

STATES OF JERSEY



PROPOSED GOVERNMENT PLAN 2022– 2025 (P.90/2021): SIXTH AMENDMENT

BUS PASSES

Lodged au Greffe on 29th November 2021
by Deputy R.J. Ward of St. Helier

STATES GREFFE

PROPOSED GOVERNMENT PLAN 2022–2025 (P.90/2021): SIXTH
AMENDMENT

1 PAGE 3, PARAGRAPH (f) –

After the words “Appendix 2 – Summary Tables 5(i) and (ii) of the Report” insert the words –

“, with funding to be allocated from the Covid-19 response head of expenditure in Summary Table 5(i), and made available for use by the Minister for Infrastructure, to provide for the establishment from 1st January 2022, or as soon as possible thereafter in 1st quarter of 2022, of a bus pass scheme (for which a charge of £20 per annum should be levied on the individual) for all people eligible to pay fares aged 18 years or under; with the overall cost of, take-up of, and customer satisfaction with the scheme, to be subsequently reviewed by the Minister and the outcome of the review to be published by the end of the third quarter of 2022”

DEPUTY R.J. WARD OF ST. HELIER

Note: After this amendment, the proposition would read as follows –

THE STATES are asked to decide whether they are of opinion –

to receive the Government Plan 2022 – 2025 specified in Article 9(1) of the Public Finances (Jersey) Law 2019 (“the Law”) and specifically –

- (a) to approve the estimate of total States income to be paid into the Consolidated Fund in 2022 as set out in Appendix 2 – Summary Table 1 to the Report, which is inclusive of the proposed taxation and impôts duties changes outlined in the Government Plan, in line with Article 9(2)(a) of the Law;
- (b) to approve the Changes to Approval for financing/borrowing for 2022, as shown in Appendix 2 – Summary Table 3 to the Report, which may be obtained by the Minister for Treasury and Resources, as and when required, in line with Article 9 (2)(c) of the Law, of up to those revised approvals;
- (c) to approve the transfers from one States fund to another for 2022 of up to and including the amounts set in Appendix 2 – Summary table 2 to the Report, noting that the transfer from the Consolidated Fund to the Technology Fund is subject to the Assembly’s approval of a proposition to create such a Fund in 2022, in line with Article 9(2)(b) of the Law;
- (d) to approve each major project that is to be started or continued in 2022 and the total cost of each such project and any amendments to the proposed total cost of a major project under a previously approved

Government Plan, in line with Article 9(2)(d), (e) and (f) of the Law and as set out in Appendix 2 - Summary Table 4 to the Report;

- (e) to endorse the efficiencies and other re-balancing measures for 2022 contained in the Government Plan as set out in Appendix 2 Summary Table 6 and reflected within each gross head of expenditure in Appendix 2 – Summary Table 5(i);
- (f) to approve the proposed amount to be appropriated from the Consolidated Fund for 2022, for each head of expenditure, being gross expenditure less estimated income (if any), in line with Articles 9(2)(g), 10(1) and 10(2) of the Law and set out in Appendix 2 – Summary Tables 5(i) and (ii) of the Report, with funding to be allocated from the Covid-19 response head of expenditure in Summary Table 5(i), and made available for use by the Minister for Infrastructure, to provide for the establishment from 1st January 2022, or as soon as possible thereafter in 1st quarter of 2022, of a bus pass scheme (for which a charge of £20 per annum should be levied on the individual) for all people eligible to pay fares aged 18 years or under; with the overall cost of, take-up of, and customer satisfaction with the scheme, to be subsequently reviewed by the Minister and the outcome of the review to be published by the end of the third quarter of 2022;
- (g) to approve up to £480 million to be appropriated from the Consolidated Fund for the Past Service Pension Liabilities Refinancing head of expenditure, subject to the availability of funding, which may include, in full or in part, use of the borrowing/financing referred in paragraph (b);
- (h) to approve the estimated income, being estimated gross income less expenditure, that each States trading operation will pay into its trading fund in 2022 in line with Article 9(2)(h) of the Law and set out in Appendix 2 – Summary Table 7 to the Report;
- (i) to approve the proposed amount to be appropriated from each States trading operation’s trading fund for 2022 for each head of expenditure in line with Article 9(2)(i) of the Law and set out in Appendix 2 – Summary Table 8 to the Report;
- (j) to approve the estimated income and expenditure proposals for the Climate Emergency Fund for 2022 as set out in Appendix 2 – Summary Table 9 to the Report;
- (k) to approve an amendment to the policy of the Strategic Reserve Fund to enable that Fund to be used as a holding Fund for any or all monies related to the repayment of debt raised through external financing, with the monies used to offset the repayment of debt, as and when required; and
- (l) to approve, in accordance with Article 9(1) of the Law, the Government Plan 2022-2025, as set out at Appendix 3 to the Report.

REPORT

Overview

This amendment creates a bus pass system for young people up to the age of 18, which will enable all Islanders 18 years old or under to unlimited free access to the bus network. There is to be a single annual charge of £20 to cover the administration costs of the scheme. This initiative targets the younger generation in order to instil a lasting behavioural shift away from the reliance on private vehicles and ensures that there are minimal barriers to mobility and accessibility around the Island.

It also provides a simple way for parents to provide a bus pass for their children at an affordable cost. For many this may be a pass that is used occasionally but it changes the culture of thought about travel and gives a genuine option for travel. For families, the removal of costs for the children in the family may encourage parents to use public transport during leisure time and not drive.

The cost to travel

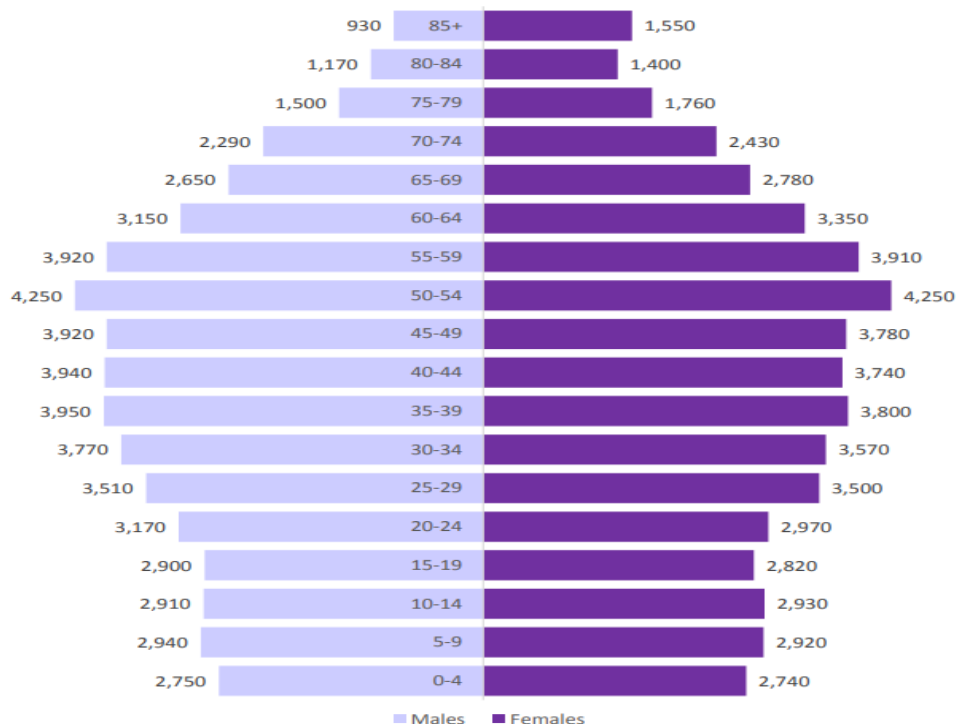
The bus pass would make a significant difference to families. Currently a single fare with a student Avanchicard is 85p. For a week of return fares that is £8.50. For a year of school travel (I estimate 33 weeks) would be £280 per child. This card would therefore save families £260 per year on school bus travel alone.

We recently issued an extra £100 for families on income support and £100 for every Islander. This proposed change to bus fares for a significant number is targeted, timely and has time limited review for the success and impact of the project.

For other young people, bus fares are a minimum of £1.75 per single journey with a pre-paid Avanchicard. If all Islanders 18 years of age and under could have a £20 bus pass it would significantly reduce living costs for those families' supporting children in further education.

Demographics

Figure 5: Population by age and sex, year-end 2019



Under 5s travel free. Therefore we have 18,480 in the over 65 group eligible for free bus travel. There are 17,420 in the 5 – 19 year old bracket.

A [Freedom of Information request on the cost of concessionary travel](#) has provided the annual cost, rounded to the nearest thousand, of reimbursing LibertyBus for the journeys recorded against concessionary travel passes;

Year	Concession	AvanchiAccess
2018	£750,000	£125,000
2019	£800,000	£172,000

Therefore 2019 = £972,000

There are less in our population in the of the target group than those in the group of over 65 who currently receive concessionary fares. It is also perhaps unlikely that many 5 – 9 year olds travel alone on the bus, removing another 3000 young people from costs. In addition, this proposition collects £20 per person making use of this card.

If all eligible paid for a card this would raise £348,000 annually towards cost. Over one third of the concessionary costs for those over 65.

Considering the school buses and the frequency of journeys may fall outside the calculation. However, without reliable data, this first year can use the existing figures as a starting point – without implementing this scheme, we will not be able to generate

the necessary data to see whether it is feasible and beneficial. We are caught in a data void catch-22.

I will note that most of the fare paying age adults remain.

Demand for bus travel

The Minister for Infrastructure's answer to WQ.186/2019 on the cost of school bus travel stated –

“The cost of introducing free bus travel for young persons is not simply the value of the current fare revenue that would be foregone, as the elasticity of demand for bus travel amongst this group is unknown, therefore it is impossible to determine a figure.”¹

The introduction of bus passes would mean that it becomes possible to assess the demand. It is the intention that this scheme will be reviewed by the Minister after a year, so that costs, take-up and customer satisfaction can be assessed and improved as necessary. Offering free access to the bus network at this point in time will also work as a stimulus for bus use as we recover from the Covid-19 pandemic.

[WQ.426/2021](#) stated that *“The ages of individual passengers are not captured by the ticket machine system, and it is therefore not possible to identify how many journeys are carried out by each of the groups listed.”*

A £20 card would allow tracking of age use below 18 for future planning of the bus service. Evidence for the outcome of the review should be published by the end of the third quarter of 2022 to allow for future planning.

The benefits of free bus travel

Aside from a significant reduction in living costs for young people and families, the introduction of this scheme will support the aims of the Sustainable Transport Policy² by enabling a mode of travel to school and college that reduces car use and congestion around schools at drop-off and collection times, thereby reducing carbon emissions from idling cars and improving air quality. Should more school buses be needed to meet service demand, then this will demonstrate a success in the project. The issue of diesel buses can be solved by use of RD100 renewable diesel in school buses.

Free access to the bus network also means that young people will have easier access to existing Island amenities and future developments, such as the skate park at Les Quennevais, thus encouraging exercise and active lifestyles.

Climate Change and Public Transport

The Citizens Assembly on climate change made the recommendation:

“Decarbonise the current public transport in Jersey by 2025, as well as making it more accessible and affordable, so that more people use public transport as their primary mode of transportation on the Island.”

This amendment provides a tangible action to address this by enabling those under 18 to make public transport their primary means of transport with active support of government.

¹ [WQ.186/2019](#)

² [P.128/2019 – Sustainable Transport Policy](#)

Children's Rights Impact Assessment (CRIA)

Whilst CRIAs are not yet mandatory, the opportunity has been taken to provide additional support to this amendment in the form of a CRIA, which is provided as an appendix to this report.

Financial and manpower implications

It is difficult to quantify costs given the paucity of data but using the figures from current concessions and possible revenue raising from the £20 charge to cost can be around £610,000.

The Government Plan levies significant funds to LibertyBus totalling £3.75 million between 2021 to 2024 as detailed in the annex to Government Plan pages 37 and 38. This is an opportunity to include this project in this funding.

Any additional costs can be taken from future climate change funds. This allows recovery of known costs after the review should this be necessary.

Appendix

Child Right Impact Assessment

Impact Assessment by Deputy Ward

STAGE 1: SCREENING

Question 1: Name the measure / proposal and briefly describe its overall aim

The establishment from 1st January 2022 of a bus pass scheme (for which a charge of £20 per annum should be levied on the individual), for all people eligible to pay fares aged 18 years or under, with the overall cost of, take-up of, and customer satisfaction with the scheme, to be subsequently reviewed by the Minister and the outcome of the review to be published by the end of the third quarter of 2022

The aim is simple - to ensure that all children and young people have affordable access to public transport

Children and young people (including those older young people living independently) find transport costs a particular barrier to accessing their rights. This includes accessing a school of choice, being active accessing play and cultural spaces, and even a barrier to taking up a course at college or training that they may have wanted to pursue, due to the need to budget their finances to pay for bills and living costs as well as transport and the costs of the course materials.

Equally we have heard that children are unable to access play opportunities across the island because of the cost of bus travel. This includes being able to stay on after school to access clubs and activities.

The costs of bus travel for children and young people is a barrier to travel, particularly in relation to accessing education and leisure. Young people often express difficulties with transport in the more rural parts of Jersey.

Young people under 17 are particularly dependent upon buses as they are unable to drive and even at age 17 and over the costs of learning to drive and maintaining a car with insurance and running costs can be prohibitively expensive.

Some children find it difficult to access services that are predominantly located in St Helier.

The most common barriers to accessing structured activities for children are finances, lack of variety and transport. Transport and getting to places including the beach are identified as a significant challenge in all contexts; going to play or hang out with friends or to take part in more structured activities. Lack of local provision for play, cultural and leisure activities meant that public transport becomes a necessity for many.

For families experiencing food poverty, and relying on donations from food banks, public transport can also be absolutely essential in order for them to access food.

<p>The cost and availability of transport was something that children and young people feel passionate about. This is particularly the case for children and young people in rural areas but is evident for those living in the town.</p> <p>This amendment seeks to support those children and young people by offering subsidised bus travel.</p>
<p>Question 2: What children’s rights does it impact upon?</p>
<p><i>Article 2</i> The Convention applies to every child without discrimination</p> <p><i>Article 3</i> The best interests of the child must be a top priority in all things that affect children</p> <p><i>Article 4</i> Governments must do all they can to make sure every child can enjoy their rights</p> <p><i>Article 12</i> Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously</p> <p><i>Article 15</i> Every child has the right to meet with other children and to join groups and organisations</p> <p><i>Article 26</i> Every child has the right to benefit from social security</p> <p><i>Article 28</i> Every child has the right to an education</p> <p><i>Article 31</i> Every child has the right to relax, play and take part in a wide range of cultural and artistic activities</p>
<p>Question 3: What children and young people will be affected?</p>
<p>All children and young people would have access to the scheme</p>
<p>Question 4: What is the likely impact of the proposal / measure on children?</p>
<p>More significant improvement for those children from low-income households, providing them with greater ability to access activities around the island.</p>
<p>Question 5: Is a full child rights impact assessment required? Explain your reasons</p>
<p>Yes. The impact on children’s rights is considerable – this amendment would give children and young people the freedom to participate in activities, to meet friends, to attend events. There is increased impact for children who may have two working parents and may not currently be able to afford multiple bus journeys.</p> <p>There is also a climate angle to this amendment – removing a cost barrier to school buses will increase their usage. This in turn will reduce the number of pick-ups by</p>

car – thus reducing carbon impact and also reducing the air pollution in the vicinity of schools.

If a full child rights impact assessment is required proceed to stage 2

STAGE 2: SCOPING (Background and Rights Framework)

Question 6: Name the measure / proposal being assessed and describe the overall aim

Amendment to the Government Plan, seeking the establishment from 1st January 2022 of a bus pass scheme (for which a charge of £20 per annum should be levied on the individual), for all people eligible to pay fares aged 18 years or under.

Question 7: Which human rights instruments and articles are relevant to the measure / proposal?

Human Rights Instrument	Article	Further analysis on the expected / actual effect
UNCRC	Article 2	<i>The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.</i> This bus pass scheme is simple and not means tested. It should be available to all.
UNCRC	Article 3	<i>The best interests of the child must be a top priority in all things that affect children.</i>
UNCRC	Article 4	<i>Governments must do all they can to make sure every child can enjoy their rights.</i>
UNCRC	Article 12	<i>Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously.</i>
UNCRC	Article 15	<i>Every child has the right to meet with other children and to join groups and organisations, as long as this does not stop other people from enjoying their rights.</i>

		<p>The scheme would allow children access to activities that they may have previously not been able to access due to travel restrictions.</p>
UNCRC	Article 26	<p><i>Every child has the right to benefit from social security. Governments must provide social security, including financial support and other benefits, to families in need of assistance</i></p> <p>The greatest benefit will accrue to those who would previously not be able to afford multiple bus journeys, supporting them in their young lives.</p>
UNCRC	Article 28	<p><i>Every child has the right to an education. Primary education must be free and different forms of secondary education must be available to every child.</i></p> <p>Access to the school of choice is an important decision. A free bus service may make all the difference to a child choosing to move to Hautlieu for example. It may make even more difference for a young person deciding to take a course at Highlands – without transport or support they may decide this is impossible.</p>
UNCRC	Article 31	<p><i>Every child has the right to relax, play and take part in a wide range of cultural and artistic activities</i></p> <p>There are activities around the island in many different parishes, in many different areas. Without transport children and young people are not able to access these – therefore they may have the right, but are not able to access that right.</p> <p>The amendment would further assist children and young people who may be struggling due to low family income, to allow them the opportunities which others may take for granted.</p>

STAGE 3: EVIDENCE

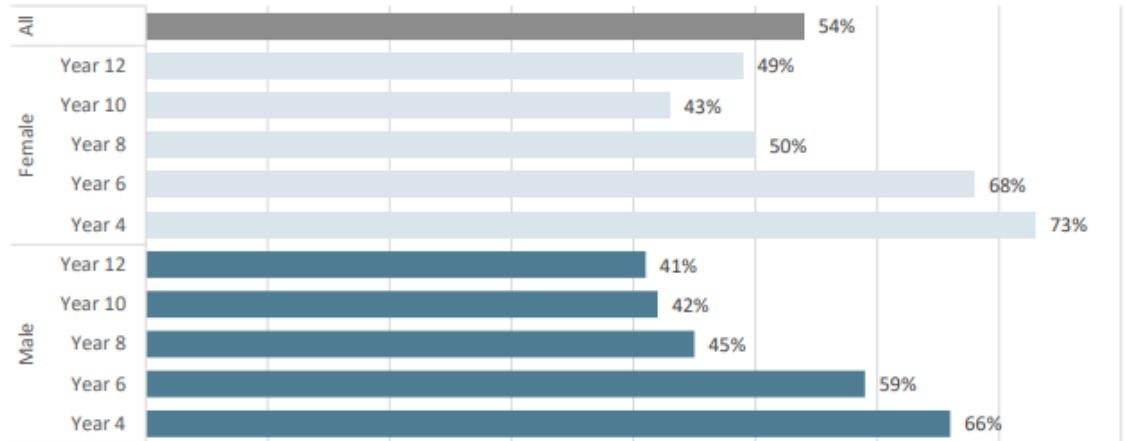
Question 8a: What quantitative evidence have you used to inform your assessment? What does it tell you?			
Evidence collected	Evidence source	Explanation of the importance	What are the data gaps, if any?
22% of children responding said they weren't more physically active due to cost	School Survey 2019	See Children and Young People's Plan 2019-23 – Live Healthy Lives <i>Increase children's quality of life</i> <i>Increase the number of children who are a healthy weight</i> Ability to access free travel around the island could improve children and you people's access to facilities	Multiple reasons may apply
One in three children are in relative low income families	Jersey Household income Distribution 2014/15	Improve access to the island for those children and Young People – equality of access for all	
	Children and Young People's Plan 2019-23		
Jersey children's 'Health Related Quality of Life' score is slightly lower than European average ³ • Increasing trend over years on low levels of self-esteem among young people	Children and Young People's Plan 2019-23	Jersey 48.4	

³ [All children in Jersey live healthy lives \(resultsscorecard.com\)](http://resultsscorecard.com)

Transport to school over time

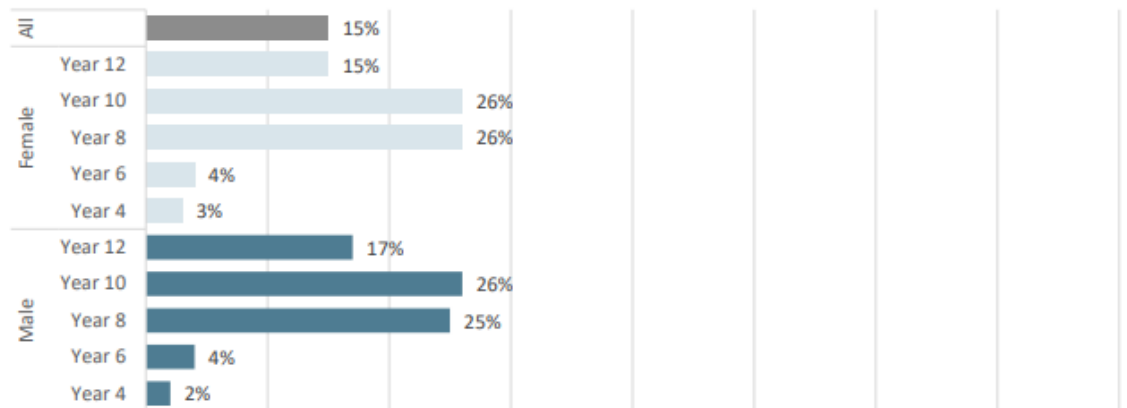
Young people were asked how they had travelled to school that day. They were able to select multiple modes of transport.

Figure 15.1 Percentage of young people who travelled to school by car, van or taxi



- in general, the proportions of young people who travelled to school by car, van or taxi decreased with age

Figure 15.2 Percentage of young people who travelled to school by school bus



- pupils in Year 8 and 10 were the most likely to travel by school bus


Source: [Jersey Children and Young People's Survey report 2019](#)

One of the aims of this amendment is to reduce the figures in the first table above by increasing the use of school buses, remonstrated in the second table.

Question 8b: What key missing information / evidence would have been beneficial to your analysis?

Statistics on number of children and Young People who currently use the bus service

Valued and Involved



Our priorities

- 1 Create a sense of belonging
- 2 Ensure fairness of opportunity
- 3 Respect, protect and promote children's rights

How we want to make a difference

- ▼ **Reduce** children's experience of poverty and the impact of living in a low income family
- ▲ **Increase** the number of children who are aware of their rights under the UNCRC
- ▲ **Increase** the number of children who feel their school would act on their ideas
- ▲ **Increase** the number of children who feel their community would act on their ideas

Source: [Children and Young People's Plan 2019-2023](#)

Question 9a: What qualitative evidence have you used to inform your assessment? What does it tell you?

Evidence collected	Evidence source	Explanation of the importance
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<p>Better public transport options: young people talked about rural parishes being isolating in terms of public transport, with buses running infrequently, making it difficult for them to meet up with their friends or get to other parts of the Island.</p> <p>“I live at the top of Trinity Hill and there are not many regular bus routes for a link to town. The only bus that passes my area is the 4 and its very irregular. By not having a regular bus route and not being able to drive it is very difficult to meet people in town or other parts of the island.”</p>	<p>11-18 Year olds</p> <p>Page 16</p> <p>Children’s Commissioners Survey 2018</p>	<p>When asked what the Children’s Commissioner could do to make things better for Children in Jersey – these are some of the answers from 11-18 year olds.</p>
<p>“I would like to make play activities and outdoor activities something that all children can do without worrying if their family can afford it.”</p>	<p>7-11 Year olds</p> <p>Page 22</p> <p>Children’s Commissioners Survey 2018</p>	<p>Greater flexibility of transport will increase access to play, sport and outdoor facilities</p>

<p>Question 9b: What key missing information / evidence would have been beneficial to your analysis?</p>
<p>Further discussions with Children and Young People about how a bus pass would affect them</p>
<p>Discussions with those children and Young People who are current bus users</p>

STAGE 4: SCRUTINISING CHILDREN’S INVOLVEMENT

<p>Question 10: Has evidence from third party consultations with children and young people been considered in the development of the proposal or measure?</p>
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Groups consulted	Source of Information	Please provide a brief description of process	What were the findings?
Children's Commissioner	Online report	Survey of Islands Children undertaken in 2018	See Q 8+9 for relevant findings
School Survey 2019	Online report	Survey of school children undertaken by Government in 2019	See Q 8+9 for relevant findings

Question 11: What groups of children and young people have been directly involved in developing the proposal or measure?			
Groups involved [<input type="checkbox"/> if those affected by the proposal]	<input type="checkbox"/>	How were they involved	What were the findings
No children have been directly involved in developing this proposition			

STAGE 5: ASSESSING THE IMPACT

Question 12: What impact will (or does) the proposal or measure have on children and young people's rights		
Type of impact <i>[please highlight]</i>	Justification for Argument	likely or actual short/medium/long-term outcomes
Positive	Backs up the principles of the Children's Plan 2019-2022 – Valued and Involved – Reduce the impact of living in a low income family, allow equality of access to the island to all Children and Young People	Start to help reduce the divisions caused by low income which can lead to bullying, poor health and fitness

Question 13: Will there be (or are there) different impacts on different groups of children and young people?		
Group of children affected	Initial analysis of the positive impact on rights	Initial analysis of the negative impact on rights
Greater impact on children from low income households	Potential to improve health, wellbeing and outcomes for children from low income families	None

Question 14: If a negative impact is identified for any area of rights or any group of children and young people, what options are there to modify the proposal or measure to mitigate the impact?	
Negative impact	What options are there to modify the measure(s) or mitigate the impact?
No negative impacts identified	

STAGE 6: CONCLUSIONS AND RECOMMENDATIONS

Question 15: In summary, what are your key findings on the impact of the measure or proposal on children and young people's rights?
The impacts of the proposition would have a positive effect on the Rights of children, and would be a step towards Putting Children First.

STAGE 7: PUBLISH CRIA

Question 16: Should the full assessment or a summary be published? Will a child-friendly version be produced?
Yes, this CRIA will be published.

STAGE 8: MONITOR & REVIEW

Question 17: Have the recommendations made in Stage 6 been acted upon?
Pending the results of the States Assembly debate

Question 18: Where recommendations have not been acted upon, is further action required?
To be reviewed after the initial period to look for improvements or amendments, with a potential to role the scheme out to under 21s.

Appendix – links to research:

8 Pledges to Put Children First

- Pledge 1: Listen to children and young people**
- Pledge 2: Support families that need extra help**
- Pledge 3: Provide children in care with a safe, loving secure home**
- Pledge 4: Expand Early Help**
- Pledge 5: Recruit and retain professional workforce**
- Pledge 6: Make it easier to share data and information**
- Pledge 7: Ensure sufficient funding is available**
- Pledge 8: Publish clear standards and be held account for achieving them**

Jersey Children and Young People’s Survey Report 2019

Children’s Commissioner for Jersey – Island Wide Consultation: The Findings

Children and Young People’s Plan 2019-23

Putting Children First: The plan for Jersey’s children, young people and their families

Jersey Household Income Distribution 2014/2015

Earning and Income statistics (Gov.je)

Jersey Better Life Index 2018

Article 31 : Conventions on the Rights of the Child – Children’s Right to Play and the Environment

International Play Association: Promoting the Child’s Right to Play

Submission to: UN Committee on the Rights of the Child Day of General Discussion, 2016

Children’s Rights and the Environment

Committee on the Rights of the Child

General comment No. 17 (2013) on the right of the child to rest, leisure, play, recreational activities, cultural life and the arts (art. 31)

Jersey Care Model

Young Persons' Free Bus Travel Scheme

Legislation was approved by the Scottish Parliament in March 2021 enabling the introduction of a new statutory scheme to allow 5-18 year olds resident in Scotland to access free bus travel through the National Entitlement Card (NEC) and the Young Scot branded NEC. Following a further commitment made by the Scottish Government, legislation to allow the scheme to be extended to include those aged under 22 was approved by the Scottish Parliament in August 2021.

In total around 930,000 young people will benefit from the new scheme, which will embed more sustainable travel behaviours from a young age and help to meet our target of net zero emissions by 2045.

<https://www.transport.gov.scot/media/49000/child-rights-and-wellbeing-impact-assessment-crwia-concessionary-bus-travel-for-people-under-age-19.pdf>