

IMPOWER

The Travel To School Challenge




CCN
DIALOGUES

Contents

Foreword	05
Executive summary	06
The travel to school challenge	07
Widening the lens	09
Tackling the travel to school challenge	12
What can you do today?	13
Contact	20





CCN Dialogues

Partnering with the County Councils Network (CCN) offers private, public, community and third sector stakeholders' unique networking opportunities to work with council leaders and chief executives from county councils and unitary authorities in England.

It also gives those interested the opportunity to promote your organisations objectives, a brand or service, to deliver better community outcomes, drive industry practice forward and get your voice heard among decision makers. Our dialogues publications are a series of think pieces supported by the partners of CCN. This think piece report is sponsored by IMPOWER.

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Foreword

Over the past few years, Travel to School Transport (TTS) has risen to become one of the largest spending pressures on local authority budgets. Recent County Council Network (CCN) research estimating councils in England will need to spend £2.3bn on home to school transport services this year to meet rising costs and demand – a 23% increase in just two years.¹ CCN member councils have been particularly susceptible to these pressures, accounting for 57% of spending in this year despite only serving 42% of the school-age population.

Much of this rise has been interwoven with the rapid growth in Education, Health and Care Plans (EHCP) which a recent independent report commissioned by CCN and the Local Government Association has highlighted as an “existential threat” to local government finances without wide-ranging reform of the Special Educational Needs and Disabilities (SEND) system. The SEND dynamic is important as many Education, Health and Care Plans (EHCPs) explicitly specify the need for bespoke transport arrangements that has contributed to rising unit costs for TTS.

Whilst CCN has called for greater investment from the Government to support councils in meeting their statutory duties around education, there is also a recognition that local authorities must ensure that they are planning their home to school transport services as efficiently as possible. It is important that local authorities are sharing best practice in this area of growing importance to all councils.

To that end in April 2024 CCN with strategic partners IMPOWER hosted a webinar for CCN member authorities to discuss the means by which home to school transport services were being developed and made more effective.

The webinar brought together over 50 members and officers from across CCN's 37 member councils and beyond. Importantly it included officers from both People and Place directorates given responsibility for the service sits in different parts of the organisation in different authorities.

The webinar shared the experience of two local authorities in reforming their home to school transport services working with IMPOWER. This then led to an open questions and answers session with participants raising issues that their authorities are facing around the home to school transport challenge and highlighting areas where they would welcome more support. This short report brings together some of the learning that was shared on that day including a closer look at some of the ways councils are addressing the growth in demand for home to school transport and making their services more efficient and responsive.



KATE FOALE
Nottinghamshire County Council, Labour Councillor

1. <https://www.countycouncilsnetwork.org.uk/download/5462/?tmstv=1728318149>

Executive summary

The purpose of this report is to share insights and immediately implementable tools and methods to help local authorities tackle the current travel to school budget crisis, which now accounts for spending of approximately £2bn a year.

Travel to school demand has increased massively both in the scale of the challenge and its profile with officers, members and parents and carers. It requires a whole system approach; siloed working will not deliver the outcome improvements or financial sustainability needed.

Further evaluation of the system changes needed are explained in the Tackling the Travel to School Challenge section, but at a macro level they are:

- **Influencing demand.**
- **Understanding the young person.**
- **Maximising independence.**
- **Delivering effective journeys.**

This report highlights how front-line tools, such as Valuing Travel which is based on an approach originally used to map strengths and need in care and SEND systems, can be used to evaluate travel needs on the frontline and on an individual basis. This means that by the time a child or young person reaches the transport team; expectations have been set, alternatives have been explored and the transport team is in the strongest position possible to get them the right type of transport at the right cost.

Overlaying this, systems need to be brought together under a **single umbrella of governance with a clear purpose that reflects local priorities around cost, outcomes and user satisfaction.**

This will help address the competing priorities and pressures put on teams spread across multiple departments. Three key operational recommendations to support these changes are:

- **Statement of Purpose.**
- **Travel to School Board, supported by a KPI dashboard.**
- **Regular needs-based Travel to School Reviews.**

We can't underestimate the importance of delivery: it is relatively straightforward to get the right data, put the right governance in place and agree on collective priorities. Supporting front line workers to make the right decisions about individual children day in, day out – and holding them to account when they don't – takes hard and relentless work but will deliver better outcomes.



SEAN HANSON
Chief Executive, IMPOWER Consulting Limited



The travel to school challenge

Home to school transport (HTST) services remain the largest, and most financially challenging, area of educational responsibility for councils outside of Special Educational Needs and Disabilities (SEND).

In mainstream HTST, while these services remain an important service function in large rural county areas, councils have reduced services to the statutory minimum due to escalating cost pressures elsewhere. Therefore, much of this financial pressure is within transport for pupils with SEND, with previous research² by CCN showing that the costs for councils in county areas doubling to £800m in the last five years alone, with national expenditure growing from £727m in 2019 to £1.4bn in 2024.

Rising demand and costs are largely driven by the exponential rise in the number of SEND children requiring Education Health & Care Plans (EHCPs) over the last decade. Since the 2014 reforms of the SEND system, the number of children and young people with EHCPs – which set out the level of statutory support individuals are eligible to receive – has risen from 240,183 in 2015 to 575,973 in 2023/24, an increase of 140 per cent over 10 years.³

Analysis by CCN⁴ has shown the average council in England was transporting 1,300 SEND pupils in 2023/24, up from 911 in 2018/19: a 43% increase. The average cost per SEND pupil using transport has also increased 32%: from £6,280 to £8,299.

However, these increases are more acute in county areas. County and rural councils transport double the amount of SEND pupils on average (2,458), compared to the rest of the country, a 45% increase in 2018/19's average of 1,694 pupils per county and rural council. The costs per pupil travelling in those areas have also risen more sharply, from £6,792 in 2018/19 to £9,750 this year: a 44% increase.

Much of this is due to the larger geographies of England's remoter rural and coastal areas. Not only are residents in these authorities more likely to be situated far enough away from their local school to trigger eligibility for free transport according to distance thresholds, but there is also usually poorer public transport provision than in cities meaning councils have to provide a greater volume of bespoke transport options to meet their statutory duties.





Another important factor in rising costs is children now require very specific transport needs to be met to get to school – including a rise in the number of cases requiring more expensive options such as taxis and, in some instances, passenger assistants, which can dramatically drive-up overall costs. Over the last five years analysis for CCN by Isos Partnership⁵ showed the number travelling to special schools has increased 24%, with almost 50,000 pupils travelling to these in county areas every year.

2. <https://www.countycouncilsnetwork.org.uk/councils-call-for-reform-of-send-school-transport-services-as-costs-double-for-local-authorities-in-county-areas-over-the-last-five-years/>
 3. <https://www.countycouncilsnetwork.org.uk/download/5402/?tmstv=1728318003>
 4. <https://www.countycouncilsnetwork.org.uk/councils-call-for-reform-of-send-school-transport-services-as-costs-double-for-local-authorities-in-county-areas-over-the-last-five-years/>
 5. Isos Partnership (2023) From home to the classroom - making school transport services sustainable <https://www.countycouncilsnetwork.org.uk/download/5114/?tmstv=1728318054>

The long-term social impact of travel to school for children and young people

Looking beyond the educational and practical needs of a child or young person, it is important to also consider the social skills and enjoyment of peer-to-peer exchange, relationship forming and independence that can be developed during the travel process. This can often help support the first steps for a child to start transitioning

into a young adult and allow individuals to develop skills and confidence that stretches beyond the classroom. It is a critical time for children and young people, particularly so for those with SEND who often have had less opportunity to develop their independence. Getting to and from school is the first step on a journey towards independent travel that opens many doors.

 EMPLOYMENT OR HIGHER EDUCATION	 LIVING INDEPENDENTLY
<p>The ability to travel independently opens education, training and employment opportunities outside the child or young person's immediate area and is attractive to employers. It provides a wider pool of opportunities to explore. It's generally accepted that young adults with higher needs have improved outcomes if they can access employment.</p>	<p>To live independently one day a young person needs to be able to navigate amenities, public spaces and manage their self-care e.g. go shopping and cook. Being able to travel independently makes all these things more accessible and enables better quality of life.</p>
 PARTICIPATION IN SOCIETY	 BEING AS HEALTHY AS POSSIBLE
<p>Freedom and choice in how to spend one's time is an important part of growing up and accessing a wide range of activities essential to a full life. Movement in and around the community is a vital gateway to social interactions, supporting the development of relationships.</p>	<p>Active travel for children and young people can improve physical and emotional health and wellbeing as well as playing a key role in maintaining a healthy lifestyle. Becoming independent allows young people to navigate their own health needs and appointments.</p>

Widening the lens on travel to school

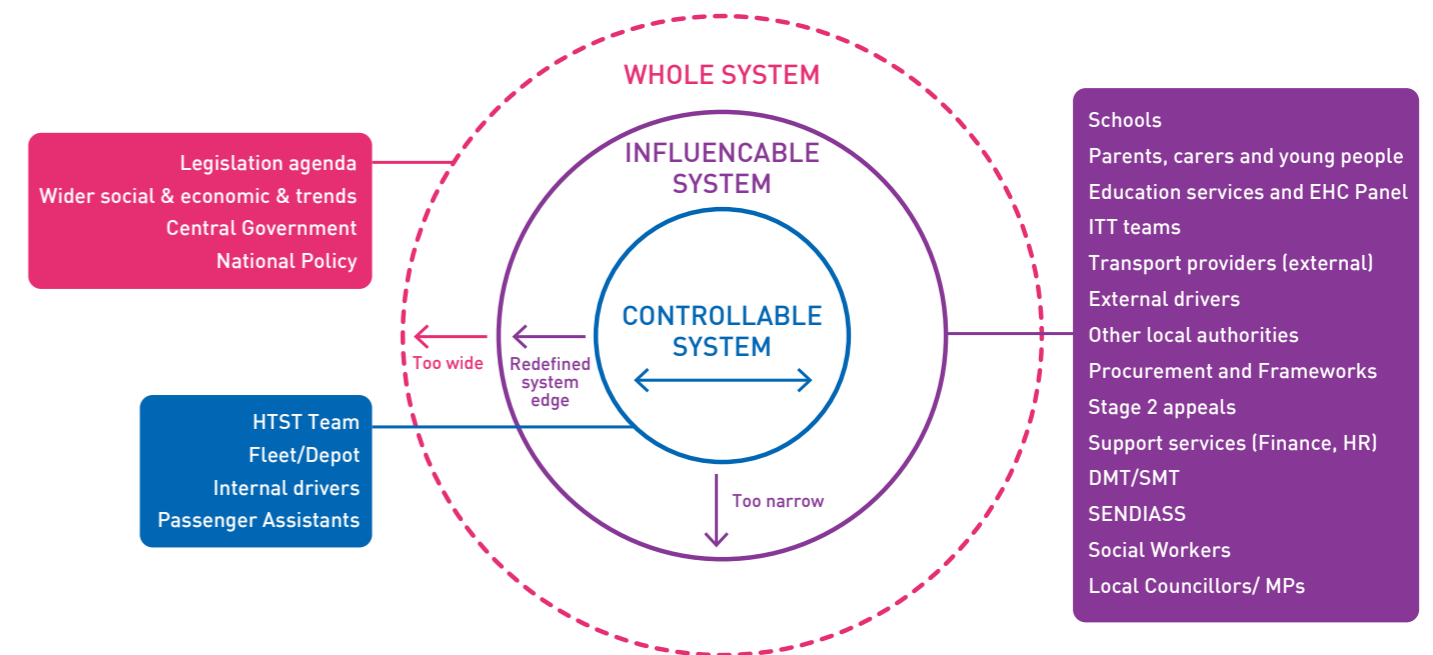
Formulating a meaningful, impactful response to the TTS challenge, requires widening the view. The problem is complex and requires local authorities to think outside the teams, processes, and systems under their direct control. Council leadership teams often look towards their transport officers to provide solutions to the enormous overspend in this area many are seeing in their organisations. This can be described as the 'controllable space'. However, whilst the role of the transport team is vital, they alone cannot achieve the impact that is needed.

are far too urgent to wait for whole system change. If organisations wait for legislative changes from central government without acting on a local level, their financial situation risks overwhelming them.

There is a space between the controllable and the whole system space where leaders can step out of what they can control and harness what they can influence. By leaning into the influenceable space real and tangible change is possible.

The instinct when expanding the problem is to take the lens system-wide and look towards central government for changes to policy and legislation. Whilst this is not an unreasonable stance, the challenges local authorities are facing in children and young people travelling to school

The diagram (below) is a real-life example from a local authority. Developed from the perspective of the transport team it shows the huge number of actors in their 'influenceable space' - illustrating both the complexity of the system and the opportunities to widen the problem to bring about an effective solution.



Parents and carer are one very important part of a much wider, diverse team of people and teams who need to be engaged in the TTS challenge.

Only with all these stakeholders pulling in the same direction is lasting change possible.

Tackling the travel to school challenge

TTS is fundamentally a system challenge that needs a system-wide response.

As set out in the previous section it cannot be solved in the 'controllable space' of transport teams or fixed simply by changing processes, policy, or a different procurement approach. It needs to be a combination of all these things and many more. This section explores how this is possible.

To deliver an appropriate and sustainable response, it is important to understand the factors that influence decision making.

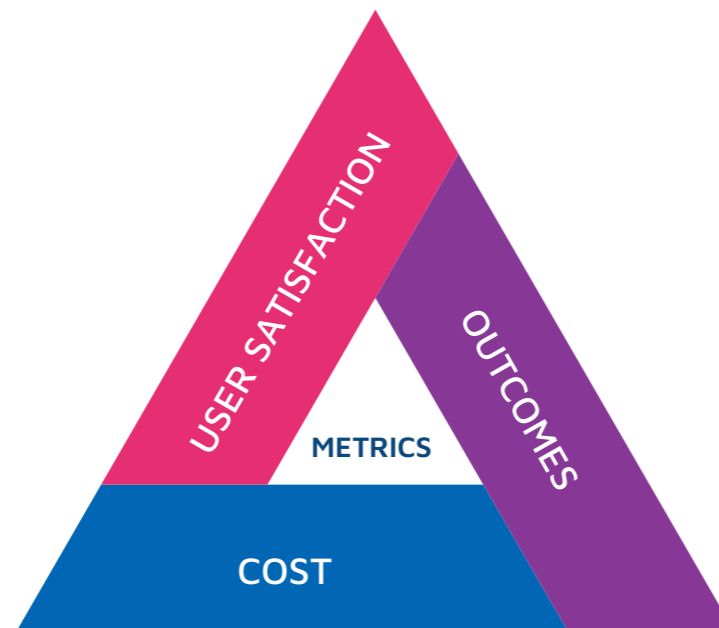
Considerations when making decisions about transport

When making decisions about delivering TTS, local authorities are faced by three, typically competing, factors. Striking the right balance between these is complex, and can be shaped by a range of financial, political and social influences.

The three factors are:

- Costs**
 Costs are measured by the overall monetary price of the service. Reducing costs may result in compromises which could impact both satisfaction and outcomes.

- User satisfaction**
 High user (normally parental) satisfaction scores are driven by giving service users what they want. User satisfaction is an important metric, but it can come at a very high cost to the service provider and does not necessarily deliver optimal long-term outcomes for the service user.
- Outcomes**
 These are the long-term impacts on individuals and communities to which a service contributes. Aiming to deliver better outcomes could both drive costs and impact user satisfaction.



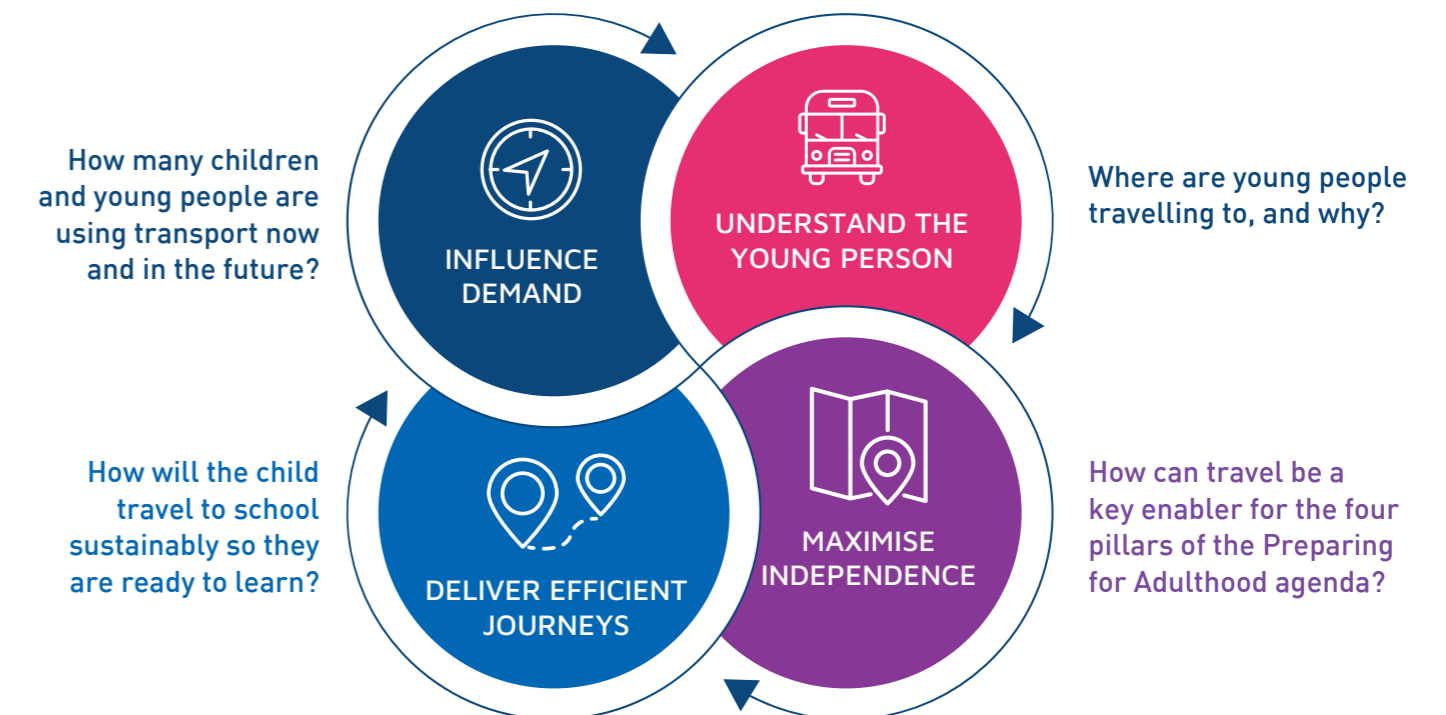
Once decision makers have agreed the right balance for their local authority, it is time to deliver change.

A journey to a journey

Once a local authority has established the appropriate balance of these three factors, they need to embark on a four-step approach to delivering change.

Most transformation activity in this space is focused on delivering journeys that are as efficient as possible, but there is so much more that can be done in advance of that journey planning. This means engaging the wider system and thinking about the individual needs of children, young people and their families.

There is a metaphorical journey to go through, before getting to the journey itself. This involves really understanding the demand picture for TTS; the needs and strengths of individuals using it; and the potential development of children and young people's ability to travel more independently as they grow and begin to prepare for adulthood. Crucially, TTS should be considered as one part of the whole experience jigsaw for children and young people and their families, and not in isolation. This is reflected in the model used to deliver transport projects (see below).



STEP 1: INFLUENCING DEMAND

The first priority for a local authority to establish is a shared view of their demand and cost for TTS, with a clear understanding of how that links with demand for SEND. Diagnostic activity can enable councils to dig into how many children and young people are using transport now, and how many may be in the future. It is then possible to map what demand will look like in five years' time, which is crucial to service and financial planning.

Having a strong baseline understanding of the demand and cost picture allows an organisation to look at decision making and eligibility with granular detail, working out what is resulting in long journeys – whether that is due to school sufficiency or parental choice.

Where the answer is parental choice, by applying behavioural science to all messaging around TTS (language changes to support parental decisions and responsibility), shaping the information families see and having a strengths-based approach to conversations about travel, an organisation can begin to influence decision making and shape future demand.

CASE STUDY - CORNWALL COUNCIL

Cornwall County Council identified £1.4m of potential cost management identified through a range of activities to manage demand. They used their trajectory model to establish a shared ambition across services, describing a collective goal and engaging teams right across the organisation to focus on achieving it. Communication with parents and carers improved by applying behavioural science to policies, documents and website materials and as a result, use of personal travel budgets increased ten-fold.

Cornwall describe their work over this last year as having significant impact through:

- Supporting a stronger relationship with the parent carer group.
- Delivering a clearer, more accessible policy to explain process and options.
- Improving their reputation with parents.
- Driving increased uptake of personal travel budgets.
- Helping to develop a new approach to independent travel training.

STEP 2: UNDERSTANDING THE YOUNG PERSON

It is impossible to consider how a child is travelling to school without first considering where they are travelling to and why. This is the quadrant of the model for TTS which aligns most with the wider SEND system. At this stage it is critical to accurately understand and map the unique needs of children and young people in an area over

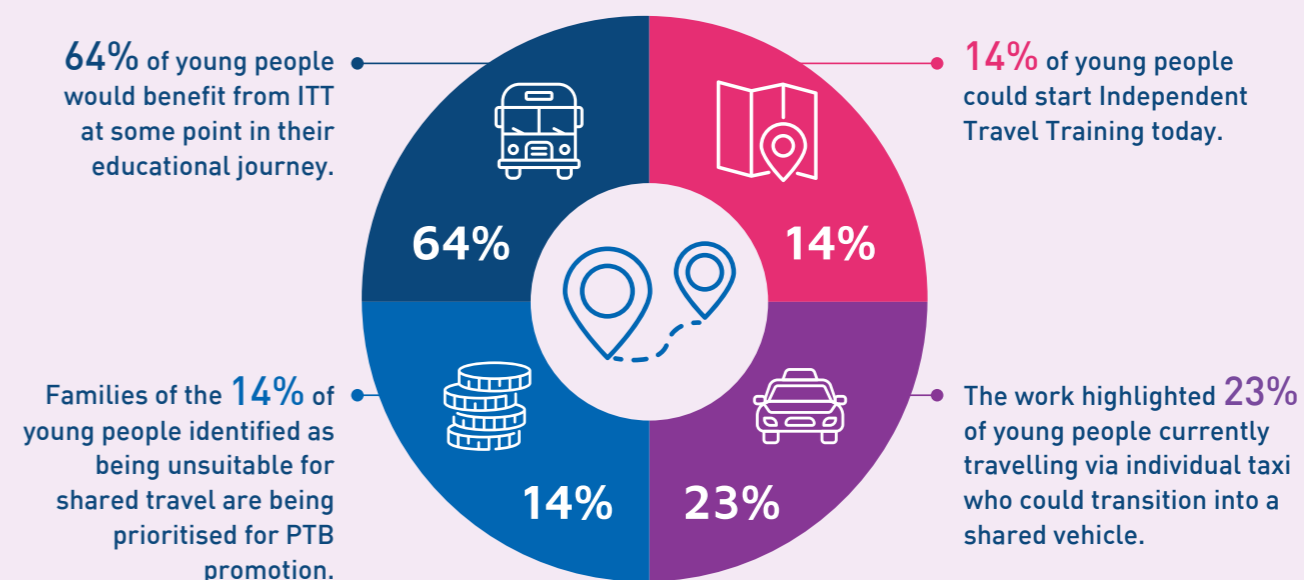
time. The individual and aggregated data from this work allows teams to get under the skin of demand by understanding what a child or young person, or a group of people need. There are usually opportunities to reduce demand through meeting need earlier or differently, and in some cases, this negates the need for transport to become involved at all.

CASE STUDY - NORTH SOMERSET COUNCIL

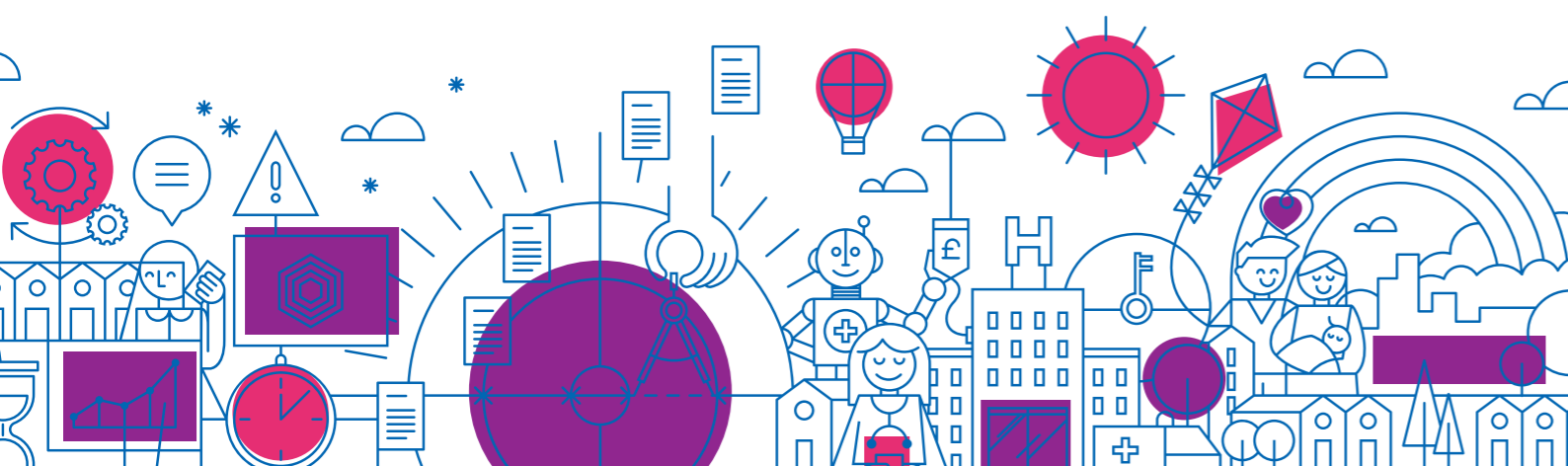
North Somerset trialed a tool called *Valuing Travel*, a child centred approach to match a child or young person to the TTS support that they need. Valuing Travel measures and maps need across the four domains of need set out in the SEND Code of Practice, as well as an additional 'independence' domain. The tool produces a holistic overview for each child that can be aggregated up to groups, in a clear,

radar visual. The tool also maps the length of time for when a change in support might be appropriate to a changing level of need, meaning conversations about changing support for a family can be well planned and thought through, with targets towards independence mapped out.

Here are some key results achieved by North Somerset council over the last 12 months.



This is an indicative example of a Valuing Travel strengths-based evaluation.



What can be done immediately?

A good first step is to establish a tangible checklist: a call to action for a local authority to act on a local level and suggested actions in each quadrant that can be taken forward and applied to their services.

Most local authorities will be constrained by finances and the response to a range of potential actions may be 'If we could only do one thing what should it be?'.
Inevitably, there is no one thing that will enable a local authority to balance the three priorities of cost, outcomes, and user satisfaction. However, by developing a layered view of sustainable change it is possible to prioritise what will have the biggest impact.

This layered view is made up of three levels of activity that need to come together to create a sustainable model. These layers are:

1 STRATEGIC ENABLERS	2 SYSTEM-WIDE REFORMS	3 FRONT-END SERVICE CHANGES
<p>Establish internal service standards, reset external expectations and create the space for an exploration of longer term ways to reformulate the service.</p> <ul style="list-style-type: none"> Statement of purpose. Travel to school board. Future service forum. 	<p>Move the service onto more efficient sustainable basis.</p> <ul style="list-style-type: none"> Service delivery timeline. Commissioning framework. Route-mapping software. Transport input exception cases. KPI dashboard. 	<p>Delivery short time savings through a series of changes to existing processes.</p> <ul style="list-style-type: none"> 'Nearest available school' management check. Regular service reviews. Promote PTB's. PTB re-banding. Mini PTB fund. Established ITT service.

The remainder of this section covers one intervention from each of these boxes to explore in more detail and to help understand their benefits.

STATEMENT OF PURPOSE

The statement of purpose should set out a clear service standard that is used as a reference point for decision making. It should be concise, simple, and public. Ideally it should be developed with as many interested parties as possible – the council, schools, parents, and even providers.

A statement of purpose will provide clarity over what the council (and partners) want to achieve through TTS– typically the balance of cost, outcomes and satisfaction they want to achieve – and support messaging with schools, parents and providers. It also underpins a more consistent approach to decision making and delivery with all decisions being checked against the statement.

TRAVEL TO SCHOOL BOARD, SUPPORTED BY A KPI DASHBOARD

One of the biggest practical challenges facing delivery of travel to school is oversight and accountability. Teams are typically spread across Children's Services and Place directorates and responding to different priorities and pressures. In some cases, councils have moved all teams into one place, but this comes with a downside – for example a TTS transport team situated in children's services may not be able to work as effectively with other related transport teams in the wider organisation.

This can be addressed through an overarching travel to school board with a chair that has responsibility for the whole system and where each team is represented as strategic decisions are made. For maximum impact, this Board should have a simple, accessible dashboard that displays the relevant management information against key metrics. This will enable the Board to easily access the most up-to-date and accurate data on the service, anticipate problems, and track the impact of management decisions across the system.

REGULAR NEEDS-BASED TRAVEL TO SCHOOL REVIEWS

Our experience is that often the focus of the TTS system is on children receiving transport for the first time, or when they move from one school to another. However, as well as this 'river' of demand there is also a 'reservoir' of children who are receiving transport, and who may have been receiving the same support for many years. There is an opportunity to review these arrangements and to ensure the needs now – not the needs when the provision was first established – are being met.

Establishing a programme of reviews for children and young people at appropriate intervals can lead to improved outcomes by helping become more independent, and cost less as children are able to move to alternative, better value forms of transport. These conversations will need the support of the SEND team, and most likely schools, as well as the willingness to work with parents to make changes they may feel are risky, but that can have a positive all-round impact.

IMPOWER

Founded in 2000, IMPOWER brings together public and private sector experts to address complex challenges. IMPOWER holds a profound belief in the innate value of public services; a better public sector is the cornerstone of a better society. We exist because public services can be – and should be – improved. We also believe that better outcomes cost less.

We have partnered with over 150 UK councils, improving performance, enriching lives, and strengthening public services. IMPOWER doesn't just assume innovation can be shoehorned into the public sector. Borne from this understanding, and over two decades serving the public sector, IMPOWER developed EDGEWORK®. This unique transformational approach enables organisations to make the required mindset shift – towards a focus on outcomes and working across organisational and system boundaries – and provides the tools that make this easier.

IMPOWER believes passionately that change can only be effective and sustained if impact is delivered through co-production.

To discuss our work and this report in more detail contact:

David Colbear

Delivery Director

dcolbear@impower.co.uk

✕ @IMPOWERconsult
in IMPOWER Consulting
T: +44 (0)20 7017 8030
enquiries@impower.co.uk
impower.co.uk

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CCN

COUNTY COUNCILS NETWORK

CCN is the voice of England's counties. Representing the local authorities in county areas, the network is a cross-party organisation which develops policy, commissions research, and presents evidence-based solutions to issues on behalf of the largest grouping of councils in England. In total, the 20 county councils and 17 unitary councils that make up the CCN represent 26 million residents, account for 39% of England's GVA, and deliver high-quality services that matter the most to local communities.

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