



# Bristol Overview and Scrutiny

Place Scrutiny Commission -- 5th March 2015

Report of the Scrutiny Inquiry Day

**Integrated Public Transport**



## 1. Executive Summary

Bristol City Council's Place Scrutiny Commission is responsible for contributing to policy development and scrutinising the performance of the Council's Executive. It hosted a Scrutiny Inquiry Day on 5<sup>th</sup> March 2015 to enable councillors to consider and agree what better public transport integration should look like and in particular what outcomes should be sought.

All of Bristol's councillors were invited to the event, along with a number of external speakers and City Council officers.

The key questions and issues that the Inquiry was seeking to address were as follows:

- To understand the background of why we are where we are with regards to; bus deregulation and other legislation
- To understand why we want better integration - what's the problem we're trying to solve?
- To consider and agree what better transport integration should look like and in particular what outcomes should be sought i.e. what do we want?
- To explore issues and opportunities for improving the integration of transport functions and activities across the wider Bristol area
- To identify the obstacles to better integration and how to overcome them.
- To consider a timescale for change – what are our realistic expectations?

The purpose of the Inquiry was two-fold; firstly as an informative and exploratory session for councillors and secondly as an opportunity to garner ideas on which functions and activities should be considered for greater integration.

The Key Discussion Points and Recommendations from the Inquiry Day which are contained within this report (point 4.) will be submitted to the Mayor and Assistant Mayors for their consideration.



## Key Priorities and Recommendations from the Inquiry Day

### ***I. Regional and Cross Boundary Issues***

- That the report and recommendations from the Inquiry Day are referred to both the West of England (WoE) Joint Scrutiny Committee and the West of England Joint Transport Board for their consideration and responses to the recommendations.
- Whilst the Place Scrutiny Commission would welcome the transport related benefits that a Combined Authority could bring, it is recognised that discussions about this are currently ongoing. In the meantime Commission Members were encouraged by what has been suggested could be achieved by further joint working across neighbouring authorities. The Commission therefore recommends that discussions should be progressed that aim to address cross-boundary issues by identifying opportunities for sub-regional collaboration, establishing the extent of control over the bus network, and agreeing the preferred model for integrated transport.
- That a further ‘Integrated Public Transport’ Scrutiny Inquiry Day to be arranged that encompasses the contributions from Bristol’s neighbouring West of England authorities and that would seek to improve sub-regional public transport issues and how future transport related joint working across the neighbouring authorities can be improved.

### ***II. Wider Transport Issues***

- Examine ways in which Bristol and its partners can reduce the need for road use by changing travel patterns e.g. by improving and encouraging opportunities for home working, remote working and implementing faster broadband connections etc.

### ***III. Marketing***

- Develop a marketing strategy that takes account of the following points:
  - A ‘positive’ marketing strategy is required to attract new bus users.



- Tackle the negative perception and image of public transport in Bristol through improved engagement and the sharing of success stories.
- Use the launch of new buses, bus-stop redesign and information, apps etc. to raise the profile of buses thereby increasing usage.
- Accessible information for all i.e. public transport network maps throughout the city.
- Real-time information (RTI) needs to be more widely available.
- Improve the level of customer service on buses.

#### **IV. Smart Cards/Ticketing**

- Develop a local ticketing strategy that can be used flexibly on all modes of transport i.e. interoperability across the regional network (including rail journeys) on a time or journey basis. This needs to be suitable for all users including part-time and/or casual workers, young people and students, and be introduced as soon as possible.

#### **V. Traffic Management**

- That a universal approach to traffic management and network development be developed between West of England (WoE) authorities, to increase co-ordination and ensure that there is strategic overview at the planning stage and when developing operational infrastructure.
- Increase segregated public transport infrastructure such as bus lanes. On particularly congested routes, bus lanes should run for the entirety of that section. Currently there are pinch points on congested routes that negate the time saved from the existing bus lanes.

## **2. Background to the Inquiry Day**

The role of the Place Scrutiny Commission is the overview and scrutiny of matters relating to the Place Directorate including property, planning and place strategy, highways and transport management development, regeneration, environmental issues, and the statutory flood risk management scrutiny function.



Over recent years, Bristol has and will benefit from a number of transport infrastructure developments and significant national and local funding awards, some of which include:

- Better Bus Area Fund
- MetroBus
- MetroRail
- Local Sustainable Transport Fund
- Walking and cycling improvements
- Residents' parking schemes
- Greater Bristol Bus Network

Bristol City Council's Corporate Plan 2014-2017 sites 'Keep Bristol Moving' as one of the key priorities and includes aims for Bristol to:

- Be a city where public transport provides an affordable quality alternative to the car, where streets are no longer clogged with traffic, our air is cleaner, and it is increasingly attractive to walk and cycle.
- Promote active travel choices – walking and cycling – as safe and pleasant alternatives to the car.
- Reduce emissions in the city to help protect people from the harmful gases produced by streets clogged with traffic.
- Make road layout and other improvements in the city to open our streets to people, removing the blight of heavy traffic and improving flows for public transport and those who need to drive.
- Ensure that public transport provides an effective, efficient and safe alternative to the car.

The Place Scrutiny Commission wanted to explore issues and opportunities for improving the integration of transport functions and activities across the wider Bristol area. The day was therefore designed to enable councillors to have a better understanding of the current situation and to consider and agree what transport integration should look like and in particular what outcomes should be sought.

### **3. The Inquiry Day**



Scrutiny inquiry days enable councillors to acquire an understanding of complex issues by hearing expert speakers and engaging in debate with specialists, with the objective of identifying well-informed evidence-based recommendations. A range of experts and stakeholders share their expertise and opinions via the workshop sessions, to help councillors identify and understand key issues. Inquiry days aim to create a balance between information-sharing and discussion, thus allowing the broad range of views to be heard, and enabling participants to share their particular perspective.

The Inquiry Day was held on 5<sup>th</sup> March 2015 at Brunel House, in Bristol and was led by the Place Scrutiny Commission. Attendees on the day included ward councillors, council officers, and representatives from the city’s key transport operators, independent interest groups and delivery bodies. The full attendance list can be found at Appendix 1.

The session was split into two main sections: ‘Powers & Context’ and ‘Passengers & Growing the Market’. Throughout the day, attendees were encouraged to ask questions and engage in constructive dialogue to further their understanding and enable their views to be heard.

Attendees were then invited to participate in two workshops;

Workshop 1: The Big Picture - asked attendees to consider and make recommendations on the following points:

- Opportunities for further sub-regional collaboration
- Overarching strategies
- Powers, partnerships and decision making

Workshop 2: Practical Steps - asked attendees to consider and make recommendations on the following points:

- Barriers to overcome and opportunities to realise – priorities for improvement (practical details)
- Key features of an information strategy



The Programme for the day, full minutes and the workshop notes and can be found at Appendices 2, 3 and 4 respectively.

## 4. Key Discussion Points and Recommendations

### 4.1 Regional/ Cross Boundary Issues

Comments and suggestions made at the Inquiry:

- Councillors discussed the need to adopt a collaborative approach to a spatial planning framework and improve future transport planning with neighbouring authorities.
- Councillors commented on the need for local travel plans to be introduced and enforced for new property developments, and asked that priority should be given to implementation of public transport infrastructure so that it could cope with the anticipated increased demand. Community travel patterns also needed to be understood.
- Councillors noted that we have started moving forward and are making progress on cross boundary issues, even without an integrated transport authority (ITA) /combined authority (CA). Whilst we can build on the existing partnership arrangements that have previously been successful, it was asked whether the WoE structure is still sufficient to achieve what's needed or should we introduce something different? The move to other arrangements will not automatically confer additional powers and as part of developing this there is a chance to specify what is desired as part of a devolution negotiation.
- Any such structure will need to be carefully designed as there are a variety of powers that it can take on. These range from direct control of all the bus routes, ticketing, prices and timetables (franchising) to a more partnership based approach which is what we have at present.
- The direct control involves the use of Bus Quality Contracts or equivalent powers. This power has not been exercised to date and requires a number of public interest conditions to be met, which may be subject to a legal challenge. Currently this is being tested in the North East of England. A number of other models are emerging as different devolution deals are confirmed. These may be conferred to single authorities but that approach is unlikely to work in Bristol alone as the boundaries are too tight to design an effective network.

**Recommendation:** that the recommendations from the Inquiry go to both the West of England Joint Scrutiny Committee and the West of England Joint Transport Board for consideration.



**Recommendation:** Future discussions should be progressed that aim to address cross-boundary issues, identify opportunities for sub-regional collaboration, the extent of control over the bus network and the preferred model for integrated transport.

## 4.2 Wider Transport Issues

A key issue is the sheer volume of traffic in Bristol and the capacity to accommodate it. Experience shows that minor incidents on the network during peak hours can rapidly cause the network to start to gridlock. Therefore buses need to be seen in context of a wider set of policies;

- Continued promotion of more active forms of travel such as walking and cycling.
- Promote the use of consolidated deliveries e.g. in London people are encouraged to get their parcels delivered to their nearest tube station. A similar approach could be used in Bristol but with Park and Ride.
- Ferries, taxis, car clubs and cycling facilities should be included in promotional plans and co-ordination of services.

**Recommendation:** Examine ways in which Bristol and its partners can reduce the need for road use by changing travel patterns e.g. by improving and encouraging opportunities for home working, remote working and implementing faster broadband connections etc.

**Recommendation:** Tackle the negative perception and image of public transport in Bristol (unreliable/slow mode of transport for the underprivileged) through improved engagement and the sharing of success stories. This could be addressed as part of a ‘positive marketing strategy’ sited below in Information Strategy.

## 4.3 Marketing

Marketing is the process of taking a product to market, so in addition to promotion and advertising (typically thought of as marketing) this can include consideration of the network, fares, vehicles, bus stops, shelters, timetables and information provision.

### Information and Customer Service

Comments and suggestions made at the Inquiry:

- Information needs to be shared between transport operators – this will require co-operation with all WoE authorities. This would need to take place within the existing financial/skill resources.
- First Bus has said they are open to ideas for improving customer communication and distributing information - this is an offer that should be taken up



Operators are wary of the use of open data but there is every chance that the benefits will outweigh the risks, and London have moved to this approach, which also provides a boost to the digital economy, such as allowing the private sector to develop new ‘apps’. Increasing the use and availability of mobile technology such as Wi-Fi and ‘apps’ would also contribute towards improved two-way flow of information and communication between operators and customers.

- A ‘positive’ marketing strategy is required to attract new bus users;
  - Use the launch of new buses, bus-stop redesign and information, ‘apps’ etc. to raise the profile of buses thereby increasing usage.
  - MetroBus – it’s not yet known what the full impact of this will be but such a high profile project can be expected to have the indirect effect of increasing demand and making a positive impact on public perception of buses.
  - Key customer priorities of reliability, cleanliness and value for money need to be met and then used as positive promotion.
- Accessible Information for all: More user-friendly and up-to-date information is required to enable journey planning i.e. public transport network maps at bus stops/stations, libraries, shopping centres, supermarkets (smartphone apps etc. are very useful but are not accessible to all).
- Real-time information (RTI) needs to be more widely available. Not just for the mode of transport that you are using, but also connecting routes and other transport methods.
- RTI is also required on more routes i.e. more rural routes where buses are much less frequent.
- Can the transport apps be integrated with Legible City information in some way? This would be a way of making information accessible to all including those without smartphones.
- Customer service on First’s buses needs improvement – drivers are the face of the company and should be able to provide some advice and information.
- Train stations should be transport hubs/interchanges - where possible users should be able to buy tickets, make enquiries, check times etc. for both trains and buses.
- More bus depots are required – the positioning of these should be geographically spread in order to better service the city, and also to take account of local constraints such as noise, air pollution, road safety etc. This will require long term investment.

### **Recommendation:**



- Develop a marketing and information strategy that takes account of the above points. This is a statutory opportunity that would involve extensive consultation with bus providers and customers.

#### 4.4 Smart Cards/Ticketing

- Multi-purchase tickets should be made available – these need to be flexible enough for use by part-time workers and suitable for children and young people
- Tickets should be available more widely, i.e. at newsagents and supermarkets. Advance sales will also reduce queuing on buses.
- Passengers should be able to top up their tickets up online.
- Smart cards should be chargeable ‘as and when’ required and without a time limit i.e. ‘pay as you go.’
- Other options that remove/reduce the need for on the bus cash payments such as mobile ticketing and contactless payment through existing debit cards may be more future proof and should be part of the ongoing development. This will also improve journey times by reducing waiting.

**Recommendation:** Develop a local ticketing strategy that can be used flexibly on all modes of transport i.e. interoperability across the regional network (including rail journeys) on a time or journey basis. This needs to be suitable for all users including part-time and/or casual workers, young people and students, and be introduced as soon as possible.

#### 4.5 Traffic Management

- A key role for Local Authorities (or potentially for future combined arrangements) is to manage the network and the bus stop environment. Councillors noted the intention to rebuild all the outdated bus shelters in Bristol.
- A review of existing bus routes is needed to ensure that they are fit for purpose, which would need to involve both operators and Councils. In the West of England there has been some success in using funding to “kick-start” services which are too risky to be initiated on a commercial only basis.
  - Any review of bus routes should include consideration of access to the Temple Meads train station from the east side of the city.

There is also a need to acknowledge:

- The cumulative impact of large developments e.g. at Enterprise Zones and predicted population growth in general.
- There may be a clear business case to increase the number of Park and Ride Services serving Bristol.

**Recommendation:** That a universal approach to traffic management and network development be developed between WoE authorities, to increase co-ordination and ensure that there is strategic overview at the planning stage and when developing operational infrastructure.



Councillors also noted the proactive work that already happens through Bristol Urban Control Centre to manage traffic on a daily basis and the work that happens with operators to identify and implement improvements;

- A co-ordinated approach to traffic management will assist in identifying congestion – use of the camera network here is key. At the moment traffic issues are not managed in the same way across all local authorities e.g. South Gloucestershire Council don't monitor all junctions with cameras. Greater integration could also bring economies of scale. With the use of 4G etc. it is possible across the whole region.
- The Control room should become truly multi-disciplinary which could have a positive impact on public safety

**Recommendation:** Increase segregated public transport infrastructure such as bus lanes – on particularly congested routes bus lanes should run for the entirety of that section. Currently there are pinch points on congested routes that negate the time saved from the existing bus lanes.

**Recommendation:** Consider options to manage and develop the network more proactively and collaboratively on a more unified basis.

## 5. Conclusions

The Inquiry Day provided councillors and others who attended with a valuable opportunity to further their understanding of both the background and the current situation regarding public transport in and around the Bristol area.

The high standard of information provided by the speakers helped to clarify what some of the main problems are and what needs to happen before the situation can be improved greatly.

It is not currently known what the future holds with regards to devolution and/ or the West of England authorities working more collaboratively. With regards to public transport it was clear that there were a number of issues that could be addressed much more effectively if services and traffic management could be better coordinated between the authorities.

This report makes a number of recommendations for improving the integration of transport functions and activities across the wider Bristol area which councillors would like to be taken forward as soon as possible.



- Appendix 1 – Attendance List**
- Appendix 2 – Inquiry Day Programme**
- Appendix 3 – DRAFT Minutes from the Meeting**
- Appendix 4 – Workshop Notes**

**Appendix 1**

**Attendance List**

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**Councillors**

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Christian Martin (Chair of Place Scrutiny Commission)  
Claire Hiscott  
Steve Pearce  
Charlie Bolton  
Anthony Negus  
Chris Windows  
Christopher Jackson  
Tim Leaman  
Clare Campion-Smith  
Fabian Breckels  
Olly Mead  
Jenny Smith  
Daniella Radice  
Lesley Alexander  
Gary Hopkins  
Jeff Lovell  
  
Mike Langley  
Mark Bradshaw  
Mahmadur Khan

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**Bristol City Council Staff**

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Peter Mann - Service Director, Transport  
Lucy Fleming - Scrutiny Co-ordinator  
Johanna Holmes - Policy Advisor, Scrutiny  
Romaine de Fonseca - Policy Advisor, Scrutiny  
Karen Blong - Policy Advisor, Scrutiny  
Andrea Dell - Service Manager, Policy, Scrutiny, Research & Executive Support  
Matt Edgar - Policy and Research Advisor  
Ed Plowden - Senior Project Manager, Sustainable Transport  
Andrew Whitehead - Project Manager, Public Transport



Steve Bird - Passenger Transport Infrastructure  
Pete Woodhouse - Group Manager, Sustainable Transport  
Taj Butt - Assistant Democratic Support Officer  
Suzanne Ogborne - Democratic Services Officer  
Stephen Hynd - Mayor's Office

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## Speakers

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Jonathan Bray - Passenger Transport Executive Group (via Telephone Conference)  
Amanda Hoyland - Network Rail  
Matt Barnes - First Great Western  
David Sidebottom - Passenger Focus (pre-recorded video)  
James Freeman - First, West of England  
David Redgewell - South West Transport Network

**Appendix 2**

## Bristol City Council Overview and Scrutiny – Scrutiny Inquiry Day

# Integrated Public Transport

Thursday 5<sup>th</sup> March 2015 10.45 (for 11am start) – 3.00pm  
Brunel House, St Georges Rd, Bristol BS1 5UY

## Programme

10.45am **Registration and refreshments**

11.00am **Welcome and Introduction**

- ❖ Councillor Christian Martin, Chair of Place Scrutiny Commission

11.05am **Introduction, Overview and Objectives**

- ❖ Peter Mann, Service Director, Transport

11.15am **The Devolution Agenda in England**

- ❖ Andrea Dell, Service Manager, Policy, Research and Scrutiny, Economic Strategy

### SESSION ONE: POWERS & CONTEXT

11.25am **The Experience of Other Areas and Other Collaboration Arrangements**

- ❖ Jonathan Bray, Director, Passenger Transport Executive Group (by video link)



11.40am **The Bus Industry: how it works, the local context and potential options for the future**

- ❖ Pete Woodhouse, Group Manager, Passenger Transport Services

11.50am **Bus Infrastructure: working with operators and current plans**

- ❖ Steve Bird, Group Manager, Public Transport Infrastructure

12.00pm **Bristol Temple Meads**

- ❖ Amanda Hoyland, Network Rail

12:10 **The Rail Industry: overview of current rail industry structure and what devolution might help achieve**

- ❖ Matt Barnes, Regional Development Manager, First Great Western

12.20pm **Q&A Session**

SESSION TWO: PASSENGERS & GROWING THE MARKET

12.35pm **Passenger Perspective on Integrated Public Transport**

- ❖ David Sidebottom, Passenger Focus (pre-recorded video)

12.45pm **Information: Real Time Information, Travel West, Local Sustainable Transport fund**

- ❖ Andrew Whitehead, Project Manager, Public Transport

1.00pm **LUNCH**

1.25pm **First Bus: Ticketing, Apps, Current Plans, Barriers and Opportunities**

- ❖ James Freeman, First Bus, Bristol

1.40pm **Reflections so far and key messages**

- ❖ David Redgewell, South West Transport Network

1.50pm **Q&A Session**

2.00pm **Workshops:** Attendees can participate in two 20 minute workshops (see next page for details)

2.40pm **Plenary**

3.00pm **CLOSE**

**Workshops**

Attendees will attend **either** workshop 1 or 1a, and then **either** workshop 2 or 2a. Each workshop will run for 20 minutes.



<p><b>Workshops 1 and 1a: The Big Picture</b></p> <ul style="list-style-type: none"> <li>• Opportunities for further sub-regional collaboration</li> <li>• Overarching strategies</li> <li>• Powers, partnerships and decision making</li> </ul>	<p><b>Workshops 2 and 2a : Practical Steps</b></p> <ul style="list-style-type: none"> <li>• Barriers to overcome and opportunities to realise – priorities for improvement (practical details)</li> <li>• Key features of an information strategy</li> </ul>
<p><b>Key Questions to consider in preparation for Workshops 1 and 1a</b></p> <ul style="list-style-type: none"> <li>• What are the outcomes that we can achieve in 5 years and in 20 years?</li> <li>• What does better integrated transport look like?</li> <li>• What are the collaboration opportunities and risks?</li> <li>• What are the next steps for integrated transport?</li> <li>• What are the next steps following this meeting?</li> </ul>	<p><b>Key Questions to consider in preparation for Workshops 2 and 2a</b></p> <ul style="list-style-type: none"> <li>• What are the quick wins?</li> <li>• What does the infrastructure look like (not just buses)?</li> <li>• What would be the best way to structure fares/tickets?</li> <li>• Information on street/web/on the go?</li> <li>• Integration between operators and modes (rail, bus, car clubs etc)</li> <li>• Other measures, opportunities, risks</li> <li>• What are the next steps following this meeting?</li> </ul>

**Appendix 3**

**Bristol City Council Overview and Scrutiny – Scrutiny Inquiry Day**

**Integrated Public Transport**

Thursday 5<sup>th</sup> March 2015 10.45 (for 11am start) – 3.00pm  
 Brunel House, St Georges Rd, Bristol BS1 5UY

**Minutes**

**1. Welcome and Introduction** - Councillor Christian Martin, Chair of Place Scrutiny Commission  
 Cllr Christian Martin welcomed everybody. He commented that Bristol is deficient in an integrated transport system. It is hoped that with this inquiry day, in particular with recent events in terms of devolution of certain powers, we might be able to identify some of the obstacles, some of the opportunities and some of the ideas/thoughts from various representatives from the companies



involved in public transport. Cllr Martin then handed over to Peter Mann.

## 2. Introduction, Overview and Objectives - Peter Mann, Service Director, Transport

With reference to his slides, Peter explained the importance of understanding the background to where we are now and needing to be clear about why we are considering an integrated transport system. He also highlighted the need to consider what outcomes we should be seeking in terms of getting to a different place; what is our ‘ask of Government, of each other, of our partners, of the operators etc’. “We need to think about issues and opportunities for improving integration that still present themselves to us going forward. We should think about the obstacles to an integrated transport system – the governance, process and ownership. When we consider timescales for change – it’s important that our expectations are realistic”.

The key output from this day will be a report which will be pulled together by the Scrutiny Team and be submitted to the Mayor and Assistant Mayor for their consideration.

## 3. The Devolution Agenda in England - Andrea Dell, Service Manager, Policy, Research and Scrutiny, Economic Strategy

Andrea explained the day in context of devolution and the national picture. With regard to devolution, we have to be clear about what we are trying to achieve and what will generate economic growth. Devolution is something that local authorities and lobbying groups have been talking about for some time. This has been ramped up in terms of the government’s attention and been in the press and media recently, for instance with the Scottish referendum. This year we saw the City Growth Commission report to say that the power to city regions will boost economic growth. Greater Manchester’s agreement is the ‘gold standard’ of powers given by the Government. The Autumn Statement opened the door to devolution. There has also been the Sheffield devolution deal, through lobby groups like core cities – all the main parties are behind the principles of devolution, however the detail may defer.

What does devolution mean? It means the transfer of power to local authorities and others, there must be a legal entity to devolve the accountability and responsibility to.

Andrea outlined what we currently have in relation to delegation (see presentation slide for detail). What has been devolved so far – big difference between Manchester (agreed to have a metro mayor) and Sheffield’s deal which was more focused on skills - for more information see Manchester’s website.

Current devolution offer to cities – following on from the Manchester deal, major city regions were asked to make an offer. The offer has to include detail about what we are trying to address (see Andrea’s slide).

What is a combined authority? It’s a legal construct – it would not be the re-creation of Avon. There would be separate scrutiny bodies and the option of borrowing for transport functions.

Setting up a combined authority – see slide. Consult with relevant stakeholders, including officers, politicians and residents. It really is about producing evidence of what you are trying to achieve.

Q’s – Cllr Hopkins - are we likely to make progress when other 3 authorities don’t have the same view as the Mayor?



A D – we are not the only location that’s got differing views. It is difficult and there isn’t an easy way forward. With the upcoming election, concerns are being voiced but negotiations are ongoing.

Q. Cllr Breckels – same issue, how on earth are we going to square the circle with other authorities?

Q. Chris Jackson – have Bristol contacted the other authorities to see if they are interested?

A. There is a groundswell of support.

Andrea commented re the timescales involved, it’s difficult to know, Nottingham are looking to achieve this within 12 months. It’s a new process that is speeding up.

#### SESSION ONE: POWERS & CONTEXT

#### **4. The Experience of Other Areas and Other Collaboration Arrangements - Jonathan Bray, Director, Passenger Transport Executive Group (by ‘phone link)**

The Executive has 6 transport members, including Bristol and the West of England. It’s a complex area in relation to governance:

1. That the combined authority model is increasingly seen as the entry model
2. The combined authority just means a legal wrapping around a leaders meeting - can do much more when you have established that.
3. Combined authorities at the moment are taking on economic development, transport and blue light services - the issues that the metropolitan county councils used to do
4. Passenger Transport Executive (PTE) is focusing on delivering on a combined authority. PTE also driving forward for instance Rail North, working closely with Government on regional emerging bodies and strategies.
5. Legislation that’s already in place is flexible – there are two pieces of legislation that allow any area to design transport and governance body. The legislation is pretty permissive but do need to get Secretary of State’s authority.
6. Mayors are popular at the moment – there’s focus on the elected mayor in Greater Manchester leading the pack – important to note that the mayor there is not like a London Mayor or even mayors we have seen in other areas, he is chairing the combined authority and does not have the same freedoms and position as the traditional mayoral model that we are used to.

Big things in relation to public transport: 2014 big shift on buses – Greater Manchester and Tyne and Wear; New government status quo/easier - Scotland, Mersey Rail, North Trans-Pennine – no longer a rarity or something that’s radical, it’s happening all over.

If you put together bus franchising, devolution, smart ticketing already in circulation, it’s possible to give citizens a fully integrated transport system, one brand, one network and one ticket, with links into one network and one system.

Q. Jonathan was asked to give more detail on bus franchising and he explained that it is where the public sector decides what it wants in terms of outcomes, and then offers that out to the private sector to provide that and usually has some quality contractual standards. Looking at transport, it’s quite normal in relation to transport - rail services are franchised and bus services in London.



Outside of London there's a de-regulated service. What local government can do is to work within the existing de-regulated framework in partnership, to try to arrive at voluntary agreements with bus operators to get the outcomes that people want. Statutory Quality Partnerships – bi-legal agreements – in the 2008 Act to move from where we are to a franchising system. Powers in Act for local transport to move to franchise – would mean suspend the market so no free access - would put services out to tender; can specify everything. Private sector bids to provide the service and away you go. Advantage, can specify one ticket system, buses connected to train; clean and reliable buses. Process to arrive at that outcome is very convoluted – Tyne and Wear are currently the first local transport authority and they are in the process of examining proposals. It's just about workable. Lots of people looking at easy way to introduce it i.e. Manchester, to ask for separate legislation to allow them to introduce bus franchising. Asking political parties to make it the same for everyone, to simplify the legislation.

Q. Cllr Bolton – how do quality contracts work when buses transcend outside the area?

A D - requires some negotiation with neighbouring authorities, can split contract, cross-border services. Authority boundaries do not create an insurmountable barrier.

**5. The Bus Industry: how it works, the local context and potential options for the future - Pete Woodhouse, Group Manager, Passenger Transport Services**  
(Pete handed out a glossary of terms)

Pete explained that he would speak about the bus industry and how it works in Bristol, what the options are and sub-regional governance and working.

The headline is that there is no franchise or contract for bus services in Bristol. Any bus operator can operate any service, with notice. There is no direct control, such as the route, frequency or fares. The majority of routes are operated on a commercial basis.

The Traffic Commissioner is a public body, sponsored by the Department of Transport, and is there to ensure that bus operators provide the services that they subscribe to. It can impose financial penalties etc as a result of a public inquiry.

Bus operators need to be licensed; they need to register the service; adhere to the reliability and punctuality targets.

Passenger Transport Services are a statutory consultee for bus registrations but it's rare to object to any; can also support short notice registrations if feel it is appropriate. Can complement bus services as it has a £2.7m budget and can only impose penalties for poor performance.

The Local Transport Authority (LTA) is not in a position to establish new municipal bus operators at the moment.

Provision of information, concessionary fares, developing and maintaining bus stops  
Quality Partnership Schemes – ages of buses, minimum frequencies, partnership working, traffic commissioner has enforcement powers

Voluntary Partnership Agreement (VPAs) are agreements between the LTA and bus operators – partnership, quite loose as how defined.



Quality Contracts Scheme (QCS) is the franchise power Jonathan Bray was talking about. This is where the LTA can specify all routes, frequency, etc. Specific process, listed in glossary of terms.

How work together across sub-region – the governance is given to the Joint Transport Board and Executive with four lead members for transport. In relation to decision making, in most cases making recommendations to the Local Authority.

Sub-regional working currently being done under West of England Partnership; ITAs only one left now. Has the power to raise its own funding through a levy on the council tax.

Passenger Transport Executive is effectively the delivery for ITAs. They do a lot of the stuff that Bristol City Council do, they don't have extra powers.

What the different models would do for the provision of bus services – if we were an ITA tomorrow, we wouldn't necessarily be able to franchise bus services.

QCS would require cross boundary support.

## **6. Bus Infrastructure: working with operators and current plans** - Steve Bird, Group Manager, Public Transport Infrastructure

Steve explained that across Bristol there are in excess of 1350 bus stops and his team are responsible for maintaining these, together with real time information which was introduced in the last 4-5 years. They also run the Park and Ride sites, deal with all the bus routes, diversions and update timetables across all the bus stops. The team are given 56 days notice of timetable changes. They also deal with bus priority measures (eg at traffic lights), taxi ranks, coach parking etc.

In relation to Bus stops, the team are looking for a step change in quality to attract more people to use the buses. The bus stop is treated as a 'place' with real time information displays.

Bus priority is not just about a physical bus lane but real time information systems to give buses priority. Bus operators will use the real time information to look at their buses' frequencies and are constantly correcting their timetables. We actually do encourage and promote bus priority as it makes users feel that they have a real benefit by using the buses. And in terms of how are we doing – bus punctuality, the buses are no more than 1 minute early or 5 minutes late for 75% of services. (See slides for more detail).

In terms of bus patronage there has been a 17% increase in bus patronage. In relation to bus priority, for instance on the Bath Road A4 – over 1000 users of the park and ride which would equate to about 4.5 miles of road space and the equivalent queue would be in excess of 20 miles.

In terms of congestion there are over 20,000 sets of road works each year. The causes of congestion - 20% are due to 'incidents' (for instance car crashes, gas explosions etc); highway authority works, utility works etc. In the central Bristol area about 20% of buses' journey time is spent at the bus stop e.g. for ticketing.

The challenge over the next 3 years is in relation to congestion which is one of the biggest obstacles combined with getting the information out to the travelling public.



In summary, this can be combatted by collaboration on road works, intelligent use of information provided by cameras/signals/UTC/RTI/control room - Intelligence integration.

Q. Cllr Jenny Smith - Wells Road needs a P&R service

A. Steve – the location of P&R is a critical factor, needs to be built on the edge of the built environment, developing a P&R strategy is something that his team is doing - looking at sites and opportunities. This includes the M32 and A38 corridor. They are in discussions with neighbouring authorities and 16 sites were identified. The M32 is an example, the Council wished to promote a P&R, the neighbouring authority objected to it. We need co-operation and support to do that.

Q. Cllr Gary Hopkins - GBBN was a game changer and has a knock on effect, increased the profitability of the bus companies.

A. This will be discussed in facilitated discussions.

## **7. The Rail Industry: Bristol Temple Meads - Amanda Hoyland, Route Enhancement Manager, Network Rail.**

Amanda explained that she had come to talk about Bristol Temple Meads (BTM), and the expected growth over the next 5-10 years. The station is part of the Enterprise Zone. She explained that train stations are no longer just a place to arrive/depart; they are becoming places in their own right. Their role has become more important – by 2019, we expect to see a 44% growth in the volume of passengers, with predictions for 2043 growth to 121% (20m) passengers. Network Rail have a £700m portfolio to invest in the railway network to include re-signalling, re-doubling Filton bank, re-design of Bristol east junction, intercity express trains – two additional services per hour – travelling via Bristol Parkway. Will reduce the journey time by 20 minutes (in effect moving Bristol 30 miles closer to London by reducing journey time). Bristol is the third most visited city for business.

How does the station relate to the city – with the Temple Quay development, they opened up the station so people could use that side of the station. The North West side of the station is now a key entry/access point; 49% of people exit/entrance on that side. There is a lot of work to do. They need to consider the heritage status of the building, it's a Grade 1 listed complex of buildings with international status. Need to work with partners for instance, with English Heritage and have to be sensitive.

The challenges: BTM needs to become a fitting gateway for the city – quite often passengers arrive with no idea of where they are or need to go. The team need to come up with a number of options for the station, in order to integrate – need to create the permeability the East side of the station, connect to the Arena and the old post office sorting site. They have signed up to promote the Enterprise Zone's requirements to create 17,000 jobs and are committed to working with Bristol City Council and English Heritage.

Transport interchange is another key element that they need to get right - there are a number of options: needs to be a better interchange for trains/buses. Look at a number of concept options, now honing down the options – cater for passenger growth, journey experience, connections back to the city, more fitting transport interchange (so passengers know where they are, where the station is in relation to the city, so can move to onward journey with ease).

## **Q&A Session**



Q. Cllr Anthony Negus – the latest proposal from the Council is to take the bus routes straight passed Temple Meads. Cllr Negus also asked about the future of Plot 6 and stated that in his view if it wasn't being incorporated into current transport planning it was a lost opportunity.

A. Not a lost opportunity in relation to plot 6 - until have a single vision for the station, but committed to making sure that the transport interchange is integrated with other transport into the city

Q. Cllr Steve Pearce – interested in permeability – large parts of the city don't have access to the railway system. Is the South East side of the city going to have similar potential for traffic access, buses and alike – making the station face both ways to road traffic. Are there any proposal for Buses to arrive on East side of the station?

A. The proposal for a public street is for people on the east side. Intention is to work in partnership for a solution for the city.

Q. Cllr Breckels – Would Plot 6 go for commercial development?

A. Funding would come from Plot 6, Network Rail/Homes and Communities

Q. Cllr Jenny Smith – suggested a train station at Long Ashton P&R

### **8. The Rail Industry: overview of current rail industry structure and what devolution might help achieve - Matt Barnes, Regional Development Manager, First Great Western**

Matt Barnes explained that interest is in 'growing the railway', by providing the best railway we can. His remit today, is to talk about rail infrastructure and the devolution agenda.

There is so much investment and focus on Bristol. First Great Western are in negotiations with the Department for Transport for a new franchise and this will be announced by the DfT. Matt referred to his slides:

- Focus on regulators – the slide shows how complex it is. The choice to go down the route of separating the infrastructure from the trains has made it very complicated
- Funders – national government, local authority (eg Severn Beach line)
- People who run trains – franchises (specified by private sector) or open access operators
- Train operators make the investment
- Regulators – who are largely unseen outside industry but they play an important role, financial and safety regulation key
- Devolution – Rail North created a collective and that was going on until last 6 months when the government announced it would work with the people in the north to do more, local railway franchise and Trans-Pennine. Partnership working to do that but then a formal structure to manage both franchises going forward. The implication is that they have a stake in the decisions. Decisions made by vote.

Just dealing with who decides what trains to run and what payment they should receive.

In relation to the West of England – MetroWest can fund new services, but must underwrite the revenue/subsidise them for first 3 years. We also have the powers to work together to develop infrastructure.



Q. Cllr Claire Campion-Smith – who has the capacity to answer the questions from passengers – the current stock is so dilapidated, rest of network in a dire state. Who makes the decisions that we can put more coaches on trains, etc?

A. Within the resources as franchise operator, First Great Western have a fleet size that it cannot currently increase; has obligations to the Department for Transport to provide a certain number of seats into cities and this starts to tie hands on flexibility; First Great Western need to be in a position to accommodate an extra 40% extra passengers. The mechanism to get there - will bring trains from London into the Bristol fleet which are of a higher quality – negotiations are taking place. Work with DfT to secure the solution for more capacity and better trains. With the impact of electrification, the entire fleet needs to change across the Great Western network. With new investment in electrification, we have a chance to get it right.

## SESSION TWO: PASSENGERS & GROWING THE MARKET

**9. Passenger Perspective on Integrated Public Transport** - David Sidebottom, Passenger Focus (pre-recorded video)

David Sidebottom commented as follows in relation to the passenger's perspective:

- The confidence of jumping off a bus onto a train is quite a challenge
- Ticketing – passengers want a simple oyster type product, across a city region
- Want better information in relation to services
- Passenger Focus has been running a survey for 5-6 years in the West of England – the key things passengers want to see improved – punctuality and reliability; given information and if delayed, need to know the estimated time for the journey
- Good value for money – passengers want to see and understand that their journeys provide value for money, that prices do not go up every year, an understanding of why prices change, what are they getting back for their investment
- They'd also like to track where the bus and train is on its journey, even if it is running late. Gives the passenger the option to tell colleagues/family will be late.
- For bus journeys it's useful to get information through phone apps on journeys so they can find out where the bus is - it helps plan journeys better. It's down to the industry to find different ways of delivering real time info.
- Passenger manifesto – good, clear info about running times (published info, real time info, etc); good range of value-for-money tickets, clear, honest info; accept that being a bus driver is a very demanding job, but delivering good customer service with fare information, journey information etc, drivers as customer service champion; recognition that there can be better integration between all the transport options; punctual, reliable, confident using the service etc.

## **10. Information: Real Time Information, Travel West, Local Sustainable Transport Fund**

- Andrew Whitehead, Project Manager, Public Transport

Andrew explained that his role is to manage sub-regional projects. Perceptions of the bus are that it is quite difficult to use but this is changing with integrated bus networks.



We are improving the door to door journey – breakfast table to the door of the office. At the breakfast table, customers will know whether the bus will be on time or not. Customers can then make an informed decision about when to leave to catch the bus.

- Information is key – people want clear information about where the bus goes
- Travelwest website – there are four stages to get the whole picture. Meets the needs of existing users but it's not good for new users of buses
- What do we need – easy to find info, easy to use, easy to access on mobile devices, tailored to people's needs
- What have we done/what are we doing – TravelWest – making it more intuitive, launching website in April. If people feel in control e.g. re delays can make informed judgements. Trialling live alerts and messaging; Tweet from traffic control centre; still need to print timetables for stop information.
- Opportunities re data – so much data around public transport – who are customers, what do they need, how can we provide for them.
- Need to collaborate with neighbouring authorities – need consistency, joining up.
- Good example – success of joined up working – TravelWest bus checker app. - 6000 people use this. You can tweet re service.
- Travel experience: Better Bus Area Fund through the Government who funded wi-fi on buses on 370 buses; Next stop displays and audio; provider driver training re customer champion, vulnerable road users (walkers/cyclists)
- Local Sustainable Transport Fund – large amounts of short term funding revenue – if there was a need for a bus service, could go out to tender e.g. to increase X1 increased frequency; buses out to Portishead etc, X18 goes from Kingswood to north fringe.
- Marketing and promotion of buses – shadowed new business users, most got info from friends and family; bright posters on side of buses.

See summary slide

### **11. First Bus: Ticketing, Apps, Current Plans, Barriers and Opportunities** - James Freeman, First Bus, Bristol

James Freeman explained that he is Managing Director of First West of England – was CEO of Reading Buses, one of the few municipally owned bus companies. Left Reading with up to 94% passenger satisfaction. He recognises the big issues in Bristol. Need to have bus drivers who feel they are an important part of society. So often fail on the small things. Need to work together with all local authorities. It's all about making the buses do what people want and there are no overnight solutions, it's how we approach it that is important here.

Fares were reduced – it gave First a financial headache while the customers responded to that. What has happened since is that we have 20% more passengers and this keeps on increasing. However, there is congestion on the streets and this impacts on the service that the buses provide.

First launched a 'touch card system' last Autumn and this has started to reduce the amount of time buses spend at bus stops; since 11 January First has been running mtickets (via an app on mobile



'phones) which has increased the number of people who are buying on-line. The arrival of the technology has transformed the service.

First's Internal challenges – now in part one of a two phase game: looking at routes, the worst ones first and then gradually going through the compliance to schedule (being on time is what matters most of all) and have a new set of schedules - extra 12 buses coming onto fleet, together with an extra 40 bus drivers. This is just to 'stand still'. Even when have done all that, can't control what happens on the street – changed the order for new buses to double-deckers - 39 in the summer. First are over 100 bus drivers short in Bristol – recruiting drivers is a big challenge.

External challenges – whole issue of congestion, road works and road closures. Currently have 400 buses running but will potentially need up to 700 in the future. He mentioned that First have a member of staff working in Bristol City Council's control room.

Opportunities – of making buses more reliable, more attractive, new buses will have wifi, roll out of audio visual for everybody; investment in micro hybrids recently delivered; launch of annual ticket membership of the City Car Club; Shaun in the City in the summer; European Green Capital important. The Bio Bus (poo bus) will be on the roads at the end of March – emissions from people go into the pipe to the sewage farm at Avonmouth and are turned into energy using anaerobic digesters. Gives clean air compared to diesel. Also, they are cheap to run.

Q. Growth at TM, what is First planning for this?

A. Bristol is a multi-centred city. Need to provide services direct from East Bristol into Temple Meads. Have to provide lines of travel which are intuitive. All this growth is on our side, it is starting to create sufficient demand, so can start to see St George to the south end of the city via TM's route; the thing for First is how do they get buses through the TM site, real challenge in planning terms; perhaps think of travelators etc

Q. No. 36 and removing this service to two hospitals

A. The No. 36 still goes to Hengrove Park under a new arrangement and also serves the hospital at Callington Road, Brislington. This is an example of a bus route that is thrown into chaos by serving Tesco's supermarket at Brislington. Bus No. 36/75 service bus ticket can be used on both buses.

Q. Extra buses to try and iron out trouble spots – will it solve very long North to South bus routes and journey times of 1, 2 and 76

A. Don't have resource to have extra buses that are available in the central area, not just 75/76 – don't have the capacity to do this.

Q. Massive gap in service between Doncaster Road and Greystoke Avenue; Stockwood Lane/Road would like bus stops put in other parts of it

A. Does illustrate the issue about the network and what trying to do with buses. One of the things we need to do strategically is to consider whether it's right, it's got where it is over time; review is long overdue. Buses are best at high frequency, high volume. Delivering service in smaller streets is more difficult.



CLlr Breckels said he was pleased to hear about the St George plans into Temple Meads

**12. Reflections so far and key messages** - David Redgewell, South West Transport Network

What do passengers want – they want clean, reliable, affordable transport across the city. They want a delivery mechanism that works. Don't feel we are far apart from other regional authorities. We need to get the best deal from Government.

**Buses** – need to make sure we serve the hospitals, including Brislington

**Growth** – all this needs to be planned e.g. we need a couple of bus depots one in Yate and one in Avonmouth (to replace Muller Road).

**Rail** – it's about giving more powers to local authorities to work in partnership. That budget should be with the West of England Transport Board – shouldn't be done by civil servants in London.

**Devolution** – need to join the race.

David has been putting together a plan to work with Bath and get better integration; there has been major works carried out at Bath Station

**Trains** - where are we going in Bristol – there are green posters at every train station with bus info, provided by an agency, but it's all out of date

Market the Freedom Bus (buses and trains)

**Buses** - Customer training required; Reasonably good new fleet – new and reconditioned buses in this city to enable wheelchair access; need to manage extra passengers. Combined authority issue re the road space – Gloucester Road into South Glos, Nailsea and Yatton, Bitton etc. Maybe bring officers from different local authorities together in one building?

**Vision:** a combined authority, more involvement in bus lanes, priorities and public information, better integration with the trains, local decisions, better master plan for Temple Meads with Bristol City Council and Network Rail;

Communication - need to communicate to passengers that things are getting better; this needs to be by all parties involved

**13. Attendees then participated in two 20 minute workshops**

Workshops 1 and 1a: The Big Picture	Workshops 2 and 2a : Practical Steps
<ul style="list-style-type: none"> <li>• Opportunities for further sub-regional collaboration</li> <li>• Overarching strategies</li> <li>• Powers, partnerships and decision making</li> </ul>	<ul style="list-style-type: none"> <li>• Barriers to overcome and opportunities to realise – priorities for improvement (practical details)</li> <li>• Key features of an information strategy</li> </ul>



<b>Key Questions to consider in preparation for Workshops 1 and 1a</b>	<b>Key Questions to consider in preparation for Workshops 2 and 2a</b>
<ul style="list-style-type: none"> <li>• What are the outcomes that we can achieve in 5 years and in 20 years?</li> <li>• What does better integrated transport look like?</li> <li>• What are the collaboration opportunities and risks?</li> <li>• What are the next steps for integrated transport?</li> <li>• What are the next steps following this meeting?</li> </ul>	<ul style="list-style-type: none"> <li>• What are the quick wins?</li> <li>• What does the infrastructure look like (not just buses)?</li> <li>• What would be the best way to structure fares/tickets?</li> <li>• Information on street/web/on the go?</li> <li>• Integration between operators and modes (rail, bus, car clubs etc)</li> <li>• Other measures, opportunities, risks</li> <li>• What are the next steps following this meeting?</li> </ul>

Clerked by Suzanne Ogborne, Democratic Services  
Notes typed up: 5/6 March 2015

## Appendix 4

### Workshop Notes

#### Table 1

##### *The Big Picture*

- Need to ensure that report findings go to joint transport scrutiny
- Need to make progress with regional discussions, including all councillors/the public - public should play a significant part in discussions about the preferred model
- Resolving cross boundary issues are key.
- Big issue re: inequality of regional transport funding – London is a good model but it takes a lot of the available resource
- Need to ensure that profits are re-invested in the city
- Reliability/cleanliness etc are key priorities for the public
- Look forward, not back
- We have no one authority to deal with transport (like TfL) – this disadvantages us in terms of bidding for funds etc
- Need to create seamless journeys via different modes of transport
- There is progress that can be made now, even without an ITA etc – we need to build on the existing partnership which has been successful
- Bidding system makes progress more difficult, but we have got results in the past eg. we made GBBN work.



- The question is, do we get devolved powers or something else? Is the WOE structure still sufficient to achieve this, or do we need something more/different?
- Manchester devolution powers should be matched in Bristol/Bath

### **Practical Steps**

- Need a smart card locally or a national Oyster card, whichever it is, it should be valid on all modes of transport
- Smart cards should be operator driven
- Buses that aren't operational need to be clearly marked
- Traffic issues aren't managed in the same way across all local authorities i.e. South Glos don't monitor all junctions with cameras. We need a universal approach – camera network is key. Greater integration will bring economies of scale. With the use of 4G etc it is possible across the whole region.
- Control room could become truly multi-disciplinary and would increase public safety
- Multi-purchase tickets should be more flexible i.e. would help part time workers, children etc
- Smart ticketing would be good – where you charge up then use as and when required (like Oystercards)
- Enable more local agencies to sell tickets e.g. newsagents, supermarkets – these have been curtailed by Paypoint
- Freedom pass needs to be available in a student version too
- Customer service on First Buses needs improvement – drivers are the face of the service and should be able to provide advice etc
- Better marketing is required to attract new users
- Better public transport network maps are required
- Information needs to be available from a broader range of outlets eg. supermarkets and libraries (*recommendation?*)
- Make it easier to buy tickets in advance – this also reduces queuing
- Fare dodgers are still an issue which results in lost revenue
- First Bus are more open now to ideas for improving customer communication and distributing information – we should take advantage of this.
- Ferries and taxis should be included in promotional plans and co-ordination of services
- Issue that only a limited numbers of taxis are accessible.

### **Table 2**

#### ***The Big Picture***

- What should it look like?
- Less cars, more bikes, more trams
- Less need to travel in the first place
- Numbers of people working from home once a week would reduce the numbers travelling
- We don't yet know what the full effect of Metrobus will be
- Feeder Rd as a new route – 4000 new jobs in next couple of years, need new routes to get people to/from them
- Smart ticketing between trains/buses
- Local train stations as transport hubs/interchanges



### ***Practical Steps***

- More depots – Muller Rd is not in the right place and needs a lot of investment
- Bikes carried on buses – First is looking into this
- J Freeman – Metrobus will raise the profile of buses and change how they look.
- New products/stops/buses – these will all raise the profile and thereby the demand
- How do we overcome the prejudices against buses that some people have
- Need clear and up to date information about journey times
- Need combined bus and train information – all in one accessible place at eg. Stapleton St
- QW - posters at stations – DR spoke about wrongly or badly parked lorries – need to enforce yellow boxes on Baldwin St
- No portacabins should be set up on bus routes - GBBN
- App used on the Legible City maps – can the First Bus app be linked to this?

### ***Finale***

- Cllr Khan – all singing/dancing joint ID with other local authorities
- Joint Transport Board/Joint WOE Scrutiny – take to this both with the aim of getting commitments for the future
- D Redgewell – take to both scrutiny forums
- Passengers/public involvement next
- D Redgewell - Resolution has not been implemented yet (?)
- Formal paper to scrutiny ASAP for public forum
- Make slides available
- Community transport – input needed
- Taxis, ferries, coaches, Destination Bristol - to be incorporated

