

EXPERT ADVICE AND SUPPORT TO SOUTHWARK COUNCIL'S EQUALITIES IMPACT ASSESSMENT PROCESS

Extracts

**Area-based Regeneration:
Local Economy Part 1, 2 & 3:
Retail, Enterprise & Employment and
Social Groups**

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'Bigger Picture' Reviews

London South Bank University Housing and Regeneration Research Group (HARRG) has been commissioned to provide research services to support the EQIA process.

The 'Local Economy' bigger picture review is in three parts:

Local Economy Part One: Retail findings showed that the retail sector is an easier route to employment for many people who can be discriminated against in other business sectors.

In Local Economy Part Two: Enterprise and Employment strategy findings showed that future business investment is most likely to come from firms that are already located in the local or regional economy.

Local Economy Part Three: Social Groups outlines findings from enterprise and employment initiatives aimed at particular social groups: the BME community, women, people with disabilities and young people. HARRG: 30 June 2006.

SUMMARY OF KEY RETAIL FINDINGS

MOBILISATION PHASE OF RETAIL DEVELOPMENT

Master Planning

Mixed retail tenures contribute to viability. Overall, the density of housing supports retail viability while the availability of adjacent shopping contributes to the marketability of new housing and quality of life (Crown Street, Glasgow¹).

Clear design briefs within the context of an overall master plan enable developers to tailor facilities to market demand *and* bolster investor confidence (Hulme High St., Manchester).

Retail Strategy

A balance between community aspirations and commercial viability with social investment such as a healthy living centre, community library and public baths provide a positive starting point for upgrading retail vitality. Complementary uses of a shopping centre promote footfall (Upperthorpe, Sheffield; Pennywell, Sunderland).

Partnership with supermarket operator

Local employment and retail benefits can be gained from private sector partnership (Seacroft Green, Leeds; Castle Vale, Birmingham).

Joint venture company

The transfer of redevelopment responsibility from the formal decision-making process of a Local Authority to a joint venture company with strong development experience allows retail regeneration to be driven forward outside of the slower time frame of council decision making. (Hulme High St., Manchester).

Phasing and investor confidence

Careful phasing of development is important so as not to flood the market with an oversupply of retail accommodation. Too many vacant units can create a poor impression and undermine investor confidence (Hulme High St., Manchester).

Community Alliance

Local communities working with the local council and other stakeholders play a key role in reversing retail decline (Upperthorpe, Sheffield).

ACTION PHASE OF RETAIL DEVELOPMENT

Recycling of capital receipts

Capital receipts generated through the sale of the development site can be reinvested in a regeneration programme (Castle Vale, Birmingham).

Relocation of existing businesses

There is a need to balance community needs with commercial reality, e.g. by relocating existing traders and offering affordable rents (Castle Vale, Birmingham).

Training and recruitment:

Local training and employment benefits can be achieved by the developer working with experienced local organisations (Hulme High St., Manchester).

REALISATION PHASE OF RETAIL DEVELOPMENT
<i>Business development:</i> Kiosk units support local business start-ups with minimum overheads (Castlemilk, Glasgow; Bradbury St., Hackney).
<i>Affordable rents</i> 'Tapered' rents or rent-free periods reduce rates payable on vacant units. Service charges may offset rent losses to some extent (Castlemilk, Glasgow; Castle Vale, Birmingham).
<i>Marketing strategy</i> 'Niche Marketing' of produce and products attracts a wider catchment and supports smaller retailers (Borough Market, Southwark).
<i>High quality environment</i> Security and cleanliness contribute to extended catchment (Pennywell, Sunderland).

NO-INTERVENTION IN RETAIL DEVELOPMENT: High Street Britain 2015 ²
<i>General trends</i> The trend has been for the retail sector to consolidate. The activities of the 'Big Four' supermarkets have had a number of adverse effects on small retailers. The UK has lost nearly 30,000 independent food, beverage and tobacco retailers over the past decade. <ul style="list-style-type: none"> • Grocery Sector: Since the year 2000, there has been a decline of 5,000, or 11%, in the number of independent retail operators. • Newsagents: Between January 2005 and October 2005 around 700 newsagents went out of business. • Pharmacies: Competition from large scale grocery retailers introducing a pharmacy offering is likely to result in the virtual halving in the number of local pharmacies. • Petrol Forecourts: With supermarkets having moved into the petrol sector, there seems little hope for independent petrol forecourt retailers. • Post Offices: It is believed that the Post Office network will be heavily depleted by 2015. • Bakery Sector: Craft bakers have an advantage in not offering identical products to larger competitors. They can continue to exist so long as they can continue to innovate and meet and influence the needs of consumers.
<i>Impacts in 2015</i> <ul style="list-style-type: none"> • Equalities, Employment & Entrepreneurship: moderate net reduction in the number of people employed in the UK in retailing. A sharp reduction in the number of people in self-employment is also envisaged, as one of the most accessible sectors for entrepreneurs traditionally will have much higher barriers to entry. For many people who are discriminated against in other sectors and larger businesses, the most basic self-employment opportunities in the private sector will be lost. • Skills: Many skills present in UK economy will be lost if specialist independents are no longer able to survive. • Local Economy: Small shops clustered together rely on each other as well as other services to attract footfall and generate consumer spend in traditional areas. • Quality of Life: As consumers grow older they become more dependent on local shops and services and it is important that these are available to them.

CONSTRAINTS ON RETAIL REGENERATION
<ul style="list-style-type: none"> • Pace of redevelopment will have a knock-on effect on retail vitality in the short-term: a cleared regeneration area with phases of demolition and new build of housing will mean that the numbers of households within the catchment area will decline before they begin to rise (Crown Street, Glasgow). • Loss of business due to redevelopment works and uncertainty: (Castlemilk, Glasgow). • Lack of retention of local traders: (Seacroft Green, Leeds). • Lack of support for existing businesses: (Hulme High St., Manchester). • Lack of community facilities: Castlemilk, Glasgow). • Countering poor image: difficulties surrounding negotiations with some existing traders led to negative publicity. Opposition to the scheme was well organised and high profile (Castle Vale, Birmingham; Green Street, Newham). <ul style="list-style-type: none"> • Need to secure 'social' planning gain: (Upperthorpe, Sheffield). • Threats to viability from neighbouring development sites: (Crown Street, Glasgow). • Challenges from other programmes: Thameslink 2000 Programme: (Borough Market, Southwark). • Quality of urban design: (Pennywell, Sunderland; Seacroft Green, Leeds). • Managing anti-social behaviour and public space: (Bradbury St., Hackney). • Persistence of stigma: (Castlemilk, Glasgow).

EQUALITIES & RETAIL EMPLOYMENT
<p>The retail sector is an easier route to employment for many people who can be discriminated against in other business sectors. For example, 61% of all retail employees are women, who benefit from flexible working conditions, thus easing the burden of domestic responsibilities. However, within retailing there is a division between the often low paid, locally based and largely female sales staff and the managers, who tend to be male and recruited on a national rather than a local basis. New retail developments are not, therefore a panacea for local (especially male) unemployment, with many of the retail jobs taken by people who do not appear in the unemployment statistics.³</p>

EQUALITIES & RETAIL ENTREPRENEURSHIP
<p>In part due to the traditionally low barriers to entry into retailing, it provides the opportunity for self-employment to ethnic minorities. According to the Global Entrepreneurship Monitor⁴, ethnic minority groups in the UK are twice as likely to start up their own businesses than their white British counterparts. There are many complex socio-economic reasons for this – partly connected to prejudice that ethnic minorities have faced in the wider market place, making them keen to be independent of such dominant structures. In addition, mixed communities contain groups of people with diverse demands and needs. Small shops will reflect this in their offering, for example, the Muslim population of Britain have to rely on small shops to purchase 'halal' meat, which is an essential practice in following their religion.</p>

IMPLICATIONS FOR EQUALITIES, RETAIL EMPLOYMENT & RETAIL ENTREPRENEURSHIP
<p>For the reasons cited above, developments in retail, both retail interventions in the form of shopping centre development and non-intervention and the likely adverse impacts on small shops are likely to have more far-reaching implications for ethnic minorities, and in the case of retail employment, women.</p>

SUMMARY OF ENTERPRISE AND EMPLOYMENT FINDINGS	
Annual Small Business Survey 2004:	
	<ul style="list-style-type: none">• Of UK businesses employing up to 249 people, 71 % have no employees at all.• The majority of businesses with employees (74%) are service sector businesses.• Almost two-thirds of businesses with employees (61%) were led either solely by men or with men in the majority.• Fourteen per cent were led either solely by women or with women in the majority.• People from minority ethnic group (MEG) backgrounds made up the majority of directors in around 5 per cent of businesses with employees.• Overwhelmingly, the owners of new businesses had previously been in full-time employment (73%), or self-employment (13%).• Businesses that were women-led or minority ethnic group-led had greater difficulty than average in securing finance, and businesses in deprived areas had more difficulty than those located elsewhere.<ul style="list-style-type: none">• Cash-in-hand work: Among businesses with employees, 36 per cent of businesses in the construction sector, 25 per cent in hotels and restaurants and 23 per cent in retail thought that at least 10 per cent of trade in their own sector was done 'cash-in-hand'.
Enterprise Dynamics:	
The 20% most deprived wards are characterised by:	<ul style="list-style-type: none">• decreasing levels of enterprise overall;• lower levels of micro enterprises;• higher levels of medium and larger enterprises;• higher levels of employment opportunity overall;• lower rates of enterprise survival;• higher rates of dynamism (often termed 'churn').
Securing business led regeneration is key to achieving the goals of either neighbourhood renewal, productivity growth or sustainable communities. Four case-studies did not discover significant business led regeneration. The areas are creating firms and jobs but not in sufficient numbers to bring them close to their home regions' performance. Business regeneration initiatives in deprived areas have been most successful when they have been targeted and selective according to sector and business type. The main source of future business investment is most likely to come from firms that are already located in that local or regional economy, highlighting the importance of indigenous investment and 'follow-on' investments by existing inward investors.	
Brokered business connections: Engaging businesses in LSPs and associated partnerships has proved more of a challenge than attracting businesses to more practical opportunities to support neighbourhood renewal. There are still concerns about business resistance or lack of interest in the LSP, and also a lack of understanding amongst some LSP partners of the potential benefits business can bring, for example, as a source of new ideas or specific skills. Changing attitudes and perceptions amongst the business and public and voluntary sectors takes time.	

Business Start-up in Two NDC Areas: Start-up businesses do not necessarily create a large volume of general employment opportunities. Employment opportunities that are created often appear to be filled by members of the family or by non-residents of the area. Nonetheless, there is clearly a need for local intervention in order to deliver a range of services to support business start-up as part of a balanced approach to economic development.

Incubator design, operation and performance: The results demonstrate that the most important goal shared by all incubators is that of creating enterprises and jobs in the local economy. At the time of the survey, a total of 2152 businesses were supported by 11 incubators; 7300 jobs have been created by enterprises located or supported, at some stage, in the three largest incubators, adding to the local employment stock at a time when the region as a whole faced major employment decline in both large and small firms.

The informal economy: A recent UK study found a quarter of all undeclared work is conducted by micro-entrepreneurs starting-up fledgling business ventures who use undeclared work as a short-term risk-taking strategy to test-out their enterprise and/or establish themselves and a further half of all undeclared work was found to be conducted by more established self-employed people using this sphere in an ongoing and serial manner as either a strategy for 'getting by' or a means of growing their business.

Employment Strategies in NDCs provide examples of how processes of strategy formation and development must accommodate a wide range of influencing factors - the needs and aspirations of the local community; the expertise and interest of local agencies; and evidence of the circumstances and problems of the NDC area, the characteristics of the labour market context and experiences of addressing worklessness elsewhere.

Intermediate Labour Markets:

- Working with clients requires projects to be flexible, not funding-led, able to meet the full range of social welfare barriers facing clients.
- Working with employers requires projects to support employers ensuring they have a good understanding of the project and what is required of them in terms of administration of the placement, support to clients and requirements of the project, for example releasing clients for job search activities.
- Working with partners effectively are critical to the success of ILMs. Key partners are likely to include Jobcentre Plus (roles are likely to involve referrals, joint working, shared outreach arrangements, benefits calculation) as well as local training providers and other NDC projects.
- Operational issues – the need for effective management and administrative processes should not be underestimated. Getting the right staff and retaining them is particularly important.
- Strategic issues – ILMs should not be stand-alone but should link into employment strategies both within the NDC and wider area.

LESSONS FOR EMPLOYMENT POLICY FROM A REVIEW OF AREA-BASED INITIATIVES
Policies are only as good as their local delivery systems. In particular, they need to take account of the local economic and social context . The closer local policies and programmes are to the labour market the more likely they are to be successful.
Policies need to recognise that the needs of individuals vary . The projects and programmes which are most successful offer an individual action plan with clearly defined intermediate targets as well as longer-term goals, skills development, guidance, support in job search and referral to other agencies for problems of other kinds. They do not offer training or work experience in isolation.
The move towards multi-functional personal advisers across a range of employment policy areas poses a challenge for employers. Ensuring that staff have the right mix of skills is essential. It is unlikely that those skilled in dealing with employers and their needs, and in understanding the working of the local labour market, will also have the counselling and negotiating skills necessary to deal with clients with multiple problems and the local community, and vice versa.
Developing genuine partnerships represents a real challenge, especially to national public agencies. Multiple area-based initiatives put pressure on the limited capacity of areas suffering from a variety of problems to develop and deliver local partnerships.
The lack of continuity in funding , the need to bring together funding from different sources and the unwillingness of funding agencies to pay anything other than marginal costs mean that organisations, especially those in the voluntary sector, are often unable to manage the risks involved in establishing the systems and skills required

CONCLUSIONS
This report has outlined findings for enterprise support and employment strategies in deprived areas. Enterprise Strategies focus on business support. In deprived areas entrepreneurial activity run greater risks. The 20% most deprived wards are characterised by decreasing levels of enterprise overall. Start-up businesses do not necessarily create a large volume of general employment opportunities. Nonetheless, there is clearly a need for local intervention in order to deliver a range of services to support business start-up as part of a balanced approach to economic development.
Business regeneration initiatives in deprived areas have been most successful when they have been targeted and selective according to sector and business type. The main source of future business investment is most likely to come from firms that are already located in that local or regional economy.
The findings from NDC employment strategies on outcomes and impact is inconclusive. Where employment projects are meeting their targets, there are some indications from Household Survey and benefits data that levels of unemployment are falling, although it is not possible at to attribute this to the actions of the NDCs.

RECOMMENDATIONS
Enterprise culture: Encourage an enterprise culture in all sectors of the community, in particular, enterprise awareness must start early and be embedded in primary and secondary school education.
Business support: Invest in a dedicated resource to engage businesses in contributing to area based regeneration, making the link between social and economic regeneration as part of a process towards better joined-up working among all agencies responsible for regeneration.
Employment Strategy: Processes of strategy formation and development must accommodate the needs and aspirations of the local community; the expertise and interest of local agencies; evidence of the circumstances and problems of the local area, the characteristics of the labour market context and experiences of addressing worklessness elsewhere.

SUMMARY OF SOCIAL GROUPS FINDINGS
Local economic development is the cornerstone of area based regeneration with enterprise and employment initiatives aimed at providing jobs and supporting businesses to increase economic activity in the local area.
Southwark Context: Southwark has a distinctive culturally mixed population. There are marked differences in the way Southwark's Black and Minority Ethnic groups experience the labour market both in terms of occupation and business sector.
Unemployment and Economic Inactivity: Unemployment is higher for people in every age group in Southwark than in London or England as a whole. The difference is greatest for the 35-49 year old age group, particularly men.
Southwark has a relatively high number of unemployed women and men who have never worked, especially in the 16-24 age group. A third of dependent children in Southwark live in households with no working adult; more lone parents with dependent children were economically inactive or unemployed compared with England as a whole.
New jobs are concentrated in service sectors such as finance, banking and insurance (full-time for women and men) and distribution, hotels and restaurants (part-time jobs for women and men).
Ethnic Minority Businesses (EMB): Niche markets are market spaces in which ethnic entrepreneurs have an advantage in trading with the mainstream population: for example, accessible open-all-hours convenience, the restaurant trade, the clothing trade, both production and distribution, where their labour-intensiveness has enabled them to compete with Third World imports.
These small firms are mainly run by ethnic minority men employing ethnic minority women, with Asian women making a significant contribution to the running of family businesses.
The pattern for African-Caribbean women points to their highest rates of economic activity and tendency to work full-time among all women. Most importantly, this high female participation is replicated in self-employment itself, with African-Caribbean firms much more likely than others to be female-owned.
Debates on 'ethnic enclaves' are an implicit recognition of the tendency for ethnic minority firms to be located in particular areas or clusters. Yet, in the British context at least, there is little acknowledgement of the role that regulators play in shaping the competitive environment of the firm.
Examples of ethnic minority enterprise policy in practice feature a range of different types of activity, spanning pre-start, start-up support and existing business development, sectoral and thematic initiatives (e.g. support for ethnic minority women in business), specialist financial support initiatives (e.g. Muslim Loan funds) and strategic initiatives such as the development of an EMB database in Birmingham.
Business Support Strategies have identified difficulties in enabling supported businesses to progress from marginal positions to becoming more established in the mainstream economy; for ethnic minority businesses this would involve the concept of 'break-out' from co-ethnic markets. Although many of the support needs of EMBs are shared with their white counterparts, there are also culturally specific issues that include language, religious and gender aspects which have implications for the way that business support is delivered if it is to be effective.
Lessons for business support agencies serving ethnic minority groups are: first, the need to be demonstrably sensitive to ethnic minority business needs, problems and opportunities; secondly, the need to be sufficiently aware of the diversity of ethnic minority business in order to provide appropriate and targeted business support and, thirdly, the need to have credibility in the eyes of ethnic minority businesses.
An approach that seeks to treat all businesses the same looks increasingly inadequate given the heterogeneity that exists in the small business sector. If entrepreneurship is to be encouraged and supported across society (i.e. among women as well as men and across all ethnic groups), it is important that mainstream business support providers recognise and adapt to the implications

of this diversity.

The Black Voluntary Sector and Large Community-based Regeneration Organisations (LCROs) are socio-economic activities in inner urban areas which have been relatively unsupported and unrecognised as engines of regeneration.

For People with Disabilities: Many of the barriers to self-employment are faced by disabled and non-disabled people alike but for disabled people they may be more acute or more difficult to overcome, including: access to start-up capital, interaction with the benefit system, and finding out about and accessing appropriate training and advice. In addition, disabled people report a lack of understanding and even active discrimination on the part of financial institutions, business advisers, and the employment service.

Financial implications were the most common constraints cited by employers when employing people with health conditions and disabilities, expressed in terms of the costs of making adjustments, high sickness absence and, less commonly cited, a diminished rate of effectiveness by some staff with health conditions or disabilities.

Women in Business: The gender differences that affect the start-up process and growth prospects of women-led businesses are complex, but key factors include access to resources, including finance, human capital and social capital. Mainstream providers of business support should, wherever possible, work in partnership with targeted women's enterprise initiatives. All organisations promoting entrepreneurship to women should promote, as a key benefit, the work-life balance and flexible working possibilities of running your own business.

Young people and work: Young people now spend the years between the age of sixteen and nineteen moving in complex patterns between full-time study, part-time work, part-time study, vocational training, full-time work and unemployment. Young men are more likely to be unemployed than young women and take longer to find new jobs. Young men from all ethnic groups who had qualifications had better labour market outcomes than those who had none. Lack of qualifications on its own is not a barrier to employment. Most young men with no qualifications at all do have jobs. However, young men with few qualifications, a history of offending behaviour, substance abuse, poor health and homelessness are very likely to find themselves unemployed. Moreover, the kind of help that they need relates not just to their job readiness, but also to their ability to tackle their other problems at the same time.

Young men, work and ethnicity: The two variables that appear to have the most influence on a young man's job prospects are his education and the broader impact of the economic climate. The former was strongest for whites and weakest for Pakistanis and Bangladeshis; the latter was strongest for Caribbeans and Africans and weakest (again) for Pakistanis and Bangladeshis.

While some minority ethnic groups benefit from an ethnic enclave where family businesses provide extensive services and, in many ways, a parallel micro-economy. For young people, its presence may be a contributing factor in their relative disengagement with the broader structure of labour market opportunities and can lead to them being trapped in the ethnic enclave.

Refugee employment: Many refugees fail to become engaged within the labour market because their particular needs cannot be met easily through existing provision. That includes many refugees with higher level qualifications who need help to establish the transferability of their skills in order to escape a cycle of low level work and unemployment. For them, the answer may be flexibility within employment programmes to help with issues around transferability of qualifications and skills and access to appropriate language support.

This following extract is from the HARRG 27 July 2006 report, Transport and Social Groups, which outlines findings from public transport research with particular social groups: the BME community, women, people with disabilities and young people.

SUMMARY OF FINDINGS

TRANSPORT IN SOUTHWARK

The emerging Unitary Development Plan (UDP) sets Southwark's vision as a place where access to work, shops, leisure and other services for all members of the community is quick and convenient, and where public transport systems, the road network, walkways and cycle ways enable people to travel quickly, conveniently, safely and comfortably to and from their destination, causing minimum impact on local communities and the environment.

TRAVEL TO WORK IN SOUTHWARK¹

In Southwark, there is high bus use by people of all ages. High proportions of men and women of all ages, particularly those aged 16-24, use public transport to get to work. A high proportion of women travel to work by bus or walk to work. A high proportion of men and women take the underground to work whilst fewer people drive to work than in London as a whole.

Women in Southwark tend to work closer to home than men and also than women in London and nationally. Men in Southwark also tend to travel shorter distances. Men under 25 in Southwark are the most likely to work within 5km of home (50 per cent). Similarly, more young women work within 5km of home. Almost a third of women aged 16-24 take the bus to work (compared with 22 per cent of young women in London and 20 per cent nationally).

In Southwark more people walk to work (9 per cent of men and 13 per cent of women) compared with 6 per cent and 11 per cent in London and 7 per cent and 13 per cent in England.

SOCIAL EXCLUSION AND THE PROVISION OF PUBLIC TRANSPORT

Very Young Children and Their Escorts and Families: The travel patterns of young children under school age are reflected in the travel patterns of their carers: nursery, child-minder, traveling with parent/carer to shops/friends/personal business etc. Particular problems include: Problems with buggy-accessibility; no time to get on and off buses with children; bus drivers don't wait for buggy types to get settled on

the vehicle; traveling with families (once some of the children are at fare-paying age) can be very expensive; children can be difficult to control on buses; buses don't always stop if they see a family with a lot of children.

Children from 5-16, Statutory School Attendance Age and their Families: By this stage the journey to school is one of the more important journeys undertaken. Bus use is at its highest in the age group 11-19. A high proportion of petty and opportunist crime is carried out by teenagers. For the public transport operator, teenage travel can be associated with some problems, particularly in relation to the 'schools peaks' when large numbers of school children can overload services and cause concern to other passengers. When it comes to non-school travel, however, teenagers in general travel at off-peak times and in small groups, and represent an important market which is not fully recognized or catered for by most public transport operators.

Young Adult (After the Statutory School Leaving Age, 16): For most older teenagers and young adults in areas of low car ownership, public transport represents the main form of independent transport to reach activities both inside and outside their local area, and the main means by which they can explore their wider environment. Nationally, buses are particularly important for those aged 17-20, and the peak age for bicycle use is also 17-20, for both males and females. It also has an important educative social function, as a setting in which teenagers can observe and interact with various social groups with which they might otherwise have little direct contact (e.g. older people). Many of the young people have very limited travel horizons, their radius of familiarity - territory they "own" and within which they feel really confident - is often only a mile or two. Young ethnic minority people reported that they could be racially harassed both walking to transport and on-vehicle. Many young people felt that they were harassed by drivers, either by being left standing at stops, or by being treated badly on the buses.

Adult Job Seekers: Unemployed people were unlikely to have access to a car. Concerns expressed by adult job seekers include transport is one of several barriers inhibiting access to employment; women are prepared to travel shorter distances because of family responsibilities; transport used when seeking work was thought to be expensive; there were problems with routes and timings of buses, in particular a lack of non-radial bus routes; insufficiently early and late safe buses for some shifts and reliability of bus services.

Working Adults and Their Families: This is the group who, if they can afford it, is most likely to own a car but only about 30% of the study respondents were in car-owning households. Concerns expressed by working adults and their families include the need to take taxis, at extra expense, because of shift work; regularly spending £20 a week on family travel from a single (low) income; fear of losing a job due to lateness leads people to allow up to 3 times the possible journey time to ensure always being at work on time, which often means a great deal of wasted and unusable time.

Lone Parents: Most of the problems encountered by lone parents are included in the general problems of traveling with young children. They involve shopping, getting the buggies on the buses, and the cost of transport where there are several children.

Women (General) Working and Non-Working: Women in the New Deal areas tended to undertake very many of their journeys on foot. A typical day might start with walking the children to school (primary age only) and then a visit to friends or (where one existed) the Women's Centre or the Family Centre via the local shop. They might

then walk home and do some housework, etc., and then those with children at primary school would have to go to pick them up again. Mothers with evening jobs might then wait for their partners to come home to baby-sit and be involved in a longer-distance journey by public transport to work. Low paid jobs included working at fairly local (two stops on the bus) care homes or office cleaning (usually 'black economy') with a longer associated bus ride. For those working, the nature of many of their jobs meant that they might have to travel very early in the morning or late in the evening, which could be difficult because of fear of violence and aggression when travelling after dark when services are and women are more likely to feel isolated and vulnerable. Concerns for personal security are significant, with the anti social behaviour of other passengers being more prominent than the fear of actually being attacked. More women than men notice poor maintenance and poor standards of cleanliness on buses.

Ethnic minority women: The ethnic minority women had different priorities. For those for whom culture would not have been a bar to using public transport, but who could not afford to do so. Others found it unpleasant because they had been subject to racist abuse as they walked to the bus which made going out uncomfortable. Some also perceived their area as dangerous, even during the day, and did not want to go out for that reason. Some had problems of understanding and being understood by the driver, not because they had no English but for reasons of pronunciation.

Those With Physical and Learning Disabilities, and Those with Poor Short-Term Health or Chronic Health Problems:

There is a variety of physical and learning disabilities which can affect ease of travel. These are, on the whole, fairly obvious in the case of physical disabilities (such as bad legs) but less obvious in the case of, for example, heart or breathing conditions which may limit the ability to carry things, to climb, or to walk easily (for example to and from bus stops). Finally, people with physical or chronic health difficulties tend to need more medical facilities than healthier people. In most of the New Deal areas there is not only a disproportionately high number of people with such difficulties but there is also a disproportionately small number of medical facilities, and hospitals are mostly rather difficult to reach.

Older People: Many of the older respondents in the study said that they were not particularly anxious to seek activities at any significant distance from their homes. They tended to visit (or be visited by) their families and friends, go shopping, go to local entertainment facilities such as pubs (if independent) and to day clubs etc., if less independent. Amongst the largest barriers to mobility are physical difficulties associated with walking and accessing public transport. Common concerns include poor condition of pavements; inadequate crossing facilities; boarding and alighting problems with non-accessible buses; drivers not waiting until they had a seat; no conductor to help them on the bus; bus stops in inconvenient places, no shelters; long waits for buses, sometimes in the cold; poor lighting on streets makes them threatening at night; need to spend money on taxis for some journeys; no bus links to local hospital; problems getting to chemist and post office; not enough GPs within reach, and lack of home visits.

Local Traders: Trade is the base of the social focus of most communities, not only for economic but also for social reasons. The greater the selection of shops, the less likely people are to have to leave their area and spend their money elsewhere. Local traders in the New Deal communities were aware of the effects that transport had and might have on their businesses. While they could see the need for good transport, the better the transport, the more competition they would have from supermarkets and the likelier their businesses would be to be adversely affected. A need for banks in the area so that

people could get hold of cash to spend locally was expressed. The

question also arose of whether a local supermarket would keep people shopping in the area and thus lead them to transact their other business locally.

TRANSPORT PROBLEMS, TRANSPORT SOLUTIONS: THE EXPERIENCE OF NDC PARTNERSHIPS

Research has identified seven types of barrier that the transport system presents to inclusion:

- high fare prices
- lack of services at the times people need
- lack of services on the routes people need
- poor marketing leading to low levels of awareness of existing services
- personal barriers such as steps, poor footways, difficult boarding arrangements, unhelpful staff, lack of seating or exposure to the weather
- fear of crime or harassment
- the tendency of the government, planners and businesses to favour travel in private vehicles.

NDC Partnerships: Normally originating in the partnerships' worklessness, environment or health themes, the local transport problems to which NDCs respond include:

- high proportions of residents without access to a car
- high proportions of residents with some mobility impairment
- physical isolation of NDC areas by major traffic arteries
- poor public transport links to job, retail and leisure opportunities at new sites on the edges of towns
- low levels of use of existing services, because of cost, physical difficulties, lack of awareness, the condition of vehicles and waiting facilities, or fear of crime.

Three solutions are now common among NDCs:

- new subsidised bus services, normally on routes that would not be profitable for bus operators, and which the local authority has not been able to underwrite
- community minibuses, providing door to door transport for people who have difficulty using mainstream public transport, or for hiring to community groups to support other NDC initiatives
- improvements to the streetscape, such as better footway lighting, bus shelters and general landscape management such as removing graffiti and abandoned cars.

DISTILLATE: BARRIERS TO THE DELIVERY OF SUSTAINABLE TRANSPORT SOLUTIONS
<p>Specific organisational obstacles affect joined-up working within local authorities. These include time and resources, the timing of writing plans, divided responsibilities for delivery, and different stakeholder procedures</p> <p>Some of these are sector-(discipline or department) based, and some related to procedures or stages in the process (levels of planning and delivery)</p> <p>Working with stakeholder groups provides serious difficulties. These are most commonly associated with the engagement of transport operators, business interests, the public, and other public services</p> <p>Investigation of local authorities' capacity to deliver effective policy instruments identifies that buses, restraint-based measures, and fares are seen as the most difficult instruments to implement as part of an effective transport strategy. Land-use measures and light rapid transit are also associated with serious implementation worries.</p> <p>Private funding, Section 56 highway grants, and regeneration-related funding streams have led to delayed implementation and truncation in the delivery of scheme objectives. Obtaining revenue funding (e.g. lack of ongoing operational or maintenance subsidies) is a difficulty. Scheme development costs and infrastructure building are also financial constrained</p> <p>Perceptions of the adequacy of the external framework for pursuing a sustainable local transport system identify the biggest challenges as lack of operational subsidies, privatised or deregulated passenger transport operations, and the perceived lack of public acceptability of restraint-based instruments (such as Road User Charging). The majority of local authorities are hindered by contradictions within national policy and short-termism in political decision-making (at the local or national level), and by a lack of local control over the local rail network.</p>

CONCLUSIONS: EQUALITIES AND TRANSPORT

The multiple functions of public transport: To view public transport as simply a means of access is to ignore a number of functions it currently serves among (at least) the "socially excluded". The identifiable functions are:

- **practical/access.** Public transport permits access or faster access to a certain number of activities: work, food, health facilities, training, education, leisure etc.
- **social.** To a certain extent, public transport is one place where the most disadvantaged and the non-disadvantaged meet; it has been suggested that these encounters might help to narrow the remoteness between those who are "inside" and those who are "outside" the mainstream social game.
- **social/health.** The social function also serves to benefit the health of users. There is evidence that those who find it easy to get out and about are more likely to maintain their health (both mental and physical) than those for whom it is difficult to escape from their isolation.
- **symbolic.** In neighbourhoods with very low self-esteem, few services, and pessimistic views about the possibility that "they" (those in authority) really want matters to improve, public transport, and a school, may be one of the signs of the presence and help of "society" and the fact that at least somebody cares.
- **longer-term economic.** This applies less to buses. Public transport, in particular "heavy transport" such as light rail or train, may have an effect on the price of property and therefore on offices and housing. The arrival of the Docklands Light Railway may have improved the lives of the inhabitants, but it has also led to the construction of offices and more expensive housing, inaccessible to the excluded. For some, the arrival of rail transport ("not for us" is the opinion of many) may be an additional symbol of an unequal society.

RECOMMENDATIONS

Traffic and suggested improvements to the public transport environment: interventions to stop cars speeding through the area, particularly the joyriders, and to make it safer for children to walk to school; separate pedestrians and cyclists from the cars; traffic calming, including traffic lights and pedestrian crossings; better consultation locally; cycle-friendly routes – that are friendly also to mobility impaired people; a community transport 'mother's shopping bus' (for shopping, clinics and classes); an alternative to subways; better security at stations.

The Local Transport Plan (LTP) process presents an opportunity to propose a local transport strategy that encompasses all the different types of provision *and* how these inter-link, to ensure that policies are consistent across all modes. For example, a new pedestrianisation scheme should be accompanied by increased provision for blue/orange badge holders and Shopmobility and careful planning of bus routes and stops to ensure that those people with mobility impairments are not excluded from areas of 'improvement'.