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The TAS Partnership Limited
Passenger Transport Specialists

Guildhall House
59-61 Guildhall Street
Preston PR1 3NU
Telephone: 01772 204988
info@taspartnership.com
www.taspartnership.co.uk

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Executive Summary

1. Introduction

- 1.1 The TAS Partnership Ltd was appointed by Warwickshire County Council (WCC) to produce a report to support the development of the Bus Service Motion which was passed unanimously by WCC members in December 2019.
- 1.2 The underlying message of this report is that WCC needs to commit more funding to supporting bus services and infrastructure if it is to be successful in its aim of encouraging greater bus use. This includes investing in its staff.

2. Impact of COVID-19

- 2.1 The impact of COVID-19 on medium to long-term use of public transport is still unknown. Different studies provide different results, some suggest 90% of former bus passengers returning, another says 50% will work from home compared to pre-lockdown, while it has been reported that 60% of those returning to work will avoid public transport.
- 2.2 It is likely that closer working between WCC and bus operators will be needed in order to allow the resources available to be deployed where they are needed the most. WCC may need to be prepared to provide more short term de Minimis funding in order to bridge the gap between the end of or reduction in government funding and the return to commercial viability of the core network.

3. Powers and Key Objectives of WCC

- 3.1 Warwickshire as a shire county acts as both the Transport and Highways Authority but crucially is not the Planning Authority or the authority responsible for off-street parking. This means that WCC already has the powers to:
 - Set the concessionary fare reimbursement rate and discretionary elements (such as companion passes and pre-09:30 validity);
 - Specify and tender the supported bus network, including making de Minimis payments where seen fit (and within the legal parameters including a maximum of 25% of the supported service budget);
 - Maintain bus stop infrastructure and provide public transport information (although this can be done by Parish Councils on WCC's behalf);
 - Introduce changes to road layouts and limit access where it sees fit;

- Object to planning applications on the grounds of impact on the highway network, although ultimately decisions are made by the District Councils; and
- Lead the process of introducing a bus partnership and or multi-operator ticketing schemes.

3.2 However the Council does not have the power to:

- Set car parking charges except for on-street sites; or
- Introduce bus franchising without permission from the Secretary of State as it is not a Mayoral Combined Authority.

3.3 The WCC Transport Team should be proud that the operators hold it in high esteem. The areas the operators identified for improvement are:

- More bus priority; and
- Better roadside information.

3.4 Overall there was support from operators for exploring partnerships and multi-operator ticketing. The changing economic climate means that if WCC wants better Real Time Information, modern ticketing and cleaner buses it is going to need to contribute funding towards new ticket machines and new or upgraded vehicles. Similarly, chief on the list of priorities for WCC Officers was more bus priority, improved RTI and a multi-operator ticketing scheme ideally as part of a partnership with bus operators.

3.5 There are a number of long cross-boundary bus routes which can fill in the small number of gaps within Warwickshire's existing bus network. Links to Birmingham International for the NEC seem the largest gap at the moment given the proposed UK Central development and HS2 station there.

3.6 Park and Ride services can definitely play a part in encouraging modal shift; however this needs to be done in tandem with a change in town centre parking policy from the district councils. Park and Ride schemes can also help to provide better access to hospitals by public transport.

3.7 Whilst information provided by WCC online is very good, the journey planner – including its disconnection from the rest of the public transport information – needs some improvement. Roadside publicity is also an area which should be improved to help irregular travellers 'find their feet' and we understand this is in process.

4. Section 106 Funding and Best Practice

4.1 WCC officers provided us with a list of 35 bus routes which receive or had received S106 funding. These can be divided into six different categories, which are:

- Newly S106 funded routes (2);
- Routes still S106 funded by original development (7);
- Routes still S106 funded but not by the original development (11);
- No longer S106 funded and reduced in provision (4);
- No longer S106 funded and running at the same frequency (8); and
- No longer S106 funded and increased in provision (3).

4.2 There appears to be little correlation between the size of the site and the likelihood of Section 106 funding being a success. It appears that there are other factors at work instead. However the sites which are no longer S106 funded and have seen the service provision reduced appear to have been over provided for in the first place.

4.3 In order to have a chance of being successful, bus services to new developments need to be considered as part of the heart of the development. This means that there needs to be:

- Research undertaken as part of the site planning to identify which existing route(s) can be diverted or extended into the site. If there are none suitable, consider where any new services would link to.
- Suitably located access points to the development - bus only access if needs be;
- Suitable width internal roads for the bus to use - again bus only if required;
- Attractively located and facilitated bus stops;
- A service from day one of occupancy; and
- Marketing for the services both at the start of occupancy and ongoing.

4.4 WCC should investigate using DRT services to serve a new housing estate where either:

- The size of the development does not justify a fixed bus route; or
- There is no obvious single traffic generator meaning a simple fixed bus route would not cater for the majority of travel demand.

4.5 However it should be noted that DRT should not be used as a way of providing a service to a new estate just to allow the developer not to have to make the site suitable for a standard bus. Whilst a DRT service provides an attractive door-to-door offer it cannot replace the turn up and go nature and reassuringly fixed route of a traditional bus service.

5. Partnerships

5.1 There are three types of partnerships which offer different scope for size and party involvement – these being Voluntary, Advanced and Enhanced. The one which is chosen by WCC and operators will depend on a number of different factors including:

- Relationship (and trust) between operator(s) and local authority;
- Geographical size of the partnership; and
- The actual content of a partnership desired by the parties.

5.2 A Voluntary Partnership (as the name suggest) is one which has no legally binding agreement so works solely on trust between partners. Advanced Partnerships tend to focus on one particular corridor or urban area whilst Enhanced Partnerships cover a wider geographical area with scope for localised agreements. The latter also has more stakeholder involvement along with additional scope for unified branding.

5.3 The partnerships in the West Midlands, Merseyside and Hertfordshire are good examples of how well operators and the transport authority can work together. Partnerships take time to be developed and to see results, so patience from all parties is key. The working relationship between the parties also needs to be good in order to gain the most benefits, if one does not trust the other then it is hard for the crucial yet riskier parts to be taken forward.

6. Bus Strategies and Future Funding

6.1 Whilst the 'Future of the Bus' report has some valid points and good ideas, such as compelling local authorities to publish a bus investment plan, it also contains some of the usual misconceptions about bus services. A more integrated network between modes is wonderful on paper but does not take into account the issues faced by bus operators when rail operators change their timetables, or indeed the case in Warwickshire where bus and rail compete over key corridors. Work carried out by TAS in Wales in 2020 in fact showed that bus passengers do not place bus/rail integration high on their list of priorities. In addition, diverting buses to serve railway stations can lengthen bus journeys or divert them away from major traffic objectives.

6.2 The two WCC publications (Council Plan 2020 – 2025 and Draft Bus Strategy 2019 – 2034) reflect the challenges faced by bus operators in the pre-COVID-19 environment. Desired travel destinations are more spread out than they

once were making conventional bus networks less efficient in moving people around. This is coupled with the closure of many high street shops resulting in fewer workers and shoppers. Strategies need to look beyond just the bus and at the wider economic plan to ensure that new health, employment, retail and leisure facilities are not built on greenfield sites but closer to existing higher frequency bus routes. There is an increasing desire for limitations on traffic in town centres and the Post COVID-19 era seems to likely to lead to continued pressure for more pedestrian and cycle space.

- 6.3 Despite pledges from the government, the future funding available for bus services still seems unclear. The impact of the COVID-19 pandemic on bus patronage and government finances hasn't helped this. For some time now available additional finance has been channelled through challenge funding with varying degrees of success. There is some justification in saying that these have often favoured those who submit the best quality bids rather than the most deserving areas.

7. Quick Wins and Post-2022 Projects

7.1 There are ten areas which could provide a quick win, these are:

- 'How to use the bus' information;
- Better roadside publicity;
- Planning policy guidance;
- A Warwickshire bus conference;
- New bus links to Birmingham International / UK Central;
- Warwick - Leamington - Coventry corridor Partnership including RTI, bus priority measures and multi-operator ticketing;
- Introduce a countywide Multi-operator day ticket;
- Full implementation of a new southbound bus stop on Leicester Road (A426) dual carriageway opposite Elliott's Field Retail Park, Rugby;
- Expansion of DRT provision and technology; and
- Provision of Park and Ride for Leamington for the Commonwealth Games.

7.2 This excludes the current work in Nuneaton around the town centre regeneration and a potential new bus station.

7.3 Beyond 2022 the main proposed areas to focus on are:

- Expansion of Partnerships to:

- ◆ Coventry – Bedworth – Nuneaton – Atherstone Corridor;
- ◆ Rugby; and
- ◆ Stratford-upon-Avon;
- Expansion of Park and Ride provision to other towns in Warwickshire; and
- Four new cross-county links.

1.1 Introduction

- 1.1.1 The TAS Partnership Ltd was appointed by Warwickshire County Council (WCC) to produce a report to support the development of the Bus Service Motion which was passed unanimously by WCC members in December 2019. The Bus Service Motion was a follow on from the declaration of a climate Emergency.

1.2 Objectives

- 1.2.1 The objective of the Bus Services Motion is to request that the Strategic Director Communities takes a report to Communities Overview and Scrutiny Committee that:
1. Clarifies and prioritises the Authority's powers and key objectives in relation to bus provision to enable more consistent and effective negotiations with bus operators. This should include investigating multi-operator ticketing, bus priority measures and improved bus information.
 2. Analyses the success of s.106 contributions which have been used to pump prime new bus routes over the last 10 years in Warwickshire and investigates alternative frameworks to incentivise long term successful routes around new developments if necessary.
 3. Fully scopes the use of Advanced Quality and Enhanced Partnership schemes as set out in the Transport Act 2000 and Bus Services Act 2017, including engagement with operators and sets a date no later than December 2020 to assess whether implementation of the AQ or EP schemes are necessary to achieve the Authority's key objectives.
 4. Considers and assesses the resources required to successfully deliver the Council's key objectives recognising that any strategy or objectives that emerge from this process must be fully costed before they can be presented to Cabinet and all sources of funding identified.
 5. Considers the call by the "Campaign for Better Transport" report called "The Future of the Bus"

1.3 Our Approach

1.3.1 We have sought to provide support in three distinct ways:

- a) Consultation with stakeholders including bus operators, WCC officers, district councils and local employers over what they think WCC is doing well currently, how it can improve and how best to encourage greater bus use;
- b) Researching best practice examples of where bus patronage has increased and how; and
- c) Outlining current powers and funding WCC has available to help encourage greater bus use.

1.4 Effects of Coronavirus on the Bus Industry

1.4.1 The collapse in public transport usage during the Coronavirus crisis is well-documented. The loss of revenue has been partly counteracted by a number of government instructions and measures:

- a) The instruction to local authorities to continue to pay concessionary reimbursement at 'normal' levels;
- b) The instruction to continue payment of contracts whether operated or not;
- c) Inclusion of bus operator staff in the furlough scheme; and
- d) Emergency funding to cover operating losses (unlike the rail industry, this does not allow any profit margin).

1.4.2 While at the beginning of the crisis during lockdown, limits on all but essential travel was logical, the government's approach to public transport remains largely to not use it, in direct contrast to its advice as other parts of the economy have reopened – 'Shop for Britain' or 'Work out to help out'. The message to avoid public transport has been almost too effective and may have caused significant damage in the longer term.

1.4.3 One notable effect of the crisis has been de facto partnership working, with much mutual acceptance of tickets between operators and close cooperation between operators and local authorities, each using their own skills and knowledge. It would be a great shame if these efforts by the operators were rewarded by franchising 'through the back door' on political rather than practical grounds.

1.4.4 The impact of the loss of patronage during the ongoing Coronavirus pandemic is unclear, however there is a number of potential consequences which should be considered as they are likely to have an effect on the feasibility of meeting the aims of the Bus Service Motion:

- a) Funding announced by the DfT could be cancelled or delayed in order to provide or continue the rescue fund for bus operators;
- b) Patronage might never recover as the way of life changes. This could be in one or a number of areas:
 - ◆ Those currently working from home decide to stay that way, if only part of the time;
 - ◆ Shops and businesses that have shut never reopen;
 - ◆ Confidence in being in close proximity to others continues to be diminished;
 - ◆ The significant student markets will be uncertain depending upon their reliance on overseas students, who may not return for a number of years;
 - ◆ The support network for the elderly is retained reducing their trips out by bus. Change in behaviour by concessionary passholders will lead to reassessment of reimbursement rates. If all passholders are only making essential trips, then reimbursement should be 100% and so on.
- c) Reduced patronage must ultimately mean reduced service which would see the oldest vehicles withdrawn ahead of time or a significant lessening of investment in new vehicles.
- d) General traffic on the road may decrease if more people remain working from home reducing the need for bus priority in some locations, or there might be more road traffic if the switch to cars accelerates and becomes permanent, causing more congestion and, of course, leaving the local authority with air quality and emissions issues to address.
- e) Having had low traffic or traffic free periods and commensurate reductions in pollution, a return to congested, polluted streets might be considered totally unacceptable and therefore there will be greater public support for measures which restrict traffic. This should work in public transport's favour.
- f) There will be pressure on Local Authorities to fill in the gaps following reduced service provision;
- g) There has undoubtedly been an increase in walking and cycling during the pandemic. It remains to be seen if this becomes a long-term trend particularly once colder, wetter weather settles in. Increased traffic volumes might also deter some of those who have been cycling due to perception (or indeed reality) of poor safety.

- h) The ownership structure of the bus industry could change – some companies might weather the storm better than others meaning smaller independents could be bought out by bigger groups or cease trading or one or more of the big groups might struggle. In the extreme the bus industry could be nationalised to survive, as has effectively happened to the railway. The government may therefore seek to return it to the private sector via some sort of franchising route.

2.1 Introduction

2.1.1 All major operators in Warwickshire were contacted regarding partaking in the consultation exercise. Of these A&M Group, Arriva, Diamond Buses, Johnson's, National Express West Midlands and Stagecoach participated in the exercise. Travel De Courcey were also approached but did not take part. A full list of questions covered is included in Appendix A: Operator Engagement Questions, this chapter covers most of the responses apart from the questions about Open Data and the Bus Summit which are included in 14.1 and 14.3 respectively.

2.2 Role of the Council

2.2.1 There was consensus that in general WCC is very good at communicating with operators. It is felt that the transport team understands the issues that operators face and is able to relay information easily. It was felt that WCC uses its supported bus budget well and has managed to maintain a decent network of supported routes.

2.2.2 It was felt that Warwickshire lags behind other areas in provision of bus priority measures. This is especially key in the Leamington and Warwick area but all town centres should see some level of pro-bus measures, Stratford-upon-Avon was pointed out as particularly lacking. Enforcement cameras would also be useful.

2.2.3 The provision of roadside publicity, Real Time Information (RTI) and the quality of bus stations and interchanges is mixed across the county. There is a view that the major focus is on the Warwick and Leamington areas with other locations coming second.

2.2.4 There was a view that WCC doesn't think beyond its own boundaries when planning bus routes at times. An example was given of a Section 106 (S106) funded service which mirrored a cross-boundary service for most of its route.

2.2.5 The issue of compliance with regard to tendered services was discussed with one operator. It felt that it was not tough enough to deter or root out poor quality operators which give the industry a bad name.

2.3 Existing Network

2.3.1 Most operators felt that the current network was sufficient to cater for existing demand. The only obvious gap highlighted was the absence a link to Birmingham International from the Warwick and Leamington area.

- 2.3.2 There was a general consensus that the railway stations that had a 'poor' level of service were ones at which the rail service directly competed with the bus service. In addition to that it was pointed out that the road network around both Kenilworth and Bermuda Park stations made serving these stations difficult and inefficient. One operator felt that it was WCC's responsibility to ensure railway stations and hospitals are well connected.

2.4 Partnerships and Ticketing

- 2.4.1 Stagecoach is the only operator with experience of partnership involvement with WCC although others are involved in the West Midlands. This is mainly in the form of the X17 Punctuality Improvement Partnership.
- 2.4.2 Five of the operators were open to exploring the idea of a partnership, either Advanced or Enhanced, further with WCC. However three operators expressed the need for significant infrastructure investment from WCC in return for any improvements from operators.
- 2.4.3 Again five operators were willing to enter further discussions around a multi-operator ticketing scheme. There was a desire from one operator for it to be a WCC led scheme. Another pointed out that Smartcard Technology was old hat and that any multi-operator ticket scheme needs to be compatible with apps and even contactless capping. There was a concern around cost to small operators of having compatible systems but that these were needed to ensure all operators had the latest technology – WCC should seek to help fund this upgrade.
- 2.4.4 Most of the operators already undertake periodic fares promotions which have generally seen some additional traffic but not a large influx of extra passengers. One operator suggested that these could be co-ordinated in a single area as a first step. Another operator stated that it felt that fares in the more rural areas were already too low in regards to sustainability of the services. There was a suggestion that those passengers receiving certain benefits should be entitled to reduced fares.

2.5 Concessions

- 2.5.1 The general feeling was that the reimbursement level was acceptable by most operators. However one pointed out that it receives £1.26 in reimbursement for a £4 adult fare which is unsustainable from a commercial perspective. There was no real idea of further expansion of the scheme, indeed one operator felt that the scheme should be run on the statutory times rather than the current enhanced times.
- 2.5.2 There were mixed views on introducing a discounted fares scheme for young people. Stagecoach has recently amended its ticket categories so that there is a standard discount for all under 19s. One operator felt that all young people

in full time education should receive free travel given that 'rich' pensioners do. Five operators were open to further discussions whilst the sixth felt that from experience elsewhere it wasn't worth progressing.

2.6 Encouraging Bus Use including Section 106 Funding

- 2.6.1 There was concern from a number of operators that people won't use the bus because they are not confident about how to use it. A guide showing how easy it is to get information and use a bus might have a significant impact. One operator felt that there needed to be better advertising from both operators and the council to encourage bus use.
- 2.6.2 There was also a consensus that bus networks need to be simple to understand with services running reliably at attractive frequencies and prices. The provision of bus priorities should help to make services more reliable and reduce journey times. Higher quality vehicles can help a service stand out but often technology progresses meaning they don't stay 'special' for long.
- 2.6.3 Using the car needs to be made less attractive to motorists, at least for the final part of a journey if not all of it. This will rely on town centre car parking costs being increased.
- 2.6.4 S106 appears to have had mixed results. It was pointed out that some developments have limited or no access for buses immediately putting them at a disadvantage. Roads are either too narrow or become blocked by parked cars making it difficult for buses to navigate the area.
- 2.6.5 Arriva operates a service in Buckinghamshire that was designed into the new development from the start. It links the houses to the railway station and has a higher frequency at times that London commuters would be using it. This has seen the service become successful with the developer, council and Arriva having regular progress meetings. Stagecoach has tried free ticket offers which have generally provided mixed results with an average of 10% take up – again a lot is dependent on the convenience of the service to the residents.

2.7 Vehicle Investment

- 2.7.1 Warwickshire's fleet profile reflects it being an area of mixed bus demand. The majority of services use vehicles cascaded from elsewhere within the respective operating groups. Both National Express and Stagecoach have recently introduced new vehicles to their University of Warwick services and these are the only ones within the county with next stop audio-visual announcement equipment.
- 2.7.2 Introducing Euro 6 vehicles onto contracted services would put tender prices up, whilst introducing them on commercial services might negatively impact on marginal routes. Funding for Zero Emission buses would need to cover

more of the cost of the vehicle than the DfT does now, as the operator in practice pays 125% of the price of a normal diesel vehicle. However two operators are already investing in Euro 6 vehicles or upgrades and would be willing to run electric buses if they were cheaper to buy. One of those has recently had experience with an electric bus and found it attractive to use but was put off by the cost of infrastructure (£90k to upgrade its depot electricity supply) and has already been adversely affected by battery end of life issues with hybrid buses.

- 2.7.3 One operator felt that electric buses are currently more polluting than a Euro 6 vehicle when considering whole life vehicle emissions. This is because the battery is generally assembled in China using rare metals and then shipped across the world. There is no current method of safely disposing of the batteries which tend to only last part of the overall vehicle life.

2.8 Summary

- 2.8.1 The WCC Transport Team should be proud that the operators hold it in high esteem. The areas for improvement are unsurprisingly:

- More bus priority; and
- Better roadside information.

- 2.8.2 Overall there was support for exploring partnerships and multi-operator ticketing. The changing economic climate means that if WCC wants better Real Time information, modern ticketing and cleaner buses it is going to have to contribute funding towards new ticket machines and new or upgraded vehicles.

2.9 Feedback from Consultation Round Two

- 2.9.1 The operators were given an opportunity to comment in the partnership and multi-operator ticketing proposals in chapters 18 and 19. The main points raised are:

- Multi-operator ticketing:
 - ◆ Concern that with one dominant operator, having a 'revenue lies where it falls' set up would be unfair;
 - ◆ Overall support for the revenue pool and reimbursement method;
 - ◆ A methodology would have to be proposed before some operators would sign up to any scheme;
 - ◆ The price of the multi-operator ticket has to be at a premium over an operator only day ticket to ensure viability for operators.

- Warwick – Leamington – Coventry Partnership:
 - ◆ Desire for clearly deliverable, measurable before and after targets to noticeably improve punctuality, reliability and a reduction in journey times;
 - ◆ Needs to be set up right to ensure future partnerships fit in, preference seems to be for Advanced or Voluntary Partnership set up countywide with a spate of 'corridor agreements'.
- Bedworth and Atherstone Corridor Partnership(s):
 - ◆ Desire from one operator for an additional Nuneaton – Hinckley – Leicester partnership in collaboration with Leicestershire County Council.
- Rugby Partnership:
 - ◆ Concern about the effect on services using Newbold Road to access the town if general traffic was to be diverted away from Mill Road / Murray Road. The low bridge under the railway here forces some services away from the Station, to the detriment of passengers;
 - ◆ However if a suitable location for a bus station did not come forward then the improvement of Station Approach (Railway Terrace) as a 'bus only' through route past the station frontage should still go ahead;
 - ◆ Improved railway station interchange should not come at the cost of access to town centre and retail parks.

3.1 Introduction

- 3.1.1 Consultation with Council Officers was undertaken by phone on Wednesday 4th March 2020.

3.2 The Current Situation

Resources

- 3.2.1 The following resources are currently available to WCC officers for the provision of bus services:
- Revenue Support Budget;
 - Developer Contribution – mainly Section 106;
 - Bus Service Operator Grant funding for tendered services;
 - Concessionary Fares funding,
 - ◆ Both from government to reimburse operators and from tendered services;
 - Farebox revenue from tendered services;
 - Car park revenue from Stratford-upon-Avon Park and Ride site;
 - Flexibility of Home to School budget; and
 - Members' delegated budget.

Successes

- 3.2.2 The officers believe that they have been successful in using S106 funding, the Home to School budget and members' delegated budgets in an effective manner to maintain a significant supported bus network. Certainly compared to some neighbouring authorities the supported bus network is still comprehensive.
- 3.2.3 The officers do their part in the Warwickshire area having a higher than average customer satisfaction rating. They feel that the provision of good print and web information alongside a strong social media presence helps keep people informed. Where there is a customer complaint, there is a dedicated team with a fast turnover for complaints, they also have a clear triage process for complaints so they are handled correctly.

Relationships

- 3.2.4 The officers believe that they have a very good relationship with bus operators. Other stakeholder relationships have occasionally been tricky in the past but all have improved.

3.3 Future Requirements – Resources

- 3.3.1 The biggest area of future need with regard to resources is the reinstatement of a capital budget. This is because without it WCC cannot effectively work in partnership with operators as it will not be able to deliver its side of the agreement.
- 3.3.2 Besides bus priority measures, funding is needed for investment in technology. The current Real Time Information (RTI) system does not actually show buses in real time and is only available at a limited number of locations. The council should support the fitting of audio-visual next stop equipment to buses as long as there is a central government fund to apply to.
- 3.3.3 Personnel wise there is currently a recruitment process for a new member of the Strategy Team whose role will be to focus on buses to support the Principal Transport Planner. Until now the team has perhaps been more rail-focused.

3.4 Future Requirements – Infrastructure

Bus Priority Measures

- 3.4.1 Effective Bus Priority measures are seen by the officers as key to encouraging more people to use the bus in Warwickshire. The main focus at present is on the Warwick and Leamington areas and Nuneaton. The X17 Punctuality Improvement Partnership with Stagecoach needs council investment in bus priority if it is to succeed. It may be feasible in time for the Commonwealth Games if the council is supportive of it and thus able to get things done quickly.
- 3.4.2 Nuneaton bus priority is part of the Nuneaton Regeneration project. Other locations will require looking at especially Stratford and Rugby, however there are no definite plans for these towns yet.

Other Infrastructure

- 3.4.3 One idea for future infrastructure is the creation of "On Street Bus Stations". These would mainly be bus only sections of road with the feeling of a pedestrianised area. There would be additional bus stops with shelters along with comprehensive information provision. The two leading locations are Upper

Parade, Leamington and Bridge Street, Stratford where most services serving the respective towns already pass through.

- 3.4.4 Part of the proposed Nuneaton scheme to move the bus station to be at the railway station, is to let buses pass through the centre of Nuneaton. This would ensure that passengers visiting the town centre don't have to trek across to / from the railway station.
- 3.4.5 Longer term there is the desire to create new bus stations in Stratford and Rugby. The latter location has some short term infrastructure improvements needed, specifically the upgrade of the southbound bus stop on the A426 Leicester Road at Elliott's Field. Whilst the northbound stop has a layby and shelter, the southbound stop is just a flag on pole due to a dispute with the landowner.
- 3.4.6 There is currently only one Park and Ride site in Warwickshire at Stratford Parkway. There is a desire for more sites, with possible locations including:
- On the A46;
 - South Leamington;
 - West Warwick; and
 - The new Rugby Parkway Station.

3.5 Future Requirements – Ticketing

- 3.5.1 There has been a long held ambition to have a multi-operator ticketing scheme in Warwickshire. The extension of the current West Midlands scheme has been ruled out due to opposition from certain operators. WCC is keen to establish a Smartcard based ticketing system with a possible Mobile App extension before the Commonwealth Games to support travel to events. It is likely that a day ticket will be the best place to start. The ability for the ticket to be loaded onto a Swift Smartcard [*and presumably a Stagecoach Smart smartcard too*] was noted as essential.

3.6 Summary

- 3.6.1 WCC Officers in general have the same view as bus operators. They see themselves as successful in their current role but feel more could be done if resources were available. Chief on the list is more bus priority, improved RTI and a multi-operator ticketing scheme ideally as part of a partnership with bus operators.

4.1 Introduction

4.1.1 This section covers our engagement with external stakeholders which were:

- The five district councils;
- WCC Highways department;
- Transport for the West Midlands (TfWM);
- The Department for Transport (DfT) – despite our best efforts, this was not undertaken due to staff absence and workload at the DfT; and
- Local Employers – despite an extended deadline, only four employers took part in the consultation.

4.2 DfT Funding

4.2.1 It is understood that Coventry Council would apply for the Electric Bus Town fund and met with operators at the end of March. The key issue will be cross-boundary services and the suitability of electric vehicles for long, high-mileage services such as X17.

4.3 Multi-Operator Ticketing

4.3.1 There was support from TfWM with regard to a Warwickshire Multi-Operator scheme which would allow cross-boundary travel into the West Midlands area. This is especially as it is known that some operators do not feel they get a fair deal from the nBus Scheme. The Swift Card should be able to be used by passengers to store Warwickshire products as well as TfWM's.

4.4 Shared Resources between Authorities

4.4.1 TfWM is currently developing the "One App" which will act as a one stop shop for information about Public Transport in the area. There was confidence that this could be another area for potential collaboration with the possibility of extending the app's reach into Warwickshire.

4.4.2 TfWM's current arrangement with WCC regarding Real Time Information should allow for the provision of extra displays at stops and stations. Going forward as part of the West Midlands Bus Alliance, TfWM could potentially be the data processor for bus registrations in its area instead of the Traffic Commissioner which has an impact on how data for the RTI is sourced.

- 4.4.3 WCC's Highways Department acts as a business unit, this means that if it does not have the internal resources for dealing with things such as design and construction of bus priority measures it is able to outsource the work to a third party. Similarly if the experience is not there then it is able to call on other Local Authorities for help.

4.5 Commonwealth Games

- 4.5.1 There is an active working group in Coventry looking at Bus Priority, however there are no resources committed purely to the Commonwealth Games at the moment. TfWM will be consulting with Stagecoach regarding resources needed for providing services during the Games. It is interested in working with WCC in ensuring that the overall public transport network is fit for purpose.

4.6 Gaps in the Current Bus Network

- 4.6.1 Enhancing rural links was a consistent theme. North Warwickshire currently has frequent services around the boundaries but limited provision across the borough. A link into Hams Hall and Birmingham International from the North of the borough was seen as a need, especially with the forthcoming HS2 station. There is also a need for improved provision of evening and Sunday services to encourage people to leave their car at home. There is currently high demand for taxis in North Warwickshire.
- 4.6.2 Within Rugby it was felt that the local services are not at a high enough frequency to encourage modal shift from cars, however there was an understanding that these services are hampered by congestion. Park and Ride was highlighted as interesting, but it has never been consulted on with members as the focus for the development of Park and Ride sites has been mainly in the Warwick District area.
- 4.6.3 Warwick District pointed out the Joint Strategic Needs Assessment for the whole county which highlights areas poorly served by bus but with high levels of social isolation.
- 4.6.4 TfWM could not identify any significant gaps in the cross-boundary network. A piece of work began in 2017 surrounding the Bus Services Act, which is currently assessing the Bus Alliance, Partnerships and Franchising.
- 4.6.5 Journey times to Warwick from Kenilworth and Coventry are inflated by the routes going via Leamington Spa first. This means that it can be more attractive to drive even if there is a through bus service.
- 4.6.6 All four employers who responded were based in out of town business parks (Abbey Park, Birch Coppice, MIRA and Stoneleigh Park) which had either a limited or no bus service. MIRA has the best provision but still, due to the limited destinations served, fewer than 10% of the workforce used the bus. All

four employers wished to see an improved public transport provision with services running at the right time to the right places. Only one employer saw cheaper fares as an immediate incentive to getting more employees to use the bus.

4.7 Serving New Developments

- 4.7.1 There was enthusiasm to ensure that any new housing development was suitably served by buses. It was pointed out that even if a development is under the initial threshold of around 100 houses, many go on to form part of a larger development in the long run and therefore internal roads need to be suitable for buses, council service vehicles and emergency vehicles from the start.
- 4.7.2 Rugby has two large new housing developments, one to the north and the other to the south, which RDC is seeking to link with a BRT style service.
- 4.7.3 North Warwickshire has two large employment sites in the shape of Birch Coppice and Hams Hall, which have had mixed success in S106 funding use. The new MIRA site currently doesn't have a service proposed that connects it to the North Warwickshire area, which is felt to be a mistake.
- 4.7.4 WCC's Highways Department acts as an advisory service with the plans for new developments already drawn up by the developer's own consultants. This seems to limit the ability to reshape plans where they may not aid efficient provision of a bus service.

4.8 Car Parking

- 4.8.1 Changes to Car Parking policy and parking charges are contentious issues. North Warwickshire currently (as a policy) does not charge for parking as there are limited bus services across the largely rural district. Before it can start using parking charges to disincentivise motorists a more comprehensive network needs to be in place first. Meanwhile Stratford District Council has a healthy revenue stream from tourists using the town centre car parks in Stratford-upon-Avon, moving those tourists onto Park and Ride services would therefore reduce the council's income.
- 4.8.2 The overall feeling is that there needs to be a trade-off between increasing car parking costs and/or reducing car parking provision and reducing the price of public transport or increasing service provision.
- 4.8.3 As stated in 4.6.6, all four employers who responded to the consultation were based in out of town business parks. Three of the four had ample onsite parking, whilst the fourth based at Stoneleigh Park had access to communal parking which was significantly reduced when the showground was in use. Only one of the four employers backed the principle of a parking levy but with

the caveat of a vastly improved public transport provision and that it only applied to urban areas.

4.9 Other Comments

- 4.9.1 There is a general trade-off that needs to be made in provision of road space. The historic town centres tend not to have the space for bus lanes to be added onto the normal highway. There are also issues of creating more pedestrian crossings and cycle lanes which have impacts on bus services by introducing more delay points and reducing road space.

4.10 Summary

- 4.10.1 The main view of external stakeholders appears to be that before motorists can be persuaded out of their cars by high parking charges and longer journey times, the bus network needs to be made more attractive through shorter journey times and more frequent service provision.

5.1 Introduction

5.1.1 This chapter looks at the various methods which bus operators and local authorities can use to encourage greater bus use and discourage motorists from using their cars. There is also a number of case studies covering areas which have seen an increase in patronage through the adoption of one or more of these initiatives.

5.2 Lower or Simpler Fares

5.2.1 There are a number of different ways to encourage bus use through lower or simpler fares. These include:

- a) A general fares reduction – all products are reduced by a given percentage meaning that they are all cheaper but there is no change in value of buying one product over another;
- b) Targeted fares reduction by product – a single product or product group such as day or weekly tickets are specifically reduced in price. This can be done to enable return tickets to be withdrawn as a day is now cheaper than two singles or to encourage part time workers to still buy a weekly ticket as it is cheaper than buying three or four day tickets;
- c) Targeted fares reduction by location – there may be a specific route or area where demand appears suppressed by price. The fares reduction may therefore be a localised version of a) or b) or it could be achieved by the introduction of a new ticket range such as a 'RouteRider' or a flat fare zone for travel anywhere in an urban area (e.g. £1.50 for any single journey in Warwick and Leamington Spa);
- d) Complete fares restructure – it might be decided that the existing fares structure is no longer fit for purpose and a complete overhaul is required. This might involve replacing distance based fares in urban areas with zonal fares (or vice versa) and/or changing the range of multi-journey tickets to cover current travel patterns.

Employer Discount Schemes

5.2.2 One way to encourage commuters to use the bus is to offer discounted season tickets. Both Blackpool Transport¹ and Transdev² have recently launched travel or commuter clubs. Once an Employer has signed up its employees can buy season tickets through them at a discounted rate or are able to buy longer

¹ <https://www.blackpooltransport.com/travel-club>

² <https://www.transdevbus.co.uk/blackburn/get-10-commuter-club>

period tickets which are not available to the general public. The Transdev scheme also involves the employer receiving tailored bus service information for distribution to staff.

5.3 Multi-Operator Ticketing

- 5.3.1 Where there is more than one bus operator in an area a barrier to people using a bus can be the need to buy more than one ticket for a two stage journey. By providing a ticket that can be bought on one operator's service and used on another, both operators are assisting in making buses more attractive. However the ticket has to be well advertised, easy to buy and perceived as value for money. A premium is normally applied to the price compared to a single operator product in order for it to be a commercially viable product and to reflect its validity on more services.
- 5.3.2 The Oxford SmartZone and Swindon TravelPass tickets are promoted as the standard multi-journey ticket within those locations despite the operators providing their own single operator products (as necessitated by Competition law). These products have been traditionally available on Smartcard with paper products for longer period tickets being phased out. However with the growth in use of Apps it is felt that Smartcards are 'behind the times', especially given their associated cost of production and back office processing. Both locations are now working towards providing the multi-operator ticket on the mobile platform as well as increasing use of QR codes on paper tickets.

New Technology

- 5.3.3 Contactless capping is currently seen as the ultimate goal in ticketing technology development. The ability to tap-on and tap-off a bus with your daily and weekly fare capped based on the number of operators used and the areas travelled in. However this is quite difficult to implement at the moment due to different forms of contactless technology and difficulties in apportioning revenue. There are also issues around the willingness of banks to keep their transaction costs low given how complex the system can get. For example a system needs to be able to work out the cheapest deal for a traveller if in a week they have:
- Spend four days travelling between Kenilworth and Leamington Spa on a mixture of Stagecoach service X17 and National Express service 11;
 - Travelled to Nuneaton one day using Stagecoach X17 and 48 and National Express service 20; and
 - Travelled to Stratford-upon-Avon one day on Stagecoach X17 and X18.
- 5.3.4 Should the fare be capped at:
- a) A weekly Warwickshire wide multi-operator ticket price?

- b) Four Coventry – Leamington Multi-operator day tickets, a Warwickshire wide multi operator day ticket and a Stagecoach day ticket? Or
- c) A Coventry – Leamington multi-operator operator week, a Coventry – Nuneaton multi-operator day and a Leamington Spa – Stratford return ticket?

5.3.5 Further information is provided in Appendix C: Multi-Operator Ticketing. Any Warwickshire scheme should be able to avoid some expense in the creation of a new physical smartcard with associated expensive back office by using the ITSO³ compatibility of Swift and Stagecoach Smart and thus their associated back office systems. The downside to this is the likelihood that TfWM and Stagecoach will charge the Warwickshire multi-operator scheme(s) an administration fee for use of their systems.

5.4 Higher Quality Vehicles

5.4.1 This is an area of improvement that is often focused on customer perception, rather than engineering or environmental factors. In the late 1990s and early 2000s it was the introduction of low floor buses that was seen as a marked improvement. Over the last 10 years it has been the introduction of Wi-Fi, USB charging ports and even seats around tables that have been used as the marketing point. Stagecoach Gold and Arriva's Max and Sapphire brandings were introduced to help distinguish the routes with more modern and higher quality vehicles. However these brands are being phased out as the 'standard' bus now often comes with these features.

5.4.2 The Keighley Bus Company has reported a 7% rise in patronage on its Leeds – Keighley service since the introduction of new vehicles a year earlier. These were fitted with the latest on-bus technology and replaced a rather mixed bag of fairly new and older vehicles with basic interiors.

5.5 Branding and Marketing

5.5.1 As mentioned in 5.4.1 a service can be sold on the basis of being a higher quality service. But there are also other ways of selling a service in order to make it stand out. Branding that appeals directly to the target customer, or engenders a sense of ownership and identity as well as targeted marketing campaigns that build the brand can be incredibly useful if done properly.

5.5.2 Operators such as Go North East brand their high-frequency and key interurban services to help them stand out from both their own services and their competitors, Figure A shows a bus branded in Citylink livery for service 58 – sister service 57 also uses the same livery as they share a common corridor between Newcastle and Heworth.

³ <https://www.itso.org.uk/>

Figure A: Go North East Citylink 58 Branding



Copyright: Neil Harrison 21/3/19

- 5.5.3 Other operators such as First West of England and Nottingham City Transport use coloured branding to help distinguish buses on specific routes or corridors. Figure B shows a First West of England bus with an orange front wedge used for services 1 and 2 as well as Metrobus route M1 branded vehicles which have a pink relief to their Metrobus grey livery.

Figure B: First West of England and Metrobus Branding



- 5.5.4 Stagecoach itself has undertaken some route branding – Figure C shows a bus in the old corporate livery with X18 branding on top, whilst Figure D shows a specialist livery used to market buses in the Lake District.
- 5.5.5 It should be noted that the success of such branding is proven to work (if implemented properly) for a route or corridor but not across a whole network.

Figure C: Stagecoach Route X18 Branding (@paulburr73)



Figure D: Stagecoach Lakes Branding



5.6 Simplified Network or Higher Frequency Services

- 5.6.1 Operators have looked to simplify their networks to help make it easier to understand where buses go and to help customers have the same confidence in bus services that they do in public transport with fixed infrastructure, such as rail. A consequence of this has often been the replacement of multiple low frequency services with one single high frequency route. Stagecoach East Midlands has undertaken a number of network reviews in its larger urban areas using the 'Simplibus' brand. This has seen services renumbered sequentially starting at 1.
- 5.6.2 In February 2017 Stagecoach South East introduced its 'Little and Often' network to Ashford. This saw 30 Mercedes Sprinter Minibuses costing £3m introduced on four town routes with some services increased from every 20 minutes to every 5 minutes. These minibuses were replaced in June 2018 as 45% of passengers found them too small. Two of the four routes retained a 'turn-up-and-go' (at least every 10 minutes) frequency (with an additional route being added to the brand) with larger vehicles introduced as they had seen a 35% increase in patronage, over half of which came from car users. The other two routes were not as successful and saw their frequency reduced to better match demand.

5.7 Bus Priority

- 5.7.1 Bus Priority can take many forms and can be used for many reasons. At its simplest it is a way of making bus services more reliable by removing services from the impacts of congestion, at the other extreme it encourages people out of the car by making the driving route more circuitous, time consuming and expensive than that of the bus.

Traffic Light Phasing

- 5.7.2 This is perhaps the cheapest way of improving the reliability and attractiveness of bus services. The traffic lights stay on green for longer on the main road the buses use or the sequence might be staggered to allow right turning traffic to flow more freely. A newer and more advanced system sees buses fitted with transponders, which interact with the traffic lights. As they approach the traffic lights they either stay on green until the bus has passed or speed up the cycle for the bus to get a green phase sooner⁴.

Bus Priority Lights

- 5.7.3 These tend to be linked to either a stretch of bus lane or a bus stop, in order to allow the bus to re-enter the main traffic flow more easily. These can also

⁴ <https://www.liverpoolcityregion-ca.gov.uk/traffic-light-technology-improving-journeys-for-liverpool-city-region-bus-users/>

be used at busy junctions to allow buses to take priority. Figure E shows an example from Cardiff which allows buses to take priority at a busy junction.

Figure E: Bus Priority Lights – Advanced Junction Lights Cardiff



Bus Lane

- 5.7.4 Here one of the lanes on a road open to all traffic is restricted for use by buses only or buses along with certain other vehicles such as taxis. Bus lanes can be used to by-pass congestion hot spots or purposely reduce road space for motorists either in the peak only or all day. Contraflow bus lanes are often used to provide bus services with a short cut in one direction only as used on Leicester Street in Bedworth, Figure F shows use of both with traffic and contraflow bus lanes in Reading.
- 5.7.5 Using cameras to enforce bus lanes has been controversial. Whilst it is necessary to prevent bus lanes being abused by motorists trying to jump the queue or take a short cut, the associated signage has to be clear. Politically bus lane cameras can be seen simply as revenue-generating 'cash cows' by the pro-motoring lobby.

Figure F: Bus Lane and Contraflow Bus Lane – Reading



Bus Gate

- 5.7.6 This is a short section of road linking two other roads together which only buses can use. They are especially useful for linking two parts of a new development together whilst avoiding the creation of a 'rat run' as shown in Figure G with a new development to the south of Gloucester. This one is an open road protected by cameras, others use either raising bollards or a movable barrier to prevent misuse.

Figure G: Bus Gate – Gloucester



Bus Only Road

- 5.7.7 This is a stretch of road which is solely for use by buses or buses and other restricted vehicles. Figure H shows the bus only stretch of road past the front of Nottingham Railway Station which is the simplest of bus only roads to introduce i.e. the conversion of an existing road.
- 5.7.8 Figure I shows the Cambridge Guided Busway which is at the other extreme – this is a purpose built bus only road, buses are fitted with guide wheels which not only allows them to use the guideway (vehicles not fitted cannot physically use it) but also means that the bus steers itself on guided sections. Other similar purpose-built bus only roads use standard tarmac as illustrated in Figure J, this road in Swansea allows buses to bypass a busy road junction.

Figure H: Bus Only Road – Nottingham Railway Station



Figure I: Bus Only Road – Cambridge Guided Busway (©Roger French)



Figure J: Bus Only Road – Swansea



5.8 Increasing the Cost of Motoring

5.8.1 Sometimes in order to get people out of their cars and onto public transport there needs to be a disincentive as well as an incentive. As well as making a motorist's journey less convenient through the introduction of bus priority measures (see 5.7) there are ways to make the car journey more expensive thus giving a more level playing field with bus fares. The four main ways of doing this are:

- a) Increase the cost of parking in urban areas where there are suitable alternative bus services including park and ride;
- b) Introduce a Workplace Parking Levy – this can apply to all employers in a certain area (i.e. where there is a suitable alternative form of transport) and is an annual charge per parking space imposed on the employer;

- c) Introduce a Congestion Charge – Durham and London are the only two cities currently with a congestion charge, here motorists are charged to drive into a designated area;
- d) Introduce an Ultra-Low Emission Zone (ULEZ) – Larger urban areas are introducing LEZs or ULEZs as a way of tackling their air quality problems, however they are quite mixed with only a handful actually applying to cars as well as commercial vehicles. Given the government’s recent push to encourage electric vehicles a ULEZ is not guaranteed to solve congestion issues in the medium to long term.

5.9 Case Study – Brighton⁵

- 5.9.1 Go-Ahead owned Brighton & Hove Bus Company has seen growth in bus passenger journeys by an average of 5% per annum consistently over more than twenty years. The key to achieving consistent growth in bus passenger journeys is effective partnership working between the bus company and local authority. There’s no formal document outlining the terms of the partnership just a short report to an appropriate Council committee outlining commitments made by both parties. The partnership works on the basis of trust and confidence - both parties use their best endeavours to deliver their respective commitments.
- 5.9.2 It’s helped by the bus company being managed by a locally based Managing Director dedicated to the area and being active in the local community including business groups and community organisations. It would not be an exaggeration to say the bus company is embedded into the community it serves and buses are part of the fabric of the city.
- 5.9.3 The bus company is committed to enhancing frequencies of the network of bus routes in the city. Timetables are modified on two key dates each year; around Easter time and just prior to the University academic year commencing in September. Each change incorporates an enhancement to at least one route as well as a myriad of minor timing alterations to reflect changes in demand.
- 5.9.4 After many years of step-by-step improvements, the bus network achieved a turn-up-and-go frequency of a bus at least every ten minutes for 80% of passengers. Obviously frequencies are reduced at times of lower demand (very early mornings, evenings and on Sundays) but enhancements also included the introduction of timetables running all night on some key routes. The city having two universities and a large student population, including an influx of language students in the summer, provides an excellent market for intensive bus services.
- 5.9.5 The second commitment from the bus company is to provide value for money fares and simple to understand ticketing. During the early 2000s, the fare

⁵ *Courtesy of Roger French, former Managing Director of Brighton & Hove Bus and Coach Company*

system was simplified across the city with a flat £1 fare which led to a significant increase in ridership during the period this applied. After that period, emphasis was placed on encouraging passengers to purchase tickets in advance of travel providing extra value. In recent years this policy has been pursued through the extensive facility of paying by smartcard or smartphone and more recently by contactless including capping of fares at a daily and weekly rate.

- 5.9.6 Third commitment is regular investment in new buses to take advantage of the latest technology for the environment as well as comfort and facilities for passengers. In years past this included converting the fleet to low floor access as quickly as possible and more recently the provision of USB sockets and wifi as well as improvements in the comfort and layout of seating and space for those with accessibility needs. Improved engine and exhaust emissions, hybrid and electric propulsion have also been embraced. Brighton and Hove was the first operator to employ hybrid vehicles which run wholly in electric mode in the city centre.
- 5.9.7 Fourth commitment is a passion for delivering the very best customer service. Ensuring that every customer is given the best possible journey experience and if there are any shortcomings these are immediately corrected with an apology and recompense. Access to locally based staff overseeing telephone, email and social media channels has been key.
- 5.9.8 The fifth commitment is to produce and distribute excellent information and marketing material and commit resources to promote bus travel so potential customers are attracted to give it a try. Creating the desire to use buses is a fundamental part of that all-important culture of bus use in the city.
- 5.9.9 The City Council has committed to introducing effective bus priority measures including bus lanes and smooth passage through junctions and congestion hotspots. These have been introduced in stages over many years along with a strategy to encourage cycling.
- 5.9.10 The second commitment from the City Council is to introduce an effective controlled parking regime together with its enforcement. Brighton & Hove was one of the first councils to decriminalise on-street parking and it has also consistently increased the cost of parking both on street and at car parks it manages.
- 5.9.11 A third commitment is to oversee and support the introduction of a real time information system. This includes high profile displays at bus stops throughout the city as well as at key stops in the city centre. The bus company also commits resources to keep this system up to date and has worked with App developers to make the information available online and on smartphones.

- 5.9.12 A fourth commitment is to provide a Park and Ride operation but this has not been possible due to the logistics of finding a suitable location in a topographically constrained city.
- 5.9.13 Overall the provision of bus priority measures and attitude towards parking have encouraged the bus company to positively invest on a regular basis in enhanced frequencies, value for money prices, new buses and excellence in marketing and customer service.

5.10 Case Study – Harrogate

- 5.10.1 Transdev's Harrogate Bus Company operation brands Harrogate as a Low Emission Town, thanks to a combination of electric vehicles on local services and Euro 6 standard new and retro-fitted vehicles on interurban routes. As part of this, service 24 from Harrogate to Pateley Bridge was converted to partial electric operation. Of the eight return journeys on a Monday – Friday half of them are worked by an electric bus. Two of the four remaining journeys need a larger vehicle as they run at school times, this bus is then used to fill in in the early afternoon whilst the electric vehicle is recharged.
- 5.10.2 Service 24 has three return journeys on a Sunday which are operated under contract to the Dales & Bowland Community Interest Company as Pateley Bridge is a tourist destination on the edge of the Yorkshire Dales. The funding for the Sunday services is provided by North Yorkshire County Council, Pateley Bridge Town Council, Nidderdale Chamber of Trade and Harrogate Water Brands (producer of Harrogate Spring Water).
- 5.10.3 Harrogate Water Brands also stepped in to fund free travel on the four town routes in Harrogate in August 2019 following the end of Transdev's 'Sunday Freeway' trial. This had seen a 70% increase in patronage but could not be funded commercially in the long term.
- 5.10.4 Harrogate Bus Company also operates flagship service 36 between Ripon, Harrogate and Leeds. Despite competition from the railway between Harrogate and Leeds there has been a continued investment in new vehicles with innovative features such as being early adopters of Wi-Fi and phone charging cradles, a constant marketing campaign and a gradual increase in frequency from every 30 minutes in 2003 to every 10 minutes in 2019.

5.11 Case Study – Nottingham City Transport

- 5.11.1 Nottingham City Transport (NCT) is a multi-award winning Operator which is 82% council owned and 18% by Transdev. NCT carries 75 million passengers a year. Nottingham has the highest bus usage per head outside London by a significant margin.

- 5.11.2 NCT believes that the high bus use per head compared to other major cities may be partly down to the high standard of buses as the average age of the fleet is only 4.5 years old. NCT's fleet became 100% low floor in 2009 and 100% PSVAR compliant in 2012. It has the largest gas bus fleet in the country receiving Green Bus funding for the first thirty gas buses and filling station. The remaining ninety buses were self-funded but government grant was obtained to extend the filling station to 200 vehicle capacity. The gas supply uses 250 bar pressure so gives the same range as a diesel bus in an urban environment but not enough capacity for all day running on its interurban routes which will remain diesel for the foreseeable futures.
- 5.11.3 In 2011 NCT caused a stir in the industry when it replaced ageing double decks on four half-hourly frequency routes with brand new midi-buses, increasing the frequency on each route to every 15 minutes and creating two co-ordinated 7/8 minute frequency corridors. The strategy was successful with larger single deck vehicles needing to be purchased for these routes only two years later.
- 5.11.4 Its strong relationship and a working understanding with the pro-public transport Nottingham City Council benefits it significantly. In 1999 there were only 400m of bus lanes in Nottingham, now these extend 26km but there are still issues with congestion. Nottingham City Council owns the majority of city centre car parks and looks to make the cost of parking higher than using public transport. Four hours parking costs more than a £6 group rider ticket.
- 5.11.5 A Contactless capping system is being developed alongside Nottingham City Council and the NET light rail system. NCT is also amending some services to take over parts of a number of supported routes commercially thus helping the council save money. Most notably the two Park and Ride sites have had their dedicated services replaced with diversions to NCT local routes. The changes to the Park and Ride services alone are estimated to save the council £0.5m per year.
- 5.11.6 Nottingham is also the only place at the moment to fully implement a work place parking levy. Funds from this has helped improve Public Transport infrastructure, notably the tram system. However NCT feels that the Work Place Parky levy has had little impact on its passenger numbers as work to improve bus services happened before its introduction.

5.12 Summary

- 5.12.1 Whilst there are many different facets to encouraging bus use and modal shift, it all comes down to the mantra of an attractive product at an attractive price, available at a convenient time. This means that there should be an element of making the use of cars unattractive or less attractive in respect of price and journey time by comparison to using the bus.

6.1 Introduction

- 6.1.1 As part of our work for WCC on measures to promote bus travel, we have reviewed local implementation of the English National Concessionary Travel Scheme (ENCTS), which mandates free off-peak travel for elderly and disabled people on registered local bus services at specified times.
- 6.1.2 In addition to analysis of a supplied copy of the Year-End Report 2018/2019 for the Warwickshire Countywide Concessionary Fares Scheme ("the Scheme"), our conclusions are also based on guidance and statistics published by the Department for Transport (DfT), research and our extensive, accumulated knowledge of the principles, practice and impacts of concessionary travel. Over the last 25 years, we have provided advice on concessionary fares to over 70 local or national authorities and more than 20 bus operators.
- 6.1.3 The Scheme is currently administered on behalf of WCC by MCL Transport Consultants Ltd, which has applied its standard approach to producing the Scheme definition and reimbursement arrangements. We have examined these for 2019/20 (retrieved from the WCC website). Unusually, no default revenue reimbursement rate⁶ is specified in the Scheme, stating simply that a single rate will be determined for each operator using defined fares data and the 'Discount Factor' methodology of the DfT Reimbursement Calculator. However, default additional cost rates are shown as follows, in each case per generated journey:
- Marginal Operating Costs = 7.5 pence
 - Administration Costs = 0.2 pence
 - Marginal Capacity Costs = 10.0 pence
- 6.1.4 The Scheme additionally allows free travel for Warwickshire passholders on weekday journeys starting 09:00-09:30 and between 23:01 and 24:00 and validity is extended to IndieGo community transport and Flexibus services. However, no concession is offered to companions who assist disabled people to use bus services.
- 6.1.5 We understand that reimbursement is applied to those community transport (CT) services which are included in the Scheme at a rate of 80% of revenue forgone. As a matter of principle, it is inappropriate for such services to have a 'standard' reimbursement rate applied. This is because the standard

⁶ i.e. the proportion of full fare which is regarded as revenue forgone, equivalent to the proportion of all concessionary journeys which have not been 'generated' by the reduction in fare to zero

assessment of reimbursement assumes that the operator will benefit from generated journeys and will have (or will be able to provide) the capacity to accommodate them. In this case, for the CT operator to break even, the rate assumes that it carries 25% more passengers than it would with no concession.

- 6.1.6 This assumption is not appropriate for CT, the supply of which is usually determined by the amount of funding the operator receives – whether in grant form or through a Service Level Agreement (SLA) – from the local transport authority. Moreover, supply and demand for CT are rarely in equilibrium, even without free concessionary travel, so it is rarely possible to attribute the cause of any increase in patronage to the existence of the concessionary scheme. The end result is that the operator will be worse off – in contravention of the statutory objective for reimbursement – and the overall supply of CT services may be lower than it otherwise would be.

6.2 Analysis of 2018/19 Data

- 6.2.1 The data provided in the annual report exhibit a negative trend. Over the period 2014/15 to 2018/19, concessionary bus trips under the Scheme fell by 18.7% to 4.66 million. Nevertheless, comparison with DfT statistics⁷ shows that this is not unusual – only one of 72 authorities registered an increase over this period and the average loss was over 14%. Data from most English authorities showed a drop in total journeys of 2.1% from 2017/18, compared with 3.1% in Warwickshire.
- 6.2.2 The Scheme report ascribed these losses to a mixture of the increase in age of eligibility for the ENCTS pass and poor weather. The latter certainly shows some linkage – March in 2018 was the coldest since 1962⁸ and patronage fell dramatically compared with 2017. There is sound academic evidence of positive correlation between ambient temperature and concessionary travel.
- 6.2.3 However, the slower pace of accession⁹ to the minimum eligible age for ENCTS which took effect from April 2016 seems to have influenced trip making less significantly and we believe this may have been overstated as a cause of trip decline. The fact that bus mileage in the county has fallen by nearly 10% over the same five years appears more significant, especially as that on tendered services (which tend to carry disproportionately more passholders) has fallen by nearly 60%. Concessionary trips have also fallen less than journeys by other passengers; total bus passenger trips fell by 26% over the same period¹⁰.

⁷ Table Bus0823, available at <https://www.gov.uk/government/statistical-data-sets/bus08-concessionary-travel>

⁸ See <https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/weather/learn-about/uk-past-events/interesting/2018/snow-and-low-temperatures-february-to-march-2018---met-office.pdf>

⁹ From 50% of the cohort to 25% each year

¹⁰ Table Bus0109a, *ibid*.

- 6.2.4 The amount spent on reimbursement saw little change from the previous year, reflecting increased adult fare levels. However, the revenue reimbursement rate and absolute level of payments to operators are very low in the Scheme. The average amount paid to operators was 99.9 pence per passenger trip, including additional costs – an effective reimbursement rate of just 43.6% against the average fare forgone of £2.29, while the revenue reimbursement rate (without additional costs) averaged just 37.5%. This is one of the lowest rates in England and acts as a disincentive for operators to cater for concessionary passholders or to develop and promote services which are attractive to them.
- 6.2.5 It is true that both the major local operator, Stagecoach, and Johnson’s Coaches receive a higher effective rate because each receives further additional cost payments “outside the Scheme”, although agreed with the Scheme’s administrator. Assuming that the average fare and reimbursement rates for Stagecoach are close to the mean for all operators¹¹, this means that its effective reimbursement rate is in the region of 56%. This is much closer to the typical value for ENCTS across England and suggests that the rate paid to smaller operators (typically those providing tendered services and carrying a higher proportion of concessionaires) may be inappropriately low. We believe this is primarily a failure of the methodology recommended by the DfT, rather than a defect in WCC procedures.
- 6.2.6 The overall take-up rate for the Scheme (at around 74% of the estimated eligible population) is similar to those in many other shire counties and significantly higher than some of WCC’s neighbours.
- 6.2.7 However, a feature of the WCC Scheme is the low proportion of passes issued on grounds of disability. This may be marginally influenced by issuing policy, if all people qualified on grounds of age receive an age-related pass irrespective of any disability they may also have. Nonetheless, 4.5% is an unusually small proportion of passholders to qualify on grounds of disability – our experience is that a proportion of eight to twelve per cent is the norm. This seems unlikely to be explained by lower incidence of disabilities in the local population – the prevalence of disability¹² in the West Midlands (18.9% in 2018¹³) is not very different from the average for England.
- 6.2.8 We believe that part of the explanation for this low take-up among disabled people may lie in the absence of two features which are common in other areas;
- concessionary travel for a ‘necessary companion’, and
 - the extension of general validity to include morning peak travel.

¹¹ Reasonable assumptions, since Stagecoach represents about 82% of all concessionary travel

¹² As defined in the Equality Act 2010

¹³ See

<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/datasets/prevalenceandemployment>

- 6.2.9 Groups who would benefit from these currently have little incentive to acquire an ENCTS pass and either extension should encourage uptake.

6.3 Options for Development

- 6.3.1 Introducing companion eligibility or morning peak validity for disabled passholders would increase the utility of the Scheme to different segments of the disabled travel market: the first by facilitating bus use by more severely disabled people who need the physical assistance or psychological reassurance of a carer to travel by bus; the second by enabling use of the pass by those in employment to travel to work. Obviously, each would also incur additional reimbursement cost, but this is likely to be modest.
- 6.3.2 There would also be further potential implications for each proposal, viz:
- Companion eligibility is a locally negotiated enhancement which lies outside the national scheme. Therefore, there is no entitlement to recognition of free companion travel outside the 'home' area where the pass was issued. This would limit its utility, especially in a county like Warwickshire which is so dependent on its metropolitan neighbours for many of its services. It would therefore be necessary to negotiate acceptance of companion passes with TfWM and other neighbouring authorities, which might require some compensation or reciprocal acceptance.
 - Validity of disabled passes during the morning peak might lead operators to claim that the reimbursement calculation is incorrect, particularly in respect of additional costs. However, experience elsewhere is that pre-0930 validity for disabled passholders only does not impose additional demands on capacity and it has generally been possible to negotiate acceptance with no effect on reimbursement rates. This would, obviously, be easier if aligned with a sympathetic review of reimbursement in general.
- 6.3.3 A general review of concessionary reimbursement opens wider possibilities for change. Apart from the existing variations in reimbursement rates for specific operators or CT services, it would be possible to introduce varied rates for different categories of service. For example, these might distinguish between:
- urban or town services;
 - interurban services; and
 - rural services.
- 6.3.4 Experience has shown clear evidence that trip generation has been highest on interurban services, notably those with scenic or tourist potential. However, as it is now twelve years since ENCTS was introduced, quantifying typical generation is problematical; even if robust historical data were available,

changes in services and travel patterns may be such that appropriate comparisons are extremely difficult.

- 6.3.5 What would **not** be possible is to differentiate reimbursement rates between services on any basis which is not objective and justifiable by variation in the characteristics of the services concerned. For example, applying a preferential reimbursement rate to services operating under a quality partnership would not be acceptable and would be open to legal challenge. The statutory objective as stated in the 1986 Regulations is that “operators both individually and in the aggregate are financially no better and no worse off”. Combined with the requirement¹⁴ that reimbursement must reflect actual revenue forgone or additional costs incurred, this effectively prohibits favourable treatment of particular services or operators.

6.4 Concessionary Scheme Recommendations

- 6.4.1 We recommend a review of the reimbursement arrangements to ensure that the statutory objective that operators should be ‘no better and no worse off’ is fully met and that the resultant payment rates encourage operators to cater positively for this market.
- a) This does not necessarily require abandoning the DfT reimbursement model, but may imply adopting a more flexible and sympathetic approach to operators’ interests in matters of discretion.
 - b) Special consideration should be given to reimbursement rates for community transport operations, which need to start from a position of justifying any reduction from 100% reimbursement. This approach may also be appropriate for some very infrequent rural services (as envisaged in the DfT guidance¹⁵), which may entail departing from a single rate for each operator.
- 6.4.2 We recommend exploration of two further opportunities to develop the concessionary travel market in Warwickshire:
- a) Consider adding companion travel for qualifying disabled people, to broaden the potential market and encourage more people at the margin of practical bus use to expand their travel options. This may also relieve some pressure on community transport and non-emergency patient transport operations.

¹⁴ derived from Regulation (EC) No. 1370/2007

¹⁵ ‘Concessionary travel for older and disabled people: guidance on reimbursing bus operators (England)’ (DfT, Nov 2019), paras. 3.19 to 3.22

b) Consider allowing the use of 'disabled' passes prior to 0900 on weekdays, either free or at a nominal flat fare. This would increase the attractiveness of the Scheme to working disabled people, encouraging pass take-up and use at all times, and supporting them in their employment choices.

6.4.3 These recommendations would entail additional costs and would not of themselves guarantee significant increases in patronage. However, the cost increases would be small in respect of the disabled pass proposals of perhaps two to four per cent in total, while the larger, more variable increase from reviewing general reimbursement rates may be partially offset by reductions in secured service costs.

7.1 Introduction

- 7.1.1 This section looks at where there appear to be gaps in the bus network, railway stations which are currently underserved by bus services and the contribution Community Transport plays in filling in some of the gaps.
- 7.1.2 Identifying a 'gap' does not necessarily suggest a total lack of service, but could be where the frequency is seen as inadequate to fulfil all journey purposes.
- 7.1.3 It also includes some suggestions of how these gaps *could* be filled (there will, of course, be other solutions) and some of these proposals will go into the forward plans, but as yet, none is a concrete proposal. All will, of necessity, come at a cost.

7.2 Locations

Kingsbury

- 7.2.1 Kingsbury's main services are two hourly routes from Tamworth (though not a coordinated 30 minute frequency) one of which terminates in Kingsbury (16) and one of which runs to Hurley (15). There is currently no regular link south from Kingsbury beyond the once a day X16 to and from Birmingham and Stagecoach 766 which diverts once a day through Kingsbury. The best solution would be to extend service 16 from Mill Crescent to Birmingham International via Coleshill Parkway station.
- 7.2.2 East and West links from Kingsbury are available by changing in Tamworth.

Southam

- 7.2.3 Southam's major bus links are to Leamington Spa and Rugby. There is a Thursday only Flexibus and a Saturday only Stagecoach service to Banbury. A route from Banbury to Coventry running via Gaydon (including the British Motor Museum and Jaguar Land Rover), Bishop's Ichington, Southam and Ryton-on-Dunsmore (including Prologis Park) would provide new work, leisure and tourism links.

Warwick to Birmingham International

- 7.2.4 Birmingham Airport, International railway station and the NEC complex are big employers, attractors of visitors and transport hubs. The only link from the Warwick and Leamington area is the hourly Bournemouth to Manchester Cross Country train which calls at Leamington Spa and Birmingham International stations. For maximum tourist potential a replacement for service 16 between

Warwick and Kenilworth (which passes the castles at both locations) could run hourly from Warwick Bus Station and extend beyond Kenilworth to Birmingham International via the A452.

- 7.2.5 A Warwick to Birmingham International route has been tried in the past but was not a commercial success. One possible reason was that operating hours were too limited.

Atherstone and Polesworth – Birmingham International

- 7.2.6 There is currently a lack of frequent north to south links across North Warwickshire. With the continued development around Birmingham International a link from Atherstone and Polesworth is desired by the district council. In order to serve some of the intermediate settlements the link is likely to be fulfilled by two separate routes. The one from Atherstone could run via Ansley, New Arley and Fillingley. The route from Polesworth could run via Dordon, Birch Coppice, Wood End and Hurley before reaching Hams Hall, Coleshill Parkway and Coleshill. This could alternatively run via Kingsbury instead of Hurley, as a substitute to an extension of service 16 (7.2.1).

Nuneaton – Magna Park

- 7.2.7 The large distribution centre at Magna Park is currently only served by the X84 from Rugby. Introducing a direct bus service from Nuneaton should help open up employment opportunities. The route could be extended to either Rugby or Lutterworth providing more direct journey opportunities. There is currently no regular direct bus between Nuneaton and Rugby whilst the train service only runs once an hour.

Stratford-upon-Avon

- 7.2.8 There are currently limited links eastwards from Stratford-upon-Avon and Wellesbourne. A route that runs to Gaydon would provide both employment and tourist links. This could be further extended to Southam and Daventry creating a new link across the south east corner of Warwickshire.
- 7.2.9 Despite the tourist attractions in Stratford-upon-Avon there are only limited links to Birmingham International. Currently the best way is to catch the train from International to New Street, walk to Moor Street and catch a train to Stratford-upon-Avon. Service 75 between Sutton Coldfield and Birmingham International is proposed to be extended on to Solihull. The service would be designed to connect with Johnson's X20 from Stratford-upon-Avon at Solihull providing a link between this area of Warwickshire and Birmingham International.

7.3 Links to Railway Stations

Warwick Parkway

- 7.3.1 Warwick Parkway Station is served by more of Chiltern Railway's London to Birmingham trains than Warwick Station. However the only bus route to serve the station is Stagecoach's infrequent service 16. Not only is the service approximately every two hours but it takes a long way round to get to Warwick town centre. The current timetable is not designed to connect with any trains.
- 7.3.2 A single bus could easily shuttle back and forth between Warwick Bus Station, Warwick Parkway and Hatton Park providing connections from Warwick into the xx:16 departure to London and xx:33 arrival from London. However most of the Stratford-upon-Avon and Birmingham Moor Street to Leamington Spa 'stopping' services which call at Warwick are already timed to connect with the fast London trains at Leamington Spa.

Bermuda Park Station and Bermuda Village

- 7.3.3 The current local road network makes serving Bermuda Park Railway Station and Bermuda Village almost impossible by bus as the Bermuda Bridge over the A444 cannot be accessed by vehicles and both destinations are situated on a cul-de-sac. However, the County Council is implementing 'Bermuda Connectivity' which is a major highway scheme focused on the improvement and opening of an existing bridge to all road users and complementary measures to mitigate the impact on the local highway network. The Scheme will create an additional 1.3 miles of highway link between West Nuneaton and Griff Roundabout and will enhance highway connectivity between Bermuda Park Railway Station and Bermuda Village.
- 7.3.4 The scheme is expected to open in 2021-22 and will make it possible for either a standalone service or an extension of service 65 to run from George Eliot Hospital to Walsingham Drive via St George's Way and St David's Way. If the vehicle was the appropriate size it could even be extended to loop around Water Lily Way, Wisteria Way and Carnation Way.
- 7.3.5 In alignment with the above, the following will be included in a forthcoming '*Confirmation of Intention*' regarding use of an additional £500k of funding towards supporting bus services in 2020-21:
- Extending a subsidised bus service to call at Bermuda Park Rail Station via Bermuda Bridge; and
 - This would require a request to the DfT to delay discharge of funding until 2021-22 pending delivery of Bermuda Connectivity.

Kenilworth

- 7.3.6 Access to Kenilworth Railway Station for most bus routes that also seek to serve the town centre is hampered by the road layout to the south of the station. At the same time much of the town to the east of the railway is relatively poorly served by bus services except for those roads served by the X17. There may be some merit in improving the frequency of the 539 at the Kenilworth end.
- 7.3.7 As part of the continued expansion of new housing developments in Kenilworth there is a desire for a town bus service. This is suggested to run at least every thirty minutes all day. Being limited to the town it would not suffer the competition issues that the main bus routes through Kenilworth currently do.

Lapworth

- 7.3.8 Most of the railway stations in the west of the county on the lines out of Birmingham Moor Street are poorly served by bus due the dispersed nature of the communities they serve. Providing public transport to these stations would be more appropriate and efficient if undertaken by some form of DRT operation.
- 7.3.9 Lapworth station sits between the two National Trust properties of Packwood House and Baddesley Clinton. Given the proximity of the two sites it might be worth approaching the National Trust regarding running a bus service between the two sites which would also serve Lapworth Railway Station. This would hopefully encourage more people to access them by train and encourage those who have come by car to park at one site and use the bus to access the other.
- 7.3.10 Lapworth is due to be covered in both the new UBUS and Warwick Rural DRT schemes. These should include Lapworth Railway Station and the two National Trust properties within their range of pick up points and destinations.

7.4 Park and Ride

- 7.4.1 There is currently only one Park and Ride site in Warwickshire (excluding Warwick Parkway Railway Station) at Stratford Parkway which provides both bus and rail links into Stratford-upon-Avon. Historically there was a second Park and Ride site at the Waitrose store to the south of Stratford but this no longer operates.

Warwick and Leamington Spa

- 7.4.2 It is understandable that the current investigation into Park and Ride sites is focussed on Warwick and Leamington Spa. The three biggest Park and Ride operations in England are around the historic cities of Cambridge, Oxford and York. Here there are multiple sites around the radius of the cities, generally along the main roads in, allowing easy use for anyone approaching from any

direction. The city centres have restricted road space, bus priority measures and high car parking charges which deter motorists from driving in.

- 7.4.3 York’s Park and Ride network acts additionally as a local bus service on the main corridors as well as serving locations such as York Designer Outlet, whilst Oxford has additional services from Park and Ride sites to the John Radcliffe Hospital avoiding the city centre. Warwick Hospital and Technology Park are both locations which could provide additional traffic for a Park and Ride service along with tourists and shoppers accessing the town centre.

Stratford-upon-Avon

- 7.4.4 As noted in 7.4.1 there is currently only one official Park and Ride site for Stratford-upon-Avon whilst 7.4.2 shows that to be successful there needs to be multiple sites. The major issue in Stratford is that the cost of parking in the centre is too low compared to using the Park and Ride. Table 1 sets out a comparison of Stratford-upon-Avon against Cambridge, Durham, Oxford, Truro and York.

Table 1: Comparison of Park and Ride and Car Parking Costs

Location	Park & Ride	3 Hours Parking	6 Hours Parking
Stratford-upon-Avon	£5 peak, £3 off peak (2 children free)*	£3.00	£6.00
Cambridge	£3 (3 children free)	From £4.40	From £10.50
Durham	£2 (all U16s free)	From £2.40	From £4.80
Oxford	£6.80 (2 Adults & 3 U16s)*	£5.00	£11.00
Truro	£4 (2 Adults & 4 U16s)	£4.60	£8.20
York	£3.30 (3 U17s free)	£6.90	£13.00

*Includes cost of parking at P&R site

Nuneaton and Rugby

- 7.4.5 These towns do not have the same tourist markets as Stratford-upon-Avon and Warwick, so it is difficult to justify a dedicated park and ride service. However they do still have significant traffic generators such as shopping centres, hospitals and railway stations all of which warrant an investigation into the best locations for park and ride car parks. These could be served by the diversion or extension of existing services and would have to be of a frequency high enough (i.e. at least every 20 minutes single or combined) to be attractive for users.

7.5 Access to Hospitals

University Hospital Coventry and Warwickshire

- 7.5.1 This hospital is already directly served by buses from Nuneaton via Bucklingham (74) and Bedworth (78/78A) and from Rugby via Brinklow (585) although the latter service has a large gap in the afternoon timetable.
- 7.5.2 However those travelling from Kenilworth, Leamington and Warwick currently have to change in Coventry, often having to change from a Stagecoach bus to a National Express bus. There are therefore two possible solutions, one is to extend service X17 beyond Coventry Bus Station to serve the hospital, which might also encourage greater use of the War Memorial Park and Ride site. The other is to provide a bus ticket add on for use on National Express services 9 and 9A or include the 9 and 9A in any Warwickshire multi-operator ticketing scheme. The 9 and 9A run every 15 minutes to the hospital from the bus station taking around 20 minutes.

Warwick Hospital & St Michaels Hospital

- 7.5.3 These hospitals are currently served by Stagecoach X17 which runs every 20 minutes and provides direct links from parts of Leamington and Kenilworth. Indirect links are made through changing at Leamington Parade or Warwick Bus Station. Given that service 15 currently only provides an hourly service through the Chase Meadows estate there could be scope to extend the second bus an hour between Stratford and Wellesbourne to Warwick Hospital providing a direct link from Stratford-upon-Avon, Wellesbourne, Barford and Chase Meadows. This would additionally create a direct link between those settlements and Warwick Railway Station and even be extended to Hathaway Drive in Woodloes Park and on to IBM and the new houses on Haywood Road which are currently by-passed by service 1.
- 7.5.4 Additionally any Park and Ride service introduced could provide links to the hospital, either running via it and Warwick Railway Station if in the north, or cross town if in the south or west.

Hospital of St Cross, Rugby

- 7.5.5 This hospital is rather poorly served by bus and in some respects this is down to its location. Services coming in from the south of Rugby follow the A426, which has a high concentration of residences, rather than using the sparsely populated Barby Road to pass the hospital. The bus stops at Wentworth Road on the A426 are set back in laybys and have shelters, all that is needed is some wayfinding signs to direct people along the footpath by Sow Brook (North) to reach the hospital.
- 7.5.6 The only two bus routes to the hospital itself are low in frequency, service 11 operates four times a day whilst the 585 is hourly for part of the day but has gaps in service too. The best way to improve the service to the hospital would

be by extending Stagecoach's services 1 & 2 – in theory this should just involve a minor tweak to the timetable as during the middle of the day the bus appears to sit at Rugby North Street for 19 minutes and a round trip to the hospital should take about 20 minutes.

George Eliot Hospital, Nuneaton

- 7.5.7 This is a well-served hospital, those passengers from the few areas without a direct link are able to easily change in Nuneaton for a connecting service with either Arriva or Stagecoach.

Stratford Hospital

- 7.5.8 Although not directly served by bus, it is located close to the railway station and its associated bus stops. However there does not appear to be a direct walking route between the two locations and providing such a link would be the best solution.

7.6 Community Transport

- 7.6.1 The availability of Community Transport (CT) and Demand Responsive Transport (DRT) in Warwickshire is relatively comprehensive, with a network of routed buses, dial-a-ride and volunteer car schemes, provided by both the voluntary sector and commercial operators. The branded 'Flexi-Bus', 'Indigo' and 'UBUS' services are flexibly routed services that can also accommodate passengers with disabilities (e.g. wheelchair users) through door to door provision. Full details of the CT and DRT network is provided in Appendix B: Community Transport in Warwickshire.
- 7.6.2 An issue that is identified is that the majority of these door-to-door and semi-scheduled bus services offer limited time coverage because they are designed to dovetail around school contracts. This prevents travel at certain times of the day (namely the 'school peaks' in the early morning and mid-afternoon). However, it is recognised that the 'Flexi-Bus', 'Indigo' and 'UBUS' services have been subsidised on the basis of 'smart' procurement by Warwickshire County Council, being bundled with Home to School contracts and create significant capacity at marginal cost.
- 7.6.3 The needs of the majority of the users of a traditional Dial-a-Ride service can be met between 9.30am and 2.30pm but set against this, of course, is that potential users outside these times are not served. Hence the otherwise extensive collective network of flexible and community bus routes offered by Flexi-Bus, Hedgehog Community Bus, Shipston Link, IndieGo and UBUS do not enable commuter journeys for rural dwellers because of the timetable limitations. IndieGo in Coleshill does allow morning journeys to Coleshill Parkway Station and should be available for evening returns. It is reported that this timetable is designed to meet "key shift change times" at Hams Hall.

- 7.6.4 Table 2 below provides a basic assessment of the geographical coverage of the CT & DRT provision (including car schemes) based on operational zones and routes with reference to the key centres of population. Warwick is the district with the weakest coverage, especially given the urban area comprising Leamington Spa, Whitnash and Warwick itself. Coverage in all areas is limited at school times, evenings and weekends, the latter two periods rarely having any extensive coverage in the CT sector elsewhere.
- 7.6.5 We note that there is little use made of the taxi or private hire sector in CT or DRT provision apart from some elements of UBUS provided by Clarkes of Shipston.

Table 2: Comparison of Levels of CT and DRT by Warwickshire District

District	Main Centres of Population	No or Very Limited CT / DRT Coverage	Moderate Level of CT / DRT Coverage	High Level of CT / DRT Coverage
North Warwickshire	Atherstone			✓
	Coleshill			✓
	Hartshill	✓		
	Kingsbury		✓	
	Polesworth	✓		
Nuneaton & Bedworth	Bedworth			✓
	Nuneaton			✓
Rugby	Rugby		✓	
Stratford-upon-Avon	Alcester		✓	
	Shipston-on-Stour			✓
	Southam			✓
	Stratford-upon-Avon			✓
Warwick	Kenilworth		✓	
	Leamington Spa		✓	
	Whitnash	✓		
	Warwick		✓	

- 7.6.6 It has been proposed to further develop the UBUS service on expiry of its current contract in June 2020 and an opportunity has been identified to expand service coverage in the Stratford District by transferring resource from Flexi-Bus. This is seen to present some challenges due to the need to continue to provide services for residents who are currently reliant upon Flexi-Bus and using concessionary passes, which are not currently accepted on UBUS.
- 7.6.7 Additional capacity will extend the service until 19:00, although the proposed operation is still wrapped around the school contract, which therefore excludes

trips between 14:30 and 16:30 during term time. Outside of school term time the service still starts at 09:30. This is seen to be a 'cost-neutral' change and would enable trips later in the day, answering some of the limitations of the earlier configuration. Usage between 18:00 and 19:00 should be monitored carefully, however, as demand may not warrant its continuation.

- 7.6.8 The switch from the timetabled Flexi-Bus model to the pre-booked UBUS approach will need some consideration. Experience elsewhere has suggested that the transition can be difficult and Flexi-Bus passengers may not see UBUS as a suitable like-for-like replacement, with the need to pre-book imposing a barrier to use for some.
- 7.6.9 The proposal emphasises the need for the new UBUS services to accept concessionary passes and states: "All vehicles will therefore need to be registered as a local bus service and operated with an 'O' Licence or section 22 community bus permit to be eligible for the scheme." If the current operators are to remain, Warwickshire Rural Community Council and Clarke's, then the switch to 'O' Licence may not be straightforward. In the case of the former operator, there is no restriction, in principle, preventing the concessionary fares scheme being extended to a s19 Permit operator.

7.7 Summary

- 7.7.1 There are a number of long cross-boundary routes which can fill in the small number of gaps within Warwickshire's existing bus network. Links to Birmingham International for the NEC seem the largest gap at the moment given the proposed UK Central development and HS2 station there.
- 7.7.2 Park and Ride services can definitely play a part in encouraging modal shift, however this needs to be done in tandem with a change in town centre parking policy from the district councils. Park and Ride schemes can also help to provide better access to hospitals by public transport.
- 7.7.3 The new UBUS contract will need careful monitoring to see how successful it is both in respect of the replacement of scheduled services with DRT and the extension of operating hours.

8.1 Introduction

8.1.1 This section looks at the current level of bus service information provided in Warwickshire along with examples from elsewhere showing ways in which the presentation of information could be improved.

8.2 Current Online Provision for Warwickshire

8.2.1 As part of the project we were interested in finding out what information the Council and Local Bus Operators provide about ticketing, disruptions, service changes and other information such as timetables and how to use the bus. Below is a summary for the Council and every major Operator in the area. We will consider information displayed on their Websites and information posted on Twitter and other social media.

Warwickshire County Council

8.2.2 Warwickshire CC has a separate webpage for Public Transport which can be accessed from the main menu (<https://www.warwickshire.gov.uk/buses>). Should you know your destination and route there is a search bar feature which allows the user to see all of the timetables for that destination or route. There is also detailed information on both permanent and temporary timetable changes and the effect it will have on the service it concerns.

8.2.3 Warwickshire deserves much credit for its website content as many other local authorities have information on concessionary fares but otherwise simply redirect queries to Traveline, despite its shortcomings (see 8.3.7 et. seq.)

8.2.4 The Council has a dedicated twitter page @WCCBusServices which covers School and Public Transport information from 08:00 until 16:30 every weekday. The feed includes any service updates, disruptions and any other relevant information that may affect journeys.

8.2.5 As well as this the Website provides links to the following:

- Information on free bus travel for eligible passengers and the ability to apply for a pass;
- Bus Route Maps;
- School Transport;
- Community Transport;
- Medical Appointment transport information;

- Journey Planner;
- Links to Operators' Websites;
- Park and Ride and
- Car Share arrangements

Johnson's

8.2.6 Johnson's provides both Coach and Bus travel and similarly to the Council it has a dedicated page for buses (<https://www.johnsonskoaches.co.uk/buses>). From the "Buses" page it is possible to access the following information:

- Timetables;
- Fares;
- Bus Service updates (which at the time of writing contains its statement on COVID-19 only);
- Links to various ticket types;
- Information on School Services;
- Lost Property;
- Contract Bus information;
- Route Map and
- Link to its Twitter feed

8.2.7 There didn't appear to be a Journey Planning tool or a link to the council's website which could make it difficult for anyone new to the area.

8.2.8 On Johnson's Twitter page @Johnsonstraffic its team updates the feed daily from 05:00 until 19:00 and contains live service changes, disruptions including heavy traffic and road closures and anything else that could impact upon a passenger's journey.

Stagecoach

8.2.9 The Stagecoach website can provide area specific information by changing the location at the top of the page. This does not affect the Journey Planner as the user has the ability to search anywhere within the whole Stagecoach network regardless of their location.

8.2.10 However it does help with tickets as it makes the page location specific which is useful. However the timetable page remains blank unless you know the bus number, this may be hard for someone new to an area.

8.2.11 Information on the website includes:

- Timetables;
- Tickets;
- Fares;
- Journey Planner;
- Network Maps and
- Service Updates;

8.2.12 Stagecoach has dedicated Twitter pages which cover all of the regions within its network. Stagecoach Midlands (@StagecoachMids) covers Warwickshire and similarly to both Johnson's and the Council provides specific updates affecting passenger journeys within the area. Stagecoach Midlands is active on Twitter on weekdays 07:00 until 19:00 and at weekends 09:00 until 17:00.

Travel De Courcey

8.2.13 Similarly to Johnson's, Travel de Courcey provides both Coach and Bus services. As a local service for Coventry and the Midlands the information is relevant without the need to change location. Travel de Courcey's website has the following information:

- Timetables;
- Tickets;
- Fares;
- Journey Planner;
- Network Maps and
- Service Updates

8.2.14 Travel de Courcey does have a twitter page (@DecourceyTravel) however it has posted fewer than ten Tweets and this therefore suggest it is not habitually active on social media to provide live alerts.

National Express

8.2.15 Like Stagecoach the National Express website can provide area specific information, accessed by changing the location at the top of the page. Its dedicated page for Coventry provides the following location specific information:

- Timetables;

- Tickets;
- Fares;
- Journey Planner and
- Network Maps

8.2.16 National Express has a specific twitter feed for Coventry Services (@NXC_Alerts) which is primarily used to provide updates on disruptions.

Arriva

8.2.17 Arriva has region specific pages and provides the same basic level of information as the other Operators. However Arriva does also have a real time information feature which allows you to "track your bus in real time". This feature allows you to select a bus you wish to follow in any part of Arriva's Network.

8.2.18 The basic level of information on the website includes:

- Track your bus;
- Timetables;
- Tickets;
- Fares;
- Journey Planner and
- Network Maps

8.2.19 Arriva's Twitter page for the area (@arrivamidlandsE) has a dedicated team that answers customer queries from 09:00 to 17:00 Monday to Friday only. The Twitter feed provides updates on disruptions and changes to services, marketing campaigns, for example 'Everybody's Journey' and other information including ticket offers.

Summary

8.2.20 Table 3 below compares the features and information available on WCC and operator websites. As can be seen most operators provide all the features passengers need.

Table 3: Comparison of Features across Websites

Feature	Warwickshire CC	Johnsons	Stagecoach	Arriva	Travel De Courcey	National Express
Service Disruptions / changes	√	√	√	√	√	√
Timetables	√	√	√	√	√	√
Journey Planning	√	X	√	√	√	√
Network Maps	√	√	√	√	√	√
Ticket Types	X	√	√	√	√	√
Fares	X	√	√	√	√	√

8.3 Journey Planner Comparison

8.3.1 Online journey planners are now seen as the go to resource for those wishing to make an unfamiliar journey by public transport. However, not all are user friendly and some almost need the user to know the answer before they can enter the detail. In order to assess the usability of WCC's own journey planner it was compared against two others, these being:

- Travelwest; and
- Traveline.

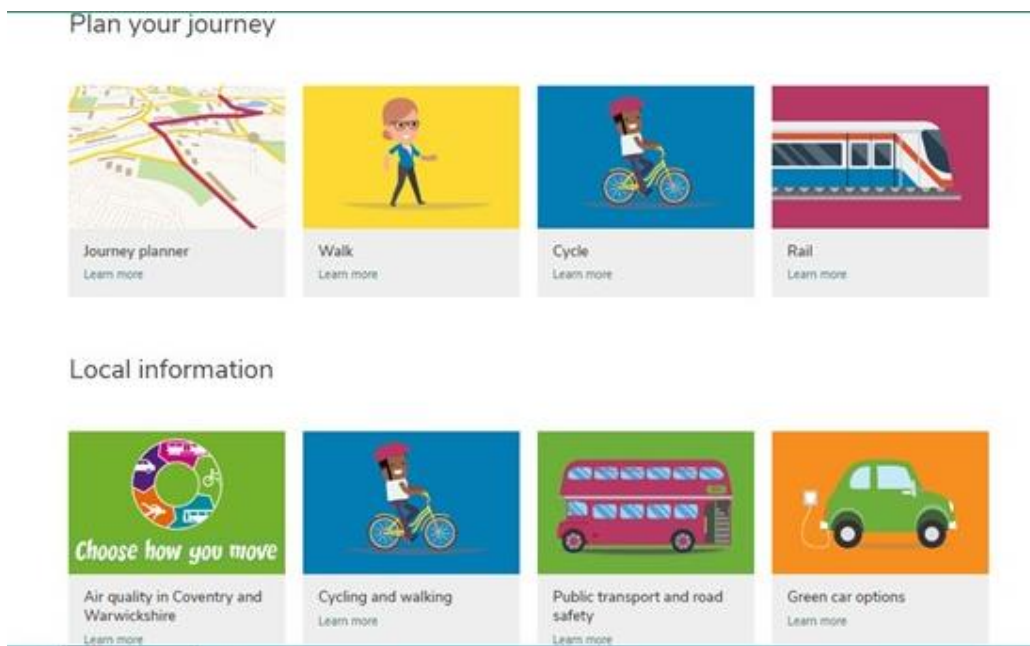
WCC Journey Planner (Google Maps)

8.3.2 Warwickshire County Council's journey planner wasn't the easiest to locate as it is placed in the "Active Travel" section of the authority's website, found under a sub directory of 'Social Care and Health' rather than being under Public Transport or Roads and Services. It is fair to assume that if someone was looking for a journey planner they would be more likely to look under the Public Transport section than Health and Social Care. The link to Warwickshire's Journey Planner can be found here:

<https://www.warwickshire.gov.uk/activetravel>

8.3.3 Even if the potential user knows where to look for the journey planner, which option do they use to find out information about the bus? As Figure K shows the only thing that hints at being able to find out about buses is the picture of a bus over the 'Public Transport and Road Safety' tab – this takes you to another page which contains a link to WCC's own bus information page. Cycle, walking, rail and even electric cars are given more prominence on this website than buses.

Figure K: Active Travel Home Page



- 8.3.4 The journey planner link takes the user directly to Google Maps so this comparison is effectively going to explore what options Google Maps gives the user when selecting the "Transit" option.

Travelwest

- 8.3.5 Travelwest is the name for the joint transport body covering the former Avon county area. This is included as a comparator as it part of an 'information all in one place' website. As part of its wide ranging website which covers all modes of transport it offer a Journey Planning facility:

<https://travelwest.info/bus/timetables-and-journey-planning>

- 8.3.6 The journey planner is also available on the home screen of the website (see Figure R) making it much more integrated with the other public transport information that WCC's. Travelwest's journey planner works in a similar way to Google Maps in that the user simply puts in the point to point locations of their journey and it will offer a range of journey options.

Traveline

- 8.3.7 Traveline is a nationwide agency which provides public transport information on a regional level. Its national Journey Planner can be accessed at:

<https://www.traveline.info/>

- 8.3.8 Note that the journey planning software on Traveline varies by region and therefore different formats apply. If a potential user searches for 'Traveline Warwickshire' he or she is taken to:

<http://www.travelinemidlands.co.uk>

- 8.3.9 Similarly to the other examples chosen this is a simple point to point planner, however there are some key differences which allow for further customisation of the user's journey. For both Travelwest and Google Maps it is possible to select various options which affect the route such as "less walking" or a preference in mode. Traveline appears to go one step further particularly for those who have a preference on how far and how fast they can walk.
- 8.3.10 Traveline offers a feature which the user can increase or decrease the maximum distance walked over the route which will then affect the route offered. As well as affecting the way in which the journey is planned, Traveline also has a feature where the user can select "slow", "medium" or "fast" walking speed. This affects the estimated time taken for the walking part of the route, however there is no indication of how fast each of these options is.
- 8.3.11 Two journeys that cross Warwickshire were used for the test. The first journey selected started at Market Place in Warwick to Little Park Street in the centre of Coventry and then a second trip was chosen from Newton Road in Bedworth to Albert Street in Rugby. Both journeys were based on the passenger travelling at 12:00 on 8th April. It is also worth noting that journeys are affected by the special timetables during current health pandemic which should be reflected in the results. All results are based on the Journey Planners' default settings for transit mode or equivalent.

Journey 1 – Market Place, Warwick to Little Park Street, Coventry

- 8.3.12 Google offers a number of different options all of which contain more than one mode of transport. The fastest journey starts at 12:33 and takes 55 minutes with five legs, shown below with their allocated journey time:
- Walk to the Bus stop (2 Minutes)
 - Bus 15 to Leamington Spa (19 minutes)
 - Walk Railway Stations stop to Leamington Spa Railway Station (2 Minutes)
 - Train Leamington Spa to Coventry (16 minutes)
 - Walk to Coventry Railway Station to Little Park Street (11 minutes)
- 8.3.13 Travelwest offers three journeys, two of which use Public Transport and one which involves walking all the way. The Public Transport routes involve fewer stages than the ones suggested by Google Maps.
- 8.3.14 The quickest journey starts at 12:17 takes 52 Minutes and has the following stages shown below with their allocated journey time:
- Walk to the Bus stop (2 minutes)

- X18 to Coventry Quadrant (44 minutes 30 stops)
- Walk Coventry Quadrant to Little Park Street (5 minutes)

8.3.15 The second journey starts at 12:23, takes 1 hour and 6 minutes and requires the following stages:

- Walk to Warwick Railway Station (19 minutes)
- Train Warwick to Leamington Spa Railway Station (4 minutes 1 stop)
- 15 minute transfer time
- Train from Leamington Spa Railway Station to Coventry Railway Station (16 minutes 2 stops)
- Walk Coventry Railway Station to Little Park Street (12 minutes)

8.3.16 Traveline offers four options, with the longest taking 1 hour and 12 minutes. The quickest journey is similar to the one offered by Travelwest, however Traveline estimates the journey at only 45 minutes instead of 52 minutes, this is mostly due to the fact that the bus element of the journey is six minutes quicker:

- Walk to the Bus stop (2 minutes)
- X18 to Coventry Quadrant (38 minutes)
- Walk Coventry Quadrant to Little Park Street (4 minutes)

8.3.17 The longest journey in this case is the same as the above but using the X17 instead of the X18. The predicted time on the X17 for this journey is one hour and one minute.

Journey 2 – Newton Road, Bedworth to Albert Street, Rugby

8.3.18 Similarly to the shorter trip above there are no direct links offered by Google Maps between Bedworth and Rugby. The quickest trip starts at 12:39, lasts 1 hour and 45 minutes and requires the passenger to make the following stages:

- Walk to Mill Street (8 minutes)
- 20 from Mill Street to Coventry Bus Station (26 minutes 28 stops)
- 585A Coventry to Rugby (59 minutes 44 stops)
- Walk Rugby Town Centre to Albert street (4 minutes)

8.3.19 For this journey Travelwest offers three options which can be made by public transport. The key difference here is that even the quickest trip requires

significantly more walking than Google Maps' suggestions. The below trip takes 1 hour and 11 minutes:

- Walk to Bedworth Railway Station (20 minutes)
- Train Bedworth to Coventry Railway Station (13 minutes 2 stop)
- Train Coventry to Rugby Railway Station (10 minutes 1 stop)
- Walk Rugby Railway Station to Albert Street (16 minutes)

8.3.20 The quickest journey option offered by Traveline is the same as the one offered by Travelwest, involving mostly rail travel with walking. The other feasible journey takes one hour and 15 minutes and has the following stages:

- Walk to Mill street (16 minutes)
- 48 Bus to Nuneaton Bus Station (15 minutes)
- Walk Nuneaton Bus Station to Nuneaton Station Railway Station (6 minutes)
- Train Nuneaton to Rugby (15 minutes)
- Walk Rugby Railway Station to Albert Street (14 minutes).

Summary

8.3.21 The WCC Journey Planner via Google Maps is not the simplest to use. It defaults to the user wanting to travel now and it isn't straightforward to change when to travel. It often does not default to the transit option, meaning driving could be subliminally promoted to a user who is not familiar with public transport.

8.3.22 The Travelwest journey planner is more complex at first but is fairly easy to understand. Although usability is probably the same as Google Maps it has the edge by being a specifically public transport focused journey planner.

8.3.23 The Traveline journey planner is the best of the three. It is simple to use and the results page is clear and easy to understand, the other two are dominated by the map making journey details cramped in a sidebar. The only thing that lets down Traveline is that when the user enters the start and end point no drop down list of options appears, potentially making the user uncertain of having the correct description – it is only once the user has pressed the "Let's Go" button does it seek to match the start and end points with its database.

8.3.24 It should also be noted that each Traveline region also has its own journey planner and these vary in quality. For example the Traveline South West journey planner has a best guess at the locations entered by the user who then has to re-enter them to correct them (e.g. Gaydon, Warwickshire was

reset to be Warwick by the journey planner). Traveline Midlands¹⁶ meanwhile has a more reassuring interface which feels simpler to use and is probably better than the main Traveline site.

- 8.3.25 Importantly, however, none of the existing journey planners include fare details, so decisions such as 'which trip is cheapest' are not possible.

8.4 Current Physical Provision in Warwickshire

Bus Stops

- 8.4.1 The level of information at bus stops seems poor. The only thing that let down the bus stop at Warwick Railway Station was the timetable display case (Figure L). Whilst the council cannot be held responsible for the graffiti, the size of the departure list is rather small compared to the display case.

Figure L: Warwick Station Bus Stop Timetable Display



- 8.4.2 Warwick Bus Station's information seemed very limited. There was a helpful 'where to catch your bus' map (Figure M) but no real information beyond that. It was really put to shame by what was provided at Warwick Railway Station (8.4.6).

¹⁶ http://www.travelinemidlands.co.uk/wmtis/XSLT_TRIP_REQUEST2?language=en&timeOffset=15

Figure M: Warwick Bus Station Information



Information Points and Printed Material

- 8.4.3 The Tourist Information Centre in Warwick was well stocked with leaflets for local bus services and the Warwickshire Public Transport Map (Figure N). It is very positive that this map is still produced as many local authorities have stopped producing any printed material.
- 8.4.4 The map itself is very good with both a county-wide map and separate urban area plans. The list of bus services with operator and daytime frequency is adequate and probably the best which could be accommodated given the limited space available.
- 8.4.5 Timetables are generally produced by the operator, some of which come with a route map whilst others do not. The main problem for the customer is that, in order to get an idea of what the service provision in an area is they often have to pick up multiple timetables which provide different levels of information in different formats. This underlines the importance of the county route map.

Figure N: Information at Warwick Tourist Information Centre



Wayfinding

8.4.6 Wayfinding is an area that could be significantly improved. Arriving at Warwick Railway Station there is a good level of well-presented public transport information (Figure O), a well sign posted route to the nearest bus stops (Figure P) and a well labelled bus shelter for the interchange aspect (Figure Q). However within Warwick town centre itself none of the signposts show directions to the bus station.

Figure O: Information at Warwick Railway Station



Figure P: Wayfinding at Warwick Railway Station



Figure Q: Interchange Advertisement on Bus Stop



8.5 Best Practice Examples – Online

Hertfordshire Intalink

- 8.5.1 The Hertfordshire Intalink website (<https://www.intalink.org.uk/>) is a dedicated website for public transport information within Hertfordshire. Most of the information is similar to the Warwickshire website but as a stand-alone entity. The Intalink brand is used to encompass all public transport provision in Hertfordshire meaning that people are as likely to go to this website as to an individual operator's website – this makes multi-operator and multi-modal travel more accessible and attractive. The only other real difference is the inclusion of ticketing information but this relates only to multi-operator tickets and not operators' individual tickets.

Travelwest

- 8.5.2 Travelwest is the transport information arm of the West of England Combined Authority. It is not the simplest of websites to use but as can be seen from (Figure R) there is a wide range of modes covered not just bus and rail. Again having it all in one place with easy enough navigation between modes.

Figure R: Travelwest Home Page



- 8.5.3 Under Bus > Tickets & Travelcards > Operators Fares there is a table which has the headings:
- Service [No.]
 - Route
 - Operator

- Phone Number
- Email
- Website [General]
- Fares [Weblink or 'Contact Operator']

8.6 Best Practice Examples – Physical Information

Roadside Publicity

- 8.6.1 There are numerous ways of displaying bus information at bus stops (often referred to as roadside publicity). TfWM produce larger bus stop information panels including average journey times from the stop to key points on the route (Figure S). Meanwhile Lincolnshire County Council generally prints the whole timetable on the bus stop along with contact information (Figure T). In Southampton operators provide their own roadside information which looks attractive and shows departure times alongside a route diagram (Figure U).
- 8.6.2 There is a trade-off between departure lists and full timetables, related to the number of departures, the length of routes and available space. There is no reason why an information display should not contain both – perhaps departure lists for local services and full timetables for interurban services. Preferences are also subjective, but fundamentally, waiting passengers want to know what time the bus is due *here* more than they need to know what time it gets *there*.
- 8.6.3 Any information should be as clear as possible and printed in colours which are less likely to fade and which show clearly when it is dark. If we look at the Southampton example in Figure U it shows both positives and negatives. It is presented in a clear, large typeface, but when in darkness, how easy is it to distinguish between the three shades of blue?
- 8.6.4 The West Midlands example (Figure S) is framed in red, which is very prone to fading. It also perfectly illustrates one of the shortcomings of departure lists – around half of the times are accompanied by smaller letters denoting codes indicating that something is 'different'. Note also that it does not commit to either twelve or twenty-four hour clock. Thus the first departure after '3pm' is at '1502'!

Figure S: Bus Stop Departures Display – TfWM (©Roger French)

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Figure T: Bus Stop Timetable Display – Lincolnshire (©Roger French)

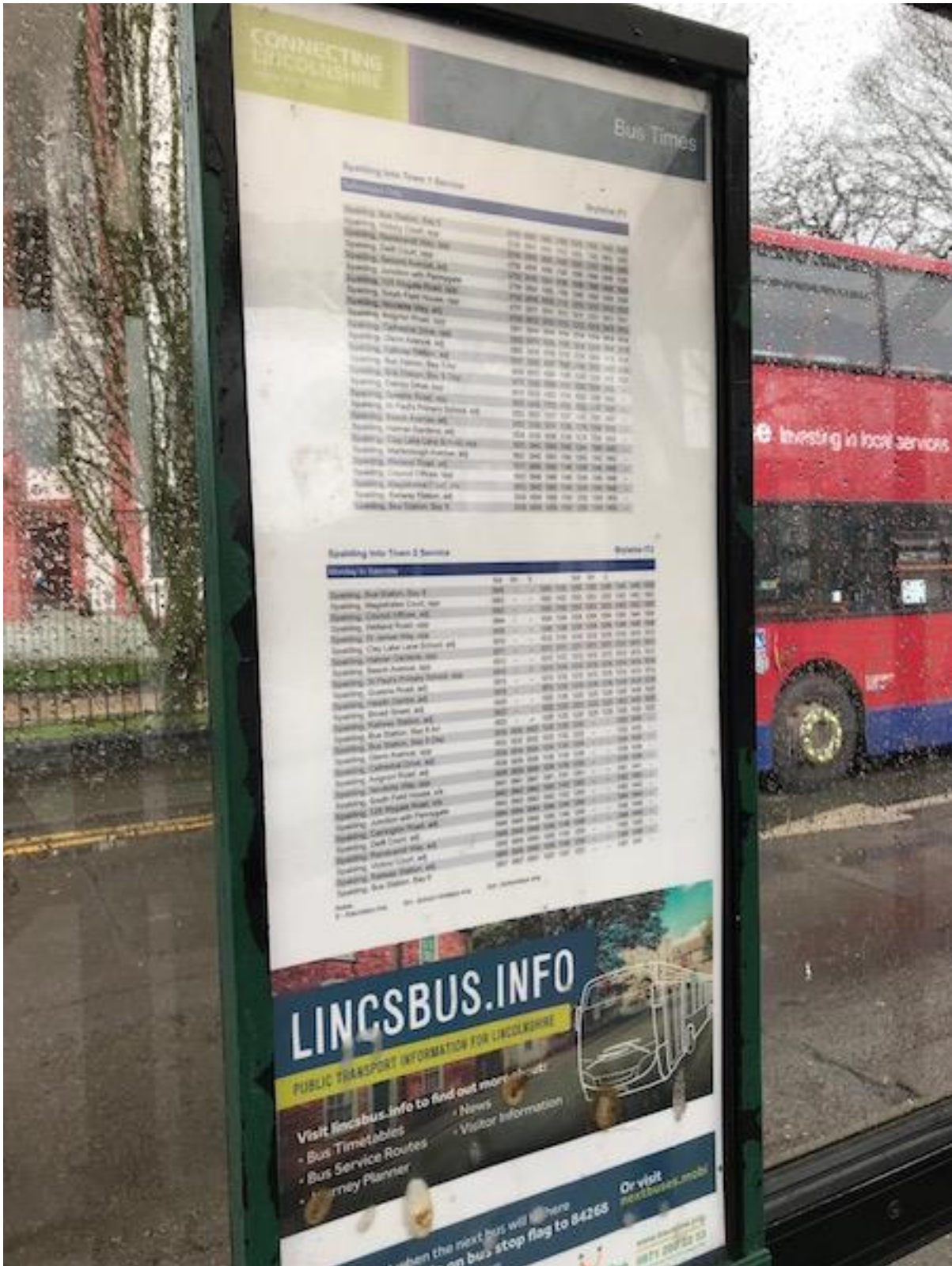


Figure U: Bus Stop Timetable Display – Southampton (©Roger French)



Printed Timetables

8.6.5 There is a growing trend amongst both operators and transport authorities to no longer produce printed material. However printed publicity can add that extra level of attractiveness, usability and comfort when done right that cannot be guaranteed by online material. Figure V and Figure W below show a sample of the map, times and fares information included in a typical Transdev timetable leaflet. Journey planners deal with one-off specifics and are not

comprehensive in the way that a timetable and map can be. Although both of the latter can usually be downloaded at home or onto a phone, issues of printing and of scale arise.

Figure V: Transdev Timetable Leaflet Map

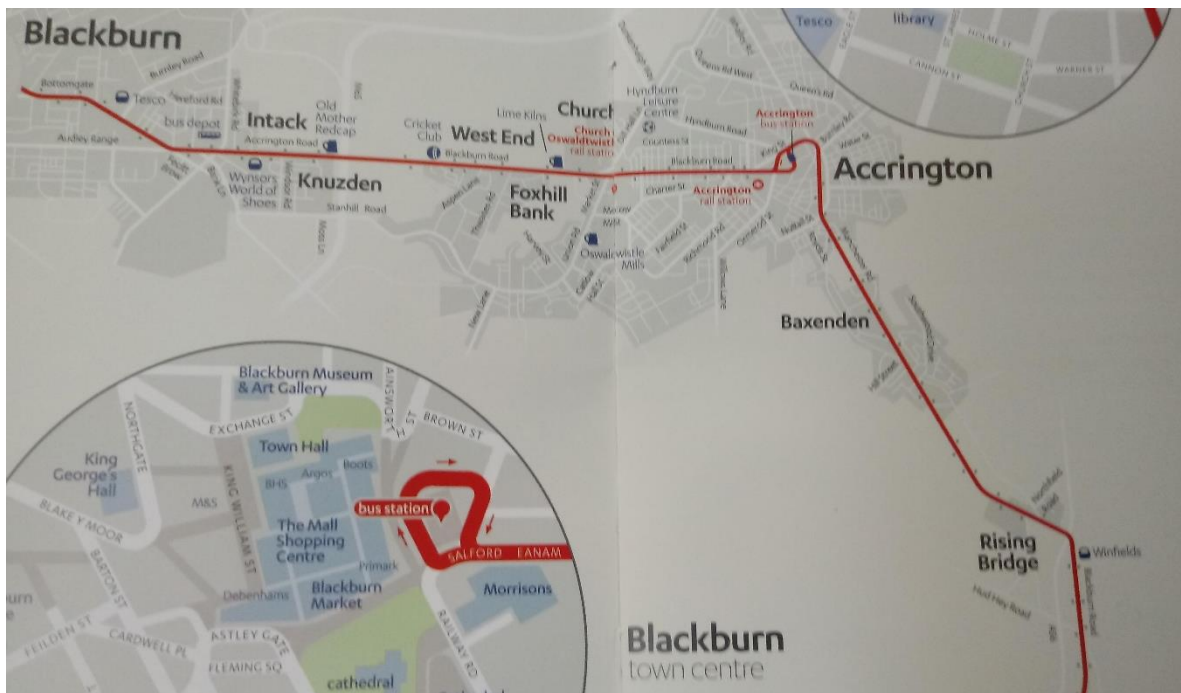


Figure W: Transdev Timetable Times and Fares

FRIDAYS

Blackburn bus station	0515	0545	0605	0620	0650	0730													
Intack Accrington Road	0523	0553	0613	0629	0659	0739	0825	0855	25	55		1355	1425	145					
Church Kirk House	0528	0558	0618	0635	0705	0747	0834	0904	34	04		1404	1434	150					
Accrington Bus Station Stand 3	0534	0604	0625	0642	0712	0756	0841	0911	41	11		1411	1441	151					
Haslingden Health Centre	0538	0608	0630	0647	0717	0803	0848	0918	48	18		1418	1448	151					
Helmshore Mayfield Avenue	0553	0624	0646	0704	0734	0824	0853	0923	53	23		1423	1453	152					
Bent Gate Crasmere Road	0555	0627	0649	0707	0737	0827	0909	0939	09	39		1439	1510	154					
direct via M66	0558	0630	0653	0711	0741	0833	0912	0942	12	42		1442	1513	154					
Prestwich Longfield Centre							0915	0945	15	45		1445	1516	154					
Higher Broughton Great Cheetham St	0618	0653	0718	0743	0814	0855													
Manchester Chorlton Street	0627	0703	0731	0757	0830	0912	0936	1006	36	06		1506	1538	161					
	0640	0722	0755	0825	0855	0934	0946	1016	46	16		1516	1549	161					
							1004	1034	04	34		1534	1609	161					

Friday nights only

between Prestwich and M buses only call at the following stops:

- Prestwich Premier Inn
- Prestwich Tesco
- Longfield Centre
- Sedgley Park Kings Road
- Broughton Moor Lane
- Higher Broughton North
- Bury New Road McDonalds
- Great Ducie Street Sheriff
- Cathedral stop NL
- Deansgate Barton Arca

travel most days?
get a weekly or monthly ticket
unlimited travel on Red Express plus other Transdev buses in Lancashire & Yorkshire, too.
buy online or on the app

weekly **£34**
monthly **£102**

Booklets

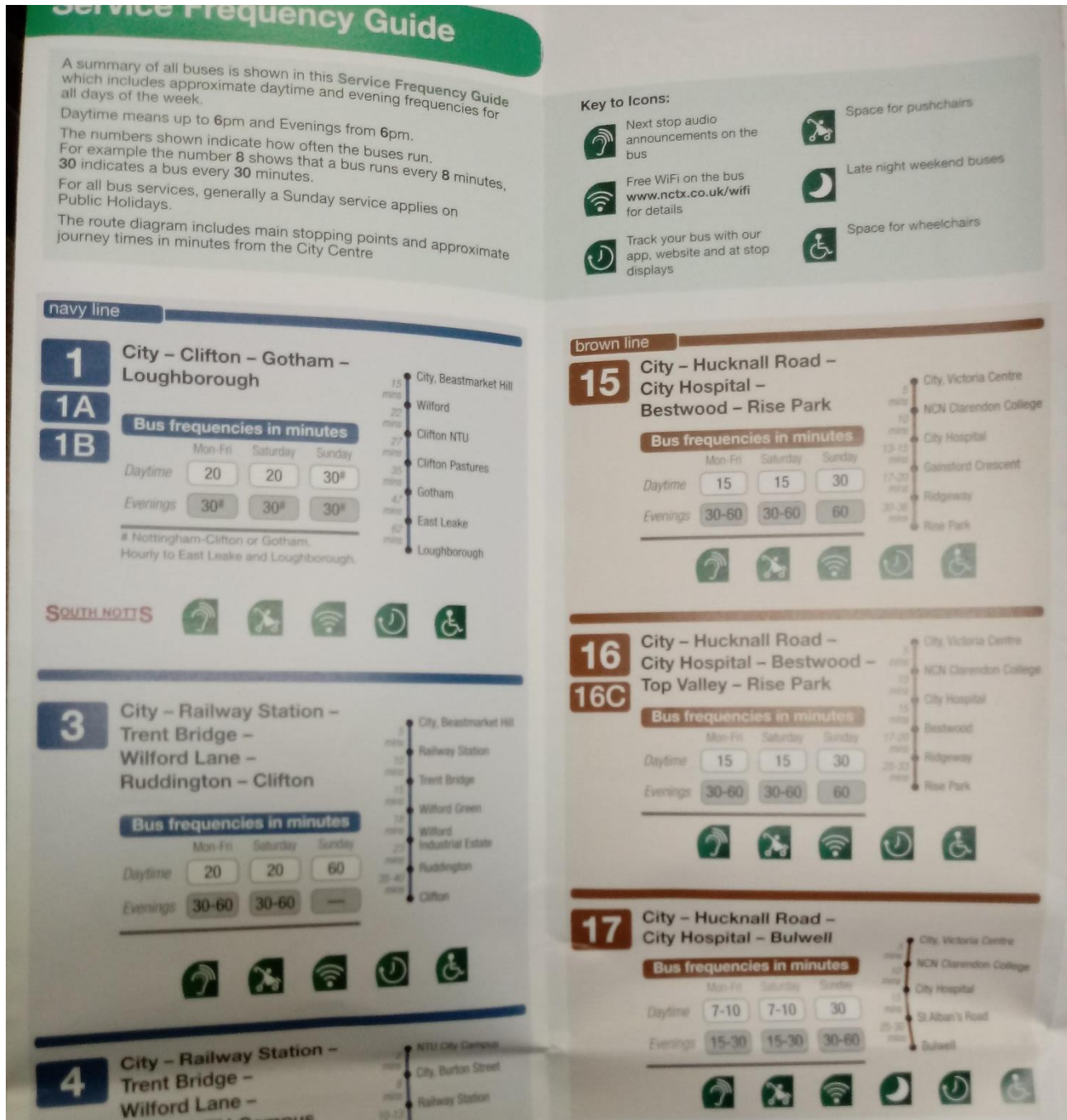
- 8.6.6 Some operators and local authorities put together a booklet containing comprehensive timetables for a specific area or region. This means that instead of having to trawl through racks of timetables to find what’s relevant, passengers can just pick up the area booklet safe in the knowledge that it will contain all the timetables they might need along with a map or two and that it will show them what other services are available in the area.
- 8.6.7 Derbyshire County Council produces three area guides costing £2.50 each¹⁷, Stagecoach Merseyside and South Lancashire provides area timetable books free whilst First Kernow produces a free timetable booklet for the whole of its Cornish network (Figure X) which includes services run by other operators. Nottingham City Transport produces a network map with service summaries on the reverse (Figure Y). Both First Eastern Counties and Stagecoach Cumbria and North Lancashire produce comprehensive full colour guides with route maps and guides to tourist attractions.

¹⁷ <https://www.derbyshire.gov.uk/transport-roads/public-transport/timetables/bus-timetable-publications/bus-timetable-publications.aspx>

Figure X: Stagecoach and First Timetable Booklets



Figure Y: Nottingham City Transport Service Summary



8.7 Summary

- 8.7.1 Whilst information provided by WCC online is very good, the journey planner – including its disconnection from the rest of the public transport information – needs some improvement. The roadside publicity is also an area which should be improved to help irregular travellers 'find their feet'.

9.1 Introduction

9.1.1 This section looks at Section 106 (S106) funded bus services within Warwickshire. WCC officers provided us with a list of 35 bus routes which receive or had received S106 funding. These can be divided into six different categories, which are:

- a) Newly S106 funded routes (2);
- b) Routes still S106 funded by original development (7);
- c) Routes still S106 funded but not by the original development (11);
- d) No longer S106 funded and reduced in provision (4);
- e) No longer S106 funded and running at the same frequency (8); and
- f) No longer S106 funded and increased in provision (3).

9.2 Newly S106 Funded Routes

9.2.1 Both of the new S106 funding streams should come into play in July 2020. One is for a two-hourly bus route along Campden Road in Shipston, where there are two additional new developments but it is unclear if there will be extra funding to increase the frequency at a later date. The second lot of S106 funding is for amending the frequency of services 77 and 77A between Leamington and Lighthorne Heath to a standard hourly timetable rather than being roughly once an hour with some variation. This should be increased to half-hourly at a later phase of the development.

9.3 Routes Still S106 Funded – Original Development

9.3.1 The seven locations still proving S106 support are shown in Table 4 below. As can be seen with a number of locations the service in question has been changed.

Table 4: Ongoing S106 Funding

Location	Number of Dwellings	Current Service(s)	Original Provision	Current Frequency (mins)
Long Marston, Meon Vale	550	Stratford 1,2 & 3	Increased frequency & diversion Services 1,2 & 3	30
Nuneaton, Weddington Road/Lower Farm	414	Nuneaton 1 & 2	Extended Service 1 & 2	15
Galley Common, Plough Hill Road	300	18 & 19	Increased Frequency Services 17 & 18	30
Wellesbourne, The Grange	350	Warwick 15	Service 15 Diverted & Increased Frequency	30
Polesworth, Grendon Road St Leonards	143	65	Service 65 Diverted & extended to hospitals	60
Kineton, Southam Road	115	77/77A	New Sunday Service 77 & 78	60
Newton, Newton Lane	40	X84	Certain Journeys Diverted Service 9	3 Journeys per Day

9.4 Routes still S106 Funded – not Original Development

9.4.1 The size of this category is perhaps credit to the public transport team at WCC in the way that it is able to use new S106 funding sources to continue the development of a service when the original funding has run out. These are shown in Table 5 below. As can be seen three out of the eleven locations have seen a reduction in frequency with the new funding compared to the original requirements whilst the remaining eight sites have seen the service provision maintained.

Table 5: Renewed S106 Funding (Frequency in minutes)

Location	Number of Dwellings	Current Service(s)	Original Provision	Original Frequency	Current Frequency
Long Itchington, Leamington Road	150	664	Service 664 Diverted	120	120
Southam, Northfield Road Tesco	Retail	64	New Services from surrounding villages	N/A	1 per day
Rugby, Coton Park East	310	1 & 2	New Service D1/D2	30	30
Rugby, Leicester Road Gateway	1,300	1 & 2	New Service D1/D2	30	30
Southam, Coventry Road	165	664 & 665	Payment towards Services 664/665	60	60
Southam, Banbury Road	236	664	Payment towards Services 664/665	60	120
Bishops Tachbrook, Grove Farm	412	U1	Service U1 extended	15	15
Warwick, Lower Heathcote Farm	935	U1	Service U1 extended	15	15
Long Itchington, Stockton Road	225	664	Payment towards Service 664	120	120
Southam, Daventry Road	535	665	Payment towards Services 664/665	60	120
Wharf Farm, Crick Road	380	D1 & D2	New service D1/D2	30	30

9.5 No Longer S106 Funded – Reduced Provision

9.5.1 There are four previously S106 funded schemes which have seen a reduction in service provision, as shown in Table 6. Three of the routes still receive some level of subsidy which indicates that even at a reduced provision the services are still not commercially viable.

Table 6: No S106 Reduced Provision

Location	Number of Dwellings	Current Service(s)	Original Provision	Original Frequency	Current Frequency	Subsidy ?
Stratford Bridgetown, Trinity Mead	112	Stratford 4	New service 222 Introduced (Now 4)	20	30	Part
South West Warwick, Chase Meadow	282	Warwick 15 (& 16)	Service 68 (Now 15)	30	60	No
King Edward Hospital, Hatton	108	Warwick 16	New service 68 (Now 16)	30	120	Yes
Hams Hall, Sainsbury's	Employment	X70	New extensive network of services	4 per Hour	4 per day	Yes

9.6 No Longer S106 Funded – Same Provision

9.6.1 Encouragingly there are eight routes which are no longer receiving S106 funding but still provide the same level of service to the relevant site. As shown in Table 7 five of these are provided without subsidy.

Table 7: Sites no Longer S106 Funded but Same Provision

Location	Number of Dwellings	Current Service(s)	Original Provision	Current Frequency	Subsidy?
Tilemans Lane, Shipston	80	3A	New service 480 from Shipston to Banbury	5 journeys per day	Yes
Walsingham Drive, Nuneaton	300	79	Service 79 Diverted	120	Yes
Exhall, Blackhorse Road	Employment	78	Service 78 Diverted	60	Yes
Emscote Lawn / Portobello, Warwick	286	X17	Increased frequency on Emscote Road X17	20	No
Bishopton / Toll House, Stratford	500	X20	Increased frequency X20	60	No
Wolston Business Park	Employment	86	Increased frequency 86	30	No
Back Lane, Long Lawford	208	86	Service 86 diverted	30	No
Birch Coppice	Employment	766	New Service 766	120	No

9.7 No Longer S106 Funded – Increased Provision

9.7.1 Three locations have seen an increase in service provision since the end of S106 funding support. As shown in Table 8 they differ in regards to receiving on going subsidy from WCC, the financial support for the 67 covers the cost of the increased frequency.

Table 8: Sites no Longer S106 Funded Provision Increased

Location	Number of Dwellings	Current Service(s)	Original Provision	Original Frequency	Current Frequency	Subsidy?
Sydenham, Green Farm	40?	67/67A	Extended service 67	30	15	Part
Spa Park, Leamington Spa	Employment	U1	Additional Journeys 665	Additional Journeys	15	Part
Rugby College	131	4	New Service D1/D2	30	15	No

9.8 Correlation between Site Size and S106 Success

- 9.8.1 There appears to be little correlation between the size of the site and the likelihood of Section 106 funding being a success. It appears that there are other factors at work instead. However the sites which are no longer S106 funded and have seen the service provision reduced appear to have been over provided for in the first place.
- 9.8.2 There seems to be no clear link between the size of the site and the frequency of the service funded by S106. For example the S106 funding from the 286 dwellings at Emscote Lawn, Warwick was used to increase service X17 to every 20 minutes past the site, whilst the funds from 300 dwellings at Walsingham Drive, Nuneaton was used to divert a two hourly services into the site. The latter appears to be an under provision of service compared to the former and indeed other sites which have fewer dwellings but a more frequent bus service.
- 9.8.3 The relationship is probably more practical than a direct link between size of development and bus use. Which services can be provided or diverted at least cost? Plus, of course, the nature of the development will reflect the demographics and the likelihood of its residents being bus users.

10.1 Introduction

- 10.1.1 This chapter looks not only at the best practice for kick starting a bus service using section 106 funding but also how to ensure buses are at the heart of any new development.

10.2 The Design of the Development

Introduction

- 10.2.1 Ensuring that a new development is bus friendly is vital to giving the bus service(s) which serves the development the best chance of becoming commercially sustainable. Two key documents have been released in recent years highlighting this need, these are:
- a) Stagecoach Group's guide to Bus Services & New Residential Developments (2017)¹⁸; and
 - b) Chartered Institute for Highways and Transportation guide to Buses in Urban Developments (2018)¹⁹.
- 10.2.2 The first thing to deal with is to ensure that the developer has actively designed bus provision into the design of the development. This design fits into two categories, the physical highway design and the internal road configuration.

Physical Highway Design

- 10.2.3 The crux of the matter is ensuring that the roads along a designated bus route are actually suitable for a bus to pass along and crucially for two buses to safely pass each other if required. This means that the carriageway should be:
- No less than 6.5m wide;
 - Kept clear of parked cars, either through designated parking not included in the carriageway width or parking restrictions; and
 - As straight as possible, avoiding unnecessary wiggles.
- 10.2.4 The wiggles designed into a spine route through a development are often to deter speeding, this can be done just as effectively through other measures such as speed humps or chicanes which should be designed with the safe passage of buses in mind.

¹⁸ https://www.stagecoach.com/~/_media/Files/S/Stagecoach-Group/Attachments/pdf/bus-services-and-new-residential-developments.pdf

¹⁹ https://www.ciht.org.uk/media/4459/buses_ua_tp_full_version_v5.pdf

- 10.2.5 Bus stops should be clearly marked on the road with enough room free of parked cars either side for a bus to be able to pull up in line with the kerb to allow easy access. There should be a section of raised kerb at the stop to allow this more easily.

Pedestrian Access

- 10.2.6 Bus stops should be located near to where people actually want to be. This means all 'local amenities' and houses should be no more than 400m walk from a bus stop. Although ideally the main bus route should pass through the houses, developers often like to create a 'village feel' with houses in cul-de-sacs off the main spine road. To account for this there should be well lit walkways between the residential areas and main road in appropriate places and the spine road should have footpaths all the way along. Bus stops should ideally have a shelter even if this is only on the 'towards town' side of the road.

Internal Road Configuration

- 10.2.7 The configuration of the internal road should be based around what the bus will actually do and allow the maximum coverage of the site in the most efficient manner between the entry and exit points of the bus route. This means the developer should have research on the route being either:
- a) The diversion of a current route into the site – this means the entry and exit points are pre-set;
 - b) The extension of an existing bus route onto the site – this means the entry point should be as close to the current terminus as possible; or
 - c) A brand new route – this will be focused on linking the site to the nearby large traffic generators such as the town centre, a railway station or a retail park. The entry and exit points should therefore be determined by where the route is likely to go outside of the site. If these are different from the approved Highway authority locations, bus only roads should be used.
- 10.2.8 Where a bus friendly route would disrupt the cul-de-sac design or where two developments adjoin, there should be provision for bus only sections of road. This is to avoid costly and time consuming double running.
- 10.2.9 If a bus route is terminating in a development then a one way loop may allow the greatest coverage of the site. This is acceptable as long as it:
- a) Isn't a significant proportion of the route meaning long journey times for those on the extreme ends of the loop; or
 - b) Preventing journeys either to or from amenities within the development.

- 10.2.10 If it is either of these, then buses should alternate clockwise and anti-clockwise around the loop, but these automatically confuse and reduce frequency.

10.3 What Can Warwickshire County Council Do?

- 10.3.1 In a Shire County there is a separation of powers and responsibilities for transport access to new developments. Whilst the County Council is the highways and local transport authority, the district is the planning authority. Warwickshire should therefore, jointly with the districts, draw up an approved set of design guidelines for new housing developments to ensure that they are sustainable transport friendly.

10.4 Marketing the Service

- 10.4.1 In order to generate passengers for the bus people need to know it is there, where it goes, when it goes and how to use it. This means that advertising the service to new residents is key.

The Development's Website

- 10.4.2 Far too many developers ignore public transport links, particularly bus services, when they market their houses. Property brochures mentioning 'Good Transport Links' generally meaning you can easily drive to the nearby motorway or railway station. Figure Z shows the Barratt Homes website for Warwick Gates which fails to mention the bus service running every 15 minutes close to the site.
- 10.4.3 Site plans published on developers (and supporting parties) websites should include the location of bus stops so that potential residents can see how close they are to the house they are interested in, and how to access the service if they become residents.

Figure Z: Warwick Gates Information

Warwick Gates brings you a collection of beautiful new 2, 3 and 4 bedroom homes designed to reflect the local area.

Positioned in the heart of England between Warwick and Royal Leamington Spa, there is a great choice of bars and cafés on your doorstep.

The M40 is just a short drive away, making commuting to surrounding areas effortless.

You can also enjoy country walks at the nearby Cotswolds as well as make use of excellent schools, supermarkets and gym, all just a stone's throw away.

- ✓ No management fees to pay at this development
- ✓ Quality homes viewable and ready to move into now
- ✓ House to sell? We could be your guaranteed buyer with Part Exchange
- ✓ Plenty of green open spaces for all to enjoy
- ✓ 'Outstanding' Ofsted schools nearby
- ✓ Easy access to the M40 and A46 leading to the A444
- ✓ Direct train services to London Marylebone and Birmingham Moor Street

Welcome Pack

- 10.4.4 When a resident moves in to a new development they generally receive a welcome pack. Within it should be a copy of the bus timetable (in an attractive and easy to understand format) and some form of incentive to use the service such as a free four-week ticket.

Bus Stops

- 10.4.5 The bus stops and complementary infrastructure such as shelters, seating, lighting and information provision play a significant part in the marketing and attractiveness of the service.
- 10.4.6 If the stop consists of nothing more than a plain flag on a pole in an exposed and unlit location, with no information or assurance a bus will ever come, the service is considerably less appealing, even when incentives such as free travel are offered.
- 10.4.7 Making the bus stop feel like part of the development, with attractive shelters, detailed and frequently updated information and branded flags offers security and comfort, drawing people to the service, rather than acting as a deterrent. It also engenders a feeling of ownership towards the service, allowing residents to feel it is 'their bus' which encourages use. Being able to have physical marketing like a poster in clear view that advertises the service, saying something like "Into Leamington Spa every 15 minutes" serves as a constant reminder and adds an extra sense of purpose and attractiveness.

Ongoing Marketing

- 10.4.8 Simply telling new residents about the new service on day one of their occupancy is insufficient. If they are part of the first phase the bus service might not be at its optimum level, so every time the timetable changes a copy should be provided to each household. Additionally, the likelihood of the bus

service becoming the mode of choice when a resident's usual form of transport fails (car breaks down) is significantly reduced, if awareness is not raised reasonably frequently.

- 10.4.9 The best way to keep the bus in people's consciousness is to make it the central point of the development. Having a clearly marketed bus only route through the development, highlighting the time and speed benefits, helps it stand apart. The Installation of, or provision of access to, Real Time departure screens in every home means that people can easily tell when the next service is without having to know which app or website to look at and provides an overall marketing boost by being able to promote the development as an exceptionally 'green' estate.

Branding the Bus

- 10.4.10 In some locations the buses that serve the development have actually received specific branding to advertise that. Figure AA below illustrates a Go North East Quaylink bus which advertises not only the route and frequency but the fact that it serves the large Great Park development to the north of Newcastle.

Figure AA: Newcastle Great Park Branding



Working Together

- 10.4.11 There should be an impetus on the operator, developer and council(s) to work together to market the bus service. This means that any change to the service should be consulted on and highway and other maintenance works planned to cause least disruption to the bus service as possible.

10.5 Case Studies

North Kent Fastrack

- 10.5.1 Fastrack started operating in 2006 providing a service linking the new Bridge development in Dartford to the town centre and Bluewater shopping centre and Northfleet Railway Station. The service uses a bus only road through the development with the developer funding a bus-only bridge over the M25.
- 10.5.2 Fastrack has since expanded to link other developments into Dartford, Bluewater, Ebbsfleet International station and Gravesend. The routes use a mixture of bus-only links and on-road bus priority.
- 10.5.3 Fastrack will be key to the forthcoming 15,000 home development at Ebbsfleet as well as a new development next to Bluewater. Arriva is currently contracted to run the service which still receives some developer contribution. The bus fleet is renewed every few years to ensure that they are up to the latest standard in regards to emissions and on board features. A Volvo electric vehicle was trialled on Fastrack a few years ago but no order has been forthcoming.

Cambridge Guided Busway

- 10.5.4 The Cambridge Guided Busway is formed of a network of sections of guided busway to the north, south and west of Cambridge. The main route is along the former railway line from St Ives into Cambridge which runs past Cambridge Science Park. A number of Park and Ride sites was built along the route. The Busway has seen a constant increase in patronage, the most recent changes in 2020 have seen the introduction of 12 high capacity double deck buses and peak time frequencies of every 5 minutes. Between 2017 and 2018 patronage rose by a further 6%.
- 10.5.5 The Busway has been a catalyst for new developments around the Greater Cambridge area which have been bus friendly. 3,450 homes have been built as part of the Southern Fringe Development around Trumpington. Nearly £2.6m of S106 funding went towards building the guided busway which runs through the heart of the development, with a further £250k in revenue support²⁰.

²⁰ <https://www.transportfornewhomes.org.uk/wp-content/uploads/2019/04/Cambridge-Southern-Fringe.pdf>

- 10.5.6 Northstowe is an in progress development to the North West of Cambridge on the former airfield site with the aim of building 10,000 homes. When the Busway was built provision was made for a spur into the development which is also served by City service 5. The development website has a dedicated travel page²¹.

10.6 Summary

- 10.6.1 One of the principal difficulties with new developments is that different tiers of local authorities deal with planning (Districts) and public transport (Counties). Only in unitary authorities is it the same body.
- 10.6.2 In order to have a chance of being successful, bus services to new developments need to be considered as part of the heart of the development. This means that there needs to be:
- Research undertaken as part of the site planning to identify which existing route(s) can be diverted or extended into the site. If there are none suitable, consider where any new services would link to.
 - Suitably located access points to the development – bus only access if needs be;
 - Suitable width internal roads for the bus to use – again bus only if required;
 - Attractively located and facilitated bus stops;
 - A service from day one of occupancy; and
 - Marketing for the services both at the start of occupancy and ongoing.

²¹ <https://www.northstowe.com/travel>

11.1 Use of CIL

- 11.1.1 The Community Infrastructure Levy (CIL) is a fund that developers pay into but which the council can use to fund schemes which are not directly connected to the development. Generally, however, this involves upgrading road infrastructure around the development.
- 11.1.2 There are a number of ways that CIL can therefore help bus services:
- a) Improve general road capacity or a junction to reduce congestion – this helps bus services indirectly;
 - b) Provide bus priority measures along the route that the bus serving the site will use – this is the same as a) but is focused solely on helping buses (although it might help cyclists too);
 - c) Build footways with appropriate lighting from the development to nearby bus stops;
 - d) Build a new road or upgrade an existing one to act as a by-pass – although on the face of it creating a by-pass might not encourage people out of their car and on to buses it can act as a catalyst for improvements elsewhere. By creating a suitable alternative route for through traffic a town centre could be made more bus friendly and only inconvenience motorists who are driving into the town centre rather than those who need to pass through.

11.2 Demand Responsive Transport

- 11.2.1 New developments (both housing and trading) in locations that fall well outside the current passenger transport network present a range of challenges for transport planners. Car dependency by those who live and / or work in new development areas tends to be high, as most development sites are located in suburban fringes or rural areas and this creates an uncertainty as to the viability of a bus route.
- 11.2.2 Residential development that includes 'social' or 'affordable' housing, may be seeking to attract residents who are not car owners and who would require an alternative means of travel. Where the development is of substantial scale, and where there is an easily identified directional flow (to access amenities etc.), local bus operators can be invited to pilot services with an expectation of commercial viability, potentially with initial support. S106 funds might be available for this purpose.

- 11.2.3 Where services have been proved to be commercially unviable, where commercial bus operators (for whatever reason) are unwilling or not able to extend services to new areas, or where new developments are of such smaller scale to suggest that a bus service would never be sustainable, then unconventional services (CT & DRT) can potentially have a role to play.
- 11.2.4 However, unlike the commercial market, existing voluntary sector transport providers are more locally focussed and cannot be assumed to have either the capacity or the willingness to develop new services. However, experience elsewhere has indicated that if there is no existing CT operator with whom to collaborate, it is possible for WCC to start up a new CT operation in partnership with a local community development agency. Alternatively the impetus can often come from the community itself, seeking to solve a collective transport problem. Parish Councils have also been active more recently in both funding and operating community buses, including those to service commuters, including school pupils.
- 11.2.5 CT or DRT approaches to meeting the needs of new development locations would generally be considered if one or more of the following common causal factors can be identified (to a greater or lesser degree) in the specific developments in question:
- fully self-sustaining (commercial) bus services have been estimated or proven to be limited or non-existent;
 - bus service trials have been mostly subsidised and subsequently either withdrawn or under threat due to local authority spending restrictions;
 - many residents in new developments live some distance from any established bus route;
 - the age demographic of a particular development (e.g. retirement villages) suggests an ageing population who may be faced with the prospect of no longer being able to drive a car;
 - essential services have been centralised, requiring longer journeys to access supermarkets and – especially – health care locations.
- 11.2.6 Some s22 operators do run regular commuter bus services; in practice these have usually been services that link specific outlying residential areas to a railway station or bus stop on an arterial route from where passengers commute into town, but there is nothing to stop a standard commuter bus service from being operated linking residential areas directly with centres. Community Buses could well be organised on a co-operative or mutual basis.
- 11.2.7 The probable critical need for travel from new housing developments will be peak time links to and from schools, colleges and places of employment. This cannot be serviced using the existing model of CT or DRT in Warwickshire

where off-peak middle-of-day capacity is available on the back of Home to School contracts.

- 11.2.8 Using CT or DRT for workforce travel to trading estates is possible if done collectively (i.e. a number of people travelling from the same place at the same time), and can be useful for shift work that may start or end outside of bus timetabled hours. The economic viability depends on numbers travelling and whether the employer is willing to subsidise journeys. It is possible for employers to co-ordinate lift sharing or collective use of taxis, or even to contract buses or coaches to meet such need.
- 11.2.9 The traditional 'core' role for CT is providing essential door-to-door journeys on a pre-booked basis for those with a mobility impairment (generally older people) for whom other modes of transport are difficult or non-existent. Given the extent of the Flexi-Bus network it would be likely that this approach could be adapted to cover any new developments. If this is not viable, then a volunteer car scheme may be feasible if the local authorities are able to cover the volunteer's expenses.
- 11.2.10 DRT is almost always run on a pre-booked basis and whilst this works well enough for some trips it does not often find favour with daily commuters. These services can be better configured as s22 community buses with timetabled stops. The cost base for a s22 operation is generally only lower than a commercial subsidy if volunteer drivers are used. Passengers also benefit from being able to use concessions. Some community buses are entirely operationally self-supporting and the role of the local authority may be to provide capital or a vehicle.
- 11.2.11 Overall, new developments need to be subject to specific localised transport feasibility and impact planning which should take account of:
- existing passenger transport links;
 - likely levels of car ownership;
 - overall provision of access (walking, cycling routes);
 - scale of development;
 - environmental impact of various modes of travel and likely volumes;
 - s106 fund availability, and
 - ability of local transport providers to respond to new areas of need.
- 11.2.12 Community transport or DRT options may have a part to play in provision for new development areas but should not be seen as a low-cost backstop if commercial services prove unsustainable. It is prudent for planning authorities to consult with transport operators (both commercial and non-commercial) at

an early stage in the process and for an holistic overview of transport and mobility needs of new communities to be taken.

11.3 Case Studies

New Lubbethorpe, Leicester

- 11.3.1 New Lubbethorpe is a brand new community located to the west of Leicester with a mixture of housing and employment sites. In April 2019 it was announced that the Section 106 money would be used to fund an Arriva Click DRT service rather than a conventional bus service. The service is available via the Arriva Click App and runs 06:00 – 23:00 every day. It is operated using 15 seat wheelchair accessible minibuses.
- 11.3.2 One of the reasons the DRT service was chosen was due to the spread out nature of the destinations. Figure BB below shows the area covered including shopping, education and employment opportunities at Foss Park, Leicester city centre and both universities. Onward travel connections can be made at both Leicester Railway Station and Narborough Railway Station, along with the two bus stations within Leicester itself.

Figure BB: Arriva Click Leicester Map



Camden Shoppa

- 11.3.3 In 1989 Camden Borough Council stipulated that the new Sainsbury's store should be fully accessible including transport to the store. This led to Sainsbury's agreeing to fund a Wheelchair accessible minibus and five years of funding for a Dial-a-Ride service. The funding was up to £73k per year which today is worth around £197k a year.

Preston Community Transport

- 11.3.4 In December 2015 Persimmon Homes was given permission to build 112 homes on D'Urton Lane in Broughton at the north side of Preston in an area between the M6 and M55 Motorways. New housing was required to meet the government targets set for Preston City Council and this is one of a number of developments to the north of Preston, around the M55. D'Urton Lane was previously a quite narrow rural 'rat run' (see Figure CC) enabling drivers to go from the newer industrial zone to the north east of Preston to join the A6 north of the M55 Motorway.

Figure CC: Narrowness of D'Urton Lane



11.3.5 However, because of serious congestion on the A6 through Broughton village, a Broughton by-pass was planned (now James Towers Way) and as a result, D'Urton Lane was diverted further northwards to join the bypass, rather than the A6, with some access restrictions and a permanent closure to through traffic around where it passes under the M55 Motorway. The effect of this was to make it impossible to serve the development with a conventional bus service. As shown in Figure DD, the red circle indicates the new development.

Figure DD: Location of New Development on D'Urton Lane



11.3.6 This made it difficult to extract any s106 Planning Gain contribution from the developer towards public passenger transport services because of the

requirement that any contribution towards community benefit must be material to the planning consideration for the development in question.

- 11.3.7 However, it was recognised that community transport services, including social car schemes and services run under Permits issued under section 19 Transport Act 1985 for older people and people with disabilities do qualify as 'public passenger transport services' under s63(10) of the 1985 Act. Consequently, recognising that the development would be geographically isolated and could attract residents with or who might develop mobility difficulties, a decision was made to require a contribution towards Preston Community Transport's additional operating costs. PCT is supported by Preston City Council, the planning authority, and receives public transport funding from Lancashire County Council under a contract to provide a mix of community transport services in the Greater Preston area.
- 11.3.8 The agreement was for £30,000, to be paid in three tranches of £10,000 subject to occupation. PCT is leafleting the development and making it clear in publicity that its core dial-a-ride and car schemes services have been extended to cover it. It would be fair to say that there was little science behind the financial calculations and that PCT has found it a challenge to be seen as associated with the development. PCT is, however, discussing with the planning staff a more structured approach to future developments which are too small or too awkward to be served by a bus service. It is particularly interested in the model where some form of Community Trust is established as part of the development as this would enable a longer-term relationship to be established.

11.4 Summary

- 11.4.1 WCC should investigate using DRT services to serve a new housing estate where either:
- a) The size of the development does not justify a fixed bus route; or
 - b) There is no obvious single traffic generator meaning a simple fixed bus route would not cater for the majority of travel demand.
- 11.4.2 However it should be noted that DRT should not be used as a way of providing a service to a new estate just to allow the developer not to have to make the site suitable for a standard bus. Whilst a DRT service provides an attractive door-to-door offer it cannot replace the turn up and go nature and reassuringly fixed route of a traditional bus service.

12.1 Introduction

- 12.1.1 This section sets out the basic principles of the three bus partnership types available to local authorities following the Bus Services Act 2017. The three are:
- a) Voluntary Partnership;
 - b) Advanced Quality Partnership; and
 - c) Enhanced Partnership.
- 12.1.2 In addition to this we also include franchising to complete the coverage of the Bus Service Act 2017.
- 12.1.3 All partnerships benefit from the combination of local authority and operator, where for local authorities capital expenditure is easier to justify while revenue spending is subject to severe restraint while the opposite is true for operators.

12.2 Voluntary Partnerships

- 12.2.1 Voluntary Partnerships (VPs) were one of the two types of partnerships (along with Statutory Quality Partnerships) allowed under the Transport Act 2000. VPs are simple to create and have substantial flexibility. They work best where an authority already has a positive relationship with the local operator(s), and can deliver good results in terms of service improvements and increased passenger numbers.
- 12.2.2 However, the voluntary nature of the agreement makes withdrawal a relatively easy matter and enforcement of stated commitments difficult, relying on reputational damage and any contractual commitments. Thus the local authority can find itself short of funds to fulfil a commitment or change policy, while an operator can transfer dedicated vehicles elsewhere or make a significant service change.
- 12.2.3 If a partnership is voluntary, there is no way to prevent a non-participating operator from providing services on a particular corridor, provided that it complies with the standards contained in national legislation. Where it is desired to co-ordinate the services of more than one operator, a Qualifying Agreement is required. VPs tend to be focussed on one particular corridor or infrastructure enhancement but can be area-wide - as in Sheffield, for example.
- 12.2.4 With all types of Partnerships the infrastructure is usually paid for by the local authority whilst the bus operator covers the cost of improved vehicles, service

levels, etc. Government grants such as the Low Emission Bus Fund are often available.

Implementation Process and Timescale

- 12.2.5 There is no time limit set for VPs and the timescales involved can be designed in order for the parties to fulfil, or start to fulfil, their obligations.

Service, Network and Fare Changes

- 12.2.6 This all depends on the content of the VP. If the partnership is focussed on the age and / or quality of the vehicles, operators will still be free to make changes to their own services, networks and fares. However the partnership may include one or more of the following:

- Restriction on the number of standard services changes a year – e.g. four standard service change dates per year;
 - ◆ but this is one of the most regular casualties with local authorities changing contracts on a 'non-approved' date, and operators making other changes (usually to improve reliability);
- Set times of operation and minimum frequency of specific routes;
- The ability of the local authority to react and feedback on a proposed service change or request specific changes to commercial services; and
- Agreement about ticket types available.

- 12.2.7 Note that fare levels are not included, these can only be agreed separately if they satisfy the terms of the Ticketing Block Exemption or meet the necessary competition test under a 'Qualifying Agreement'.

- 12.2.8 Despite the identified shortcomings, there is little under the more formal partnerships that cannot be achieved on a voluntary basis, plus, of course, there is much more flexibility. The most successful voluntary partnerships function at two levels – senior bus company managers and senior council officers or executives agree principles and strategy, while local managers and council officers deal with the detailed aspects.

12.3 Advanced Quality Partnerships

- 12.3.1 In the Bus Services Act 2017 Advanced Quality Partnerships (AQPs) automatically replaced existing Statutory Quality Partnerships set up using the Transport Act 2000. There is a trade-off of benefits and sacrifices between an existing Statutory Quality Partnership and an AQP. This being that Local Transport Authorities (LTAs) are no longer required to provide facilities such as a new bus station or bus lanes as their contribution to the AQP, but they can now undertake a wider range of measures as part of the partnership which

indirectly improve bus services e.g. building a new road to reduce congestion at a key junction. Note the change in wording from 'must' to 'can' implicit in this. There is no longer any *obligation* on LTAs to do anything at all.

- 12.3.2 Although WCC no longer needs to provide facilities as part of the AQP, it is clear from the operator consultation, that they would only sign up to an AQP if there was a significant investment in infrastructure.
- 12.3.3 Conversely, the range of requirements that can be *imposed* on operators has increased to include:
- The specification of smart ticketing as part of any multi-operator scheme;
 - How bus services are marketed; and
 - How information on fares and ticketing is distributed.

Implementation Process and Timescale

- 12.3.4 An AQP in England can take as little as eighteen weeks between publication of the notice of intention and the confirmation of the final scheme. This includes four weeks for operators to object and a 13-week public consultation period. If an operator's objection is upheld by the Traffic Commissioner then the process is delayed until the LTA can prove it has addressed the issue. The actual implementation timescale will then be based on what is included in the AQP and how it is proposed to be introduced. For example, if all operators have to have their whole fleet as minimum Euro V compliant, that will need a longer period than if only 50% has to be compliant for the partnership to commence.

12.4 Enhanced Partnerships

- 12.4.1 Enhanced Partnerships (EPs) are a halfway house between an AQP and franchising. Note that EPs apply to a defined area and do not necessarily have to have boundaries coterminous with LTA boundaries.
- 12.4.2 An EP gives the LTA(s) the ability to take over the service registration function of the Traffic Commissioner for a set area, e.g. all services which enter the Warwick and Leamington area, which again does not have to be coterminous with an LTA boundary.
- 12.4.3 A plan for the EP would be created jointly by the LTA(s) involved and any bus operator interested in the planned scheme. Once created the EP Plan would be put out to public consultation and include the Competition and Markets Authority as a consultee. Not all bus operators have to be in favour for the EP to proceed, however all have to be invited to contribute to the plan and a yet to be defined proportion of affected operators has to agree with the scheme before it can go ahead.

- 12.4.4 There is no doubt, however, that although the operators will be able to continue in business under an EP their commercial freedom is significantly curtailed.

Implementation Process and Timescale

- 12.4.5 The process of creating an EP starts with the local authority issuing a Notice of Intention and Invitation to Participate. Even if an operator within the area the EP will apply to does not wish to be involved at the start, it has to be kept informed of progress in case it wishes to participate later on or, of course, object to the scheme.
- 12.4.6 There is no defined timescale for implementing an EP; it depends on the agreements between operators and the local authority. The Partnership Board is responsible for agreeing the content of the two key documents required to form an EP, these being:
- a) An EP Plan – this sets out the high level view of the EP: area covered, current situation, timescales, objectives of the EP and interaction with neighbouring authorities; and
 - b) An EP Scheme – although repeating some of the EP Plan, this gives the detailed specification of what is required by the operators and the local authority including details of vehicle specification, fare types, service levels and infrastructure provision.
- 12.4.7 Operators should be given at least 28 days to object following the publication of the documents. The EP can proceed to the public consultation stage as long as more than half of operators representing more than 75% of scheduled mileage agree to the scheme.

Service, Network and Fare Changes

- 12.4.8 An EP is not designed to specify routes and frequencies for every single service, however it does have a number of functions around this:
- Specifying service change dates;
 - Specifying a different service change notice period if desired;
 - Agreeing common branding or livery if required;
 - Co-ordinating service timetables on joint corridors or at interchange points; and
 - Specifying minimum frequencies on corridors or key routes at different times of day.

- 12.4.9 An EP has more ability to influence fares than a VP or AQP. This is because an EP can set the specific types of ticket that should be made available on certain routes, corridors or in certain areas. This includes:
- Design and agreement on a fare scheme to apply in the EP area;
 - Types of ticket such as through, multi-operator and multi-journey ticketing and pay-as-you-go capping;
 - Specific tickets for defined social or economic groups, such as 16-25 year olds or job seekers; and
 - Ticket types for different times of day, e.g. peaks or evenings.
- 12.4.10 To comply with competition law, the EP can only set the prices of multi-operator tickets, either absolutely or as a cap. Operators are able to object to the Competition & Markets Authority if they feel that the price set is not commercially viable or gives certain operators a commercial advantage.

12.5 Franchising

- 12.5.1 This is of course not a partnership and would require a lot of funding from the local authority, but can be used as a guide in setting up a partnership on the basis of "This is what we'd do with a franchise, how can you, as an operator, meet some of these ambitions in a partnership?"
- 12.5.2 Perhaps the most controversial aspect of the Bus Services Act 2017 is the ability for a Combined Authority with an elected Mayor to set up a franchising scheme in a much less bureaucratic way than the similar Quality Contract Schemes enabled by the Transport Act 2000. Note (importantly) that the Act also repealed the QC legislation which applied to all local authorities.
- 12.5.3 Other types of LTA (singly or jointly) can apply to set up a franchise system, but it will proceed only if consent is given by the Secretary of State and the LTA must be able to prove that:
- A franchise scheme would be the **only way** to improve bus services within the affected area;
 - The proposed scheme will be affordable and offer value for money using HM Treasury's 'Green Book' process; and
 - The aims of the proposed scheme are achievable.

The associated Statutory Instruments from DfT are carefully worded but clearly set against franchise applications from smaller authorities.

- 12.5.4 A franchise does not require operator consent and, the Act says, the affected operators are not entitled to compensation for the loss in business, although

this is certain to result in a legal challenge. All services which operate for a majority of their route within the franchising area will automatically become part of the scheme. It is possible, however, that services which operate substantially outside the area could be included in the franchise. There is no satisfactory answer to how cross-boundary services are handled under franchising. It remains an ongoing issue at the boundaries of Transport for London's network.

12.5.5 Operators which run services into the scheme area which are not counted as being of a majority in that area are required to apply for a licence to continue to operate into the franchise zone. This licence could restrict the level of service or stopping pattern within the scheme area. Potentially this has a major effect on services outside the franchised area. If, for example, the Coventry network was franchised, the impact on cross-boundary operations into Warwickshire could have very negative effects. Conversely, some services originating in Coventry and crossing the boundary could be included in the franchise. Fares and service levels in Leamington and Warwick might be decided by the West Midlands Mayor.

12.5.6 The LTA would have the power to set out:

- Route, frequency and operating hours of each service;
- Fares, ticketing products and method of payment;
- Minimum Vehicle requirements including:
 - ◆ Vehicle age, environmental credentials and on-board features such as Wi-Fi and next stop announcements; and
- How the scheme is managed, e.g.:
 - ◆ How large each contract is – individual routes, areas, depots or even the entire scheme as one contract and
 - ◆ How long a contract lasts for – this has to be a maximum of seven years.

Treating Contracted Services as a Franchise

12.5.7 A number of shire counties have tendered their entire supported network as either one package or a number of inter-related packages. The most recent is Cornwall where Go-Ahead's Go Cornwall operation took over the entire tendered public service network on 29th March, mainly from incumbent operator First Kernow. Go-Ahead has experience of this previously when its Damory operation took over Dorset County Council's tendered bus network. In both cases it sub-contracted a number of routes to other operators. In Dorset this involved Community Transport operations.

12.5.8 The main advantage of treating a tendered network in this way is the ability to launch the network as a whole allowing for:

- A planned co-ordinated network from day one;
- The use of a brand or sub brand across all routes;
- A reduced number of operators to deal with – even if it subcontracts the LTA still only deals with the one operator;
- Multi-journey tickets valid across all contracted services without having to set up a multi-operator ticketing scheme; and
- Fare levels and frequencies can be set to attract passengers rather than awarding contracts on a strict monetary basis.

12.5.9 The disadvantages include:

- An over-reliance on the one operator, if that contractor fails the LTA has a major problem (as with ATG in West Midlands, Veolia in Powys);
- Interaction with the commercial network is dependent on the willingness of commercial operators – this may reduce if the operators feel the LTA is trying to undermine them with low fares, overlapping services etc.;
- The 'block' contract introduces a second operator on a service which is partly commercial (with associated ticketing issues) where the main incumbent operator might be the most cost effective.
- Failure to accompany the change with multi-operator tickets so that the 'network' is effectively split;
- Publicity and information can be totally split between commercial and tendered services – the LTA effectively ignores the commercial network while the commercial operator fails to publicise tendered journeys etc.;
- The network is open to political interference – always a view that someone else is getting a better deal; and
- Requires a commitment from the LTA to invest the money with limited revenue return, if it is more expensive than expected or funding is cut, where does the extra money or savings come from?

12.6 Summary

12.6.1 The three types of partnerships offer different scope for size and party involvement. The one which is chosen will depend on a number of different factors including:

- Relationship (and trust) between operator(s) and local authority;
- Geographical size of the partnership; and
- The actual content of a partnership desired by the parties.

13.1 Guidance

13.1.1 The premise of the best practice guidance TAS wrote for the DfT is that *"partnership working can, indeed, help to mitigate the negative impacts of reduced public finance."* Aspects of productive partnerships are summarised as follows:

- Operators and transport authorities should be recognised as natural partners and play an equal part in maintaining effective bus services – both parties should recognise the wider strategic links of bus services to economic and social development;
- A key shared objective of partners is to grow the bus market in the face of car usage – this largely relies upon maintaining satisfaction levels among existing passengers, improving services to attract new users and ensuring wider understanding of the bus network, routes and fares etc.;
- An effective partnership requires clear understanding of objectives and tangible outputs, how to achieve these, how to measure them and how and when success can be judged. A general aspiration towards improvement is less beneficial than a plan which defines weaknesses and shortcomings and then details implementation measures to deal with them, with defined timescales, delivery means and responsible bodies;
- A partnership must base its actions on a clear understanding of what local people want from their bus service – it must, therefore, develop effective means of engagement and consultation with the customer;
- Quality and service standards should be agreed around vehicles, frequency and service timings, fares, driver training, ticketing options and information systems;
- The strengths and limitations of the partnership arrangements should be understood and especially the different status of the voluntary partnership and statutory partnership;
- A range of challenges to partnership working can be overcome by creating a robust partnership and making it work (which should not be underestimated) and delivering the practical measures which will achieve the agreed outputs. The guidance includes a number of principles aimed at sustaining the effectiveness of the partnership;
- Information is emphasised as a vital strategic tool – a partnership needs to collect useful data (whilst being aware of commercial sensitivities and competition law restrictions);

- ◆ Both main operators have agreed to share patronage data as part of the review and this could be an ongoing agreement to share patronage information at service level.
- There needs to be a means of assessing success – fundamentally this should involve measurable outcomes relating to:
 - ◆ Economic situation (local, regional and national)
 - ◆ Patronage, performance and affordability of bus network as evidenced by customer satisfaction levels;
 - ◆ Scale of investment in the bus network and its impact on service quality, journey performance, vehicle quality and emissions;
 - ◆ Marketing and public information;
- A partnership should focus its actions on component parts, typically defining areas of improvement across promotional activities, place and environment, the bus 'product' and the price;
- It is recognised that the size, focus and scale of objectives of partnerships will vary and be determined by local conditions and needs;
- Partnerships should be aware of Competition Law and the limitations this might impose, although the restrictions imposed are far less draconian than is often thought;
- Good communications with all parties is recognised as essential for a successful partnership – this applies on many levels including frequency of meetings (formal and informal), consultation with wider stakeholders, communicating objectives and actions. Public consultation is critical to the setting up and ongoing of the partnership and the need to keep passenger needs at the centre of activities.

13.1.2 The guidance concludes with a short list of 'dos' and 'don'ts', as follows:

"DO:

- *Make communication a core and regular activity for the partnership, both internally and externally.*
- *Aim to gain maximum benefit from all communications and don't treat it as a box-ticking exercise.*
- *Consult widely, proportionately and positively on all relevant proposals, using appropriate and non-discriminatory channels.*
- *Apply branding on a case-by-case basis and tailor it to the needs of the local area, community and partnership to be most effective.*

- *Use a light-touch approach for internal branding and identity amongst stakeholders.*

DON'T:

- *Let poor communication spoil a good partnership.*
- *Assume that communicating with one part of a large organisation will be sufficient – it may require an approach at several levels.*
- *Create partnership branding for the sake of it, if it makes no difference to the customer and does not enhance the services in any way.*
- *Confuse the internal identity of the partnership with the outward, public-facing brand.”*

13.2 Case Study – West Midlands Bus Alliance

- 13.2.1 The 2015 West Midlands Bus Alliance was developed with the idea of bringing together influence from different areas including bus operators, the police, CPT, councils and the government. The West Midlands has recently reported a growth in bus patronage of around eight million trips per year.

National Express

- 13.2.2 National Express is the largest operator within the partnership and therefore proposes most of the network changes required. Larger network changes involve TfWM consultation and public consultation at least seventy days before the intended change. This may also be the case involving fares but the representative from National Express was unsure.
- 13.2.3 Positives of the scheme for National Express include the reduction in areas of conflict as it feels that all parties are heading in the same direction towards common goals. The customer is often positioned at the forefront of these common goals which ultimately is the best way to improve customer satisfaction. It was also noted that there is a good working relationship between all parties.
- 13.2.4 Negatives include the feeling that TfWM can get nervous of change which slows the process down and this can occasionally cause tension. It is felt that TfWM don't like doing consultations jointly with National Express partly because of this. There is also a feeling that Buses aren't usually a priority for TfWM – TfWM invested in the extension of the tram network which of course has impacts on the bus network and its patronage and there is an emphasis on rail services.

West Midlands Combined Authority/TfWM

- 13.2.5 TfWM tries to collaborate with other members of the partnership when it comes to funding and attempts have been made previously to secure funding from the DFT for vehicles. TfWM also charges operators for Bus Station and roadside information provision at a cost to the operators of £2.2 million per year, although there is a 12 month break from these charges if the operators use this to retrofit vehicles to improve emissions standards. Currently there is no joint marketing budget but this is something it wants to achieve in the future.
- 13.2.6 TfWM occasionally suggests Network changes and currently it has one in the pipeline. However changes are usually operator led, these proposals are discussed with TfWM which acts as a mediator should it need to. "Larger" operator-led changes are usually led by National Express in a joint consultation seventy days before the proposed change.
- 13.2.7 Similarly to other partnerships we have covered, one of the positives is that there is a general feeling that the partnership will continue after the initial agreement expires. TfWM is confident that all parties will want to continue in 2020 after expiry of the five year agreement. TfWM also noted the positivity of having partners from a number of different backgrounds and industries in the partnership which can provide different views and perspectives.
- 13.2.8 Decreasing patronage is a national issue but TfWM had a goal to increase patronage by 5% which unfortunately it didn't meet. The main negative of having a goal-based model can be that the scheme could be seen as a failure if it doesn't meet the goals and undermined as a result.

Future Regime at TfWM

- 13.2.9 Currently, TfWM is wholly supportive of its Bus Alliance and shows no apparent appetite for franchising. However, as has happened in Merseyside, this could change in the longer term. If the Mayoral policy changes to favour franchising WCC could expect to see a souring of relationships between operators and TfWM which would impact on cross-border relationships.
- 13.2.10 If West Midlands does adopt franchising in the longer term then the impact upon cross-boundary services will be significant, with restrictions on services crossing into West Midlands from Warwickshire and the distinct likelihood that some services franchised by TfWM will cross into Warwickshire. A further possibility is that TfWM might franchise some route sections only within its own boundary, leaving Warwickshire to replace the other sections.

13.3 Case Study – Merseyside

- 13.3.1 The Merseyside Bus Alliance is a partnership formed in 2016 born out of good working relationships which already existed in the region. The partnership is made up of Merseytravel, Arriva, Cumfy Bus and Stagecoach.
- 13.3.2 The partnership brings together common goals and standards which each party adheres to. The partnership works collaboratively when it comes to funding and there is an understanding that the amount pledged expected from each member for joint tasks such as marketing is reflected in their market share. Operators also fund things that will have benefits for the whole partnership which may include the maintenance of ticket machines.
- 13.3.3 Any changes to the Network are fully consulted with members of the partnership and the public if it's a "major" change. Meetings are also held monthly to discuss a number of subjects which include marketing and how to tackle traffic congestion. One of the key positives of this partnership is that the everyday working relationship works well as there is a real sense of synergy throughout the partnership.
- 13.3.4 The partnership took twelve months to put together, a length of time which presented an immediate negative. Similar to other major cities in the UK Liverpool has areas which are highly congested which presents a major issue. The PTE feels like it has little control over congestion and that little funding goes into combating it.

13.4 Case Study – Scottish Borders

- 13.4.1 This is a new partnership between Scottish Borders Council and bus operator Borders Buses (part of the West Coast Motors group). The bus operator will take over the five core subsidised routes in the Borders network, the aim being to move these to a near commercial footing over time. In return the council will invest the approximately £4m saved into improving infrastructure including RTI and bus priority measures.

13.5 Case Study – Hertfordshire

- 13.5.1 Hertfordshire has long been a beacon authority when it comes to encouraging public transport use. The Intalink Partnership between the county council, bus and rail operators and district councils has been providing public transport information alongside a range of multi-operator and multi-modal ticketing for some years. Hertfordshire is the first LTA to implement an Enhanced Partnership. The new Enhanced Partnership will allow this work to expand into infrastructure, service planning and delivery.

- 13.5.2 The associated Intalink Bus Strategy published in September 2019 outlines the following key aims:
- a) Prioritising bus services in traffic – this will be done by identifying bottlenecks, creating a long term package of measures and increasing awareness and support around roadworks;
 - b) Improving the image of bus travel – this will involve specifying minimum performance and vehicle standards, developing a sustained marketing plan and creating a common Intalink brand which will be prominent but not overshadow existing corporate brands;
 - c) Upgrading bus infrastructure – currently only 21% of stops in Hertfordshire have Kassel kerbs whilst 33% have shelters. Infrastructure will be upgraded on a corridor by corridor basis alongside operator lead enhancements.
 - d) Closer integration of the bus network – this will involve building on the existing multi-operator range to enhance it, providing greater co-operation between bus and rail operators and increased co-ordination on publicity; and
 - e) Smarter use of data and information – this will involve expanding the provision of RTI at bus stops, upgrading the Intalink website and app, collaborative working between parties in planning for new developments and piloting new emerging technologies such as Mobility as a Service.

13.6 Summary

- 13.6.1 Partnerships take time to be developed and to see results, so patience from all parties is key. The working relationship between the parties also needs to be good in order to gain the most benefits, if one does not trust the other then it is hard for the crucial yet riskier parts to be taken forward.

14.1 Introduction

- 14.1.1 As part of our remit we were asked to find out what bus operators in Warwickshire were doing regarding Open Data and their opinion on how WCC could get involved. There was also a desire to hold a bus conference and thus we asked operators for their opinion on this and how it should be structured.

14.2 Open Data

- 14.2.1 Four of the operators consulted were dealing with the Open Data process at group level so had limited information beyond what they have supplied internally. The fifth is in the process of submitting its data.
- 14.2.2 It was felt in general that it was best to leave the development of apps to third parties but that WCC could buy into the technology from these companies.
- 14.2.3 One operator felt that an area in which WCC should be looking for open data although not as part of the DfT scheme is with patronage figures. WCC should mandate in its contract for tendered services that operators have to share patronage data with the council as part of the monitoring process.

14.3 Warwickshire Bus Conference

- 14.3.1 Four of the five operators consulted were in support of a Warwickshire Bus Conference. There was a general consensus that it should be by invitation only with county highways, the district councils and national passenger groups (e.g. Bus Users UK) invited alongside the WCC transport team and bus operators. One operator did point out that passengers as the service users shouldn't be ignored.
- 14.3.2 It was suggested that the event should take place once WCC's budget had been finalised so that the transport team could present its plans for the coming financial year. In return operators would present their plans for the year to come (as far as can be allowed under competition law and commercial confidentiality). Other areas for discussion could include:
- Forthcoming major roadworks;
 - Medium to long term highway developments;
 - Forthcoming new housing developments; and
 - Congestion hotspots and other highways issues.

14.4 Summary

- 14.4.1 Operators are on the whole supportive of a Warwickshire Bus Conference but feel that WCC should stay out of Open Bus Data for now.

15.1 Introduction

- 15.1.1 This section looks at the key areas that require more resources for WCC in order to help achieve the aim of increase bus patronage. This covers funding for infrastructure, funding for new supported services and a new position of employment within the Transport Team.

15.2 More Funding

- 15.2.1 Put simply, in order to deliver a better bus service which will attract people out of their cars WCC will require more money. This can be broken down into two streams:
- a) Capital Budget – in order to provide both the bus priority needed and to improve the quality of certain bus stops and interchanges; and
 - b) Revenue Budget – the current budget will need expanding even if it is just to act as a kick-start fund in order to:
 - ◆ Maintain infrastructure;
 - ◆ Introduce new routes;
 - ◆ Increase frequencies both on tendered services and via deminimis on commercial services; and
 - ◆ Reduce the fares on tendered services.

15.3 Partnership Officer

- 15.3.1 This can start out as an extension of someone's existing role but if WCC wishes to have partnerships which cover much of the county it will probably require a dedicated member of staff. The main role of the Partnership Officer would be to act as a central point of contact liaising with operators, council officers from different departments and other stakeholders. They would also undertake the monitoring element of the partnership and report to the relevant WCC Officers and Members regarding the performance of the partnership(s).

15.4 Summary

- 15.4.1 WCC needs to commit more funding to supporting bus services and infrastructure if it is to be successful in its aim of encouraging greater bus use.

16.1 Introduction

- 16.1.1 This section looks at a number of strategies published by WCC and other groups on the future of bus services.

16.2 The Future of the Bus Report

- 16.2.1 Campaign for Better Transport (C4BT) published its 'The Future of the Bus' report in September 2019.

Key Points

- 16.2.2 The headline point of the report is that due to changing financial circumstances more communities are becoming isolated due to the withdrawal of public transport. This leads to:
- A poorer living environment;
 - An increase in people suffering from loneliness;
 - An increase in the cost of living due to the need to use the car more and even own an extra car;
 - Closure of retail, leisure and even health facilities as demand falls due to poor access for non-car owners and
 - In rural areas bus use has declined by more than 10% over ten years.
- 16.2.3 C4BT claims that bus fares have risen by 60% between 2009 and 2019, however the TAS National Fares Survey 2019 found that the average single fare over three miles has risen by 42% since 2009 whilst the average weekly fare (used by commuters) had only increased by 31% since 2009. CPI only increased by around 4% over the period.
- 16.2.4 The report states that only 6.2% of buses on the UK's roads are low emission, however this is from the government's 'Road to Zero' report published in July 2018, based then on historic data, and thus will not take into account the influx of new vehicles since then.

Proposals

- 16.2.5 The crux of the report is to call for a National Bus Strategy which should:
- a) Increase usage of bus services nationwide;
 - b) Improve integration between public transport modes;

- c) Set a strategy for introducing zero emission buses; and
- d) Improve services via technology

16.2.6 To insure these aims are met the report calls for a continuous funding stream at both local and national levels. With regard to local funding the report suggests that the Bus Service Operator Grant (BSOG), concessionary travel budget, NHS patient transport, school transport and social service transport funding are combined into one revenue stream. This would be alongside a capital fund. Each local authority should have to draw up a 'Bus Investment Plan' which sets out how and where the money will be spent.

16.2.7 The report proposes reducing fares through:

- A standard fare discount level for under 19s either commercially or part funded (especially if free travel is offered);
- Compelling operators to join a Smart Ticketing scheme,
 - ◆ Operators often refuse to join due to costs, particularly if smartcards are involved. If they were compelled to participate they may withdraw more marginal services;
- Introduce a Mobility Credit scheme for drivers willing to drive less or trade in their car;
- Trial of some low fare areas (or even free travel areas) with either national or local government funding towards it.

16.2.8 The report recognises that there is a high cost to providing a comprehensive bus network in rural areas and acknowledges that any attempt to improve service provision may require Kickstart funding from central government.

16.2.9 The report is quite vague on what should happen in rural areas. The text hints at having a franchised type of network of rural contracted services using a single brand and with a multi-operator ticketing scheme. A franchise appears to be an expensive and bureaucratic way to achieve this. If nearly all rural services are funded by the LTA it is perfectly feasible for contracts to specify branding and acceptance of multi-operator tickets without the need for a franchise. A rural franchise would also automatically block any operator-led initiatives.

16.3 Warwickshire County Council Plan 2020 – 2025

16.3.1 This report, which has been out to consultation, touches on public transport in general. The aim by 2025 is to have a transport network that is fit for purpose including the reduction in journey times on the highways network, yet it is unclear how this is to be achieved. However by reducing the number of cars

on the road those who still need to use their own vehicle should have a less congested journey.

- 16.3.2 There is a focus on encouraging people to use sustainable transport methods by making it easier to do so and to change between modes. This is also part of the plan to tackle climate change and increase the use of electric vehicles.

Consultation Responses

- 16.3.3 The responses to the consultation on the Warwickshire County Council Plan regarding public transport can be broken down into six categories:
- a) The desire for easier to access and clearer information regarding bus times and fares;
 - b) A desire for cheaper fares, especially for groups and multi-modal journeys;
 - c) Support for bus priority including making Leamington Parade bus only;
 - d) The lack of direct or indeed any bus service, mainly focused on:
 - ◆ Access to hospitals;
 - ◆ Cross Rugby links;
 - ◆ Better and more frequent provision in rural areas; and
 - ◆ Better connections to railway stations; but
 - ◆ No mention of evening and Sunday service levels.
 - e) Reducing the overall Carbon Footprint of transport in Warwickshire through:
 - ◆ Introduction of electric buses;
 - ◆ Creating Park and Ride sites; and
 - ◆ Increasing service provision to be more attractive.
 - f) Increase the use of public transport by schoolchildren by:
 - ◆ Reintroducing bus passes; and
 - ◆ Providing a more comprehensive network of school bus services.

16.4 Warwickshire Draft Bus Strategy 2019 – 2034

- 16.4.1 This strategy rightly identifies the significant challenges to reversing the decline in bus patronage, these being:
- a) Congestion, especially in urban areas;
 - b) High car ownership;
 - c) Rise in online shopping and the decline of the high street;
 - d) Shift to other forms of transport such as rail and Uber; and
 - e) Reduction in Local Authority funding.
- 16.4.2 The aims of the strategy are to improve the reach of the bus network and the attractiveness of bus services through reduced journey times, higher quality vehicles and new technology.
- 16.4.3 It is positive that the strategies set out for each area are based around a continued investment in bus priority and working with developers to ensure that new housing developments have bus services integrated into them.
- 16.4.4 The focus on the introduction of cross-town BRT services in Rugby is particularly interesting. Although it does not go into much detail regarding the bus / rail interchange at Rugby station or the location of bus priorities, in the author's opinion the locations such as the road link under Rugby station and the town centre bus stops might be candidates for bus, taxi and emergency service access only. The most appropriate site for the Rugby Bus Station would be on the current Stagecoach depot site next to the railway station.

16.5 Summary

- 16.5.1 Whilst the 'Future of the Bus' report has some valid points and good ideas, such as compelling local authorities to publish a bus investment plan, it also contains some of the usual misconceptions about bus services. A more integrated network between modes is wonderful on paper but does not take into account the issues faced by bus operators when rail operators change their timetables, or indeed the case in Warwickshire where bus and rail compete over key corridors. Work carried out by TAS in Wales in 2020 in fact showed that bus passengers do not place bus/rail integration high on their list of priorities. In addition, diverting buses to serve railway stations can lengthen bus journeys or divert them away from major traffic objectives.
- 16.5.2 The two WCC publications reflect the challenges faced by bus operators in the pre-Covid 19 environment. Desired travel destinations are more spread out than they once were making conventional bus networks less efficient in moving people around. This is coupled with the closure of many high street

shops resulting in fewer workers and shoppers. Strategies need to look beyond just the bus and at the wider economic plan to ensure that new health, employment, retail and leisure facilities are not built on green field sites but closer to existing higher frequency bus routes. There is an increasing desire for limitations on traffic in town centres and the Post Covid-19 era seems to likely to lead to pressure for more pedestrian and cycle space.

17.1 Introduction

- 17.1.1 Due to circumstances beyond our control the hoped for consultation with the Department for Transport (DfT) has not happened. This section instead takes a quick look at what we know so far from various Government announcements.

17.2 Current Funding – Better Bus

- 17.2.1 In September 2019 the Government announced over £220m would be made available for improving local bus services, this included:

- £70m to pilot Superbus areas where there is extensive bus priority and or a low fare zone;
- £50m for the creation of the first All Electric Bus Towns;
- £30m (notably as a one-off payment) divided between English Local Authorities for improving existing or reinstating lost tendered services – Warwickshire was allocated £500k; and
- £20m Rural Mobility Fund to support a pilot of Demand Responsive Transport schemes in rural and suburban areas.

Effect of COVID-19

- 17.2.2 COVID-19 has already had an impact on the Better Bus funds. The Superbus competition has been paused indefinitely, whilst the £30m for Local Authorities is expected to be spent on funding the revenue shortfall on existing supported services rather than enhancing the network as originally intended.

Electric Bus Towns

- 17.2.3 Bids for these were put back to June 2020. The DfT is expecting the £50m to cover two or three pilot areas. These are expected to be towns or small cities with a mainly insular network with very few interurban services. This is because all buses operating on registered local bus services (which will include school services open to the general public) have to be operated using fully electric vehicles or hybrids which are capable of running on electric only for part of the journey. In view of this limitation we expect to see a number of bids that are not fully compliant.
- 17.2.4 The urban areas chosen must also have a current air quality problem which should be improved both through the use of electric vehicles and the reduction in cars on the road. The latter is hoped to be achieved through additional

supporting measures such as bus priority and parking restrictions which the Local Authority has to commit to as part of the Electric Bus Town bid.

Rural Mobility Fund

- 17.2.5 This funding aims to cover a number of schemes which will introduce App-based DRT services to a specific area. This can either be the replacement of a conventional bus service or an area which currently has poor public transport links. Bids are restricted to rural or suburban areas.

Hydrogen Bus Town

- 17.2.6 This was an add-on scheme announced in June 2020 for which bids are in progress. The principles are the same as those applying to electric bus towns, although the amount of funding available remains to be settled. Hydrogen could expand the number of potential bidders significantly as the range offered by buses powered by Hydrogen is significantly greater.

17.3 Future Funding

- 17.3.1 In February 2020 the Government pledged an extra £5bn of extra funding for bus services and cycling. On the bus side it has been hinted that this could involve funding for an extra 4,000 zero emission vehicles and an expansion of the Superbus scheme which would include:

- Increasing service frequencies especially in the evenings and at weekends;
- Reducing and simplifying bus fares; and
- Increasing the provision of bus priority measures.

- 17.3.2 This funding was expected to align with publication of the National Bus Strategy (see below) around the time of the Autumn Statement. It remains to be seen whether this funding survives a post-COVID-19 spending review.

17.4 National Bus Strategy

- 17.4.1 The promise of a National Bus Strategy was announced alongside the Better Bus funding and seems to incorporate the bus side of the extra £5bn in 17.3.1. However beyond that there has been very little information provided with regard to what it will include. The only concrete announcement was that the Strategy would cover a review of existing funding streams for buses (mainly Bus Service Operators Grant) to provide a long term funding guarantee.
- 17.4.2 From informal discussions between TAS and DfT officials it is understood that the National Bus Strategy will be developed by the DfT itself based on policies already announced by the Government.

17.5 Summary

- 17.5.1 Despite pledges from the government the future funding available for bus services still seems unclear. The impact of the COVID-19 pandemic on bus patronage and government finances hasn't helped this. For some time now available additional finance has been channelled through challenge funding with varying degrees of success, while grants for ongoing revenue funding have been significantly cut back.
- 17.5.2 There is some justification in saying that challenge fund awards have often favoured those who submit the best quality bids rather than the most deserving areas. As examples, there were some high-profile ambitious Rural Bus Challenge bids which were not sustainable in the longer term and it must be questionable in relation to Electric Bus Towns if the best environmental impact is achieved by dedicating expensive electric buses to school runs.

18.1 Introduction

18.1.1 There are ten areas which could provide a quick win, these are:

- a) 'How to use the bus' information;
- b) Better Roadside Publicity;
- c) Planning policy guidance;
- d) A bus conference;
- e) New bus links to Birmingham International;
- f) Warwick – Leamington - Coventry Corridor Partnership including RTI, bus priority measures and multi-operator ticketing;
- g) Countywide Multi-operator Day Ticket;
- h) Provision of improved Southbound Bus Stop on A426 Leicester Road o/s Elliott's Field Retail Park in Rugby;
- i) Expansion of DRT provision and technology; and
- j) Provision of Park and Ride for Leamington for the Commonwealth Games.

18.1.2 This excludes the current work in Nuneaton around the town centre regeneration and potential new bus station.

18.2 How to Use the Bus – Information Guide

18.2.1 Before more people can start using the bus regularly they need to know how to use it. If they haven't used the bus in a long time they may not be confident. In partnership with the operators WCC should therefore produce a 'How to use the bus' guide both online and in printed form. The printed version could be used as part of a pack of information for new residents at housing developments, as well being available at libraries etc.

18.2.2 As an example, Travelwest, the public transport information site for the West of England area, has a 'how to use the bus' webpage²², although it is perhaps rather hidden away instead of being on the main home page, while North Yorkshire County Council has produced a similar guide for 6th Form students and Arriva has general guidance on its website²³.

²² <https://travelwest.info/bus/services-information/catching-the-bus>

²³ <https://www.arrivabus.co.uk/travel-help-and-accessibility/how-to-catch-the-bus/>

- 18.2.3 Another way of helping people gain confidence in using the bus is through volunteer Bus Buddies – these are people who make a first journey with someone new to buses to help guide them through the process. There may additionally need to be a push to get passengers back on buses when COVID-19 related social distancing is over.

18.3 Better Roadside Publicity

- 18.3.1 As covered in 8.4.1, the timetable information provided at bus stops could be better. WCC should agree with operators who should be responsible for producing the information and what it should look like. Although under the Transport Act 1985 it is the local authority's responsibility some have passed this onto operators (whilst in other areas operators have had to step in as the local authority seeks to cut costs).
- 18.3.2 WCC have recently upgraded their relevant software to be able to produce a new style of roadside timetable information. It is also compatible with 'Paperless' digital timetable screens which could be installed at some bus stops in the future.

18.4 Planning Guidance

- 18.4.1 As covered in 10.3.1 WCC should work with the district councils and consult with operators and developers in creating a set of guidelines for large new developments in Warwickshire. This would set out the process for ensuring that the development is bus friendly by specifying:
- a) How bus routes are identified;
 - b) How the internal road layout and placing of properties should be determined;
 - c) What facilities should be provided;
 - d) How the new service should be introduced; and
 - e) How new residents should be informed of and encouraged to use the service.
- 18.4.2 WCC is currently preparing a design guide which covers points b) and c) as well as point a) to some extent. It is recommended that the guide be enhanced to:
- Cover the points d) and e) above as well as expanding on point a);
 - Emphasise that the Spine Road should be of suitable width excluding road space likely to be taken up by parked cars where there are no parking restrictions; and

- Encourage the use of bus only link roads (with appropriate priority measures) where:
 - ◆ The Spine Road does not match the ideal bus route through the site; or
 - ◆ Adjacent sites are not going to be connected by the spine road to avoid the creation of rat runs etc.

18.5 Warwickshire Bus Conference

- 18.5.1 Given the level of support from the larger operators WCC should look to hold its first bus conference by December 2020. Alongside WCC public transport officers and bus operators, members of highways, district council planning officers, representatives of nationally recognised bus users groups and a representative from Transport for West Midlands should be invited.
- 18.5.2 The topic for the first conference should be on WCC's actions around the Bus Motion and preparing for the Commonwealth Games 2022. If timed right it could also be used to launch the Leamington / Warwick – Coventry Advanced / Enhanced Partnership (see 18.7).

18.6 New Bus Links to Birmingham International Airport, NEC (UK Central)

- 18.6.1 The NEC is one of the key venues for the Commonwealth Games 2022 and the surrounding area will become 'UK Central' with the arrival of HS2. As covered in 7.2.4 the only current direct link between the NEC, Birmingham Airport and the Leamington and Warwick area is the hourly (often crowded) Cross Country Trains service. Given the desire to replace the western end of Warwick service 16 with a DRT service, the northern end could be incorporated into a new Warwick – Kenilworth – Birmingham International bus route. It is likely that a journey along the full route would take just over an hour, requiring three buses to operate the service.
- 18.6.2 The second route which should be implemented within the next two years is between Tamworth and Birmingham International via Kingsbury and Coleshill Parkway. This will require an extra two vehicles if running as an extension of the current service 16.
- 18.6.3 Service 75 between Sutton Coldfield and Birmingham International is proposed to be enhanced to provide a link into Hams Hall and an extension on to Solihull. The service would be designed to connect with Johnson's X20 from Stratford-upon-Avon at Solihull providing a link between this area of Warwickshire and Birmingham International.
- 18.6.4 These routes should be advertised as airport links (and later HS2 / UK Central links) with vehicles fitted with luggage racks suitable for airport traffic.

18.7 Warwick – Leamington – Coventry Advanced or Enhanced Partnership

- 18.7.1 This would chiefly build on the proposed X17 Punctuality Improvement Partnership but would be expanded to include the Leamington to Warwick University section of services 11, U1 and U2 and the Warwick to Coventry section of service X18. This would therefore need to be a partnership between WCC, Stagecoach, National Express West Midlands and Transport for West Midlands (TfWM).
- 18.7.2 From the operators this could involve:
- New or upgraded buses on X17 and X18 to match the standard of vehicles on the 11, U1 and U2;
 - An increase in frequency on either:
 - ◆ The X17 to every 15 minutes creating a co-ordinated 7/8 minute frequency with service 11 between Kenilworth and Leamington Spa, or
 - ◆ The X18 to every 20 minutes between Coventry and Warwick to give a co-ordinated 10 minute headway with the X17 at appropriate locations.
 - Participation in a multi-operator ticketing scheme for that corridor which could also be valid on other Stagecoach services between Leamington and Warwick.
- 18.7.3 From WCC, with appropriate support from TfWM where needed, this would involve:
- Bus priority measures along the X17 route and some of the X18 route;
 - Improvement to Warwick Bus Station including improved wayfinding, at stop RTI displays and a real time information board showing all departures;
 - Creation of a bus hub with improved information including RTI at Leamington, Upper Parade (including a bus only road) and at Kenilworth, Clock;
 - Provision of RTI at other key stops and interchange points;
 - Production of a timetable booklet covering all routes in the partnership in one handy guide.
- 18.7.4 Warwick University is part of the Midlands Future Mobility Zone with a focus on driverless vehicles serving the campus. This should not be at the expense of bus services.
- 18.7.5 It is best for WCC and the operators to decide which type of partnership will be best. An Enhanced Partnership could be a better option if all operators are

on-board as it would be a county wide umbrella partnership board at first covering just the Warwick – Coventry corridor but allowing future local partnerships to be introduced quicker.

18.8 Countywide Multi-Operator Ticket

- 18.8.1 The partnership in 18.7 and future local partnerships (covered in 19.2) will all have local multi-operator tickets or ticketing agreements. This should deal with the needs of most passengers on regular journeys. However it is recognised that for leisure purposes a countywide day ticket with some cross-border acceptance would be beneficial.
- 18.8.2 The easiest method of provision is for all operators to accept the ticket with operators keeping the revenue from sales on their vehicles or via their apps. Given the dominance of Stagecoach across the county this might not be acceptable to all operators.
- 18.8.3 The more complicated method is for the revenue taken by operators to be paid into a pool to be redistributed based on usage data. This is more equal in terms of reflecting use but still not in terms of distance travelled. For example if the ticket was £6 and people made an average of 4 journeys on it then each journey would only be worth £1.50, even if one leg is from Coventry to Stratford-upon-Avon on the X18 and another is within Stratford on the 1. Note that the Competition and Markets Authority rejects any method of reimbursement based on revenue forgone, but does allow weightings to reflect longer or shorter trips. There is also the cost to both the operators and council of staff time and / or a third party used for calculating the correct pool redistribution.

18.9 Improved Bus Stop at Elliott's Field Retail Park, Rugby

- 18.9.1 Full implementation of a new southbound bus stop on Leicester Road (A426) dual carriageway opposite Elliott's Field Retail Park and nearby to Junction One Retail Park and Tesco Superstore, including provision of an elongated bus lay-by holding two full-length buses and a high-quality bus shelter.
- 18.9.2 Section 106 developer contributions totalling £79k have already been secured to deliver the initiative. However, progression of the scheme to completion of detailed design has identified that further funding is required to cover:
- Compulsory Purchase Order (CPO) proceedings to secure the land required to accommodate the elongated lay-by, after the landowner (St James Place UK Ltd) reneged on entering into a Land Dedication Agreement and withdrew from negotiations with the County Council; and
 - Service diversion and protection costs.

- 18.9.3 In the interim, a bus stop pole has been erected at the location due to Stagecoach Midlands and Arriva Midlands taking a decision no longer to pull into the Tesco superstore due to delays caused by traffic accessing the site for shopping. However, this has caused safety concerns exacerbating the need for full extent of works at the bus stop to be implemented..

18.10 Expansion of DRT Provision and Technology

- 18.10.1 Warwickshire as a rural county has both its small settlements and key destinations spread over a wide area. This makes the provision of a standard bus service to parts of the county a trade-off between a regular service to one or two locations or a number of infrequent links to a variety of locations. The first does not provide the coverage of service required whilst the second does not provide the level of service to be attractive to most people.
- 18.10.2 DRT services come into their own in this instance by generally allowing people to travel to where they want to when they want to. Experience since the very earliest experiments in the late 1970s shows that DRT services will never be commercially viable but can offer value for money in terms of subsidy per trip.
- 18.10.3 With the rise of the Mobile App based DRT service a new generation of people will be attracted to access the service. However the traditional phone based booking option still needs to be available to those who do not have a smartphone or are not technologically savvy.
- 18.10.4 The expansion of UBUS and the forthcoming DRT scheme for the area west of Warwick will be useful trials for a larger roll out to areas such as North Warwickshire where bus services are infrequent and destinations varied.

18.11 Park and Ride in Leamington for Commonwealth Games

- 18.11.1 Studies are already underway for Park and Ride sites for Warwick and Leamington Spa. It should be simple to set up two or three Park and Ride sites for use for the Commonwealth Games allowing spectators to make at least part of their journey by public transport. These sites should be designed for potential use after the games too although the bus service to the site is likely to change.

19.1 Introduction

19.1.1 This section looks at areas for improvement beyond 2022.

19.2 Expansion of Partnerships

19.2.1 It is recommended that to ensure a local focus and a sustainable use of resources, WCC establishes local partnerships with operators rather than seeking a county wide one. The order in which the partnerships are listed below is alphabetical and not a reflection of any advised chronological order.

Bedworth and Atherstone Corridors

19.2.2 The Coventry – Bedworth – Nuneaton corridor is the other major corridor after Coventry – Kenilworth – Leamington Spa which sees multiple operators serving it. Given the regeneration work being undertaken in Nuneaton it is logical for this partnership to be set up alongside. Working with operators there is a chance to identify locations for bus priority measures, which would cover key routes into Nuneaton from all directions and not just from the south.

19.2.3 One simple change could happen earlier which is to amend the Leicester Street / George Street Ringway junction in Bedworth to give buses priority.

19.2.4 Given that there are currently three major operators on this corridor and around Nuneaton a multi-operator ticket is a must. This could be as simple as allowing use of one operator's return, day and / or period ticket on another's service, or it could involve a new ticket type.

19.2.5 It would make sense to have a phase two of this partnership extending it to cover the Nuneaton – Atherstone – Tamworth corridor. Depending on the views of operators involved this might involve a separate multi-operator ticketing arrangement or an expansion of the Bedworth corridor scheme.

Rugby

19.2.6 This is a growing town with the benefit of direct rail links to Birmingham and London. The railway line does however act as something of a barrier, with the station in a no-man's land between the traditional town centre to the south and the new retail and leisure developments to the north.

19.2.7 The partnership would ideally fit in with the creation of the proposed North-South BRT route, which would require significant bus priority measures to be successful. Radical measures could be investigated such as making parts of the town centre and the road under the railway station bus only.

- 19.2.8 Stagecoach's current depot could be referred to as historic and based on experience elsewhere it is possible that a new depot would be needed to support any investment in ultra-low or zero emission vehicles. It would be a good idea for this to form part of the partnership, Rugby District Council could support Stagecoach in the locating and purchase or lease of an appropriate new site with the existing depot becoming the site of a new bus interchange which would provide direct connections with the railway station next door.
- 19.2.9 Rugby is served by a number of operators on both local and interurban routes making a multi-operator ticketing scheme a worthwhile part of the partnership.

Stratford-upon-Avon

- 19.2.10 This might be the smallest of the partnerships being centred around the creation of a bus hub on Bridge Street. Unfortunately the opportunity has been lost for the creation of a bus station on the land between the railway station and the hospital.
- 19.2.11 Local services are again in the hands of a number of operators so a multi-operator ticketing scheme would be desired. Very few of these services are 'town' services so the ability to introduce electric vehicles might be limited.

19.3 Expansion of Park and Ride Provision

- 19.3.1 As covered in 7.4 many successful Park and Ride schemes are based on multiple sites. If commitment is forthcoming from Stratford District Council to increase the cost of parking within the town centre then further Park and Ride sites should be explored. The simplest one would be to reopen the site at Stratford Waitrose with the existing Park and Ride service extended to it. There could be a third site set up at Stratford-upon-Avon Race Course for use on non-race days with Stagecoach service X18 diverting into the site and some other services perhaps extended to the racecourse to give an attractive service level.
- 19.3.2 If changes are made to the roads in Rugby town centre to give greater bus priority then it may be harder for motorists to access Rugby town centre and railway station. For those travelling from rural areas which have a sparse bus service a number of pocket park and ride sites might need to be created. These would be located on the key roads into the town served by services with at least a 20 minute frequency.
- 19.3.3 Nuneaton may not have many suitable sites for a Park and Ride, however there should still be some investigation. With the provision of a bus service to Bermuda Park and the increase in frequency of the Coventry – Nuneaton train service to half-hourly a site around the station would perhaps make the most sense. A site on the A5 between the two A47 junctions could be used for Hinckley too.

Interaction with new Railway Stations

- 19.3.4 Three new stations are proposed in Warwickshire which could double as park and ride and bus hubs. Nuneaton Parkway is proposed on the Birmingham to Leicester line near the A5. Galley Common on the west side of Nuneaton could intercept traffic from the B4112 heading for Nuneaton. A new station is also proposed between Coventry and Kenilworth, this would require a bus link between the station and the University of Warwick but would also act as a Parkway station being accessible from both the A429 and A46.

19.4 New Routes

- 19.4.1 Although these could be introduced by 2022, in order for resources to be focused on Quick Wins associated with the Commonwealth Games it is better to look to 2023 to introduce a wider number of new routes on Warwickshire. These include but are not limited to:

- Banbury – Gaydon – Southam – Coventry;
- Stratford-upon-Avon – Wellesbourne – Gaydon – Southam – Daventry;
- Nuneaton – Magna Park – Lutterworth or Rugby; and
- Atherstone or Polesworth – Coleshill – Birmingham International.

Appendix A: Operator Engagement Questions

Operator Consultation Questions

1. What do you feel Warwickshire County Council (WCC) does well in relation to bus services?
2. Are you involved in any Voluntary Quality Partnerships with WCC? If so what are they and how well do you feel each party is meeting its commitments?
3. Where do you think that WCC can improve its support for bus services? Are there any particular places in which bus priority is essential to help make bus more attractive?
4. Are there any gaps in the current network that you feel should be filled but might require council support, even if just as a kick start? Do you see any merit in better links to railway stations especially those not currently well served by buses? [Kenilworth and Bermuda]
5. Do you have any views on Advanced and Enhanced Partnerships? Would you be willing to enter into one or either of these with WCC?
6. Would you be willing to enter into a multi-operator ticketing scheme for part of or all of Warwickshire? Do you feel there are any barriers to overcome if it is to be implemented? What about cross-boundary services?
7. Would you be willing be part of a 'fares promotion' to encourage bus use through cheaper fares? If so what do you think it should look like?
8. Are you currently or have you been operating a service using Section 106 funding in Warwickshire? How successfully has it / have they been? Are we able to get any data regarding passenger numbers? Do you think more could be done with S106 funding to encourage bus use from new developments?
9. What do you feel are the best ways to encourage greater bus use? Are there any examples you can provide of this in practice?
10. Do you feel that the current ENCTS re-imburement rate and process is fair to you? Are there any enhancements that you think would be beneficial (currently 09:00 – 23:59)?
11. Do you think that there should be a discount scheme for young persons? If so what do you think it should look like?
12. Would you support an annual Warwickshire Bus Conference? If so, do you think it should be by invite only (operators, council(s) and passenger groups) or open to the general public?
13. How are you preparing for the government's Open Data scheme? Is there anywhere you feel that WCC could help or should be involved?

14. How are you currently seeking to reduce your impact on the climate as an operator? Have you any plans for reducing the overall emissions level from your fleet? Would you be prepared to run electric buses? How would you require support for low / zero emissions buses?

Appendix B: Community Transport in Warwickshire

1. Community Transport Provision within Warwickshire

1.1 The table below provides operational details of the various Community Transport and Demand Responsive Transport (DRT) that are either based in Warwickshire or operate services into the county.

Table 9: Community Transport & DRT Operations in Warwickshire

Operator & Funding	Service Name & Details	Area & Times Covered
<p>A&M Group</p> <p>https://www.flexi-bus.co.uk/</p> <p>Warwickshire County Council financially support a network of services throughout the county that operate to a timetable but can deviate from the route to pick up people with mobility issues.</p> <p>Based in Harbury.</p>	<p>Flexi-Bus</p> <p>Eligibility: general, but mobility impaired users are registered.</p> <p>Mode: PSV, registered flexible routes. The vehicles are fully accessible and can carry up to two wheelchairs. Some have passenger assistants and all are currently operated by A&M. door to door pick-ups are pre booked.</p> <p>Cost: Various fare tables. Concessionary passes are accepted for travel.</p>	<p>Flexi-bus services cover areas of the County not served by commercial services and operate anything from once a week to six days a week. All of these services operate between 0915 & 1445 and each vehicle operates a school contract.</p> <ul style="list-style-type: none"> ■ B1 Bedworth / Dalton Rd / Bedworth. Monday to Saturday 0910-1505. ■ B2 Bedworth / Coalpit Fields / Bedworth. Monday to Saturday 0920-1442. ■ B3 Bedworth / Trenance Rd / Bedworth. Monday to Saturday 0935-1500. ■ 9 Lime Tree-Bilton-Woodlands-Rokeby-Clifton. Monday to Saturday 0738-1853. ■ 11 Rugby Woodlands St Cross Hospital Abbotts Farm. Monday to Saturday 0907-1442. ■ 69 Weston under Weatherley - Leamington Spa. Monday to Saturday 0918-1448. ■ 201 St Nicholas Park Drive – Nuneaton. Wednesdays 1040-1310. ■ 203 Princethorpe - Grandborough – Rugby. Mondays 0925-1245. ■ 209 Princethorpe Hill top - Rugby – Elliot’s Field. Wednesdays and Fridays 1045-1444. ■ 210 Rugby - Wolvey – Hinckley. Mondays 1020-1414

Operator & Funding	Service Name & Details	Area & Times Covered
		<ul style="list-style-type: none"> ■ 211 Willey - Churchover – Rugby. Tuesdays 1055-1415. ■ 212 Bidford - Stratford upon Avon. Tuesdays & Fridays 0930-1422. ■ 213 Rugby - Withybrook – Bedworth. Tuesdays 0910-1314. ■ 214 Priors Hardwick - Flecknoe - Rugby – Elliot’s Field. Wednesdays 0925-1240. ■ 216 Coleshill – Tamworth. Thursdays 0915-1335. ■ 218 Binley Woods – Morrison’s – Tesco. Fridays 1100-1310. ■ 220 Nuneaton – Hinckley. Wednesdays 1025-1325 ■ 223 Lea Marston – Solihull. Mondays 0920-1320. ■ 224 No Man’s Heath – Tamworth. Thursdays 1015-1235. ■ 232 Coleshill – Nuneaton. Wednesdays & Fridays 1020-1420. ■ 233 Solihull – Kenilworth Mondays & Thursdays 1025-1357. ■ 241 Rugby - Burton Hastings – Nuneaton. Wednesdays 0910-1335. ■ 496 Napton - Southam - Bishops Itch – Banbury. Thursdays 0925-1330. ■ 497 Radford Semele – Banbury. Thursdays 0922-1349. ■ 504 Stratford - Old Town - Saffron Meadow. Monday to Friday 0922-1200. ■ 505 Wellesbourne - Hampton Lucy – Stratford. Monday to Friday 1000-1332 ■ 510 Henley in Arden - Leamington Spa. Wednesdays & Saturdays 0855-1316. ■ 511 Rowington- Leamington Spa. Wednesdays 1052-1332.

Operator & Funding	Service Name & Details	Area & Times Covered
		<ul style="list-style-type: none"> ■ 512 Stratford upon Avon – Redditch. Mondays 0930-1420 ■ 513 Norton Lindsey - Claverdon – Solihull. Monday 0925-1244. ■ 514 Hatton Green - Lapworth – Solihull. Mondays & Saturdays 1010-1453. ■ 517 Wootton Wawen - Earlswood – Redditch. Monday to Saturday 0940-1309. ■ 519 Redditch - Earlswood – Solihull. Monday, Thursday & Saturday 1030-1347. ■ 520 Lapworth - Claverdon - Stratford upon Avon. Tuesdays & Fridays 0940-1309 ■ 521 Hatton Green - Norton Lindsey – Stratford. Tuesdays 1050-1406. ■ 538 Princethorpe - Hunningham-Leamington Spa. Fridays 0925-1302. ■ 735 Coleshill - Ansley - Coventry Pool Meadow. Monday to Saturday 0715-1618.
<p>Beeline Community Transport http://www.beelineconnect.org.uk/ Partly funded by Warwickshire County Council. Beeline is one of five members of Warwickshire Voluntary Transport Partnership. Based in Atherstone.</p>	<p>Eligibility: Residents of North Warwickshire who are unable to use public or private transport either through sickness or disability or because the bus service does not meet your needs. Also open to people who do not live in North Warwickshire but who are registered with a North Warwickshire GP</p> <p>Mode: Volunteer Car Scheme</p> <p>Cost: 45p per mile from the driver's home to their destination and return, plus a £2 booking fee</p>	<p>North Warwickshire residents to hospitals, clinics and other essential health services such as doctors' surgeries, chiropodists, dentists and opticians.</p>
<p>Clarkes of Shipston https://www.clarkesofshipstononstour.co.uk/home Based in Shipston-on-Stour</p>	<p>UBUS See entry below under Warwickshire Rural Community Council for full details.</p>	<p>See entry below under Warwickshire Rural Community Council for full details.</p>
<p>Harbury Energy Initiative</p>	<p>Harbury e-Wheels</p>	<p>15 mile radius of Harbury.</p>


Operator & Funding	Service Name & Details	Area & Times Covered
<p>http://www.harburyenergy.co.uk/harbury-e-wheels/</p> <p>“We need to fund raise over £10,000 a year to keep e-wheels rolling... We are staffed entirely by 24 volunteers (coordinators, drivers, board members) and we work with local social agencies: Surgeries and hospitals, Children’s Centres, Citizens Advice, AgeUK, Churches, Local Councils, etc.”</p> <p>Based in Harbury.</p>	<p>Eligibility: referrals of families and individuals who are prevented from reaching important, sometimes vital appointments for financial or physical reasons.</p> <p>Mode: Volunteer Car Scheme using 2 electric vehicles supplied by Electric Zoo.</p> <p>Cost: free to users.</p>	
<p>Lilbourne Community Minibus</p> <p>https://www.northamptonshire.gov.uk/councilservices/children-families-education/SEND/local-offer/transport/3232-community-minibus-scheme-lilbourne</p> <p>Based in Lilbourne, Northamptonshire</p>	<p>Eligibility: general</p> <p>Mode: s22 Community Bus</p> <p>Cost: staged fare table, concessions accepted.</p>	<p>Warwickshire coverage:</p> <ul style="list-style-type: none"> ■ Service L1 Lilbourne - Rugby – Elliot’s Field Retail Park service Monday, Wednesday, Friday & Saturday. ■ Service L2 Stanford - Clay Coton – Yelvertoft - Rugby service Monday, Wednesday, Friday & Saturday ■ Service L3 Lilbourne - Rugby Wednesday, Friday & Saturday
<p>North Cotswold Community Bus Association</p> <p>http://hedgehogbus.org/</p> <p>Based in Chipping Campden, Gloucestershire.</p>	<p>Hedgehog Community Bus</p> <p>Eligibility: general</p> <p>Mode: s22 Community Bus</p> <p>Cost: staged fare table, concessions accepted.</p>	<p>Warwickshire coverage:</p> <ul style="list-style-type: none"> ■ Service H3A Tuesdays - Mickleton - Campden – Stratford (9.30-10.40am). Stratford – Campden – Mickleton (12.30-13.39pm) ■ Service H3B Wednesdays - Mickleton - Campden – Stratford (9.30-10.30am). Stratford – Campden – Mickleton (12.30-13.29pm) ■ Service H3C Fridays - Mickleton - Campden – Stratford (9.30-10.17am). Stratford – Campden – Mickleton (12.30-13.16pm) ■ Service H3E Saturdays - Mickleton - Campden – Stratford (9.30-10.31am). Stratford – Campden – Mickleton (12.30-13.39pm)

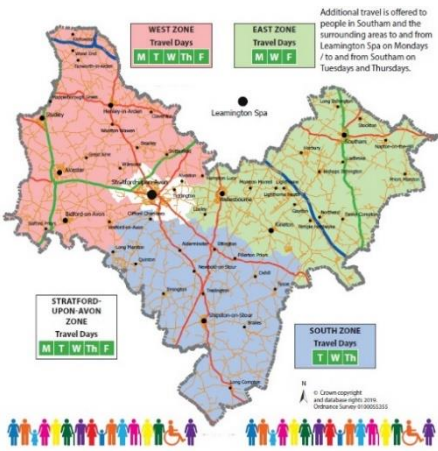
Operator & Funding	Service Name & Details	Area & Times Covered
<p>Shipston Link http://shipstonlink.co.uk/ Two 16 seat minibuses, also available for private hire. Grant aid from Warwickshire County Council but not under contract. Based at Shipston-on-Stour.</p>	<p>Shipston Link Community Minibus Eligibility: general Mode: s22 Community Bus Cost: staged fare table, concessions accepted.</p>	<ul style="list-style-type: none"> ■ Service S1 Tuesdays - Shipston, Tredington, Halford, Ettington, Halford, Tredington, Shipston (8.55-11.40am) ■ Service S2 Wednesdays - Shipston, Tysoe, Oxhill, Whatcote, Idlicote, Honington, Shipston (8.55-11.59am) ■ Service S3 Wednesdays - Shipston, Burmington, Wolford Fields, Cherington, Sutton Under Brailes, Stourton, Whichford, Long Compton, Chipping Norton (8.55-11.59am) ■ Service S4 Tuesdays - Shipston, Tredington, Armscote, Blackwell, Ilmington, Shipston (9.30-12.15am) ■ Service S5 Thursday - Barton On The Heath, Little Compton, Long Compton, Whichford, Cherington, Stourton, Sutton Under Brailes, Brailes, Banbury (9.20-13.07am) ■ Service S6 Tuesdays - Shipston, Stretton On Fosse, Todenham, Moreton In Marsh, Shipston (10.10-12.55am) ■ Service S7 Fridays - Shipston, Wolford Fields, Long Compton, Whichford, Cherington, Stourton, Sutton Under Brailes, Brailes, Shipston (8.55-12.00am) ■ Service S8 Fridays - Burmington, Little Wolford, Great Wolford, Todenham, Stretton On Fosse, Shipston (9.50-12.49) ■ Service S9 Tuesdays - Shipston Town Service (2.00-16.05pm) ■ Service S10 - Whichford-Cherington - Stourton - Sutton Under Brailes - Brailes - Shipston - Ilmington - Admington -Lower Quinton - Clifford Chambers - Stratford - Stratford Tesco (9.00-13.06pm)
<p>South Staffordshire Coach Hire</p>	<p>IndieGo Coleshill Eligibility: general, pre-registered.</p>	<p>Monday to Friday, to and from Coleshill and Hams Hall at key shift change times and Coleshill</p>

Operator & Funding	Service Name & Details	Area & Times Covered
<p>https://www.warwickshire.gov.uk/indiego</p> <p>WCC funded Dial-a-Ride Scheme</p> <p>Based in Tamworth.</p>	<p>Mode: PSV, registered flexible route with accessible vehicle. Pick up at bus stops, or can be door to door for those who are mobility impaired. School contract is operated PM only.</p> <p>Cost: Flat fare single adult £3, return £5. Concessions accepted.</p>	<p>Parkway station along with numerous villages around Coleshill.</p> <ul style="list-style-type: none"> ■ Hams Hall and Coleshill Parkway Station. To arrive at Hams Hall for 5.45am, 1.45pm and 9.45pm. To arrive at Coleshill Parkway Station for 5.55am, 1.55pm and 9.55pm. ■ Coleshill Parkway Station and Hams Hall. To Depart from Coleshill Parkway Station at around 6.05am, 2.05pm and 10.05pm. To depart from Hams Hall at around 6.15am, 2.15pm and 10.15pm. <p>Service is available to be booked from the following communities: Bodymoor Heath, Curdworth, Furnace End, Gilson, Hurley, Hurley Common, Kingsbury, Lea Marston, Marston, Nether Whitacre, Over Whitacre, Piccadilly, Shustoke, Whitacre Heath, Wood End</p> <p>Service can be booked for travel to/from Hams Hall, Coleshill Parkway Station, Coleshill High Street, Coleshill Medical Centre and Coleshill Morrison's on a demand-responsive basis between: 7am to 1pm and 3.45pm to 9pm. Service is available to be booked from the following communities: as service above but also including Maxstoke, Packington & Shawbury.</p>
<p>Southam Community Minibus</p> <p>https://www.southam.co.uk/community/community-transport/</p> <p>Based in Southam.</p>	<p>Eligibility: non-profit organisations in Southam & surrounding areas</p> <p>Mode: s19 Group Travel, 16-seater minibus</p> <p>Cost: Not Known</p>	<p>Southam & surrounding areas.</p>
<p>Southam Town Council</p> <p>https://www.southam.co.uk/directory/all/southam-town-council-volunteer-drivers-service/</p> <p>Based in Southam.</p>	<p>Volunteer Drivers Service</p> <p>Eligibility: Residents of Southam, Napton, Bishops Itchington and Priors Marston who are unable to use public or private transport either through sickness or disability to meet medical appointments.</p>	<p>Residents of Southam, Napton, Bishops Itchington and Priors Marston</p>

Operator & Funding	Service Name & Details	Area & Times Covered
	Mode: Volunteer Car Scheme Cost: 45p per mile, concessions accepted in Southam & Napton	
T J Travel https://www.warwickshire.gov.uk/indiego WCC funded flexible bus scheme. Based in Polesworth.	IndieGo Atherstone Eligibility: general, pre-registered. Mode: PSV, pre-booked DRT accessible bus. Registered flexible service. Pick up at bus stops, or can be door to door for those who are mobility impaired. Cost: Flat fare single adult £3, return £5. Concessions accepted.	To and from Atherstone, along with numerous villages around the Atherstone area <ul style="list-style-type: none"> ■ Service A1 - To arrive in Atherstone for 9.45am. From Kingsbury, Piccadilly, Wood End, Hurley Common and Hurley. Return from Atherstone at 12.20pm. ■ Service A2 - To arrive in Atherstone for 10.45am. From Shuttington, Seckington, Newton Regis, Austrey and Warton. Return from Atherstone at 1.20pm. ■ Service A3 - To arrive in Atherstone for 11.35am. From Ansley, Gun Hill, New Arley and Old Arley. Return from Atherstone at 2.20pm.
The Villager http://www.villagerbus.com/ Supported by WCC. Based in Stow-on-the-Wold	Villager Community Bus Eligibility: general Mode: s22 Community Bus Cost: staged fare table, concessions accepted.	V8 Friday - Oddington - Little Compton - Chipping Norton (9.50am-12.32pm)
Voluntary Action Stratford-upon-Avon (VASA) https://www.vasa.org.uk/services/community-transport/ Annual Report 2019: received during the year a £35,000 multiyear grant from Stratford Town Trust, enabling us to look at the long term future of Community Transport. "VASA is the largest community transport provider in the county, and one of the largest nationally. We have over 3,500 registered clients. In 2018/19 we	Community Transport Eligibility: residents of Stratford District who have "a genuine need for transport" to medical appointments at hospitals, GP surgeries, chiropodists, opticians and dentists or to groups and activities Mode: Volunteer Car Scheme Cost: 45p per mile and a £3 admin fee. Concessions not accepted.	Stratford on Avon, Warwick, Leamington Spa, Kenilworth, Southam, Alcester, Studley, Wellesbourne, Shipston on Stour and the surrounding villages.

Operator & Funding	Service Name & Details	Area & Times Covered
<p>completed over 19,000 journeys. This Invaluable service is provided by over 180 community volunteers. Transport costs: £152,126.”</p> <p>Some grant funding from Warwickshire County Council.</p> <p>Based in Stratford Upon Avon.</p>		
<p>Volunteer Friends</p> <p>https://volunteerfriends.org.uk/community-transport-services/</p> <p>Two minibuses.</p> <p>Medicar is funded by WCC.</p> <p>Based in Bulkington and providing services in Nuneaton and Bedworth District.</p>	<p>Medicar Transport Service</p> <p>Eligibility: medically related journeys only for those who not able to use public transport because of ill-health (short or long term), caring responsibilities, old age or disability.</p> <p>Mode: Volunteer Car Scheme</p> <p>Cost: 45p per mile plus £2 administration charge per return journey. Concessions not accepted.</p>	<p>Residents of Nuneaton and Bedworth District for medically related social journeys, such as visits to hospitals or day care centres.</p>
	<p>Supported Shopping Service</p> <p>Eligibility: People who want to do their own shopping and have a wide variety of choice, but find it difficult to go shopping on their own because of ill-health (short or long term), old age or disability.</p> <p>Mode: s19 pre-booked accessible minibus, volunteer driver and assistant.</p> <p>Cost: £8 per return trip. Concessions not accepted.</p>	<p>Residents of Nuneaton and Bedworth District to Asda in Nuneaton. Wednesdays & Fridays only.</p> <ul style="list-style-type: none"> ■ On Wednesdays – Bulkington, Stockingford, Camp Hill and Central Nuneaton ■ On Fridays – Bulkington, St Nicolas Park, Weddington and Central Nuneaton
	<p>Social Transport</p> <p>Eligibility: people living in the Borough of Nuneaton & Bedworth who need to make social related journeys and are not able to use public transport, because of ill health (short or long term) old age or disability, and are 65+</p> <p>Mode: Volunteer Car Scheme</p>	<p>Residents of Nuneaton and Bedworth District for social related journeys.</p>

Operator & Funding	Service Name & Details	Area & Times Covered
	<p>Cost: 45p per mile plus £2 administration charge per return journey.</p> <p>Minibus Hire</p> <p>Eligibility: non-profit organisations in Nuneaton and Bedworth</p> <p>Mode: s19 accessible minibus, volunteer driver or self-drive with MiDAS</p> <p>Cost: Not known.</p>	Community organisations in Nuneaton and Bedworth District
<p>Warwickshire Community & Voluntary Action</p> <p>https://www.wcava.org.uk/transport-scheme and https://www.facebook.com/RugbyTransportWCAVA</p> <p>Based in Atherstone.</p>	<p>Rugby Transport Service</p> <p>Eligibility: any age, rurally isolated, mobility impaired Journeys to health and social care related appointments only.</p> <p>Mode: Volunteer Car Scheme</p> <p>Cost: 45p per mile plus £2 administration charge per return journey.</p>	Rugby Borough and surrounding areas. Hospitals served include Coventry and Warwickshire and elsewhere (e.g. London, Nottingham)
<p>Warwickshire Rural Community Council (CT services branded Back & 4th)</p> <p>https://www.wrccrural.org.uk/services/back-4th/shoppa-hoppa/</p> <p>and</p> <p>https://www.wrccrural.org.uk/services/back-4th/rugby-dial-a-ride/</p> <p>and</p> <p>https://www.wrccrural.org.uk/services/back-4th/community-group/</p> <p>Annual report 2019: WRCC Back & 4th delivered 17,298 individual passenger journeys to community groups and individuals during the year - a 15% increase on the previous year. The project delivered MiDAS training to 15 people and started to offer a dial-a-Ride service in the rural areas</p>	<p>Rugby Dial-a-Ride</p> <p>Eligibility: any age, rurally isolated, mobility impaired</p> <p>Mode: s22 minibus with paid drivers, also undertakes a school contract.</p> <p>Cost: £5 per return trip. Concessions are accepted.</p>	<p>Rural areas of Rugby Borough. There are five zones of operation A Monday, B Tuesday, C Wednesday, D Thursday and E Friday.</p>  <p>Pick up from zoned areas 10-11am, pick up from Rugby for returns 1-2pm</p>
	<p>Shoppa-Hoppa</p> <p>Eligibility: any age, rurally isolated, mobility impaired</p> <p>Mode: s19 pre-booked accessible minibus with volunteer driver. Volunteer assistants also available.</p> <p>Cost: £6 per return trip. Concessions not accepted.</p>	<p>Leamington, Warwick or the surrounding villages to local supermarkets.</p> <p>Mondays only between 9.30 and 2pm.</p>

Operator & Funding	Service Name & Details	Area & Times Covered
<p>of Rugby Borough in March 2019.</p> <p>No funding support for CT services. However, Annual report does mention a s22 Community Bus fund of £6,644. Not clear which service this is.</p>	<p>Community Group Hire</p> <p>Eligibility: non-profit organisations in Warwickshire</p> <p>Mode: s19 accessible minibus, volunteer driver or self-drive with MiDAS</p> <p>Cost: £25 (half day) or £50 (full day) + £0.50 per mile.</p>	<p>Vehicle can be booked Monday to Sunday. Half day bookings available in term times between 9.45am and 2pm.</p>
<p>UBUS service is supported by Stratford District Council, Warwickshire County Council and Stratford Town Trust.</p> <p>Based in Warwick.</p>	<p>UBUS</p> <p>Eligibility: residents of Stratford upon Avon district of any age, who cannot access public transport because of mobility problems or other issues or live in an isolated location with no, or infrequent levels of, public transport</p> <p>Mode: 2 x s19, pre-booked accessible buses with paid drivers + 2 x Private Hire by Clarkes. Pick up at bus stops, or can be door to door for those who are mobility impaired. 4 vehicles are used, covering one zone each. These vehicles also operate school contracts. The bookings facility is contracted to Lincolnshire County Council. Concessionary passes are not valid.</p> <p>Cost: Single Journey: £2.90 or £3.60. Return Journey: £5.80 or £7.20.</p>	<p>Service is available weekdays, between about 9.30am and 2.30pm.</p>  <p>Additional travel is offered to people in Southam and the surrounding areas to and from Leamington Spa on Mondays / to and from Southam on Tuesdays and Thursdays.</p> <ul style="list-style-type: none"> ■ West Zone – Monday, Tuesday, Wednesday Thursday & Friday - Alcester, Bidford, Henley, Studley & Surrounding area ■ East Zone – Monday, Wednesday & Friday - Harbury, Kineton, Southam, Wellesbourne & Surrounding area ■ South Zone – Tuesday, Wednesday & Thursday - Long Compton, Lower Quinton, Shipston, Tysoe & Surrounding area ■ Stratford upon Avon Zone - Monday, Tuesday, Wednesday Thursday & Friday - including Alveston, Luddington, Old Stratford & Tiddington ■ Additional travel is offered from Southam and surrounding areas to Leamington on Mondays / to and from Southam on Tuesdays and Thursdays.

Appendix C: Multi-Operator Ticketing

1. Introduction

- 1.1 The current legal provision for ticketing schemes has limitations, chiefly that only local authorities or consortia of local authorities may set up statutory schemes and prices can only be set by agreement with operators. Subsequently the Competition and Markets Authority suggested a pricing formula. The legislation does however allow the consortia to pursue participation by rail (or even light rail) operations. It should also be remembered that the competition authorities came down very firmly in favour of multi-operator tickets in its 2011 investigation, provided that these tickets follow the rules of the Ticketing Block Exemption. Neither of these restrictions, of course, applies to voluntary multi-operator schemes.
- 1.2 The vast majority of successful multi-operator and multi-modal tickets are run as voluntary schemes which follow the guidance laid down by the competition authorities, particularly with regard to pricing and revenue distribution. The majority of these established voluntary schemes have functioned successfully for many years without the need for any expensive new technology, although some, such as West Yorkshire's 'M-Card', have now moved onto a smart platform. ALL of the English and Scottish Metropolitan areas also have well-established multi-modal tickets. The exception is Manchester, where TfGM excludes its own Metrolink trams from the main multi-modal range.
- 1.3 There are frequent calls for an 'Oyster' card for almost anywhere. It is important that a fixation with technology does not override the usefulness of multi-operator products. Set-up, software and back-office costs can outweigh any potential benefit and need to meet their own business case criteria. The National Audit Office's recent criticism of the SEFT smartcard system which swallowed around £40 million of public funding in development costs without having a robust business case or producing a significantly attractive and useful product is a case in point.
- 1.4 Fundamentally we must consider what the passenger wants from a ticketing range. Passengers using multiple operators simply want a ticket that suits them at a worthwhile price and care not whether it's paper, smartcard or something on their phone.
- 1.5 Crucially we must not lose sight of the fact that these are a *minority* of bus users with the majority of passengers making a single trip on a single operator. They need easy access to ticketing products and this means the ability to buy on the bus. New ticket types and ranges must exist in response to passenger demand rather than ideology. Progress would be easier by testing the market rather than committing significant investment to a product which may see limited use.

2. Types of Scheme Governance

2.1 There are two types of multi-operator schemes: voluntary and statutory.

- A voluntary scheme is one set up jointly by the bus operators with or without the local authority. It is up to the individual operator as to whether it participates or not. However all operators in the relevant area should have the opportunity to partake in the scheme.
- A statutory scheme is one which is set up by the local authority and all operators in the relevant area must partake in the scheme. Outside the former Passenger Transport Executive areas, statutory schemes tend to be part of a partnership arrangement, but even so are quite rare.

Advanced Ticketing Schemes

2.2 The Bus Services Act 2017 amended section 134 of the Transport Act 2000 to include a new type of ticketing scheme. This allows a Local Transport Authority (LTA) or a consortia of LTAs to introduce a multi-operator and multi-modal ticketing scheme. Although realistically designed to allow new Combined Authorities to introduce PTE type ticketing schemes it is open to all English LTAs and does not have to be applied to the whole authority area or indeed open to all passenger types.

2.3 The LTA(s) must provide a minimum of three months notice of the intention to create a scheme before the proposed start date. Before the scheme can be introduced, the LTA(s) must consult with:

- All operators (bus, rail, light rail and community transport) within the proposed scheme's area;
- Local passenger groups;
- Relevant authorities including neighbouring LTAs, district councils and National Park authorities;
- The Passenger's Council;
- The Competition and Markets Authority; and
- The local Traffic Commissioner.

2.4 If a rail or light rail operator is to be affected the scheme can only progress with that operator's permission (the same restrictions do not seem to apply in regard of bus operators) and with notice given to the Secretary of State.

3. Types of Ticketing Schemes

3.1 There are four main types of ticketing schemes, these are:

- Multi-operator Travelcards – This is where there is a specific multi-operator product such as the Oxford SmartZone period tickets and the n-bus in the West Midlands. The suggested method for setting the price is:
 - ◆ Average Fare (for services or area) x Estimated Ticket Usage x Multi-journey Discount Factor;
- Multi-operator individual tickets – This is where operators agree to accept a selection of each other’s products on their services such as in Scunthorpe;
- Through Tickets – This is where a ticket can be bought from one operator that can be used for a second stage of a journey on another operator’s service such as to reach a hospital or business park; and
- Add-ons – This is where a multi-operator function is added on to a standard product for a premium price, for example Oxford SmartZone can be added onto Stagecoach and Thames Travel wider area period tickets and more generally the PlusBus scheme.

4. Scheme Agreement

4.1 No matter what governance and ticketing scheme is used there must be a scheme agreement in place. This principally sets out the following:

- Who is involved in the scheme;
- The geographical area and services covered;
- What tickets are involved in the scheme;
- How revenue is apportioned; and
- How the scheme meets the Block Exemption requirements.

5. Revenue Apportionment

5.1 There are two ways revenue from multi-operator products can be apportioned.

- The simplest method is for the **revenue to remain where it lies** and is standard for individual ticket schemes and day ticket products of Travelcard schemes. The major benefit is that there is no need for administration costs however it only works if there is a fair distribution of purchase and use amongst operators. Where there is an imbalance in flows such as one operator having high sales and another high usage due to locations of traffic generators then this is not a satisfactory method to use.

- **Pooling of revenue** is a more complicated method, especially where the scheme involves add-ons, however it is generally the more equitable. The Scheme Agreement would set out the frequency of apportionment (e.g. monthly or quarterly) and the methodology. Operators would report the revenue received for sales of and usage of products within the scheme for that period. The total revenue for that period is then divided by the total number of trips which gives a price per trip. This is then applied to each operator to give a revenue due per operator, the revenue actually take by the operator is deducted from the revenue owed to give an actual figure for money owed or owing – only this money is actually transferred between operators either directly or via the scheme administrators.
- Table 10 gives an example of how it works, this is at its simplest and avoids such additional cost pools as scheme administration and Smartcard costs. If this is a voluntary scheme then its success hinges on Operator C being willing and able to pay out over half its revenue from the scheme every time. If Operator C were to decide that it doesn't benefit from the scheme and so withdraws then the attractiveness of it to passengers may diminish.
- There can be a weighting applied if, for example, one operator provides longer interurban services and the second shorter town services, but no revenue pool must be reallocated on the basis of revenue forgone.

Table 10: Example Revenue Pool

	Operator A	Operator B	Operator C	Total
Actual Revenue	£20,000	£17,500	£10,250	
Actual Trips	45,050	40,200	9,750	
Total Revenue	41.9%	36.6%	21.5%	£47,750
Total Trips	47.7%	42.3%	10.3%	95,000
Revenue per Trip				£0.503
Calculated Revenue	£22,643.55	£20,205.79	£4,900.66	
Revenue Owed	£2,643.55	£2,705.79	£-5,349.34	

6. Block Exemption – CMA Guidance²⁴

"To minimise the burden on the parties to agreements, under the CA98 the Secretary of State may make a 'block' exemption order that exempts from the Chapter I Prohibition any agreements that fall within particular categories of agreement which the CMA considers are likely to satisfy the conditions in section 9(1) [of the Competition Act 1998]. This allows companies to have confidence that their agreement is legal under Chapter I Prohibition, without needing to self-assess against the section 9(1) criteria.

²⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/553470/cma53-public-transport-ticketing-schemes-block-exemption-guidance.pdf

An agreement that falls within a category specified in the block exemption (and that does not breach any of the conditions specified in the block exemption) will not be prohibited under the Chapter I Prohibition and is enforceable by the parties to the agreement.... [T]he parties to the agreement need to satisfy themselves that the agreement meets the conditions set out in the block exemption and be in a position to prove that the agreement is block exempted. Where an agreement has as its object or effect an appreciable restriction of competition but does not fall within the terms of the block exemption, consideration will need to be given to one of the following:

- *Does it satisfy the conditions in section 9(1) so as to be individually exempted?*
- *Should it be amended so as to bring it within the terms of the block exemption?*
- *Does it fall within an exclusion under other legislation?"*

CA98 Article 9(1)²⁵

"An agreement is exempt from the Chapter I prohibition if it—

(a) contributes to—

- (i) improving production or distribution, or*
- (ii) promoting technical or economic progress,*

while allowing consumers a fair share of the resulting benefit;

(b) does not—

- (i) impose on the undertakings concerned restrictions which are not indispensable to the attainment of those objectives; or*
- (ii) afford the undertakings concerned the possibility of eliminating competition in respect of a substantial part of the products in question."*

²⁵ <http://www.legislation.gov.uk/ukpga/1998/41/section/9>