Mediate – Methodology for Describing the Accessibility of Transport in Europe

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Preface

The Mediate project, Methodology for Describing the Accessibility of Transport in Europe, is funded as a Co-ordination and Support Action within the 7th European Commission Framework Programme, Theme 7: Transport, under the Call FP7 - Sustainable Surface Transport (SST) – 2007 – RTD – 1, on the topic SST.2007.3.1.1 New Mobility Concepts for Passengers ensuring Accessibility for All. The Mediate project runs from December 2008 – November 2010.

The overall objective of Mediate is to contribute to the development of inclusive urban transport systems with better access for all citizens. The project objective is to establish a common European methodology for measuring accessibility to transport. This report on the Self Assessment Tool is the third key deliverable. The other Mediate key deliverables are deliverable D2.2 Indicators Describing the Accessibility of Urban Public Transport, D3.2 Good Practice Guide, and D6.3 Final Report.

Key elements have been the establishment of an End-user platform (http://www.age-platform.org/EN/IMG/pdf_EUP_composition.pdf) and the web portal on public transport accessibility www.aptie.eu (www.accessiblepublictransportineurope.eu). More information about the Mediate project can be found on the project’s website www.mediate-project.eu.

The partners of the Mediate consortium:

- SINTEF (Norway, coordinator)
- Promotion of Operational Links with Integrated Services - POLIS, (Belgium)
- The European Older People’s Platform – AGE (Belgium)
- Transport & Travel Research Ltd - TTR (United Kingdom)
- Transport for London - TfL (United Kingdom)
- IMOB Transportation Research Institute, Hasselt University (Belgium)
- TIS.pt (Portugal)
- TIMENCO (Belgium)

This report has been compiled by IMOB and TIMENCO with substantial contributions from TIS and Sintef and useful comments of the other Mediate partners. Thanks also to the Mediate working group members, Mediate End-user platform, Mediate experts and Access2All partners for valuable contributions to the review of the report.
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Executive Summary

The overall aim of the Mediate project is to contribute to the development of inclusive urban transport systems with better access for all citizens (www.mediate-project.eu). The objective of Mediate is to develop a common methodology for measuring accessibility to transport; including accessibility indicators for urban public transport, a Self-Assessment Tool, a good practice guide, a web-portal on public transport accessibility (www.aptie.eu) and a continuing European End-user platform.

This report presents a Self Assessment Tool for describing the accessibility of public transport and for developing a plan to improve accessibility, as well as the policy process. The current document is written as a manual for the use of the Self Assessment Tool. Deliverable 4.2 describes the results of the validation of the tool on two test sites: The Flemish region with De Lijn as public transport authority and operator, and the city of Lisbon with several operators. Lessons from the validation are integrated in the manual.

The tool is based on the idea of Total Quality Management (TQM), recognising that the development and implementation of accessibility is a dynamic process of sequential stages that bring accessibility up to a higher level of development. The nature of Total Quality Management is explained as well as its application to public transport and accessibility. By using the tool, local stakeholders will gain better insights into accessibility problems and opportunities for improvement. The Self Assessment is an introspective process but it is however important to include an independent facilitator with knowledge and experience with the methodology and Total Quality Management. The different components of the Self Assessment Tools are described in detail: The Policy Modules, the Levels of Development, the Moderator, the Evaluation Group, the Assessment Forms and the stages of the Evaluation Process.

The results of the Self-Assessment are an Assessment Report & Accessibility Quality Plan. With this report, the city authority can focus its efforts on improvements with the highest priority and bringing – step by step – the accessibility of public transport to a higher level.

The Self Assessment Tool is closely related to both the Indicators (Work Package 2) and the Good Practice Guide (Work Package 3).
1 Introduction

European transport systems play a key role in the transportation of people and goods, and are essential to Europe’s prosperity, being closely linked to economic growth. Despite the progress made in recent years in improving accessibility for all, it is estimated that 10 to 20 percent of European citizens, including disabled people and older people, are still experiencing barriers and limited accessibility to public transport (EMCT 2006). These barriers limit the possibilities and opportunities for employment, social and leisure activities, and full participation in society.

The population of Europe is more than 700 million (UN 2007). There has been a rapid and unprecedented growth in the number and proportion of older people, and the majority of older people live in cities. The Mediate project targets the accessibility of urban public transport systems. This is in line with the European Commission Action Plan on Urban Mobility (2009) - Action 5: Improving accessibility for persons with reduced mobility. And it is a binding responsibility following the UN Convention on the rights of persons with disabilities (§ 9). Tools to increase the efficiency of the process of achieving accessible transport systems in Europe are more important than ever, and developing an inclusive European transport system accessible for all may increase the market potential for transport operators and the number of people travelling by public transport.

1.1 Mediate project

The Mediate project, Methodology for Describing the Accessibility of Transport in Europe, is a coordination and support action within the 7th European Commission Framework Programme, running from December 2008 – November 2010. The overall objective of Mediate is to contribute to the development of inclusive urban transport systems with better access for all citizens. The main idea is to contribute to the efficiency of the process of achieving accessible transport systems in Europe, by developing a methodology for measuring accessibility to transport and a set of common tools: common European indicators for describing accessibility, a Self-Assessment Tool, a good practice guide, a web portal on public transport accessibility (www.aptie.eu) and a European End-user platform. More information about the Mediate project can be found on the project’s website www.mediate-project.eu. The partners of the Mediate consortium are:

- SINTEF (Norway, coordinator)
- Promotion of Operational Links with Integrated Services - POLIS, (Belgium)
- The European Older People’s Platform – AGE (Belgium)
- Transport & Travel Research Ltd - TTR (United Kingdom)
- Transport for London - TfL (United Kingdom)
- IMOB Transportation Research Institute, Hasselt University (Belgium)
- TIS.pt (Portugal)
- TIMENCO (Belgium)
The overall project objective is translated into the following operational objectives:

- Establish an overview of relevant initiatives and methodologies that describe and measure accessibility to urban transport (review report; Marques et al. 2009).
- Identify a set of common European indicators for describing accessibility to urban transport.
- Collect examples of good practice from European cities and collect data supporting the European indicators.
- Develop a Self-Assessment Tool for measuring accessibility to urban transport.
- Establish working groups involving European cities (local authorities and public transport operators) for exchange of information among stakeholders and provision of relevant input about indicators to the project.
- Create an End-user platform providing end-user experience and input from a broad range of passenger groups. Define a strategy plan for the long term viability of the End-user platform with the purpose of providing a resource for other EU activities to tap into and engage end-users with different abilities in R&D projects.

As figure 1 illustrates, the End-user platform, local authorities working group and Mediate experts contribute to the process of developing a methodology and tools for assessing public transport accessibility. The process involves identifying indicators which in turn influence data collection and the collection of good practice, leading to the development of a Self-Assessment Tool.1

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1 The analysis of quantitative and qualitative data from cities will provide input to the process of developing the self-assessment tool, while applying the self-assessment tool requires a different set of (qualitative) data.
1.2 How to read this report

This report consists of two parts: an introduction to the concept of quality management and a description the Self Assessment Tool. Part two can be read independently from part one, but for a good understanding of the use of the Self Assessment Tool it is recommended to start with the first part.

Part ONE: introduction to the concept of quality management

This report starts with an introduction to quality management as a concept for improvement. Chapter 2 provides background on the history of quality management and explains the different strategies that can be used for quality improvement. Chapter 3 provides insights into the theoretical foundations of Mediate and how it has been transposed to accessibility of public transport to help in better understanding the steps and approaches in the methodology.

Part TWO: description of the Mediate Self Assessment Tool

Chapters 4, 5 and 6 are the core of this Manual. These chapters describe the different components of the Mediate Self Assessment Tool: the Policy Modules, the Levels of Development and the Evaluation Process. An understanding of these components is necessary for the process itself.

Relation with other documents and tools within Mediate

This document is written as a manual for the use of the self assessment tool and does not go deeply into certain issues. Deliverable 4.2 describes the results of the validation of the tool on two test sites: The Flemish region with De Lijn as public transport authority and operator, and the city of Lisbon with several operators. Figure 2 shows the relation with other work packages of Mediate.

The Self Assessment Tool is closely related to both the Indicators (Work Package 2) and the Good Practice Guide (Work Package 3).
The Indicators have been categorized in a similar way to the policy cycle (see chapter 4) into *modules*. This ensures that indicators are available for all stages of the policy cycle. More information about the indicators can be found in D2.2 "Indicators describing the accessibility of urban public transport".

D.3.2 “Good practice guide” is connected to the tools through the *levels of development*. The Good Practices show examples of how different cities throughout Europe have improved their accessibility in different domains and on different levels of development.
PART ONE : THE CONCEPT OF TOTAL QUALITY MANAGEMENT

2 Why Quality Management?

Delivering accessible public transport is a complex task, involving a mix of products and services that together define the accessibility of the system. Vehicles and stops have to be physically accessible, information during the trip has to be understandable, and pre-trip information should also be available. Uncertainty about the accessibility of the whole system is often a reason for older and disabled people not using public transport.

Accessibility is often approached from the perspective of disabled people, especially wheelchair users, but delivering accessible public transport should be extended to include older people, inexperienced travellers, parents with a buggy, etc. The operator can also benefit from an accessible and well-designed public transport system, through reduced boarding times and an increase in the attractiveness of the service offered.

The Mediate Self-Assessment Tool focuses on users’ needs and the delivery of an accessible public transport system, and is based on the principle of Total Quality Management. The Self-Assessment Tool, with the full involvement of the different stakeholders and end-user groups, aims to identify weak elements in the planning and implementation of accessible public transport, and to come up with improvement strategies. An excellent policy is understood to be the result of a repetitive cycle of planning - implementation - evaluation. All stages of the cycle are critically reviewed and improvement strategies are proposed. Quality is derived as a result of growth. There is no instant blueprint for quality, which must be achieved by means of a step by step process.

2.1 Quality Management in public administrations

The ultimate goal of the Mediate project is to enhance the level of quality of public transport in urban areas, from the point of view of accessibility, and to do so by focusing on the processes that are required in order to achieve better accessibility in practice.

Quality management has evolved throughout the last three decades from simple inspections, quality control and assurance, to modern, comprehensive philosophies and approaches such as Total Quality Management (TQM), ISO 9000 and EFQM etc. Nowadays, quality is commonly seen from an integral, organizational and consumer-oriented perspective: quality is a dynamic state associated with products, services, people, processes and environments that meets or exceeds expectations. The critical, underlying meaning of the above statement is that quality is not just

2 Goetsch and Stanley, 2006
about results (vehicles, level access) but also addresses the people (authorities, operators) and processes (information, training) that are involved in producing these results. Quality is achieved through quality management, a systematic set of activities followed by the organisation in all its facets, aiming at maximizing customer satisfaction (e.g. delivering accessible transport) at the lowest overall cost while continuing to improve the process. This interpretation forms the basic assumption of the Total Quality Management philosophy.

A TQM-oriented organisation is characterized by a strong consumer-oriented approach, a commitment to the elimination of errors and steps that do not add value to products and services, a firm focus on prevention, long-term planning, teamwork and fact-based decision making, a continuous pursuit of improvement, horizontal and decentralized organizational structures and external partnering arrangements.

The different components of Total Quality Management can be defined as follows:

“Total means applying to every aspect of work, from identifying customer needs to aggressively evaluating whether the customer is satisfied. Quality means meeting and exceeding customer expectations. Management means developing and maintaining the organizational capacity to constantly improve quality.”

2.1.1 Background of Total Quality Management

The concept of dealing with quality from an integral perspective initially stems from the private sector. It was developed in the 1950s in Japanese industries in an attempt to revitalize the post-second world war (WWII) economy and to get rid of the strong reputation of producing low quality products that Japanese firms were suffering from. Soon, American (and at a later stage European) entrepreneurs became aware of the competitive advantages that the new quality approach constituted and adopted the philosophy: the TQM-movement was born.

Ever since, competition at the national and global level has led organisations and industries towards a continuous effort in improving their productivity and customer service. Over the decades, a number of models and instruments have been developed in order to support managers in various organisations in their pursuit of excellence in performance and output. The best known examples hereof are the ISO-standards, the Balanced Scorecard and the EFQM Quality Model. The latter model was introduced in 1992 as a framework for introducing total quality management in European organisations. EFQM is the most widely used organisational framework in Europe and it has become the basis for the majority of national and regional Quality Awards.

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3 Macário, 2005
4 Goetsch and Stanley, 2006; Dale and Bunney, 1999; Stringham, 2004
5 Cohen and Eimicke, 1994
7 Quattro, 1998
From the 1980s, public sector organizations like public transport companies have also become aware of the benefits that can be obtained from the integral management approach. Public administrations wanted to rise above perceptions of them being input-oriented and reliant on public funds. Public sector managers saw the advantages of initiatives that had proven their soundness in private companies, and many aspects, concepts, techniques and methodologies stemming from the private sector were adopted. This tendency is generally referred to as the New Public Management-movement (NPM). As a consequence of the growing attention for quality management in public administrations, the need for a supporting quality-framework emerged. Most of the tools used in the public sector today stem from the instruments used in private organizations that have been adjusted for the specific characteristics of the public context.

The principle of the policy cycle was initially launched by W.E. Deming and forms the basis of Total Quality Management. Deming thoroughly analyzed business processes and defined four consecutive steps that are continuously repeated when managing the different aspects of an organization: a planning-phase in which is considered how to implement a certain (aspect of a) policy plan, a doing-phase in which the plan is implemented, a check-phase in which the output or outcome is evaluated and an act-phase to adjust the policy. After this act-phase, a new management loop starts with the plan-phase. This management cycle is also known as the Plan-Do-Check-Act-cycle (PDCA-cycle) and is widely applied in modern Quality Control Management.

This approach, which is complementary to the Eastern Kaizen philosophy, is based on the belief that our knowledge and skills are limited, but continuously improving, because we tend to 'learn-on-the-job'. 'Learning-by-doing' occurs when a problem solver associates plans and actions with results. The PDCA-cycle should repeatedly be implemented in spirals of increasing, incremental knowledge, letting the system converge on the ultimate goal: Total Quality Management.

### 2.2 Quality improvement strategies

Certification, benchmarking, quality management and auditing are often brought up when the improvement of quality and performance in organisations is discussed. As a strategy, these concepts are interrelated, but they differ in origin and purpose. Before going further into the specific Mediate approach, an explanation of the differences between the quality improvement strategies will be helpful in better understanding the project and the Self-Assessment Tool.

**Certification** is widely used in networks of industrial partnerships, where a chain of production processes is linked in order to (mass)produce goods that are to meet strict technical specifications. In the context of certification, quality is defined as an exact match with predefined specifications. Standardization of specifications then is a
successful strategy to enable error free production and to prevent costly spill. For instance, when a company qualifies for an ISO-certificate, it qualifies to participate in complex industrial partnerships because the potential partners are guaranteed that the delivered products meet the specified requirements. Clients are sure to order and receive reliable components that will smoothly run through their own production processes. In this way, certification is necessary for a company to get hold of and to maintain a favourable position in a competitive market for it improves quality and reduces costs. Certification is a strategy that improves quality by focusing on the input.

**Benchmarking** is often used in situations where competition is absent and yet there is still need for comparing the performance of an organization with the performance of others (preferably ‘the best’). It can also be used in an internal perspective by comparing the performance within the organisation over a period of time (so-called internal benchmarking). A set of indicators is aggregated into a performance score, usually on a percentile scale from 0 to 100. A score of 100 represents the best practice observed, a score of 1 the worst. Low or medium scores are expected to encourage organizations to improve performance. Using best practices as a source of inspiration for poorly performing organisations will eventually help them in letting their performance levels converge to an expected level of good practice. Benchmarking is a strategy that improves quality by focusing on the output.

**Auditing** is a process in which performance is being evaluated by comparison with widely accepted standards of required good professional practice. Auditing compares actual practice with the requirements of professional judgement and decision making based on well documented arguments. The auditor is an authorized expert capable of evaluation based on normative presumptions, a blueprint of universal good practice (‘one size fits all’). Auditing is useful in situations where standards of good practice are available and widely agreed upon. Therefore an auditor investigates whether actual practice complies with standards or not, often resulting in rather ‘black & white’ judgments: approved or not approved. It is mostly used when there is a need for good risk evaluation and management (has everything been done that should have been done?). Auditing is a strategy that improves quality by focusing on professional standards, being a combination of input, process and/or output alike.

**Total Quality Management** regards quality as the result of a process of development that goes through several stages. This concept is more dynamic for it takes into account that standards are not static. Performance levels are a result of a cyclical process of defining needs, planning actions to meet them and monitoring the outcome (PDCA). This concept is more useful in situations where several parties interact to define the needs and to negotiate the standards that should be met. This approach is especially attractive when there is no need for competitiveness, nor for accounting for performance, but when there is an urge for improvement. This concept is helpful in identifying the next steps to be taken that are appropriate to the actual level of development. TQM is a strategy that improves quality by focusing on the process.
3 Mediate as a TQM approach on accessibility

The Self-Assessment Tool that has been developed in the Mediate project was based on this very philosophy of Total Quality Management (TQM). As a cornerstone, it was recognised that the development and implementation of accessibility in urban public transport is (in correspondence to quality management theory) a dynamic process that consists of consecutive phases allowing the accessibility policy to converge to a level of high performance quality (see part two of this document). With the Self-Assessment tool we provide a way in which organisations are encouraged to evaluate the quality of public transport based on their role and their judgement. The assessment is not carried out by an external evaluator (as in an audit) and is not based on reference to general guidelines, but is rather carried out by stakeholders themselves as part of a collaborative process.

The term Self-Assessment has to be seen in the context of evaluating with all relevant stakeholders, the performance of a public transport service based on the judgement of those who are directly involved in delivering or using these services.

Within the Mediate project, the most important elements of urban public transport accessibility policymaking have been identified, analysed and positioned in a policy cycle. When applying the Self-Assessment Tool, each of the modules (see chapter 4) of this policy cycle will be assessed by a wide variety of end-user representatives, operators, authorities and policymakers, leading to recommendations as to how to improve on the different modules. After a while, and preferably on regular basis, the results of the actions have to be evaluated in order to assess effectiveness and to adjust the policy of each of the stakeholders. The improvement of performance on each of the modules can be measured by starting a new Self-Assessment process. Thereupon, each stakeholder can look for additional actions in order to further enhance the level of the organisation’s performance and the quality provided to the travellers in terms of public transport accessibility.

The ultimate goal of the project is not to judge the different parties involved in delivering accessible public transport on their individual performances, but to offer an instrument that is able to guide managers and policymakers in their pursuit of excellence by opening up a window that gives them a comprehensive overview of best practices in urban public transport accessibility. The outcome of an assessment by means of the Mediate tool should therefore be considered to be a starting point and a source of inspiration and motivation for further developing the accessibility of urban public transport. It should awaken organisations and administrations to the importance and potential benefits of an integrated approach towards their policy and the goal of delivering accessible public transport according to design for all principles.

3.1 Mediate’s quality improvement strategy

The Mediate approach is based on TQM and focuses on the quality of the policy process. Accessibility in public transport is a matter of long term perseverance; there is no instant blue print for excellence that can be easily implemented. Accessibility has many different aspects and aims at improved travel possibilities for a wide range of travellers with different mobility demands, such as wheelchair users, blind and partially sighted people, parents with buggies, children etc. In addition, accessibility measures can easily be in conflict with one another. Tailor-made solutions will be
necessary. Because resources are very limited in relation to ambitions, there is always a need to set priorities based on needs and perspectives of end users. That is why it is believed that an approach based on process will be most useful in improving accessibility. The policy process should take into account actual user needs, develop actions and monitor the results. Starting with obvious and self evident measures, and learning from results, will gradually bring the quality of the accessibility policy to a higher level: excellence by development.

The Self-Assessment Tool is an instrument for local stakeholders to gain insights into the actual state of accessibility. The purpose is to identify the most useful next steps for improvement. It is important to state that Mediate is not a beauty contest that results in a score sheet of the most accessible cities. The tool helps cities, authorities or operators to gain insights into their own performance and allows them to identify next steps for improvement. Doing so, they will make better and faster progress. Mediate aims to encourage administrations in their quest for improvement; it is in no way intended to criticize current policies. On the other hand, the Mediate Self-Assessment Tool will not allow cities, authorities or operators with a score above average to rest on their laurels. It will always keep up pressure to make even more improvements because the ultimate criterion for excellence is meeting all reasonable user needs.

In contrast with commercial applications of quality instruments such as the EFQM-model, Total Quality Management in policy making is not quantitative in method. In a business context it is meaningful to “benchmark” against competitors for strategic or marketing-oriented goals, but in relation to the accessibility of public transport on an urban scale, this element of competition means little to end users. Results of a self assessment are tentative in nature, subject to debate and discussion. The criteria of judgement are therefore neither absolute nor fixed. This means that an overall calculated score is not to be compared in detail with the result of another city.

3.2 Ingredients for the Mediate Self-Assessment Tool

The levels of development are a central element in the quality oriented concept of Mediate as they are closely related to the different tools of the project (see Figure 3). In the Mediate report D2.2 “Indicators describing the accessibility of urban public transport”, levels of development were briefly referred to and defined. The Good Practice Guide describes examples from several European cities on different aspects of accessibility. In the Self-Assessment Tool, the levels are the perspective by which the actual local situation is being assessed.
Elements in this discussion are:

- quality perception of the group members
- local fact finding based on the indicator questionnaire;
- professional guidance by the moderator

The result of applying the Self-Assessment Tool is an Assessment Report including an Accessibility Quality Plan. The report provides insights into the actual quality level of accessibility of public transport as well as in the thoroughness of the policy making process. The Quality Plan describes recommendations for effective improvements to the transport system and the policy process.

A similar methodology was previously developed and tested in the BYPAD project on cycling policy. Since 2001, BYPAD has been applied in over 150 cities and is still being used today. The use of the Mediate Self-Assessment Tool has been validated in the autumn of 2010 and the most important results have been integrated into the current version of the Mediate Self-Assessment Manual, as described in this document.

3.3 End-user involvement in development of the tool

The Self-Assessment Tool has been developed with input from end-users and professionals in the field of public transport. Discussions with the End-user platform and representatives of authorities and operators led to a selection of relevant themes.
for the modules and aspects that should be taken into account. These discussions have also been used to identify relevant indicators to measure accessibility\textsuperscript{11}. At the end of that report a glossary can be found clarifying essential terms related to accessibility.

The process of identifying important aspects of accessibility of public transport, and selecting indicators and relevant themes for modules, included a review of previous and on-going initiatives, standards and methods to describe and measure accessibility in public transport\textsuperscript{12} as well as theoretical aspects of measuring accessibility, and the purpose and requirements of indicators. In addition, a holistic approach was used, including:

- All elements of a travel chain; information before and on trip, travel to stop, ticketing, boarding/alighting and travelling by public transport, and the journey to destination.
- Quality elements from the point of view of customers, including usability aspects, and operators.
- All relevant end-user groups; potential public transport users, and all those involved in service delivery of public transport or the pedestrian environment.
- All phases of the planning process; identify needs, planning, actions, monitoring and evaluation.

This dialogue also revealed important issues for the accessibility of urban public transport which cannot be solved entirely at a local level. The need to standardize and make the travel environment compatible was mentioned repeatedly. Moreover, it became obvious that transport providers seek professionals with training in accessibility issues, highlighting the need for accessibility and universal design issues to be included in higher education.

\textsuperscript{11} Øvstedal et al 2010

\textsuperscript{12} Marques et al. 2009
PART TWO : DESCRIPTION OF THE MEDIATE SELF ASSESSMENT TOOL

4 The policy cycle

TQM considers public policy as a continuous, cyclical process of problem analysis & planning, implementation of actions and evaluation of the results. The policy process is conceptually divided into several so-called modules representing different stages in the process and different types of actions that are part of the process (e.g. in the implementation phase). The process is illustrated in Figure 4, and should be read clockwise from planning (user needs, leadership, guidelines & policy on paper, means & personnel) through implementation (vehicles & built environment, information & ticketing, training & education, seamless travel), to evaluation (monitoring results, evaluation & effects) and back into planning again. Each module is described in the following paragraphs.

Figure 4: The Mediate Policy Cycle
4.1 Planning
Thinking before acting makes actions more effective. Planning helps to focus attention on relevant problems, and encourages appropriate and efficient solutions. The planning sections of the policy cycle consist of the modules User needs, Leadership, Guidelines & Policy on Paper and Means & Personnel.

M1 User Needs
For many people the transport system can present a variety of barriers to access. For physically disabled people, solutions such as level access are well known examples, as are guidance paths for people who are blind or partially sighted. However, for some users, barriers are more complicated and may include barriers to accessing information, either in planning a trip or during the journey. To the transport engineer and the policy maker it is not always obvious how to address specific needs in relation to pre-trip and on-trip information, for example. It is essential that end users are constantly involved in developing measures and setting priorities on improving accessibility. Operators and policy makers should make arrangements to consult organizations of different user groups on a regular basis. They should test design of stations and stops and the lay-out of vehicles. As they get involved at an early stage, it is less likely that costly mistakes have to be repaired afterwards. An important source of information on user needs is analysis of traveller complaints: this is feedback free-of-charge. The easier it is for travellers to complain about problems that occur in using the transport system, the more indications are gathered for further improvements.

M2 Leadership
In the United Nations Convention on the Rights of People with Disabilities the States Parties have taken up the obligation (article 4b):

“To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices that constitute discrimination against persons with disabilities.”

This is a firm statement but not one that can be easily implemented. It requires a strong and long term commitment to make improvements and reconstruct the transport system according to the principles of universal design. To keep up such efforts, strong leadership is necessary to put and keep accessibility on the political agenda, and to ensure that sufficient budgets are made available. Without wide political support, improvements could easily come to a halt in the face of budget cuts and loss of priority.

M3 Guidelines & Policy on Paper
Guidelines encourage targets to be turned into actions, without the need for reinventing solutions or debate. Policy on paper makes objectives and resources explicit and transparent. They provide frameworks for monitoring and evaluation. However, written policies themselves are no guarantee of accessibility being achieved.

M4 Means and Personnel
Implementation needs resources: adequate budget and staff to implement actions. The governmental bodies responsible should make arrangements to provide budgets
for multiple year programming of projects for improvement. Operating staff should be well trained and know appropriate ways to provide assistance to travellers.

4.2 Implementation

It is important that planned measures are actually put into practice, so that tangible improvements to the accessibility of the public transport system can be seen.

M5 Vehicles & Environment

These are the most visible and physical aspects of accessibility. Vehicle design should match that of infrastructure, to provide level access. Similarly, it is not just bus stops that need to be accessible; the surrounding pedestrian environment can also be a severe barrier.

M6 Information & Ticketing

In order to use public transport, it is necessary to obtain information on bus routes, departure times, interchanges, and ticket availability. This aspect is very often overlooked when operators focus too much on physical access. Information should be easy-to-use and, when provided on the internet, specific arrangements must be made to make it properly available to people with reduced or no vision. Trip planning is very important for disabled people, because they need to be sure of actually being able to make a trip, before they set off on their journey. Ticket vending machines should meet standard requirements for accessibility.

M7 Training & Education

Staff training is essential for accessible transport. Of course, independent travel is the ultimate goal. But many travellers want to rely on staff who can be approached for assistance or information. Staff should be trained in how to behave appropriately in situations where assistance is asked for.

Ideally, the transport system should be intuitive and easy to use for travellers; but in practice this is not always the case. Operators should provide information and travel training, in order to make travelling by public transport as easy and as comfortable as possible, for all potential passengers.

M8 Seamless Travel

In contrast to travelling by private car, travel by public transport is rarely door to door. Travelling consists of a chain of very different activities: planning a trip, getting to a stop in time, buying a ticket, getting access to stations and vehicles, changing lines and so on. Every link in the chain may provide difficulties for older and disabled people. Accessibility requires that the whole of this chain is efficient and seamless, and intuitive for all travellers to use.

4.3 Evaluation

Accessibility has so many challenges that it may not be achieved in one project or programme at once. Progress should be monitored and effects evaluated. This stage provides the learning opportunities that take the system to the next level of development.
M9 Results
The indicators show what is important to be monitored, for example the number of travellers, customer satisfaction or the number and nature of complaints. Moreover, it is interesting to know if measures are actually put into effect, and what the outcomes of those actions are.

M10 Evaluation & Effects
Based on observed progress, the next steps in improving accessibility can be developed. This should be done on a regular basis, every few years. It leads to revised programmes and new priorities.
5 Levels of development

The concept of quality management regards excellence as the result of the long term struggle for improvement. In TQM, the central motivation for improvement is ‘meeting customer needs’: with regard to accessibility of public transport, this means delivering transport services that also meet the needs of older and disabled travellers.

In contrast to mainstream engineering tradition in transport planning, excellence with regard to customer needs can not be manufactured at once. It is not only a matter of ‘hardware’; it is a step-by-step process. To become an expert in mathematics, one must first master the basic calculations.

On the most basic level, a public transport service is a vehicle that takes passengers from an origin to a destination. In the early years, the technology of building vehicles was dominant in the design process, so buses were large vehicles on large wheels and a strong chassis, levelled just above the axis of the wheels. The passenger had to be rather agile to get into the bus; not very easy to use.

Nowadays, the design of public transport begins with the needs of travellers, and public transport providers strive to incorporate the needs of all passengers that can and want to travel independently. This is the principle of Universal Design. Table 1 illustrates the seven principles of universal design (Folette Story 2001).

<table>
<thead>
<tr>
<th>Principle</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Equitable use</td>
<td>Useable and marketable to people with diverse abilities</td>
</tr>
<tr>
<td>2. Flexibility in use</td>
<td>Accommodates a wide range of individual preferences and abilities</td>
</tr>
<tr>
<td>3. Simple and intuitive use</td>
<td>Easy to understand, regardless of experience, knowledge, language skills or current concentration level</td>
</tr>
<tr>
<td>4. Perceptible information</td>
<td>Communicates necessary information effectively regardless of ambient conditions or sensory abilities</td>
</tr>
<tr>
<td>5. Tolerance for error</td>
<td>Minimizes hazards and adverse consequences of accidental or unintended actions</td>
</tr>
<tr>
<td>6. Low physical effort</td>
<td>Can be used efficiently and comfortably with a minimum of fatigue</td>
</tr>
<tr>
<td>7. Size and space for approach and use</td>
<td>Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility.</td>
</tr>
</tbody>
</table>

Table 1 Principles of universal design

Where it is not possible to start from universal design principles (for example in the case of an old building that needs to be modified), barrier free design is a useful alternative. This means building in access features alongside the original inaccessible features. An example would be the installation of a ramp to provide
access to a building alongside a set of steps of stairs. This approach is less desirable
than universal design but in many areas, the old and inaccessible transport
infrastructure in Europe, may mean that this is a logical, workable and practical
solution.

Experience from EuroAccess\textsuperscript{13} indicates that among the criteria defined at the outset
for successful project approaches, it is evident that:

- There is partnership in the development and delivery of the scheme or service
  between the highway authority and transport provider;
- The scheme or service is not isolated but is part of a strategy to deliver
  accessibility;
- It is a model of integration and inclusion (i.e. that it allows disabled people to
  travel on equal terms with non-disabled people and with comfort, safety and
dignity).

So between older, poorly accessible vehicles, and the ideal world of universal design,
lies the path of transformation of the public transport system. From the perspective of
the customer, this is not just a matter of hardware engineering (vehicles and
infrastructure), but also of provision of information and service delivered by
personnel.

Improvement of quality goes through a number of stages. Mediate works with four
levels of development, from “basic” to “better”, encouraging a path towards
excellence. This chapter explains and illustrates these four levels by the principle of
their approaches to the issue of accessibility:

- level 1: the ad-hoc approach
- level 2: the isolated approach
- level 3: the systematic approach
- level 4: the integrated approach.

5.1 The inclusion paradox: excellence becoming invisible

Social inclusion is the key principle for improving accessibility of public transport.
Mediate is committed to the aspiration of older and disabled people to participate in
society on equal terms. This principle has been recognized by the United Nations
Convention on the Rights of People with Disabilities. At a basic level, efforts are often
made to adapt a system with special facilities to help disabled people to use the
transport network; even with special mobility services. One can easily investigate and
monitor these efforts and quantify the resources that are put into accessibility, but in
the long run, accessibility is expected to be included in the network itself, not as an
extra feature that has been added for a special interest group.

\textsuperscript{13} Ståhl & Westrand 2008
The inclusion of accessibility in mainstream thinking, policy making and actual implementation can be overlooked if measuring the improvement of accessibility is seen as a linear process. At starting levels (e.g. ad hoc, isolated), actions for improvement of accessibility are often specifically mentioned and realized with specific budgets. On the more advanced levels, though, accessibility is incorporated in regular policy and actions. If, for instance, the “amount of budget for accessibility measures” were to be considered as a linear indicator (more budget on accessibility means a higher score), good accessibility policy might become ‘invisible’ on level 4. This is due to the fact that as long as the budgets are earmarked, it is relatively easy to sum up those budgets related to accessibility. However, as soon as it is considered self-evident to implement measures that comply with the needs of high quality public transport (and thus with safety, accessibility, …), it is almost impossible to determine how much has been spent on accessibility. The integrated approach leads to the situation that accessibility needs are being met within an overall design specification. In the example of a new station, there is only the cost of the station as a whole, and no distinguishable cost for the accessible platform or the elevator. At level 4, the issue of an accessibility budget becomes more and more irrelevant as an indicator of good practice.

This phenomenon of the Inclusion Paradox has been taken into account in the design of the Self-Assessment Tool, but it remains an important issue to consider when evaluating accessibility.

5.2 Description of the levels

In this section the four levels of development are described in the context of how they relate to the challenges of accessibility. In general, the quality of the policy is higher when there is more coherent anticipation of the needs of travellers. According to the review undertaken in EuroAccess, what people want from an optimised public transport system can be defined as follows:

- A means of enabling people to get to their intended destination
- A barrier-free built environment and seamless travel concept
- Punctuality on public transport (with the necessary features to travel)
- Sustainable measures (i.e. measures that after a funding trial period can continue)
- Affordability (both from the point of view of the end user and the public or private organisations which are delivering them)
- Accurate, clear and concise information
- Universal design
- High operational standards, intermediate solutions between individual and mainstream transport options
- Appropriate, effective and accessible vehicle design
- High levels of perceived comfort and safety
- Trained personnel

At the lowest level, there is hardly any anticipation of users’ needs. The general attitude is to wait until a problem occurs and then respond to it, mainly by improvisation. At the highest level, the transport system has been designed with user
needs fully in mind. Table 2 shows the amount of anticipation with the increasing level of development.

Table 2 Quality levels for accessibility

<table>
<thead>
<tr>
<th>Level</th>
<th>Ad hoc</th>
<th>Isolated</th>
<th>System-oriented</th>
<th>Integrated</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scope</td>
<td>Ex post</td>
<td>Short term</td>
<td>Medium term</td>
<td>Long term</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(1-2 years)</td>
<td>(5-10 years)</td>
<td>(10-20 years)</td>
</tr>
<tr>
<td>Focus</td>
<td>Problem solving</td>
<td>Project realisation</td>
<td>Comply with higher policy</td>
<td>Integral policymaking</td>
</tr>
<tr>
<td>Approach</td>
<td>Individual projects</td>
<td>Disability domain</td>
<td>Mobility domain</td>
<td>Complete (local) policy domain</td>
</tr>
<tr>
<td>Structure</td>
<td>Informal</td>
<td>Vaguely structured</td>
<td>Well structured</td>
<td>Well structured</td>
</tr>
<tr>
<td>Communication</td>
<td>Informal</td>
<td>Own organisation</td>
<td>Different organisations</td>
<td>Different organisations</td>
</tr>
<tr>
<td>Data use</td>
<td>- -</td>
<td>-</td>
<td>+</td>
<td>+ +</td>
</tr>
</tbody>
</table>

adjusted version based on Tormans et al. 2009

In fact, the more developed a system is, the better in terms of delivering accessibility. In a system developed from scratch it is undoubtedly much easier to deliver accessibility, because there is the opportunity to work with adequate design specifications. Improving an existing network is much harder because retrofitting is often complicated and costly. This situation is one of the most important to consider when developing a self assessment of an old city (i.e. with an old public transport system), or of a city that is developing, or about to develop, a more efficient public transport system.

Level 1: Ad hoc-oriented

_Fire brigade principle: We get active if it’s burning - as long as necessary, and only where necessary._

At this level there is some form of policy on accessible public transport, but it is minimal. It is mainly limited to reacting to incidents and problem solving. Due to a narrow understanding of passenger needs – especially those of passengers with special mobility needs – measures are focused on special aids to overcome particular barriers in the transport system. Getting access to vehicles is the main goal of actions. There is a minimum or low level of quality for the accessibility policy, which is characterised by:

- low and irregular budget allocations;
- little (if any) political commitment
- few officials (if any), low skills, no competence or commitment;
- limited communication;
low involvement of special user groups;
measures consist mainly of special aids for users with special needs;
achieved quality is rather incidental and largely depends on individual efforts.

If no single characteristics of level one are achieved, then there is no quality level whatsoever.

In summary: **ad hoc level** means that there is some evidence of ad hoc measures or activities promoting accessibility, targeted at solving immediate situations or immediate claims from end users, but not an overall vision or long term plan for accessibility policy. There might be evidence of sporadic involvement of user groups, to act upon a specific problem. Budget is also attributed on an irregular basis, corresponding mainly to those problem solving approaches.

**Level 2: Isolated approach**

*Robinson Crusoe principle: We do our job as well as we can (but without reference to what others are doing).*

This level can be considered as a step forward along the development chain. Within the Isolated approach some general principles on accessibility policy can be seen, but it is neither embedded in the overall transport policy nor coordinated with other policymaking instruments, meaning that this policy is isolated from other policy fields such as mobility, spatial planning and environment. At this level of development some limited focus on special mobility services, aids and facilities can be identified from the outset; however, these are not coordinated with other initiatives.

There is some budget allocation from the beginning, but the total amount of finance is rather low and is restricted to some specific projects (earmarked concept). The end users can participate in the process of finding solutions to remove barriers, but are not involved in making decisions, and are not part of an integrated and continuous approach. Good infrastructure is the main concern of the policy, although some supplementary activities are undertaken. The accessibility policy is characterised by:

- user groups being consulted at the stage of presenting finished proposals;
- some decisions on general principles that involve end-users, but few that are of a binding or compulsory character;
- a focus on special aids and facilities for special user groups, and an increase in the use of special mobility services;
- a lack of coordination with other policy fields; other departments may make decisions which are counter-productive;
- special mobility services being set up for travellers with special mobility needs;
- special budgets being earmarked for the purpose of improving accessibility.
In summary: in the **isolated approach**, the needs and priorities of target groups are identified, enabling a common vision and evidence of planning; however, the emphasis is placed on individual projects, rather than on an integrated approach. Different relevant actors present already have some experience of reaching a point of understanding (i.e. regular exchange of opinions, experiences, and expectations), and agreements for short term commitments. Medium- and long-term planning activities are conditioned by the absence of a guarantee of continuous funding support, which means that measures are rarely self sustaining.

**Level 3: System-orientated**

*We are pulling together: We strive to optimise the transport system and co-operate with several partners to improve accessibility.*

Accessibility is regarded as the result of many (vulnerable) chain links in the transport system. Demands for accessibility are affecting more and more aspects of transport policy. Because accessibility is becoming an accepted, mainstream requirement for public transport, complaints about situations that do not meet growing expectations are increasing in number. It is becoming a political issue. There is also political support from various responsible politicians. Funding is being increased and ambitious programmes of improvement are being set up.

The policy is characterised by:

- a tendency for long-term planning, but efforts are still project-oriented;
- user needs being systematically taken into account at ever earlier stages of planning;
- an increase in funding, but still with earmarking of budgets;
- introduction of inclusive measures: easy-to-use for everyone;
- growing numbers of complaints on accessibility problems;
- promotion of examples of accessible transport solutions;
- joint projects being put in place, which creates formal partnerships between different actors (e.g. urban planners, transport planners, operators, user groups).

In summary: reaching a **system oriented approach** means that accessibility issues are usually integrated into the relevant mobility and accessibility policies, and the existence of a political commitment is clearly visible. Systematic analysis and regular monitoring and evaluation of actions are undertaken. Budget is evidently allocated for targeted activities and with a guarantee of continuity (measures are self sustained), enabling medium- and long-term planning. User groups are deeply involved in steering groups (partnership approach) which are active in the formulation of mobility policies.
Level 4: Integrated approach

Winning team: Accessibility policy is a permanent and integrated task. We are continuously improving and we cooperate with strategic partners.

Policy on accessible public transport is regarded as a continuous task, with strong relationships with other policy fields (i.e. environment, health, employment, social participation etc.). Accessibility is included in the general design specification of the transport system; there are no longer costly repairs to carry out as a result of bad design. ‘Easy-to-use for everyone’ is the driving motivation, and accessibility benefits all travellers (e.g. level access into vehicles). Measures to encourage the use of public transport are complemented by attempts to curb use of costly special mobility services.

Quality indicators are recognised as policy instruments. Accessible transport policy is driven strongly by the politicians, and is expressed by good leadership, regular and sufficient allocations of personnel and resources, and comprehensive expertise within the local or regional authority.

Systematic networking and strategic partnerships characterise policy at this level. These help to produce synergy through the exchange of ideas, knowledge and experiences with external partners, both horizontally (i.e. with other cities, public bodies, public private partnerships), and vertically (i.e. with higher authorities).

The policy is characterised by:

- the availability of high-quality data and a deep knowledge of user needs;
- high-quality measures based on agreed quality standards and inclusive design specifications for each type of measure;
- thinking in networks covering the whole urban/regional area;
- systematic evaluation and monitoring of strategies, programmes and projects;
- decline in the use of special mobility services;
- decline in the number of complaints on accessibility problems
- a substantial and regular budget, but no longer with earmarking;
- a cross-sectoral approach;
- systematic networking and strategic partnerships;
- coordinated actions with transport operators and local authorities.

In summary: at an integrated approach level, accessibility is fully integrated in policy making – from operational, through to to strategic, decision making processes. There is no need for earmarked budgets, as it is already a part of the process (the so-called inclusion paradox) with regular and substantial amounts of finance. As accessibility is totally incorporated in the transport and mobility actions, the use of special services for user groups tends to decrease. The way of working is oriented towards the future and innovative actions (continuous improvement). Synergies and prospective impacts are regularly assessed and re-alignment of the system can be easily achieved, as all stakeholders share a common vision.
5.3 How to reach a higher level of development

The concept behind the establishment of accessibility levels of development, as referred to elsewhere in this report, corresponds to a ladder of continuous improvement towards a more accessible transport system. Improvement is achieved by climbing up the development steps.

A key factor in advancing through the levels is monitoring and evaluation. Evaluation as the third part of the policy cycle enables the authority and the operator to learn lessons at each level. When applying them in the next cycle of planning, a higher level of development can be established. In other words: an integrated approach is not achieved from one day to the other but requires a step by step improvement (Figure 5).

Figure 5: Schematic approach for continuous improvement

The Self-Assessment Tool investigates the level of development for each module separately. There will be no overall score for the transport network as a whole. Mediate is not a pan-European “beauty contest” for cities on accessibility. The focus is on measures for improvement, and reporting the results per module is the best way of focusing attention where it needs to be focused.
6 The evaluation process

The Self Assessment Tool is meant to help local stakeholders to evaluate the actual state of accessibility themselves. By involving local stakeholders in the assessment and the improvement plan, it is more likely that improvements will be put on the agenda and really be implemented. Moreover, there is a greater probability that the proposed changes are regarded as important and appreciated by the end users. This involvement of stakeholders is a crucial aspect of TQM, in contrast with regular auditing. Figure 6 gives an overview of the evaluation process.

Figure 6: The Evaluation Process

The process can be divided into three phases: Initiative, the Self-Assessment process and the Follow up. In the following sections, each phase will be described in more detail.

6.1 Phase 1 – initiative

Who takes the initiative?

One of the key elements of the Self-Assessment process is the fact that all relevant parties play a role in judging the current situation and defining measures for the future. The initiative for Self-Assessment can therefore be taken by each of the
parties involved in the accessibility of public transport: end-user organizations, politicians, officials working at a government level, operators and the public transport authority. The way in which the process is organized, however, remains more or less the same, and in all cases it should lead to action plans for improving the accessibility of public transport.

**Definition of the area of the assessment**

In paragraph 6.2, there is a more detailed description of the members of the evaluation group, but the composition of this group depends very much on the definition of the area that will be assessed. This is not an easy choice at all and it is impossible to give a definitive answer, because there are so many different players involved in the actual accessibility of public transport, with different responsibilities, in different situations. The dimensions of complexity are:

- number of transport authorities,
- number of transport modes,
- number of operating companies,
- number of authorities involved in road management.

In general, the larger the area, the more partners can be involved in the Self-Assessment process. In many cases, public transport services are run through different municipalities, each with its own aldermen/councillors and officials responsible for public transport. On the other hand, it is not uncommon for several operators to be involved within one municipality, which means there are many players from the side of the operator. If the area to be assessed is large, e.g. several municipalities or a very big city, it will be difficult for the different members of the evaluation group to give a truthful opinion about, for example, the accessibility of the built environment or ticketing systems at different stations. In this case, people with knowledge of the different regions could be involved to judge the local situation or the assessment of those subjects has to be done at a more general level. In general, we can say that as the area of assessment becomes larger, the number of parties involved increases, or the detail of the assessment decreases.

For reasons of efficiency and effectiveness, the evaluation group should not be too big, preferably having fewer than 10 members. However, the choice of whom to involve depends of different parameters and the aim of the assessment.

In Figure 7 there is an example of a fictitious situation in which there is a municipality with main city A and two towns B and C and town D in another municipality. There are two transport modes: tram and bus. In this case, we show 4 options of involvement in the assessment process (thick line or dark shaded urban area), but there are more options possible, depending on results from earlier evaluations and the goals of the assessment. From left to the right, in this figure, the number of operators involved increases, and from the top to the bottom the geographical area increases in complexity, leading to more road authorities being involved.
Since the original purpose of public transport was to provide a means for people to travel to their place of work each day, the **daily urban area**, (i.e. the zone within which most people commute), is a good starting point for the definition of the area of assessment. If we take this starting point, the next step is to decide how many operators, and which boroughs with their stakeholders, have to be involved in the evaluation process.

A first possible option is that all cities and towns within the municipality will be taken into account, but the assessment will only focus on the bus services. (The is illustrated as the first scenarion in Figure 7). A reason for this choice in this scenario can be the fact that the buses are the responsibility of the municipality and they want
to look at the whole network within their municipality. In this case we would have one operator and one municipality in the evaluation group, and users that have knowledge of the bus system. Interchange with the tram system, if there is one, has to be taken into account, but facilities on the tramlines will be out of scope.

In a second option, the area of assessment is restricted to the main city (city A) and the public transport services within that area. This means the list of stakeholders to be involved will broadly consist of one municipality and two operators, (one for the bus and one for the tram), and users who are acquainted with both public transport systems in the main city of the municipality.

The third option starts from the point of view of the operator, in this case the tram line operator, and takes those urban areas into account that are connected with the line. In this case, it means that city D also will be part of the assessment and that we have to deal with two municipalities, each with their responsible politicians and officials. The users should have experience of travel on the tram line in the area of assessment.

The fourth option takes all public transport within the daily urban area of city A into account. This is the most complex scenario, as we have two operators and two municipalities. The members of the evaluation groups should have enough knowledge of travel in this region.

If only a part of the public transport system is covered by the assessment, the connection with other public transport modes is an additional consideration. Similarly, if the number of boroughs involved is limited, cooperation with neighbouring governments in the field of infrastructure should be considered.

**Assessment of a very large geographical area**

The options mentioned above are all still relatively small in scale, as they start from the daily urban area, so all parties are more or less acquainted with the geographical area. If the starting point is that of a transport authority or operator with a large working area it will not be possible to assess the implementation-related modules (Vehicles & Build environment, Information & Ticketing, Training & Education, Seamless Travel) in detail. The people responsible for local implementation (e.g. local governments or public transport companies) cannot all be involved in the assessment meetings, because of the preferred maximum size of the evaluation group of about 10 people. Furthermore, from the point of view of the traveller, it will be unlikely that the end-user representative has enough in-depth knowledge of the different stops, stations, vehicles and information services to be able to give a detailed judgement. In such cases, there will be a greater emphasis on those issues the transport authority or operator is responsible for (planning-related and evaluation-related modules), whereas those elements where several parties are involved (e.g. the implementation-related modules and local policy) will be assessed on a more general level.

**Formal Agreement**

It is always good to have a formal agreement about participating in the Self-Assessment process. If possible, this agreement should be signed by the responsible persons of the different parties involved. In cases where some parties are not very eager to participate or to contribute with information, such an agreement can be
useful to show that the assessment is considered to be important and that it has been agreed on at a high level.

6.2 Phase 1 – Evaluation group

The evaluation group consists of a moderator and local stakeholders who are involved in public transport from one perspective or another: users, political executives, city officials and the transport operating company (Table 3). All members of the evaluation group represent a certain viewpoint, which means that they sometimes have to step beyond their own personal experience. The following table shows a typical composition of an evaluation group in a fairly simple situation.

<table>
<thead>
<tr>
<th>Role</th>
<th>Specification</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Moderator</td>
<td>Moderator&lt;br&gt;Assistant for notes and observations</td>
<td>2</td>
</tr>
<tr>
<td>Users</td>
<td>User organizations representing: &lt;br&gt;• older people&lt;br&gt;• disabled people&lt;br&gt;• general public transport users</td>
<td>3 members</td>
</tr>
<tr>
<td>Politicians</td>
<td>Responsible for:&lt;br&gt;• design of public space&lt;br&gt;• public transport&lt;br&gt;• services for disabled and older people</td>
<td>3 members</td>
</tr>
<tr>
<td>Transport authority</td>
<td>Responsible for public transport policy and tenders</td>
<td>1 member</td>
</tr>
<tr>
<td>Operators</td>
<td>Responsible for delivering services&lt;br&gt;• 1 responsible per transport mode</td>
<td>1-3 members</td>
</tr>
</tbody>
</table>

Table 3 Overview of the composition of an evaluation group

Participants in the evaluation process should be involved in public transport and should have a reasonable knowledge of the local situation. The maximum number of members of the evaluation group is about 10, depending on the size and complexity of the area being assessed. The detail of how to organize the evaluation group will vary according to local circumstances. At the end of this section, we discuss the possibility of organizing assessment-rounds for one specific group of members.

During the assessment, members of the evaluation group will express different and sometimes conflicting opinions on accessibility issues. It is an important element of self-assessment that stakeholders get to know one another’s perspectives. Consensus is not absolutely necessary, but will be helpful in focusing on the right priorities.

The Moderator

The moderator guides the participants through the evaluation process, and should be independent, which means that the moderator is not playing a role in the process. As well as quality management, the moderator should have sufficient expertise in public transport policy, with a focus on accessibility issues. The main focus of the moderator is to get the process started, to collect relevant information and to make sure that the right questions are being answered. It is convenient to have someone assisting the moderator.

The moderator assists the ‘initiator’ (operator, city council, etc) to set up the evaluation group. The moderator should have experience in leading group sessions.
and facilitating discussions towards consensus forming, and should make sure that every participant plays an active role in the meetings.

The moderator should be alert to opinions that are contrary to the facts, and should ensure that discrepancies are discussed and clarified. If the evaluation group is not able to suggest, say, a new accessibility measure, then the moderator should suggest actions based on the results of the assessment and experiences in other cities.

**Users**
The users involved in the assessment process should represent a wide variety of people, with different sorts of mobility impairment, such as wheelchairs users, blind and partially sighted people, people who are deaf or hard of hearing, older people and young people. It will not be possible to directly represent all target groups and it is therefore very important to stress that the members of the evaluation group represent all users, including those that hardly ever travel by public transport, and very active users.

User representatives can be recruited in different ways; for example, through established channels if there is already a regular cooperation, through advertisements or with the help of organizations representing the interests of disabled people. It is recommended not to have more than three or four different members in the evaluation group representing user groups. The members recruited should have enough experience with the public transport system in the assessment area, but they should also be aware of the problems other users might face with use of the public transport system.

**Politicians**
Political executives such as the mayor or aldermen / councillors play an important role in agenda setting and mobilising staff and budgets. The politicians involved in the assessment process should have an interest in accessible travel by public transport, but in most cases politicians have a collective responsibility for the various elements that determine the accessibility of public transport. It is therefore important to judge carefully which politicians should be members of the assessment group. Apart from those responsible for the development of public transport and public spaces, it might be useful to invite a politician responsible for inclusive policy or the needs of older and disabled people.

**Officials**
Policy workers at the city hall divide the overall strategy into multiple year programmes and projects. They manage and allocate budgets and make proposals for priorities. Officials engaged in this exercise should be aware of practical aspects, but also be empowered to take decisions. Ideally, officials directly involved in public transport, public space and the needs of older and disabled people should be invited to join the evaluation group.

**Authority**
The public transport authority might be an independent body responsible for the public transport policy in a certain region, and for organising tenders to select operators. It can also be the same government that is responsible for public transport
policy and the operation of public transport. Depending on the situation, it is advisable to invite someone from the body that is responsible for setting the policy goals.

**Operators**
The size and responsibilities of the operators vary from country to country and from city to city, and the area to be assessed also differs from case to case. It is therefore not easy to provide a blueprint for representation from the operator’s point of view.

The transport company is responsible for daily operations, drivers and service personnel (back office and front office). From each area of responsibility, one member can join the evaluation process, it being desirable that they have enough experience of daily operational aspects, and at the same time have enough decision making power to be able to commit to the process. Depending on the responsibilities of the operator, other people could be invited for the assessment. Where several operators participate in the assessment process, it is advisable that not more than one person per operator participates in the evaluation sessions.

**Preparatory meetings per category of participant**
It is possible to organise preparatory meetings in which different people belonging to the same partner in the evaluation group fill in the questionnaire and formulate one opinion that will be taken into account in the main assessment meetings. This is appropriate in situations with many stakeholders because of the size or complexity of the assessment area, (i.e. many different operators or governments playing a role within the area of assessment). Below are two examples, but of course there are many possibilities:

- The operator is responsible for a very large area which is subdivided into several regions: the regions fill in the forms and formulate for each topic an opinion the others can agree with. One person will represent the others in the evaluation group and, if necessary, explain about discussions when coming to the agreed evaluation.
- Within the area of assessment there are different governments involved. The first option could be to invite one representative from each government. In an internal session they have to formulate their opinion per government. The other option could be to organize sessions per theme, e.g. design of public space, public transport policy, and inclusive policy. Per theme sub-sessions could be organised with one representative per theme taking part in the main assessment meetings.

**6.3 Phase 2 – the Self-Assessment**
Evaluating the accessibility of public transport is an ongoing process, with fact finding and Self-Assessment taking place at key stages. Figure 8 gives an overview of a typical assessment process. The process can be adapted according to the size and complexity of a specific situation, (by adding more meetings or by grouping some tasks, for example).
Kick-off meeting

In most cases there will be a kick-off meeting to explain the idea of Self-Assessment of public transport and to organize the process. The moderator explains the nature of quality management and the objectives of the Self-Assessment Tool. It is preferable to have as many participants as possible, so that there will be a common understanding of the goal of the process and the way in which the self assessment is organized (modules, levels of development, etc).

Fact finding

“Fact finding” is the main responsibility of the public transport authority and is mainly meant as background information for the moderator for preparation for meetings, and, during the meetings themselves, as a resource for checking the opinions of the stakeholders when they evaluate the quality of transport and policy. It is, for example, possible that the opinion of different members of the evaluation group is that there are no low floor buses, whilst the facts show that a substantial part of the fleet is equipped with them. If something like this happens, it is crucial to find out where this difference in opinion comes from, and to come up with a judgement that the majority agrees with.

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14 This is the case when the city is responsible for public transport. In some cases this might also be a regional authority or the transport operator. In the text we will only use the term city authority.
The indicators developed in work package 2 provide the framework for this exercise. Following these indicators, the moderator and the city administration gather the available information on accessibility. The list of indicators makes it clear that accessibility has many aspects, and it is not likely that a city has all the information and data available - but the amount of information available is also an indication of how well developed the policy is. The list of key indicators can be found in Appendix 1.

**The self assessment meetings**

There are two Self-Assessment meetings with the whole evaluation group. The first meeting has the objective of clarifying differences and building consensus on the quality level. Different stakeholders are likely to have different opinions, and these issues will be addressed at the first meeting. The moderator presents the results of the individual assessments per module, and discusses the differences with the participants. The objective of this discussion is to clarify opinions, for which the moderator also uses the background information and confronts opinions with the results of the fact finding. The result of this meeting is consensus on the quality level on each policy module.

The purpose of Mediate is not to collect scientific statistics based on huge numbers of European cities on accessibility, but to help cities actually make improvements. Therefore the first meeting is followed by a second meeting, where the evaluating group draws up an accessibility quality plan. The plan consists of actions that are appropriate for the level of development that has been identified. It is expected that most attention will be focused on those modules that have the lowest quality rating.
Individual assessment
During the Self-Assessment the members of the evaluation group will fill out the Self-Assessment form. Detailed forms for each module are presented in appendix 2. Figure 9 illustrates the structure of the form. Forms have to be translated into the native language of the city assessed.

![Diagram and Table](image)

Figure 9: Example of a Summarized Evaluation Form

The form is organized according to the ten policy modules described in chapter 4, and each module is subdivided into topics related to the accessibility of public transport and the policy process. The members of the evaluation group are asked to define, for each topic, the level of development, as described in chapter 5: the ad-hoc approach (level 1), the isolated approach (level 2), the systematic approach (level 3) and the integrated approach (level 4). For each topic, practical descriptions of typical examples in other cities are provided for each level of development. The definition of the level of development can be done by ticking one or more characteristics that fit the actual local situation of the assessment area.

Each row represents a possible characterization of the city according to the aspect in question. The first column on the left shows the corresponding quality level. On the right, a column for each member shows the stated opinions. This process seeks
clarification: one member might suggest level 2, whilst another might think the policy is doing much better: level 4. The moderator verifies the individual assessments and discusses any issues that are not very clear. The scores are summarized by the moderator and presented at the first assessment meeting.

Analysis and scoring

After the first meeting of the evaluation groups, the scores of all modules can be presented. An appropriate presentation can be given with the so called radar plot, or spider’s web chart (Figure 10). The radii of the web represent the scores of the modules: the higher the score on a module, the further away from the centre the scoring point. All points can be connected to make up a visual presentation of aspects of accessibility that are well developed and poorly developed. Below, an example of a possible outcome of the score is presented.

![Figure 10: Hypothetical example of scoring plot of Quality Assessment](image)

In this example, the best score is on the Planning-module Policy on Paper (level 4), while the poorest scores are in the Implementation Modules Staff Training (1), Seamless Travel (2), User Needs (2) and Vehicles & Infrastructure (2). This hypothetical example can be described as a city strong on planning but weak on implementation. That is where the analysis stops. An overall score for the accessibility in the city will not be calculated. The purpose of the assessment is to describe accessibility in its various aspects, and to develop a plan for improvement of the system.

Action plan

The analysis and scores for the different modules give indications of where to find the best opportunities for improvements. During the second meeting, suggestions are put forward to make improvements on the weakest modules. The result of the second
meeting is an outline for an improvement programme. In the Assessment Report, the moderator will give recommendations for where future efforts should be focused. The assessment report is presented to the city authority. Responsible parties will be identified (e.g. the city authority, street managers, transport operators), objectives, milestones and targets will be formulated, and an indication will be given for the required budget.

6.4 Phase 3 – Follow up

After the Self-Assessment process, the results from the Assessment Report and Quality Plan have to be translated into policy for the different organizations that have been represented. Local governments, public transport authorities and operators should translate the outcomes into short and long term policy goals, and also estimate budgets and identify the people who will be responsible. For user organizations, the situation is slightly different, in as much as they might have been involved as a formal partner in the development and assessment of public transport policy, meaning that they can use the Assessment Report and the Quality Plan to set goals for advising the different authorities responsible for public transport.

6.5 Learning from validation sites

The Self-Assessment Tool has been tested at two sites: the Flanders region / De Lijn and the city of Lisbon. The full report on the validation is available as deliverable 4.2. A few remarks on the methodology are being made here.

Prepare to commit stakeholders
It takes a lot of time to identify, address and invite stakeholders to participate in the Self-Assessment process. It might not be evident which organisation to address and which persons to contact. In many cases, organisations may need time to consider the invitation and to appoint the appropriate representative.

Adaptability of the process
Both De Lijn and Lisbon have adapted the original steps in the process, and for good reasons. De Lijn held a preparatory consensus meeting, to coordinate the input from different departments within the organisation. Lisbon wanted to involve a large number of citizens in the process, and so organised an extra meeting with parallel sessions in numerous small groups. In both cases, the adaptation turned out to be useful in adapting the evaluation process to the local situation.

Provide full introduction
Many participants have encountered difficulties in filling out the forms or preparing for the meetings. Misunderstandings have occurred in relation to the status of the forms (not being an ordinary survey) and the discussions during meetings (not being official forums). Although these issues have been properly addressed during the meetings that have been held, the process would be improved if steps are taken to ensure that there is a thorough introduction to Total Quality Management, and there is a detailed explanation of the status of the forms and the meetings.

Self-Assessment in not a “Do-It-Yourself” tool
The term “Self-Assessment” might suggest that the tool can be used as a ‘stand-alone’ application without support or guidance. It is essential that the stakeholders
evaluate the system *themselves* and discuss their differences of opinion. This is in contrast with an audit, where judgments are made by an independent, external auditor. Mediate strongly recommends that local stakeholders appoint an experienced moderator to support them and guide them through the assessment process. The moderator will not make any final judgements - that is what the stakeholders do themselves, collectively and within the bounds of a well structured process.
7 References


## Appendix 1 – Key indicators

For more information: see Deliverable 2.2: Indicators describing the accessibility of urban public transport.

<table>
<thead>
<tr>
<th>No</th>
<th>Key indicator</th>
<th>Measure / scale (most positive alternative first)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>Policy indicators</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Policy and investment</td>
<td></td>
</tr>
<tr>
<td>A1</td>
<td><strong>Accessibility plan</strong>: Current plan at urban level.</td>
<td>Yes / no</td>
</tr>
<tr>
<td>A2</td>
<td><strong>End-user involvement</strong> (of older and disabled people) in planning, implementation, monitoring and evaluation.</td>
<td>Qualitative description</td>
</tr>
<tr>
<td>A3</td>
<td><strong>Integrated accessibility policy</strong></td>
<td>Qualitative description</td>
</tr>
<tr>
<td></td>
<td><strong>Service operations and standards</strong></td>
<td></td>
</tr>
<tr>
<td>B1</td>
<td><strong>Meeting user needs</strong> (staff, personal security measures, complaint procedures, and feedback)</td>
<td>Qualitative description</td>
</tr>
<tr>
<td>B2</td>
<td><strong>Accessibility maintenance</strong>: Plan, routines, and monitoring.</td>
<td>Qualitative description</td>
</tr>
<tr>
<td>B3</td>
<td><strong>Fare policies &amp; alternative services</strong></td>
<td>Qualitative description</td>
</tr>
<tr>
<td></td>
<td><strong>Performance indicators</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Information and ticketing systems</strong></td>
<td></td>
</tr>
<tr>
<td>C1</td>
<td><strong>Accessible information</strong></td>
<td>Policy approach: Integrated / system-oriented / isolated / ad hoc / none</td>
</tr>
<tr>
<td>C2</td>
<td><strong>Accessible ticketing</strong> (buying &amp; validating)</td>
<td>Policy approach: Integrated / system-oriented / isolated / ad hoc / none</td>
</tr>
<tr>
<td></td>
<td><strong>Vehicles and built environment</strong></td>
<td></td>
</tr>
<tr>
<td>D1</td>
<td><strong>Accessible vehicles and built environment</strong> (pedestrian environment, stops and stations, platforms and vehicles)</td>
<td>Policy approach: Integrated / system-oriented / isolated / ad hoc / none</td>
</tr>
<tr>
<td></td>
<td><strong>Seamless travel</strong> (modal interoperability)</td>
<td>Policy approach: Integrated / system-oriented / isolated / ad hoc / none</td>
</tr>
</tbody>
</table>
Appendix 2 – Levels of Development for each Module

The form (figure 12) is organized according to the ten policy modules as described in chapter 4.

<table>
<thead>
<tr>
<th>Module</th>
<th>Guidelines &amp; Policy on Paper</th>
</tr>
</thead>
<tbody>
<tr>
<td>Topic</td>
<td>What is the role of national guidelines and directives towards the local accessibility policy?</td>
</tr>
<tr>
<td>1</td>
<td>National guidelines and directives on accessibility are only adopted if they are compelling in nature. When adopted, they are implemented with no adaption to the local situation.</td>
</tr>
<tr>
<td>2</td>
<td>Local accessibility strategy is founded on national guidelines and directives. The impact of guidelines and directives on accessibility for the local situation receives specific attention. Where necessary, they implemented with adaptation to fit the local situation.</td>
</tr>
<tr>
<td>3</td>
<td>Guidelines and directives are always adopted and implemented carefully to fit the local situation. In many cases, the local implementation exceeds the minimum requirements of the guidelines.</td>
</tr>
<tr>
<td>4</td>
<td>Guidelines and directives are always adopted and local policy targets often exceed them.</td>
</tr>
</tbody>
</table>

Level of development according to own judgement:

Comments:

Possible actions for improvement

Each module is subdivided into topics related to the accessibility of public transport and the policy process. The members of the evaluation group are asked to define for each topic the level of development as described in chapter 5: the ad-hoc approach (level 1), the isolated approach (level 2), the systematic approach (level 3) and the integrated approach (level 4). For each topic, practical descriptions of typical examples in other cities are organized according to level of development. The level of development can be defined by ticking one or more characteristics that fit the actual local situation of the assessment area. The first column on the left shows the corresponding quality level. On the right side, a column for each member shows stated opinions.
# Module 1 User Groups

**Topic 1** How does the transport authority find out what the needs are of older and disables people?

1. User groups are not consulted. They have to express their needs whenever they want a problem to be solved.
   - User groups only get involved if they put enough pressure on politicians / officials.

2. User groups that want to participate are welcome to give advice on accessibility issues.
   - Occasionally, user groups are consulted on specific public transport issues.

3. The authority invites all relevant user groups to participate in an advisory body on public transport issues.
   - The advisory body is consulted on all finalized projects and policy proposals. Occasionally, user groups are consulted on implementation and evaluation issues.

4. The advisory body on public transport issues is consulted on all transport related accessibility issues, i.e. public space and equality issues.
   - User groups are being consulted in all stages, not only on planning but also on implementation, monitoring and evaluation. In planning, consultation focuses on project specifications before new projects are being developed. User groups are invited to participate in pretesting of new vehicles, infrastructure design and equipment.
### Module 1 User Groups

#### Topic 2 How is the authority informed on general customer satisfaction in public transport?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Only if a series of repeated complaints have been made on a certain issue, customer (dis-)satisfaction is being investigated.</td>
</tr>
</tbody>
</table>
| 2 | A customer panel is occasionally consulted on customer satisfaction regarding specific accessibility issues.  
    Occasionally surveys are conducted to report on customer satisfaction regarding specific accessibility issues.  
    Occasionally ‘mystery guest’ report on the quality of specific accessibility issues. |
| 3 | A customer panel is consulted periodically on all aspects of public transport.  
    Occasionally a survey is conducted on customer satisfaction on all aspects of public transport.  
    Occasionally ‘mystery guest’ report on the quality of specific issues. |
| 4 | Results of the customer panel are reported and compared with results of previous years.  
    Every year a survey is conducted on customer satisfaction. The survey reports on all aspects of public transport and compares results with previous years.  
    Every year ‘mystery guests’ report on the quality of public transport and service delivered. Results are compared with previous years. |
## Module 1 User Groups

### Topic 3 In what way can travellers make complaints about public transport service?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong></td>
<td>Complaints can only be made in person at the ticket and information counters or in writing.</td>
</tr>
<tr>
<td></td>
<td>It can take ages before a complaint is properly answered.</td>
</tr>
<tr>
<td></td>
<td>The number of complaints on accessibility is low for disabled people hardly ever travel by public transport.</td>
</tr>
<tr>
<td><strong>2</strong></td>
<td>Complaints can be made in several ways. All complaints are recorded by a special complaints unit.</td>
</tr>
<tr>
<td></td>
<td>Most complaints will be answered within a reasonable period of time.</td>
</tr>
<tr>
<td></td>
<td>The number of complaints are rising. Some disabled people travel by public transport and sometimes make complaints on the frequent problems they encounter.</td>
</tr>
<tr>
<td><strong>3</strong></td>
<td>A well equipped customer care unit processes all complaints. Periodical reports are made with classifications and numbers of complaints.</td>
</tr>
<tr>
<td></td>
<td>If a complaint will take long before it can be answered, the customer is informed about the reasons.</td>
</tr>
<tr>
<td></td>
<td>The number of complaints is high due to higher expectations of disabled travellers and less hesitations to make complaints.</td>
</tr>
<tr>
<td><strong>4</strong></td>
<td>The customer care unit analyses the developments in numbers and nature of complaints and makes recommendations for improvement.</td>
</tr>
<tr>
<td></td>
<td>A complaint must be answered within a certain period of time. If necessary, the customer is asked to specify the complaint to ensure that it has been well understood.</td>
</tr>
<tr>
<td></td>
<td>The number of complaints on accessibility issues has decreased and stabilised, due to high standards of service.</td>
</tr>
</tbody>
</table>
### Module 2  Leadership

<table>
<thead>
<tr>
<th>Topic 5</th>
<th>What is the general attitude of key individuals toward accessibility issues?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Accessibility is only supported when it helps solving other problems.</td>
</tr>
<tr>
<td></td>
<td>Accessibility is regarded as an individual issue for disabled persons. Public transport can not meet specific needs.</td>
</tr>
<tr>
<td>2</td>
<td>Key individuals support accessibility as long as no other interests are at stake. Accessibility is weighted against other interests and is mostly of secondary importance.</td>
</tr>
<tr>
<td></td>
<td>Accessibility cannot (yet) be delivered in all transport systems. To meet their specific needs, disabled people should be given access to special mobility services.</td>
</tr>
<tr>
<td>3</td>
<td>Key individuals are alert on accessibility issues. Extra budgets may be made available when accessibility is a problem. When weighted against other interests, accessibility is mostly of primary importance.</td>
</tr>
<tr>
<td></td>
<td>Accessibility is a quality aspect of the transport system that eventually should be delivered throughout the whole travel chain.</td>
</tr>
<tr>
<td>4</td>
<td>Key individuals regard accessibility as a basic requirement for public transport. Project or policy proposals only get their support if accessibility is guaranteed.</td>
</tr>
<tr>
<td></td>
<td>Accessibility is regarded as an equality right for disabled people and it is a basic requirement of public transport that should be met at all times.</td>
</tr>
</tbody>
</table>
### Module 3 Guidelines & Policy on Paper

#### Topic 6 What is the status of accessibility issues within public transports policy?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
</table>
| 1 | Accessibility is an operational topic within public transport. Problems will be addressed as they occur.  
   | Accessibility is secondary to capacity and performance of public transport  
   | The policy documents are no more than a mere adaption of policy requirements from higher authorities (e.g. a national accessibility strategy, European vehicle standards). |
| 2 | Accessibility is a specific topic within public transport policy. The policy focuses on physical access to vehicles and technical adaptations to vehicles and infrastructure.  
   | Accessibility is one of the objectives that have to be weighed against each other.  
   | The accessibility plan has a limited list of measures but only for the short term. |
| 3 | Accessibility is a general topic within transport policy. The policy focuses not only on public transport but also on the built environment and physical planning  
   | Accessibility is one of the main objectives in transport policy.  
   | The accessibility plan has an action programme with binding arrangements for the city with a midterm horizon. |
| 4 | Accessibility is an equality issue in all relevant city policy, based on the principles of Universal Design. The policy addresses not only physical aspects but has a strong focus on customer needs, provision of information and service level agreements.  
   | Accessibility is a basic design requirement in all transport and physical planning.  
   | The accessibility plan has an action programme with binding arrangements to external partnerships (city, operator, municipalities). There is a long term strategy for redesigning the entire transport system to the standards of universal design. |
## Module 3 Guidelines & Policy on Paper

<table>
<thead>
<tr>
<th>Topic 7</th>
<th>What is the role of national guidelines and directives towards the local accessibility policy?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>National guidelines and directives on accessibility are only adopted if they are compelling in nature. When adopted, they are implemented with no adaption to the local situation.</td>
</tr>
<tr>
<td>2</td>
<td>Local accessibility strategy is founded on national guidelines and directives. The impact of guidelines and directives on accessibility for the local situation receives specific attention. Where necessary, they implemented with adaptations to fit the local situation.</td>
</tr>
<tr>
<td>3</td>
<td>Guidelines and directives are always adopted and implemented carefully to fit the local situation. In many cases, the local implementation exceeds the minimum requirements of the guidelines.</td>
</tr>
<tr>
<td>4</td>
<td>Guidelines and directives are always adopted and local policy targets often exceed them.</td>
</tr>
</tbody>
</table>
## Module 4 Resources & Personnel

### Topic 8 How is financing of accessibility measures organised?

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>No specific funding for accessibility. When a problem occurs, money from any available transport budget is used. If by the end of the year any transport budget shows a surplus, this money is used for specific accessibility measures.</td>
</tr>
<tr>
<td>2</td>
<td>There are limited budgets for a small number of improvement projects. Within regular budgets, sums of money are earmarked for improvement of accessibility.</td>
</tr>
<tr>
<td>3</td>
<td>There is a substantial annual budget for measures over a longer period of time. Within heavy maintenance works, additional budget is made available for improvement of accessibility.</td>
</tr>
<tr>
<td>4</td>
<td>There are no specific budgets for accessibility. All projects have to calculate their budget including improvement of accessibility. There is no earmarking of budgets. Because accessibility is fully integrated in design specifications of projects, there is no such thing as ‘accessibility budget’.</td>
</tr>
</tbody>
</table>
### Module 4 Resources & Personnel

<table>
<thead>
<tr>
<th>Topic</th>
<th>By whom is the accessibility policy prepared and implemented?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>There are no staff specifically employed for accessibility issues.</td>
</tr>
<tr>
<td></td>
<td>No specific qualifications on accessibility are required for drivers, transport planners &amp; engineers or policy officers</td>
</tr>
<tr>
<td>2</td>
<td>There is a special accessibility officer who promotes awareness of accessibility issues among transport engineers.</td>
</tr>
<tr>
<td></td>
<td>Specific qualifications on accessibility are preferred but not required for drivers, transport planners &amp; engineers or policy officers</td>
</tr>
<tr>
<td>3</td>
<td>There is a special accessibility unit within the transport department. This team develops and implements action plans. It is their responsibility to raise awareness and coordinate actions with other departments such as physical planning and social affairs.</td>
</tr>
<tr>
<td></td>
<td>Expertise in accessibility issues is required for a few key staff members in planning &amp; engineering.</td>
</tr>
<tr>
<td>4</td>
<td>All transport engineering staff is aware and capable of delivering good accessibility. A small number of staff members is concerned with facilitating stakeholder involvement and coordinating planning and actions between different working units.</td>
</tr>
<tr>
<td></td>
<td>All drivers, sales and service personnel, must be qualified in accessibility issues. Members of staff in transport planning and engineering must qualify in Universal Design.</td>
</tr>
</tbody>
</table>
## Module 5 | Vehicles & Built Environment

<table>
<thead>
<tr>
<th>Topic</th>
<th>How well adapted are platforms and stations to the needs of older and disabled persons?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>There are only a few and sporadic improvements of the accessibility of platforms, and experience from these does not influence new projects of retrofitting in general. Information about accessible stops and stations is not provided.</td>
</tr>
<tr>
<td>2</td>
<td>The accessibility is good for new lines and stops and when renewal projects or heavy maintenance is conducted. This means that the accessibility is varying for most modes and lines. Information about accessible stops and stations is provided for some lines or modes.</td>
</tr>
<tr>
<td>3</td>
<td>Some specific lines or modes have level free access between pedestrian path, platform and vehicle, or a sufficient supply of permanent ramps and lifts, while for the rest of the public transport network the accessibility is varying. Information about accessible stops and stations is provided.</td>
</tr>
<tr>
<td>4</td>
<td>Almost all lines for all modes have level free access between pedestrians path, platform and vehicles, or a sufficient supply of permanent ramps and lifts. The public transport network is almost fully accessible. Information about accessibility is only provided for the sporadic stops and stations that still have access problems.</td>
</tr>
</tbody>
</table>
### Module 5 Vehicles & Built Environment

<table>
<thead>
<tr>
<th>Topic 11</th>
<th>How well adapted are public transport vehicles adapted to the needs of older and disabled persons?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Only a few new vehicles have low floor (kneeling, ramps etc.), designated places for wheelchair users and both audio and visual announcements. The accessibility is varying for most modes and lines. Information about accessible departures is not provided.</td>
</tr>
<tr>
<td>2</td>
<td>New vehicles have low floor (kneeling, ramps etc.), designated places for wheelchair users and both audio and visual announcements. The accessibility is varying for most modes and lines. Information about accessible departures is provided for some lines or modes.</td>
</tr>
<tr>
<td>3</td>
<td>Some specific lines or modes have low floor vehicles/level access and designated places for wheelchair users and both audio and visual announcements, while for the rest of the public transport network the transport fleet may have varying characteristics. Information about accessible departures is provided for most lines and modes.</td>
</tr>
<tr>
<td>4</td>
<td>Almost all lines for different modes have low floor vehicles/leveled access, sufficient number of places for wheelchair users and both audio and visual announcements. The public transport network is almost fully accessible. Information about accessibility is only provided for sporadic services that still have access problems.</td>
</tr>
</tbody>
</table>
## Module 6 Information & Ticketing

### Topic 12 How can older and disabled travellers plan their public transport trips?

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>At the customer service desk dedicated trip information is available on demand.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Timetables and information brochures are only available in print.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>The only way to plan a trip is to puzzle it out with a printed timetable. Planned changes are not included in trip planning information.</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Specific information on accessibility is available at the customer service desk but is not always accurate.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dedicated interactive trip information is available on the internet. Little effort is being made to meeting special needs of visibly impaired people.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Trip planning information is based on regular timetables. Only a few major planned changes are included.</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Special maps are available in print and on the internet with accessibility features of the transport network. The information is however not yet updated on a regular basis.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Effort is being made to comply with accessibility standards for internet sites.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Trip planning information include most planned changes in service as well as actual disruptions on some line or modes.</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Information on accessibility features of the transport network is being updated continuously and therefore very reliable.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Internet sites comply with all accessibility standards. Trip planning is easy for all.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Trip planning information include planned changes in service as well as actual disruptions.</td>
<td></td>
</tr>
</tbody>
</table>
### Module 6 Information & Ticketing

<table>
<thead>
<tr>
<th>Topic</th>
<th>How is travel information during trips available to older and disabled people?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The only way to get information during a trip is to ask the driver. On demand the driver will announce the next stop.</td>
</tr>
<tr>
<td>2</td>
<td>On some lines or modes, the expected time of departure is available in audio or visually, but planned changes and delays or not included. On some lines or modes, the driver always announces the next stop. On some lines or modes the driver announces the next stop and available interchanges.</td>
</tr>
<tr>
<td>3</td>
<td>On some lines or modes, the expected time of departure is available in audio or visually, including planned changes and delays. On some lines or modes the next stop is automatically announced and displayed. On some lines or modes, available interchanges are announced or displayed. On some stations delayed departures are automatically displayed</td>
</tr>
<tr>
<td>4</td>
<td>On most lines, the expected time of departure is available in audio and visually, including planned changes and delays. On all lines the next stop is automatically announced and displayed. Besides the next stops also important destination and available interchanges are announced and displayed. Delayed departures are automatically announced and displayed on most stops and stations.</td>
</tr>
</tbody>
</table>
## Module 6 | Information & Ticketing

<table>
<thead>
<tr>
<th>Topic</th>
<th>Can older and disabled people easily purchase tickets for public transport?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>There are different ticket systems and validation systems across modes, stations and districts.</td>
</tr>
<tr>
<td>2</td>
<td>There are some attempts to simplify the ticketing and validation system and make them easy to use for people with physical or sensory difficulties, but the results have not been applied to improve the total ticketing system.</td>
</tr>
<tr>
<td>3</td>
<td>For some modes or urban districts, tickets are sold form a variety of easy-to-access sources, with ticket system and validation system that are easy to understand and easy to use for people with physical or sensory difficulties.</td>
</tr>
<tr>
<td>4</td>
<td>For all modes and districts, tickets are sold from a variety of easy-to-access sources, with ticket system and validation system that are easy to understand and easy to use for people with physical or sensory difficulties.</td>
</tr>
<tr>
<td>Topic</td>
<td>Is disability awareness a topic in staff training programmes?</td>
</tr>
<tr>
<td>-------</td>
<td>-------------------------------------------------------------</td>
</tr>
<tr>
<td>1</td>
<td>There is hardly any disability awareness training</td>
</tr>
<tr>
<td>2</td>
<td>There is some disability awareness training but there are no procedures to ensure who has undergone training. Training is not repeated.</td>
</tr>
<tr>
<td>3</td>
<td>Front-line staff such as drivers and sales &amp; service personnel undergo disability awareness training. Courses are repeated to train new staff members. Refresher courses are available on a voluntary basis.</td>
</tr>
<tr>
<td>4</td>
<td>A wide range of staff, including policy officers and transport engineers undergo disability awareness training, reflecting a wide range of impairments. Courses are repeated to train new staff members, and refresher courses are mandatory.</td>
</tr>
</tbody>
</table>
## Module 7 Training & Education

<table>
<thead>
<tr>
<th>Topic</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong></td>
<td>No specific training is provided. If user groups representing older and disabled persons organize travel training themselves, they get support from the public transport companies.</td>
</tr>
<tr>
<td><strong>2</strong></td>
<td>On demand service personnel is made available to groups or individuals to help them find their way through the transport system. Travel training is organized for specific target groups, such as people who are blind or partially sighted, and is mainly focused on learning to travel between specific locations.</td>
</tr>
<tr>
<td><strong>3</strong></td>
<td>On the introduction of new lines or transport systems, for instance electronic ticketing, special campaigns for older and disabled people are set up to make them acquainted with how to use the system. Travel training is focusing on a good understanding of the whole public transport network aiming at as much independent travel as possible. Older and disabled people have the opportunity to become acquainted with vehicles and stops, so they can use them during real trips in the future.</td>
</tr>
<tr>
<td><strong>4</strong></td>
<td>Regular campaigns are in place for older and disabled people to make them acquainted with the transport system. The campaigns consist of special maps and brochures, on site introductions and guided trips in groups. There are training options for everybody who wants to get better acquainted with the public transport network. Training can be tailored according to the needs of each individual. If needed, dedicated training is organized.</td>
</tr>
</tbody>
</table>
## Module 8 Seamless Travel

<table>
<thead>
<tr>
<th>Topic</th>
<th>Can older and disabled people easily make changes between modes?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Every public transport mode has its own accessibility features. Some lines or modes have been made more accessible. But since connecting lines are mostly poorly accessible, older and disabled people hardly use public transport.</td>
</tr>
<tr>
<td>2</td>
<td>Some attempts are made to coordinate accessibility features of different transport modes. Sometimes interchanges can actually be made but this is not guaranteed throughout the network. A few important destinations can now be reached by accessible public transport, including changes between lines or modes on the way.</td>
</tr>
<tr>
<td>3</td>
<td>For some modes the accessibility features are in tune so interchanges can be guaranteed throughout specific parts of the network. Others can only be reached if there is an accessible direct connection. Many - but not all - important destinations, such as city hall, hospitals and schools, can now be reached by accessible public transport, including a necessary interchange on the way.</td>
</tr>
<tr>
<td>4</td>
<td>For all modes the accessibility features are in tune so interchanges are guaranteed throughout most parts of the network. Exceptional situations of limited access are well documented and communicated through trip planning information.</td>
</tr>
</tbody>
</table>
## Module 8 Seamless Travel

<table>
<thead>
<tr>
<th>Topic 18</th>
<th>What arrangements are in place for personal assistance to older and disabled people?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong></td>
<td>Drivers and service personnel only pay attention to the needs of older and disabled travellers if specifically asked for.</td>
</tr>
<tr>
<td></td>
<td>Service personnel or personal assistance at interchanges is only available on pre-requested demand and on some locations.</td>
</tr>
<tr>
<td></td>
<td>A traveller's own personal assistant travels at its own expense.</td>
</tr>
<tr>
<td><strong>2</strong></td>
<td>Some personnel is willing to pay a little extra attention to the needs of older and disabled travellers, others need to be asked for.</td>
</tr>
<tr>
<td></td>
<td>At some major stations, staff are available for personal assistance. If requested beforehand, staff are available for personal assistance at more locations.</td>
</tr>
<tr>
<td></td>
<td>Under specific conditions, a personal assistant can travel with a reduced fare.</td>
</tr>
<tr>
<td><strong>3</strong></td>
<td>Mostly, travellers are welcome to ask for personal assistance and most personnel is willing to pay a little extra attention to the needs of older and disabled travellers.</td>
</tr>
<tr>
<td></td>
<td>At all major stations and interchange staff is available for personal assistance.</td>
</tr>
<tr>
<td></td>
<td>When needed, every older or disabled traveller’s personal assistant can travel with a reduced fare.</td>
</tr>
<tr>
<td><strong>4</strong></td>
<td>It is evident that drivers and service personnel pay a little extra attention to the needs of older and disabled travellers.</td>
</tr>
<tr>
<td></td>
<td>At all major stations and interchange staff is available for on trip information. Personal assistance is also available but – due to the high level of accessibility – only necessary for very exceptional user needs</td>
</tr>
<tr>
<td></td>
<td>When needed, every older or disabled traveller can apply for a free travel card for a personal assistant.</td>
</tr>
</tbody>
</table>
## Module 9 Evaluation

### Topic 19 Are evaluations of measures and action plan carried out on a regular basis?

<table>
<thead>
<tr>
<th></th>
<th>Evaluations of measures or projects are carried out occasionally, but conclusions and recommendations are rarely implemented.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Information for evaluation has to be defined and gathered for each project separately.</td>
</tr>
<tr>
<td>1</td>
<td>For most projects, evaluations are carried out. Sometimes, user groups participate in the evaluation and bring their views forward. If possible, recommendations for future project are adopted.</td>
</tr>
<tr>
<td></td>
<td>Projects are evaluated using a standard set of evaluation criteria, used for each project separately.</td>
</tr>
<tr>
<td>2</td>
<td>For most projects, evaluations are carried out. The views of user groups play an important role in the findings. If possible, recommendations for future project are adopted. Sometimes recommendations concern also the organization of public transport policy and operations.</td>
</tr>
<tr>
<td></td>
<td>A standard protocol for evaluation criteria is used for each project. Key indicators for the accessibility of the network are set up to evaluate the accessibility of the network as a whole.</td>
</tr>
<tr>
<td>3</td>
<td>For all projects, evaluations are carried out, as well as for the programme as a whole. The views of user groups play key role in the findings. If possible, recommendations for future projects and public transport policy and operation are adopted. Shortcomings are prioritized in the revised action plan. If necessary, also changes in the organization are implemented.</td>
</tr>
<tr>
<td></td>
<td>Key indicators for accessibility of the network are established and monitored on a regular basis to evaluate progress of the programme as a whole.</td>
</tr>
</tbody>
</table>
# Module 9 Evaluation

## Topic 20 What is the general aim of recommendations?

<table>
<thead>
<tr>
<th></th>
<th>Recommendations are only used to improve the project or specific measure itself.</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>Recommendations are used also to improve next projects, for instance by better preparations.</td>
</tr>
<tr>
<td>3</td>
<td>Recommendations are used also to improve the effectiveness of the action plan, for instance by changing priorities or increasing the budget.</td>
</tr>
<tr>
<td>4</td>
<td>Recommendations are used to improve the effectiveness of public transport policy and operations, for instance by making changes in the organization.</td>
</tr>
</tbody>
</table>