

**WEST OF ENGLAND COMBINED AUTHORITY COMMITTEE AND  
WEST OF ENGLAND JOINT COMMITTEE**

**ITEM 12**

**25 June 2021**

**REPORT SUMMARY SHEET**

**BUS NETWORK RECOVERY AND BUS INFRASTRUCTURE PROGRAMME**

**Purpose**

- \* To update on the National Bus Strategy (NBS).
- \* To seek approval for the work programme arising from the NBS and the associated budget.
- \* To update on the Bus Infrastructure Programme and metrobus Consolidation Package and seek approval for amendments
- \* To seek approval for additional funding for the Bus Infrastructure Programme to accelerate delivery.

**Summary**

This report includes the following key information:

- An assessment of and proposed next steps in responding to the National Bus Strategy.
- Proposals for taking forward the Bus Service Improvement Plan, Bus Infrastructure Programme and metrobus Consolidation Package.

**Impact of Covid-19 pandemic**

The Combined Authority has actively reviewed its key activities and work programme to reflect changing priorities as a result of the Covid-19 pandemic. Specific issues relating to the Covid-19 situation that impact on or are addressed through this report are as follows:

- Development of a Bus Service Improvement Plan as a bid for funding to improve the local bus network will contribute positively to clean and inclusive growth, assist businesses and residents seeking employment.
- The Bus Infrastructure Programme supports the principles of clean and inclusive growth.

**Recommendations**

1. That the Combined Authority Committee and the Joint Committee note the contents

of the National Bus Strategy and the work programme arising from it;

2. That the Combined Authority Committee and the Joint Committee agree to publish a Notice of Intent to proceed with the development of a joint Enhanced Partnership between WECA and North Somerset Council (as local transport authorities), Bath & North East Somerset Council, Bristol City Council and South Gloucestershire Council (as highway authorities) and bus operators;
3. That the Combined Authority Committee allocate £900k from the Investment Fund tail for the bus programme for development of a joint Bus Service Improvement Plan and Enhanced Partnership and that approval of the relevant Feasibility & Development Funding Application be delegated to the WECA Chief Executive in consultation with the Chief Executives of the constituent councils;
4. That the Combined Authority Committee approve the change request for the Bus Infrastructure Programme and Metrobus Consolidation Package and the award of an additional £600k from the Investment Fund tail for the bus programme as proposed in this Report and detailed in Appendix 5.

**Contact officer:** David Carter

**Position:** Director of Infrastructure

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**REPORT TO:** WEST OF ENGLAND COMBINED AUTHORITY  
COMMITTEE AND WEST OF ENGLAND JOINT  
COMMITTEE

**DATE:** 25 JUNE 2021

**REPORT TITLE:** BUS NETWORK RECOVERY & BUS  
INFRASTRUCTURE PROGRAMME

**DIRECTOR:** DAVID CARTER, DIRECTOR OF INFRASTRUCTURE

**AUTHORS:** ANDY STRONG, BUS IMPROVEMENT MANAGER & PHIL  
WRIGHT, PUBLIC TRANSPORT PROGRAMME MANAGER

### **Purposes of Report**

- (i) To update the Committees on the National Bus Strategy;
- (ii) To seek approval for the work programme arising from the NBS and the associated budget;
- (iii) To update the Committees on the Bus Infrastructure Programme and *metrobus* Consolidation Package and seek approval for amendments;
- (iv) To seek approval for additional funding for the Bus Infrastructure Programme to accelerate delivery.

### **Impact of Covid-19 pandemic**

The Combined Authority has actively reviewed its key activities and work programme to reflect changing priorities as a result of the Covid-19 pandemic. Specific issues relating to the Covid-19 situation that impact on or are addressed through this report are as follows:

- Development of a Bus Service Improvement Plan as a bid for funding to improve the local bus network will contribute positively to clean and inclusive growth, assist businesses and residents seeking employment;
- The Bus Infrastructure Programme supports the principles of clean and inclusive growth.

### **Recommendations**

- (i) That the Combined Authority Committee and the Joint Committee note the contents of the National Bus Strategy and the work programme arising from it;
- (ii) That the Combined Authority Committee and the Joint Committee agree to publish a Notice of Intent to proceed with the development of a joint Enhanced Partnership

- between WECA and North Somerset Council (as local transport authorities), Bath & North East Somerset Council, Bristol City Council and South Gloucestershire Council (as highway authorities) and bus operators;
- (iii) That the Combined Authority Committee allocate £900k from the Investment Fund tail for the bus programme for development of a joint Bus Service Improvement Plan and Enhanced Partnership and that approval of the relevant Feasibility & Development Funding Application be delegated to the WECA Chief Executive in consultation with the Chief Executives of the constituent councils;
  - (iv) That the Combined Authority Committee approve the change request for the Bus Infrastructure Programme and *metrobus* Consolidation Package and the award of an additional £600k from the Investment Fund tail for the bus programme as proposed in this Report and detailed in Appendix 5.

## Background / Issues for consideration

### *Bus Network Recovery*

- 2.1 The West of England Bus Strategy was adopted in June 2020 after extensive consultation. It contains an analysis of the local bus network and sets out proposals to reshape and develop the network to make it more efficient and more attractive to passengers. It contained an outline delivery plan - which was delayed by the pandemic - and included a commitment to a review in December 2021.
- 2.2 *Bus Back Better - a National Bus Strategy for England* was published on 15 March 2021 and it has provided us with an opportunity to revisit our Bus Strategy work in the light of the impact of the pandemic, develop our delivery plan, review and re-set our targets and bid for funding to deliver improvements.
- 2.3 The National Bus Strategy (NBS) covers most aspects of bus operation and states that the current model is not working. Whilst acknowledging investment by the private and public sectors - including a spotlight on our *metrobus* - it highlights the failings and negative features of the deregulated market that has been in place since 1986 and sets out a new vision for a cohesive network of attractive, high-quality bus services.
- 2.4 The overall vision and aims of the NBS are:
  - To get overall bus patronage back to its pre-Covid level and then exceed it;
  - To make the bus a practical and attractive alternative to the car for more people;
  - To make buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper;
  - To offer a London-style bus network: fully integrated services, simple multi-modal tickets, more bus priority measures, high-quality information for passengers, services that keep running into the evenings and at weekends and turn-up-and-go frequencies in cities;
  - Significantly more ambitious bus priority schemes in cities and congested places, taking a whole-corridor approach to improve journey times and punctuality;
  - To create a virtuous circle: increasing usage, but also reducing operating costs so better services can be sustained without permanently higher subsidy.

- 2.5 Local transport authorities (LTAs) are required to develop an ambitious Bus Service Improvement Plan (BSIP) in collaboration with local bus operators, highway authorities, community transport bodies and local businesses, services and people. The final plan must be submitted to Government by 31 October 2021 as part of a bid for a share of £3 billion Transformation Funding which, if split *pro rata* by population would mean £40 - £50 million for the West of England. The quality of the BSIP will influence the amount of funding awarded. Guidance on development of the BSIP was published on 17 May 2021.
- 2.6 The BSIP must:
- Take account of cycling and walking schemes, complementing those forms of travel;
  - Include targets for punctuality, journey times and patronage with reporting of progress against those targets every six months;
  - Be updated annually and reflected in the Joint Local Transport Plan.
- 2.7 The BSIP will be the delivery plan for the adopted West of England Bus Strategy and development of it will serve as the 18-month review to which we are committed. The delivery model for the BSIP will be either an Enhanced Partnership (EP) or a franchising scheme. A summary of the features of both models is in Appendix 1.
- 2.8 It is recommended that the EP delivery model be chosen because it has the potential to bring about improvements quickly and puts in place a framework under which future improvements can be delivered as and when funding becomes available.
- 2.9 A franchising scheme would take several years to bring to fruition and would carry a risk of legal challenge - as has been the recent experience in Greater Manchester. More information is given in paragraph 4.2 below and Appendix 1.
- 2.10 The BSIP will aim to achieve a more co-ordinated network with convenient and reliable bus services, affordable fares with daily and weekly capping and simplified payment systems. Ultimately, though, what can be achieved will depend on the level of Transformation Funding awarded by Government and the recovery of demand for bus services.
- 2.11 From July 2021, Government will limit payment of all discretionary grants for bus services to (i) those LTAs and operators who have made a formal commitment to work together in developing an EP in their area or (ii) those authorities who have embarked on the process of establishing a franchising scheme. If the EP route is chosen, the expectation of Government is that it should be in place in April 2022.
- 2.12 The proposed budget for the BSIP and EP work is in Appendix 3, the proposed governance structure is in Appendix 6 and the delivery programme is in Appendix 7. An application will be made for Feasibility and Development Funding for this work and approval is sought for a decision on that to be made by the WECA Chief Executive in consultation with the Chief Executives of the constituent councils.

- 2.13 North Somerset Council has agreed to work with WECA on a joint BSIP and, subject to decision, on a joint EP. Informal engagement has taken place with officers of Wiltshire, Somerset County and Gloucestershire County Councils and it has been agreed that we will liaise closely with them on cross-boundary issues.

#### *Bus Infrastructure Programme*

- 2.14 The Bus Infrastructure Programme is our long-term plan for investment in measures to improve bus services and give them priority. Work has started on all Phase One projects previously reported to Committee. This involves the development of business cases to meet the requirements of the Green Book (Department for Transport) guidance and delivery in line with the WECA Assurance Framework.
- 2.15 Where appropriate, we have incorporated Park & Ride schemes into the wider programme. This ensures that infrastructure is considered in the round and helps to ensure that the benefits and deliverability of a project are considered, with the Benefit/Cost Ratio (BCR) being the key indicator.
- 2.16 The current Phase One schemes, with the stages of delivery, and details of proposed changes are listed in Appendix 5. The schemes identified in red are changes to the previously agreed programme. These schemes have been identified as opportunities to bring forward delivery, such as the expansion of the existing Portway Park & Ride site to deliver in tandem with the new railway station. To this end, approval is being sought to boost the previously agreed funding by £600k.

#### *metrobis Consolidation*

- 2.17 *metrobis* is the region's first Bus Rapid Transit system, operating 3 routes: m1 Hengrove Park to Cribbs Causeway, m2 Long Ashton Park & Ride to Bristol City Centre, m3 / m3x - Emersons Green to Bristol City Centre, with the Cribbs Patchway extension route currently being constructed.
- 2.18 Since the start of *metrobis* services, a number of issues have been identified and the *metrobis* Consolidation project aims to resolve them. These schemes vary in size across the network and in many instances overlap. Work has now taken place to identify how best to deliver these individual schemes. The schemes have been sorted into three categories (see Appendix 5):
- (i) Schemes to be delivered through the UA annual maintenance programmes
  - (ii) Schemes to be delivered by other projects (such as A38N - see table in Appendix 5)
  - (iii) Schemes to be delivered as part of this project
- 2.19 The previously agreed funding of £300k to deliver a FBC will be used for the last category of schemes for which formal consultation is not required. This will ensure swift delivery, whilst allowing those requiring wider engagement to still be delivered, but on a longer timescale.

#### **Consultation**

- 3.1 Extensive public consultation was carried out on the West of England Bus Strategy in January 2020. Public consultation on the emerging Bus Information Strategy - which will form part of the BSIP - is planned this summer. Full public consultation will not

be required for the overall BSIP but the views of passengers and third parties must be sought and reported.

- 3.2 As part of the statutory process to make an EP, consultation must be carried out with bus operators, organisations that represent passengers, neighbouring local authorities, the Traffic Commissioner, the Police, Transport Focus and the Competition and Markets Authority.
- 3.3 The Bus Infrastructure & Strategy Working Group have been consulted on proposed changes to the Bus Infrastructure Programme and their comments have been incorporated.
- 3.4 Changes to how *metrobus* will be delivered was discussed with the wider Bus Infrastructure & Strategy Working Group, and then specifically with officers from Bristol City Council and South Gloucestershire Council.
- 3.5 Full public consultation will be undertaken as part of the development of any schemes associated with phase 1 and 2 of the Bus Infrastructure Programme.

### **Other Options Considered**

- 4.1 The option of not developing and submitting a Bus Service Improvement Plan was considered but is not recommended because Government has made it clear that bidding for Transformation Funding is the only pathway to access funding to support recovery and improvements to the bus network.
- 4.2 The option of embarking on development of a franchising scheme instead of an EP was considered. Such an arrangement would give more control over the bus network but would not reduce operating costs, nor would it bring in more revenue. In fact, it would place a substantial revenue risk on the franchising authority. A detailed assessment (or business case) would have to be developed initially, prior to audit report, consultation and final decision. Based on the experience of Transport for Greater Manchester, an assessment could take up to two years to develop, at an estimated cost of over £5 million. It is considered that development of an EP would be the most pragmatic way to bring improvements to the bus network at a much earlier date and would not preclude development of an assessment of franchising.

### **Risk Management/Assessment**

- 5.1 Risk in the Bus Infrastructure Programme is managed in partnership with the Bus Infrastructure & Strategy Working Group, with identified key risks reported and discussed on a regular basis.
- 5.2 The key risks that the recommendations will address are:
  - (i) Potential loss of discretionary funding from Government to support commercial bus operators and our bus service contractors during recovery from the pandemic;
  - (ii) Potential loss of opportunity to bid for Transformation Funding to make longer-term improvements to the bus network and help support recovery

- after April 2022;
- (iii) Programme risk is managed in partnership with the Bus Infrastructure and Strategy as Working Group with identified key risks reported and discussed on a regular basis.
- 5.3 The risks associated with implementation of the recommendations *and appropriate mitigations* are:
- (i) Potential loss of discretionary funding from Government to support commercial bus operators and our bus service contractors during recovery from the pandemic;
    - *Issue Notice of Intent to develop an Enhanced Partnership*
  - (ii) Insufficient revenue budget in longer-term to maintain enhanced bus network after Transformation Funding ends;
    - *Maintain regular dialogue with bus operators through the EP. Use our evaluation tool to help prioritise bus revenue support if necessary.*
  - (iii) Insufficient revenue budget to maintain enhanced bus network if demand recovers more slowly than anticipated;
    - *Maintain regular dialogue with bus operators through the EP. Use our evaluation tool to help prioritise bus revenue support if necessary.*
  - (iv) Award of Transformation Funding at much lower level than bid based on BSIP, leading to insufficient funding to deliver full BSIP.
    - *Adjust delivery programme to match award and seek funding from other sources.*

## Public Sector Equality Duties

- 6.1 The public sector equality duty created under the Equality Act 2010 means that public authorities must have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimization and other conduct prohibited by the Act.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
- 6.2 The Act explains that having due regard for advancing equality involves:
- Removing or minimising disadvantages suffered by people due to their protected characteristics.
  - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
  - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- 6.3 The general equality duty therefore requires organisations to consider how they could positively contribute to the advancement of equality and good relations. It requires equality considerations to be reflected in the design of policies and the delivery of services, including policies, and for these issues to be kept under review.
- 6.4 The proposals in this report will help to develop and maintain a network of bus services and bus infrastructure offering good access to public transport for all

members of the community.

## **Finance Implications**

- 7.1 The outline budget for developing a joint BSIP and EP estimates a total cost of £900k and this will be the subject of a Feasibility & Development Funding Application. The Department for Transport has already paid £100k Capability Funding to both WECA and NSC with the promise of an unspecified additional amount in June 2021. If the additional grant is not sufficient to balance the budget, there is a 'tail' allocation within the approved WECA Investment Programme that can be drawn down - provided it is clear on what is to be delivered. The budget is shown in Appendix 3.
- 7.2 There will be a requirement for additional staff resources at both WECA and NSC to service the joint EP after it has been made and to carry out the ongoing reporting and review work arising from the joint BSIP. The extent of this requirement and the associated cost will become clearer as current work progresses and will be reported to the Joint Committee at the time that approval is sought for the BSIP and, subsequently, to make the EP.
- 7.3 The Bus Infrastructure Programme currently has £2.5m to support project development and the request for a further £600k can be accommodated within the available funding.

Advice given by: Pete Davis, Head of Grant Management & Assurance

## **Legal Implications:**

- 8.1 Enhanced Partnerships and Franchising Schemes are enshrined in the Transport Act 2000 (as amended by the Bus Services Act 2017). Government has published detailed guidance on the statutory processes, and also on Bus Service Improvement Plans. The guidance will be followed.
- 8.2 There are no legal implications arising from the proposed changes to the Bus Infrastructure Programme.

Advice given by: Shahzia Daya, Director of Legal Services

## **Climate Change Implications**

- 9.1 On 19 July 2019, the West of England Combined Authority declared a climate emergency, recognising the huge significance of climate change and its impact on the health, safety and wellbeing of the region's residents. The Combined Authority is committed to taking climate change considerations fully into account as an integral part of its governance and decision-making process.
- 9.2 The recommendations will have a positive impact on emissions, resilience, consumption of non-renewable resources and pollution by creating a virtuous circle of growth in the use of buses and by co-ordinating bus operators' plans to move to zero-emission fleets.

- 9.3 All specific infrastructure projects are subject to a more detailed environmental assessment.
- 9.4 All designs for infrastructure will consider implications for embodied carbon and improvements that can be made without new infrastructure being preferred, where possible. Resilience of infrastructure to the effects of climate change is also considered.

### **Land/property Implications**

- 10 None. The impact of specific infrastructure schemes will be considered in the design process.

### **Human Resources Implications:**

- 11.1 There will be a requirement for additional staff resources at both WECA and NSC to service the joint EP after it has been made and to carry out the ongoing reporting and review work arising from the joint BSIP. The extent of this requirement and the associated cost will become clearer as current work progresses and will be reported to the Joint Committee at the time that approval is sought for the BSIP and, subsequently, to make the EP.
- 11.2 Additional project management, technical and support staff to assist development of the BSIP and EP are being recruited and will be funded by the project budget.

Advice given by: Alex Holly, Head of People & Assets

### **Appendices:**

Appendix 1 - Features of Enhanced Partnerships and Bus Franchising Schemes

Appendix 2 - High-level objectives of Bus Service Improvement Plan

Appendix 3 - Budget for development of Bus Service Improvement Plan and Enhanced Partnership

Appendix 4 - Regional Bus Infrastructure Programme 2020 - 2036

Appendix 5 - Bus Infrastructure Programme

Appendix 6 - Governance of Bus Service Improvement Plan

Appendix 7 - Delivery programme for Bus Service Improvement Plan and Enhanced Partnership

### **Background papers**

- Bus Back Better - a National Bus Strategy for England (March 2021)  
<https://www.gov.uk/government/publications/bus-back-better>
- National Bus Strategy: Bus Service Improvement Plans (May 2021)

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/985379/bus-service-improvement-plans-guidance-to-local-authorities-and-bus-operators.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/985379/bus-service-improvement-plans-guidance-to-local-authorities-and-bus-operators.pdf)

- West of England Bus Strategy (June 2020)  
<https://travelwest.info/app/uploads/2020/02/West-of-England-Bus-Strategy.pdf>
- Bus Services Act 2017 - New powers and opportunities  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/918498/bus-services-act-2017-new-powers-and-opportunities.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/918498/bus-services-act-2017-new-powers-and-opportunities.pdf)
- Guidance on Enhanced Partnerships:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/959501/bus-services-act-2017-enhanced-partnerships-guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/959501/bus-services-act-2017-enhanced-partnerships-guidance.pdf)

*Note: Amended version due to be published soon*

- Guidance on Franchising Schemes:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/918664/bus-services-act-2017-franchising-scheme-guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/918664/bus-services-act-2017-franchising-scheme-guidance.pdf)

*Note: Amended version due to be published soon*

## **West of England Combined Authority Contact**

Any person seeking background information relating to this item should seek the assistance of the contact officer for the meeting who is Ian Hird on 07436 600313; email: [democratic.services@westofengland-ca.gov.uk](mailto:democratic.services@westofengland-ca.gov.uk)

## APPENDIX 1 - Features of Enhanced Partnerships and Bus Franchising Schemes

- 1 The Bus Services Act 2017 updated previous legislation on partnerships between local transport authorities (LTAs) and bus operators, and it created a new model called an Enhanced Partnership (EP). It also empowered elected mayors of combined authorities to regulate the local bus market by setting up a franchising scheme. Other LTAs have to apply to the Secretary of State for Transport for permission to proceed with a franchising scheme.

### *Enhanced Partnerships*

- 2 An EP is an agreement between the LTA and local bus operators to work together to improve local bus services. It includes a clear vision of the improvements that the EP is aiming for (an EP Plan) and accompanying actions to achieve them (set out in one or more EP Schemes). It must have the support of a majority market share of bus operators - and any relevant highway authorities if it includes measures related to traffic regulation orders, parking enforcement etc.
- 3 An EP Plan must include an analysis of the current market, the impact of congestion and local passengers' experiences. It must set out what interventions are needed to improve local bus services but it is basically a framework within which EP Schemes can be delivered as and when funding is available.
- 4 An individual EP Scheme can set requirements that all bus services operating in the area, whether new or existing, must meet. Those requirements may include vehicle age and standards, livery and local branding, common ticketing zones and fares conditions, standard discounts for groups such as children, students, jobseekers etc, prices of multi-operator tickets and co-ordination of timetables.
- 5 An EP Scheme cannot regulate fares set by individual operators nor can it require an operator to operate loss-making services.
- 6 An individual EP Scheme does not have to contain commitments by the LTA, but it is highly unlikely that it would receive support from bus operators if it did not. The requirements on an LTA may include provision of new bus stop infrastructure, new bus priority measures, marketing campaigns to promote bus services, changes to parking provision and enhanced enforcement, commitments to restrict roadworks on key bus corridors and application to Government for powers to enforce moving traffic offences. Many of these features are within the gift of the highway authorities so their involvement in an EP is essential.
- 7 There is no prescribed model for governance of an EP but there is a statutory process to follow for amendments and additional EP Schemes. It is considered good practice within existing voluntary partnerships to have a representative of bus passengers' interests in an advisory role.
- 8 We estimate it would take an absolute minimum of eight months to go through the process of making an EP - depending on the engagement of bus operators and the highway authorities. The only active EPs have been made by Hertfordshire County Council and (recently) by the West Midlands Combined Authority and they took much longer because they involved bus priority measures as their initial EP Schemes.

## *Bus Franchising Schemes*

- 9 Franchising is a well-established model for providing bus services in a regulated market. It operates in London and is common in cities and regions across Europe. Under a franchising scheme, the LTA decides on bus routes, timetables, fares and ticketing, then invites bids from private-sector bus companies to operate the services. No other services can operate in the franchised area without the agreement of the LTA.
- 10 In a franchising scheme, bus operators would receive an agreed payment (based on a competitive bid) to cover their operating costs for an individual route or package of routes. All revenue from fares and Government grants would go the LTA. This places a substantial risk on the LTA that revenue may be insufficient to cover contract payments to operators.
- 11 Franchising does not, of itself, bring any additional funding into the local bus network to increase service levels and route coverage, or to buy new vehicles. High levels of service and quality in London have been funded by the Congestion Charge and a specific Government funding settlement, to which other LTAs have not had access hitherto. Since the onset of coronavirus, Transport for London has had to seek three tranches of emergency funding from the Government to offset the loss of fares income.
- 12 There is a lengthy formal process to follow in developing a franchising scheme. It involves consultation, engagement and development of a robust, evidence-based business case that would have to be audited independently.
- 13 The Mayor of Greater Manchester decided to proceed with a franchising scheme in March 2021, following extensive planning and consultation. The business case took two years to complete and delivery will not be complete until 2024. A budget of £11 million was reportedly spent to carry out the development work, and implementation is expected to cost in excess of £100 million. The bus network in Greater Manchester has been in long-term decline and there are several competing bus operators there.
- 14 As part of the work on delivery options for the West of England Bus Strategy, a preliminary investigation of the costs of franchising was carried out and it estimated that preparation costs for a franchising scheme in this area would be between £3 million and £6 million, with ongoing additional costs of managing a franchise at between £1 million and £2 million per annum. These figures should be treated with caution, however, because they were high-level estimates and were not intended to form part of a business case.

## **APPENDIX 2 - HIGH-LEVEL OBJECTIVES FOR WEST OF ENGLAND BUS SERVICE IMPROVEMENT PLAN 2021**

The seven high-level objectives for the joint Bus Service Improvement Plan and Enhanced Partnership Plan are based on the aims and vision in the National Bus Strategy (March 2021) and the vision and objectives in the adopted West of England Bus Strategy (June 2020).

They take account of the lifestyle changes brought about by the pandemic and the need to redefine the overall “offer” of buses as the economy recovers. It is possible that there will be some misapprehension about travelling on buses as a result of Government messaging during the pandemic, so it will be necessary to provide reassurance by enhancing the quality of service.

These objectives are for the long term and progress towards them will be gradual.

The principal local bus operators are fully supportive of these objectives. Engagement with them in development of the Bus Service Improvement Plan is focussed on the measures that each party can contribute to achieve these objectives.

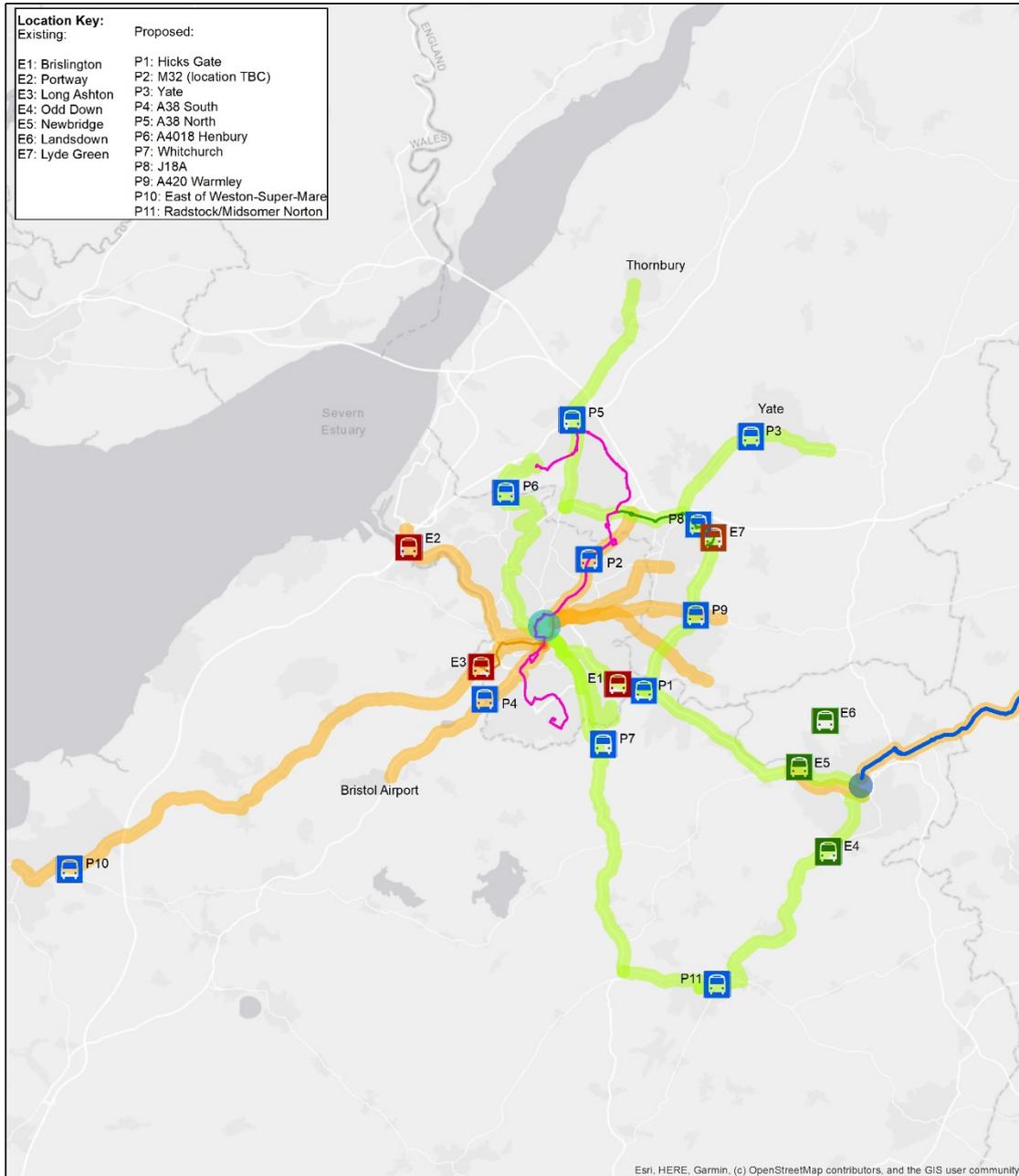
- 1 High mode share for buses of overall travel market**
- 2 High quality bus service**
- 3 High quality waiting environment**
- 4 High vehicle standards**
- 5 High level of passenger satisfaction**
- 6 High quality information**
- 7 Low fares, simple ticketing and easy means of payment**

### APPENDIX 3 - BUDGET FOR DEVELOPMENT OF JOINT BUS SERVICE IMPROVEMENT PLAN AND ENHANCED PARTNERSHIP

Project Manager	£	40,000	
Staff time (WECA)	£	195,000	Assumes some BSIP work done as part of FTZ project
Staff time (NSC)	£	65,000	
Additional staff resource (WECA)	£	60,000	
Additional staff resource (NSC)	£	20,000	
Consultant support (Arup via BCC)	£	80,000	For assistance with bus service costing model
Consultant support on bus stop spec	£	20,000	Extension of FTZ work on Mobility Hub spec
Work by BCC on Vehicles workstream	£	10,000	
Legal support for formal EP process	£	100,000	
Design and production of BSIP	£	5,000	
Consultation on EP	£	70,000	
Business survey on future demand	£	20,000	
Follow up business survey	£	15,000	
Highways work by BCC	£	50,000	
Highways work by SGC	£	50,000	
Highways work by B&NES	£	50,000	
Highways work by NSC	£	50,000	
<b>TOTAL</b>	<b>£</b>	<b>900,000</b>	
DfT contribution to WECA April 2021	-£	100,000	
DfT contribution to NSC April 2021	-£	100,000	
DfT contribution to WECA June 2021	£	-	Unknown at present
DfT contribution to NSC June 2021	£	-	Unknown at present
Draw down from WECA Investment Programme	-£	700,000	If DfT contributions in June 2021 insufficient
<b>TOTAL</b>	<b>-£</b>	<b>900,000</b>	

# APPENDIX 4 - REGIONAL BUS INFRASTRUCTURE PROPOSALS 2020-2036

Regional bus infrastructure proposals 2020-2036: Currently agreed programme



## Key

- |  |   |
|--|---|
| Existing P&R sites                           | Bristol City Centre infrastructure improvements           |
| Proposed P&R sites                           | Metrobus M1   |
| Existing P&R with expansion proposals        | Metrobus M2   |
| Potential A4 "Whippet" corridor              | Metrobus M3   |
| Bedminster Bridges Pinch Point               | Phase 1 corridors (A4, A38, A367, A37/A4018 & A4174/A432) |
| Bath City Centre infrastructure improvements | Phase 2 future corridors                                  |

Note: subject to change depending on BSIP.

## APPENDIX 5 - BUS INFRASTRUCTURE PROGRAMME

- The current Phase One schemes, with the stage of delivery, are set out below with proposed changes in red:

Scheme	Development cost (estimate)	Progress / stage
Bristol to Bath Strategic Corridor	£2m	SOBC commenced for the whole corridor to consider both infrastructure and potential future operations (incl. moving Brislington P&R to Hicks Gate). An OBC is to shortly commence for the Bristol section.
A4018/A37 (First Route 2, and Bristol City Centre)	£650k	Initial Engagement completed in Autumn 2020, design work to shortly complete to commence consultation in Summer 2021.
A38 North (M32 to Thornbury) – <b>The Bristol section is now to be delivered in Phase 2</b>	£250k	OBC commenced with the aim to report in late 2021.
Bristol City Centre	£605k	Early feasibility work taking place.
A4174 Ring Road / A432 to Yate	£259k	OBC commenced with the aim to report in late 2021.
A37/A367 – Midsomer Norton links to both Bristol and Bath– <b>A367 has been brought forward from Phase 2</b>	£250k	SOBC commenced for both corridors, incl considering a new P&R at Whitchurch and potential changes to the infrastructure and operation of Odd Down P&R
<b>Portway P&amp;R</b>	£125k estimate	FBC to be complete by the Autumn so that expansion of the site can commence in late 2021.
<b>M32 Package (incl P&amp;R)</b>	£350k	A feasibility report is underway so that work can commence on a OBC later in 2021.
Metrobus consolidation	£300k	FBC work commenced in Spring 2021.
Programme Costs & Risk	£311k	

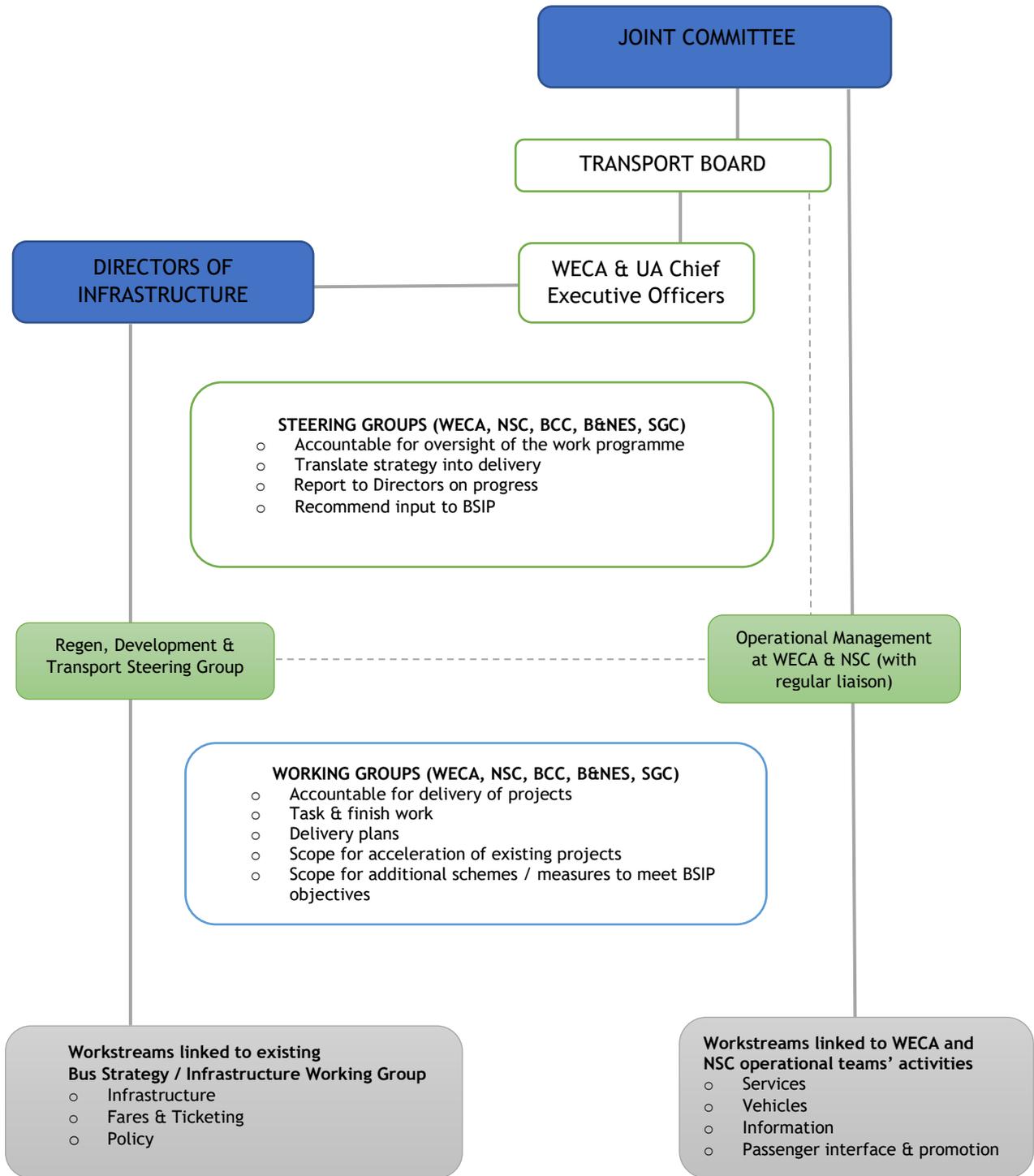
- Changes proposed to metrobus Consolidation package are set out on the next page:

Schemes to be delivered through the UA annual maintenance programmes	Schemes to be delivered by other projects (scheme in brackets)	Schemes to be delivered as part of Metrobus Consolidation
Whitchurch Lane speed bump changes	Bedminster Parade bus lane (Bristol City Centre)	Bamfield new bus stops
Coldharbour Lane box junction re-marking	Bedminster Bridge prioritisation (Bristol City Centre)	Stoke Lane bus priority
Emersons Green pedestrian crossings	Lewins Mead bus stops (Bristol City Centre)	Improved pedestrian link from housing at Ashton Gate
	A4174 2+ lane enforcement (A432/A4174)	Emerald Park bus stop extension
	Bromley Heath bus stops (A432/A4174)	Lyde Green Primary School bus stops
	Sheene Road prioritization (A38S)	Hartcliffe Way bus lane
	Bradley Stoke bus lane (A38N)	UWE bus stops
	Patchway Roundabout bus lane (A38N)	
	Cabot Circus bus stops (Bristol City Centre)	
	M32 bus lane increase (M32)	
	Additional i-point at Long Ashton P&R (Long Ashton P&R)	

A summary of the proposed changes which, together, form the recommendation is:

- Amendments to prioritised corridors set out in table above
- Additional funding of £600,000 to accelerate the development of business cases
- A revised approach to engagement/consultation and for schemes to commence public engagement/consultation in Summer/Autumn 2021
- Amendments to how the projects are to be delivered for *metrobus* Consolidation

# APPENDIX 6 - GOVERNANCE OF BUS SERVICE IMPROVEMENT PLAN



## APPENDIX 7 - DELIVERY PROGRAMME FOR BUS SERVICE IMPROVEMENT PLAN (BSIP) AND ENHANCED PARTNERSHIP (EP)

Presentation to WECA Overview & Scrutiny Committee	23 June 2021
Recommendation to NSC Executive Committee to publish Notice of Intent to prepare joint EP	23 June 2021
Recommendation to WECA Committee and Joint Committee to publish Notice of Intent to prepare joint EP	25 June 2021
Publication of Notice of Intent to prepare joint EP	30 June 2021
Update to informal Transport Board on joint BSIP and EP	14 July 2021
Update to Transport Board on joint BSIP	22 September 2021
Recommendation to WECA Committee and Joint Committee* to approve final joint BSIP	15 October 2021
Recommendation to NSC Executive Committee to approve final joint BSIP	20 October 2021
Submission of joint BSIP to Government	29 October 2021
Submission of joint bid for Transformation Funding to Government	TBC
Award of Transformation Funding by Government	TBC
Update to Transport Board on final joint EP Plan and first EP Scheme	5 January 2022
Recommendation to NSC Full Council to make joint EP Plan (and first EP Scheme if applicable)	11 January 2022
Recommendation to WECA Committee and Joint Committee to make joint EP Plan and first EP Scheme	28 January 2022
Update to Transport Board	9 March 2022
Start of joint EP Plan and first EP Scheme	1 April 2022
First six-monthly report on BSIP targets	30 April 2022
Annual review of BSIP (including second six-monthly report on targets)	31 October 2022

Notes: TBC - date to be confirmed  
 \* - subject to approval by NSC Executive Committee on 20 October 2021