposals in line with the new customer insights, transport policy developments and the principles and objectives of the draft MTS.

This roadmap includes the development of an integrated ATS user platform (possibly an app), through which a variety of available transport options can be accessed to request journeys on demand, and any payments or budget allocations can be processed through a single account. It should be noted that, although such a platform might be app based, it could still be offered as a telephone based service, with telephone operators accessing the app on behalf of customers to book journeys.

The Mayor's draft Transport Strategy

A major development since the original Social Needs Transport proposals were published in 2015 has been the launch of the draft MTS for public consultation. The draft MTS does not offer detailed proposals for the future shape of ATS, but does provide a general direction of travel, setting out some key objectives from the customer perspective: reliability; convenience; flexibility; and greater integration with mainstream services.

“There is a growing need to deliver a reliable, convenient service for older and disabled Londoners who require door-to-door transport. TfL is now conducting research into how well the current social needs transport system (including Dial-a-Ride and community transport) meets the needs of these customers.

This evidence will be used to improve the service in the coming years. As transport patterns change it is increasingly important that social needs transport services become more flexible. The Mayor is considering ways in which they could be better integrated with other public transport services, while maintaining the financial concessions their users need”. (p.129)

Indirectly, the draft MTS provides a framework that sets a direction of travel for the future provision of ATS. Of relevance is draft MTS Policy 12:

“The Mayor, through TfL and the boroughs will seek to enhance London's streets and public transport network so as to enable all Londoners, including disabled and older people, to travel spontaneously and independently, making the transport system navigable and accessible to all” (p. 127).

The draft MTS also outlines ambitions to:

- Adapt the London transport offer and business models to ensure collaboration with stakeholders and adoption of changing technology to contribute positively to the aims of the strategy;

- Explore and trial new mobility models for bus services, such as DRT, which make public transport a more attractive alternative to the private car;
- Be sensitive to growing and evolving customer expectations relating to the use of new technological innovations such as apps in relation to keeping public transport, walking and cycling as attractive options for travel.

A summary of the draft MTS Accessibility Improvement Plan has been included in Annex C.

Design principles for ATS

This vision for ATS requires improvements to the range of services and concessions that provide transport choices for Londoners who face mobility barriers whilst travelling. These include:

- Services such as Dial-a-Ride, Taxicard, community transport, adult social care, educational and non-emergency hospital transport provision;
- Services and concessions that help encourage public transport use such as the Disabled Person's Freedom Pass;
- Support services such as travel mentoring and training services and the Mobility Aid Recognition Scheme that enables people to board buses using mobility scooters;
- Accessibility improvements to mainstream transport services to ensure an integrated transport services across the capital.

As a starting point to achieving the vision and new identity, a set of design principles are proposed below. The principles are derived from existing customer research and the principles and objectives set out in the draft MTS. These include addressing factors which are dissuading disabled people, whether young or old, from using public transport for at least some of their journeys.

Design principle 1: Safe and reliable journeys

Services that form the core door-to-door element of ATS need to offer safe and reliable journeys. This includes ensuring a sufficient provision for vehicle accessibility requirements as well as staff training. Of equal importance is the provision of mechanisms to ensure consistent performance management of journey suppliers, particularly in relation to the quality of passenger assistance and journey reliability.

Design principle 2: Convenience

Access to core door-to-door ATS services needs to be convenient both in terms of applying to join and in terms of making, inquiring about and amending journey requests. It is proposed that this is achieved through continuing to work towards the goal of a single point of contact for customers for applications, bookings and other customer facing transactions, which can eventually be incorporated into the ATS digital platform.

Although digital channels are not favoured by existing ATS users, demand for such options is already growing and will continue to grow as new customers, who are used to digital technology find the need to use door-to-door transport options in the future.

Design principle 3: Flexibility and choice

In line with draft MTS objectives and customer aspirations, the core ATS offering should give customers more flexibility and choice, particularly in relation to the types and lengths of journeys they are able to request. TfL's proposed pilot is one way to replace the existing trip based budgets which could provide a model to be implemented more widely, depending on the results of the trial.

Design principle 4: Integrated

Continue the commitment to work towards greater ATS integration from a customer and delivery perspective. Alongside the existing commitments to work towards integrating elements of Dial-a-Ride, Capital Call and Taxicard, integration should also encompass access to hospital transport services, particularly because of the access to additional funding that would accompany it.

In light of the draft MTS objectives and priorities, the goal of integration is applied to public transport and with other sustainable travel modal choices such as the use of mobility scooters for some journeys, supported by travel mentoring and travel training services.

Design principle 5: Innovation

ATS should adopt technological innovation in bookings, payments, service routing, customer care and performance monitoring, to ensure the system is convenient, efficient and value for money.

For example, the draft MTS (Proposal 99) outlines an ambition to explore and trial DRT, likely in the form of demand responsive bus services. This could include trials to integrate open access demand responsive services and eligibility based door-to-door ATS services.

The roadmap for change

TfL has been making progress, in partnership with London Councils in delivering the Social Needs Transport roadmap. However, in light of the draft MTS and proposed vision, a new roadmap has been developed.

The draft ATS roadmap has applied the five draft design principles of safe and reliable; convenience; flexibility and choice; integrated and innovation. It combines the initiatives of the Social Needs Transport roadmap, the aspirations of the draft MTS and the proposed vision for ATS. The proposed draft roadmap has been summarised in Figure 1 and Annex D.

The roadmap should be further developed and its implementation planned with the involvement of disabled people, both young and old. Engagement activities should include disabled people who frequently use assisted and mainstream transport services and those who use it less.

Once fully implemented, the outcome would be a single platform that gives customers access to a range of transport options including public transport and core assisted transport services funded by TfL, London Boroughs (via London Councils) and potentially the NHS. Although the intention is for a digitally based platform, a telephone based interface should be maintained for the foreseeable future for those customers who are more comfortable with more traditional methods of service delivery.

Background

In 2015, TfL launched its Social Needs Transport roadmap. The proposals set an objective of achieving greater integration between Dial-a-Ride, community transport, Taxicard, Capital Call, local authority and hospital transport provision in London through a series of incremental steps aimed at delivering an enhanced customer offering.

In January 2017, TfL Board's Customer Service and Operational Performance (CSOP) panel considered the Social Needs Transport proposals and agreed to a review. The roadmap was updated following a workshop, held in May 2017. The workshop discussions highlighted the need for TfL to widen its focus to include not just existing customers of the services listed above, but a broader spectrum of potential users (see Annex B). The discussions also noted the complexity of making changes to the core assisted transport services listed above arising from the multiplicity of organisations involved in their funding, management and delivery, whilst also recognising an increasing impetus for change resulting from financial considerations.

Following the workshop, the July 2017 CSOP panel meeting appointed a Champion from its members to oversee and review the development of a future vision for these important services. The terms of reference for the review were:

- to consider current usage trends and existing provision in respect of, not only door-to-door services but public transport services (using the disabled Freedom Pass) and private car use (using Blue Badge provision)
- to consider the aspirations of young people facing mobility barriers, who are not currently accessing either public transport provision or assisted transport services, to understand why and how modal shift to public transport and/or assisted transport services might be achieved
- to consider the future assisted transport services customer base to inform predictions of the requirements for these services and how they should be funded in the future, in support of the draft MTS
- to develop, in support of the draft MTS, a revised roadmap outlining the transition from current service provision to new proposals over time
- to define the role of the ATS champion: to challenge, champion and support the development of proposals as to what core ATS services are required to support the mainstream network, what they should look like and who should provide them. These should be considered in the context of the draft MTS

This report has been written in consultation with the Acting ATS Champion³ and reflects the challenges presented by her to TfL to be innovative, inclusive and collaborative in its approach.

³ Anne McMeel, TfL Board Member

Developments since the Social Needs Transport Roadmap

Since the Social Needs Transport Roadmap a number of developments have provided further opportunities to develop TfL's vision for a world class ATS, based on the five design principles listed above. These are summarised below:

Demand Responsive Transport (Design principles 1, 2, 3 and 5: safe and reliable, convenience, flexibility and choice and innovation)

The uptake and development of new technology in recent years has given rise to improved connectivity across all sectors, including transport. This has led to a rapid increase in new business models, aiming to more effectively deliver responsive, tailored, and cheaper transport options. Alongside this, customer expectations for transport, particularly amongst younger age groups have risen and are continuing to grow.

One of the most significant potential applications of such business models and technology has been the increased ability to dynamically adapt transport services in real-time, for example finding and adjusting routes, rapid and intelligent booking systems, or adapting to changing demand and congestion to optimise journeys for multiple people. Often referred to as DRT, such services are already operating in cities around the world.

The potential applications of these new developments to ATS are numerous – new scheduling technology could allow for more efficient and dynamic vehicle use, opening up options to offer more responsive ATS and to minimise wait times. Fixed fare calculation algorithms could remove a common passenger pain point by giving greater certainty. Integrating these possibilities with an open access DRT service could lead to further efficiencies, providing a potential bridge between traditional door-to-door services and traditional bus services. This could improve opportunities for ATS customers to interchange more easily with established accessible public transport options such as bus, rail and London Underground.

Pilots (Design principles 3, 4 and 5: convenience, integrated, and innovation)

TfL is proposing to run local pilots (virtual cash budgets) in two London boroughs; one in inner London and one in outer London. The intention is to offer those who take part in the pilots a virtual cash based system, combining the best elements of Taxicard and Capital Call schemes, that could be 'spent' taking many short journeys or a smaller number of longer journeys with a set of approved taxi and PHV suppliers. The free to use Dial-a-Ride service would operate alongside the pilot, offering the safety net of a free, on-demand service to address any potential difficulties that individuals participating in the pilot might experience in managing their allowance.

The proposals are at an early stage of development with ongoing discussions between London Councils and potential borough partners.

Bus Service Review to Hospitals (Design principles 3 and 4: flexibility and choice and integrated)

In line with the Mayor's aim of improving access to health services in London, TfL recently undertook a strategic review of the delivery of bus services to London's

hospitals. The review included a detailed analysis of bus links to London's 37 general hospitals. Progress is well underway to implement the improvements outlined in the review.

This review provides a clear understanding of the provision of bus links to these London hospitals, and its findings will be invaluable as this vision is further developed.

Total Transport initiative (Design principles 3 and 4: flexibility and choice and integrated)

The "Total Transport" concept focuses on sharing resources and expertise across public, private and third sector organisations to deliver cost savings, efficiency improvements and benefits to users. This can include public transport initiatives which are able to deliver improved outcomes for communities and maximise the value for money.

In parallel with the draft MTS, Total Transport encourages the public sector to recognise the link between improving public transport usage and achieving wider health and education objectives such as: improving public health by promoting physical activity and enabling access to healthcare, education, employment and social care.

In 2014/15, the Department for Transport (DfT) established and funded a £4m national Total Transport pilot programme. Findings will be shared at the end of 2017, however, an initial overview of their findings has already highlighted an opportunity to improve integration of ATS provision with the delivery of NHS non emergency patient transport.

Across London, there are 32 Clinical Commissioning Groups (CCGs) broadly aligned to the London boroughs. Each CCG commissions non-emergency patient transport services to enable Londoners who face mobility barriers to attend hospital appointments.

Whilst precise costs are not easily quantified, non-emergency patient transport represents a significant expense for the NHS. The NHS provided transport is also a source of considerable customer dissatisfaction amongst older and disabled people⁴ resulting in a proportion of journeys currently being undertaken as part of the Taxicard scheme, without an accompanying transfer of funding.

A potential opportunity has been identified for TfL to build on the DfT's Total Transport initiative and seek to establish partnerships with CCGs to utilise ATS existing and future frameworks to also deliver non-emergency patient transport. This should be accompanied by the transfer of relevant funding. Although there are likely to be significant challenges to working with CCGs, there are also many potential benefits including:

- Commercial revenue to support existing services – income generated could sustain other aspects of ATS in the long term
- Consistency across services – by presenting a transparent, simplified standard service delivery and customer experience standard that will improve customer satisfaction with their transport options

⁴ Sick of Waiting: A Report into Patient Transport in London, Transport for All, October 2014.

An extension of the pilot already being proposed could create additional ATS 'accounts' linked to a contract between TfL and the relevant CCG and through which an individual deemed eligible for hospital transport could book their journeys which would then be funded by the CCG.

Conclusions and next steps

This paper has set out a future vision for core assisted transport services in London that supports the mainstream transport network in the context of the draft MTS. It has also set out a roadmap for the implementation of that vision through a series of incremental steps, between now and 2020/2021.

The vision and roadmap have made no assumptions about the availability of additional resources to support delivery of the planned outcomes. Many of the proposals contained within the roadmap are deliverable within existing resource commitments. As and when additional resources are required to deliver outcomes identified in the roadmap, funding will be sought through the usual internal business planning processes.

An indication of the TfL areas that would be responsible for the delivery of the various elements of the proposed roadmap is included in Annex D.

Annex A: Assisted transport services

The services that are being defined as core ATS activity for the purposes of this report are outlined below, each with a brief summary of their customer proposition and current funding arrangements.

	Customer proposition	Funding arrangement
Dial-a-Ride	Multi-occupancy mainly bus based service booked in advance, requiring customer flexibility over time of travel. Free to the user.	Funded by TfL
Community Transport	Borough based local community organisations, usually with charitable status, offering door-to-door journeys for groups and individuals in a local area through minibus and community car share services	Funded through a variety of means, including London borough grants, charitable sources and commercial contracts
Taxicard	Individual taxi based service, subsidised up to a limit per trip. Annual limit of trips, typically 102 p/a. User contributes £2.50 in cash at time of journey	Majority funded by TfL, with a contribution from the London Boroughs. Managed by London Councils.
Capital Call	Individual PHV based service, closed to new members and only operating in 10 boroughs. Virtual cash budget of up to £200 with more flexibility on journey length than with Taxicard. User contributes between £1.50 and £7.50 depending on journey length.	Funded by TfL
Statutory social care and educational transport	Services that provide access to day centres and schools for those facing mobility barriers.	Funded and managed by London boroughs
Non-emergency hospital transport	Free transport to and from hospital for people with mobility barriers.	Funded by the NHS
Travel Mentoring	Provides confidence building individual and group travel training and mentoring opportunities to help disabled people become independent travellers.	Funded by TfL
Mobility Aid Recognition Scheme	Enables mobility scooter users of appropriate size and weight to use them aboard buses and some other modes of public transport.	Funded by TfL as part of its Travel Mentoring Service
Disabled Person's Freedom Pass	Travel concession in the form of a specially branded Oyster card/photocard issued by local boroughs, providing free public transport travel in London	Funded by London boroughs, through London Councils.

Annex B: Customer Insight

This section reviews and updates the customer insight knowledge about existing door-to-door service users and considers our existing knowledge about disabled Londoners' preferences and aspirations for public transport, which has the potential to provide many more journeys than can ever be provided by door-to-door services and the gaps that currently exist at the interface between door-to-door and public transport options.

Available insights into the preferences and aspirations of younger disabled people and disabled motorists are also considered as representing groups of people who do not currently use existing door-to-door services but who in the future may need to switch to such modes as their needs change.

These insights have informed the development of the ATS vision and proposed roadmap.

Traditional door-to-door services

The current users of existing door-to-door services tend to be older disabled people. Eighty-two per cent of Dial-a-Ride members and 71 per cent of Taxicard members are over the age of 65. Capital Call members have a slightly younger age profile than Taxicard members, with 53 per cent over the age of 65.

In general, active Dial-a-Ride users have high levels of satisfaction with the service overall, with particular emphasis on driver helpfulness, vehicle standards and accessibility. Areas of dissatisfaction amongst Dial-a-Ride active users include ease of getting through on the phone and the general booking process. For Dial-a-Ride members who have not used the service recently, the most common reason for their non-use was the inability of Dial-a-Ride to take them where they wanted to go. Another common reason was perceived unreliability.

For active Taxicard members ease of use, flexibility and the ability to be picked up and dropped outside their destination were important reasons for using the service, according to a 2016 survey commissioned by London Councils. Areas of dissatisfaction included poor reliability and expense. The same survey found that those members who had stopped using the service had switched to a variety of different modes, most commonly public transport (42 per cent), followed by the private car (21 per cent), mobility scooter (16 per cent) and non-emergency patient transport services (16 per cent). In relation to the last mode mentioned, the survey highlighted a high level of usage of Taxicard for hospital appointments, with 62 per cent of respondents stating that this was the main purpose that they used their Taxicard trips for, even though the service is not intended for this purpose.

A survey of Capital Call users conducted in April 2017 highlighted that the service's relatively low cost over longer distances, simplicity of booking, and reliability as important factors in customers' preference for this service over Taxicard. Whilst Taxicard was seen as providing a better quality of support from drivers and more wheelchair accessible vehicles it was not always perceived as reliable. Taxicard was also seen as expensive for longer distance journeys.

The most recent consultative survey of Taxicard members, published in July 2017 found a degree of support for the use of more innovative booking mechanisms. Although the vast majority of members favoured telephone based booking, there was interest in more innovative booking options such as web booking (10 per cent of respondents) and app based booking (12 per cent of respondents). The survey was conducted to help inform the drafting of a tender specification for the joint procurement of taxi and private hire vehicle supply for Taxicard, Dial-a-Ride and Capital Call that aims to achieve common service quality standards across the three services.

Public transport

Following the direction set by the draft MTS, it is important to consider the interface between door-to-door services and public transport alternatives and the extent to which some current door-to-door passengers could be encouraged to use public transport, for at least some of their journeys.

Public transport users who are mobility impaired tend to be in the relatively younger age brackets. Disabled Londoners aged 16 – 64 use buses, tubes and trains more frequently than those aged 65 and over.

Disabled Londoners' use of public transport is carried out using the Disabled Persons' Freedom Pass (DPFP), a specially branded form of Oyster card that provides free travel to the pass holder. Data from the London Councils shows a total of just over 160,000 disabled freedom pass holders (including both those who hold a discretionary disabled freedom pass) in London as at the 31 May 2016. In that year DPFP holders made approximately 390 million journeys of which 81 per cent were by bus and 14 per cent by underground, with other modes being relatively uncommon in use.

Research has indicated that the main barriers to disabled people's use of public transport are:

- Available of staff willing to provide assistance
- Physical access to stations and stops
- Accessibility issues within stations
- Access to trains, buses and underground carriages and vehicles
- Information provision in advance and during journeys
- Perception of personal safety
- Difficulties in negotiating the street environment (e.g. unsuitable surfaces, inadequate provision of crossing points)

The number of people who use both door-to-door and public transport for their travel needs and the factors that determine these choices are not currently known. Action 1 of the ATS roadmap proposes that this gap in our knowledge is addressed.

Younger people

As noted in the previous section, younger disabled people use public transport more frequently than other age groups, with the bus being the most commonly used mode. At the same time, younger disabled people in the 16-24 age groups (and to a lesser extent in the 25- 34 age group) are more likely to travel as car passengers and 8 per cent and 5 per cent respectively less likely to travel as car drivers as their non-disabled counterparts.

Both current and past MTS objectives clearly suggest that this aspiration for more independent travel should be addressed by TfL through an encouragement towards independent public transport use and away from private car use.

Disability organisations representing younger disabled people have highlighted a number of barriers to achieving more public transport usage amongst this group which include: a lack of confidence and poor experiences with the attitudes of staff and other passengers.

Disabled Londoners – modal share by age (Source: London Travel Demand Survey)

	National Rail/ Overground	Tube/DLR	Bus/ tram	Taxi/ other	Car driver	Car passenger	Cycle	Walk
16-24	3%	5%	27%	4%	2%	25%	2%	30%
25-34	3%	5%	19%	3%	15%	17%	0%	37%
35-49	2%	2%	23%	2%	23%	11%	1%	38%
50-64	2%	4%	22%	1%	25%	14%	1%	30%
65+	1%	2%	22%	3%	22%	19%	1%	29%

Disabled Londoners – modal share difference between disabled and non-disabled Londoners (Source: London Travel Demand Survey)

	National Rail/ Overground	Tube/DLR	Bus / tram	Taxi/ other	Car driver	Car passenger	Cycle	Walk
16-24	-3%	-8%	6%	3%	-8%	13%	-1%	-1%
25-34	-5%	-9%	7%	2%	-5%	9%	-3%	5%
35-49	-4%	-6%	12%	0%	-12%	5%	-3%	8%
50-64	-3%	-2%	12%	0%	-15%	5%	-1%	4%
65+	-2%	-2%	4%	2%	-5%	8%	-1%	-4%

Car use

Disabled people receive a concession, in the form of the national Blue Badge scheme that provides special parking provisions for those who meet the eligibility criteria, when they are either drivers or passengers in a car, to enable them to park as close as possible to their destination. As at 31 March 2016, 239,000 Blue Badges were held in London. The Blue Badge concession also enables holders to travel into the central London Congestion Charge area, free of charge, whether as the driver or as a passenger.

TfL data indicates that there are approximately 170,000 Blue Badge vehicles registered to receive a 100 per cent discount on the Congestion Charge. This represents around 15 per cent of registered vehicles. Out of an average of 97,200 vehicles entering the zone between the 10 and 14 July 2017, around 5 per cent of them were Blue Badge holders, suggesting that they are a small but not insignificant proportion of traffic entering the area.

In general, TfL customer insight research has found that car travel is perceived to be the most convenient and comfortable mode of transport because of its ability to provide door-to-door journeys that are flexible, reliable, involve no interchanging or waiting and offer a sense of control. As such car travel is likely to be particularly attractive for disabled and older people, whether as a driver or a passenger. However, no specific research into the car use of disabled and older people, nor into specific measures that might encourage modal shift onto more sustainable forms of transport has been carried out to date.

Nevertheless, the draft MTS does set an objective to support active travel options for all Londoners, including older and disabled residents and as such some consideration should be given to ways in which modal shift could be encouraged. Car travel tends to be used for longer journeys and particularly in the suburbs where public transport options are not as readily available as in more central areas.

Measures previously identified as helping to encourage a shift away from car use include improvements to public transport routing, reliability and journey information.

Annex C: MTS Accessibility Improvement Plan

FIGURE 17: ACCESSIBILITY IMPLEMENTATION PLAN

Key: Supporting programmes Service enhancements Upgrading infrastructure Station upgrades Network extensions

		NOW	2020	2025	2030	2035	2040
Accessible streets		Embed accessibility and inclusivity in the planning and design of Liveable Neighbourhoods, Vision Zero schemes and other Healthy Streets programmes					
Customer service and staff	Information	Improve accessible journey planning and information provision					
	Staff	Deliver bus driver training programmes					
	Fares	Implement fare freeze and extend Hopper offering					
Accessible public transport	Bus/taxi improvements	Bus	Deliver accessible bus stops				
		Taxi	Deliver accessible taxi ranks				
	Rail/Tube upgrades	Rail	Deliver step-free upgrades at National Rail and London Overground stations (eg Blackhorse Road, Brondesbury and West Hampstead)	Deliver Access for All step-free upgrades at rail stations (5–10 stations every 5 years)			
			Introduce new London Overground rolling-stock				
		Tube stations (step-free upgrades and capacity upgrades including step-free)	Deliver 14 step-free Tube stations	Deliver approximately 25 step-free Tube stations	Deliver approximately 15 step-free Tube stations	Deliver approximately 15 step-free Tube stations	Deliver additional step-free Tube stations
		Deliver Tube station capacity schemes (eg Tottenham Court Road)	Deliver Tube station capacity schemes (eg Camden Town)	Deliver Tube station capacity schemes (eg Holborn)			
	Tube improvement programme (new trains and reduced crowding)		Deliver Four-line modernisation programme Deliver World Class capacity programme	Deliver Deep Tube upgrade – Piccadilly line	Deliver Deep Tube upgrade programme – Waterloo & City, Central and Bakerloo lines		
New infrastructure (new step-free stations and improved connectivity by accessible public transport)	Deliver Northern line extension			Deliver Elizabeth line extension east of Abbey Wood			
	Deliver Elizabeth line			Deliver Bakerloo line extension to Lewisham	Deliver Bakerloo line extension (beyond Lewisham)		
				Deliver Crossrail 2			
Social needs transport		Implement social needs transport review recommendations					

Annex D: The journey towards the vision for a world class ATS

Improvement initiative	Detail of initiative	Implementation
Delivered: Diversification of DAR fleet	DAR split into commissioning (ATS) and delivery (DAR Fleet Services)	Delivered April 2016
Delivered: Supporting and promoting locally based assisted transport services	New MOAT Contracts for delivery of a proportion of DAR journeys Ongoing sharing of best practice, working towards greater comparability of service standards for broader social benefits.	Contracts delivered between June and October 2017
Delivered: Improving Dial a Ride scheduling and customer offering	Introduction of real time scheduling and dispatch Real-time customer information on vehicle arrival times	Delivered June 2017
	Improved use of local knowledge in scheduling – through use of experienced drivers to review scheduling of regular group journeys	Ongoing from July 2017
	Removal of 5 mile trip limit – journeys accommodated based on availability, not refused purely due to distance	Launch planned for November 2017 (Press Release) Action: Press Office/ TfL On Demand Transport
<u>ATS Action 1.</u> Data analysis to understand customer choice between ATS and mainstream services	Analysis of existing data to understand interactions and factors determining choice of usage of Dial-a-Ride, Capital Call, Taxicard and mainstream public transport .	Discussions with London Councils to gain agreement to share relevant data during 17/18 Action by TfL/London Councils

<p><u>ATS Action 2.</u></p> <p>Developing a new umbrella identity for Assisted Transport Services, reflecting the partnership involved in their delivery</p> <p>Greater integration of service standards between the various assisted transport services (Dial-a-Ride, Capital Call and Taxicard)</p>	TfL Corporate design to develop a new identity for ATS services	<p>Delivery planned for January 2018</p> <p>Action by TfL Corporate Design</p>
	TfL/London Councils Joint framework for the procurement of taxi and phv elements of all three services, setting up common customer service standards and performance management structures (including greater stakeholder input)	<p>New contract due to be awarded in April 2018</p> <p>Action by TfL/London Councils</p>
<p><u>ATS Action 3.</u></p> <p>Increased awareness of the range of potential transport options for particular journeys</p>	Integrated customer information and marketing of Assisted Transport Services alongside accessible public transport options	<p>Delivery planned for April 2018 (pending discussion and agreement with London Councils)</p> <p>Action by TfL/London Councils</p>
<p><u>ATS Action 4.</u></p> <p>Launch a 'one stop shop' platform for Assisted Transport Services</p>	<p>Web-based membership application facility</p> <p>Development of web-based application facility for Dial-a-Ride with potential to include Taxicard applications</p>	<p>Delivery by April 2018</p> <p>Action by TfL On Demand Transport and TfL Technology and Data</p> <p>(Taxicard inclusion subject to agreement with London Councils)</p>
	DAR and Capital Call merged booking centre	<p>Delivery due April 2018</p> <p>Action by TfL On Demand Transport</p>
	More integrated customer complaint and feedback system for all three services	<p>From October 2018 (subject to discussion and agreement with London Councils)</p> <p>Action by TfL/London Councils</p>
	Enhanced web and app-based booking for taxi and phv supply for core services	Action by TfL/London Councils

	Potential enhancement arising from letting of new contract from October 2018	
	Initially to be hosted on the web, providing a single platform from which to access all ATS services: DAR, Taxicard, Travel mentoring, Mobility Aid Recognitions Scheme and accessible public transport information.	Target for web-site platform during 2018/19 pending discussion and agreement with London Councils (over Taxicard inclusion) Action by TfL Digital TfL/London Councils
	Explore potential for greater integration between Dial-a-Ride and Taxicard booking and dispatch centres arising out of launch of new joint contract framework for taxi and PHV supply	From October 2018 (subject to discussion and agreement with London Councils) Action by TfL/London Councils
<u>ATS Action 5.</u> Expand marketing of accessible transport improvements, Travel mentoring services and the Mobility Aid Recognition Scheme to Freedom Pass and Blue Badge holders	Targeting key groups for modal shift a) potentially from door to door to bus services and b) from car journeys to bus services and other public transport options.	From April 2018 (pending agreement with London Councils) Action by TfL Marketing/London Councils
<u>ATS Action 6.</u> Pilots	Pilots in two London boroughs alongside free DAR service. Data analysis to understand the choices and interactions between the different ATS services and between ATS and mainstream, how best and to what extent modal shift can be achieved.	Pilot to run April 2018- April 2019 (discussion ongoing between TfL, London Councils and potential partner boroughs) Action by TfL/London Councils
<u>ATS Action 7.</u> Consider opportunities to harness knowledge from demand responsive transport to improve assisted transport offerings	Explore potential for use of DRT scheduling systems to improve efficiency of ATS multi occupancy services (DAR)	Discussions within the Transport Innovation team during 2018/19 Action by TfL Transport Innovation and TfL On Demand Transport

<p><u>ATS Action 8.</u></p> <p>Scope possibilities for including health services transport in ATS one stop shop platform.</p>	<p>Proposal to be developed to undertake a pilot in a single borough of integrating non-emergency patient transport services into one stop shop platform, based on a contractual arrangement with CCG.</p>	<p>Discuss possibilities internally with a view to commencing research by January 2018 and a local pilot in April 2019, building on the outcome of the pilots.</p> <p>Action by TfL City Planning (Transport Outcomes) and TfL On Demand Transport</p>
<p><u>ATS Action 9.</u></p> <p>Following pilots and blended/ standalone DRT, use lessons learned to further develop the ATS one stop shop platform beyond TfL/London Councils to include NHS funded services, third sector services and new forms of public transport where appropriate</p>	<p>Details to be developed through pilots</p>	<p>Aim to extend ATS integrated platform to multiple partnerships by year end 2020/21.</p> <p>Action by TfL City Planning (Transport Outcomes) and TfL On Demand Transport</p>