



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 01 October 2019

<b>TITLE</b>	Bus Deal		
<b>Ward(s)</b>	Citywide		
<b>Author:</b> Phil Wright	<b>Job title:</b> Transport Project Manager		
<b>Cabinet lead:</b> Cllr Kye Dudd	<b>Executive Director lead:</b> Colin Molton		
<b>Proposal origin:</b> Mayor			
<b>Decision maker:</b> Mayor			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
<p>To seek Cabinet approval to commit to the Bristol Bus Deal by signing a Memorandum of Understanding with relevant bus operators [and the Transport Authority], aimed at growing modal share of journeys to work by providing high quality commuter bus services in the city, through the provision of extensive bus priority measures, policy development that encourages commuter bus use and the investment in newer, cleaner buses, enhanced bus service frequencies in peak hours and improved reliability.</p>			
<b>Evidence Base:</b>			
<ol style="list-style-type: none"> <li>1. Although bus patronage in the city is bucking national trends and experiencing significant growth, the overall modal share of buses in peak hours remains low when compared to other core cities in the UK and is fundamental to delivering more jobs and houses in the city without worsening congestion.</li> <li>2. A key barrier to continued growth is the lack of reliability of peak hour buses, delays experienced, available capacity and frequency.</li> <li>3. Transport is currently responsible for 25% of Bristol’s carbon emissions, and tailpipe emissions (produced from internal combustion) are primary contributors to poor air quality in the city. A comprehensive and reliable bus network delivered by cleaner vehicles will contribute to improving travel and air quality across the city, and will form a key part of our Air Quality Plan.</li> <li>4. Increased numbers of housing requires an improved bus service to provide an alternative to the private car. Densification and improving the bus market go hand in hand. Improved infrastructure means more peak hour services and more people using buses to commute. that also provides for improved quality of services.</li> <li>5. To unlock the potential to further deliver increased bus use in peak hours, bus services need to become more reliable and more frequent. The delivery of this requires collaboration between the authority and the bus industry. Under the deregulated bus market, local authorities do not control the bus network, but do have the ability to prioritise the peak hour bus journey through allocation of road space to buses, to maintain reliable performance. In return, bus operators can deliver a bus network, in terms of routes and frequencies that make the bus a realistic mode choice for most peak hour journeys.</li> <li>6. The WECA bus strategy is considering the options for the framework for delivery of bus services in the future. This will include the further development of partnership arrangements, and franchising options. The Bus Deal focuses on the delivery of infrastructure that will provide a beneficial operating environment for buses, supporting the levels of peak hour growth proposed, regardless of the mechanism under which they operate.</li> <li>7. Infrastructure delivery will be alongside delivering improvements for cycling and walking routes and opportunities.</li> <li>8. The proposed Bus Deal will involve a high level commitment from First (and any other participating bus operator) including investment in more, cleaner buses and additional employment and training opportunities</li> </ol>			

to provide a doubling of peak hour frequency on core routes. These commitments will evolve and be defined in future Cabinet reports.

9. The proposal is for BCC to be part of a nested deal with the other West of England authorities that enables each Highway Authority and the Transport Authorities to sign up to their individual deals along a route, corridor or geographic area. The proposals will include schemes already identified to mitigate urban densification, outputs from the Bus Strategy, Bristol city centre improvements and park and ride schemes. There will also be some policy related proposals that will need to be developed. Schemes will aim to bring forward quick wins where possible. The intention is to agree milestones for First (and any other participating operators) as investment in infrastructure is delivered across different parts of the city. An initial quick win is in connection with Bus Route 2, involving upgrading bus stops, amending traffic signal phasing and minor junction changes ahead of the main delivery phase.
10. The Bus Deal is the precursor to mass transit. Metrobus services are the first step towards an integrated rapid and mass transit network and future Metrobus routes and a park and ride scheme which will build on the launch of these successful services. This will create an integrated regional rapid transit network that is the backbone of the wider bus network. These schemes, along with improvements for the background bus network, will build the user base for public transport in the region and help develop the demand for a mass transit system. The bus deal will tie together our wider regional aspirations for improving bus services as a forerunner to a fully integrated transport network, with mass transit at its core.
11. The Bus Deal will see the council work with operators to introduce an improved ticketing system with the aim to provide fixed price contactless tickets by 2022, meaning that no matter how much people travel on the bus the price will remain the same.
12. All operators in the city will be invited to commit to a Bus Deal to help to improve their peak hour services, by signing an appropriate memorandum of understanding which will reflect the objectives and commitments set out in the attached “partnership agreement”, already discussed with First Bus.
13. The Transport Knowledge Hub has published a paper *Making the most from investment in new housing*. The report advocates that sustainable transport will be key to new housing, enabling population centres to grow without overloading existing transport infrastructure or causing adverse environmental impacts. Integrating new housing with sustainable transport can support increased levels of housing and facilitate higher density development. A 10% improvement in connectivity by local bus services is associated with a 3.6% reduction in social deprivation. The report suggests that the Government should bring together the current capital and revenue funding for local transport and housing into longer term funding packages devolved to local areas. Ref: <https://transportknowledgehub.org.uk/blog/join-up-local-transport-and-planning-to-maximise-the-benefits-of-investment-in-new-housing/>

#### **Cabinet Member / Officer Recommendations:**

1. To enter into partnership with all participating bus operators by signing an appropriate Memorandum of Understanding.
2. To authorise the Executive Director of Growth and Regeneration, in consultation with the Cabinet Member for Transport and the S.151 Officer, to develop a phased programme of works to enable the drawdown of funding, with individual packages being brought back to Cabinet for final approval, as appropriate.
3. To authorise the Executive Director of Growth and Regeneration, in consultation with the Cabinet Member for Transport and the S.151 Officer, to draw on allocated funding from the Investment Fund from the West of England Combined Authority to deliver ‘quick win’ projects for the Number 2 bus route as the first phase of the programme of works.

#### **Corporate Strategy alignment:** *Briefly outline how this aligns to the Corporate Strategy.*

1. The development of a high quality bus network delivers benefits across all Corporate Strategy Themes:
2. Empowering and Caring: It increases independence particularly in the young, as well as maintaining social inclusion for all and especially older people.
3. Fair and Inclusive: Improve economic and social equality, pursuing economic growth which includes everyone and making sure people have access to good quality learning, decent jobs and homes they can afford. Buses are a key mode for more disadvantaged groups and therefore an improved bus network assists lower income groups with accessing the jobs market. Walking and cycling are generally improved at the same time as public transport schemes and are accessible to all so support inclusive growth in general. The Bus strategy also

proposes more links into deprived areas to link to key arterial routes.

4. Well Connected: make Bristol a joined up city, linking up people with jobs and with each other.
5. Wellbeing: Create healthier and more resilient communities where life expectancy – more active, more sustainable, cleaner air
6. Take bold and innovative steps to ensure it is not determined by wealth or background
7. Improved accessibility and better public transport will assist with enabling development and economic growth. The extent of the benefits of specific schemes has not yet been assessed but typically bus priority and associated walking and cycling schemes have a good cost benefit and deliver significant GVA
8. It also aligns with commitments in the One City Plan to:

(i) By the end of 2019 a West of England ‘Bus Deal’ will see a new delivery partnership between bus operators and local authorities supporting increase in peak hour bus usage

9. (ii) By the end of 2020 to start work on the final stages of the city centre bus lane network to increase the frequency of services on the core network and local routes

10. (iii) By 2022 peak hour bus usage increases as a result of the bus deal, with growing demand for public transport and this growth supporting investment into mass transit

11. (iv) By 2023 community based campaigns and the success of the bus deal roll out, result in more under 25s using public transport, enabling easier access to education and employment

12. (v) By 2025 all new proposed Park and Rides have been completed and all services operating have been updated to Metrobus standards to improve transport links into the city

**City Benefits:** Briefly outline how this proposal benefits the city and improves outcomes for citizens; specifically highlight impacts for Equalities, Health and Sustainability.

1. Provide enhanced peak hour service frequencies on the core bus network, with the aspiration to double those frequencies on main routes.
2. Provide greater peak hour service stability through the increased enforcement of bus lanes and highways improvements.
3. Improve technology to help to better inform users and identify where services are delayed.
4. Improve the quality and frequencies of peak hour services into less well served areas of the city.
5. Delivering better air quality through cleaner buses, and reducing the dependency on car travel. Promoting the bus as a healthier mode of travel.

**Consultation Details:**

1. Bus operators commenced in May 2019 and ongoing.
2. Bristol City Council Transport Scrutiny on 23<sup>rd</sup> of July 2019
3. The development of proposals for bus priority under the Bus Deal will involve engagement and consultation.

**Background Documents:** N/A

<b>Revenue Cost</b>	£	<b>Source of Revenue Funding</b>	£
<b>Capital Cost</b>	£TBC	<b>Source of Capital Funding</b>	£TBC
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** The report seeks Cabinet approval to enter into a Bus Deal, by signing Memorandum of Understanding with relevant bus operators, aimed at providing high quality bus services in the city through the provision of extensive bus priority measures, policy development that encourages bus use and the investment in newer, cleaner buses and enhanced bus service frequencies.

There are no immediate financial implications resulting from this report or from signing the MOU, however, the level of commitment required from First as well as BCC will result in the need for greater financial commitment. These commitments are expected to evolve and be defined in future Cabinet reports. (

<b>Finance Business Partner:</b> Kayode Olagundoye, Interim Finance Business Partner, Growth and Regeneration, date 08/08/19		
<b>2. Legal Advice:</b> Entering into non-binding memoranda of understanding with bus operators, seeking a general, high level commitment to the objectives of the Bus Deal, does not raise any particular legal issues. In the event that, as the programme is developed and individual arrangements need to be put in place for project specific investment (whether from the Council and any particular operator, or both), consideration will need to be given to the most appropriate form of legal agreement(s) to underpin this. Further, any investment by the Council which involves contracting for services or works will need to comply with the Councils own procurement rules and the Public Contracts Regulations.		
<b>Legal Team Leader:</b> Eric Andrews, Legal Services, 29 August 2019		
<b>3. Implications on IT:</b> There are no identifiable IT implications in this report		
<b>IT Team Leader:</b> Ian Gale, Head of IT, Date 26/7/19		
<b>4. HR Advice:</b> The report seeks approval to enter into a bus deal with local operators. If approved, additional resources will be required to deliver a long programme of work. Specific resourcing requirements and costs will be detailed in future cabinet reports.		
<b>HR Partner:</b> Celia Williams, HR Business Partner, Growth and Regeneration, date 29/7/19		
<b>EDM Sign-off</b>	Colin Molton	14 August 2019
<b>Cabinet Member sign-off</b>	Cllr Kye Dudd	21 August 2019
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3 September 2019

<b>Appendix A – Further essential background / detail on the proposal</b> Appendix A1 – Map of proposed Bus Deal Programme Appendix A2 – Draft Memorandum of Understanding between Bristol City Council and First Bus	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>NO</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>NO</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>