

PUBLIC TRANSPORT AS AN INSTRUMENT FOR URBAN REGENERATION

INTRODUCTION

Public transport is a key actor in revitalising, regenerating and supporting growth in deprived areas.

Urban regeneration means closing the gap between the wealthiest and poorest populations by improving the physical structure of a deprived place, increasing the access for people living in deprived areas to a city's life opportunities to tackle social exclusion and support the local economy.

This policy brief summarises how public transport is an essential instrument for urban regeneration as part of a city's strategy for sustainable development.

THE GLOBAL CHALLENGE

CITIES MATTER

Cities are home to over half of the world's population¹. They are the driving force of the global economy and offer opportunities for social improvement and healthy, sustainable living. Public transport networks make cities what they are, connecting communities, opening up opportunities, and creating the conditions for economies to flourish. The public transport system influences peoples' lives in terms of their access to jobs, education, leisure and social opportunities. However, these opportunities are not felt by everyone. In cities across the world there are also great disparities in wealth and life opportunities.

INCREASING INEQUALITY

Within the complex fabric of cities, some areas experience socio-economic exclusion due to recession, an economic crisis, or the decline in industrial activity and job provisions. Other areas have persistent histories with people experiencing socio-economic exclusion. In developed countries, average life expectancy can vary by ten years or more between affluent and deprived areas within the same city. In London, over 50% of the wealth can be owned by 10% of the population. Developing countries, with rapidly growing cities, can contain even greater differences in wealth and poverty. In many cities across the world, this wealth gap is widening rather than narrowing².



➤ Stockholm, Sweden.

1 <http://www.worldbank.org/en/topic/urbandevelopment>

2 <https://erc.europa.eu/projects-figures/stories/widening-gap-between-rich-and-poor-european-cities>

Deprived areas are often easy to recognise but difficult to define. They may be characterised by all or some of the following challenges: difficult socio-economic context, low quality of life, security issues, low income, low education levels, poor housing and urban estate, little social diversity and or segregation. Deprived populations usually settle where rents are more affordable but where the transport network is often less developed and accessible.

People living in deprived areas normally rely on walking and public transport for their mobility needs. If public spaces and transport services are undeveloped, they will have limited access to socio-economic opportunities, health care and leisure. Connecting these places to life opportunities is essential to fight social exclusion and im-

prove a city's economy, dynamism and social integration. A key challenge is to connect deprived neighbourhoods with areas where job opportunities are³. Investment in public transport can remove the barriers and increase access to these life opportunities.

ENSURING CITIES ANTICIPATE GROWTH

By 2045, the world's urban population will increase by 1.5 times to 6 billion⁴. As cities grow, social disparity will become even worse unless this is tackled. It is thus essential that cities plan for growth. The benefits associated with investment in these areas are made available for residing communities and new population.

FOCUS ON THE IMPACT OF CAR USE IN THE CITY

Parts of many cities are still not served adequately by public transport, and people have become dependent on their cars to access work and get around. Car-dependency causes social exclusion, with parts of the population such as older people or those with reduced mobility, people on low incomes and students, less able to contribute to the success of the city because the lack of suitable public transport options makes it harder to move around. Car-dependency reduces the quality of the urban environment, filling streets with noisy, polluting and dangerous traffic and taking away local street space that could be used for leisure activities, walking or cycling.

Research by the UITP Sustainable Development Commission has found that the negative impacts of car use in urban areas disproportionality affects deprived areas, with higher rates of pedestrian casualties, especially for children, and higher levels of air pollution.

THE HEALTH BENEFITS OF PUBLIC TRANSPORT

Today's city dwellers are at risk of suffering from traffic accidents and various non communicable diseases such as diabetes, obesity, and respiratory diseases. These illnesses are associated with the conditions of living and the built environment. Transport systems structures space and place and

the demands from car usage has for long period been the main driver of urban development, with negative impact on the built environment and people's health and living conditions. The UITP Organising Authorities is working on the topic arguing that the first step in dealing with mobility health concerns is to deliver integrated public transport policies. In its paper *Integrating the Health Impact of Mobility in Decision-Making* it provides PTAs with guiding principles on how to integrate mobility-related health impact.



▶ Cheonggyecheon in 2003 before restoration, and in 2005 after restoration. In which of these two environments would you rather live?

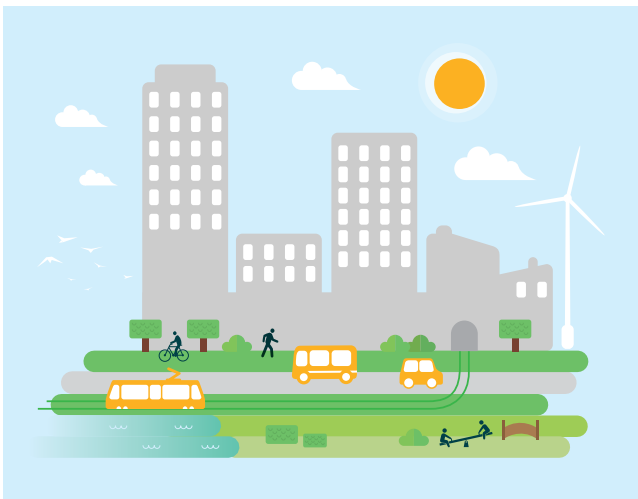
3 UITP Position Paper "Tackling social inclusion: the role of public transport", May 2017
4 <http://www.worldbank.org/en/topic/urbandevelopment>

TAKING ACTION TO ADDRESS DEPRIVATION

There are three key areas that must be managed when generating support for investment in public transport in deprived areas: 1. community involvement, 2. securing funding by linking investment with growth and 3. integrated planning to enable effective stakeholder management.

INVOLVING THE COMMUNITY

The acceptance of the scheme by the local community helps overcome a number of delivery barriers from project initiation through the construction and deployment phases. Communication is essential, it is usually done through press, public consultation and information. Co-operation between the community and the stakeholders is vital. Getting community involvement during the design stages can promote support and buy-in. It ensures the scheme delivered is accessible to the community who needs it most and should not stop at delivery. Indeed, the existence of the network does not guarantee that the population will use it. Targeted engagement can help address social exclusion and make the community aware that the developments will bring new access to opportunities and positive effects for their daily life.



If cities are to fulfil their economic, social and environmental potential, action is needed to improve mobility to, from and within deprived areas.

COMMUNITY TRAINING AND SENSITISATION IN PARIS, FRANCE

RATP “Mobility training programme”

Atelier Mobilité® action part of RATP Group Corporate Social Responsibility Policy.

Prior socioeconomic context:

In disadvantaged neighbourhoods of Paris Region (urban and rural): 272 areas representing 1.6 million inhabitants

Target:

- ▶ People without knowledge of public transport and how to use it
- ▶ Adults or young people involved in a social or professional integration programme
- ▶ Migrants
- ▶ Senior citizens

What was done to improve the situation:

Training programme in cooperation with associations, funded by RATP to facilitate the mobility of all citizens for a better integration and access to opportunities.

Objective: Facilitate social and employment inclusion.

Results: 80% of the participants give a positive feedback. People attending the programme move more and use more public transport. This is measured by an increase of expenses by clients. RATP registered the brand as “atelier mobilité”.

Lessons learned: The existence of a public transport infrastructure does not guarantee usage by a large part of the population. A significant part of the population has real difficulties to understand how public transport is organised and information given.



SECURING SUFFICIENT FUNDING

Investments in public transport contributes to improved social inclusion and unlocks housing and economic opportunities. Insufficient public funding can be an obstacle to delivering public transport schemes for deprived areas. Various factors such as a recession, competing demand from other public services or a change in government administration can lead to reduced or reprioritised public funding. Given the importance of transport infrastructure to support and unlock growth, one must ensure that new housing and commercial development contribute to fund the public transport required to serve it. Building a robust economic case for investment in public transport that demonstrates its benefits, such as how it can help to unlock the potential for new homes and jobs is essential. Leveraging in other private sector funding, such as land value capture⁵, is also vital. Transport investments should lead to regeneration and not to gentrification with people being pushed away because of an increase in housing prices and settling in more affordable neighbourhoods further away, thus displacing the problem elsewhere. Although new urban developments bring economic opportunities and dynamism to a neighborhood, affordable housing for low-income households, tighter housing regulation to counter evictions should also form part of the urban renewal strategy.

It is also important to remember that when delivering transport as part of an integrated approach to city planning it is difficult to quantify the benefits of the transport investment in isolation. However new policy approaches which take into account the health benefits are now helping to make the case for significant investment in public transport⁶.

LAND VALUE CAPTURE (LVC)

LVC is about creating a governance framework that integrates transport and land use to develop them jointly for an enhanced urban environment. The Asian cities of Hong Kong and Tokyo adopted this strategy a long time ago to value the benefits of transport infrastructure and services at the institutional and societal level. While Hong Kong develops transport and new land projects at the same time, Tokyo demonstrates it is possible to apply LVC to already built areas by convincing land owners to pool their lands together and sell a part of it to fund the transport project.

INTEGRATED PLANNING AND STAKEHOLDERS MANAGEMENT

The increasing demand for homes, employment and public services can mean delivering in an environment with competing priorities for land and public funding. Bringing functions together as part of an integrated approach to planning and linking it with growth can remove the conflicts and enable complimentary land uses, sufficient services and well planned access to these.

There are often multiple stakeholders who need to be involved in the approval process for any new developments and investments. They range from the various authorities such as government, local authorities, public transport authorities, to land owners, tenants, real estate developers and also to transport actors and other service providers. These multiple stakeholders can result in a number of obstacles or barriers being encountered during the (re)-development of public transport for urban regeneration. Having their support can help drive a public transport scheme forward and leverage in additional funding, however it can also present its own barriers. Different stakeholders have different agendas and reasons for investing time or funds. Delivering successful projects relies on good stakeholder management and project planning, including setting clear objectives and policies at all levels.

An integrated approach is essential to plan and capture the benefits that public transport can provide. Without complementary land use planning and long-term strategic policy, transport alone would not have the ability to unlock regeneration and tackle deprivation in an area. Through policy, land use can be optimised to accommodate higher numbers of new and affordable housing stock. Transport, alongside active travel strategies and parking policies, can encourage mode shift and provide affordable transport and improved quality of life to less affluent communities. Strategic transport and land use planning in a city can ensure that the right areas are targeted for regeneration and growth, while complementary policies and political support ensure the effectiveness of transport in tackling deprivation and offering greater opportunities to more people. The involvement of multiple public stakeholders including national, regional and local government, as well as the transport authorities, is essential to achieve urban regeneration.

5 UITP Policy Brief "Implementing Land Value Capture", June 2018

6 UITP Policy Brief "Integrating the health impact of mobility in decision-making", June 2018

THE APPROACH

THE ELEMENTS OF REGENERATION

Two frames of reference can be considered for urban development: “**people**” and “**place**” (Turner, 2017⁷).

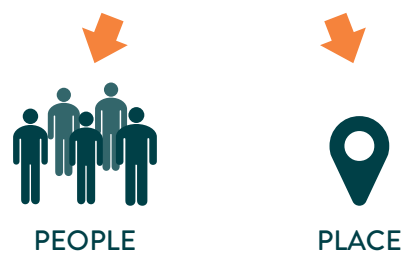
“**People**” focused public transport development aims to regenerate areas by improving accessibility to work and education opportunities for marginalised groups of people without depending on the car, thus tackling social exclusion.

“**Place**” focused public transport development aims to initiate and/or foster economic renewal via property development and commercial growth. Public transport improvements can catalyse and/or support investment in to an area, thus facilitating urban regeneration through growth in jobs and services.

Effective public transport based on urban regeneration policy would ideally incorporate elements of both ‘people’ and ‘place’. This combination would help mitigate against the potential to simply “gentrify” deprived communities.



ELEMENTS OF URBAN REGENERATION:



► Totally renewed port area in Rio de Janeiro with cultural and commercial activities and housing. Rio de Janeiro, Brazil, 2016.

7 Turner, M. A. (2017). Beyond People Versus Place: A Place-Conscious Framework for Investing in Housing and Neighborhoods. *Housing Policy Debate*, 27(2), 306–314. <https://doi.org/10.1080/10511482.2016.1164739>

The table below indicates the different stakeholders, their respective role as well as their **people and place** approach for urban regeneration:

| AUTHORITY | ROLE FOR URBAN REGENERATION |
|------------------------------------|--|
| INTEGRATED CITY PLANNING AUTHORITY | <p>A City Planning Authority can contribute to the “place” element of regeneration by identifying areas of deprivation, understanding key issues and assessing options for intervention including:</p> <p>Integrated planning: Co-ordinate planning of public transport infrastructure with land use such as the creation of new housing in high-density, mixed-use developments created around public transport hubs.</p> <p>Funding: Raise funding from development to provide associated improvements in public transport.</p> |
| INTEGRATED TRANSPORT AUTHORITY | <p>A transport authority can contribute to the “people” elements of regeneration by improving the public transport system and streets, including:</p> <p>Co-ordinating modes of transport: Co-ordinate public transport and street management and regulate other (such as private sector) transport services to ensure that accessible, safe, secure services are provided that do not exploit employees.</p> <p>Improving public transport: Increase capacity including both infrastructure and use of technology such as Demand Responsive Transport (DRT), connectivity and journey times to destinations, frequency and availability of service (24/7).</p> <p>Traffic reduction: Co-ordinate public transport improvements with traffic reduction strategies and improvements to walking and cycling so that benefits of improved public transport are captured by the community in the neighbourhood.</p> <p>Affordable fares: Promote an integrated public transport fares system that for example provides accessible/affordable public transport e.g. for children, those with reduced mobility and older people.</p> <p>Community engagement: Provide service improvements and customer care, accessibility, targeted training and skills development opportunities to local communities, reach out to local communities e.g. through ‘community ambassador schemes’ to encourage people unfamiliar with public transport to try using it.</p> <p>A transport authority can contribute to the “place” elements of regeneration by:</p> <p>Improving stations and transport infrastructure: using good quality design to create transport hubs which become centres of community activity, and lighting or decorating bridges, underpasses and other infrastructure to positively contribute to the public realm.</p> <p>Over site and mixed development: taking advantage of the accessibility of stations to provide high density homes, shops and other commercial activities, creating hubs of activity and employment opportunity on transport land.</p> <p>Place making: improving streets and the environment around stations to create liveable neighbourhoods.</p> |
| INTEGRATED LOCAL AUTHORITY | <p>A Local Authority needs to ensure delivery of new infrastructure meets the needs of its neighbourhoods – focusing on both the “people” and “place” aspects of regeneration.</p> <p>Build: Deliver new homes through building or procuring development partners to deliver new homes through the planning process.</p> <p>Safeguard: Identify and protect space for transport infrastructure that improves connectivity to existing population.</p> <p>Co-ordinate and integrate other services to help deprived areas e.g. community programmes, education and outreach.</p> |

REVITALISING A SMALL HISTORIC CENTRE IN MEISSEN, GERMANY

Population:

28.000 inhabitants, 25km NW of Dresden

Year: 2013

Prior socioeconomic urban context:

The historic centre was in economic decline and was becoming an increasingly deprived part of the city.

Public transport situation before:

Dresden S-Bahn: only 2 train stations on the outskirts of the historic city centre.

What was done to improve the situation:

A new train station was built adjacent to the historic town centre district of Altstadt. This facilitated enhanced accessibility to the city centre and fostered a positive feedback effect for economic development, employment growth and enhanced amenities.

Measures:

Integrated planning; public transport improvements, coordination of transport modes.

Results:

Increased accessibility, touristic development, economic growth, improved urban space.



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► This is an example of a “place” led project to increase capacity in a small sized city. Meissen, Germany.

DEVELOPING A TRAM NETWORK IN CASABLANCA, MOROCCO

Population:

±723.000 inhabitants in Sidi Moumen district. (Casablanca city is 3.4M inhabitants)

Year: 2014

Public transport situation before:

- Bad quality of the bus system and buses
- Bus stations aren't easily identified or don't exist
- No bus corridor or traffic signal priority

What was done to improve the situation:

Thanks to political investments and engagement in mobility projects, an Urban Development Plan was launched in 2007 and the first tramway line was put in service in 2012. A Transport Authority for Casablanca, Casa Transport, was created to implement the mobility project and to put in shape the public transport network.

Measures:

Improvement to public transport and creation of first tramway line, integration with urban regeneration projects; parking policy.

Results:

Increased city centre accessibility, increased social cohesion, increased employment opportunities, urban realm improvements, property development.

Casablanca is continuing to develop its public transport network with the opening of three new tram lines, two BRT lines and 15 Park and Rides.



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► This is an example of a “place or people” led approach to deliver efficient public transport in a large city. Casablanca, Morocco.

THE ROLES OF PUBLIC TRANSPORT IN URBAN REGENERATION

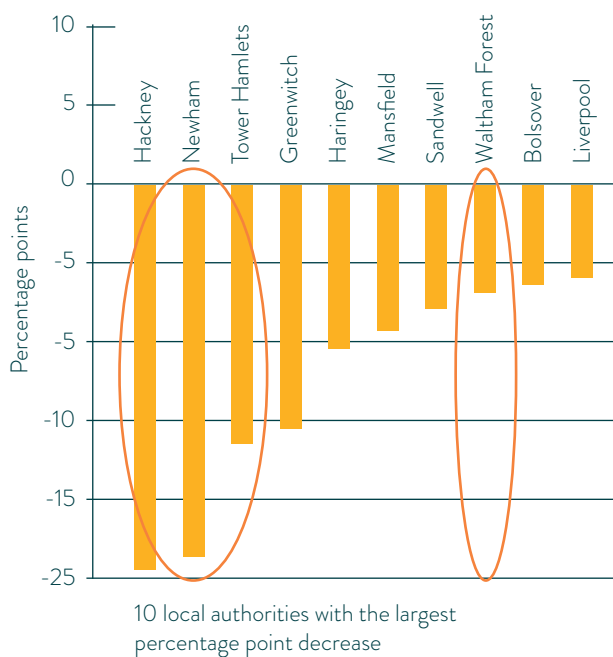
Looking at aspects of deprivation in more detail, the box below lists the seven indices used in England and gives examples of how improving public transport can tackle each area.

These indices are applicable to cities worldwide. The public transport interventions have been listed in the context of people and/or place to help reference how this approach can be applied.

| THE ENGLISH INDICES OF DEPRIVATION (2015) | WHAT PUBLIC TRANSPORT AND ACTIVE TRAVEL CAN DO TO HELP |
|--|---|
| Income Deprivation | People: Provide high capacity, affordable, fast, reliable, safe, accessible and inclusive connectivity to employment opportunities in business district centres and city and town centres. |
| Employment Deprivation | People: Improving access to and regenerating town centres. Keeping wealth local by supporting local businesses. |
| | Place: Creating new employment hubs e.g. by (high density mixed development) at public transport hubs. Supporting greater local economic vitality through enabling higher densities and compact city typologies. |
| Education, Skills and Training Deprivation | People: Provide affordable, fast, reliable, safe, accessible and inclusive connectivity to schools and colleges. Public sector transport investment can be used to establish skills academies and apprenticeship programmes. |
| Health Deprivation and Disability | People: Provide an alternative to car use and affordable connections to health and other services. Provides greater opportunities for healthy active travel which reduces cancer, diabetes, stress etc. and reducing dominance of vehicles removes barriers faced by people with reduced mobility. |
| Crime | People: Provide safe, secure transport services including, for example, at night. Reduce car-dependency, enabling streets to be designed for people rather than vehicles, allowing improved design of public realm (of which streets make up 80%) and improved perceptions of safety. |
| Barriers to Housing and Services | Place: Provide transport capacity to support greater provision of homes sustainably, (high density mixed use development) including provision of increased levels of affordable homes than could be achieved through car-based development which fails to optimise the use of land. |
| Living Environment Deprivation | People: Reduce car-dependency, giving opportunities to use street space for community activity, active travel and social interaction, improving (mental and physical) health and reducing isolation. Greater connectivity to green space, open space etc. for recreation. |

LONDON 2012 OLYMPIC AND PARALYMPIC GAMES - THE PHYSICAL LEGACY

London's 2012 Games provided London with a wide range of new transport infrastructure, known as the physical legacy. This was vital to ensure the 2012 Games were a success and provided useable infrastructure for London post games. The majority of this physical legacy has been in east and southeast London - which now has some of the best transport links in the Capital. In addition, after the 2012 Games, large areas of open space, riverside walks and cycle paths, have provided a lasting physical legacy.



▶ *England, UK Index of Multiple Deprivation 2015:
Largest percentage point decrease since 2010.*

As demonstrated in the chart above, five boroughs in East London that hosted the games, plus one of the adjacent boroughs have seen a considerable decrease in the IMD percentage point scores from 2010 to 2015 as is demonstrated in the chart above. This is one measure that demonstrates how delivering public transport through an integrated planning policy framework can contribute to urban regeneration.



▶ *The Olympic Park, London, United Kingdom, the Olympic physical legacy.*

RE-DEVELOPING THE BUS NETWORK IN MEDEN RUDNIK, SOUTH OF BURGAS, BULGARIA

Population: 230.000 inhabitants

Year: 2015

Prior socioeconomic urban context: Deteriorating urban fabric, difficult socioeconomic context, difficult access to the city center and to jobs in North-West area.

Public transport situation before: Trolleybus line in congestion due to growing car dependency.

What was done to improve the situation: A new bus rapid transit service and urban realm improvements transformed the quality of life for 40,000 people and gave them access to new employment opportunities.

Measures:

Improvements to Public Transport:

- Trolleybus replaced by Bus Rapid Transit
- Public transport terminal with bus depot integrated in urban realm
- Better frequency

Integration in urban regeneration project.

Integration with other modes (cycling lanes and cycling facilities at public transport terminal).

Results:

- Increased job accessibility, especially to the industrial area in the North-West of Burgas
- Increased city center accessibility
- Urban realm improvement
- Property development in the surrounding areas



▶ This is an example of a “place” and “people” led approach in a medium-sized city. Burgas, Bulgaria.

REGENERATING AND CONNECTING A DEPRIVED AREA IN JEMAPPE, BELGIUM

Population: 3.000 inhabitants, 12km from Mons

Year: 2001

Prior socioeconomic urban context: Deprived neighbourhood, social housing in bad shape, delinquency, unemployment, poor access to education

Public transport situation before: No public transport.

What was done to improve the situation: Development of a new bus terminal, a new bus line to the city centre and a shuttle service to complement fixed bus routes to shopping districts. This was integrated into a broader framework of urban renewal involving the improvement of public housing, employment re-training and the development of cultural and sports amenities. The scheme included the training and employment of residents of the neighbourhood by the public transport operator.

Measures:

Integrated planning.

Public Transport Improvement:

- Bus terminal
- New bus line to Mons
- Shuttles to shopping centres

Local community:

- Integration with social inclusion policies
- Nine drivers hired coming from the Coq district
- Training opportunities
- Dialogue with future young clients of the neighbourhood

Results:

- Increased quality of life
- Urban renewal
- Work with young people
- Increased accessibility

▶ This is an example of a “people” led approach in a deprived neighborhood near Mons, Belgium.

CONCLUSION

Improving or providing good public transport can turn deprived neighbourhoods around and create more socially inclusive, prosperous, secure, safer and healthier places in which to live. Urbanisation is not just about growth; it is also about making cities better to live in for everyone. Given the extreme pressures from rapid urban population growth, together with the extent of inequality in cities across the world, one of our chief global challenges for the 21st century is to improve the life opportunity chances of people living in deprived urban neighbourhoods to ensure growth benefits all people.

Action is needed to ensure that both the place and people dimensions are considered when delivering public transport to deprived areas. Integrated planning and linking public transport improvements to growth helps make the case for investing in mobility access in deprived areas. Public transport, when delivered as part of an integrated city strategy, positively affects places, improving quality of life, reducing crime and traffic accidents, increasing economic opportunities and income. Its benefits are optimised when integrated into economic development strategies, urban development, housing and transport policies, as well as when involving the community before and during the construction phase to ensure the acceptance and success of the project.

This paper is supported by detailed case studies that show the beneficial results of investing in public transport in deprived neighbourhoods: increased accessibility, economic and employment growth, property development and urban realm improvement. All case studies are available on the UITP MyLibrary under the title “Public transport and urban regeneration” or upon demand at anne.mordret@uitp.org.



▶ Docklands area transformed from the 80's onwards into a vibrant financial and commercial center. Canary Wharf tube station, London, United Kingdom.

RECOMMENDATIONS

In order to improve mobility access in deprived areas and foster urban regeneration, it is important to follow the below recommendations:

INVOLVE THE COMMUNITY

- Develop partnerships between local business, local authorities and public transport to create business improvement districts and neighbourhood plans.
- Use opportunities to employ local people and improve skills alongside the broader economic benefits of improving the urban environment.
- Offer targeted training, education and employment to local communities.
- Encourage communities to participate and contribute to initiatives to revitalise neighbourhoods to ensure urban regeneration rather than “gentrification”.

COMBINE REGENERATION WITH GROWTH TO UNLOCK ADDITIONAL FUNDING STREAMS

- Develop infrastructure that significantly improve public transport connectivity and thus unlock the potential for large scale housing and commercial development, and, consequently, additional funding to be secured from property developers or through land value capture.

- Demonstrate how this transport investment can unlock new affordable housing (to ensure regeneration rather than gentrification) to make the case for additional complementary public funding to tackle deprivation.

INTEGRATE PLANNING AT A CITY LEVEL THAT CONSIDERS THE ‘PLACE’ AND ‘PEOPLE’ ASPECTS

- Coordinate public transport with other urban strategies (housing development, economic development, etc.).
- Coordinate planning of public transport infrastructure with land use by including public transport improvements in urban regeneration strategies, notably by providing good public transport from deprived neighbourhoods to city centres and employment hubs.
- Coordinate public transport and street management by integrating walking, cycling and public realm improvements, high-density housing and commercial development with public transport to improve quality of life and reduce the car-dependency.
- Ensure public transport is inclusive for the whole community and is welcoming and easy to use for all.
- Coordinate public transport with traffic reduction strategies and place improvements to improve quality of life.

This is an official Policy Brief of UITP, the International Association of Public Transport. UITP has over 1,500 member companies in 96 countries throughout the world and represents the interests of key players in this sector. Its membership includes transport authorities, operators, both private and public, in all modes of collective passenger transport, and the industry. UITP addresses the economic, technical, organisation and management aspects of passenger transport, as well as the development of policy for mobility and public transport worldwide.

This Policy Brief was prepared by the UITP Transport and Urban Life Commission, a working group of international public transport strategy and planning experts and with the support of Transport for London. The goal of the Commission is to create better cities for people to live in through the better integration of public transport and urban planning, economic development and social inclusion.

