

**RSA TRANSITIONS...**

# **Transitions, transport and HMP Humber**

**East Riding of Yorkshire Council (ERYC)  
East Yorkshire Motor Services Ltd (EYMS)  
East Yorkshire Community Transport Ltd  
The City of Hull and Humber Environment Forum  
2014**

## About the RSA

The RSA (Royal Society for the encouragement of Arts, Manufactures and Commerce) is an enlightenment organisation committed to finding innovative practical solutions to today's social challenges. Through its ideas, research and 27,000-strong Fellowship it seeks to understand and enhance human capability so we can close the gap between today's reality and people's hopes for a better world.

[www.thersa.org](http://www.thersa.org)

## About Transitions

The project seeks to find new approaches to reducing reoffending by unlocking physical and social assets linked to prisons. The RSA published *Transitions*, its vision for a 21st century prison in 2011. This included the development of 'Transitions Parks' through bringing back to life unused assets – buildings and land – owned by the Ministry of Justice. The RSA is now working with a public prison in testing this proposal.

For more information about the project please visit: [www.thersa.org/transitions](http://www.thersa.org/transitions)

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## HMP Humber

HMP Humber is a male resettlement public sector prison in East Yorkshire that provides services for up to 1,062 Category C and D prisoners at any one time. It releases over 1,200 people each year. It is a 'new' prison resulting from the merger of HMPs Everthorpe and Wolds in 2013 and is situated on an MoJ-owned site that includes a small community of around 80 households alongside 45-acres of land, a manor house, farm and storage buildings which have been largely unused for over a decade.

## About the authors

This proposal has been developed in partnership with East Riding of Yorkshire Council (ERYC), East Yorkshire Motor Services Ltd (EYMS), East Yorkshire Community Transport Ltd and the City of Hull and Humber Environment Forum. RSA Transitions would like to thank those involved for their work (much of which has been given free of charge) and for their continuing involvement.

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# Transitions

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## Background

In 2011, a small group of RSA Fellows working within justice services and social enterprise developed *Transitions* (RSA 2011). Our starting point was to explore the innovations taking place within prisons but which were largely uncelebrated and evidenced. What would happen if, instead of piecemeal innovation via stealth, the best approaches were brought together and the evidence base on impact strengthened? How could the public be brought closer to the realities of the prison system and wider justice services?

In the context of reduced public spending, our focus was on unlocking potential social assets within prisons (service users, families and the workforce) and the wider community (the public, employers and services), and on physical assets owned by the Ministry of Justice (MoJ) but laying fallow. Could providing a co-location space for agencies and others to work closely alongside prisons, but from the ‘outside in’, increase capacity and improve the chances of rehabilitation?

## HMP Humber

Since 2012, with funding from the Esmée Fairbairn Foundation, the Tudor Trust and the Garfield Weston Foundation, the RSA has been working with HMP Humber to answer this question. Our aim has been to refine and ultimately to realise the *Transitions* model in relation to a 45-acre site adjacent to HMP Humber, a male resettlement prison in East Yorkshire that provides services for up to 1,062 people at any one time and releases over 1,000 people each year.

## Transforming Rehabilitation

This work has been taking place against a backdrop of significant changes to justice services, in particular, the Government’s Transforming Rehabilitation agenda.

Existing individual probation trusts are in the process of being reorganised into a single national public sector probation service and 21 new government-run community rehabilitation companies (CRCs). These are in the process of being competitively tendered with new providers expected to be in place by the end of 2014.

The National Probation Service (NPS) will retain responsibility for the supervision and support of high-risk offenders, including those subject to Multi-Agency Public Protection Arrangements (MAPPA), while new CRCs will be responsible for managing low to medium risk offenders. Transforming Rehabilitation also changes the licensing arrangements for offenders serving less than 12 months who will now receive some kind of supervision and support when they are released from prison.

It is anticipated CRCs (tier 1 providers) are expected to sub-contract resettlement services (focused on meeting the multiple needs of offenders) to tier 2 and 3 providers, including voluntary and community sector (VCS) organisations. Contracts to tier 1 providers will be awarded on a payment by results basis, which will reflect reductions in re-offending levels.

## Rehabilitation capital and culture

In developing our proposals, we consulted with hundreds of stakeholders, many from the sub-region, including prisoners, families, staff, employers, local statutory and voluntary services, civic leaders and the wider community.

We have drawn, amongst other things, on RSA’s Connected Communities programme, which explores practical social network approaches to social and economic challenges, with a specific focus on how disadvantaged or marginalised groups might become more resilient and involved in designing solutions. This work is based on a growing body of evidence that shows

our connections to other people, the context and nature of these relationships, and the extent to which we have networks of support, matter greatly in shaping our behaviour, life chances and wellbeing.

Our contention is that a significant gap remains in understanding the role that offenders' networks – informal and formal – have on what we call their rehabilitation capital. This is, in short, the range of things – personal, social, community and cultural – that will make them less likely to commit crime. Many of these reflect the National Offender Management Service's (NOMS) existing seven resettlement pathways, which include accommodation, finance, health and employment. But we believe that explicitly focusing on networks and how to increase their breadth, quality and strength, could shape how the pathways are approached and help transform rehabilitation.

We argue that similar arguments can be made in relation to prisons themselves, when it comes to strengthening rehabilitation culture. Crime is a social problem and needs a social response. Yet, many working within the prison system lack the external networks and freedoms they need to succeed in what they are, increasingly, charged with doing: reducing reoffending. Rehabilitation is a process of (re) socialisation to active citizenship and this process needs to involve more of 'us'.

As leading criminologist Shadd Maruna has argued, our general belief in rehabilitation is not a given.<sup>1</sup> Historically our focus on rehabilitation has ebbed and flowed, driven by a range of factors including the costs of reoffending in times of austerity. Transitions developed within the context of reduced public spending, government emphasis on a rehabilitation revolution and the Transforming Rehabilitation agenda. Combined, these changes mean asking justice and through the gate services to do more with less. Within this context finding ways to strengthen the culture of rehabilitation within prisons and beyond becomes more pressing.

It was in this context and with these concepts in mind that RSA commissioned a number of papers to explore specific issues raised by the project. This paper is published alongside our full report and master plan, which can be found on [www.rsa.org.uk/transitions](http://www.rsa.org.uk/transitions).

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# 1. Introduction

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RSA Transitions is ambitious and visionary in its scope and aims. It envisages a long-term programme of incremental but innovative development on a wide range of fronts, coalesced around a specific site with the core aim of providing better rehabilitation opportunities for offenders and developing sustainable social enterprise solutions.

The prison RSA is working with HMP Humber, which is now a resettlement prison under the changes being ushered in by the Government's Transforming Rehabilitation agenda. As such, its population is likely to increasingly going to be made up of those people from the Humber sub-region as well as those being released into North Yorkshire and Lincolnshire (the three areas included in the contract package area under new probation and through the gate commissioning arrangements).

In developing this proposal we have considered potential opportunities to improve transport services in the area for the benefit of:

- Prison visitors (HMP Humber hosts some 30,000 visits a year);
- The local community (in particular the villages around the prison, including the Beck Road community on the prison site); and
- Increasing the chances of rehabilitation and employment amongst offenders.

While the Transitions project's primary focus is on rehabilitation, its core aim is to help bring and the work of justice services 'closer' to communities and to benefit local people, the local economy and wider services. Transport will be critical to delivering these aims particularly as the core site development will not include the provision of accommodation.

Ensuring accessible and appropriate public and community transport connectivity needs to be an integral part of the Transitions vision, for in a

largely rural area like the East Riding of Yorkshire, it is often a lack of appropriate transport that constitutes the major barrier to accessing jobs, services and facilities for those without a private car.

## The current situation

A recent survey of families visiting HMP Humber has identified a range of transport and travel issues and needs. Of those surveyed, 28% identified transport as a barrier to accessing the site, and not owning a vehicle or depending on a lift was raised as an issue by over a quarter of visitors. The majority of visitors (84%) travel from Hull, West or South Yorkshire or Northern Lincolnshire. This means that key interchange points from rail and bus to enable direct or onward travel to the site are effectively Hull Interchange, or Brough Rail Station. The limitations and problems associated with travel from these locations to the site at visiting times are discussed later in this paper.

Transport information for prison visitors is currently weak. The waiting area has no timetable information, despite the fact that a significant minority of visitors traveling to the prison by bus and rail. An opportunity exists to address this perhaps through the provision of simple and dedicated timetables for a range of origins. There may also be an opportunity to involve offenders in work to maintain bus stops and provide better bus stop information.

## The future?

This proposal has been based upon a range of evidence including:

- Data from visitor surveys at HMP Humber and existing data regarding placements and their accessibility for offenders;
- Mapping of existing bus networks and discussions with the main bus operator EYMS to East Yorkshire Motor Services Ltd (EYMS);

- Analysis of the national and local transport policy framework and its relevance to RSA Transitions vision; and
- Scoping out the feasibility and cost of providing new community transport services.

It aims to establish an initial platform upon which further innovative development can take place, and focuses on three key areas of potential transport need:

- Providing transport to work placements, passenger carrying vehicle (PCV) driver training and volunteering or work placement opportunities for Category D prisoners (low-risk offenders who can be released during the day to work);
- Providing better transport connectivity for families visiting relatives at the new HMP Humber site, either through improved commercial and/or community transport provision; and
- The potential for Transitions to provide in-house transport, including maintenance facilities and cycle recycling and repair.

The reality of contemporary travel to work requirements and the complexity of travel origins for visitors to the prison mean that some travel issues can only be solved through the provision of more dedicated, flexible and responsive transport options.

Community transport offers a cost-effective, flexible and accessible solution to transport needs that main bus networks are usually unable to serve. The opportunity for community transport (provided externally or through the development of in-house provision) to provide work for offenders and improved transport for some visitors is discussed in more detail later.

This paper explores this amongst a range of options drawing on the expertise of its authors who have looked at potential costs, identified further work that would need to be done and additional innovations and opportunities that arise when looking at transport in this region and context. Key options explored include: making some changes to existing bus networks; Transitions hiring an existing minibus; and the project developing its own community transport project.

Additional opportunities identified include: developing a cycle project as a social enterprise; joining up with an existing moped and loan and repair scheme in the area; and exploring the potential training and work opportunities that arise around the transport issue from provision of better information to visitors, to specific licensing and repair/maintenance options.

The paper will be critical to informing the Transitions model at HMP Humber as it develops but it also gives insights into the challenges facing other prisons based within rural areas and particularly resettlement prisons. Further engagement with local communities and negotiations with bus operators may be required to achieve operationally sustainable re-modelling of existing networks.

However, the nature of the two main services passing the prison, and the dynamics of visiting times and travel to work requirements and so on, mean that it is almost certainly the case that the transport challenges and opportunities identified are unlikely to be fully addressed through minor amendments to existing bus timetables. This paper begins to set out what some of these challenges may look like.

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## 2. The policy context

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### National transport policy context

The Department for Transport (DfT) has responsibility for the implementation of national transport policy. It provides policy, guidance, and funding to English local authorities to help them run and maintain their road networks, improve passenger and freight travel, and develop new major transport schemes. DfT sets the strategic direction for the rail industry in England and Wales, funding investment in infrastructure through Network Rail, awarding and managing rail franchises and regulating rail fares. It also has responsibility for improving English bus services through funding and regulation.

DfT's current priorities range from leading the development of a high-speed rail network, to encouraging sustainable local travel and promoting lower carbon alternatives. The department recently produced comment, *A green light for better buses*, which set out a series of reforms to improve local bus subsidy and regulation in England. The proposals aim to attract more people onto buses and to give local transport authorities more influence over their local bus networks. However many initiatives stemming from this policy, such as the Better Bus Area Fund, are more applicable to urban than to sparse rural contexts. Simply maintaining (rather than attempting to expand) rural bus networks in the current funding climate is a major challenge for many rural local authorities.

### East Riding of Yorkshire Local Transport Plan 3

Local transport plans (LTPs) are statutory documents. East Riding's third Local Transport Plan (LTP3) is split into two distinct sections. The strategy presents a long-term framework for planning transport improvements in the East Riding over the next 15 years (2011–2026). A shorter-term, four year Implementation Plan (2011–2015) has

been developed to deliver the strategy's goals and objectives including delivery of specific transport schemes. East Riding Council sees providing efficient, high-quality transport networks for all modes of transport, including community transport provision, as a vital tool in encouraging economic prosperity, supporting local communities, improving the environment and reducing social exclusion. Its Transport Plan includes a detailed accessibility strategy, which has provided specific support for strengthening the community transport sector.

### Community transport

A range of not-for-profit transport provision such as minibus hire to community groups, door-to-door 'dial-a-ride' services, registered community bus services and community car schemes are generally included under the broad umbrella of the term 'community transport'. The most relevant to this proposal are minibus hire and community bus services. It is important to be aware of the law relating to the various operational frameworks that these services must comply with. This is defined in The Local Transport Act 2008, which produced a number of important changes to the way both public and community transport is delivered. Community Transport Operators deliver services under either Section 19 or 22 Community Bus Permits, which gives them exemption from the need to hold a Passenger Service Vehicle (PSV) Operator's Licence when operating for 'Hire and Reward'.

The 2008 Act gave more flexibility to community transport operators. It allows Section 19 Permits to be used on vehicles with fewer than nine passenger seats, although only on the basis of charging separate fares to individual passengers. Permits used on minibuses of nine to 16 seats are not subject to the separate fares restriction, so can be booked and paid for by community groups.

Community transport operators can now also carry a new class of passenger, namely 'Persons living within a geographically defined local community, or group of such communities, whose public transport needs are not met other than by virtue of service provided by the body holding this permit.'

Section 22 Permits are issued for community bus operations. The route and timetable must be registered with the Traffic Commissioners and the service must operate as scheduled, within the regulations as to timings that apply. Provisions in the 2008 Act mean that Operators of Section 22 Community Bus services will now be able to employ and pay their drivers. Previously these drivers had to be volunteers.

There are four Community Transport Operators in the East Riding of Yorkshire, and two in the City of Hull. Community transport provision is a definite option for RSA Transitions, as long as it does not duplicate, or compete with, commercial bus services. The East Riding of Yorkshire Community Transport Strategy clearly defines community transport's role as meeting transport needs that cannot be serviced by main transport networks. Hence the potential for utilising community transport services (see Options 2 and 3) must be considered in the light of a detailed examination of existing public transport (bus and rail) provision.



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# 3. Geographical context and transport connectivity

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## Site location

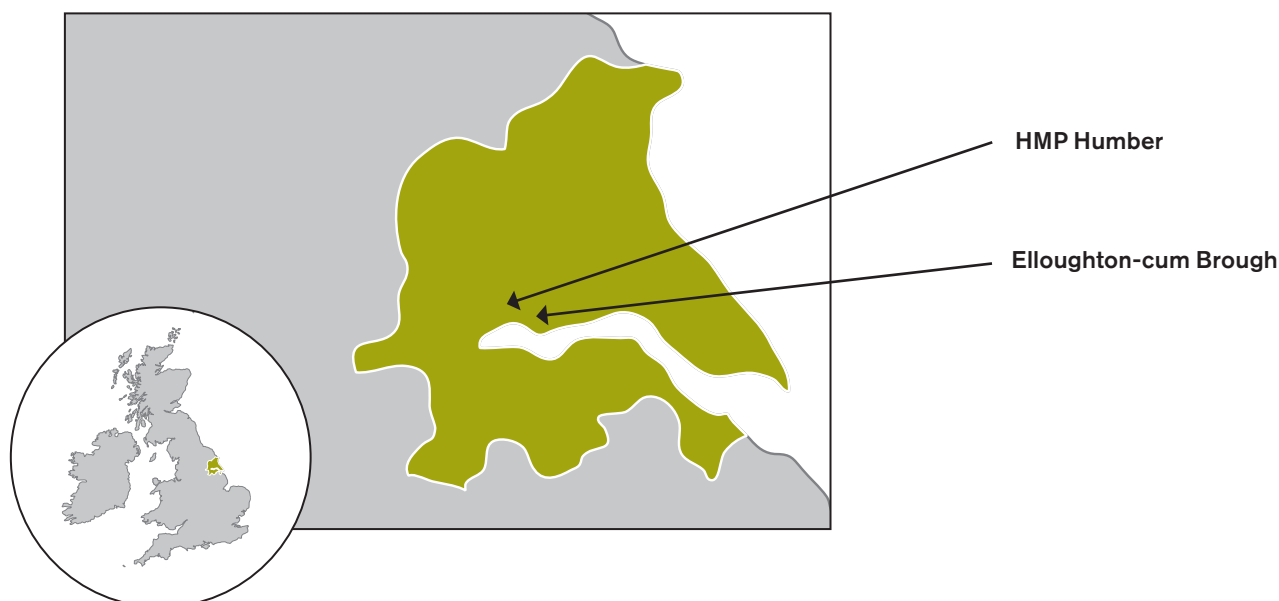
HMP Humber is located in the village of Everthorpe, between the settlements of North and South Cave in the East Riding of Yorkshire. The East Riding of Yorkshire Local Plan provides the framework for managing development and addressing the key planning issues within the area. When complete the Local Plan will include policies relating to all main land uses. It accepts that while public transport provision is reasonable in the larger settlements, it is currently not a suitable option for many people in the more rural parts of the East Riding. Managing accessibility and widening transport choice is therefore a major challenge for the Plan.

The Local Plan aims to focus new development within a defined Settlement Network. This consists of land within the development limits of:

- The Major Haltemprice Settlements – those settlements in the East Riding immediately to the west of the City of Hull;
- Principal Towns – Beverley, Bridlington, Driffield and Goole;
- Towns – Elloughton-cum-Brough, Hedon, Hornsea, Howden, Market Weighton, Pocklington and Withernsea;
- Rural Service Centres;
- Primary Villages.

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**Figure 1: location of HMP Humber in relation to East Riding Settlement Hierarchy**



The Major Haltemprice Settlements, Principal Towns and Towns will be the main focus of growth in the East Riding with the Key Employment Sites providing a main focus for employment development. The Rural Service Centres and Primary Villages will provide for more limited development in rural areas complemented by existing employment sites. North and South Cave are designated as Primary Villages.

### **Existing transport networks and HMP Humber**

Local transport networks tend to mirror this settlement hierarchy, with the most frequent rail and bus routes serving the first three categories and weaker secondary networks serving Rural Centres and Primary Villages. The nature of the HMP Humber settlement determines the extent to which there is scope for new or re-modelled services; the council's third Local Transport Plan accepts that in more rural areas community transport services may be needed to plug gaps in provision.

The location of HMP Humber places it firmly, if not completely, in this context. Despite two local bus services to Hull and frequent rail services from Hull, West and South Yorkshire the nearby Town of Elloughton-cum-Brough, prison visitors and offenders seeking to travel to work placements still face substantial travel challenges. Although both prison sites currently have different visiting times and in some cases days, it is possible to draw a correlation in visiting times. Generally these are between 1.45pm and 4.30pm. This may change when the full merger of HMP Humber occurs.

Below is an assessment of how to visit the prisons using public transport.

#### **i) Access by bus**

The prisons is on the main Hull/Goole bus corridor (Services X56/7, 155), which pass outside on the main road. In addition, Service 143 operates several times a week to Beverley. Both are operated by EYMS and are usually operated with low floor, wheelchair accessible buses. There are no other bus services. Bus stops are clearly visible just located outside the prison each side of the road on Sand Lane. East Riding of Yorkshire Council upgraded these stops in 2010 to include a shelter, hard standing and raised curb.

#### **ii) Hull/Goole bus corridor (Services X56/7, 155)**

X56/7 operates seven days a week and provides the main service linking the prison with Hull, Brough, Howden and Goole. A printed timetable is available but does not show the prison as a timed stop at the prison. Known as the 'Petuaria Express' it operates limited stop with journey times of around 45 minutes to Hull, 35 minutes to Goole and 23 minutes to Brough. Generally the service operates every two hours in each direction Monday to Saturday daytime. On Sundays there is a much more limited service. As of February 2014, there are seven journeys from Hull and five to Hull. There is a slight reduction in journeys on a Saturday. There are just three journeys each way on a Sunday.

The Petuaria Express is supplemented with the much less frequent Service 155. This operates as a local service operates between Hull and Goole serving many villages. Consequently there are increased journey times to Hull 67 minutes and Goole 50 minutes. There are just four journeys originating from the Hull direction and eight from Goole. All of these services generally operate late afternoon and early evening. Interestingly, the prison is show in the printed timetable as a timed stop. Originally this service went in to HMP Humber grounds but was discontinued several years ago. EYMS has no intension of re-instating this suggesting that existing bus stops adequately serve the prison.

#### **iii) Service 143**

This service operates between Melton and Beverley via the prisons on Mondays, Wednesdays and Saturdays only. There are two return journeys in each direction (one on a Monday). The first journey departs Beverley at noon arriving at the prisons at 12.37pm. The only return journey leaves the prison at 1.33pm arriving in Beverley at 2.12pm. This only coincides with visiting times on a Saturday. However, as this bus is on a lay-over, it could be utilised to provide an additional return journey to leave the prison around 3pm to enable the scheduled last service from Beverley departing at 4.40pm. At Beverley, this service could connect with bus service to York, Driffeld, Hornsea, Bridlington and Scarborough.

## Overview of bus services

Whilst services to Hull and Goole are relatively good, it is very difficult to access the prison using public transport from many parts of the East Riding and other parts of Yorkshire and Northern Lincolnshire. The precise nature of the problem is fluid depending on where offenders originate. However it is unlikely that new commercial or local authority support will be available to create new services to address this problem. Indeed, there is increasingly pressure on maintaining these existing services.

It may be possible however to establish some feeder services using community transport. For example, Market Weighton is served by regular buses to York (EYMS X46) but there is no connection to the prisons. Creating a demand response pre-bookable service could operate to link Market Weighton and the prisons. Similarly creating a connection between Brough Rail Station and the prison may be appropriate. Although there are potential bus connections this involves a walk from the station to Welton Road in the town.

Trains often do not connect with buses and they are unlikely to do so just to meet the demands of the prison. However, creating a demand response link that actually meets the trains and returns visitors back at a convenient time could prove attractive. The existing bus service between Beverley and the prisons is very limited and certainly infrequent. Beverley is an important transport hub with regular bus services to Hornsea, Driffeld, Bridlington and Scarborough. An additional hub connection could have journey advantages.

## Travelling by train

The nearest rail station to HMP Humber is Brough. It is 4.7 miles from the prison. There are regular direct services to Hull, Goole, Selby, Leeds, Doncaster, Sheffield and York. Brough is a staffed station with a waiting room. No buses serve the rail station but the station is stocked with bus timetables and the nearest bus stop is Welton Road, which is approximately a one-mile walk from the station. Rail staff are made aware of the bus service to the prisons and asked to highlight the bus service.

It is unlikely visitors from Hull or Goole will catch the train. They are more likely to catch the direct bus service, which is quicker and cheaper. Those travelling by train are more likely to be

coming from further afield from across Yorkshire. For the purpose of this exercise we have assumed the majority of visitors are likely to travel from South Yorkshire. Whilst there is a good train service (every 30 minutes during the day) arrival times at Brough give on average about 10 minutes to connect with the bus from Brough to the prison.

This does not allow for a reasonable connection time, even if the train arrives on time. Consequently, the visitor would have to wait an additional 55 minutes at Brough to catch the next bus to the prison. The return trip is also problematic and restricted with buses from the prison. In the circumstances there is a real case for establishing a community transport shuttle service for visitors arriving at/departing from Brough station, and we have used this as the basis for the community transport options developed in the proposal.

By way of example, considering a sample journey to the prison is useful:

### Sample journey:

Arrive for 13.45/14.00 visiting and leave 16.00–16.45.

### Available service:

Monday to Saturday (New service change 2014 included)

### EYMS service X56

Outward (Toward Prisons):  
Depart Hull Interchange: 12.20.  
Arrive: HMP Humber: 13.09.  
Depart Hull Interchange: 14.20.  
Arrive: HMP Humber: 15.09.

Inward (Return):  
Depart HMP Humber: 15.37.  
Arrive: Hull Interchange: 16.12.

There are no later return journeys on X56. Passengers would have to use 155 (Return ticket would be accepted).

Depart HMP Humber: 15.21.  
Arrive: Hull Interchange: 16.34.  
Depart HMP Humber: 16.38.  
Arrive: Hull Interchange: 17.39.

Note a change of buses required at Elloughton for this journey.

The visitor would effectively have to catch the 12.20pm X56 journey from Hull. This would require up to an hours wait at the prison. Depending on length of visit there are reasonable return buses. However, this assumes the visitor sole destination is Hull City Centre, which is unlikely. However, Hull Interchange provides good onward bus connections to many parts of Hull and East Riding.

### **Ticketing and information**

Obtaining up-to-date public transport information and particularly bespoke journey planning can be problematic for visitors and staff. This is a considerable issue when trying to address transport needs for prison visitors. Information needs to be readily available. It needs to be appreciated that the traveller will obtain information from a number of different sources: web, telephone, newspaper, word of mouth, visually or seeing a bus! In many cases, the visitor will be unfamiliar with the area so not have local knowledge of transportation services.

Unfortunately, although there are national websites that offer journey planning there is no single point to obtain specific information about the prison and the information available on the Ministry of Justice's website is very basic. It is recommended that travel information and where to obtain journey times is made available as part of a visitor pack, HMP websites and within visitor centres. A similar problem was overcome with a local hospital simply by promoting travel centre telephone numbers on appointment cards.

EYMS do highlight the prison on their X55 timetable but not times so it is hard for the traveller to accurately plan journey times particularly if connections with other transport is involved. The bus company does include times at the prisons for both 143 and 155. It is likely to be in the company's interest if approached to include details about the prisons when the timetable is next updated. Further consideration should be given to establishing a travel group with transport operators, staff and visitors to understand passenger need.

On inspection at the Everthorpe site visitor centre there was no information on public transport available. Some simple information could be included at both of the prison's sites including the national travel information details, the new local Buscall number (01482 222222) and EYMS' well-developed twitter site, which is particularly useful for identifying delays to services.

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# 4. Transitions transport options

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## Option 1: Amend existing bus networks

Initial discussions have been held with EYMS about potential improvements to existing networks. Currently little consideration is given in service planning to the needs of the prison as this is not the main purpose of these bus services. However, as the HMP Humber merger completes there is no reason why a dialogue cannot be established. For example, it may be possible to:

- Include the prison on the X55-7 timetable;
- Consider whether school buses from South Hunsley School (Melton) could be used to run journeys to the prison. Buses are available after 9am, many which currently run dead mileage to Hull. It may be possible for these to be utilised for specific trips to fill timetable gaps;
- Consider additional journeys on Service 143 between Beverley and Prison. Creation of additional afternoon return trip from the prison at around 3pm to Beverley. Currently the journey pattern does not fit in with visiting hours;
- Develop possible links with service X62 (Hull – Castleford – Leeds). The service currently does not serve the prison (and is unlikely to change with running times) but journeys do stop at Brough (Welton Rd) and it may be possible for a connection to be created.

It must be remembered that according to Transitions' visitors survey people travelling by car spend on average less than 45 minutes getting to the prison, whereas those travelling by bus often have a much longer wait. Amendments that create difficult interchange or longer and more complex journeys are unlikely to succeed.

## Option 2: Hire in a Community Transport minibus

The Transitions Team has liaised with the East Riding of Yorkshire Community Transport Operators network and East Yorkshire Community Transport Ltd in preparing this proposal. The Network includes all four community transport operators in the East Riding, and also associate member operators East and West Hull Community Transport. East Yorkshire Community Transport (EYCT) is a joint company and social enterprise formed by the four CT Operators in the East Riding to enable the sector to develop joint bids for large-scale contracts and develop a unified local brand. Each Operator in EYCT covers a specific geographical area, and in this case it has been agreed by the company that the most appropriate community transport operator to potentially provide services to RSA Transitions are Beverley Community Lift (BCL). It is also possible that some transport for visitors to the prison originating from or arriving at Hull and requiring connections to HMP Humber that cannot be met by existing bus networks could be provided by East or West Hull Community Transport.

RSA is a charity and Transitions is being developed as a social enterprise, and the project in practice could therefore become a member of BCL and hire a 16-seat accessible minibus (with a paid driver provided by BCL). Transitions could also consider providing the driver themselves, perhaps by supporting offenders to undertake PCV Driver Training and the CT MIDAS driver/passenger assistant nationally accredited scheme. BCL have provided full costing for a range of minibus hire options with or without the provision of a paid driver. The costs are based on a range of assumptions relating to mileage incurred, number of days of operation per week. They are shown in Annex 2. BCL have undertaken a SWOT analysis (see Figure 2 overleaf)

**Table 1: SWOT analysis – RSA Transitions (CT Option 1) January 2014**

Strengths	Weaknesses
Partnership Working	Vehicle availability weekdays
Contribution to BCL overheads	Constitution may need amending
Supports future sustainability	Section 19 Permit may not be sufficient to cover carriage of visitors – Section 22 Community Bus Permit may be required for this part of the work
BCL expertise at CT provision and training	
Transport solution provided easily	
Opportunities	Threats
'String to BCL bow' – forward thinking	Ex-offenders obtaining clear Disclosure and Baring Service (DBS) checks if volunteering as driver in local community
Local community potentially benefit from service i.e. bus downtime can be used for medical transport, shopper bus	May be overturned/not supported by trustees
Work experience and skill development for ex-offenders e.g. driving, admin, booking system	Charity Commission may not agree constitution amendments
Less BCL vehicle downtime – more usage of BCL vehicles	Opposition from commercial providers
Better transport links provided	

The swot analysis identifies many clear strengths and opportunities for BCL and RSA Transitions in respect of this potential arrangement. Weaknesses and threats identified may need to be tackled in a range of ways. BCL may need to make minor alterations to its existing constitution to accommodate the project, but if carefully drafted it is felt unlikely that the Charity Commissioners would reject these.

The main commercial operator (EYMS) has been directly involved in key aspects of the development of this proposal, and is highly unlikely to object to any plans for community transport provision where it is clear that no commercial alternative exists. EYMS and East Yorkshire Community Transport (EYCT) are at the forefront of national efforts to promote greater collaboration and coordination between commercial and community operators. Disclosure and Baring Service (DBS) clearance may require specific interventions on behalf of applicants by RSA Transitions, and it may be necessary not only to outline all aspects of the proposal to BCL Trustees, but also to discuss safeguards, offer site visits and so on to ensure their support.

BCL currently has spare vehicle capacity that would allow them to provide a vehicle on one weekday and at weekends. Operational requirements beyond this would increase the possibility that an additional vehicle for the BCL fleet may be necessary. This should be budgeted for if it

is felt that 5+ days operation per week would be required. BCL have costed for purchase of a standard (non-wheelchair accessible) vehicle. They would however be able to provide a fully accessible vehicle if required on an occasional basis, if adequate notice is given.

The issue of most appropriate permit for operation may need clarified. While offenders could be seen as genuine clients (members) of RSA Transitions (therefore eligible for Section 19 provision under BCL's permit) the position regarding visitors is not so clear. Individual visitors would need to become 'members' of RSA Transitions to qualify for Section 19 eligibility. There are plans and appetite amongst families to develop a visitor's network that needs to be considered alongside this question.

Alternatively if they were considered as simply 'members of the public' who need transport to the prison, a Section 22 Community Bus Route or routes would need to be developed and registered with the traffic commissioners. BCL or another community transport Operator might need to apply for a Section 22 Permit if they do not already operate on this basis. Once registered, the Section 22 route must operate to timetable, and is subject to the same penalties and scrutiny as commercial bus route. A summary of Option 2 costs is given below (Figure 3) with a full breakdown being detailed in Annex 2.

**Table 2: Outline Option 2 costs**

Hire of BCL 16 seat minibus: Transport to work for offenders and to and/or from site for visitors		
Mileage option	Cost per day (with BCL driver)	Cost per day (Transitions driver)
1.90 miles per day	242.00 (160.00)	172.00 (120)
2.120 miles per day	272.00 (180.00)	202.00 (140)
3.150 miles per day	302.40 (200.00)	232.20 (160)

**Table 3: Outline costs for in house provision**

Provision of in-house Transitions service (first year costs only). Based on Option 2 120 miles per day 5 days per week		
Costs (fixed and variable)	£	£
Purchase of minibus		30,000–70,000
Fuel	15,104	
Driver	17,550	32,654
Running costs	1,455	
Insurance	1,100	2,555
Depreciation (25%)		8,000
Admin, setup, training	1,120	
Purchase of booking system	3,000	4,120
Total (excluding minibus purchase)		47,329

It must be noted that BCL currently operate on a mileage based charging system, which provides low-cost transport for community groups travelling locally with limited mileage. When scaled up this charging system may have the effect of inflating costs for longer journeys, and BCL accept that this aspect would need to be considered and negotiated. Other community transport groups in the area have developed charging systems more suited to longer contracted journeys of this type. It is likely that the charges detailed above could be reduced by around a third (see bracketed estimates). It is also anticipated that East Yorkshire Community Transport Ltd will develop a unified charging system that will be applied by all operator members.

### Option 3: Transitions community transport project

There are several issues that would need to be considered in some detail if RSA Transitions decided to set up a community transport project of its own. Firstly, if any operations are to be

undertaken for hire and reward (for example, fares charged to visitors) then the organisation will need a PSV Operator's Licence or a Section 19/ Section 22 Community Bus Permit(s) (see discussion above).

Beyond this robust vehicle management, booking and administration systems would need to be established and staffed. This might give opportunities for offenders to work in these contexts. It is accepted by the East Riding CT Network that the area including South Cave, Elloughton-cum-Brough (where it must however be noted that there is an existing voluntary car scheme), Elleker, Brantingham, Welton and North Ferriby does tend to fall on the edges of Goole GoFAR and BCL's core operational areas. As such, there may be scope for an in-house community transport project to provide services to local community groups and eligible individuals in these communities.

BCL have provided a model costing for Transitions to provide a full in-house service based purely on acquisition of a minibus and the delivery of Option 2 above. Clearly additional delivery

of local community transport services would increase operational costs and if planned this would need to be factored into any future financial projections. An outline of these costs is provided below and full costs are shown in Annex 3.

Costs for purchase of a minibus vary from a basic 16-seat van conversion (non accessible) at around £30,000 to around £70,000 for a coach-built fully accessible 16-seat vehicle. If the intention were to provide additional services to nearby communities, the latter model would almost certainly be preferable, given the relatively imminent need for full compliance with the Disability Discrimination Act when offering any publically available services.

### **Preferred option**

It is recommended that any improvements which can be made through Option 1 in respect of remodelling or amending existing bus networks be undertaken as the first step in any process to improve transport provision. However, it is likely that scope for this will be limited.

It is therefore recommended that a project to pilot the use of a community transport minibus for one year, offers in our opinion the best option for starting the process of developing more flexible and responsive transport solutions. On the basis of costs detailed above there is little difference between the annual revenue cost of contracting this provision (at a negotiated rate) and providing the same level in house. If Transitions is able to train and employ offenders as drivers the cost of community transport provision becomes even more attractive. A large capital outlay can be avoided, or deferred until greater certainty about likely demand and uptake has been demonstrated.

Should this proposal go to the next stage (with consultation with RSA), the following process is therefore recommended for implementation of this proposal:

- Negotiate with EYMS to establish the potential for amending existing bus networks;
- Improve the provision of transport and travel information for visitors;
- Negotiate with BCL (and/or other CT operators) for the provision of a community minibus on the basis described above;
- Clarify the operational framework required (S19 or S22) with the preferred operator;
- Provide morning and evening travel to employment for offenders and run a shuttle service from Brough Station to the prison for visitors in the afternoon;
- Negotiate with EYMS to establish a PCV/ D1 driver training programme on site;
- Ideally, provide drivers in-house once fully trained and issued with driver's permits by the preferred community transport operator;
- Establish a fares structure for the two transport operations, based on the costs detailed above, equivalent public transport costs and affordability, in order to ensure that some operational costs can be recouped and a basis established for future sustainability once patronage grows to an appropriate level.

### **Monitoring use and effectiveness of the service**

More work will need to be done with service users, current providers and RSA to take these proposals to the next stage. If it is to proceed, careful monitoring of passenger numbers and customer satisfaction will be essential if the proposed services are to be successfully piloted and evaluated in the initial development period. Drivers should be required to keep a full log of mileage and passengers carried for each journey undertaken. Regular snapshot surveys to assess customer satisfaction should be undertaken on board the vehicle and by other means.

Focus groups could be held with passengers, – both offenders and visitors – to assist and inform service development. Clearly operational costs (if in-house operation is considered) should be closely monitored and tracked on a monthly basis.

### **Cost benefit analysis**

Careful monitoring of performance, passenger numbers and customer satisfaction levels will provide a sound basis for undertaking a cost-benefit analysis at the end of the initial pilot phase. The cost benefits of any supported transport provision are usually analysed on the basis of a comparison with established levels of acceptable subsidy per passenger per journey across the network, allowing for social needs.



**Table 4: Cost benefit analysis**

Vehicle Hire Costs per day	£140.00
Number of passengers carried	20 (40 single passenger journeys)
Fares collected	£100.00
Subsidy per passenger journey	£2.00
Cost benefit ratio	tbc

It is accepted that door-to-door services cost more to provide. Nevertheless, a key aspect of East Riding's success in developing MiBUS, a door-to-door service provided through community transport, was close monitoring of subsidy levels against targets established at the beginning of the project. This (in 2003) set a maximum per journey subsidy level at £6.00 per passenger, based on rates established in the then Regional Strategic Rural Transport Framework. After three years all services (15 routes) were operating at an average subsidy level of around £3.00 per passenger journey, and this remains a good benchmark to aim at if a service is to achieve sustainability.

Given that no public subsidy for the services proposed is likely in the short to medium term, RSA Transitions needs to establish what its funding profile and longer term business model can accommodate in respect of any ongoing subsidy requirements. On the basis of Option 2 (120 miles per day provision) and with Transitions supplying a driver an example of a cost benefit analysis can be given above. This is based on the assumption that 10 offenders and 10 visitors are transported (40 passenger journeys) in a day, and that a charge of £5.00 return for these journeys is levied. Subsidy levels are relatively low, but obviously in order to assess the full cost benefit Transitions would need to factor in the impact of the service on reducing re-offending as a key element within the overall analysis. This equation will be critical to determining an acceptable level of subsidy for a service of this nature into the future.

### **Wider innovations and opportunities**

Through the consultation that RSA Transitions has undertaken since it began work in early 2012, it became apparent early on that providing on site accommodation for offenders would not be practicable. The workshops that have been run with the

prison and wider engagement with sub-regional services, families and the local community, have consistently raised the issue of transport. This has focused broadly on two issues: first the transport issues faced by the prison's stakeholders and the community. Second, transport related innovation that could potentially provide much needed opportunities for skills development, employment and a positive example of rehabilitation related innovation. Some of these are summarised below and will be considered further with local partners as the project develops.

### **Bicycle recycling and maintenance project**

The Transitions team has had some discussions with charities that have expertise in this area. Until recently HMP Humber ran a project with the Margaret Carey Foundation, which delivers community and prison-based work projects. It rescues scrapped bicycles and wheelchairs that are no longer in use and sets up workshops where prisoners clean, adjust and repair them to a high standard. The Foundation then gives the refurbished bikes and wheelchairs to communities in need, in England and in developing countries.

There is some potential in exploring the development of a wider bicycle project including recycling bikes, maintenance and livery. This would begin with looking at the local market (cycling is a popular past-time in East Yorkshire amongst residents and visitors to the area) and at existing provision in other prisons. For example Bike Back Bristol is an innovative bicycle refurbishment project run by Life Cycle, in partnership with HMP Bristol and funded by the Big Lottery Fund.

### **Moped loan and repair**

There may be opportunities for some of HMP Humber's Category D offenders to join the East Riding of Yorkshire Council's Wheels to Work

moped loan scheme to enable them to access individual work placements in areas that are generally inaccessible by public transport.

Prospective applicants would need to be interviewed and given appropriate compulsory basic training. Discussions could be held with the council's Wheels to Work coordinator. Equally RSA Transitions could consider establishing an in-house moped loan scheme based on similar principles to the Wheels to Work package. This might include the potential for establishing a maintenance workshop or facilities, although dealerships will often offer maintenance packages along with moped purchase, especially if a batch of machines is acquired. It is recommended that this option be first explored through discussions with the ERY Wheels to Work Scheme, who should also be able to give information on moped purchase and maintenance costs, necessary protocols and protective clothing requirements and so on.

### **Training opportunities for offenders**

There are two potential areas of opportunities for offenders to get involved with transporting people and operating buses each requiring different levels of training and assessment. The first is for driving a minibus as part of a community or demand response service and the second for a public service vehicle (or Passenger Carrying Vehicle). Both of these will be fed into Transitions' further work on learning and skills, including its proposal for an on-site facility aimed at offering opportunities for skill development for offenders, the workforce and community.

#### **i) Minibus**

Anyone with a full valid driving licence can drive a minibus up to 16 passenger seats but not for hire or reward. In other words there is no payment from or on behalf of the passengers. The licence holder would need to have a D1 entitlement on their licence. This was an automatic entitlement before 1 January 1997. Anyone who passed after this date requires an additional test. D1 enables the licence holder to drive a vehicle up to 7.5 tonnes (including trucks) so as well as a minibus this would permit a lightweight bus (but not as a public service vehicle).

A licence holder who passed after this date can still drive a minibus if they are over 21, have had at least 20-years driving experience, drive on a voluntary basis just for a social purpose and the vehicle does not exceed 3.5 tonnes. The lack of D1 entitlement is generally seen as a problem for those wishing to drive a minibus for community transport purposes. Those operating community transport vehicles are also required to undertake MiDAS training. MiDAS is widely adopted by this sector providing a means of assessing drivers and providing suitable training. Undertaking MiDAS does not entitle the driver to D1 entitlement.

#### **ii) PCV**

A PCV Licence (passenger coach vehicle) allows the driver to operate a public service vehicle for hire or reward. Anyone who has held a car licence for at least two years, is not serving a ban and passes a medical can apply for a provisional 'D' licence. Usually, the trainee will first undertake an initial driving assessment on an approved vehicle to determine suitability, safety and trainability. Following this there are five stages to obtain a full licence. The first two stages are similar to passing a modern car licence: theory and hazard perception tests. These are classroom based computer based tests normally held at a local Driving Standards Agency (DSA). The third test is also held at DSA and involves a Certificate of Professional Competence (CPC) Case study. This is a computer-based test similar to the previous two tests, but is specifically focused on questions about buses and coaches.

The trainee is then able to proceed with practical training driving a bus on the public highway under instruction. This leads on to a practical theory test with a DSA Examiner usually at a Test Centre. The local test centre is at Beverley. There are some situations where examiners can be delegated (usually large bus operators). The test is one hour long and includes a parking and reversing test at a designated site. Once passed the final test is Module 4, a practical question and answer test in which the participant uses a public service vehicle. He or she must show and explain answers using a bus but will not actually drive the vehicle. Until all these five stages are passed the licence holder will not have full entitlement and cannot drive a public service vehicle for hire and reward.

### **iii) Certificate of Professional Competence (CPC)**

Once past, the licence holder must every five years, undertake a further 35 hours of training to retain their full driver entitlement. This is known as CPC delivered in eight-hour blocks anytime during the period. Although CPC must be delivered by an approved training centre, it does not lead to further qualification and is not formally assessed. There is simply a requirement to participate. The training must be related to public service vehicle and typically classroom based includes basic health and safety, manual handling, disability awareness, eco driving (fuel efficient driving) and customer service.

## **Partnership opportunities**

### **i) HMP Humber training**

Much of the training required for operating both minibuses and public service vehicles could be delivered on the prison site. A training room with basic computer facilities (training packages are available on CD ROM) and a marked hard standing area for practicing handling and vehicle manoeuvres for the practical tests.

### **ii) East Yorkshire Motor Services**

A potential partnership could be developed with East Yorkshire Motor Services (EYMS). External trainers could be brought into the prison to train participants. EYMS already operate an in-house training school and expressed interest in working with the prison. They are an approved NVQ Centre and JAUPT/CPC facility winning numerous awards. Many of the elements for PCV licence could be delivered either on site or at their premises in Hull. Similarly, EYMS have identified opportunities for providing both D1 licence entitlement and MiDAS training. There is further scope for C licence entitlement (trucks). Although currently suitably train instructors the former would require sourcing a suitable training minibus as the company currently do not offer this level of training. If a community transport vehicle was based at the prison it could be that this also provides as a training vehicle.

### **ii) NVQs**

A further element of training that could be considered is customer service. EYMS currently offer NVQ level 2 numeracy and literacy and basic customer service to their call centre staff. EYMS is an approved NVQ centre and could offer this in-house to offenders developing both employability and basic skills.

### **iv) East Riding and maintenance**

East Riding of Yorkshire Council has the responsibility and duty to provide and maintain bus stops throughout the area. The council previously identified that offenders could help maintain bus stops. This would involve cleaning flags, reporting damage and updating information. A travelling crew could be based at the prison to undertake this role with a small vehicle. From a local authority perspective this would provide a very usual function, an identified need that is currently difficult to resource. From a passenger perspective it would improve passenger communication and potentially provide employment and training opportunities for offenders.

### **v) Distribution of information**

Bus passengers receive information travel information from a range of sources. Although becoming increasingly technology based, there is still a requirement to provide paper-based sources such as printed timetables and notice information. There is currently no system in the region that oversees this and timetables are delivered ad hoc by transport operators. The opportunity exhibits for offenders to deliver timetable information to local outlets.

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# Next steps

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Transitions' core idea is that for too long prisons have been asked to rehabilitate offenders without being given the capacity to undertake the kind of engagement and forge the links they need to make a step change in this respect.

The project is based on the simple assertion that crime is a social challenge and requires a far more *social* response that brings more people 'in' to the discussion of what works and what needs to be done. That in order to further reduce reoffending we need to strengthen a culture of rehabilitation, not just within prisons and amongst offenders but within the wider community.

A core element is this to place more emphasis on the networks and relationships that offenders, prisons and wider justice services need to be able to forge with their local economies and communities.

Getting the right transport arrangements linked to the project and HMP Humber will be a critical part of this work.

In the next stage of work, the Transitions project aims to move from feasibility to development and delivery, ensuring that we have the funding, business and operational models in place to make the project a reality. In the next stage of work we hope to be able to secure the additional resources needed to take forward the core recommendations outlined here. We also hope to be able to develop some of the additional ideas that have been suggested, including feeding in the training options outlined here.

This paper forms part of RSA Transitions' feasibility work and is published alongside a summary report of our work, findings and core proposals. The Transitions team is very grateful for the time, effort and expertise that has gone into this paper; it echoes the balance of enthusiasm and pragmatism that we have met again and again when working with agencies and individuals in East Riding and the wider sub-region.

Particular thanks go to East Riding of Yorkshire Council (ERYC), East Yorkshire Motor Services Ltd (EYMS), East Yorkshire Community Transport Ltd and the City of Hull and Humber Environment Forum.

## Endnotes

1. See Shadd Maruna, Creating a Rehabilitation Culture speech at RSA April 2014. [www.thersa.org/events/audio-and-past-events/2014/What-is-a-Rehabilitation-Culture-and-How-Can-We-Make-One](http://www.thersa.org/events/audio-and-past-events/2014/What-is-a-Rehabilitation-Culture-and-How-Can-We-Make-One)

# Annex

## RSA Transitions proposal, January 2014

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### Hire of 16 seater minibus – to transport offenders to work and visitors to Everthorpe

		Mileage
STAGE 1	Beverley – Everthorpe to collect offenders	17.4
STAGE 2	Transport offenders from Everthorpe to work	variable*
STAGE 3	Collect visitors from Brough station to Everthorpe	11.2
STAGE 4	Return visitors from Everthorpe to Brough station	11.2
STAGE 5	Transport offenders from work back to Everthorpe	variable*
STAGE 6	Return to Beverley	17.4

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### Daily costs based on variable workplace mileage\*

Daily workplace mileage	Mileage per day	Mileage cost per day	Driver costs per day (£)	Total costs per day (£)
<b>Option 1: 90 miles</b>				
Without BCL driver	147.20	172.20	0.00	172.20
With BCL driver	147.20	172.20	70.20	242.40
<b>Option 2: 120 miles</b>				
Without BCL driver	177.20	202.20	0.00	202.20
With BCL driver	177.20	202.20	70.20	272.40
<b>Option 3: 150 miles</b>				
Without BCL driver	207.20	232.20	0.00	232.20
With BCL driver	207.20	232.20	70.20	302.40

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### Charge rates

Minibus hire: 1.50 per mile for first 50 miles then 1.00 per mile thereafter

Driver hours: 9hrs per day @ 7.80 per hour (8am to 6pm)

*Based on transporting visitors to and from Brough Station (Hull station would incur an extra 20 miles per day)*

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## Total annual costs of minibus hire (£)

Daily workplace mileage	Number of days per week transport provided			
	1	3	5	7
<b>Option 1: 90 miles</b>				
Without BCL driver	8,610	25,830	43,050	60,270
With BCL driver	12,120	36,360	60,600	84,840
<b>Option 2: 120 miles</b>				
Without BCL driver	10,110	30,330	50,550	70,770
With BCL driver	13,620	40,860	68,100	95,340
<b>Option 3: 150 miles</b>				
Without BCL driver	11,610	34,830	58,050	81,270
With BCL driver	15,120	45,360	75,600	105,840

Based on transport being provided 50 weeks per year

To provide transport for more than 1 day Monday to Friday an additional minibus would be required (approx £32,000)

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## Opportunity

During regular periods of driver down time there may exist an opportunity to provide transport to the local community e.g. shopping trips for the elderly, transport to medical appointments, etc.

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## Model costing – RSA providing full service in-house

### First year costs

	£	£	£
<b>Purchase of minibus</b>		30,000	
<b>Running costs</b>			
Fuel	15,104		
Driver costs	17,550	32,654	
Service	250		
MOT	60		
Road tax	225		
Tail lift service	320		
Tyres	240		
Safety inspections	360		
Insurance	1,100		
Depreciation (25%)	8,000	10,555	
<b>Other costs</b>			
Admin salary costs (2 hrs per week at £9.00 per hr)	360		
Set-up costs ( policies, procedures, H&S, etc – 40hrs)	360		
Consumables	200		
Driver personal protective equipment	100		
Midas training costs	100		
Purchase of booking system *	3,000	4,120	
			77,329

\* Annual support thereafter £1,000

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## Midas training

If an RSA driver is used Beverley Community Lift can provide the necessary Midas training for £100 per driver. After the initial training refresher courses are required every 4 years.

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## Consultancy

Beverley Community Lift could provide consultancy to assist with setting up a new scheme at £500 per month for the first two months then £150 for the remaining months.

# RSA

21st century enlightenment

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