



**Oversight and Governance**

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Published 07 October 2021

## **CABINET Supplement Pack**

Tuesday 12 October 2021  
4.00 pm  
Council House, Plymouth

**Members:**

Councillor Kelly, Chair

Councillor Nicholson, Vice Chair

Councillors Mrs Bridgeman, Deacon, Downie, Drear, Mrs Pengelly and Riley.

Please find enclosed additional information for your consideration under agenda item numbers 9, 11 and 12.

**Tracey Lee**

Chief Executive

**Cabinet**

<b>9. Commitments:</b>	<b>(Pages I - IO)</b>
<b>II. Bus Service Improvement Plan:</b>	<b>(Pages II - II0)</b>
<b>12. Plymouth Local Care Partnership - System Plan 2021-2024:</b>	<b>(Pages III - 124)</b>

# Cabinet



Date of meeting: 12 October 2021

Title of Report: **The Administration's commitments: August to December 2021**

Lead Member: Councillor Nick Kelly (Leader)

Lead Strategic Director: Tracey Lee (Chief Executive)

Author: Robert Sowden (Senior Performance Advisor)

Contact Email: Robert.sowden@plymouth.gov.uk

Your Reference:

Key Decision: No

Confidentiality: Part I - Official

## Purpose of Report

The Conservative Administration has identified 86 commitments to Build Back Better in Plymouth, and within the first 100 days following election has delivered 22 of these commitments. The focus is now on a further 38 identified commitments that will be delivered by the end of December 2021. This report sets out in Appendix A progress in respect of these 38 commitments, one commitment is already complete, the completed commitment is;

- 8. We will appoint a "City Tree Champion" to promote the planting of numerous new trees throughout the city and maintain our existing specimen trees. We will plant 2021 trees in our first year to improve air quality, increase biodiversity and improve our health and wellbeing.

## Recommendations and Reasons

That Cabinet:

1. Agrees and endorses the completion of commitment number eight identified in this report.
2. Endorses the progress made against the remaining 37 commitments.

The Leader and Cabinet wish to demonstrate delivery at pace against the Administration's commitments to improvements across a range of services which are important to residents, visitors and businesses.

## Alternative options considered and rejected

Not to produce a plan. Without the formal agreement and publication of a defined set of actions, there is a risk of slippage against commitments and a lack of transparency.

## Relevance to the Corporate Plan and/or the Plymouth Plan

The commitments set out at Appendix A relate to the revised priorities set out in the Corporate Plan which was adopted by the Council on 14 June 2021

## Implications for the Medium Term Financial Plan and Resource Implications:

Most commitments will be delivered from within existing revenue and capital resources. Where there are new resource implications, decisions will be made about allocation of resources in line with the Council's decision making procedures. Where delegated decisions are required in order to implement specific commitments, financial implications will be set out as part of the decision making process in accordance with the Council's constitution.

## Financial Risk

Financial risks will be considered within the existing revenue or capital resources. Where a decision is required the risks will be considered as part of the decision making process.

## Carbon Footprint (Environmental) Implications:

Environmental sustainability is a key priority of the new administration, and the waste management, recycling and traffic management commitments are specifically aimed at reducing the city's carbon footprint.

## Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

*\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

The commitments make specific contributions to community safety, inclusion, community engagement, increased support for the vulnerable and improved educational standards for children and young people.

We have given due regard to our statutory duties under the Equality Act 2010 and the Public Sector Equality Duty.

The commitment to fast track applications to the blue badge scheme, disabled facility grants and parking spaces for those with terminal illness will have a positive impact on people with disabilities. Securing a sustainable funding settlement for Adult Social Care will contribute to better outcomes for people with disabilities and the agenda to empower local people has the potential to contribute to better outcomes for communities sharing protected characteristics.

## Appendices

*\*Add rows as required to box below*

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	The Administration's commitments: August to December 2021							

## Background papers:

*\*Add rows as required to box below*

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)
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		If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
		<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>

**Sign off:**

Fin	djn.2 1.22. 127	Leg	LS/3 7403 /AC/ 7/10/ 21	Mon Off		HR		Asset s		Strat Proc	
Originating Senior Leadership Team member: Giles Perritt (Assistant Chief Executive)											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 05/10/2021											
Cabinet Member approval: Councillor Nick Kelly											
Date approved: 07/10/2021											

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## Appendix A - The Administration's commitments: August to December 2021

Number	Commitment	Manifesto Section	Lead Dept.	CMT Member	Lead	Cabinet Member	Progress Update	Completed
6	We will encourage more community lunch clubs and activities for lonely people by working in conjunction with voluntary and community groups to establish a wider network of community activities. We aim to reduce social isolation and social exclusion, whilst improving the physical, mental and emotional health and well-being of participants.	Health, Wellbeing & Safety	Integrated Commissioning	Craig McArdle	Anna Coles	Vivien Pengelly	As part of the lottery funded 'Healthy Communities Together' programme, we have been working in partnership with POP to train local people as 'community researchers'. These researchers have been having conversations with people in communities to understand their experience of loneliness and social isolation; this will lead to a stage 2 bid to the lottery to enable us to put more activity in place to address social isolation We have funded Age UK (from COVID money) to provide a telephone befriending service targeted at those people who have been shielding or self-isolating; they will be bringing people using the service together into local community groups in order to become more socially included We are also planning a small grant fund to increase wellbeing activity in communities in order to address social isolation and mental, emotional and physical health. We would like groups specifically to promote sharing of food which is a great way to bring people together The CCG have put additional money into Time Banking to specifically support people over 65 to get involved in their local community, sharing skills and supporting each other	
8	We will appoint a "City Tree Champion" to promote the planting of numerous new trees throughout the city and maintain our existing specimen trees. We will plant 2021 trees in our first year to improve air quality, increase biodiversity and improve our health and wellbeing.	Health, Wellbeing & Safety	SPI	Anthony Payne	Chris Avent	Maddi Bridgeman	Tree Champion appointed - Cllr Bridgeman Portfolio holder - Cllr Nicholson - briefed on current funded tree planting programme and discussed ways to meet commitment. Business Case being prepared at request of portfolio holder and external funding bids being written for submission. Provisional tree planting programme prepared for consideration by portfolio holder. Request send to all Councillors to consider allocating LCG to tree planting schemes in wards. 05/10/2021 Business Case approved for tree planting programme to meet target. Tree procurement in place. Planting programme set out and due to start WC 25/10/2021. Councillors all been briefed to contribute LCG and planting proposals in Ward. On track to complete planting of 2021 trees by end December.	06/10/2021
9	We will prioritise the work required to eliminate homelessness in our city and the Government's policy to eradicate rough sleeping by 2024 and support the "no second night" initiative	Health, Wellbeing & Safety	Community Connections	Craig McArdle	Matt Garrett	Vivien Pengelly	Portfolio Holder has attended the Homelessness Prevention Partnership and set out the vision of the administration for the partnership. The executive has worked up a clear project mandate, priority action plans, and a performance framework. This is all now been worked on to try to meet the demands around homelessness. This commitment will include the opening of a night shelter.	
11	We will continue to provide funding to create and enhance our play areas. We aim to provide more inclusive and family-friendly parks which include sensory areas	Health, Wellbeing & Safety	SPI	Anthony Payne	Zoe Sydenham	Maddi Bridgeman	Play Phase 3 Business Case approved at £380,000. Procurement for contractor initiated. Projects completed to date: Bodmin Road Pocket Park Inclusive Play area in partnership with Whiteleigh Community Trust, Whiteleigh Big Local and Brook Green Centre for Learning. New equipment installed at Hartley Play Area.	
12	We will seek to strengthen our military covenant with the Armed Forces by looking at our Veterans ongoing needs especially around medical support and mental health provision. We want to create a hub where Plymouth is recognised as a centre of excellence for Veteran support	Health, Wellbeing & Safety	People	Craig McArdle	Giles Perritt	Vivien Pengelly	We will meet with providers Improving Lives and Livewell southwest to identify any gaps in mental health provision. Meeting to be held with Portfolio Holder to agree end state and review commitment ownership.	
15	We will introduce a designated phone line for those without internet access to contact the Council	Health, Wellbeing & Safety	Customer and Corporate Services	Andy Ralphs	Pete Honeywell	Maddi Bridgeman	At meeting on Friday 24 Sept with Leader and Portfolio Holder we agreed the design principles and overall design of the revised contact centre customer menu to meet the requirement of this commitment. Work is now underway to implement the changes, with the expectation that we will have completed the changes by w/c 11 October. Sign off to follow beyond that date.	
16	We will continue to work with Devon & Cornwall Police to prevent, detect and reduce crime on our streets making Plymouth a safer and more welcoming city.	Health, Wellbeing & Safety	Community Connections	Craig McArdle	Matt Garrett	John Riley	Ensure that Safer Plymouth continues to keep people in Plymouth Safe. Portfolio Holder to agree sign off of new priorities as part of current MORILE (Management of Risk in Law Enforcement) workshops and strategic assessment to identify future priorities. Draft Strategic Assessment to be presented to Safer Executive in the Middle of October and signed off by End of October. This commitment is on track to be completed by the end of December 2021.	
17	We will work with our Police & Crime Commissioner to provide additional Police Officers on the beat in Plymouth	Health, Wellbeing & Safety	Community Connections	Craig McArdle	Matt Garrett	John Riley	Conversation with the Police, OPCC and PFH is planned for later this month to discuss success measures. This commitment is on track to be completed by the end of December 2021.	
19	We will accelerate the plans to redevelop Colin Campbell Court and offer NHS, health and dental services within the city centre.	Health, Wellbeing & Safety	Integrated Commissioning	Craig McArdle / Anthony Payne	Anna Coles / Chris Duggan	Patrick Nicholson	NHSE have reviewed and approved local proposals and multi-agency programme team are now working to develop detailed designs. Engagement continues with resident population and potential tenants for the building.	
20	We recognise the real issue of Child Poverty within our city. We will raise awareness of this issue and provide additional funds to work with partners to eradicate Child Poverty and give every child the best possible start in life to boost their life opportunities	Health, Wellbeing & Safety	Education, Participation and Skills	Alison Botham	Ming Zhang	Dave Downie	The Child Poverty Working group and the PCC EPS have developed a deeper engagement with Plymouth Children in Poverty (PCiP) group through information for schools and identification of schools needing greater support. The Child Poverty Working Group continues to deliver the current Child Poverty Action Plan 2019-2022, with a view to reviewing this during 2021 and early 2022. The working group seeks to address the uptake of free school meal entitlement in the city while examining the disadvantaged gap.	

Number	Commitment	Manifesto Section	Lead Dept.	CMT Member	Lead	Cabinet Member	Progress Update	Completed
28	We will actively promote positive lifestyle changes and improve our environment for all, including our wildlife by improved soft and hard landscaping projects throughout the city.	The Environment	SPI	Anthony Payne	Zoe Sydenham	Maddi Bridgeman	Preventing Plastics Project: 14 signatories for Plastic Charter for local businesses/schools/communities; Tenders out for 2 x innovative art installations using recycled plastic waste; Proposal finalised for the testing and evaluation study of the addition of AI( artificial intelligence) and Autonomy to 2 x 'Wastesharks' to collect plastic litter in the Cattewater. 'Plymouth's Action on Plastic' brochure produced; Engaged with 300 people(Sail GP and other community events.)Mayflower Improvements: Completed Welcome sign installation; Hoe Volunteering Gardening group established; general Waterfront improvements continued Green Minds: Summer Engagement Programme in green spaces and at the Pannier Market - 77 events, 2051 participants (1038 new to the project). Green Social prescribing project launched at Central Park. Greenspace access improvements initiated at Duncombe Avenue (link to Kings Tamerton Wood Urban Tree Challenge: Consultation completed for Blossom Together project at Devil's Point (over 200 respondents) and detailed design being worked up based on feedback. Trees ordered for citywide winter planting.	
29	We commit to improve the environment by supporting and creating innovative plans to make Plymouth carbon neutral by 2030	The Environment	SPI	Anthony Payne	Paul Elliott	Maddi Bridgeman	PFH briefed on 1st July 2021 regarding existing Climate Emergency Action Plan (CEAP) 2 and Corporate Carbon Reduction Plan 2 approach and actions. Development of CEAP of 3 starting and Portfolio Holder will be engaged in the actions to be included. September update: Regular meetings with PFH on the production of CEAP 3 and CCRP 3, both documents being produced to timetable agreed with PFH.	
31	We will support community volunteers to keep our streets, greenspaces and beaches clean.	The Environment	People/Public Health	Craig McArdle / Ruth Harrell	Neil Minion	Vivien Pengelly/Maddi Bridgeman	The first Plastics volunteer event working with Plymouth Gin Distillery took place on Tuesday 13th April 2021 on the Barbican. 9kg of plastic waste was collected. 13 people involved. The second event working with Plymouth City Council staff took place on Wednesday 28th April 2021 on the Hoe. 5.3kg of plastic waste was collected. 12 people involved. The third event took place on Wednesday 12th May 2021 at Teat's Hill. 10.9kg of plastic waste was collected. 5 people involved working with NMA and Gin Distillery staff. All Mayflower Maker and the Plymouth Good Neighbour Scheme volunteers have been actively encouraged to sign up to the: Clean Our Patch, Keep Britain Tidy and Plymouth Beach Clean volunteer activities. All these projects and additional opportunities for volunteers to keep our streets, greenspaces and beaches clean are advertised on the Our Plymouth website.	
32	We shall prioritise the further improvements required to our largest green area, CENTRAL PARK. Following a thorough consultation with YOU we shall invest millions to make this park a must visit place for sport, recreation, socialising and wildlife that appeals to all ages	The Environment	SPI	Anthony Payne	Zoe Sydenham	Maddi Bridgeman	Delivery programme for 21_22 agreed with Portfolio Holders at meeting on 30 September. Project Mandate completed and signed off for Central Park Phase 3 improvements £2.4m	
34	We will promote The National Marine Park which showcases our world class marine, engineering and research facilities creating more jobs in these areas.	Job Creation	Economic Development	Anthony Payne	Caroline Cozens, Charles Hackett, Kat Deeney	Nick Kelly/ Maddi Bridgeman	£9.5m has been awarded to the National Marine Park from the National Lottery Heritage Fund (Heritage Horizons Award). Community Renewal Fund bid assessed by PCC and submitted to government. Leads and core structures for HF Horizon project have been agreed and being established. Role of Interim Chief Executive for National Marine Park, to lead outside the HF Horizons project, has been agreed and advertised. Recruitment expected in November 2021.	
35	We will lobby the Government and protect our Dockyard. It is home to the Royal Navy and is the largest dockyard in Western Europe.	Job Creation	Economic Development	Anthony Payne	Amanda Ratsey	Nick Kelly	Invite Secretary of State for Defence to Sail GP event - Offers and Asks currently under review. Economic modelling/research work underway to look at the importance of the Naval Base and the different components. Letter sent to the Secretary of State for Defence, Ben Wallace MP on the 12 August 2021 seeking government's continued commitment to HMNB Devonport and specifically the base porting and maintenance of the Type 26 and through life support for the Type 31 Frigates. MP briefed on future deep maintenance of the Type 26 Frigates.	
36	We will promote Plymouth as an historic port with a large fishing fleet, a major hub for marine leisure industries and activities. It is also a major tourist attraction.	Job Creation	Economic Development	Anthony Payne	Amanda Ratsey and Amanda Lumley	Nick Kelly/ Maddi Bridgeman	Mayflower 400 delivery company to mission critical delivery of visitor and destination services as a 'DMO'. Board discussion in October relating to next 12 months activity and business operations based on reduced operating budget. The long awaited DMO review was published w/c Sept 13th by DCMS. The report recommends government core funding for DMO's in a tiered structure as portfolio organisations. DP Board needs to discuss positioning of Plymouth as a major city in relation to this and wider regional entities. Awaiting government response to report expected in line with CSR on Oct 27th. Cruise activity very positive over autumn with 7 vessels coming into port. 12 booked for 2022 already. Winter campaign being developed to highlight Plymouth as a major regional shopping and leisure destination due to go 'live' end October. British Travel Trade Fair attended and World Travel Market due early Nov for B2B activity. Development activity commencing around business tourism pipeline.	
37	We will build on our enviable reputation for hosting major nautical events such as the Americas Cup, the Fastnet, Sail GP	Job Creation	Economic Development	Anthony Payne	Amanda Ratsey	Maddi Bridgeman	We hosted Sail GP in July 2021, in addition we are exploring delivery for 2022.	



Number	Commitment	Manifesto Section	Lead Dept.	CMT Member	Lead	Cabinet Member	Progress Update	Completed
40	We shall lobby the Government to review and complete an overhaul of the Business Rates system to make it fairer for businesses and benefit the local community.	Job Creation	Finance	Brendan Arnold	Paul Looby	Nick Kelly	Ask document updated and letter sent to the Chancellor of the Exchequer from the Leader on the 6th July regarding the Business Rates system and a fundamental review - associated comms Spend4Plymouth/social media.	
42	We welcome the Government's decision to make Plymouth a Free Port. This status will allow us to attract new manufacturing and assembly businesses creating specialist jobs for local people	Job Creation	Economic Development	Anthony Payne	Richard May	Nick Kelly	Detailed Plan Phase: Draft Outline Business Case due to be submitted on the 26th November 2021. This includes review Offers and Asks to include additional asks that may maximise the benefits of Freeport status - complementary initiatives relating to skills, innovation, net zero, regeneration, housing, transportation, land remediation, and mitigating displacement. Full Business case to be submitted by 4th March 2022.	
47	In our city centre we will encourage and facilitate more residential living, introducing more green and recreational facilities including an events space for local entertainers to entertain the public and become a focal point.	City Centre and Waterfront Rejuvenation	SPI & Economic Development	Anthony Payne	Matt Ward	Nick Kelly/ Maddi Bridgeman	Review of residential masterplan for Colin Campbell Court is ongoing and will be progressed following planning application for the health hub. Work is being carried out to consider whether Colin Campbell House upper floors would be suitable for conversion to apartments. City centre housing demand study has been commissioned jointly by PCC and Homes England and the final report is expected in October 2021. Future High Streets Fund has awarded £12m for Plymouth, part of which will allow Urban Splash to progress the delivery of the Civic Centre, including 144 apartments and a conference and events space. The Guildhall will also be refurbished and modernised.	
48	To celebrate our rich history and culture we will invest in our Guildhall to improve the facilities and make it a real asset to the city by allowing a far wider use of the building and its facilities	City Centre and Waterfront Rejuvenation	Economic Development	Anthony Payne	Matt Ward	Nick Kelly	Future High Streets Fund grant secured to enable this project to progress. Initial stakeholder consultation has been completed to identify key project requirements. External project managers appointed. Other members of the design team will now be appointed in order to progress the design and costings.	
51	We will prioritise the delivery of the proposed dual carriageway road improvement works from Woolwell to The George pub	Infrastructure	SPI	Anthony Payne	Sally Farley	Jonathan Drean	With support from the Cabinet Member for Transport, SP&I has submitted a bid for £19.9m to DfT to its Levelling up Fund on 18th June. This includes the requirement for £8.5m of Corporate Borrowing with reports to Cabinet in November. A further round of public consultation was held during August and September 2021. The government has yet to announce the outcome of this bid.	
52	Continue to raise the city's profile with Government to level up the investment within the city to provide a resilient and reliable road and rail network to serve Plymouth.	Infrastructure	SPI	Anthony Payne	Philip Heseltine	Nick Kelly/ Jonathan Drean	Councillor Jonathan Drean, Cabinet Member for Transport will be able to make an announcement at the Cabinet meeting on the 12th October of the work that continues to raise the city's profile with Government to level up investment within the city to provide a resilient and reliable road and rail network to serve Plymouth.	
53	Lobby for the M5 motorway to be extended past Exeter to Plymouth	Infrastructure	SPI	Anthony Payne	Sally Farley	Nick Kelly/ Jonathan Drean	Asks review currently being undertaken to understand what success looks like for this particular commitment	
56	We will make sure utility companies minimise the impact of their works on the highway network and repair the carriageway to the same standard.	Infrastructure	Street Services	Anthony Payne	Phil Bellamy	Jonathan Drean	Highways will enforce the permitting requirements for the undertaking of works on the Highway to effectively manage works on the Highway and minimise disruptions. Highways will robustly apply the requirements of NRSWA to ensure statutory undertakers and private contractors reinstate the highway to the same condition as previous, with inspections undertaken by dedicated Highways inspectors. Sept 2020 saw the introduction of NRSWA Dft revision and the team are robustly applying legislation, Cllr Drean being regularly update in PH meetings.	
58	We feel that Plymouth City Council car parking charges are punitive and we will review city centre parking charges. We will introduce periods of FREE parking in council owned car parks to save you money and support local businesses	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	A number of scenarios are being modelled to provide options for the Administration.	
60	We will encourage and help facilitate the greater use of public transport, walking and cycling as a more sustainable way of getting around the city. We will work with bus operators to provide the services and routes you want	Infrastructure	SPI	Anthony Payne	Rosie Starr	Jonathan Drean	The Council confirmed to DfT on 25th June that it will be entering into an Enhanced Quality Bus Partnership from 1st April 2022. Cabinet Member for Transport has agreed that the strategy here is to seek additional funding to support public transport from April 2022 through the submission of the Bus Service Improvement Plan to the Government's National Bus Strategy on the 31st October 2021. Grant determinations expected to be announced by Government between November and March.  The Council already has an approved and funded programme of walking and cycle improvements through Active Travel Fund 2 and have submitted a Capital bid to Active Travel Fund 3 in August as well as Expressions of Interest to pilot of (1) Low Traffic Neighbourhoods and (2) the Social Prescription of Walking and Cycling. The Council are also currently consulting on the 2021 Local Cycling and Walking Infrastructure Plan- consultation to close 8/10/21.	

Number	Commitment	Manifesto Section	Lead Dept.	CMT Member	Lead	Cabinet Member	Progress Update	Completed
63	We will exempt all motorcycles (2 wheels) from having to have a residential parking permit, currently £30 pa	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	Cabinet Member agreed to deliver through removing the fee for a residents permit in residents parking zones, but retain the requirement to register for a permit. This will be delivered through a traffic order. This commitment is on target. The parking application process is also being updated to capture information from residents relating to the type of vehicle they are applying for, to that the Council can collate such information going forward.	
64	We will review the provision of disabled parking spaces to ensure there is sufficient parking for blue badge holders	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	We are undertaking a review of all disabled parking provision within our car parks and On Street locations, to ensure adequate provision of parking to support persons with impairments. Commitment on track.	
65	To encourage greater use of our Continental Ferry service we will offer bespoke parking for motorhomes as a stopover for those embarking or disembarking the ferry.	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	A project is underway to review the opportunities to increase the provision of parking locations for campervan and overnight stays to support this commitment. Out line options are being discussed with Cllr Drean following an assessment of access and suitability of the identified sites. Commitment on track	
66	We will increase the speed limit from 30mph to 40mph on the new and improved Tavistock Road section to improve journey times	Infrastructure	SPI & Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	A briefing is being prepared for Cabinet Member which will be followed by an Executive Decision to deliver this pledge through a Traffic Order. Commitment on track.	
68	We will prioritise the need to offer a modern and suitable Cruise Terminal in Plymouth by working with partners such as Associated British Ports and Brittany Ferries	Infrastructure	Economic Development	Anthony Payne	Amanda Ratsey and Amanda Lumley	Jonathan Drean	Round table discussion moved back to late autumn due to new CEX coming into post at Brittany Ferries. Meeting w/c Oct 4th with Brittany prior to setting up round table.	
69	We will build closer links with the Taxi Trade to ensure the current fee regime remains fair and taxis are readily available 24/7 for passengers. We will accelerate the installation of Electric Vehicle charging points to encourage operators to switch from petrol or diesel vehicles to electric powered Taxis	Infrastructure	Place (and ODPH)	Anthony Payne / Ruth Harrell	(Rachael Hind for ODPH Licensing)	John Riley	We will continue to work with the taxi trade to ensure that the way in which the fees are set is communicated fully, to provide assurances that it is open fair and transparent. The Taxi fees are reviewed by the Taxi Committee Members every year and will be going to committee again in December 2021/January 2022 to set the fees for April 2022 onwards,. Therefore engagement work will happen prior to and during this process.  We will continue to work with the Transport team and the Low Carbon City Officers to consider the transition to Ultra low emission vehicles and the need for decarbonisation in the city. We will explore any grants that may be available to encourage proprietors to upgrade their vehicles to those with low or no emissions.	
71	We recognise that residential parking is an issue so we will provide funds and work with local communities to create additional neighbourhood car parking spaces by reconfiguring areas to allow Diagonal / Perpendicular parking	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	Proposed trial locations have been agreed with the Cabinet Member. A safety audit is being undertaken at this location to establish how to deliver this commitment in a manner that could deliver this safely.	
73	Local governments across the UK are owed millions of pounds in uncollected Parking Tickets, due to a number of reasons, often involving criminal activity. The Traffic Management Act allows local authorities to undertake removal of persistent evaders (those with more than 3 PCNs outstanding) from the road and store until and outstanding debt cleared and updated info provided to the DVLA. If after the removal the car is not claimed this can then be sold or scrapped and the income used to cover any outstanding debt. We will step up enforcement in this area	Infrastructure	Street Services	Anthony Payne	Mike Artherton	Jonathan Drean	A proposal is being prepared for the Cabinet Member for the proposed adoption of Immobilisation and Removal powers, the powers to seize vehicles. This includes the establishment of a removals policy and an economic appraisal for such a service. This commitment is on target.	
75	We will work with local housing associations to create a wider range of homes for local people. Registered providers in the Plymouth Housing Development Partnership are key to accelerating housing delivery in Plymouth but could do more to deliver a wider range of housing, for example housing for older people including extra care, housing for people with learning difficulties, self- build housing, and housing for veterans. However not all registered providers are active in creating new housing and so could be incentivised through prioritised access to corporate borrowing the City Council could access through the public works loan board.	Housing	SPI	Anthony Payne	Neil Mawson	Vivien Pengelly	The Housing Delivery team are working on a wide range of Plan for Homes initiatives with members of the Plymouth Housing Delivery Partnership to deliver more affordable housing in the city. This work includes the use of Council land assets and grant funding to provide the gap funding needed to deliver the new affordable housing that is in desperate need in the city. The needs groups addressed by this new affordable housing include older persons, adults with learning disabilities, homeless and vulnerable people, those who needs wheelchair adapted accommodation, service veterans as well as general needs for those registered on Devon Home Choice. In addition the Partnership has recently grown with 11 RPs now being fee paying members of PHDP, at least 9 of those undertaking some form of affordable housing development in the city. Finally the Council continues to negotiate new individual agreements with the most proactive members of the PHDP, to unlock further development on PCC and JLP allocated housing sites.	

Number	Commitment	Manifesto Section	Lead Dept.	CMT Member	Lead	Cabinet Member	Progress Update	Completed
81	We believe tenants who live in Houses of Multiple Occupancy (HMOs) have the right to live in affordable, good quality and safe accommodation. To ensure these standards are met we will scrutinise HMOs across the city so that such accommodation makes a valued contribution to Plymouth's housing stock	Housing	Housing	Craig McArdle	Matt Garrett	Vivien Pengelly	Discussion held with Portfolio Holder. Report to be written to set out current success improving HMO conditions in the City for sign off by PFH in mid/late Nov	

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## Plymouth City Council Cabinet Meeting



Date of meeting:	12 October 2021
Title of Report:	Plymouth Bus Service Improvement Plan 2021
Lead Member:	Councillor Jonathan Drean (Cabinet Member for Transport)
Lead Strategic Director:	Anthony Payne (Strategic Director for Place)
Author:	Rosemary Starr, Sustainable Transport Manager
Contact Email:	<a href="mailto:Rosemary.starr@plymouth.gov.uk">Rosemary.starr@plymouth.gov.uk</a>
Your Reference:	BSIP Cabinet
Key Decision:	Yes
Confidentiality:	Part I - Official

**Purpose of Report**

On 15 March 2021 the Government published the National Bus Strategy for England 'Bus Back Better'<sup>1</sup>. The Strategy sets out an ambitious vision to dramatically improve bus services across England (outside London) to first reverse the long term decline in the number of journeys made by bus and second encourage passengers back to the bus, post the Covid-19 pandemic. It is intended that the Strategy will deliver cheaper, more frequent and more reliable bus services for passengers.

The Strategy requires the establishment of a formal partnership arrangement, led by the City Council, as the Local Transport Authority (LTA), for all local bus services operated within the city boundary. All LTAs outside London are required to enter into a formal partnership arrangement with local bus operators. Entering into a formal partnership is necessary in order for LTAs and bus operators alike to be eligible for any future Government funding. The partnership arrangement could either be a franchise or an Enhanced Partnership<sup>2</sup>.

The City Council approved the development of an Enhanced Partnership with the city's bus operators, and published a Notice of Intent<sup>3</sup> on the 25<sup>th</sup> June 2021.

The National Bus Strategy also requires the City Council, as LTA, to lead the preparation of a Bus Service Improvement Plan (BSIP) for submission to the Department for Transport (DfT) by the end of October 2021. The BSIP must set out what the Partnership will deliver in order to make buses easier, cheaper and more convenient to use. The final stage in the process is the publication of an Enhanced Partnership Plan and Scheme. This must be achieved by 31 March 2022.

Achievement of these deadlines is essential in order to have access to £3bn of discretionary funding for the delivery of the National Bus Strategy.

This report provides a summary of Plymouth's Bus Service Improvement Plan.

**Recommendations and Reasons**

It is recommended that the Cabinet:-

1. Notes the timescales for completion of the BSIP and the requirement to subsequently publish an Enhanced Partnership Plan and Scheme.

**Reason:** *To reflect the requirements set out in the National Bus Strategy for England 'Bus Back Better' and to ensure funding is secured for the Plymouth bus network in the future.*

2. Endorses the ambitions of the BSIP and the aspiration to make Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.

**Reason:** *To meet the requirements of the National Bus Strategy and to set out clear aspirations for the future Plymouth bus network.*

3. Endorses the thematic proposals of the BSIP as a comprehensive suite of measures which support the policies of the Plymouth Plan and the needs of Plymouth's current and future bus users.

**Reason:** *To meet the specific requirements of the 'National Bus Strategy: Delivering Bus Service Improvement Plans using and Enhanced Partnership' guidance.*

4. Endorses the emerging priorities of the BSIP

**Reason:** *To meet the specific requirements of the 'National Bus Strategy: Delivering Bus Service Improvement Plans using and Enhanced Partnership' guidance and guide the finalisation of the Bus Service Improvement Plan.*

5. Delegates approval of the final BSIP to Cabinet Member for Transport

**Reason:** *To allow the finalisation of the Bus Service Improvement Plan by the 31<sup>st</sup> October, 2021, as required by the Department for Transport in order to ensure funding is secured for the Plymouth bus network in the future.*

### **Alternative options considered and rejected**

**Option:** The development of the Bus Service Improvement Plan (BSIP), without presentation to the Cabinet, with approval by Executive Decision.

This option was rejected in order to ensure that the draft Plan is scrutinised, whilst in development, by the Cabinet, to ensure that it responds to the ambitions of the National Bus Strategy and meets the needs of Plymouth's residents, visitors and bus operators.

### **Relevance to the Corporate Plan and/or the Plymouth Plan**

The provision of a comprehensive public transport network supports both Plymouth's recovery from the Covid-19 pandemic, and its sustainable growth, by providing residents with sustainable transport options to access employment, education, healthcare, leisure and retail opportunities.

### **Links to the Corporate Plan:-**

The development of the BSIP supports the city's mission to 'build back better' and make Plymouth a great place to live, work and visit.

As lead for the development of the BSIP we are taking **responsibility** for the improvement of Plymouth's bus services. However, the development of the BSIP is **collaborative**. We are, and will continue, to work closely with Plymouth's public transport providers, to deliver our common ambition of making buses easier, cheaper and more convenient to use.

In the development of this BSIP we are also demonstrating our values of **fairness**, being open and honest about what is required for the BSIP and its development, and **democracy** allowing people to have their say about what is important to them and where they are empowered to make change happen.

### **Our Priorities**

**Unlocking the city's potential** – Plymouth already has a comprehensive bus network. However, delivery of the objectives of the National Bus Strategy, through an Enhanced Partnership, provides an opportunity, in partnership with our operators, to make buses more affordable and more convenient for customers whilst still ensuring they can access the employment, education, medical and leisure facilities they need. This will support the recovery of both the city and public transport and allow both to build back better.

**Caring for people and communities** - Buses provide valuable links to shops, healthcare, employment, education and leisure for those citizens who do not have access to the private car or other modes of transport. Improving the current bus network across the city, in accordance with the National Bus Strategy, will ensure that residents have affordable transport options, reducing the risk of isolation, resulting in improved independence and wellbeing.

### **Links to the Plymouth Plan:-**

Provision of a comprehensive bus network, through the development of the BSIP and subsequent Enhanced Partnership Plan and Scheme, supports the delivery of the strategy set out within the Plymouth Plan and in particular policies HEA6 (Delivering a safe, accessible, sustainable and health enabling transport system) and GRO4 (Using transport investment to drive growth, and commitment to facilitate the use of sustainable transport modes).

The Plymouth Plan seeks to help deliver a transport system that enables and encourages sustainable and active travel choices, provides good accessibility for the city's population to jobs and services, and supports a healthy environment. Through the BSIP we will actively support the Plymouth Plan policy commitments to:-

- HEA6(5) [Deliver] a public transport system that everyone can use, including working with the bus companies to provide easier ticketing, clear journey planning and timetable information, and accessible boarding and alighting across the city.
- HEA6 (6) [Work] with public transport providers to ensure that each neighbourhood is well connected to the city's High Quality Public Transport Network offering good accessibility to key destinations.
- HEA6(9) [Work] with our partners, including the charitable sector, to provide community transport to enable people who cannot use conventional public transport to access health, leisure, shopping and social opportunities within the city and surrounding area.
- HEA6 (10) [Work] with regional partners, agencies and public transport operators to deliver an integrated transport system across all modes covering key locations within and adjoining the Plymouth Travel to Work Area.

The BSIP will also positively support the delivery of the commitments within the Plan to help deliver targeted integrated transport measures to help support the sustainable growth of Plymouth, in accordance with the vision, objectives and policies of the Plymouth and South West Devon [Joint Local Plan](#). Specifically:-

- GRO4 (1) Continuing to support the High Quality Public Transport Network and improve public and sustainable transport services through, where appropriate, subsidies and new infrastructure.
- GRO4 (2) Maintaining, improving and expanding the network of Park & Ride facilities and services, addressing the needs of both Derriford and the City Centre including a new facility at Deep Lane, exploring suitable locations for new facilities and considering the reallocation of space at existing sites.
- GRO4 (3) Continuing to support and develop new and existing local passenger ferry services, by working with stakeholders.
- GRO4 (7) Continuing to support and where feasible expand Community Transport schemes.
- GRO4 (13) Use of smarter choices and travel planning to provide and promote travel choice, through the planning process and
- GRO4 (15) Developing and delivering targeted infrastructure interventions, consistent with the long term vision and objectives for transport set out in the [Joint Local Plan](#).

The BSIP also supports the following policies of the Plymouth and South West Devon Joint Local Plan:- SPT9 (5)5, where it states that the local Planning and Highway Authorities with key stakeholders will deliver: “realistic sustainable transport choices and increasing the integration of transport modes so that people have genuine alternative ways to travel,,” SPT9 (6), which seeks to get the most out of our existing network and encourage behavioural change, SPT9(9) (delivering transport projects which provide a safe and effective transport system) and SPT (10) ‘taking local control of our transport future, embracing localism, generating independent resources to transform transport investment, and embracing changes in travel technology.’

The BSIP is a delivery plan of the Plymouth Plan.

### **Implications for the Medium Term Financial Plan and Resource Implications:**

The Government has currently made £224,418 available to the Council, through the Bus Capacity Fund, to support the development of the Enhanced Partnership and associated Bus Service Improvement Plan.

Delivery of an Enhanced Partnership will require funding. The Enhanced Partnership must start by the 1<sup>st</sup> April 2022 and the Department for Transport have advised that funding is likely to be available in two tranches; with one tranche being allocated on a formulae basis to Local Transport Authorities and the second tranche, for larger schemes, being competitively awarded.

The Bus Service Improvement Plan is a bidding document. The proposals set out in the Plan must be ambitious. They must demonstrate delivery of the objectives of the National Bus Strategy and a vision for delivering a step-change in bus services through an Enhanced Partnership.

The Bus Service Improvement Plan must also be accompanied by a presentation of funding requirements, including alternative sources of funding available to support delivery of BSIPs such as operator or Local Transport Authority contributions. However, there are no financial commitments on the part of the Government, Council or public transport operators associated with the submission of the Bus Service Improvement Plan and the Department for Transport explicitly state that they ‘do not expect BSIPs to provide detailed, definitive costings.’ Furthermore, the National Bus Strategy: Bus Service Improvement Plans guidance produced by the Department for Transport states that ‘BSIPs will enable the Government to understand the appetite for transformational investments which support the bus sector in the funding period and over the long term (i.e. beyond 2025).’

The indicative ‘ask’ from the Department for Transport for the delivery of the proposals within the draft Plymouth Bus Service Improvement Plan is circa £118M for the period 2022/23 – 2029/30.



### Financial Risks

The financial implications on existing Council budgets is still to be confirmed. However, the forecast match funding by the Council and third parties (such as developer contributions) is circa £28M, with contributions from the *Productive Plymouth* Transforming Cities Fund 22/23 programme, S106 developer contributions and the Council's core budgets for the provision of non-commercial bus services and the maintenance of bus stop infrastructure. It is not expected that there will be any calls on the Council's revenue budget over and above what is already in the base budget. The potential contribution from Plymouth's bus operators is currently being determined.

Failure to deliver an Enhanced Partnership has the potential for significant, adverse implications, on existing Council budgets if Government funding is unavailable for bus service development and support in the future.

### Carbon Footprint (Environmental) Implications:

The aims and objectives of the National Bus Strategy have clear synergies with the Council's declaration of a Climate Emergency and approved 2021 Climate Emergency Action Plan. Through delivery of an enhanced bus network offering cheaper fares, enhanced frequencies, improved reliability and greater convenience this will encourage modal shift away from the private car, thereby reducing carbon emissions. The development of the 2021 and subsequent Bus Service Improvement Plans will enable the City Council to respond to the government's Transport Decarbonisation Plan.

### Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

*\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

No other implications

### Appendices

*\*Add rows as required to box below*

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Bus Service Improvement Plan Briefing Note							
B	Equality Impact Assessment – Formation of an Enhanced Partnership under Section 9 of the Bus Services Act 2017							
C	DRAFT Plymouth Bus Service Improvement Plan, 2021							

### Background papers:

*\*Add rows as required to box below*

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
	1	2	3	4	5	6	7
Bus users – focus group report 22/07/2021							
Lapsed bus users – focus group report 26/07/2021							
Non bus users – focus group report 24/07/2021							

**Sign off:**

Fin	pl.21. 22.1 34	Leg	LS/3 7381 /JP/0 4	Mon Off	N/A	HR	N/A	Assets	N/A	Strat Proc	N/A
Originating Senior Leadership Team member: Paul Barnard, Service Director for Strategic Planning & Infrastructure											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 04/10/2021											
Cabinet Member approval: Councillor Jonathan Drear, Cabinet Member for Transport – approved by email Date approved: 06/10/2021											

# Plymouth Bus Service Improvement Plan

12 October 2021



## 1.0 Executive Summary

On 15 March 2021 the Government published the National Bus Strategy for England 'Bus Back Better'<sup>1</sup>. The Strategy sets out an ambitious vision to dramatically improve bus services across England (outside London) to first reverse the long term decline in the number of journeys made by bus and second encourage passengers back to the bus, post the Covid-19 pandemic. It is intended that the Strategy will deliver cheaper, more frequent and more reliable bus services for passengers.

The Strategy requires the establishment of a formal partnership arrangement, led by the Council, as the Local Transport Authority (LTA), for all local bus services operated within the city boundary. All LTAs outside London are required to enter into a formal partnership arrangement with local bus operators. Entering into a formal partnership is necessary in order for LTAs and bus operators alike to be eligible for any future Government funding. The partnership arrangement could either be a franchise or an Enhanced Partnership<sup>2</sup>.

The Council approved the development of an Enhanced Partnership with the city's bus operators, and published a Notice of Intent<sup>3</sup> on the 25<sup>th</sup> June 2021.

The National Bus Strategy also requires the Council, as LTA, to lead the preparation of a Bus Service Improvement Plan (BSIP) for submission to the Department for Transport (DfT) by the end of October 2021. The BSIP must set out what the Partnership will deliver in order to make buses easier, cheaper and more convenient to use. The final stage in the process is the publication of an Enhanced Partnership Plan and Scheme. This must be achieved by 31 March 2022.

Achievement of these deadlines is essential in order to have access to £3bn of discretionary funding for the delivery of the National Bus Strategy.

This report explains the context for the development of the Bus Service Improvement Plan, the vision for Plymouth's bus services, the themes which the Plan must address, the input of key stakeholders in shaping the proposals and the measures which are proposed to deliver a step-change in Plymouth's bus services.

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<sup>1</sup> [Bus back better - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/bus-back-better)

<sup>2</sup> The main difference versus franchising is that operators in an Enhanced Partnership have a much greater role, working with Local Transport Authorities to both develop and deliver improvements for passengers. Enhanced Partnerships also offer significantly more flexibility than franchising.

<sup>3</sup> [Microsoft Word - 210625 - Statutory Notice - Final \(plymouth.gov.uk\)](#)

## 2.0 Background

The National Bus Strategy has set a fast-paced agenda to transform bus services and encourage the return of passengers. As part of the Strategy, Local Transport Authorities must take each of three steps (Table One).

**Table One: National Bus Strategy Delivery Stages**

Step 1 – by 30 June 2021	Step 2 – by 31 October 2021	Step 3 – by 31 March 2022
Decide which statutory path to follow (Enhanced Partnership or franchising) and publish a statutory notice to that effect.	Publish a Bus Service Improvement Plan	Have their Enhanced Partnership in place

The goal of the National Bus Strategy (NBS) is *‘to get bus use back to what it was before the pandemic. Then we want to increase patronage and raise buses’ mode share. We can only do these things by ensuring that buses are an attractive alternative to the car for far more people.’* To achieve this goal the NBS identifies the need to make buses:-

- More frequent
- Faster and more reliable
- Cheaper
- More comprehensive
- Easier to understand
- Easier to use
- Better to ride in
- Better integrated with other modes and each other
- Greener
- Accessible and inclusive by design
- Innovative
- Seen as a safe mode of transport

These are the themes which the Plymouth Bus Service Improvement Plan responds to.

Through supporting the development of a comprehensive bus network the BSIP delivers the strategy set out within the Plymouth Plan, in particular policies HEA6 (Delivering a safe, accessible, sustainable and health enabling transport system) and GRO4 (Using transport investment to drive growth, and commitment to facilitate the use of sustainable transport modes). This is because, through the BSIP, we will actively support the Plymouth Plan policy commitments to:-

- [Deliver] a public transport system that everyone can use, including working with the bus companies to provide easier ticketing, clear journey planning and timetable information, and accessible boarding and alighting across the city. HEA6(5)
- [Work] with public transport providers to ensure that each neighbourhood is well connected to the city's High Quality Public Transport Network offering good accessibility to key destinations. HEA6(6)
- [Work] with our partners, including the charitable sector, to provide community transport to enable people who cannot use conventional public transport to access health, leisure, shopping and social opportunities within the city and surrounding area. HEA6(9)

- [Work] with regional partners, agencies and public transport operators to deliver an integrated transport system across all modes covering key locations within and adjoining the Plymouth Travel to Work Area. HEA6 (10)
- [Continue] to support the High Quality Public Transport Network and improve public and sustainable transport services through, where appropriate, subsidies and new infrastructure. GRO4 (1)
- [Maintain, improve and expand] the network of Park & Ride facilities and services, addressing the needs of both Derriford and the City Centre including a new facility at Deep Lane, exploring suitable locations for new facilities and considering the reallocation of space at existing sites. GRO4 (2)
- [Continue] to support and develop new and existing local passenger ferry services, by working with stakeholders. GRO4 (3)
- [Continue] to support and where feasible expand Community Transport schemes. GRO4 (7)
- Use smarter choices and travel planning to provide and promote travel choice, through the planning process GRO4 (13) and
- [Develop and deliver] targeted infrastructure interventions, consistent with the long term vision and objectives for transport set out in the Joint Local Plan. GRO4 (15)

The BSIP also supports the following policies of the Plymouth and South West Devon Joint Local Plan:- SPT9 (5)5, where it states that the local Planning and Highway Authorities with key stakeholders will deliver: “realistic sustainable transport choices and increasing the integration of transport modes so that people have genuine alternative ways to travel.,” SPT9 (6), which seeks to get the most out of our existing network and encourage behavioural change, SPT9(9) (delivering transport projects which provide a safe and effective transport system) and SPT (10) ‘taking local control of our transport future, embracing localism, generating independent resources to transform transport investment, and embracing changes in travel technology.’

### 3.0 Plymouth’s Bus Service Improvement Plan 2021

#### 3.1 Introduction

The BSIP is designed to deliver a reformed network, improve public confidence and address misconceptions, to encourage passengers back. We want buses to be both tools of inclusion and the transport of choice and therefore, the partnership of the Council and public and community transport providers want to make **Plymouth’s buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.**

Through the Bus Service Improvement Plan the ambition is:-

- To make the buses the natural choice for everyone, not just those without cars
- For buses to be a practical and attractive alternative to the car for more people
- For main road services to run so often that you don’t need to refer to a timetable
- More frequent services and better coverage in the evening and at the weekend
- More demand responsive services (such as Dial-A-Ride) using smaller vehicles for areas of the city unserved, or barely served, by conventional buses on fixed routes and timetables
- Simple, cheap, fares that you can pay with a contactless card
- To introduce technology to allow daily and weekly price capping across all operators to give passengers the best price for their journeys
- A network that feels like a network, with
  - Easy to understand and coordinated services
  - Consistent high standards
  - Comprehensive information

- We want greener buses, both directly and indirectly improving air quality, reducing carbon emissions, tackling traffic congestion and supporting Plymouth's sustainable growth
- We want faster and more reliable services

The Bus Service Improvement Plan covers the city of Plymouth. The justification for the BSIP purely relating to the city boundary is that approximately 77% of registered routes operate exclusively within the city boundary.<sup>4</sup> Furthermore, ONS data relating to commuting patterns indicates that Plymouth is relatively self-contained in terms of employment, with 67 per cent of all workers usually resident in the city also working here.

However, the City Council recognises that the travel to work area goes beyond the Council's administrative boundary and, in order to make buses the natural choice for everyone, not just those without cars, and reduce the number of cars crossing the city boundary every day, boosting bus patronage in the longer term, cross boundary bus routes into and out of the city are also important. During the development of this BSIP we are working closely with neighbouring Local Transport Authorities; Cornwall Council, Devon County Council and Torbay Council and will continue to work with neighbouring authorities during the delivery of this BSIP and the development of future Plans.

This BSIP will span the period 2021 to 2034, aligning with the ending of the current Plymouth Plan<sup>5</sup> period, a ground-breaking plan which sets a shared direction of travel for the long term future of Plymouth bringing together a number of strategic planning processes into one place.

Alignment with the Plymouth Plan has been chosen because, since 2017, Plymouth's Local Transport Plan, and hence transport policies, has been integrated within the Plymouth Plan. This BSIP will be a delivery plan of the Plymouth Plan and hence through working to the same timescales as the Plymouth Plan it will help ensure the guiding transport strategies and the delivery plans, are aligned.

The BSIP must be reviewed annually and it is envisaged that this will take place in October each year, through Public Scrutiny.

### 3.2 BSIP Development

To support the development of the BSIP the Council have:-

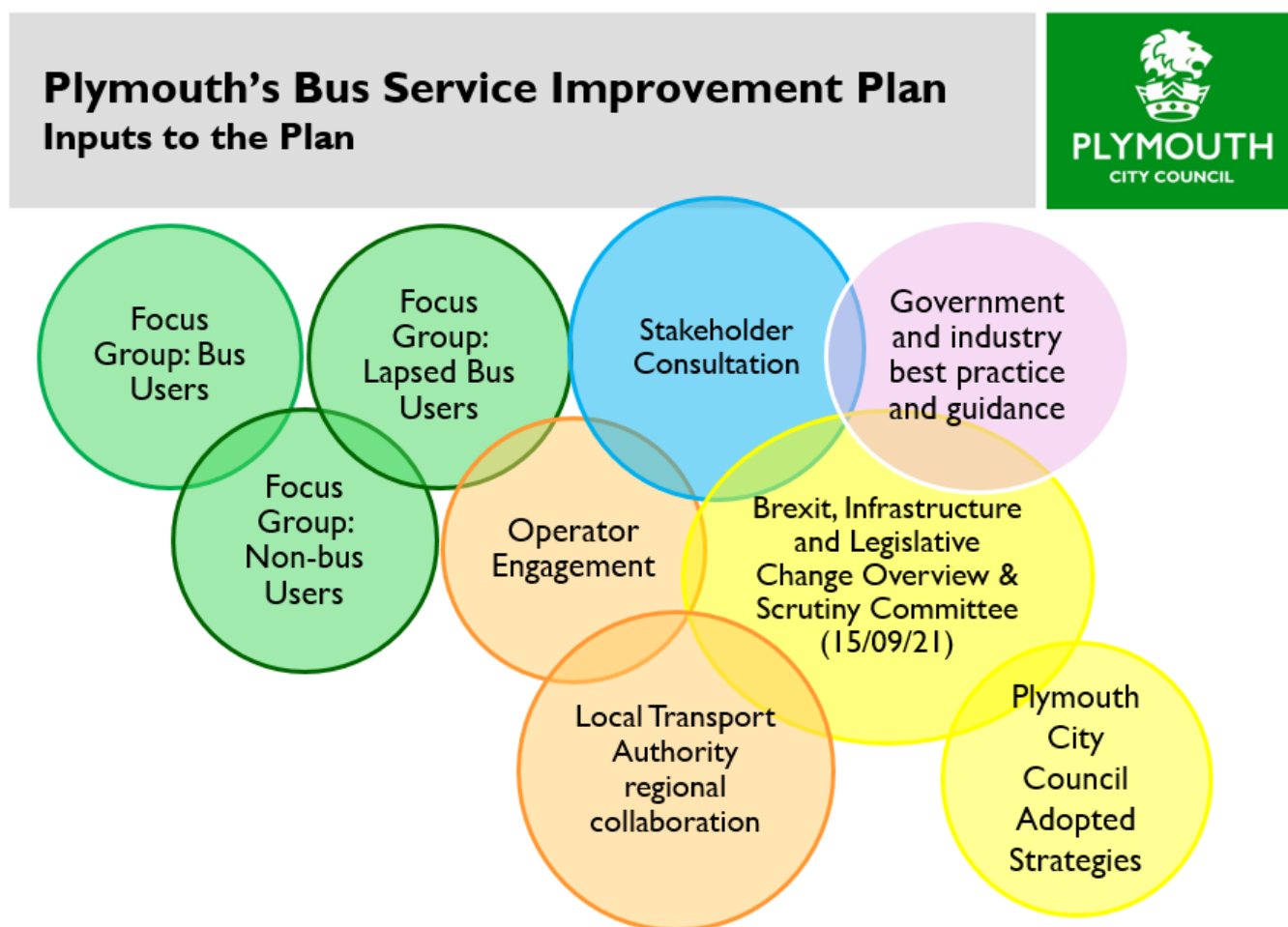
- Worked collaboratively with Plymouth's public transport providers; bus, rail, water and community transport.
- Consulted with key stakeholders, including local MPs, Members and businesses, on their opinion regarding what improvements need to be made to the City's bus service and
- Commissioned a series of focus groups involving current, lapsed<sup>6</sup> and non-bus users in order to understand what residents want from Plymouth's bus services and what would encourage greater bus use.
- Scrutinised national data on the needs of bus passengers to allow local data to be compared with national research.

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<sup>4</sup>

<sup>5</sup> The Plymouth Plan 2014 -2034 <https://www.plymouth.gov.uk/planningandbuildingcontrol/plymouthplan>

<sup>6</sup> Residents who used to travel by bus pre the Covid-19 pandemic

**Figure One: Plymouth's Bus Service Improvement Plan – key inputs**

Further consultation is planned, once the BSIP has been developed, and before the Enhanced Partnership Plan and Scheme are completed, in order to ensure the BSIP and Enhanced Plan and Scheme meet the needs of residents, businesses and visitors.

### 3.3 BSIP Proposals

Information from consultation undertaken to date has been used to inform what works well, and what needs to be improved, with regards to Plymouth's bus service. Drawing on this information proposals for enhancing bus services have been developed. The information has also informed the prioritisation of measures which the BSIP will look to develop first. The delivery of all the measures set out is subject to securing funding.

Amongst bus-users the most frequently used words to describe the future bus service they'd like to see were '**frequent, reliable and safe**'. Amongst lapsed bus users the words were '**reliable, clean and affordable**' and amongst non-bus users '**fast, reliable and cheap**'.

This feedback was echoed by the wider stakeholder group. The top priorities stakeholders wanted the BSIP to address were **cheaper fares and more frequent services**, with the group identifying '*Availability and frequency of services, quality of buses, cleanliness of buses, reasonable fares, reliable services, and key corridors are served well*' as the features of Plymouth's bus service which they most liked. Fares,

journey times, fear of Covid-19, unreliability and poor links to places of work were barriers to bus use which were identified with other improvements respondents sought including *‘improving and or implementing RTPI, tickets being used across multiple operators, cheaper fares, extending routes to centres such as Derriford, additional park and ride sites, park and ride services that are direct and weekend and evening services need to be improved’*.

In 2019 Transport Focus conducted an extensive survey seeking to understand bus passenger’s priorities. The results (Figure Two) demonstrate that feedback regarding Plymouth’s bus services is similar to the national picture with frequency, destination choice and value for money being key factors for bus users.

### **Figure Two: Transport Focus – Bus Passenger Priorities (2020)**

- The top three priorities centre on the bus network: ‘running more often’; ‘going to more places’; and ‘more on time at stop’. Value for money was fourth followed by ‘more journeys on time’ fifth.
- The priorities for improvement are fairly consistent by age group except for those age 35 to 64 where ‘value for money’ comes through more strongly.
- Improvements associated with ‘the bus itself’ are second to ‘the bus network’ related improvements.
- Their attitude towards bus is generally positive; less than half agreed with the statement “I only use buses if I have to”.
- Around three fifths of users can access a car frequently and make regular journeys using the car. Around 3 in 10 of these users said ‘all or most’ of their car journeys could be made by bus. However this group attitudinally were also a little more averse to buses.
- Around half of users felt buses could play a reasonable role in reducing air pollution.

This research was conducted before the Covid-19 pandemic. In spring 2021 Transport Focus therefore undertook further research to the views and experiences of over 10,000 current, fully lapsed and non-users about bus services in Great Britain and considered priorities for increased use (Figure Three). The results show that there are new, Covid-19 based priorities, which bus services need to respond to. However, the core priorities of frequency, reliability, value and punctuality remain.

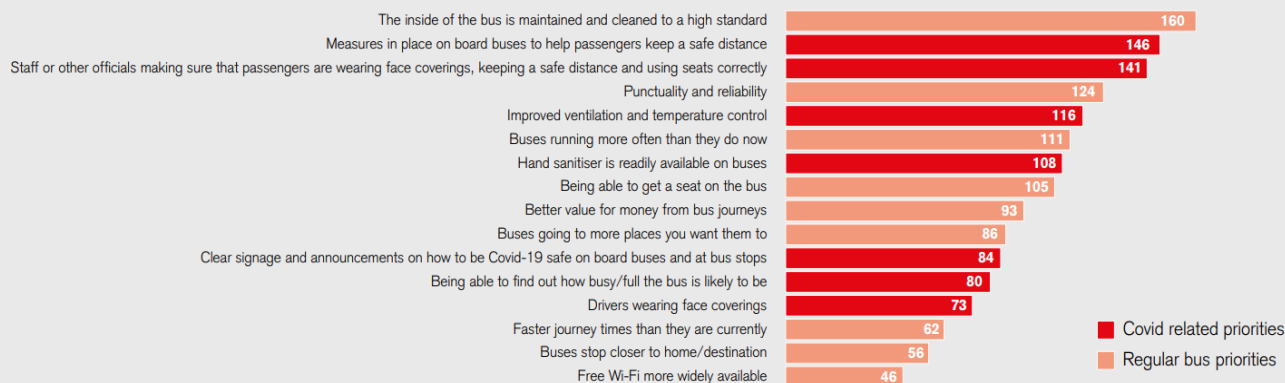
The Plymouth Bus Service Improvement Plan has been developed mindful of both the new, hopefully short term, requirements public transport must deliver against and the core priorities for an attractive bus network.



### Figure Three: Transport Focus – The Route ahead, getting passengers back on buses – Findings from a major survey of current and lapsed passengers and non-users (June 2021).

#### Priorities for encouraging those who have reduced their bus travel to use the bus more

Scores show importance relative to each other such as score twice as high as another means the item is twice as important: 100 = average level of priority



Base Fully lapsed and Current reducers n=4,777

### 3.3.1 Proposals to make Plymouth's bus services more frequent

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
Frequency	Happy with the frequency but they disliked the lack of provision in the evenings and at weekends.	Frequency of buses was viewed "as ok" but they felt the evening and night service were poor  The concept of a turn up and go service (on major urban routes) without a timetable was universally liked.	Generally frequency was considered poor, particularly if you live on the edge of the city.  They were aware that evenings and weekends had even lower service provision, but indicated an interest to use the bus for social purposes

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- 5 minute combined daytime frequency on core corridors until 7 pm
- Saturday daytime frequencies to match Monday – Friday daytime frequencies
- An improved evening and weekend frequency – minimum of 15 minute combined frequency on core corridors.

This will require co-ordination of timetables between individual services and potentially between operators as well.

- To focus on six core corridors and an urban loop-
  - City Centre - Devonport (via Union Street) – St Budeaux Square
  - City Centre – Wolseley Road – Saltash
  - City Centre – Mutley Plain – George Junction Park and Ride
  - City Centre – Outland Road – George Junction Park and Ride
  - City Centre – Plympton Ridgeway
  - City Centre – Plymstock Broadway
  - Urban loop ‘Big circle’ - Higher St Budeaux, Whitleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

### 3.3.2 Proposals to make Plymouth’s bus services faster and more reliable

Consultation on Plymouth’s bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses faster and more reliable</i></b>	<p>Most were happy with the reliability. Some of the routes they used had similar journey times compared to the car and were often quicker (with the exception of roadworks) and cheaper (compared to parking all day) but they’d like more direct routes with less stops.</p> <p>Bus priority schemes were liked and the park and ride noted for being particularly fast and direct compared to other services.</p>	<p>The length of time to complete a journey was an important barrier to use.</p> <p>They felt that the buses were not always reliable (running late / cancelled – with little /no notice) and had slow journey times with too many stops.</p> <p>Bus priority lanes were particularly liked, and they wanted more of them</p> <p>More direct routes (reducing overall journey times) and more frequent bus service would encourage future use.</p> <p>The majority do not want to change buses to reach their destination.</p>	<p>There was a perception of poor reliability with the perception that buses were not always on time or could be cancelled with little or no notice and were not aware how they could check the buses progress on the route.</p> <p>Slow journey times, indirect routes and too many stops were comments that were often repeated.</p>

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Improvements focussed on six core corridors and the urban loop-
  - City Centre - Devonport (via Union Street) – St Budeaux Square
  - City Centre – Wolseley Road – Saltash

Scheme: Wolseley Road Bus Priority	Bus priority measures introduced eastbound on Wolseley Road.
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- City Centre – Mutley Plain – George Junction Park and Ride

Scheme: Mannamead Road bus priority	Bus priority measures on Mannamead Road (northbound), connecting with the Manadon roundabout improvements
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- City Centre – Outland Road – George Junction Park and Ride

I36: Meavy Way	Reconfiguration of the Crownhill cloverleaf to accommodate bus movements, removing approximately a mile from existing bus journeys
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- City Centre – Plympton Ridgeway
- City Centre – Plymstock Broadway

Scheme: Eastern Corridor Junctions	A series of minor junction improvements on key bus routes with localised cycle and walking enhancements.
Scheme: Pomphlett to The Ride	A scheme to improve journey times and reliability of bus services as well as walking and cycling improvements in the area.

- Urban loop 'Big circle' - Higher St Budeaux, Whitleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

Scheme: Longbridge Road	A bus contraflow scheme to significantly reduce journey times around A38 Marsh Mills junction.
Scheme: Crownhill Road	Bus priority on Crownhill Road

In addition the Plymouth Bus Service Improvement Plan we will deliver the following to reduce dwell times at bus stops and other causes of delay:-

- The promotion of even more cashless payments on buses
- Tap on, tap off technology to support fare capping
- Bus Stop Clearway Orders at all bus stops
- A rationalisation of bus stops which are treated as timing points, removing those which cause an unnecessary delay for passengers.

### 3.3.3 Proposals to make Plymouth's bus services cheaper

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses cheaper</b>	Costs were viewed as “reasonable” and “well priced” – and generally lower than using a car and parking, suggesting they viewed the service as good value for money	<p>Ticket costs were viewed as having “increased” but weren't noted as a specific barrier to travel, but did need to be competitive with other alternatives (e.g. shared taxi)</p> <p>Ticketing across different services was viewed as confusing and frustrating and there was a clear interest in single integrated ticketing across services</p>	The overall perception was that ticket costs were expensive.

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Participation in the Cornish Interoperable Ticketing programme along with neighbours Devon County Council and Torbay Council for cross-boundary services
- A simple to understand, competitively priced suite of inter-operable ticket covering all bus operators- to be delivered through an enhanced ‘Skipper’ ticket offering great value for commuters and leisure riders, which can be paid for with a contactless card.
- Common fare zones across all bus operators
- Raising the age of eligibility to use child fares to 19.

### 3.3.4 Proposals to make Plymouth's bus services more comprehensive

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses more comprehensive</b>	<p>As existing users they were happy with the destinations served but acknowledged that others found it difficult, particularly if you had to travel to the centre of the city to change and then come back out to get to your final destination.</p> <p>The city centre is still a key destination – but others are also important to them. Other destinations include major employers (Dockyard, Derriford Hospital) and leisure and shopping destinations (local beaches, retail parks, leisure centres).</p> <p>They liked not having to worry about where to park (parking was often restricted at work / and not always available on busy days in the city)</p> <p>There was support for the use of demand responsive vehicles to</p>	<p>The use of demand responsive vehicles was also liked, but they were sceptical about how it would work in practice.</p> <p>The city centre is still a key destination – but others are also important to them. Other destinations include major employers (Dockyard, Derriford Hospital) and leisure and shopping destinations (local beaches, retail parks, leisure centres).</p>	The city centre is still a key destination – but others are also important to them. Other destinations include major employers (Dockyard, Derriford Hospital, factories at Estover) leisure and shopping destinations.

	extend the service to rural areas and introduce the turn up and go service (on major urban routes).		
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In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- An improved park and ride network -10 minute service frequency on all park and ride services
- Park and Ride to operate on Sunday's
- Park and Ride to serve additional destinations;
  - Derriford Hospital from Coypool Park and Ride
  - Devonport Dockyard from Milehouse Park and Ride
- Support the expansion of Dial-a-Ride services to and from key hubs and destinations
- Provide a 'big circle' service serving - Higher St Budeaux, Whitleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

### 3.3.5 Proposals to make Plymouth's bus services easier to understand

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses easier to understand</i></b>	<p>Most users didn't use the service information on the bus stop and went online or used an App on their mobile phone to get information. Older users (not "Tech" savvy) where happy using the information at the bus stop.</p> <p>Bus timetables were difficult to understand but the majority were aware of how they could access bus timetable information on their smart phone or online.</p>	<p>The information at the bus stop was little used and they also had little awareness of how to access timetable information online / smart phone apps, but they felt confident they would be able to repeat previous journeys they had made.</p>	<p>The majority were not aware of how they could access bus timetable information on their smart phone or online and thought it would be difficult to find and use</p> <p>There was the perception that it could be difficult to work out which bus you should catch when more than one service travelled the same route.</p>

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A common specification for how we want information on timetables and shelters to look
- Publicity showing days out by public transport in city and surrounding area
- Route and destination based personalised travel planning supporting people to gain skills and confidence in bus routes, timetables and ticketing information.
- A better comprehension of the available online tools
- Expanding the 'Plymotion' brand to cover bus related material such as bus stops, timetable cases, webpages, apps, on the bus and all publicity to promote an integrated, visible, sustainable transport network.

### 3.3.6 Proposals to make Plymouth's bus services easier to use

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses easier to use</i></b>	<p>Convenience was very important to their usage, most used the bus or park and ride, because they were close to a bus stop where they lived and priority bus lanes made their journey quicker / or about the same time as an alternative journey by car.</p> <p>There was frustration you couldn't travel to your final destination using one ticket and confusion if you used a ticket for the same route with a different operator.</p> <p>Make them more child friendly – have a family / children's bus</p> <p>Have contactless payment on all buses.</p> <p>Single ticketing / through ticketing between operators was felt to be really important and make them more likely to use a combined service.</p>		<p>Overall there was little knowledge about the tickets options available.</p> <p>They were not aware of the Skipper Ticket – but had heard of a Day Rider</p>

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- The promotion of the availability of contactless payments
- Route and destination based personalised travel planning supporting people to gain skills and confidence in bus routes, timetables and ticketing information; supported by route based material
- An expansion of the Skipper ticket to include, initially, ferries and, ultimately, rail journeys and actively market the availability of the ticket.
- A co-ordinated map of Plymouth's bus network – which includes basic frequency information, twice yearly, with key public transport information on the reverse of the map to include; contact details, ticket information. Skipper etc and complementary bus ticket to all households in Plymouth.

### 3.3.7 Proposals to make Plymouth's bus services better to ride in

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Make buses better to ride in</i></b>	<p>The newer buses offered a much better customer experience. The addition of WIFI and charging points was particularly liked among younger users.</p> <p>Some of the buses are older and personal space is limited. The older "tired" buses were felt to be inadequate.</p> <p>One important aspect that was noted was that they wanted more</p>	<p>In the main buses were viewed as tired and often dirty – but they have noticed the newer buses and felt these would offer a better passenger experience.</p> <p>One important aspect was that they wanted more personal space when traveling (avoiding other passengers with personal hygiene</p>	<p>They viewed drivers positively and were not expecting there to be any issues.</p>

	<p><i>“personal space”</i> when traveling and this was not linked to COVID.</p> <p>They disliked sitting next to someone who had personal hygiene issues / played loud music or was involved in a loud phone call – all of which they wanted to avoid.</p> <p>Negative comments related to the journey time being too long with the bus stopping too many times and being <i>“hot and sticky”</i> (Heat wave - 30C during survey)</p>	<p>issues/loud music or telephone conversations)</p> <p>They felt they weren't always <i>“treated like a customer”</i> by drivers and had a number of other issues ranging from drivers going too fast to stopping and starting abruptly and driving off before passengers had time to take their seats.</p>	
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In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A Plymouth customer charter
- Buses no more than 10 years old operating in Plymouth, within 5 years of the start of the Enhanced Partnership
- A continue enhanced cleaning regime
- Provision of audible and visible information, in addition to WiFi, on all services within an agreed time period
- All new buses to have charging points
- Targeted limited stop services on certain routes and times of the day on top of the regular journeys.

### 3.3.8 Proposals to make Plymouth’s bus services better integrated with other modes and each other

Consultation on Plymouth’s bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses better integrated with other modes and each other</i></b>	Unlike the non-user and lapsed users, most would change buses to reach their destination.	No comments	No comments

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Expanding Skipper to include ferries in the first instance and then rail
- Better co-ordination of rail timetables with bus services; including through Personalised Travel Planning
- An expanded park and ride service including consideration of off-bus ticketing

### 3.3.9 Proposals to make Plymouth’s bus services and bus stops greener

Consultation on Plymouth’s bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses and bus stops greener</i></b>	Unlike the non-user and lapsed users, most would change buses to reach their destination.		

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Retrofit all buses with appropriate technology to improve emissions and fuel efficiency; subject to satisfactory trials
- Bid for funding through the NBS to replace the whole fleet with Zero Emission Buses by 2030
- Introduce green 'living' roofs and solar panels on bus stops at key locations

### 3.3.10 Proposals to make buses accessible and inclusive by design

Limited feedback has been received with regard to how to make buses and accessible by design. However, the inclusivity of Plymouth's bus network is key and hence it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A Plymouth customer charter
- Audio-visual announcement / next bus information
- Space available for wheelchair users, mobility scooters and pushchairs / prams
- Travel centres at key locations; potentially within Mobility hubs, to provide off-bus support and facilitate future cashless payments etc

### 3.3.11 Proposals to make Plymouth's bus services seen as a safe mode of transport

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Seen as a safe mode of transport</i></b>		Most respondents indicated that health concerns / the increased risk of COVID transmission were the main reasons they don't use the service.  "You want to avoid crowded buses"	They did perceive that a bus offered a safer travel solution than a taxi - particularly for young girls / women with bus CCTV providing some degree of reassurance – "It's a safe place" - "people know about it".

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Identify of bus stop and shelters which require additional lighting, with lighting being included in the specification for the new bus shelters to be procured in 2022
- More bins at bus stops
- A review CCTV coverage at bus stops



### **3.4 Plymouth Bus Service Improvement Priorities**

Based on stakeholder feedback the priorities for Plymouth's Bus Service Improvement Plan is to deliver a network:-

- With high frequencies on our core corridors, which are available seven days a week, both in the evenings as well as during the day, enabled by high quality infrastructure reducing journey times.
- Which connects with more destinations
- Which delivers great value for money
- People are supported and empowered to use

The guidance from the Department for Transport says that the Government will give particular weight to measures which support local bus markets as they emerge from the pandemic, such as bus priority and targeted fares reductions. The priorities set out above are felt to align well with this guidance as well as responding to the needs of Plymouth's current, lapsed and potential bus users.

### **3.4 BSIP Targets**

Bus Service Improvement Plans must set targets for 2024/25 and 2030 for journey time and reliability improvements, passenger growth and customer satisfaction. Performance against these targets must be published every six months.

### **3.4 Targets for journey times and reliability improvements**

In accordance with the Transport Focus best practice guidance 'Setting targets in Bus Service Improvement Plans' (TF, 2021), as a Plymouth BSIP partnership we will:-

- set reliability and journey-time targets for different times of the day and days of the week, as well as an overall target
- focus on transport corridors

#### **3.4.1 Journey time**

Journey times will principally be monitored using Plymouth's Real Time Passenger Information (RTPI) system.

RTPI will be used to monitor the average journey time between two points on Plymouth's six core bus corridors. The majority of Plymouth's buses operate for at least part of their journey on these corridors. Journey time is therefore key, both for passenger satisfaction of routes which operate exclusively along these corridors, and also for services which inter-link and inter- connect with the core corridor to allow operators the ability to provide frequent, reliable interconnections.

In addition to monitoring average journey times on Plymouth's core corridors, we will also use RTPI to monitor the impact infrastructure and enforcement interventions, gathering pre and post intervention data so that the impact on journey times can be quantified.

The BSIP will also monitor and report passenger satisfaction with on-bus journey times, using the results of the Transport Focus Bus Passenger Satisfaction survey. This is because both journey time and people's perception of journey time are both important.

In recognition of the need for bus journey times to be competitive to those of the private car, in order to encourage modal shift, we will also monitor and set a target for bus journey times, relative to those of the private car for both weekdays and weekends

### **3.4.2 Bus journey reliability**

Two metrics will principally be used to monitor bus journey time reliability; lost mileage (as reported by the percentage of scheduled mileage which did not operate) and bus punctuality at all timing points.

The data will be embellished by data collected through both the National Highways and Transportation survey (NHT) on the satisfaction of passengers with respect to buses arriving on time (NHT, 2020 – PTBI04) and also the results of the Transport Focus Bus Passenger Satisfaction survey, specifically satisfaction with punctuality. This is because both the reliability of bus services, and people's perception of that reliability are both important.

Plymouth's performance will be compared with national and regional data.

### **3.4.3 Targets for passenger growth and customer satisfaction**

#### **3.4.3.1 Passenger growth**

To monitor the impact of this BSIP we will monitor annual bus patronage; both in totality and disaggregated between fare paying and concessionary patronage.

In order to supplement the data and allow comparisons between Plymouth's performance both regionally and nationally, we will also monitor:-

- Bus passenger journeys per head of population
- Method of travel to work by all residents aged 16-74 in employment, by Plymouth and South West Devon JLP Planning Authority; noting that this data is collected as part of the Census and hence only available every 10 years.

#### **3.4.3.2 Passenger satisfaction**

In accordance with the Transport Focus best practice guidance 'Setting targets in Bus Service Improvement Plans' (TF, 2021), as a Plymouth BSIP partnership we will set targets for overall satisfaction with the bus journey.

The overall satisfaction with public transport will be monitored using the national Highways and Transportation survey indicator KBI 06 – Local bus services (overall).

In addition we have set targets for measuring satisfaction with the things that matter most to passengers and potential passengers (TF, 2021) the Plymouth BSIP will therefore also monitor:-

- Satisfaction with value for money

- Satisfaction with punctuality and
- Satisfaction of on-bus journey time

The data will be drawn from both the Transport Focus Bus Passenger Surveys and National Highway and Transportation surveys, where the data is available, allowing both the opinion of bus passengers (Transport Focus survey) and potentially non-bus users (the NHT survey is sent to a random selection of household across the City and hence it's likely the responses include both bus and non-bus users) to be considered. In drawing on this data we note the likelihood that the Transport Focus survey will change (TF 2021) and hence future data might not be comparable with future surveys. However, at the time of writing this BSIP, it is still the most comprehensive data set available.

Where possible the data will also be broken down into different passenger groups in recognition that passengers are not ubiquitous and this data will inform future BSIP action plans.

Performance against these targets will be reported against and published on the Plymouth Bus Service Improvement Plan and Enhanced Partnership Plan and scheme webpage (<https://www.plymouth.gov.uk/parkingandtravel/publictransport/nationalbusstrategy>) every six months.

In addition to the required targets for journey time, reliability, passenger growth and customer satisfaction, is intended that the following metrics will also be monitored so that performance against the National Bus Strategy themes can be kept under review.

Theme	Measure	Aspiration	Achieved by
Make buses greener	Emissions – % of fleet being Euro 6 standard or better	100%	2030
Make buses greener	Emissions – % of fleet being zero emission vehicles	100%	2030
Better to ride in	Average fleet age	7.5 yrs.	2030
Better to ride in	Fleet providing Wi-Fi and free USB charging	100%	2030
Easier to use	Cashless payments	90%	2030
Faster and more reliable	Reduction in dwell times	50%	2030

#### 4.0 Financial Implications

The Government has currently made £224,418 available to the Council, through the Bus Capacity Fund, to support the development of the Enhanced Partnership and associated Bus Service Improvement Plan.

Delivery of an Enhanced Partnership will require funding. The Enhanced Partnership must start by the 1<sup>st</sup> April 2022 and the Department for Transport have advised that funding is likely to be available in two tranches; with one tranche being allocated on a formulae basis to Local Transport Authorities and the second tranche, for larger schemes, being competitively awarded.

The Bus Service Improvement Plan is a bidding document. The proposals set out in the Plan must be ambitious. They must demonstrate delivery of the objectives of the National Bus Strategy and a vision for delivering a step-change in bus services through an Enhanced Partnership.

The Bus Service Improvement Plan must also be accompanied by a presentation of funding requirements, including alternative sources of funding available to support delivery of BSIPs such as operator or Local Transport Authority contributions. However, there are no financial commitments on the part of the Government, Council or public transport operators associated with the submission of the Bus Service Improvement Plan and the Department for Transport explicitly state that they 'do not expect BSIPs to provide detailed, definitive costings.' Furthermore, the National Bus Strategy: Bus Service Improvement Plans guidance produced by the Department for Transport states that 'BSIPs will enable the Government to understand the appetite for transformational investments which support the bus sector in the funding period and over the long term (i.e. beyond 2025).'

The indicative 'ask' from the Department for Transport for the delivery of the proposals within the draft Plymouth Bus Service Improvement Plan is circa £118M for the period 2022/23 – 2029/30.

The financial implications on existing Council budgets is still to be confirmed. However, the forecast match funding by the Council and third parties (such as developer contributions) is circa £28M, with contributions from the *Productive Plymouth* Transforming Cities Fund 22/23 programme, S106 developer contributions and the Councils core budgets for the provision of non-commercial bus services and the maintenance of bus stop infrastructure. It is not expected that there will be any calls on the Council's revenue budget over and above what is already in the base budget. The potential contribution from Plymouth's bus operators is currently being determined.

Failure to deliver an Enhanced Partnership has the potential for significant, adverse implications, on existing Council budgets if Government funding is unavailable for bus service development and support in the future.

## 5.0 Recommendations

It is recommended that the Cabinet:-

1. Notes the timescales for completion of the BSIP and the requirement to subsequently publish an Enhanced Partnership Plan and Scheme.

**Reason:** *To reflect the requirements set out in the National Bus Strategy for England 'Bus Back Better' and to ensure funding is secured for the Plymouth bus network in the future.*

2. Endorses the ambitions of the BSIP and the aspiration to make Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.

**Reason:** *To meet the requirements of the National Bus Strategy and to set out clear aspirations for the future Plymouth bus network.*

3. Endorses the thematic proposals of the BSIP as a comprehensive suite of measures which support the policies of the Plymouth Plan and the needs of Plymouth's current and future bus users.

**Reason:** *To meet the specific requirements of the 'National Bus Strategy: Delivering Bus Service Improvement Plans using an Enhanced Partnership' guidance.*

4. Endorses the emerging priorities of the BSIP

**Reason:** *To meet the specific requirements of the 'National Bus Strategy: Delivering Bus Service Improvement Plans using and Enhanced Partnership' guidance and guide the finalisation of the Bus Service Improvement Plan.*

5. Delegates approval of the final BSIP to Cabinet Member for Transport

**Reason:** *To allow the finalisation of the Bus Service Improvement Plan by the 31<sup>st</sup> October, 2021, as required by the Department for Transport in order to ensure funding is secured for the Plymouth bus network in the future.*

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# EQUALITY IMPACT ASSESSMENT

Strategic Planning and Infrastructure - Formation of an Enhanced Partnership under Section 9 of the Bus Services Act 2017



## STAGE 1: WHAT IS BEING ASSESSED AND BY WHOM?

<p><b>What is being assessed - including a brief description of aims and objectives?</b></p>	<p>This assessment relates to the formation of a statutory Enhanced Partnership with the city's bus operators across the Plymouth City Council area.</p> <p>The city already has a comprehensive bus network, but the recent publication of the Government's 'Bus Back Better' National Bus Strategy places a requirement on local authorities to formalise arrangements for the provision of bus services through a formal partnership with its bus operators, in order to deliver cheaper, more frequent and more reliable bus services for passengers.</p> <p>Bus services play a vital role in ensuring the city's residents have access to employment, education, healthcare, retail and leisure opportunities. However, public transport has suffered during the pandemic and patronage has declined. The Strategy, together with the formation of the Enhanced Partnership, the Council and Operators preferred formal partnership, will ensure that bus services become the people's choice for the journeys they wish to make and support Plymouth's sustainable recovery from the Covid-19 pandemic.</p> <p>In partnership with Plymouth's bus operators we will work together to deliver cheaper fares, enhanced frequencies, improved reliability and greater convenience, improving the quality of life for all of the city's residents, through enhanced bus service and better access to key services and environmental benefits associated with modal shift away from the private car.</p>
<p><b>Author</b></p>	<p>Debbie Newcombe</p>
<p><b>Department and service</b></p>	<p>Sustainable Transport, Strategic Planning and Infrastructure</p>
<p><b>Date of assessment</b></p>	<p>21 May 2021</p>

**STAGE 2: EVIDENCE AND IMPACT**

Protected characteristics (Equality Act)	Evidence and information (eg data and feedback)	Any adverse impact <small>See guidance on how to make judgement</small>	Actions	Timescale and who is responsible
<b>Age</b>	<p><b>Background community data:</b></p> <ul style="list-style-type: none"> <li>The average age in Plymouth is 39.0 years which is similar to the rest of England (39.3 years) but less than the South West average (41.6 years).</li> <li>The proportion of the working age population (15-64) of 65.1 per cent is higher than the rest of the South West (62 per cent) and nationally (64 per cent).</li> <li>Children and Young People under 18 years of age account for 19.9 per cent of the population of the city, with 90 per cent of this group being under 16.</li> </ul> <p><b>Public transport data:</b></p> <ul style="list-style-type: none"> <li>In 2019/2020 18,027,681 bus trips were made, of which 5,098,348 (28%) were concessionary trips. We are using the 2019/20 figures due to the impact Covid-19 has had on bus use.</li> <li>There are currently 49,023 people living within Plymouth that hold a concessionary bus pass. The passes are issued either to residents who are over state pension age or have a disability that entitles them to a pass. There are currently 44,266 active age related passes.</li> </ul> <p>People are living longer and one in three people in Plymouth is aged over 50. There will be a shift in the population structure of Plymouth over the next fifteen years as the proportion of the population aged 65 and over increases. There is a projected 32.7 per cent increase in the number of people aged 65 or over between 2016 and 2034 (an additional 15,400 individuals).</p>	No potential adverse impact has been identified – formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents and visitors	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team



	<p>The result of the increasing longevity of people's lives is that there will be more people who are likely to be affected by mobility and other age related issues, which could prevent them from accessing the services they need to use. These residents may live in parts of the city not currently well served by bus, and they may no longer drive, so the National Bus Strategy aims to address such anomalies through the provision of conventional or demand responsive bus services.</p>			
<b>Disability</b>	<p><b>Background community data:</b></p> <ul style="list-style-type: none"> <li>Ten per cent of Plymouth's population declared that they have their day to day activities limited to a greater degree by a long-term health problem or disability.</li> <li>A total of 31,164 people declared themselves as having a long-term health problem or disability. This was from 28.5% of households which is slightly higher than the national figure of 25.7% of households.</li> <li>In 2013/14 1,297 adults registered with a GP in the city have some form of learning disability</li> <li>There are 17,937 residents of state pension age and 3,142 children who have a disability of some form.</li> </ul> <p><b>Public transport data:</b></p> <ul style="list-style-type: none"> <li>In 2019/2020 18,027,681 bus trips were made, of which 5,098,348 (28%) were concessionary trips.</li> <li>There are currently 49,023 people living within Plymouth that hold a concessionary bus pass. The passes are issued either to residents who are over state pension age or have a disability that entitles them to a pass. There are currently 4,757 active disabled bus passes.</li> </ul>	<p>No potential adverse impact has been identified – formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.</p>	<p>To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents and visitors</p>	<p>Plan to be developed by March 2022 with delivery from April 2022: SP&amp;I Sustainable Transport Team</p>

<b>Faith/religion or belief</b>	Plymouth's bus network is accessible to all regardless of their faith, religion or belief.	No potential adverse impact has been identified – formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team
<b>Gender - including marriage, pregnancy and maternity</b>	Plymouth's bus network is equally accessible to men and women.	No potential adverse impact has been identified - formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team
<b>Gender reassignment</b>	Plymouth's bus network is available for men and women and therefore there should be no discrimination on the basis of gender reassignment.	No potential adverse impact has been identified - formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team

			for all residents	
<b>Race</b>	Plymouth's bus network is accessible to everyone regardless of race.	No potential adverse impact has been identified - formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team
<b>Sexual orientation - including civil partnership</b>	Plymouth's bus network is accessible to all regardless of their sexual orientation.	No potential adverse impact has been identified - formation of an Enhanced Partnership between the Council and the city's bus operators seeks to improve bus service provision for all.	To form an Enhanced Partnership and associated Bus Service Improvement Plan to deliver enhanced bus services for all residents	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team

**STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN**

Local priorities	Implications	Timescale and who is responsible
Reduce the gap in average hourly pay between men and women by 2020.	None	N/A
Increase the number of hate crime incidents reported and maintain good satisfaction rates in dealing with racist, disablist, homophobic, transphobic and faith, religion and belief incidents by 2020.	None	N/A
<b>Good relations between different communities (community cohesion)</b>	The provision of a comprehensive, easy to use bus network will promote good relations between all residents, regardless of gender, ethnic background, sexual orientation, faith or disability, by helping everyone access key services on an equal basis.	Plan to be developed by March 2022 with delivery from April 2022: SP&I Sustainable Transport Team
<b>Human rights</b> Please refer to <a href="#">guidance</a>	The decision is consistent with the Human Rights Act.	N/A

**STAGE 4: PUBLICATION**

Responsible Officer Paul Barnard

Date 26.05.21

Service Director, Strategic Planning and Infrastructure

## NATIONAL BUS STRATEGY

### PLYMOUTH'S BUS SERVICE IMPROVEMENT PLAN

#### Contents page

Section	Section Heading	Page Number
One	Foreword	3
Two	Plymouth – Setting the scene	6
Three	Plymouth Bus Service Improvement Plan – Overview	12
Four	Current bus offer to passengers	16
Five	Headline targets	46
Six	Delivery	54
Seven	Reporting	64
Eight	Overview table	65

#### Figures

Figure	Title	Page Number
<b>Section One: Foreword</b>		
<b>Section Two: Plymouth – Setting the scene</b>		
2.1	Total population (numbers) by Plymouth electoral ward, 2017	8
2.2	Plymouth LSOAs by IMD 2015 national deprivation decile	9
2.3	Air Quality Management Area declared for Plymouth and Noise Important Areas identified by Defra	10
<b>Section Three: Plymouth Bus Service Improvement Plan – Overview</b>		
3.1	Plymouth Bus Service Improvement Plan area	12
3.2	Plymouth's Bus Network	13
3.3	Commuting patterns of workers, according to the local authority of their usual residence	13
3.4	Key commuting flows between neighbouring authorities, 2011	14
<b>Section Four: Current bus offer to passengers</b>		
4.1	Method of travel to work by all residents aged 16-74 in employment, by Plymouth and South West Devon JLP Planning Authority (2011 Census)	17
4.2	Method of travel to work – proportion driving to work	17
4.3	Method of travel to work – proportion travelling by bus	17
4.4	Total bus patronage within Plymouth	18
4.5	Weekday (Monday – Friday) AM Peak link frequencies	19
4.6	Weekday (Monday – Friday) Off-Peak link frequencies	20
4.7	Saturday AM Peak link frequency	21
4.8	Sunday AM Peak link frequencies	22
4.9	Sunday AM Peak link frequencies	23
4.10	Sunday evening link frequencies	24
4.11	Skipper ticket map	28
4.12	National Rail Network serving Plymouth and the Plymouth and South West Devon Joint Local Plan areas	32
4.13	Annual Average Weekday Traffic on Selected Roads in	35

	Plymouth	
4.14	Average weekday flow profile – selected locations for the A386	36
4.15	Average weekday flow profile – selected locations on A379	36
4.16	Strategic Transport Infrastructure Projects	41
4.17	Productive Plymouth – Transforming Cities Fund programme	42
4.18	SWOT Analysis – Plymouth’s Current Bus Network	43
4.19	2020 National Highways and Transportation results for Plymouth	43
4.20	2020 National Highways and Transportation results for Plymouth	44
4.21	Analysis of National Highways and Transportation surveys for the three year period 2018 -2020	44
<b>Section Five: Headline targets</b>		
<b>Section Six: Delivery</b>		
6.1	Transport Focus – Bus Passenger Priorities	55
6.2	Transport Focus – The Route Ahead, getting passengers back on buses – Findings from a major survey of current and lapsed passengers and non-users	55
<b>Section Seven: Reporting</b>		
<b>Section Eight: Overview table</b>		

## Tables

Table	Title	Page Number
<b>Section One: Foreword</b>		
<b>Section Two: Plymouth – Setting the scene</b>		
2.1	Number and percentages by age group in Plymouth and England, 2017	7
2.2	Local authority CO <sub>2</sub> transport emissions, by transport category	11
<b>Section Three: Plymouth Bus Service Improvement Plan – Overview</b>		
<b>Section Four: Current bus offer to passengers</b>		
4.1	Bus Passenger Journeys per head of population	16
4.2	Bus Patronage	17
4.3	Plymouth City Council Tendered Bus Service Network, September 2021	25
4.4	Plymouth’s subsidised services – total patronage and average cost per passenger for providing the services	27
4.5	Summary of Transport Providers Digital Offerings in Plymouth (Web)	
4.6	Summary of Transport Providers Digital Offerings in Plymouth (App)	
4.7	Plymouth’s Park and Ride services	
4.8	Entries and Exits at National Rail Stations in Plymouth, calculated from ticket purchases	

4.9	Facilities at Plymouth's national rail stations in Plymouth	
4.10	RTPI display, by core public transport corridor	
4.11	Changes in Traffic Levels on Selected Road Corridors in Plymouth	
4.12	Annual Average Weekday Traffic Flows on Strategic Roads in Plymouth	
4.13	Comparison of car and bus based journeys on Plymouth's six core corridors weekday peak	
4.14	Comparison of car and bus based journeys on Plymouth's six core corridors – weekday off-peak	
4.15	Percentage of non-frequent bus services running on time, by authority	
4.16	Scheduled journey times on Plymouth's core corridors, in the peak and off-peak	
4.17	Bus journey times by core corridor, inbound to the city centre: Peak hour	
4.18	Bus journey times by core corridor, outbound from the city centre: Peak hour	
4.19	Bus journey times, by core corridors, inbound to the city centre: Off Peak	
4.20	Bus journey times, by core corridors, outbound to the city centre: Off Peak	
4.21	Weekday Parking Tariffs for cars in selected car parks – Plymouth City Centre and Waterfront	
4.22	Weekday Parking Tariffs for cars in selected car parks – wider Plymouth	
4.23	Plymouth Citybus – Transport Focus 2019 Bus Passenger Survey	
4.24	Stagecoach Devon – Transport Focus 2019 Bus Passenger Survey	
<b>Section Five: Headline targets</b>		
5.1	Journey time target (weekday peak)	
5.2	Journey time target (weekday off-peak)	
5.3	Journey time targets for bus journeys, relative to those made by the private car (weekend)	
5.4	Journey time targets for bus journeys, relative to those made by the private car (weekend)	
5.5	Reliability target	
5.6	Passenger numbers	
5.7	Overall satisfaction with public transport	
5.8	Average passenger satisfaction	
<b>Section Six: Delivery</b>		
6.1	Inter-relationship of the BSIP measures, targets and National Bus Strategy Objectives	
<b>Section Seven: Reporting</b>		
<b>Section Eight: Overview table</b>		

## Section One: Foreword

Plymouth is a bus based city. In 2019/20 18,027,681<sup>1</sup> bus trips were made.

During the pandemic the number of trips on our buses fell, with only 6,887,794<sup>2</sup> trips being made in 2020/21.

However, even during the pandemic buses continued to play a critical role in our Covid-19 response; getting key workers to their jobs and homes and, as the pandemic started to ease, our children back to school, our commuters back to their places of work, and our family and friends back together. At the time of publication total bus patronage stands at 61% of pre-pandemic<sup>[1]</sup> levels and total concessionary trips stands at 51% for the equivalent time period in 2019<sup>3</sup>.

We're proud of our buses. For many years, Plymouth has enjoyed a comprehensive citywide bus network, provided by operators predominantly on a commercial basis, with the Council subsidising socially necessary services where there have been gaps in provision<sup>4</sup>. As a result, whilst bus patronage has seen decades of decline nationally, Plymouth bucked that trend<sup>5</sup>, with buses providing a green mass transit solution and playing a key part in our response to the city's climate emergency declaration and supporting Plymouth's sustainable growth. However, the pandemic has had a catastrophic impact on bus patronage and we know there's more we need to do to make sure our buses come back better.

We want our buses to be both tools of inclusion and the transport of choice and therefore, as a partnership we want to make **Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.**

We're starting from a strong position. As a partnership we've successfully worked together over a number of years on the Bus Punctuality Improvement Partnership (BPIP), the delivery of the workplace Green Travel Pass scheme and latterly the multi-operator Skipper ticket.

Furthermore, we've demonstrated our green credentials. In 2016 Plymouth Citybus welcomed the first alternative fuel buses to the region in the form of 13 single deck buses, powered by Compressed Natural Gas. The buses, along with infrastructure to fuel at the Plymouth Depot, are 96% cleaner than the Euro 4 buses they replaced. This was followed in 2017 by 16 state-of-the-art Euro 6 Low Carbon Certified, British built, double decker buses, followed by another 11 in 2019; in total, £8 million of investment. In 2020 a further 10 new Euro 6 buses entered service on cross-boundary routes between Plymouth City Centre and South East Cornwall, meaning a total of 50 low carbon certified buses now operate within the city. Stagecoach South West are also committed to greening their fleet and Stagecoach have invested nearly £7 million over the last 6 years in introducing vehicles with the cleanest Euro 6 engines to the Plymouth fleet, with an ongoing commitment to seek opportunities for further vehicle upgrades in due course.

Not only can we demonstrate the positive outcomes of working together; the strategy, set out in the [Plymouth Plan](#), provides the platform to go further. We have made a commitment to deliver a safe, accessible, sustainable and health enabling transport system<sup>6</sup> that delivers a step change in walking, cycling and public transport as the travel modes of choice for those living in and visiting the city<sup>7</sup>, focusing major

<sup>1</sup> Of the 18,027,681 trips, 4,970,235 were made by concessionary pass holders (28%)

<sup>2</sup> Of the 6,887,794 trips, 1,627,887 were made by concessionary pass holders (24%)

<sup>[1]</sup> March 2019

<sup>3</sup> The data is for the period April – August 2021

<sup>4</sup> <https://www.plymouth.gov.uk/parkingandtravel/publictransport/tenderedservices>

<sup>5</sup> Please see section XX

<sup>6</sup> Plymouth Plan Policy HEA6.

<sup>7</sup> Plymouth Plan – Theme 2: A Green City.



growth on accessible locations, where high quality sustainable travel can be more effectively promoted, with clear priorities for routes to and from the city's three Growth Areas to balance the competing demands for highway space.

We have committed to ensuring that transport is delivered in the most health promoting and environmentally responsible manner,<sup>8</sup> where the impact of severance caused by transport networks is reduced, enabling more journeys by walking, cycling and public transport and providing genuine alternative ways to travel<sup>9</sup>. To do this we have adopted a hierarchy of modes and routes based upon different spatial settings,<sup>10</sup> with walking, cycling and bus travel being the best option for city trips, and committed to partnership working, with local and regional partners, in order to realise greater benefits over the life of the plan and beyond.

Our strategy is reinforced by one of the Council's priorities, as set out within the Corporate Plan, to unlock the city's potential through creating a varied, efficient, sustainable transport network and mirrors the policy set out in the National Bus Strategy<sup>11</sup>.

A supportive policy environment has allowed investment in our network. Between 2016 and 2020 we invested in excess of £7 million in public transport (bus) infrastructure, matched by XXX by local bus operators. This funding has delivered improvements xxxxxxxxxxxx

Looking ahead, a further £58M has been secured through the Transforming Cities Fund (TCF) which will deliver:-

- **transformative infrastructure:** delivering a step-change in our sustainable transport offer through improved door-to-door connectivity, providing quality infrastructure that delivers a viable alternative to the private car, and clear information to keep the traveller informed;
- **innovative technology:** encouraging the use of new and innovative technology and new mobility systems to provide cleaner transport, enhanced accessibility to active travel modes and to manage transport demand and
- **effective behaviour change:** integrating transport measures and effectively managing travel demand through the application of policies to discourage commuting by single occupancy car.

The programmes to be delivered will improve the facilities available for bus users, and bus operators in the city centre<sup>12</sup>, at our principle railway station<sup>13</sup> and on a key cross-city link<sup>14</sup> through the heart of the city. They will also encourage and enable more trips to be made by bus through the delivery of mobility hubs improvements to St Budeaux interchange.<sup>15</sup>

A further £290M is being invested in Plymouth's transport network, complementing the *Productive Plymouth* Transforming Cities Fund programme, through strategic transport projects providing new bus provision<sup>16</sup>, increased network capacity<sup>17</sup> and junction improvements.<sup>18</sup>

<sup>8</sup> Plymouth and South West Devon Joint Local Plan policy SPT9.1.

<sup>9</sup> Plymouth and South West Devon Joint Local Plan Policy SPT9.4.

<sup>10</sup> Plymouth and South West Devon Joint Local Plan Policy SPT9.8.

<sup>11</sup> Bus Back Better – National Bus Strategy for England, 2021 <https://www.gov.uk/government/publications/bus-back-better>

<sup>12</sup> [Mayflower Street Bus Stop Scheme](#) and [Royal Parade Improvement Scheme](#)

<sup>13</sup> [Plymouth Station forecourt improvements](#)

<sup>14</sup> [Crownhill Road](#)

<sup>15</sup> [St Budeaux Interchange](#)

<sup>16</sup> Morlaix Drive ([Morlaix Drive Access Improvements | PLYMOUTH.GOV.UK](#))

<sup>17</sup> Forder Valley Link Road and Interchange ([Forder Valley Transport Improvements | PLYMOUTH.GOV.UK](#)), Woolwell to the George ([Woolwell to The George Junction | PLYMOUTH.GOV.UK](#)) and Plymouth's Major Road Network programme ([Major Road Network | PLYMOUTH.GOV.UK](#))

<sup>18</sup> Eastern Corridor Junction Improvements (Plymouth Road) ([Eastern Corridor Junction Improvements Scheme \(Plymouth Road\) | PLYMOUTH.GOV.UK](#)) and A38 Manadon Interchange ([A38 Manadon Interchange | PLYMOUTH.GOV.UK](#))

This investment, alongside complementary programmes such as [Plymotion](#), will help us deliver a reformed network, improve public confidence and address misconceptions, to encourage passengers back. **Together, we will make Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.**

Our commitment to deliver this pledge is demonstrated by this Bus Service Improvement Plan and we commend this Plan to you.

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## Section Two: Plymouth – Setting the scene

**2.1 Introduction:** This chapter provides background information on Plymouth, setting the scene for the Plymouth Bus Service Improvement Plan.

### 2.2 Plymouth's population<sup>19</sup>

Plymouth is one of the largest cities on the south coast and the 15<sup>th</sup> largest city in England with a population of approximately 263,000. The city's population is estimated to grow to around 274,300 by 2034, a projected increase of 4.3 per cent. Of the 263,070 residents, 50.2 per cent are women and 49.8 per cent are men, reflecting the England split of 50.7 per cent and 49.3 per cent respectively. Further comparisons between Plymouth, and England by key age-groups are shown in Table 2.1.

**Table 2.1 Number and percentages by age group in Plymouth and England, 2017<sup>20</sup>**

Age group	Plymouth		England	
	Numbers	Per cent	Numbers	Per cent
<b>Under 5</b>	15,308	5.8	3,384,925	6.1
<b>Under 16</b>	47,120	17.9	10,637,971	19.1
<b>Under 18</b>	52,296	19.9	11,869,346	21.3
<b>18-24</b>	32,180	12.2	4,828,279	8.7
<b>15-64</b>	170,672	64.9	35,542,943	63.9
<b>65 and over</b>	47,686	18.1	10,030,511	18.0
<b>75 and over</b>	21,620	8.2	4,535,330	8.1
<b>85 and over</b>	6,376	2.4	1,352,056	2.4

In 2017, children and young people under 18 accounted for 20 per cent of the population. Due to approximately 27,000 students residing in the city, the percentage of 18-24 year olds (12.2 per cent) is higher than that found in England as a whole (8.7 per cent). The proportion of the working-age (15-64 year old) population (65 per cent) is also higher than that in England (64 per cent). 18 per cent of people in Plymouth are aged 65 and older which is comparable with the England average (18 per cent). However, there will be a major shift in the population structure of Plymouth over the next decade as the proportion of the population aged 65 and over increases and the population aged 0-4 year's decreases. ONS projects a rise in the percentage of the Plymouth 65+ population from 17.9 per cent in 2016 to 22.7 per cent by 2034.

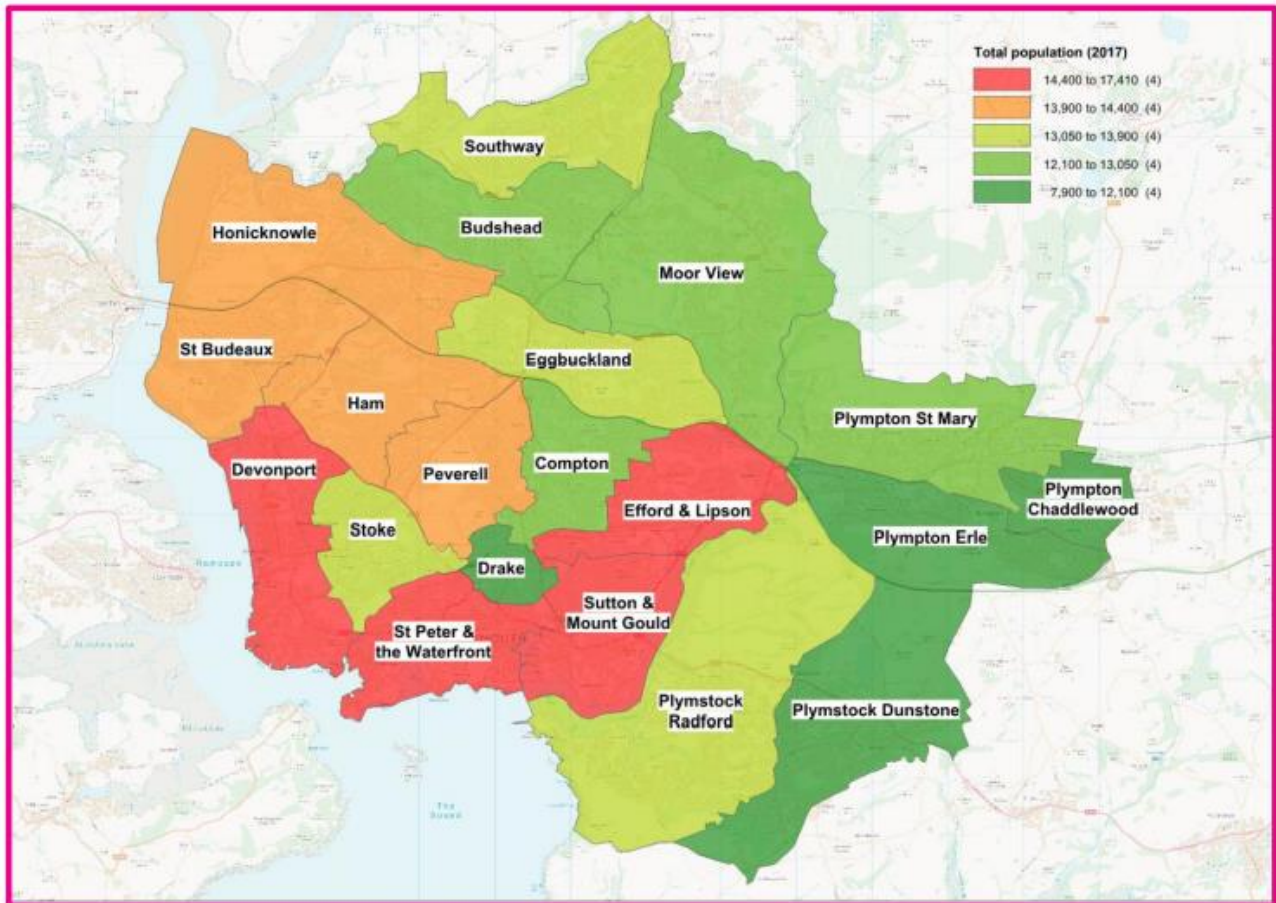
Plymouth's population is not evenly split across the city. There are higher numbers of people living in the wards to the west and southwest of the city (Figure 2.1). The ward with the biggest population is St Peter and the Waterfront (17,400) whilst Plympton Chaddlewood has the smallest population (7,900).

The wards to the west, in addition to Efford & Lipson, have the highest numbers of 0-4 year olds. In contrast, wards in the east, in addition to Compton, have the highest numbers of those aged 85 and over.

<sup>19</sup> Plymouth Report, 2019

<https://www.plymouth.gov.uk/publichealth/factsandfiguresjointstrategicneedsassessment/plymouthreport>

<sup>20</sup> ONS mid-year population estimates, 2017

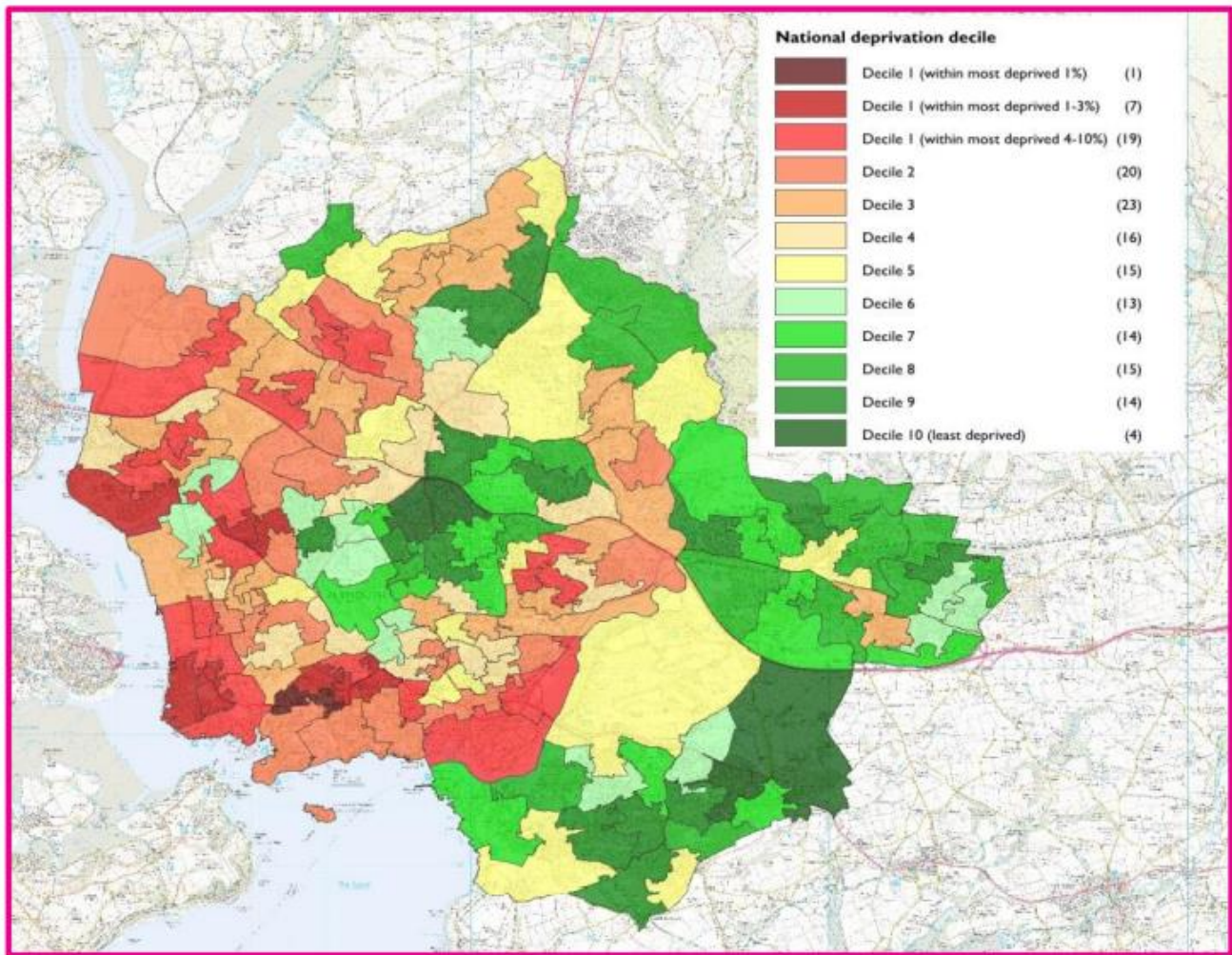
**Figure 2.1 Total population (numbers) by Plymouth electoral ward, 2017**

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Seventy four per cent of residents aged 17 or over hold a full driving licence, although there is a gender imbalance in licence holding – 80 per cent of men versus 68 per cent of women. Only one-third of 17-20 year olds hold a full driving licence. Furthermore 28 per cent of Plymouth households do not have access to a car or van; slightly higher than the England and Wales average of 26 per cent.

Analysis of the Index of Multiple Deprivation (IMD), 2015, the current official measure of relative deprivation in LSOAs in England IMD, for Plymouth reveals that deprivation in Plymouth remains higher than the England average. Figure 2.2 shows which national deprivation decile each of the 161 LSOAs in Plymouth fall within. Those falling within decile one have been further split to show the areas in the city that are most deprived nationally. One LSOA (found in the St Peter and the Waterfront ward) falls within the most deprived 1 per cent in England.



**Figure 2.2: Plymouth LSOAs by IMD 2015 national deprivation decile**

Contains public sector information licensed under the Open Government Licence v3.0. Contains OS data © Crown copyright and database right (2016). Data source: IMD 2015, Department of Communities and Local Government, 30 September 2015.

### 2.3 Plymouth's economy

Plymouth is the most significant economic centre in the southwest peninsula and the largest urban area in both the Heart of the South West (HotSW) Local Enterprise Partnership (LEP) and Peninsula Transport shadow Sub-national Transport Body (STB) regions. It has an economic output of £5.63 billion, providing 111,500 jobs.

Plymouth currently has a marginally higher employment rate than the UK average (75.5 per cent compared to 75.1 per cent) and an economic activity rate also slightly higher than the UK average (79.2 per cent compared to 78.8 per cent). Plymouth has also seen strengthening productivity in recent years (Plymouth's GVA per hour worked stands at 85.9% of the UK average in 2019, this is up from 83.9% in 2016). Plymouth's productivity growth has been faster than the UK average although the city has traditionally struggled to raise its low business density and start-up rate, for which the city ranks 61 st and 62nd respectively amongst the UK's 63 Cities. Plymouth also faces the challenge of raising the earnings of those that work in the city, which still lag considerably behind the UK (£441.8 gross weekly pay compared to £479.1 for the UK).

The city is home to three universities and two specialist marine research institutions. The University of Plymouth is now the UK's 15th largest university, with more than 20,000 students, 2,000 of which are

international students from the EU and further afield helping to raise its profile, and that of the city, on an international stage.

In terms of international exports, Plymouth's most valuable sectors for international exports are manufacturing, marine, and advanced manufacturing and engineering. Plymouth's creative industries generate an estimated turnover in excess of £250 million per year. The sector is worth £51.5 million GVA, supports 3,800 jobs, and accounts for more than five million day visitors a year. Plymouth is also home to a dynamic and diverse digital sector which generates £108.8 million in GVA for the city.

Plymouth is also set to become a Freeport unlocking million pounds of funding for the area - both within the city's boundaries and across wider South Devon area. It is expected that up to 1,000 new jobs could be created in the first two years and up to 9,000 over the next 10 years and 50 new apprenticeships and 10 internships every year by 2027.

Tourism is also a major contributor to the city's economy. Plymouth has 5,116,000 visitors a year, spending £322 million.

## 2.4 Plymouth's environment

Plymouth has one of the most unique and diverse natural environments of any city in the country. Over 40 per cent of the city is designated as green space, and it is surrounded by three Areas of Outstanding Natural Beauty (AONB), a European Marine Site, a Marine Conservation Zone and Dartmoor National Park. Plymouth Sound is the UK's first National Marine Park.

Access to green space is a key part of a sustainable community and delivers significant health and wellbeing benefits. Overall, Plymouth's greenspace is estimated to save £9.26 per person in healthcare costs by removing air pollutants from the atmosphere such as particulate matter (PM2.5) from vehicles<sup>21</sup>.

Plymouth has a single Air Quality Management Area (AQMA) which was declared in 2014 for Nitrogen Dioxide (NO<sub>2</sub>) (Figure 2.3). This AQMA includes the areas of concern at the time of the declaration: Exeter Street, Mutley Plain, Stoke Village, Royal Parade, Tavistock Road and their connecting roads. However, air quality in Plymouth is mostly good. The only area of concern remaining from this list is Mutley Plain, with other areas showing continued compliance. However, 2019 is the second year of compliance in Mutley Plain. During 2019 all diffusion tubes at relevant locations were below the National Air Quality objectives.

### Figure 2.3 Air Quality Management Area declared for Plymouth and Noise Important Areas identified by Defra

Poor air quality in Plymouth is largely related to road traffic emissions. Plymouth City Council has produced a joint Air Quality Action Plan (AQAP)/ Transport Plan to implement various schemes to control traffic and pollution levels [PCC, 2020].

Transport is also a significant contributor to greenhouse gas emissions. In Plymouth the transport sector is accountable for 30% of the city's total emissions [PCC undated<sup>22</sup>] and is an area which requires a major

<sup>21</sup> ONS, Centre for Ecology and Hydrology, July 2018

<sup>22</sup> [Mobility 2021 | PLYMOUTH.GOV.UK](#)

change in behaviour if the target for Plymouth to become carbon neutral by 2030 is to be achieved [PCCa, undated].<sup>23</sup>

Table 2.2 shows the local authority CO<sub>2</sub> transport emissions, by transport category.

**Table 2.2 Local authority CO<sub>2</sub> transport emissions estimates, XXX, by transport category**

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<sup>23</sup> PCC, undated- [Climate emergency | PLYMOUTH.GOV.UK](#)

### Section Three: Plymouth Bus Service Improvement Plan - Overview

**3.1 Introduction:** This chapter provides an overview of Plymouth's Bus Service Improvement Plan.

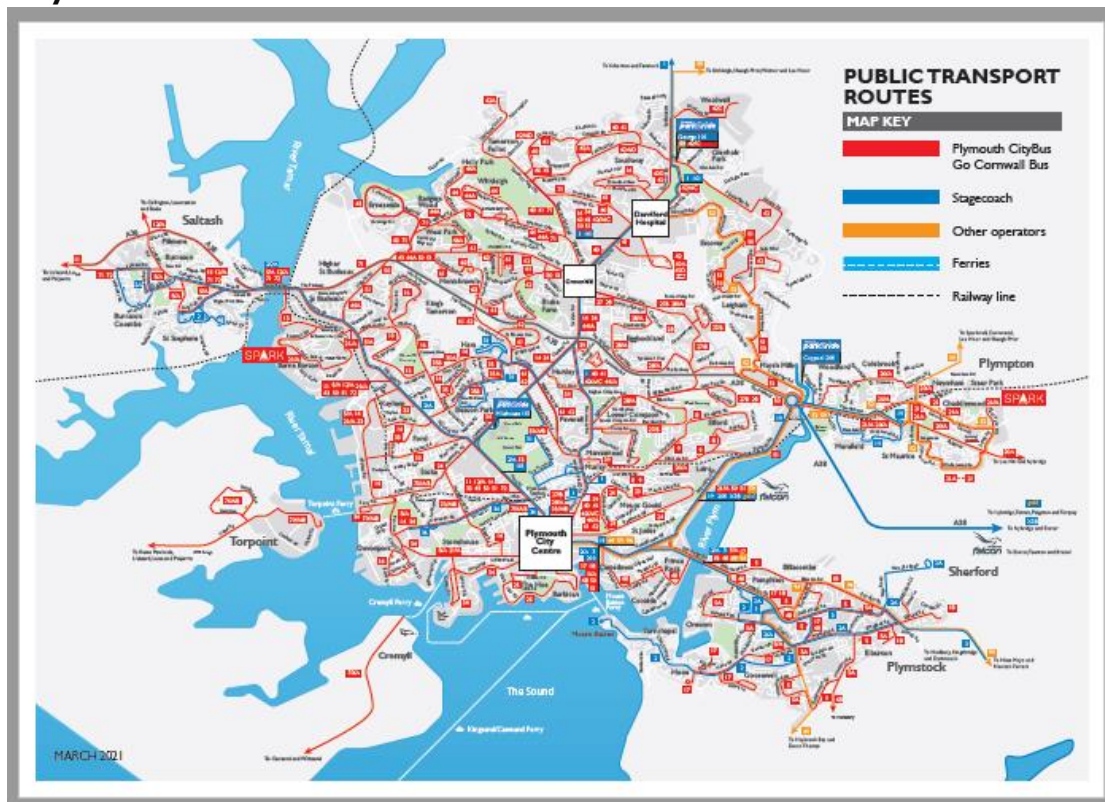
**3.2 Bus Service Improvement Plan – geographical area.** This Bus Service Improvement Plan (BSIP) covers the city of Plymouth (Figure 3.1) and a single Local Transport Authority (LTA), Plymouth City Council.

**Figure 3.1: Plymouth Bus Service Improvement Plan area**



The justification for the BSIP purely relating to the city boundary is that approximately 77% of registered routes operate exclusively within the city boundary (Figure 3.2)<sup>24</sup>.



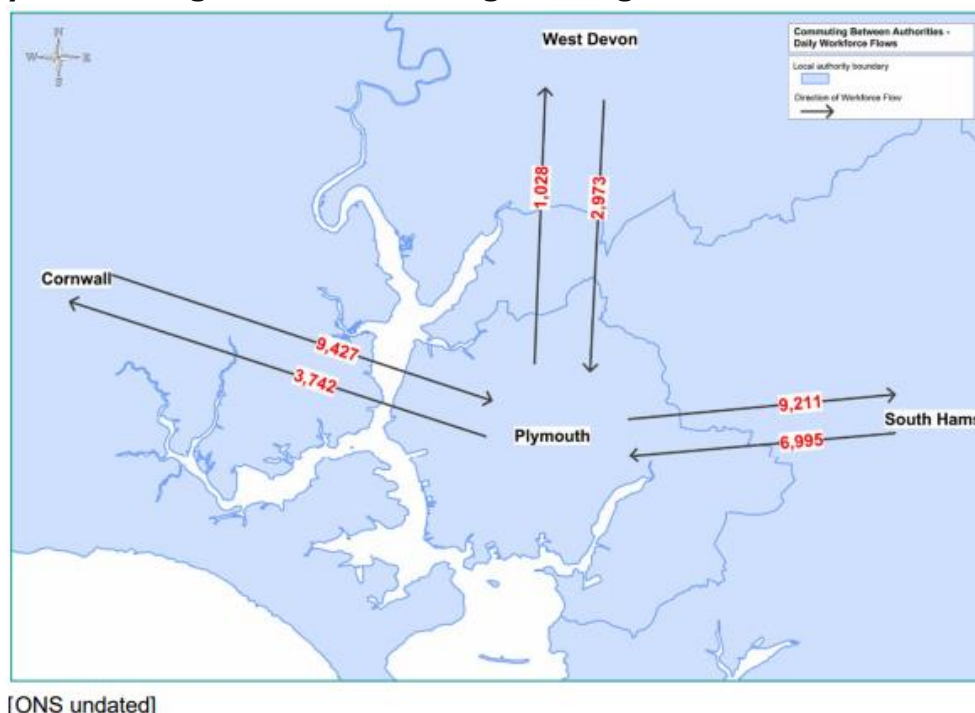
**Figure 3.2 Plymouth's Bus Network**

Furthermore, ONS data relating to commuting patterns indicates that Plymouth is relatively self-contained in terms of employment, with 67 per cent of all workers usually resident in the city also working here (Figure 3.3).

**Figure 3.3 Commuting patterns of workers, according to the local authority of their usual residence.**

There is variation in the levels of self-containment in different parts of the city. Areas which are least reliant on employment in Plymouth (less than 79 per cent of residents commuting to jobs in the city) are either those on the urban fringes; Roborough, Plympton, Chaddlewood, Woodford, and Plympton St Maurice or in central areas such as Mutley and the city centre. However, when account is taken of commuting to urban fringe employment sites (located in South Hams) then all parts of the city have at least four in every five residents working there [xxx].

However, the Council, recognises that our Travel to Work Area (TTWA) goes beyond our administrative boundary and includes parts of South Hams, including Ivybridge, West Devon, including Tavistock, and Cornwall including the Rame Peninsula, Torpoint and Saltash (Figure 3.4)

**Figure 3.4 Key commuting flows between neighbouring authorities, 2011**

In order to make buses the natural choice for everyone, not just those without cars, and boost bus patronage, routes into and out of the city are also important. During the development of the BSIP the partnership of the Council and public transport providers have worked closely with our neighbouring Local Transport Authorities; Cornwall Council, Devon County Council and Torbay Council and will continue to work with our neighbours during the delivery of this BSIP and the development of future Plans. Section 6 sets out the proposed mechanism for doing so.

### 3.3 Bus Service Improvement Plan – duration, review and alignment with wider Local Transport Plans.

This BSIP will span the period 2021 to 2034, aligning with the Plymouth Plan<sup>25</sup>, a ground-breaking plan which sets a shared direction of travel for the long term future of Plymouth bringing together a number of strategic planning processes into one place.

The Plymouth Plan talks about the future of the city's economy; it plans for the city's transport and housing needs; it looks at how the city can improve the lives of children and young people and address the issues which lead to child poverty and it sets out the aspiration to be a healthy and prosperous city with a rich arts and cultural environment; and it sets out the city's spatial strategy, incorporating the Plymouth-specific elements of the Plymouth and South West Devon Joint Local Plan<sup>26</sup>, the development plan for the city.

Alignment with the Plymouth Plan has been chosen because, since 2017, Plymouth's Local Transport Plan, and hence transport policies, has been integrated within the

+Implementation Plan and hence through working to the same timescales as the Plymouth Plan it will help ensure that the guiding transport strategies and the implementation plan, are aligned.

The BSIP will be reviewed annually, in October each year, through Public Scrutiny.

<sup>25</sup> The Plymouth Plan 2014 -2034 <https://www.plymouth.gov.uk/planningandbuildingcontrol/plymouthplan>

<sup>26</sup> The Plymouth and South West Devon Joint Local Plan 2014 -2034

<https://www.plymouth.gov.uk/planningandbuildingcontrol/plymouthandsouthwestdevonjointlocalplan>

### 3.4 Next steps: The development of an Enhanced Partnership scheme

To deliver our commitment to make Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper we propose that all services operating within Plymouth are included within an Enhanced Partnership scheme. This is because of the successful working relationship the Council already has with all Plymouth bus operators, which means that both the Council and the operators are satisfied that the outcomes set out in the National Bus Strategy can be achieved through an Enhanced Partnership, rather than through a franchise. This approach accords with the Council's values of democracy, responsibility, fairness and collaboration<sup>27</sup>. Working together with our operators, residents and businesses, we will deliver our common ambition of making Plymouth's buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.

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<sup>27</sup> Plymouth City Council Corporate Plan 2021 – 2025 <https://www.plymouth.gov.uk/aboutcouncil/corporateplan>

## Section four - Current bus offer to passengers

**4.1 Introduction:** This chapter describes Plymouth's current bus network. It analyses the existing local bus services, compared to BSIP outcomes, LTA financial support for bus services and other factors that affect the use of local services.

### 4.2 Bus Operators

The majority of bus services within Plymouth are operated by Plymouth Citybus (part of the Go-Ahead Group) and Stagecoach South West (part of the Stagecoach Group). Both operators also provide a wide range of inter-urban services. Bus services are also operated by Oakley's Coaches, County Bus, TallyHo Coaches, First Bus, Donderry and District Community Bus Association Ltd and Gorran and District Community Bus Association Ltd all of whom have been involved in the development of the BSIP.

### 4.3 Bus Patronage and mode share

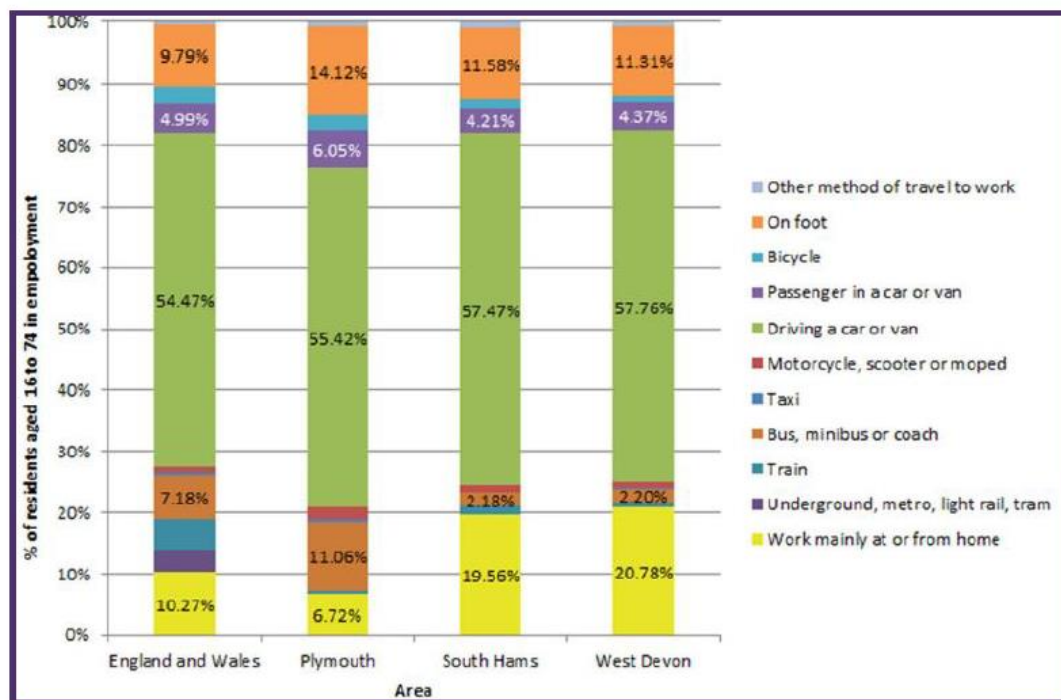
Plymouth is a bus based city. Table 4.1 shows the bus passenger journeys per head of population

**Table 4.1** Bus passenger journeys per head of population, XX

Furthermore, encouragingly, commuting by bus is higher in Plymouth than across England & Wales excluding London, placing the city in the top 20% of authorities for this commuting mode (Figure 4.1). Above average levels of bus commuting are located in the western parts of Plymouth (from Devonport to St. Budeaux). The highest proportion of car commuting is found in the Chaddlewood, Goosewell, Tamerton Foliot and Woolwell neighbourhoods. The lowest proportions of people driving to work are found in Plymouth's central areas as well as a small pocket around Derriford<sup>28</sup> (Figures 4.2 and 4.3)

<sup>28</sup> Plymouth and South West Devon Joint Local Plan Baseline Transport Conditions Report WSP/ Parsons Brinckerhoff, February 2017.

**Figure 4.1: Method of travel to work by all residents aged 16-74 in employment, by Plymouth and South West Devon JLP Planning Authority (2011 Census)**



**Figure 4.2 Method of travel to work – proportion driving to work**

**Figure 4.3 Method of travel to work – proportion traveling by bus**

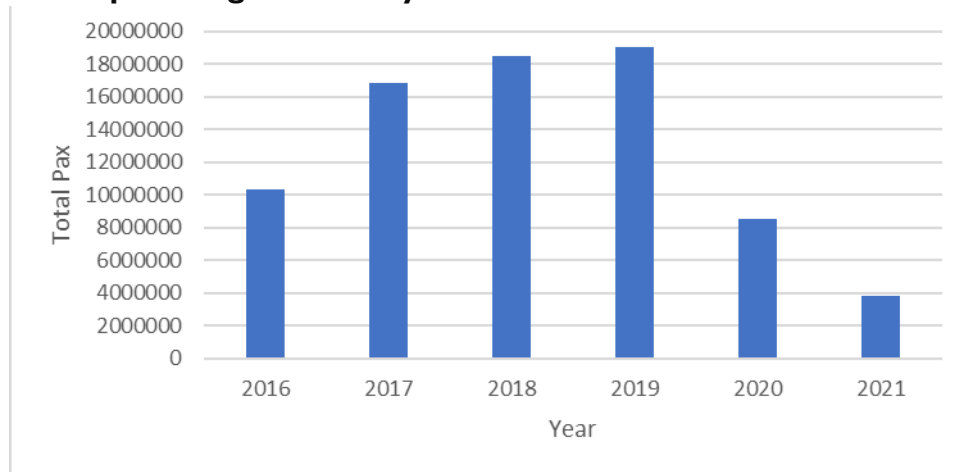
However, bus patronage has declined, due to the Covid-19 pandemic. In 2019/20 18,027,681<sup>29</sup> bus trips were made. In 2020/21 the number of trips on our buses fell to 6,887,794<sup>30</sup>.

**Table 4.2 Bus Patronage**

	2016	2017	2018	2019	2020	2021
Total Patronage	10,355,198	16,828,352	18,475,114	19,003,288	8,492,519	3,820,451
% change (+ is an increase, - is a decrease)		62.51%	9.79%	2.86%	-55.31%	-55.01%

<sup>29</sup> Of the 18,027,681 trips, 4,970,235 were made by concessionary pass holders (28%)

<sup>30</sup> Of the 6,887,794 trips, 1,627,887 were made by concessionary pass holders (24%)

**Figure 4.4: Total bus patronage within Plymouth<sup>31</sup>**

#### 4.4 Bus network and service frequencies

An extensive network of bus services covers Plymouth and its fringes. Most local bus services start, terminate or call at one of the stops on Royal Parade in the city centre and many services operate on a loop through city centre streets (Mayflower Street, Western Approach, Union Street, Derry's Cross, Royal Parade, Exeter Street, Charles Street) before radiating out along key corridors to serve the city.

The bus routes and operators are shown on the public transport network map (Figure 3.2).

During weekday daytimes, services operate on up to a ten minute frequency (i.e. 6 buses per hour). Services are either less frequent during evenings and weekends or do not operate during these times or days, which can limit journey opportunities. Local residents in communities including Ernesettle, Tamerton Foliot and Glenholt raised dissatisfaction during Plymouth Plan consultations with the level of bus accessibility available to them<sup>32</sup>.

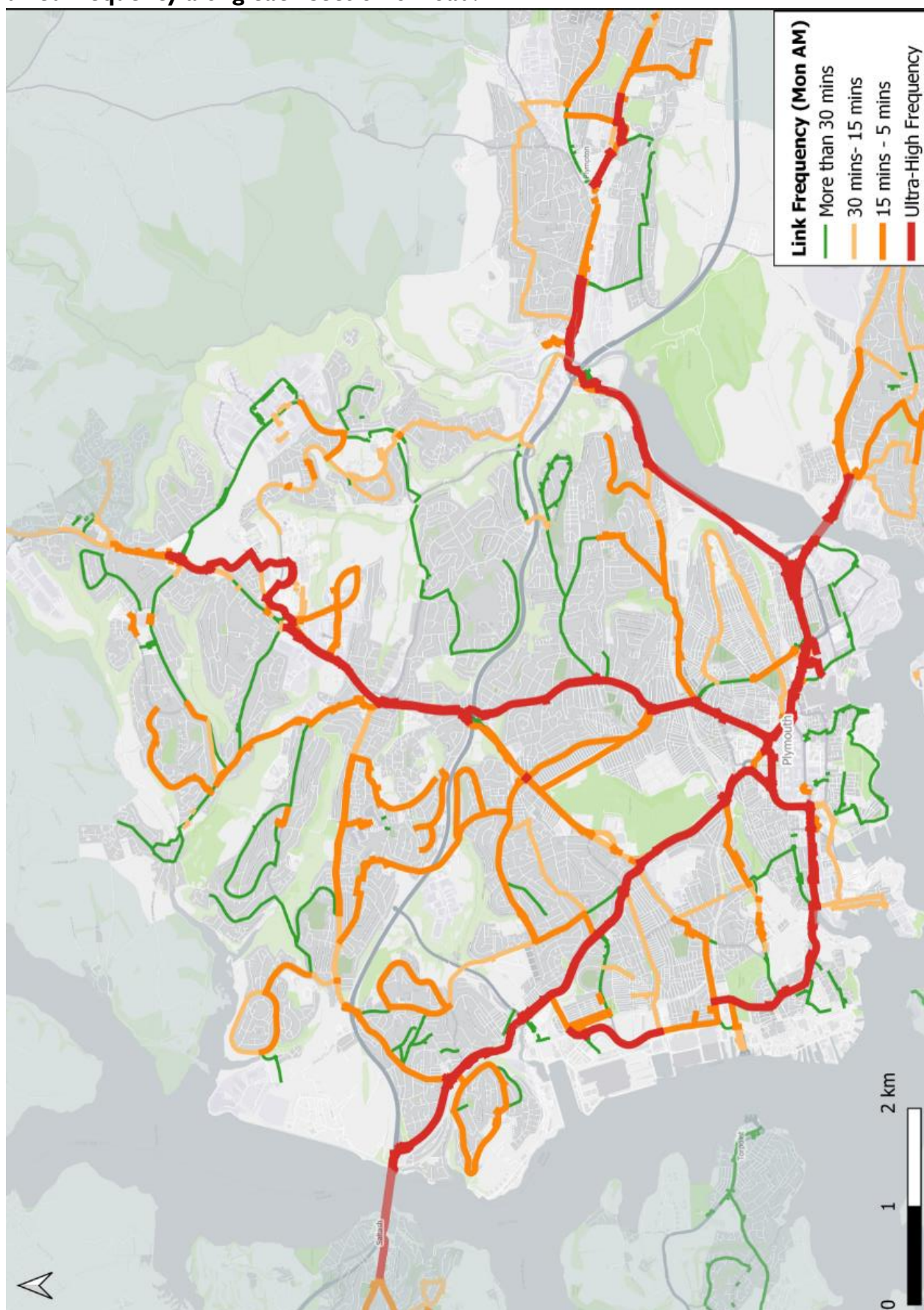
Conversely the combination of several services operating on the same corridor can give a much more significant bus frequency on core corridors as shown in Figures 4.5-4.10.

<sup>31</sup> Patronage figures are as provided by operators during the development of the BSIP; the data has not been provided by all operators

<sup>32</sup> Plymouth City Council 2015 Plymouth Plan 2011 to 2031 Part Two Toolkits (8 toolkits) - [Plymouth Plan Archive | PLYMOUTH.GOV.UK](https://www.plymouth.gov.uk/planning-and-building-control/planning/plymouth-plan-2011-to-2031-part-two-toolkits)

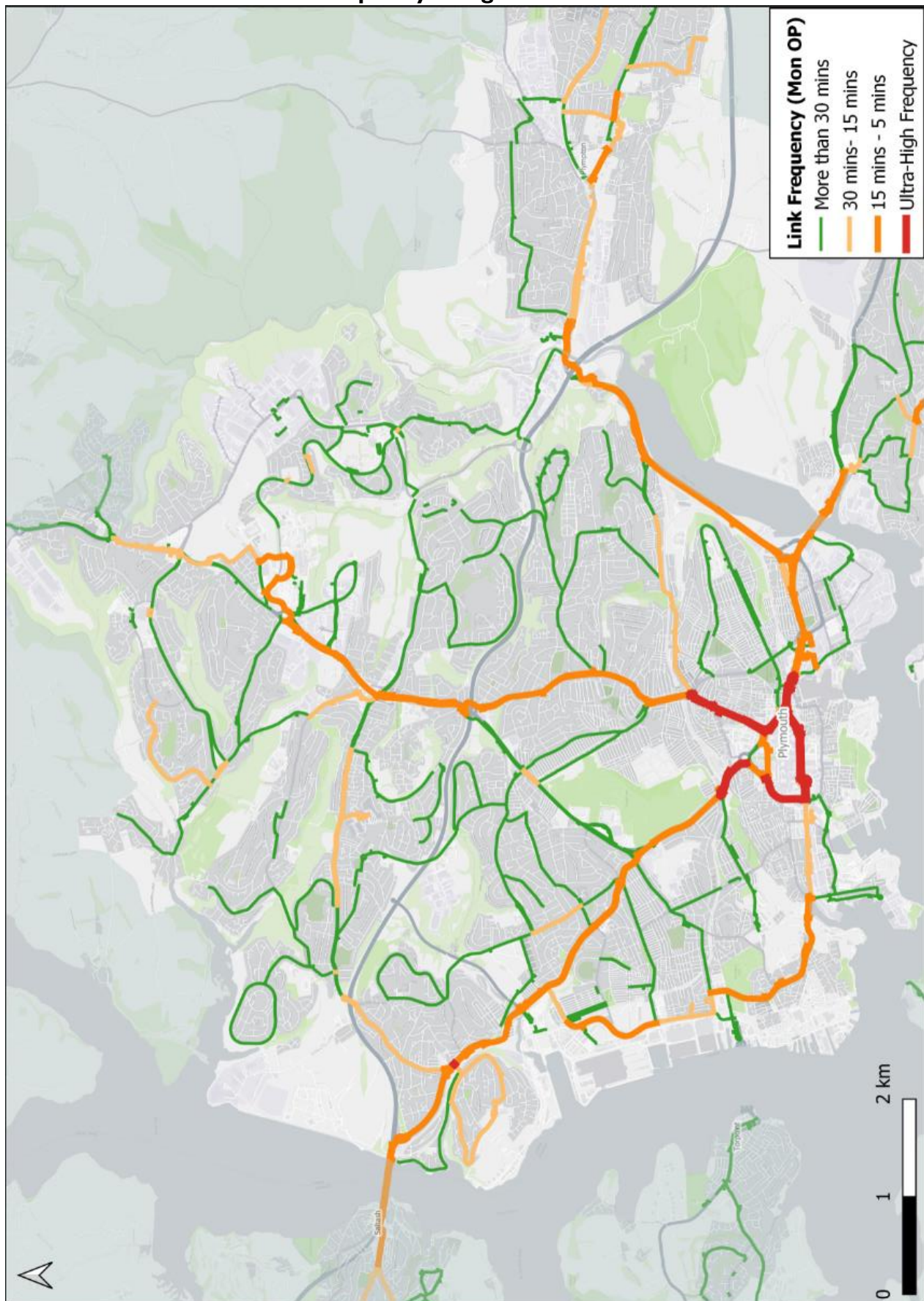


**Figure 4.5: Weekday (Monday – Friday), AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.**



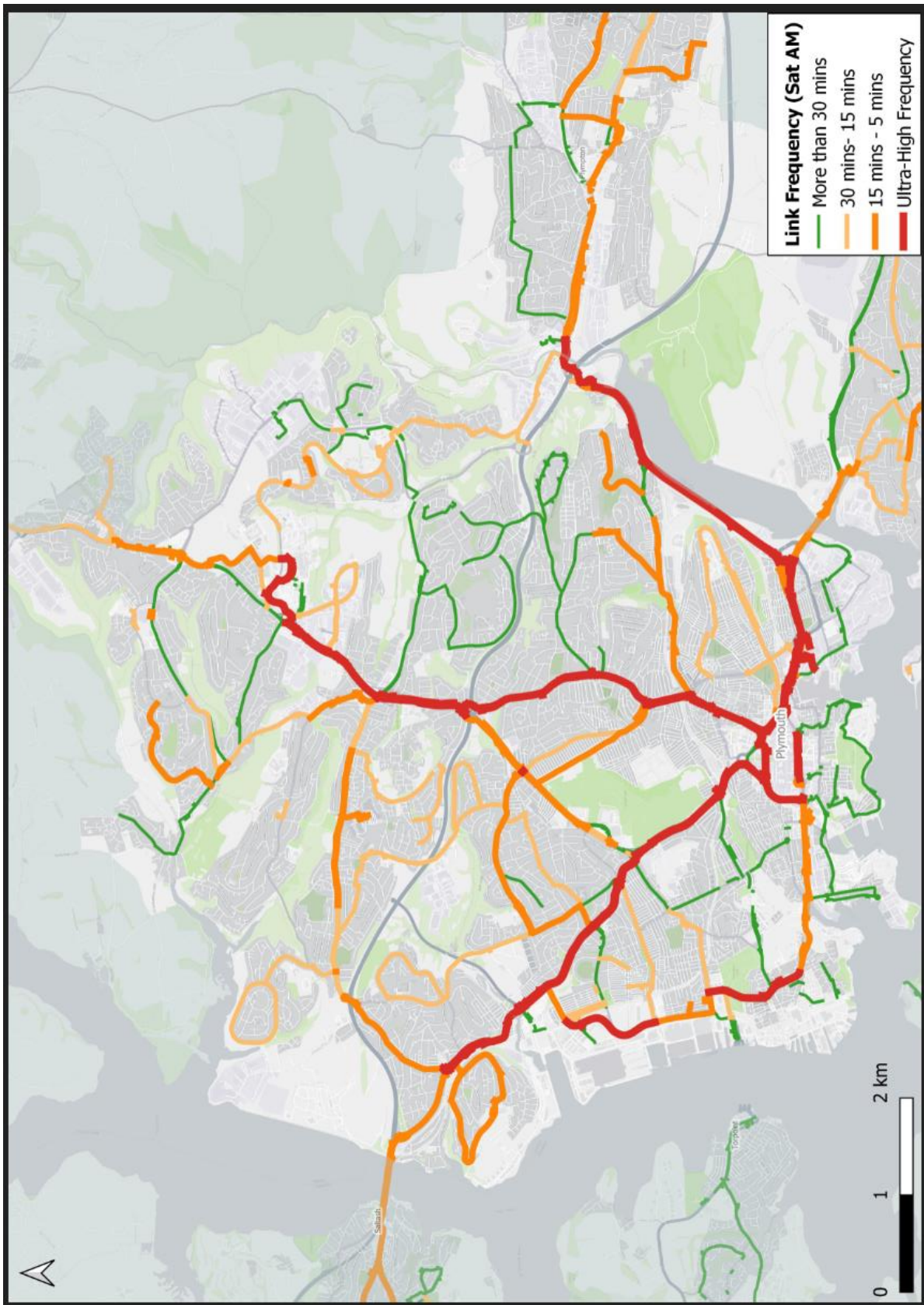


**Figure 4.6: Weekday (Monday – Friday), off-peak (18:00 – 23:59), link frequencies– the combined frequency along each section of road.**

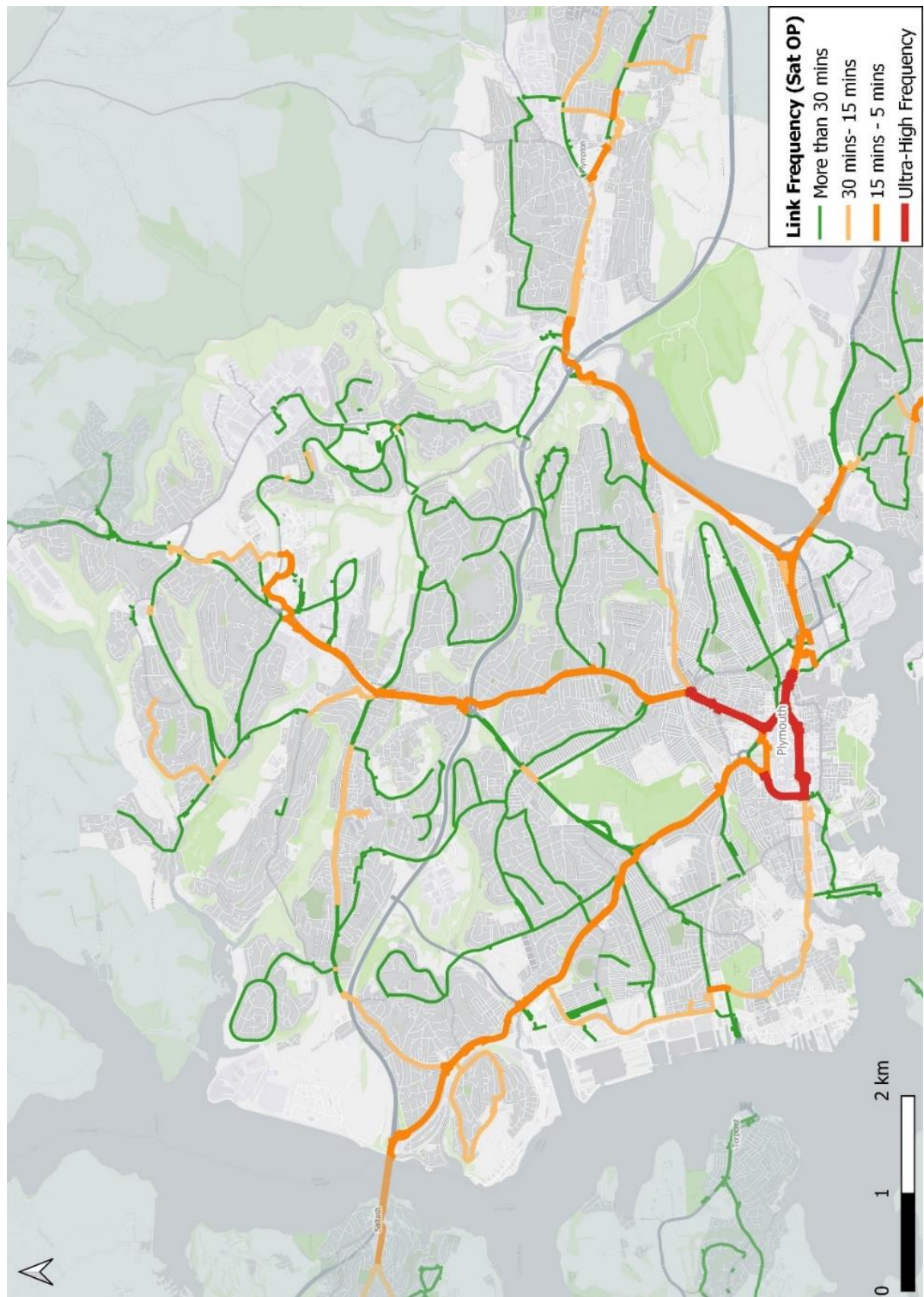




**Figure 4.7: Saturday AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.**

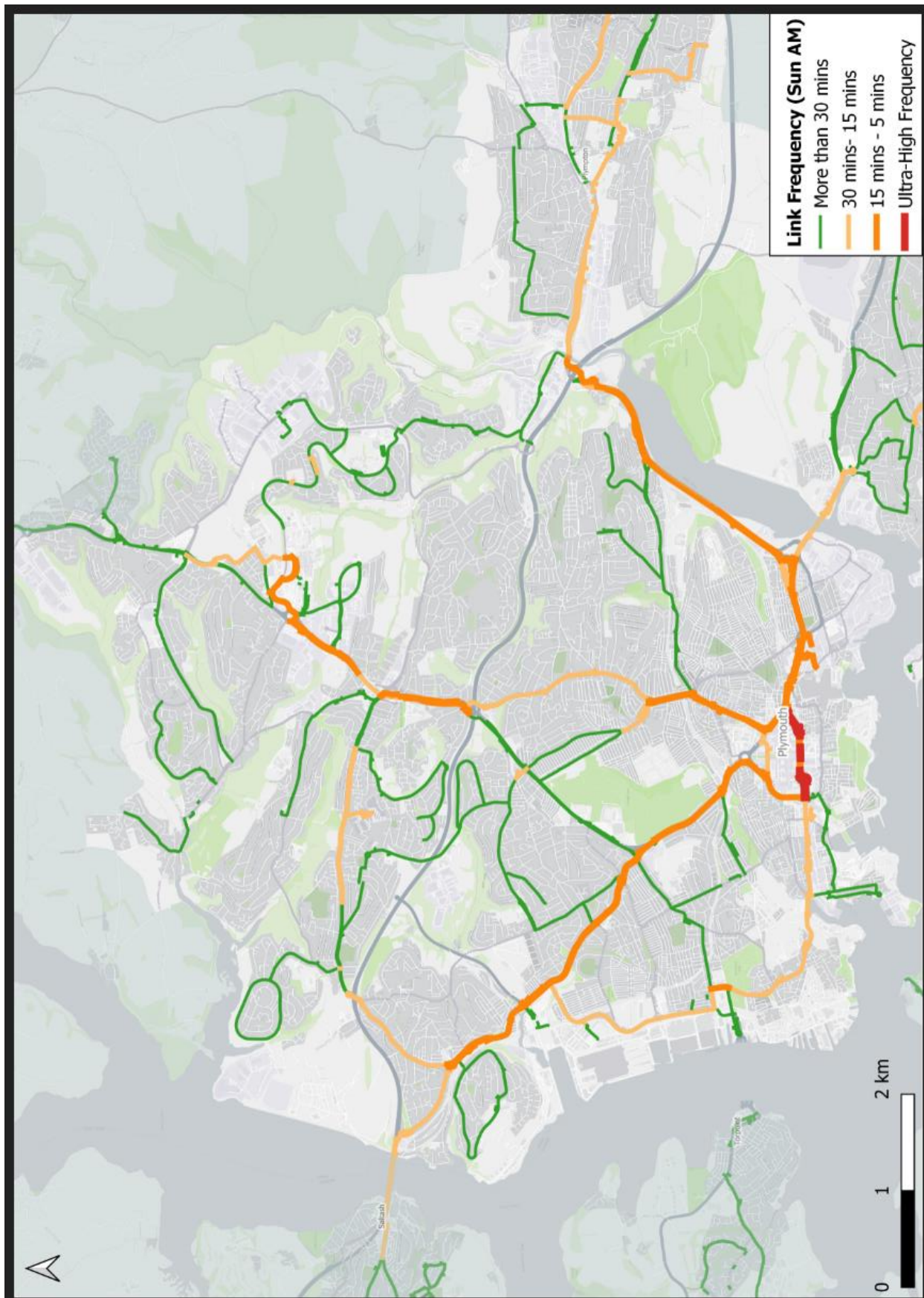


**Figure 4.8 Saturday evening (xxxx), link frequencies– the combined frequency along each section of road.**

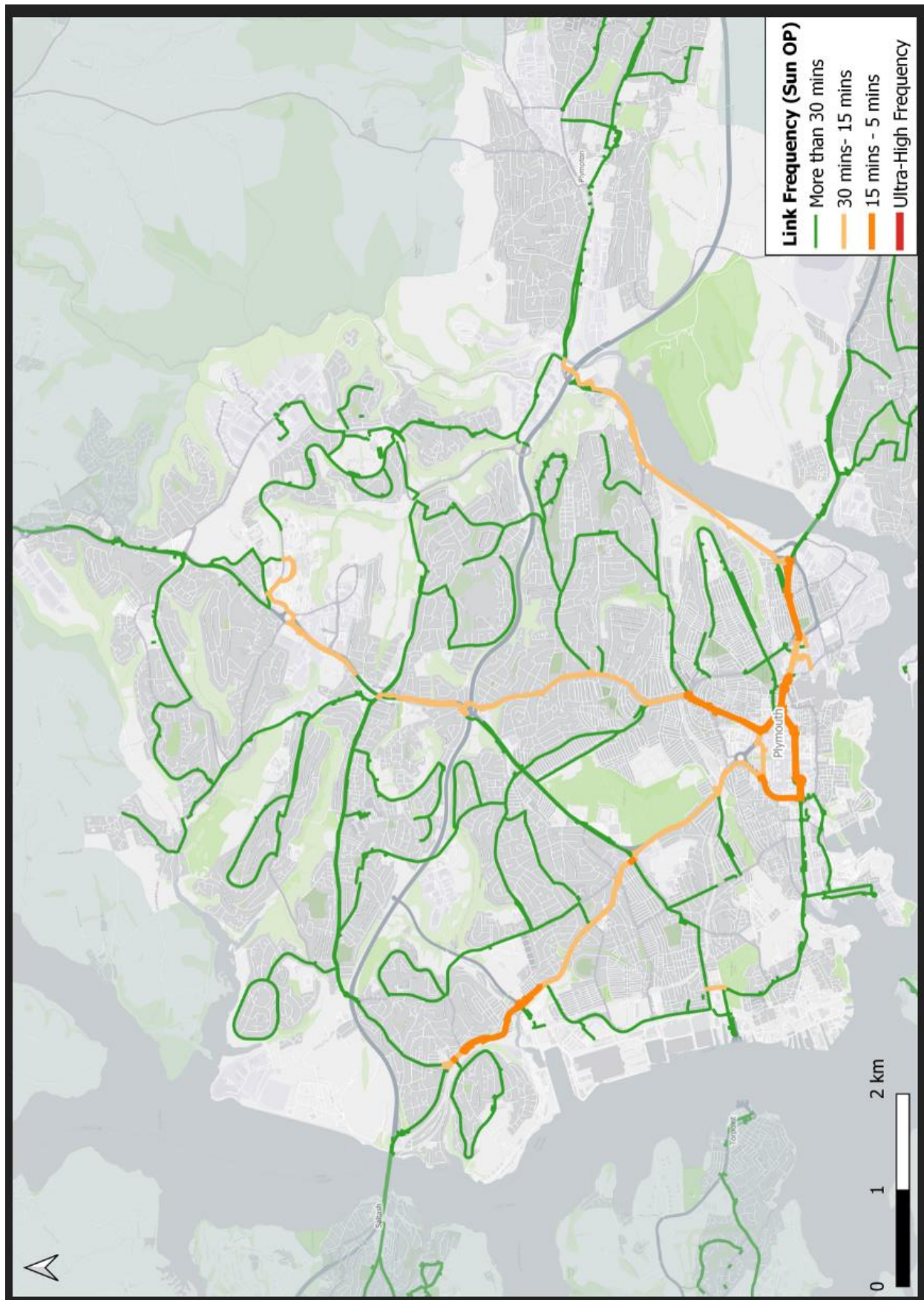




**Figure 4.9: Sunday AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.**



**Figure 4.10 Sunday evening (xxxx), link frequencies– the combined frequency along each section of road.**





Whilst bus journeys from most parts of the city to the city centre may be straightforward (and to a lesser extent for travel to other local hubs such as Derriford), orbital or cross-city journeys tend to involve interchange between services. As a consequence these journeys have a resultant time penalty and can require a walk between different stops to complete the journey. However, accessibility to services is generally good.

#### 4.5 Accessibility to services

Accessibility to public transport services in Plymouth has been determined<sup>33</sup> and shows that circa:-

- 98% of the population are within 400m of a corridor operating services at a frequency of **35 minutes** or less in the weekday **morning peak**.
- 87% of the population are within 400m of a corridor operating services at a frequency of **30 minutes** or less in the weekday **evening**.
- **83%** of the population are within 400m of a corridor operating services at a frequency of **15 minutes** or less in the weekday **morning peak**;
- 43% of the population are within 400m of a corridor operating services at a frequency of **15 minutes** or less in the weekday **evening**.

#### 4.6 Subsidised services

Part of the reason behind high levels of accessibility is the provision of subsidised services. The Council currently provided financial support for thirteen bus services (Table 4.3). Without this support these services would be deemed commercially unviable and would not operate and accessibility to public transport would be reduced.

**Table 4.3 Plymouth City Council Tendered Bus Service Network, September 2021**

Service Number	Operator	Route	Days of Operation	Kilometres per Week
2A	Stagecoach Southwest	Elburton to Sherford	Monday – Sunday Inc Bank Holidays	1,235.04
13/13S	Plymouth Citybus	13: Saltash Passage to City Centre 13S: St Budeaux to Kings Tamerton via Barne Barton	13: Monday to Friday Exc Bank Holidays 13S: Term time only until 09:28	13: 708.92 13S: 101.35
14	Plymouth Citybus	Derriford Hospital to City Centre via Ham, Keyham, Mutton Cove and Devonport	Monday – Saturday Exc Bank Holidays	2,169.94

<sup>33</sup> Using GIS software Super Output Areas were reviewed with a 400m buffer area plotted bus routes

17	Plymouth Citybus	Hooe to City Centre via Plymstock Broadway & Pomphlett	Monday to Friday Exc Bank Holidays	358.58
18	Plymouth Citybus	Elburton to City Centre via Plymstock Broadway & Pomphlett	Monday to Friday Exc Bank Holidays	353.91
19	Stagecoach Southwest	Plympton Ridgeway and Merafield to City Centre via Marsh Mills	Monday to Friday Exc Bank Holidays	1,004.3
31	Stagecoach Southwest	Pennycross to City Centre via Beacon Park and Mutley	Monday to Friday Exc Bank Holidays	671.15
39	Plymouth Citybus	Hartley Vale to City Centre via Mannamead	Monday to Friday Exc Bank Holidays	552.41
42 (Mainstone)	Plymouth Citybus	Mainstone Loop to Asda	Monday – Saturday Exc Bank Holidays	614.7
42/42A/42D (Seaton Neighbourhood)	Plymouth Citybus	Seaton Neighbourhood diversion	Monday – Sunday Inc Bank Holidays	187.48
44A	Plymouth Citybus	Whitleigh Green to Camels Head via Holly Park and Ringmore Way	Monday to Friday Exc Bank Holidays	546.3
52	Oakleys Coaches	Plympton to Derriford Hospital via Estover	Monday to Friday Exc Bank Holidays	1,335
54	Plymouth Citybus	Bovisand to City Centre via Plymstock (May Half Term & School Summer Holidays Only)	Monday – Sunday Inc Bank Holidays.	1,176

Between 2018/19 and 2019/20 patronage on subsidised services rose and the average cost per passenger for providing the services fell. However, as with all services patronage has been heavily affected by the Covid-19 pandemic with patronage falling to XXXXX in 2020/21 (Table 4.4)

**Table 4.4: Plymouth's subsidised services – total patronage and average cost per passenger for providing the services**

Measure	Year		
	2018/19	2019/20	2020/21
Subsidised services patronage			
Average cost per passenger for providing the services			

The majority of the funding for the provision of the subsidised services set out above is from Plymouth City Council's own budgets. However, contributions are also made from:-

- Section 106 developer funding contributions
  - £278,108.17 of S106 funding is expected to be spent on seven services in 2021/22.
- Bus Service Operators Grant (BSOG).
  - £85,008 in 2021/22

Funding has also being provided from the Department for Transport through the 'Better Deal for Buses' fund. The Council secured £137,345 from this Fund. £55,495 was spent in 2020/21 and the balance (£81,850) will be spent in the current financial year.

In 2020, due to the impact of the Covid-19 pandemic the Council also received funding from the Department for Transport's Local Transport Authority Covid Bus Service Support Grant (LTA CBSSG) and Local Transport Authority Covid Bus Service Support Grant Restart (LTS CBSSG Restart). The funding helped cover the additional costs on the tendered bus service network resulting from Covid 19.

Up to date information on Plymouth's subsidised services network is available at [Tendered services | PLYMOUTH.GOV.UK](https://plymouth.gov.uk/tendered-services)

#### 4.6 Ticketing

A range of tickets are available to purchase on Plymouth's buses ranging from single and return tickets, to day tickets and longer period passes. Tickets are able to be purchased both on bus and online. Mobile tickets are also available on Plymouth's principle bus operators, Plymouth Citybus and Stagecoach South West [].

The ticket classes are broadly similar across operators, although the names of the tickets differ. However, there are also company specific product, such as the weekend wonder and nightrider tickets on Plymouth Citybus [] and the multi-trip carnet available on Stagecoach South West services]. The discounted tickets and add-ons also are inconsistent between companies with Plymouth Citybus, for example, offering a 'kid add-on' and Stagecoach half price single and return tickets for job seekers [] and ticketing is perceived as confusing, with a general lack of awareness of the ticket options available ().

Plymouth also has a multi-operator ‘Skipper’ ticket. It allows travel in Plymouth, Torpoint, Saltash, Roborough, Langage, the built up areas of Ivybridge, Lee Mill, Smithhaleigh, Wembury and Heybrook Bay (Figure X) and can be used on Go Cornwall Bus, Oakleys Coaches, Plymouth Citybus, Stagecoach South West and Tally Ho services.

It is available as a day, seven day and 28 day ticket. Seven and 28 Day tickets can only be added to a smart card which you can buy online from [Plymouth Citybus](#) or [Stagecoach South West](#), from the [Plymouth Citybus Travel Centre](#) or from the driver on any Stagecoach South West bus.

**Figure 4.1 | Skipper ticket map**



All Plymouth’s bus operators accept contactless payments and cash fares are also accepted.

#### 4.7 Passenger information

Plymouth currently does not have a co-ordinated timetables or an integrated timetable book. However, there is a multi-operator network map () which is produced by the Council and is available online.

Passenger information, particularly since the start of the pandemic, is principally available online. The exception is information displayed at bus stops where information is displayed either in a shelter or timetable case. Information is also available on RTP1 displays (section XX) and in person. For example, from the Council’s ‘Plymotion’ travel advisors and from staff at the Plymouth Citybus travel shop in the city centre. Previously Stagecoach South West staff were available at the George Junction Park and Ride terminal building. However, this facility was closed in March 2020 due to the pandemic and has not yet re-opened.

As part of a study considering Mobility as a Service in Plymouth a review was undertaken of current App and Web based provision of transport services. The review considered:

- Ability to plan your travel;
- Acknowledgment of an operator’s role in wider network provision;
- Ability to purchase travel via the App;
- Ability to travel via phone based ticket validation;
- Ability to purchase multi-operator products;



- Ability to purchase other operators products;
- Ability to purchase complementary travel (1st mile / last mile);
- Links to complementary sites for wider travel.

**Table 4.5 Summary of Transport Providers Digital Offerings in Plymouth (Web) [PCC 2021].**

Plymouth Transport Provider	Own Products / Services Information	Multi-Operator Products / Service Information	Multi-Modal Products / Service Information	Ability to Journey / Location Plan Own Products / Services	Ability to Journey / Location Plan Multi-Operator products / services	Ability to Retail Own Ticket / Service	Ability to Retail Multi-Operator Ticket / Service	Ability to Fulfil Multi-Operator Ticket / Product	GPS Customer Location	Dynamic Real time Information
Traveline SouthWest	Y	Y	Y	Y	Y				Y	Y
Plymouth Citybus	Y			Y		Y			Y	Y
Stagecoach SouthWest	Y			Y		Y			Y	Y
Tally Ho Coaches	Y									
Oakleys Coaches	Y									
Countrybus	Y									
PCC Website	Y	Y	Y							
Access Plymouth	Y					Y				

**Table 4.6 Summary of Transport Providers Digital Offerings in Plymouth (App) [PCC 2021].**

[illegible]

## 4.8 Bus infrastructure and interchange locations

### 4.8.1 Key Bus & Coach Interchange Locations

Mayflower Street is the location of Plymouth's coach station for scheduled coach services, with National Express, Megabus & Stagecoach Falcon services all operating from the site. The £4.85M, seven-stand station on the site of the former Mayflower West multi-storey car park site opened in September 2016<sup>34</sup> and replaced a facility at Bretonside, offering a high quality centrally located gateway to the City.

The new location is closer to main rail station and provides a much higher quality facility, with an indoor ticket office and waiting room and toilets, real time information screens and a food and drink kiosk. It is operated by National Express. Significant improvements have also been made to the look and feel of the streets around the new coach station, including taxi and general drop off/pick up areas.

Derriford Hospital also acts as a significant hub for bus services, being the best served location outside the city centre, with XX departures per hour in the off-peak period.

The [Derriford Hospital Interchange scheme](#), completed in XXX widened the hospital entrance to enable two-way bus operations. It facilitates more efficient bus journeys, improved the waiting areas and increased capacity with four additional bus stops. Furthermore the completion in 2015 of the Marjon Link Road has provided a two-way bus-only connection between Plymbridge Lane and Derriford Road to improve bus reliability and enhance public transport access to the university and hospital

### 4.8.2 Bus –car interchange (park and ride)

There are three park and ride sites in Plymouth where you can park for free and take the bus. The three sites are located on key transport corridors with a total of 1,900 parking spaces, as follows:

- Coypool (450 spaces), by the A38 Marsh Mills Roundabout, serves travellers arriving from the eastern side of the city,
- The George (750 spaces), situated on the A386 Tavistock Road, serves the northern corridor; and
- Milehouse (700 spaces), near Home Park, is accessible from the northern and western corridors.

The P&R bus services operate six days a week from all three sites. The sites are however open every day with Coypool being used by walkers and cyclists as well as visitors to the Plym Valley Steam Railway, a motorcycle training school and for car boot sales. The George Junction being available for car boot sales and vintage bus and coach rallies and Milehouse for Central Park and Plymouth Life Centre users.

<sup>34</sup> Construction footage can be viewed here - <https://www.youtube.com/watch?v=WkZp4TtYzcA>

**Table 4.7 Plymouth's Park and Ride services**

Site	Services	Service frequency	Journey time to the city centre	Opening hours	Additional services
Coypool Park and Ride	Stagecoach South West 200	Every 30 minutes during peak times and every 40 minutes during off-peak times Monday to Saturday.	15 minutes	<p>The site has toilets and EV charging points.</p> <p>Cycle lockers are available as well as bike hire.</p> <p>It opens at 6.15am and is locked at 8pm (Monday to Saturday)</p>	
George Park and Ride	Stagecoach South West 101	Service 101 runs every 15 minutes Monday to Saturday.	Service 101 takes 30 minutes to get to the city centre via Derriford Hospital and Milehouse park and ride	<p>There is a passenger hub at the George which has toilets and showers. It is currently closed.</p> <p>Cycle lockers are available</p> <p>EV charging is available</p> <p>The car park is open 24 hours a day Monday to Sunday</p>	The Plymouth Citybus services 42 and 42C run between the city centre and the George park and ride via Mutley Plain, Derriford Business Park, Derriford Hospital and the University of St Mark & St John.
Milehouse Park and Ride	Stagecoach South West 101	Every 15 minutes during the day Monday to Saturday.	Service 101 takes 10 minutes to get to the city centre	<p>Cycle lockers are available.</p> <p>EV charging is available</p> <p>Parking is available in this car park for motorhomes and long wheel-base vans</p> <p>The car park is open 24 hours a day Monday to Sunday.</p>	

All three P&R services are operated commercially by Stagecoach South West.

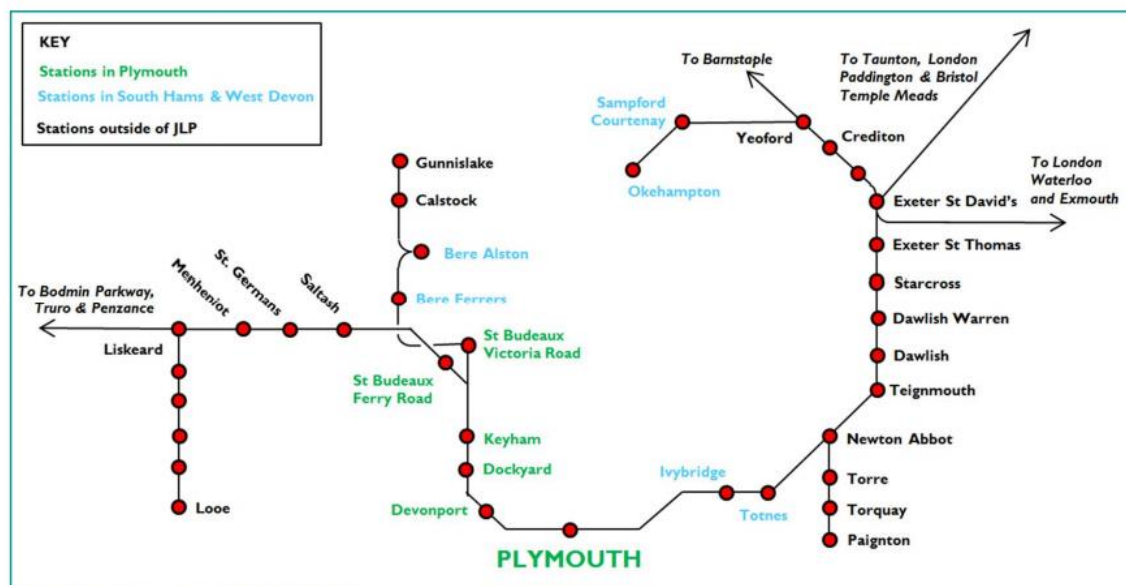
A further P&R site, to the south of the A38 and west of Deep Lane, was granted outline planning permission in 2013 as part of the Sherford new community [SHDC 2013]. This site is planned to initially have at least 500 spaces, rising to 1000 spaces at a later date during the development.

All of the Plymouth sites, prior to the pandemic, were well used with the George Junction site being full on most days reflecting not only demand for the city centre but increasingly for Derriford Hospital, the Plymouth Science Park and Marjon University.

### 4.8.3 Bus-rail Interchange

Plymouth is served by six railway stations (Figure 4.12).

**Figure 4.12 – National Rail Network serving Plymouth and the Plymouth and South West Devon Joint Local Plan area.**



[WSP | PB on behalf of PCC]

Plymouth Rail Station on North Road East in the city centre is the busiest of the six stations (Table 4.8) and acts as the primary gateway for long distance rail travel for the wider region. It is also an important interchange between long distance and local services. It is the busiest station in the far South West.

**Table 4.8 Entries and Exits at National Rail Stations in Plymouth, calculated from ticket purchases.**

Bus-rail interchange in the city is currently focused on Plymouth Rail Station, which is approximately 650m walk distance from the coach station and approximately 900m from the principal local bus stops on Royal Parade. A scheme is currently being developed as part of the Council's Transforming Cities Fund programme to redevelop the station forecourt, completing the [masterplan for the redevelopment of Plymouth Station](#).

The closest bus stops to the station forecourt are located on Saltash Road approximately 73m (inbound to the city centre) and 102 m (outbound from the city centre) from the entrance to the bus stops.

Work is also underway on improving bus-rail interchange in St Budeaux, through the Transforming Cities Fund, St Budeaux interchange project. Under these plans, St. Budeaux Station (Victoria Road and Ferry Road) will provide a pivotal role as a sustainable transport interchange connecting commuters from the South East of Cornwall and West Devon with employment and healthcare opportunities in both the Derriford and Northern Corridor and City Centre and Waterfront growth areas.

We are working closely with our rail partners and local bus operators to increase the frequency of rail services at the stations and improve connectivity with bus services. The scheme aims to provide additional

benefits to the local community and those commuting to St. Budeaux and Barne Barton by offering greater choice and accessible sustainable transport options both within Plymouth and beyond.

**Table 4.9 - Facilities at Plymouth's national rail stations in Plymouth**

Station	Services calling at station	On-site car parking spaces	Staffed ticket office	Notes on accessibility to platforms and cycle parking	Location of closest bus stop(s)	Distance to closest bus stop(s) – miles	Facilities at bus stop(s)
<b>Devonport</b>					Keppel Place x 2	0.1	None flagpole. Stop inbound has clearway.
					Devonport Road Rail Bridge	0.2	None flagpole.
<b>Dockyard</b>					Keyham Primary School – St Levan Road	0.2	Shelter and clearway
<b>Keyham</b>					Keyham Court	0.1	None flagpole. Stop has clearway
<b>Plymouth</b>					Railway Station Inbound	0.1	Bus shelter, real time display and clearway.
					Railway Station Outbound	0.2	Bus shelter, real time display and clearway. Bins at stop.
<b>St. Budeaux</b>					Ferry Road	0.1	None

Ferry Road					Station		flagpole.
St. Budeaux Victoria Road					St Budeaux Square 1 Outbound	120 yards	Bus shelter, real time display and clearway.  Bins at stop.
					St Budeaux Square 2	0.1	Bus shelter, real time display and clearway.  Bins at stop.

#### 4.8.4 Bus-ferry interchange

Bus services pass close to, or directly serve most of the local ferry landings (Barbican, Admiral's Hard, Mount Batten and Torpoint ferry). Some bus services from Cornwall use the Torpoint Ferry and are given priority loading, when in service. The cross-channel ferry terminal at Millbay is, however, not directly served by bus services with the closest stop to the ferry terminal operating along Millbay Road approximately 700 m away.

#### 4.9 Bus Stops

There are 1460 formal bus stops within the authority area.

There is considerable variation in the facilities available at bus stops across the city in terms of such factors as the passenger waiting environment (e.g. shelters, the information available for waiting passengers and whether step-free access to buses is possible).

At present of the 1460 stops:-

- 587 have shelters of which 198 are advertising shelters
  - 138 shelters have adjacent litterbins
  - 93 shelters have anti-vandal panels
- 113 have RTPI displays
  - 109 are in shelters
  - 4 are RTPI flags
  - A further 4 more displays will be installed imminently of which 2 will be flags
- 318 have bus borders of which
  - 226 are located at stops with shelters
  - 92 are at bus stops without shelters

- 296 bus stop clearways at stops with shelters

**Table 4.10: RTPI display, by core public transport corridor<sup>35</sup>**

Corridor	Number of displays along whole corridor	Number of displays unique to this corridor
City Centre – Devonport (via Union Street) – St Budeaux Square	19 displays	14 unique to this corridor
City Centre – Wolseley Road – Saltash	11 displays	1 unique to this corridor
City Centre – Mutley Plain – George Junction Park and Ride	24 displays	15 unique to this corridor
City Centre – Outland Road- George Junction Park and Ride	17 displays	3 unique to this corridor
City Centre – Plympton Ridgeway	5 displays	3 unique to this corridor
City Centre – Plymstock Broadway	4 displays	2 unique to this corridor

#### 4.10 Bus punctuality and reliability

Large traffic volumes are experienced on Plymouth's roads and traffic growth is continuing (Table 4.11)

**Table 4.11 Changes in Traffic Levels on Selected Road Corridors in Plymouth XX to XX**

Table 4.12 details annual average weekday traffic (AAWT) flows on strategic corridors in Plymouth with the information presented graphically on Figure 4.13.

**Table 4.12 Annual Average Weekday Traffic Flows in XXX on strategic roads in Plymouth**

#### Figure 4.13 Annual Average Weekday Traffic on selected roads in Plymouth

Figures 4.14 and 4.15 show the change in traffic through the course of an average xxxx for selected sites illustrating peak and off-peak variations in flow.

#### Figure 4.14 Average weekday flow profile – selected locations for the A386

<sup>35</sup> This data excludes the RTPI displays in the city centre





Mutley Plain – George Junction Park and Ride										
City Centre – Outland Road- George Junction Park and Ride										
City Centre – Plympton Ridgeway										
City Centre – Plymstock Broadway										

Data on bus punctuality and reliability is collected by Global Positioning Systems (GPS) fitted to many vehicles (to enable real-time departure information to be provided) and reported by the DfT at local authority level.

Table 4.15 identifies that bus punctuality in Plymouth is better than in neighbouring authorities and the England averages. In XXX X% of all monitored services in Plymouth arrived within the Traffic Commissioners' window of tolerance (up to 1 minute before or up to 5 minute after the scheduled time).

**Table 4.15 – Percentage of non-frequent bus services running on time, by authority, XXX**

Authority	% of services defined as on time		
	2017/18	2018/19	2019/20
<b>Plymouth</b>			
<b>England outside London</b>			
<b>English non-metropolitan areas</b>			

[XX] Note: Non-metropolitan areas refers to all area of England outside Greater London, Greater Manchester, South Yorkshire, Merseyside, South Yorkshire, Tyne and Wear, West Midlands and West Yorkshire.

A key factor affecting bus service journey times is traffic congestion, with bus journeys at peak times being timetabled to make allowance for slower road conditions. Table X shows the difference in scheduled journey times on Plymouth's core bus corridors in the peak and off-peak using representative bus services[] On two of Plymouth's core bus corridors additional running time is factored into the peak journey.

**Table 4.16 Scheduled journey times on Plymouth's core bus corridors in the peak and off-peak []**

Corridor	Journey time AM Peak		Journey time Off-peak		Service used as benchmark
	Inbound	Outbound	Inbound	Outbound	
City Centre – Devonport (via Union Street) – St Budeaux Square	24 Minutes	22 Minutes	24 Minutes	22 Minutes	21A
City Centre – Wolseley Road – Saltash	30 Minutes	22 Minutes	27 Minutes	21 Minutes	2
City Centre – Mutley Plain – George Junction Park and Ride	26 Minutes	25 Minutes	31 Minutes	29 Minutes	42C

City Centre – Outland Road- George Junction Park and Ride	39 Minutes	41 Minutes	30 Minutes	32 Minutes	101
City Centre – Plympton Ridgeway	39 Minutes	32 Minutes	39 Minutes	32 Minutes	20A
City Centre – Plymstock Broadway	19 Minutes	18 Minutes	19 Minutes	18 Minutes	5A

Key:

	No difference between peak and off-peak		Longer peak journey time		Shorter peak journey time
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However, notwithstanding the journey times accounted for in timetables, data captured by on-board GPS highlights the problems of bus reliability on key corridors. Tables 4.17 below xxxxxx

**Table 4.17 Bus journey times, by core corridor, inbound to the city centre: Peak hour**

Corridor	2018/19			2019/20		
	Recorded Journey Times (mins: secs)			Recorded Journey Times (mins: secs)		
	Average journey time	Shortest journey time	Longest journey time	Average journey time	Shortest journey time	Longest journey time
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre – Outland Road- George Junction Park and Ride						
City Centre – Plympton Ridgeway						
City Centre – Plymstock Broadway						

**Table 4.18 Bus journey times, by core corridor, outbound from the city centre; Peak hour**

Corridor	2018/19			2019/20		
	Recorded Journey Times (mins: secs)			Recorded Journey Times (mins: secs)		
	Average journey time	Shortest journey time	Longest journey time	Average journey time	Shortest journey time	Longest journey time
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre – Outland Road-George Junction Park and Ride						
City Centre – Plympton Ridgeway						
City Centre – Plymstock Broadway						

**Table 4.19 Bus journey times, by core corridor, inbound to the city centre: Off peak**

Corridor	2018/19			2019/20		
	Recorded Journey Times (mins: secs)			Recorded Journey Times (mins: secs)		
	Average journey time	Shortest journey time	Longest journey time	Average journey time	Shortest journey time	Longest journey time
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre –						

Outland Road-George Junction Park and Ride						
City Centre – Plympton Ridgeway						
City Centre – Plymstock Broadway						

**Table 4.20 Bus journey times, by core corridor, outbound from the city centre: Off peak**

Corridor	2018/19			2019/20		
	Recorded Journey Times (mins: secs)			Recorded Journey Times (mins: secs)		
	Average journey time	Shortest journey time	Longest journey time	Average journey time	Shortest journey time	Longest journey time
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre – Outland Road-George Junction Park and Ride						
City Centre – Plympton Ridgeway						
City Centre – Plymstock Broadway						

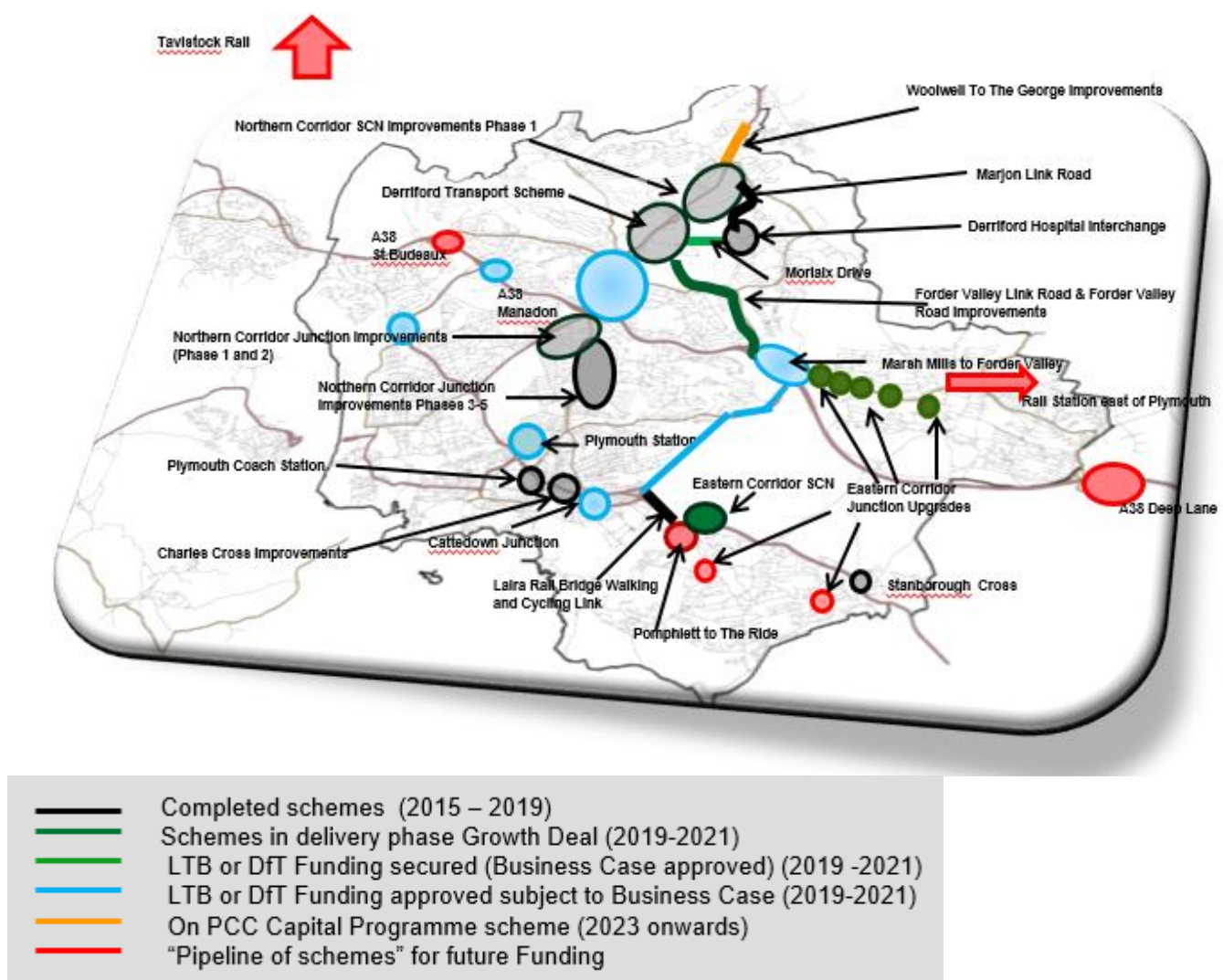
#### 4.11 Bus priority infrastructure

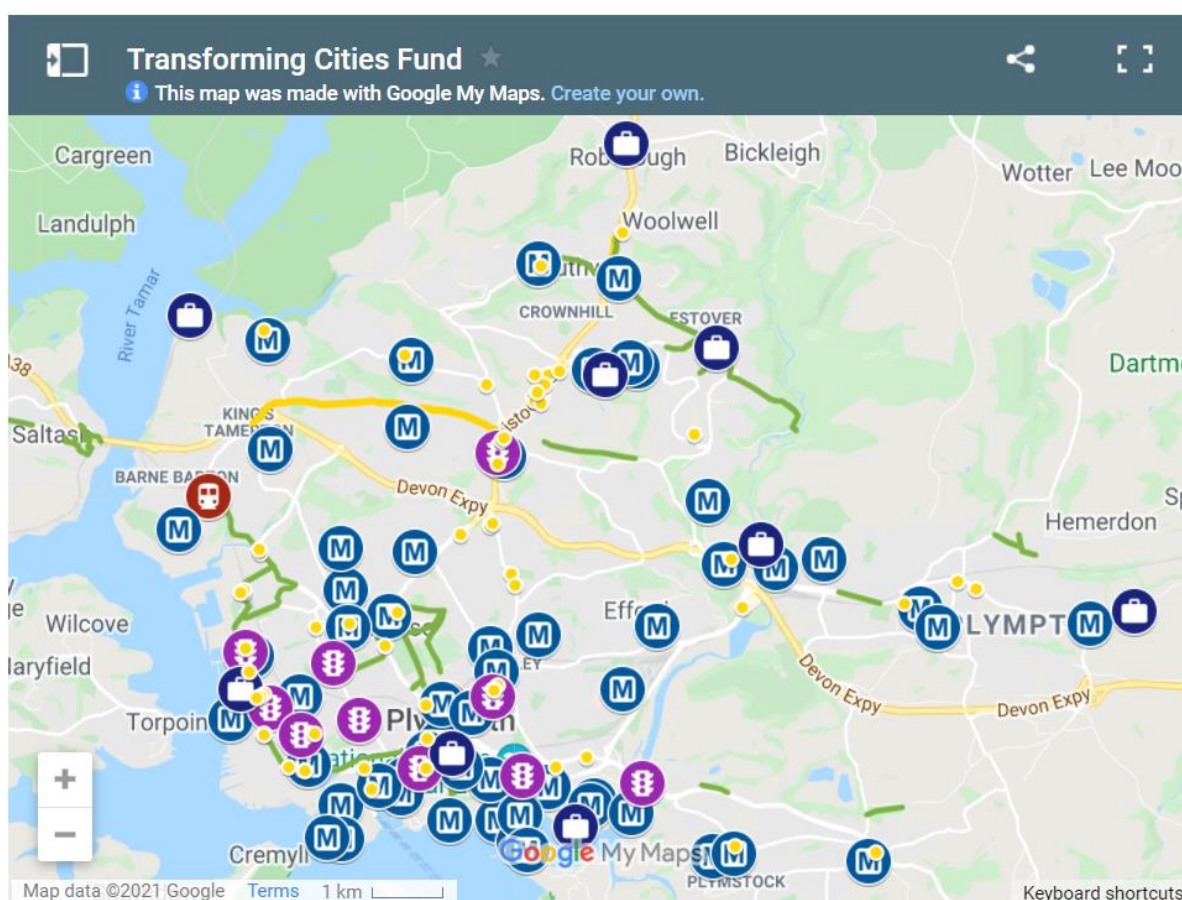
In order to tackle traffic congestion, improve bus service reliability and encourage modal shift there is a significant level of bus priority infrastructure in the city, comprising bus lanes and bus gates, much of which is located on the main radial bus corridors and on the city centre loop. The bus lanes have a 24hr operation and camera enforcement is used to ensure compliance by drivers.

In some places, often where highway land is constrained such as on parts of the A386 Tavistock Road, infrastructure is not continuous, with implications for the efficient movement of buses.

To support the sustainable growth of Plymouth, in accordance with the Plymouth and South West Devon Joint Local Plan, the Council have, and continue, to deliver a vast transport infrastructure programme designed to both directly and indirectly support the efficient operation of the city's sustainable transport network. This work is principally being delivered through the Strategic Transport (Figure 4.16) and Transforming Cities Fund (Figure 4.17) programmes.

**Figure 4.16 – Strategic Transport infrastructure projects**



**Figure 4.17: Productive Plymouth Transforming Cities Fund programme<sup>36</sup>**

## 4.12 Parking

A range of off-street and on-street parking exists across the city, varying in amount, ownership, cost to use it and the categories of user or vehicles who can park. The city centre currently has more than 5,000 off-street public parking spaces, 4,200 of which are concentrated in seven large multi-storey car parks (MSCPs). The largest of these are Drake Circus (1270 spaces) and Western Approach (1094 spaces). Table 4.21 and Table 4.22 set out the charges made at a range of car parks in the City Centre & Waterfront and across the rest of the city respectively.

**Table 4.21 Weekday Parking Tariffs for Cars in Selected Car Parks – Plymouth City Centre and Waterfront**

**Table 4.22 Weekday Parking Tariffs for Cars in Selected Car Parks – Wider Plymouth**

Controlled Parking Zones (CPZ) – in which all on-street parking is controlled – cover substantial areas within and surrounding the city centre, covering The Barbican and The Hoe, Coxside, St. Jude's, Greenbank, Mutley, Ford Park and Stonehouse, and selected areas away from the city centre, such as close to Crownhill local shopping centre. These CPZs cover substantial areas of housing whose residents often do not have any alternative off-street parking available to them [WSP, PCC, 2017].

Outside of the city centre, and particularly in the post-war suburbs, many non-residential land uses such as retail parks, employment sites and leisure facilities have generous levels of private parking and in the majority of locations no charge is made for customers, visitors or employees to park. PCC provide a

<sup>36</sup> [Transforming Cities Fund - Google My Maps](#)



number of off-street car parks available for public use, many of which are situated within or adjacent to local and district centres, such as Crownhill, Leigham, Mutley, Plympton, Plymstock and Whitleigh Green. Charges are levied at a small number of these sites with no charge levied at the remainder.

**Figure 4.18 – SWOT Analysis – Plymouth’s current bus network**

### 4.13 Passenger satisfaction







The National Highway and Transport Public Satisfaction Survey (NHT Survey) collects the public's views on different aspects of Highway and Transport in local authority areas, it covers; Pavements, Cycle Routes/Lanes, Local Bus Services, Local Taxi (or mini cab) Services, Community Transport, Demand Responsive Transport, Safety on Roads, Traffic Congestion, Levels of Traffic Pollution, Street Lighting, the Condition of Roads and the local Rights of Way Network.

Responses to the survey are compiled into Key Benchmark Indicators (KBIs) and Benchmark Indicators (BIs) for each Authority for comparison purposes, most of which measure satisfaction.

There are also a range of Key Quality Indicators (KQIs) and Quality Indicators (QIs) which cover the non-satisfaction related questions in the survey, measuring ease of access to services, levels of provision and how well informed the public feel.

Plymouth has taken part in the NHT Survey 13 times and were one of the 109 authorities across the UK to take part in the latest survey completed in 2020. The survey was sent to 3,300 households across the authority area and 799 members of the public responded, including 92 on-line. This represents an overall response rate of 24.2% compared with the national average of 23.8%. Figure 4.19 presents a summary of the results. The figure compares Plymouth’s thematic scores with the NHT average, it also shows a trend in results, where available and the difference (gap) from the NHT average

**Figure 4.19 2020 NHT results for Plymouth - Summary**

Theme	Description	Plymouth	NHT Average	Trend	Gap
	Accessibility	70%	71%	0%	-1%
	Public Transport	60%	57%		3%
	Walking/Cycling	52%	52%		0%
	Tackling Congestion	47%	46%		1%
	Road Safety	55%	53%		2%
	Highway Maintenance	48%	49%		-1%

The data shows that overall satisfaction with public transport in Plymouth is higher than the average NHT score. When considered in more detail Plymouth is above average in all areas, excluding community transport (Figure 4.20), although less than 50% of respondents were satisfied with Plymouth’s public transport information.

**Figure 4.20: 2020 NHT Public Transport results for Plymouth**

Key Benchmark Indicator	Plymouth	NHT High	NHT Average	NHT Low	% Difference
<b>Public Transport</b>					
KBI 06 - Local bus services (overall)	65%	79%	60%	47%	5%
KBI 07 - Local bus services (aspects)	67%	81%	57%	36%	10%
KBI 08 - Public transport information	49%	73%	44%	23%	5%
KBI 09 - Taxi/mini cab services	68%	73%	66%	56%	2%
KBI 10 - Community Transport	56%	65%	58%	53%	-2%

**Figure 4.21 Analysis of NHT surveys for the three year period 2018 - 2020**

	2018 <sup>37</sup>	2019 <sup>38</sup>	2020 <sup>39</sup>	General Trend
KBI 06 – Local bus services (overall)	66%	64%	65%	
KBI 07 – Local bus services (aspects)	71%	70%	67%	
BVPI 103 Public Transport Information	52%	57%	49%	
KBI 10 Community Transport	57%	59%	56%	

The results from the NHT survey have been cross-checked with the latest Transport Focus Bus Passenger Survey (Autumn 2019 report) for Plymouth Citybus and Stagecoach Devon<sup>40</sup> (Tables 4.23 and 4.24)

**Table 4.23 Plymouth Citybus – Transport Focus 2019 Bus Passenger Survey**

Satisfaction (%)	2016 (All satisfied)	2017 (All satisfied)	2018 (All satisfied)	2019 (All satisfied)	Annual trend	Comparison with Group data
Overall journey satisfaction	90	90	93	94 (91)	+	+
Value for money – All fare-paying passengers	61	51	56	54 (59)	-	-
Punctuality	75	69	74	80 (78)	+	+

<sup>37</sup> 826 responses (25% response rate)

<sup>38</sup> 818 responses (25% response rate).0

<sup>39</sup> 799 responses (24% response rate)

<sup>40</sup> Information is not available for Stagecoach South West



of the bus						
On-bus journey time	85	83	87	88 (86)	+	+

*The figures shown in brackets are for the Go-Ahead Group*

**Table 4.24 Stagecoach Devon – Transport Focus 2019 Bus Passenger Survey**

Satisfaction (%)	2016 (All satisfied)	2017 (All satisfied)	2018 (All satisfied)	2019 (All satisfied)	Annual trend	Comparison with Group data
Overall journey satisfaction	Data not available			93 (91)		+
Value for money – All fare-paying passengers	Data not available			55 (66)		-
Punctuality of the bus	Data not available			83 (76)		+
On-bus journey time	Data not available			86 (86)		0

The survey demonstrates that for both Plymouth's principle bus operators there are high levels of passenger satisfaction with all metrics, excluding value for money amongst fare paying passengers and that for each measure, again excluding perceived value for money, both major operators performed better than across their group average nationally.

## Section Five: Headline targets

**5.1 Introduction:** This chapter sets out the targets for improving Plymouth's Bus Service Improvement Plan (BSIP). It includes an explanation of how and why these targets have been chosen and what the percentage increase is on existing performance.

### 5.2 Targets for journey times and reliability improvements

In accordance with the Transport Focus best practice guidance 'Setting targets in Bus Service Improvement Plans' (TF, 2021), as a Plymouth BSIP partnership we have:-

- set reliability and journey-time targets for different times of the day and days of the week, as well as an overall target
- focused on transport corridors

#### 5.2.1 Journey time

Journey times will principally be monitored using Plymouth's Real Time Passenger Information (RTPI) system.

RTPI will be used to monitor the average journey time between two points on Plymouth's six core bus corridors. The majority of Plymouth's buses operate for at least part of their journey on these corridors. Journey time is therefore key, both for passenger satisfaction of routes which operate exclusively along these corridors, and also for services which inter-link and inter- connect with the core corridor to allow operators the ability to provide frequent, reliable interconnections.

In addition to monitoring average journey times on Plymouth's core corridors, we will also use RTPI to monitor the impact infrastructure and enforcement interventions, gathering pre and post intervention data so that the impact on journey times can be quantified.

**Table 5.1 Journey time target (Weekday Peak)**

Corridor	Average recorded journey time – (mins: secs)							
	2018/19		2019/20		Target for 2024/25		Target for XXX	
	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound
City Centre – Devonport (via Union Street) – St Budeaux Square								
City Centre – Wolseley Road – Saltash								
City Centre – Mutley Plain – George Junction Park and Ride								
City Centre – Outland								

Road-George Junction Park and Ride								
City Centre – Plympton Ridgeway								
City Centre – Plymstock Broadway								

**Table 5.2 Journey time target (Weekday Off- Peak)**

Corridor	Average recorded journey time – (mins: secs)							
	2018/19		2019/20		Target for 2024/25		Target for XXX	
	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound
City Centre – Devonport (via Union Street) – St Budeaux Square								
City Centre – Wolseley Road – Saltash								
City Centre – Mutley Plain – George Junction Park and Ride								
City Centre – Outland Road-George Junction Park and Ride								
City Centre – Plympton Ridgeway								
City Centre – Plymstock Broadway								

The BSIP will also monitor and report passenger satisfaction with on-bus journey times, using the results of the Transport Focus Bus Passenger Satisfaction survey. This is because both journey time and people's perception of journey time are both important.

In recognition of the need for bus journey times to be competitive to those of the private car, in order to encourage modal shift, we will also monitor and set a target for bus journey times, relative to those of the private car, for both weekdays and weekends (Tables 5.3 and 5.4).

**Tables 5.3 Journey time targets for bus journeys, relative to those made by the private car (Weekday)**

Corridor	20/21 Baseline		2024/25 Target		2030/31 Target	
	Bus journey time relative to the private car					
	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre – Outland Road-George Junction Park and Ride						
City Centre – Plympton Ridgeway						
City Centre – Plymstock Broadway						

**Table 5.4 Journey time targets for bus journeys, relative to those made by the private car (Weekend)**

Corridor	20/21 Baseline		2024/25 Target		2030/31 Target	
	Bus journey time relative to the private car					
	Inbound	Outbound	Inbound	Outbound	Inbound	Outbound
City Centre – Devonport (via Union Street) – St Budeaux Square						
City Centre – Wolseley Road – Saltash						
City Centre – Mutley Plain – George Junction Park and Ride						
City Centre – Outland Road- George Junction Park and Ride						
City Centre – Plympton Ridegway						
City Centre – Plymstock Broadway						

### 5.2.2 Bus journey reliability

Two metrics will principally be used to monitor bus journey time reliability; lost mileage (as reported by the percentage of scheduled mileage which did not operate) and bus punctuality at all timing points.

**Table 5.5 Reliability target**

	2018/19	2019/20	Target for 2024/25	Target for 2030/31
Lost mileage (% of mileage operated)				
Punctuality (% on time)				

The data set out in table 5.5 will also be embellished by data collected through both the National Highways and Transportation survey (NHT) on the satisfaction of passengers with respect to buses arriving on time (NHT, 2020 –PTB104) and also the results of the Transport Focus Bus Passenger Satisfaction survey, specifically satisfaction with punctuality. This is because both the reliability of bus services, and people's perception of that reliability are both important.

Plymouth's performance will be compared with national and regional data.

Performance against the targets in tables 5.1-5.5 will be reported against and published on the Plymouth Bus Service Improvement Plan and Enhanced Partnership Plan and scheme webpage (<https://www.plymouth.gov.uk/bsip>) every six months.

### 5.3 Targets for passenger growth and customer satisfaction

#### 5.3.1 Passenger growth

To monitor the impact of the BSIP we will monitor annual bus patronage; both in totality and disaggregated between fare paying and concessionary patronage.

**Table 5.6 Passenger numbers**

	2018/19	2019/20	Target for 2024/25	Target for 2030/31
Total passenger numbers			TBD	TBD
Patronage – fare paying passengers			TBD	TBD
Patronage – concessionary patronage			TBD	TBD

In order to supplement the data reported in Table 5.6 and allow comparisons between Plymouth's performance both regionally and nationally, we will also monitor:-

- Bus passenger journeys per head of population
- Method of travel to work by all residents aged 16-74 in employment, by Plymouth and South West Devon JLP Planning Authority; noting that this data is collected as part of the Census and hence only available every 10 years.

#### 5.3.2 Passenger satisfaction

In accordance with the Transport Focus best practice guidance 'Setting targets in Bus Service Improvement Plans' (TF, 2021), as a Plymouth BSIP partnership we have set targets for overall satisfaction with the bus journey (Table 5.7)

**Table 5.7: Overall satisfaction with public transport (2020 NHT Public Transport results for Plymouth)**

The overall satisfaction with public transport will be monitored using the national Highways and Transportation survey indicator KBI 06 – Local bus services (overall).

In addition we have set targets for measuring satisfaction with the things that matter most to passengers and potential passengers (TF, 2021), Table 5.8, as evidenced by xxxxxxxx. The Plymouth BSIP is therefore also monitoring:-

- Satisfaction with value for money
- Satisfaction with punctuality and
- Satisfaction of on-bus journey time

The data will be drawn from both the Transport Focus Bus Passenger Surveys and National Highway and Transportation surveys, where the data is available, allowing both the opinion of bus passengers (Transport Focus survey) and potentially non-bus users (the NHT survey is sent to a random selection of household across the City and hence it's likely the responses include both bus and non-bus users) to be considered. In drawing on this data we note the likelihood that the Transport Focus survey will change (TF 2021) and hence future data might not be comparable with future surveys. However, at the time of writing this BSIP, it is still the most comprehensive data set available.

Where possible the data will also be reported on the basis of X passenger groups in recognition that passengers are not ubiquitous and this data will inform future BSIP action plans.

**Table 5.8 Average passenger satisfaction**

Satisfaction measure	Passenger Group	2018/19		2019/20		Target for 2024/25	Target for XXX
		Satisfied (%)	Dissatisfied (%)	Satisfied (%)	Dissatisfied (%)	Satisfied (%)	Satisfied (%)
Overall satisfaction with the journey (%)	Overall						
	Fare-paying passenger						
	Free pass holders						
	Passengers commuting						
	Passengers not commuting						
	Aged 16 to 34						
	Aged 35 to 59						
	Passengers saying they have a disability						
	Bus and non-bus users						
Satisfaction with value for money	Overall						
	Fare-paying passenger						
	Free pass holders						
	Passengers commuting						
	Passengers not commuting						
	Aged 16						

	to 34						
	Aged 35 to 59						
	Passengers saying they have a disability						
	Bus and non-bus users						
Satisfaction with punctuality (%)	Overall						
	Fare-paying passenger						
	Free pass holders						
	Passengers commuting						
	Passengers not commuting						
	Aged 16 to 34						
	Aged 35 to 59						
	Passengers saying they have a disability						
	Bus and non-bus users						
On-bus journey times	Overall						
	Fare-paying passenger						
	Free pass holders						
	Passengers commuting						
	Passengers not commuting						
	Aged 16 to 34						
	Aged 35 to 59						
	Passengers saying they have a disability						
	Bus and						



	non-bus users						
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Through reporting satisfaction for the targets as set out in Tables 5.7 and 5.8 we will also report dissatisfaction, as recommended by Transport Focus (TF 2021). We will also look to provide comparisons to make it easier to interpret performance.

Performance against these targets will be reported against and published on the Plymouth Bus Service Improvement Plan and Enhanced Partnership Plan and scheme webpage (<https://www.plymouth.gov.uk/parkingandtravel/publictransport/nationalbusstrategy>) every six months.

It is intended that the report includes publishing tables 5.1- 5.8, updated to include the performance for the period which is being monitored and a comparison with the previous monitoring period, in order to keep the performance information simple and easy to understand, as advised by Transport Focus (TF, 2021). However, mindful of best practice we will also publish a more comprehensive report, downloadable from the website, which will include supplementary information such as data collection methods.

As part of our BSIP we will also set up a mailing list and everyone who signs up to the mailing list will be notified of when the reports are published and the availability of the detailed report, should they want to view it.

During the development the BSIP stakeholder's xxxxxx were surveyed in order to understand the merits and shortcomings of bus services local. It is intended that these stakeholders are encouraged to sign up to the Plymouth BSIP mailing list so that they are kept informed of the BSIP and its outcomes and have ongoing opportunities to provide views on how well the LTA and local bus operators are performing.

We will also publish headline results on our RTPI system so that it is communicated 'at a time and a place when bus service performance matters most to them' (TF, 2021).

## Section Six: Delivery

**6.1 Introduction:** This chapter sets out how the Plymouth BSIP will deliver a fully integrated service with simple multi-modal tickets, more bus priority measures, high quality passenger information and better turn up and go frequencies that keep running into the evenings and at weekends.

The delivery plan set out is a blended strategy. It includes both short-term measures to attract passengers back, rebuild confidence in buses and prevent a car-led recovery and longer term measures. The latter are intended to be kick-start programmes driving patronage growth and hence becoming a sustainable legacy of the opportunity the National Bus Strategy represents.

The ethos of the proposals is to deliver:-

- Intensive services and investment on key corridors, with routes that are easier to understand.
- Significant increases in bus priority
- Lower and simpler fares
- Seamless, integrated local ticketing between operators, across all types of transport
- Service patterns integrated with other modes
- The local bus network as a single system that works together, with clear passenger information
- Modern buses and decarbonisation
- A voice to passengers

**6.2 Consultation:** This BSIP has been informed by the local community in order to understand what works well, and what needs to be improved, with regards to Plymouth's bus service. Drawing on this information proposals for enhancing bus services have been developed. The information has also informed the prioritisation of measures which the BSIP will look to develop first. The delivery of all the measures set out is subject to securing funding.

Amongst bus-users the most frequently used words to describe the future bus service they'd like to see were '**frequent, reliable and safe**'. Amongst lapsed bus users the words were '**reliable, clean and affordable**' and amongst non-bus users '**fast, reliable and cheap.**'

This feedback was echoed by the wider stakeholder group. The top priorities stakeholders wanted the BSIP to address were **cheaper fares and more frequent services**, with the group identifying '*Availability and frequency of services, quality of buses, cleanliness of buses, reasonable fares, reliable services, and key corridors are served well*' as the features of Plymouth's bus service which they most liked. Fares, journey times, fear of Covid-19, unreliability and poor links to places of work were barriers to bus use which were identified with other improvements respondents sought including '*improving and or implementing RTPI, tickets being used across multiple operators, cheaper fares, extending routes to centres such as Derriford, additional park and ride sites, park and ride services that are direct and weekend and evening services need to be improved*'.

In 2019 Transport Focus conducted an extensive survey seeking to understand bus passenger's priorities. The results (Figure 6.1) demonstrate that feedback regarding Plymouth's bus services is similar to the national picture with frequency, destination choice and value for money being key factors for bus users.

**Figure 6.1: Transport Focus – Bus Passenger Priorities (2020)**

- The top three priorities centre on the bus network: ‘running more often’; ‘going to more places’; and ‘more on time at stop’. Value for money was fourth followed by ‘more journeys on time’ fifth.
- The priorities for improvement are fairly consistent by age group except for those age 35 to 64 where ‘value for money’ comes through more strongly.
- Improvements associated with ‘the bus itself’ are second to ‘the bus network’ related improvements.
- Their attitude towards bus is generally positive; less than half agreed with the statement “I only use buses if I have to”.
- Around three fifths of users can access a car frequently and make regular journeys using the car. Around 3 in 10 of these users said ‘all or most’ of their car journeys could be made by bus. However this group attitudinally were also a little more averse to buses.
- Around half of users felt buses could play a reasonable role in reducing air pollution.

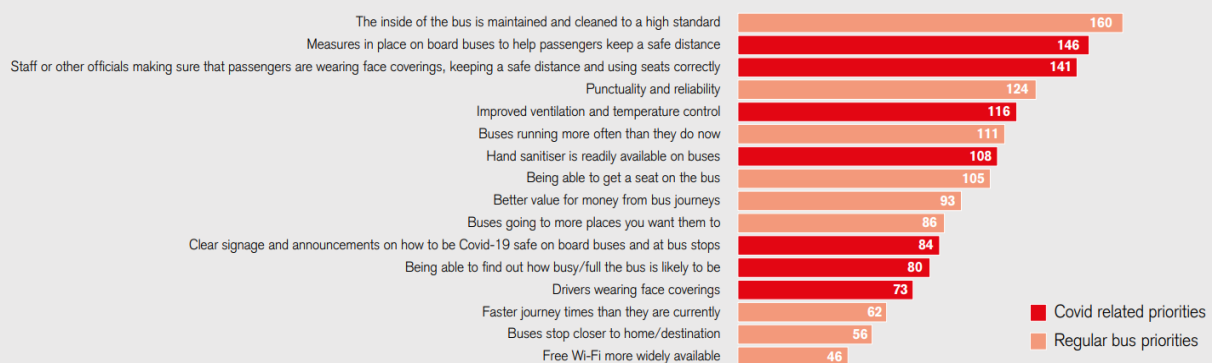
This research was conducted before the Covid-19 pandemic. In spring 2021 Transport Focus therefore undertook further research to the views and experiences of over 10,000 current, fully lapsed and non-users about bus services in Great Britain and considered priorities for increased use (Figure 6.2). The results show that there are new, Covid-19 based priorities, which bus services need to respond to. However, the core priorities of frequency, reliability, value and punctuality remain.

The Plymouth Bus Service Improvement Plan has been developed mindful of both the new, hopefully short term, requirements public transport must deliver against and the core priorities for an attractive bus network.

**Figure 6.2: Transport Focus – The Route ahead, getting passengers back on buses – Findings from a major survey of current and lapsed passengers and non-users (June 2021).**

#### Priorities for encouraging those who have reduced their bus travel to use the bus more

Scores show importance relative to each other such as score twice as high as another means the item is twice as important: 100 = average level of priority



Base Fully lapsed and Current reducers n=4,777

### 6.2.1 Proposals to make Plymouth's bus services more frequent

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
Frequency	Happy with the frequency but they disliked the lack of provision in the evenings and at weekends.	Frequency of buses was viewed "as ok" but they felt the evening and night service were poor The concept of a turn up and go service (on major urban routes) without a timetable was universally liked.	Generally frequency was considered poor, particularly if you live on the edge of the city.  They were aware that evenings and weekends had even lower service provision, but indicated an interest to use the bus for social purposes

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- 5 minute combined daytime frequency on core corridors until 7 pm
- Saturday daytime frequencies to match Monday – Friday daytime frequencies
- An improved evening and weekend frequency – minimum of 15 minute combined frequency on core corridors.

This will require co-ordination of timetables between individual services and potentially between operators as well.

- To focus on six core corridors and an urban loop-
  - City Centre - Devonport (via Union Street) – St Budeaux Square
  - City Centre – Wolseley Road – Saltash
  - City Centre – Mutley Plain – George Junction Park and Ride
  - City Centre – Outland Road – George Junction Park and Ride
  - City Centre – Plympton Ridgeway
  - City Centre – Plymstock Broadway
  - Urban loop 'Big circle' - Higher St Budeaux, Whiteleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

### 6.2.2 Proposals to make Plymouth's bus services faster and more reliable

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses faster and more reliable</b>	Most were happy with the reliability. Some of the routes they used had similar journey times compared to the car and were often quicker (with the exception of roadworks) and cheaper (compared to parking all day) but they'd like more direct routes with less stops.	The length of time to complete a journey was an important barrier to use.  They felt that the buses were not always reliable (running late / cancelled – with little / no notice) and had slow	There was a perception of poor reliability with the perception that buses were not always on time or could be cancelled with little or no notice and were not aware how they could check the buses

	Bus priority schemes were liked and the park and ride noted for being particularly fast and direct compared to other services.	<p>journey times with too many stops.</p> <p>Bus priority lanes were particularly liked, and they wanted more of them</p> <p>More direct routes (reducing overall journey times) and more frequent bus service would encourage future use.</p> <p>The majority do not want to change buses to reach their destination.</p>	<p>progress on the route.</p> <p>Slow journey times, indirect routes and too many stops were comments that were often repeated.</p>
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In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Improvements focussed on six core corridors and the urban loop-
  - City Centre - Devonport (via Union Street) – St Budeaux Square
  - City Centre – Wolseley Road – Saltash

Scheme: Wolseley Road Bus Priority	Bus priority measures introduced eastbound on Wolseley Road.
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- City Centre – Mutley Plain – George Junction Park and Ride

Scheme: Mannamead Road bus priority	Bus priority measures on Mannamead Road (northbound), connecting with the Manadon roundabout improvements
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- City Centre – Outland Road – George Junction Park and Ride

I36: Meavy Way	Reconfiguration of the Crownhill cloverleaf to accommodate bus movements, removing approximately a mile from existing bus journeys
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- City Centre – Plympton Ridgeway
- City Centre – Plymstock Broadway

Scheme: Eastern Corridor Junctions	A series of minor junction improvements on key bus routes with localised cycle and walking enhancements.
Scheme: Pomphlett to The Ride	A scheme to improve journey times and reliability of bus services as well as walking and cycling improvements in the area.

- Urban loop 'Big circle' - Higher St Budeaux, Whitleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

Scheme: Longbridge Road	A bus contraflow scheme to significantly reduce journey times around A38 Marsh Mills junction.
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Scheme: Crownhill Road	Bus priority on Crownhill Road
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In addition the Plymouth Bus Service Improvement Plan we will deliver the following to reduce dwell times at bus stops and other causes of delay:-

- The promotion of even more cashless payments on buses
- Tap on, tap off technology to support fare capping
- Bus Stop Clearway Orders at all bus stops
- A rationalisation of bus stops which are treated as timing points, removing those which cause an unnecessary delay for passengers.

### 6.2.3 Proposals to make Plymouth's bus services cheaper

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses cheaper</b>	Costs were viewed as "reasonable" and "well priced" – and generally lower than using a car and parking, suggesting they viewed the service as good value for money	Ticket costs were viewed as having "increased" but weren't noted as a specific barrier to travel, but did need to be competitive with other alternatives (e.g. shared taxi) Ticketing across different services was viewed as confusing and frustrating and there was a clear interest in single integrated ticketing across services	The overall perception was that ticket costs were expensive.

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Participation in the Cornish Interoperable Ticketing programme along with neighbours Devon County Council and Torbay Council for cross-boundary services
- A simple to understand, competitively priced suite of inter-operable ticket covering all bus operators- to be delivered through an enhanced 'Skipper' ticket offering great value for commuters and leisure riders, which can be paid for with a contactless card.
- Common fare zones across all bus operators
- Raising the age of eligibility to use child fares to 19.

### 6.2.4 Proposals to make Plymouth's bus services more comprehensive

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses more comprehensive</b>	As existing users they were happy with the destinations served but acknowledged that others found it difficult, particularly if you had to travel to the centre of the city to change and then come back out to get to your final destination.	The use of demand responsive vehicles was also liked, but they were sceptical about how it would work in practice. The city centre is still a key destination – but others are also important to them.	The city centre is still a key destination – but others are also important to them. Other destinations include major employers (Dockyard, Derriford Hospital, factories at Estover)

	<p>The city centre is still a key destination – but others are also important to them. Other destinations include major employers (Dockyard, Derriford Hospital) and leisure and shopping destinations (local beaches, retail parks, leisure centres).</p> <p>They liked not having to worry about where to park (parking was often restricted at work / and not always available on busy days in the city)</p> <p>There was support for the use of demand responsive vehicles to extend the service to rural areas and introduce the turn up and go service (on major urban routes).</p>	<p>Other destinations include major employers (Dockyard, Derriford Hospital) and leisure and shopping destinations (local beaches, retail parks, leisure centres).</p>	<p>leisure and shopping destinations.</p>
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In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- An improved park and ride network - 10 minute service frequency on all park and ride services
- Park and Ride to operate on Sunday's
- Park and Ride to serve additional destinations;
  - Derriford Hospital from Coypool Park and Ride
  - Devonport Dockyard from Milehouse Park and Ride
- Support the expansion of Dial-a-Ride services to and from key hubs and destinations
- Provide a 'big circle' service serving - Higher St Budeaux, Whiteleigh, Southway, George Junction, Derriford, via Forder Valley Link Road, to Plympton, Sherford and Plymstock

### 6.2.5 Proposals to make Plymouth's bus services easier to understand

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses easier to understand</b>	<p>Most users didn't use the service information on the bus stop and went online or used an App on their mobile phone to get information. Older users (not "Tech" savvy) were happy using the information at the bus stop.</p> <p>Bus timetables were difficult to understand but the majority were aware of how they could access bus timetable information on their smart phone or online.</p>	<p>The information at the bus stop was little used and they also had little awareness of how to access timetable information online / smart phone apps, but they felt confident they would be able to repeat previous journeys they had made.</p>	<p>The majority were not aware of how they could access bus timetable information on their smart phone or online and thought it would be difficult to find and use</p> <p>There was the perception that it could be difficult to work out which bus you should catch when more than one service travelled the same route.</p>

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A common specification for how we want information on timetables and shelters to look
- Publicity showing days out by public transport in city and surrounding area



- Route and destination based personalised travel planning supporting people to gain skills and confidence in bus routes, timetables and ticketing information.
- A better comprehension of the available online tools
- Expanding the 'Plymotion' brand to cover bus related material such as bus stops, timetable cases, webpages, apps, on the bus and all publicity to promote an integrated, visible, sustainable transport network.

### 6.2.6 Proposals to make Plymouth's bus services easier to use

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses easier to use</i></b>	<p>Convenience was very important to their usage, most used the bus or park and ride, because they were close to a bus stop where they lived and priority bus lanes made their journey quicker / or about the same time as an alternative journey by car.</p> <p>There was frustration you couldn't travel to your final destination using one ticket and confusion if you used a ticket for the same route with a different operator.</p> <p>Make them more child friendly – have a family / children's bus</p> <p>Have contactless payment on all buses.</p> <p>Single ticketing / through ticketing between operators was felt to be really important and make them more likely to use a combined service.</p>		<p>Overall there was little knowledge about the tickets options available. They were not aware of the Skipper Ticket – but had heard of a Day Rider</p>

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- The promotion of the availability of contactless payments
- Route and destination based personalised travel planning supporting people to gain skills and confidence in bus routes, timetables and ticketing information; supported by route based material
- An expansion of the Skipper ticket to include, initially, ferries and, ultimately, rail journeys and actively market the availability of the ticket.
- A co-ordinated map of Plymouth's bus network – which includes basic frequency information, twice yearly, with key public transport information on the reverse of the map to include; contact details, ticket information. Skipper etc and complementary bus ticket to all households in Plymouth.

### 6.2.7 Proposals to make Plymouth's bus services better to ride in

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Make buses better to ride in</i></b>	<p>The newer buses offered a much better customer experience. The addition of WIFI and charging points was particularly liked among younger users.</p> <p>Some of the buses are older and</p>	<p>In the main buses were viewed as tired and often dirty – but they have noticed the newer buses and felt these would offer a better passenger experience.</p>	<p>They viewed drivers positively and were not expecting there to be any issues.</p>

	<p>personal space is limited. The older “tired” buses were felt to be inadequate.</p> <p>One important aspect that was noted was that they wanted more “personal space” when traveling and this was not linked to COVID.</p> <p>They disliked sitting next to someone who had personal hygiene issues / played loud music or was involved in a loud phone call – all of which they wanted to avoid.</p> <p>Negative comments related to the journey time being too long with the bus stopping too many times and being “hot and sticky” (Heat wave - 30C during survey)</p>	<p>One important aspect was that they wanted more personal space when traveling (avoiding other passengers with personal hygiene issues/loud music or telephone conversations)</p> <p>They felt they weren't always “treated like a customer” by drivers and had a number of other issues ranging from drivers going too fast to stopping and starting abruptly and driving off before passengers had time to take their seats.</p>	
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In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A Plymouth customer charter
- Buses no more than 10 years old operating in Plymouth, within 5 years of the start of the Enhanced Partnership
- A continue enhanced cleaning regime
- Provision of audible and visible information, in addition to WiFi, on all services within an agreed time period
- All new buses to have charging points
- Targeted limited stop services on certain routes and times of the day on top of the regular journeys.

### 6.2.8 Proposals to make Plymouth’s bus services better integrated with other modes and each other

Consultation on Plymouth’s bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b>Making buses better integrated with other modes and each other</b>	Unlike the non-user and lapsed users, most would change buses to reach their destination.	No comments	No comments

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Expanding Skipper to include ferries in the first instance and then rail
- Better co-ordination of rail timetables with bus services; including through Personalised Travel Planning
- An expanded park and ride service including consideration of off-bus ticketing

### 6.2.9 Proposals to make Plymouth’s bus services and bus stops greener

Consultation on Plymouth’s bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Making buses and bus stops greener</i></b>	Unlike the non-user and lapsed users, most would change buses to reach their destination.		

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Retrofit all buses with appropriate technology to improve emissions and fuel efficiency; subject to satisfactory trials
- Bid for funding through the NBS to replace the whole fleet with Zero Emission Buses by 2030
- Introduce green 'living' roofs and solar panels on bus stops at key locations

#### 6.2.10 Proposals to make buses accessible and inclusive by design

Limited feedback has been received with regard to how to make buses and accessible by design. However, the inclusivity of Plymouth's bus network is key and hence it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- A Plymouth customer charter
- Audio-visual announcement / next bus information
- Space available for wheelchair users, mobility scooters and pushchairs / prams
- Travel centres at key locations; potentially within Mobility hubs, to provide off-bus support and facilitate future cashless payments etc

#### 6.2.11 Proposals to make Plymouth's bus services seen as a safe mode of transport

Consultation on Plymouth's bus services has shown that:-

Theme	Bus users	Lapsed bus users	Non-bus users
<b><i>Seen as a safe mode of transport</i></b>		Most respondents indicated that health concerns / the increased risk of COVID transmission were the main reasons they don't use the service.  "You want to avoid crowded buses"	They did perceive that a bus offered a safer travel solution than a taxi - particularly for young girls / women with bus CCTV providing some degree of reassurance – "It's a safe place" - "people know about it".

In response it is proposed that the Plymouth Bus Service Improvement Plan seeks to deliver:-

- Identify of bus stop and shelters which require additional lighting, with lighting being included in the specification for the new bus shelters to be procured in 2022
- More bins at bus stops
- A review CCTV coverage at bus stops

Table 6.1 sets out how each of these measures delivers against the objectives of the National Bus Strategy and the targets of the Plymouth Bus Service Improvement Plan set out in Section 5.

**Table 6.1 Inter-relationship of the BSIP measures, targets and National Bus Strategy objectives.**

### **6.3 Plymouth Bus Service Improvement Priorities**

Based on stakeholder feedback the priorities for Plymouth's Bus Service Improvement Plan is to deliver a network:-

- With high frequencies on our core corridors, which are available seven days a week, both in the evenings as well as during the day, enabled by high quality infrastructure reducing journey times.
- Which connects with more destinations
- Which delivers great value for money
- People are supported and empowered to use

**6.4 Conclusion:** The Plymouth BSIP partnership believe that the ambitious delivery plan set out above, with its emphasis on bus priority and targeted fares reductions will support Plymouth's bus market, as it emerges from the pandemic, and lead to passenger growth; first building patronage back to pre-pandemic levels and then increases it and raising buses; mode share in the City – the overarching goals of the National Bus Strategy.

The BSP responds to stakeholder feedback and will deliver **cheaper fares** on services operating **on days of the week and at times of day** our community needs, serving **more destinations**. It will serve **commuters and leisure riders, young and old** and be **accessible** to all.

We will encourage, enable, empower and enthuse everyone to 'make the connection' on our buses and in doing so will deliver associated social, economic and environmental objectives including the decarbonisation of Plymouth's transport network, supporting the City's commitment to tackle climate change.

## Section Seven: Reporting

**7.1 Introduction:** This chapter sets out the arrangements for publishing six-monthly performance against the BSIP targets.

### 7.2 The process for reporting performance

Performance against the targets set out in Section 5 will be reported against and published on the Plymouth Bus Service Improvement Plan and Enhanced Partnership Plan and scheme webpage (<https://www.plymouth.gov.uk/parkingandtravel/publictransport/nationalbusstrategy>). It is proposed that the first report is published in June 2022 with reports then being published every six months i.e. December and June each year.

It is intended that the report includes publishing tables 5.1 – 5.8, updated to include the performance for the period which is being monitored and a comparison with the previous monitoring period, in order to keep the performance information simple and easy to understand, as advised by Transport Focus (TF, 2021). However, mindful of best practice we will also publish a more comprehensive report, downloadable from the website, which will include supplementary information such as data collection methods.

The report will be written by Plymouth City Council, as lead for the Bus Service Improvement Plan. However, it will be collaborative, involving all BSIP partners. The report will be approved by the Cabinet Member for Transport, prior to publication.

As part of our BSIP we will also set up a mailing list and everyone who signs up to the mailing list will be notified of when the reports are published and the availability of the detailed report, should they want to view it.

During the development of the BSIP stakeholders were surveyed in order to understand the merits and shortcomings of bus services local. It is intended that these stakeholders are encouraged to sign up to the Plymouth BSIP mailing list so that they are kept informed of the BSIP and its outcomes and have ongoing opportunities to provide views on how well the LTA and local bus operators are performing.

We will also publish headline results on our RTPI system so that it is communicated 'at a time and a place when bus service performance matters most to them' (TF, 2021).

It is intended that the BSIP is updated in September each year with the update, and performance against the previous plan, reviewed annually, in October each year, through Public Scrutiny.

## Section Eight: Overview table

**8.1 Introduction:** This chapter summarises the key outputs of the BSIP and how it meets the requirements set out in the National Bus Strategy. The purpose is to give readers an overview of the commitments of the BSIP which the Council and operators will work towards to improve local bus services.

<b>Name of authority</b>	Plymouth City Council
<b>Franchising or Enhanced Partnership</b>	Enhanced Partnership
<b>Date of publication</b>	
<b>Date of next annual update</b>	September 2022
<b>URL of published report</b>	

<b>Targets</b>	<b>2018/19</b>	<b>2019/20</b>	<b>Target for 2024/25</b>	<b>Description of how each will be measured</b>
<b>Journey time</b>				
<b>Reliability</b>				
<b>Passenger numbers</b>				
<b>Average passenger satisfaction</b>				

<b>Delivery – Does your BSIP detail policies to</b>	<b>Yes/ No</b>	<b>Explanation</b>
<b>Make improvements to bus services and planning</b>		
<i>More frequent and reliable services</i>		
Review service frequency	Yes	
Increase bus priority measures	Yes	
Increase demand responsive services	Yes	
Consideration of bus rapid transport networks	No	
<i>Improvements to planning / integration with other modes</i>		
Integrate services with other modes	Yes	
Simplify services	Yes	
Review socially necessary services	Yes	
Invest in Superbus networks	No	
<i>Improvements to fares and ticketing</i>		
Lower fares	Yes	
Simplify fares	Yes	
Integrate ticketing between operators and transport	Yes	
<b>Make improvements to bus passenger experience</b>		
<i>Higher spec buses</i>		
Invest in improved bus specifications	Yes	
Invest in accessible and inclusive bus services	Yes	
Protect personal safety of bus passengers	Yes	
Improve buses for tourists	Yes	
Invest in decarbonisation	Yes	
<i>Improvements to passenger engagement</i>		
Passenger charter	Yes	
Strengthen network identity	Yes	
Improve bus information	Yes	
<b>Other</b>		
Other		



## References

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Transport Focus (TF), 2021, *Setting targets in Bus Service Improvement Plans*, June 2021

Transport Focus (TF), 2019, *Bus Passenger Survey – Autumn 2019 report*

Stagecoach Group, 2019 *Stagecoach South West Annual Performance May 2018 – April 2019* [AnnualReport2019 Stagecoach South West.pdf](#)

Stagecoach Group, undated Tickets [All Tickets | Stagecoach \(stagecoachbus.com\)](#) [Accessed 21.09.21]

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## Cabinet



Date of meeting: 12 October 2021  
Title of Report: Plymouth Local Care Partnership - System Plan 2021-2024  
Lead Member: Councillor Patrick Nicholson (Deputy Leader)  
Lead Strategic Director: Craig McArdle (Strategic Director for People)  
Author: Craig McArdle  
Contact Email: craig.mcardle@plymouth.gov.uk  
Your Reference: LCP/2021  
Key Decision: No  
Confidentiality: Part I - Official

### Purpose of Report

Much work has been undertaken in recent months to develop the Local Care Partnership (LCP) alongside wider system partners in Plymouth. This document describes the priorities and plans for the Plymouth LCP (2021-2024). The plan is built on identified local need, acknowledges the challenges Covid has brought with it and sets out six key priorities for Plymouth. The document sits beneath a wider Devon wide strategic framework that is itself guided by the NHS Long Term Plan.

### Recommendations and Reasons

That Cabinet approves the Plymouth Local Care Partnership System Plan 2021-24.

### Alternative options considered and rejected

N/A

### Relevance to the Corporate Plan and/or the Plymouth Plan

This document supports the ambitions and strategic direction of the Plymouth Plan 2014-2034 principally "People in Plymouth live in happy, healthy, safe and aspiring communities." It also aligns to other strategic plans such as a Bright Future 2021-2026.

The plan will contribute to the delivery of the Corporate Plan priority "Caring for People and Communities"

### Implications for the Medium Term Financial Plan and Resource Implications:

The plan focuses on key areas of improvement, innovation and efficiency related to services for children, young people and adults. Delivery of the plan will contribute to improved system working, driving wider efficiencies. It will also support the delivery of the Federated People elements of the Medium Term Financial Plan.

### Financial Risk

Failure to transform services will potentially jeopardise and risk the ability to deliver a health and care service that is affordable and sustainable in meeting the needs of the Plymouth population.

\*Add rows as required to box below

Fin	djn.2 1.22. 129	Leg	LS/3 7415 /AC/ 7/10/ 21.	Mon Off	.	HR	.	Asset s	.	Strat Proc	.
Originating Senior Leadership Team member: Craig McArdle											

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 01/10/2021

Cabinet Member approval: *[electronic signature (or typed name and statement of 'approved by email/verbally')]* Email from Cllr Nicholson to C. McArdle. Document amended following feedback.

Date approved: 22/09/2021

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# Plymouth Local Care Partnership System Plan 2021-2024



Health and care working in partnership with local communities  
in Plymouth and the rest of the Devon





# Introduction

In 2013 the Plymouth Health and Wellbeing Board set down in the strategic ambition to create a fully integrated system of population based health and wellbeing where people start well, live well and age well. At the heart was a focus on tackling health inequalities and meeting the needs of the whole person, ensuring they received “the right care, at the right time, in the right place”. This ambition formed part of the [Plymouth Plan](#), which remains the city’s overarching Strategic Plan setting the vision, ambition and our direction until 2034. Since this original ambition was set, the Plymouth system has also been an active participant in the Sustainability and Transformation Partnership and now the Devon Integrated Care System. This plan is therefore two fold, to act as the “plan for” in relation to the Health and Wellbeing elements of the Plymouth Plan and Plymouth’s contribution to the delivery of the priorities of the [Integrated Care System](#) and the Long Term Plan. It will also support the Government’s recent [Build Back Better: Our Plan for Health and Social Care](#) proposals, which has indicated increased investment in health and social care of around £12 billion per year through the introduction of a Health and Social Care Levy cross the UK.

## Aims of the Partnership

Plymouth Local Care Partnership is one of five Local Care Partnerships across the Devon Integrated Care System. “Together for Plymouth” reinforces the collective intent for collaborative working to solve some of the deep-rooted challenges we face and to create a step change in system transformation. The primary purpose of the Partnership is to provide leadership and oversight to our ambition of creating an integrated system, which puts the needs of our population ahead of that of any single organisation.

The overarching aims of the Partnership are:

- To improve health and wellbeing outcomes for the local population
- To reduce inequalities in health and wellbeing of the local population
- To improve people’s experience of care
- To improve the sustainability of the health and wellbeing system

# System Working

Recognising Plymouth’s place in the wider Devon system and our relationship with neighbouring partners, “Together for Plymouth” is committed to supporting the delivery of the Devon ICS six key ambitions:

- **Efficient and Effective Care** – ensuring evidence-based care, tackling unwarranted clinical variation, and improving productivity everywhere so that Devon taxpayer’s money is used to achieve best value for the population
- **Integrated Care Model** – enhancing primary care, community, social care, and voluntary and community service to provide more care and support out of hospital care including urgent care
- **Equally Well** – working together to tackle the inequalities in the physical health of people with mental illness, learning disabilities and/or autism
- **Children and Young People** – investing more in children and young people to have the best start in life, be ready for school, be physical and emotionally well and develop resilience throughout childhood and on into adulthood
- **Devon-wide Deal** – nurturing a citizen led approach to health and care which reduces variations in outcomes, gaps in life expectancy and health inequalities in Devon
- **Digital Devon** – investing to modernise services using digital technology

## In doing so “Together for Plymouth” will:

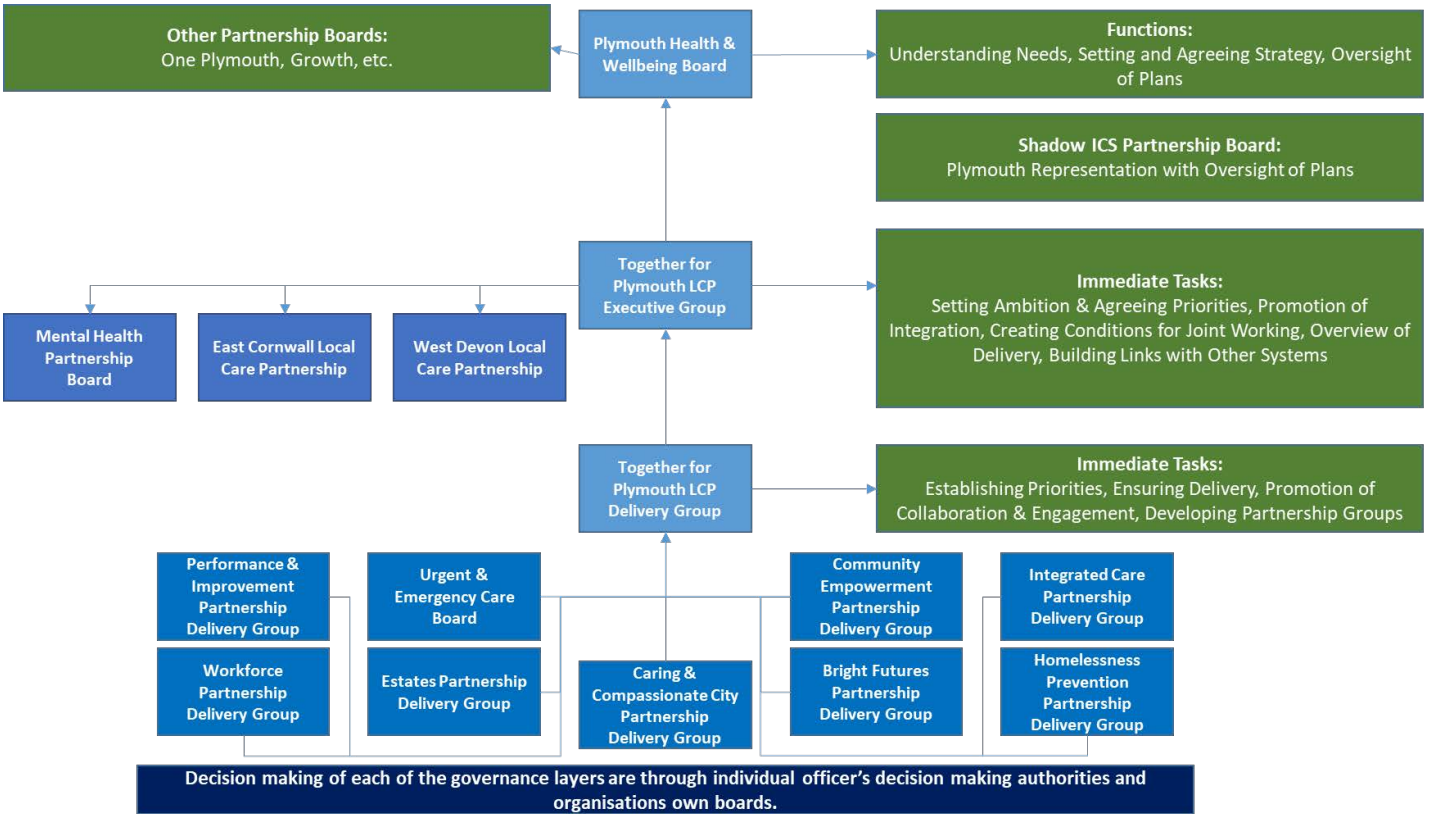
- Play an active place-based role in the developing Devon Integrated Care System
- Ensure Plymouth makes the best contribution it can to system performance
- Work in close partnership to align plans with our neighbouring systems in Southeast Cornwall and Western Devon
- Forge links to the Mental Health and Children’s Partnership Boards and emerging Provider Collaboratives



# Governance of Plymouth Local Care Partnership

The current LCP governance arrangements are set out below. The Together for Plymouth Executive Group meet monthly, and membership includes Devon NHS CCG, Plymouth City Council, Livewell SW, Primary Care representation and University Hospitals Plymouth NHS Trust (UHP). The Together for Plymouth Executive maintains effective and efficient governance links with other statutory boards and now reports to the Health and Wellbeing Board (HWB) on a quarterly basis.

The Together for Plymouth Delivery Group was established in February 2021 with wider participation including VCSE and Healthwatch representation. The delivery group will implement the shared vision and narrative for the health, wellbeing, and care of the population, provide system leadership and coordination across the LCP and oversee the development of an integrated work programme. It will also act as a critical interface to numerous VCSE networks via itself and through established partnership groups.



# Plymouth Locality Profile

## Local Population Need

In Plymouth the Joint Strategic Needs Assessment (JSNA) is not one single document. Our JSNA process involves the production of a series of profiles and reports. It explores a variety of topic areas in depth. The closest thing we have to a single written JSNA is the [Plymouth Report](#), which provides an overview of a number of key issues which impact upon health and wellbeing in Plymouth, such as crime, education and employment.

Plymouth has a current population of 263,070 and this is estimated to grow to around 274,300 by 2034, a projected increase of 4.3 per cent. Due to approximately 26,000 students residing in the city, the percentage of 18–24-year-olds (12.2 per cent) is higher than found in England as a whole (8.7 per cent). There will be a major shift in the population structure of Plymouth over the next 20 years as the proportion of the population aged 65 and over increases and the population aged 0-4 years decreases. Office for National Statistics (ONS) projects a rise in the percentage of the Plymouth 65+ population from 17.9 per cent in 2016 to 22.7 per cent by 2034. An ageing population suggests an increasing need for care and support services and an increasing burden placed on the working age population. Residents appear to be enjoying a lifestyle above that of the average England resident.

Life expectancy in Plymouth has improved for both males and females in recent years however it remains below the England average. Healthy life expectancy in Plymouth (the average number of years a person can expect to live in good health)

is significantly lower than the England average for both males and females. In terms of inequalities, the life expectancy gap between those living in the most deprived areas and those in the least deprived areas remains significant. Life expectancy in the most deprived group of neighbourhoods in Plymouth (at 78 years and 2 months) is 4 years and 9 months lower than the least deprived group of neighbourhoods.

Valuing mental health to the same degree as physical health enables NHS and local authority health and social care services to provide a holistic, 'whole-person' response to everyone in need of care and support. In 2017 there were over 26,500 people (aged 18-64) in Plymouth estimated to be suffering from common mental health problems including depression, anxiety, and obsessive-compulsive disorder. Over 11,900 Plymouth residents aged 18-64 years in 2017 were estimated to have more than one mental health problem; a figure that is projected



to remain static over the next 10-15 years. There has been an increase in the number of referrals to the Child and Adolescent Mental Health Services (CAMHS) in Plymouth. Service providers also report an increase in the complexity of children and young people's needs and issues requiring attention.

Hospital admissions of young people (aged 10-24 years) for self-harm in Plymouth are higher than the England average (706 per 100,000 population compared to 421 per 100,000 population).

Four lifestyle behaviours (poor diet, lack of exercise, tobacco use, and excess alcohol consumption) are risk factors for four diseases (coronary heart disease, stroke, cancers, and respiratory problems) which together account for 54 per cent of deaths in Plymouth. Alcohol and drug (illegal and prescribed) dependence are significant issues for Plymouth. These dependencies are commonly associated with mental health problems, homelessness, offending, and have negative impacts on families and children.

18.6 per cent of Plymouth children live in poverty (9,990 children), and the vast majority (76.9 per cent) are living in workless households. The proportion of children in poverty living in working households is rising and there are still some suggestions that data underestimates the volume of 'in work' poverty.

## Service Provision

There are two main health providers delivering health services in and around Plymouth: University Hospital Plymouth NHS Trust who deliver acute services and children's services via the Child Development Centre, and Livewell Southwest (LSW) who deliver community, Mental



Health, Learning Disability and Children's services. Livewell Southwest provide adult social care services for people resident in Plymouth, enabling a greater degree of integration. UHP and LSW currently have an MOU in place to enable integrated working through Acute Ambulatory Unit and a range of other services to enable improved patient flow from the acute hospital. LSW are also working to develop their approach to working with Primary Care Networks on the integration of services in line with the integrated care model.

A procurement is currently underway for an Integrated Care Partnership for Adult Community, Mental Health and Learning Disability Services and Adult Social Care. This will ensure further integration of service provision. UHP, and to a lesser extent LSW, also provide services to residents of East Cornwall, and both organisations provide services across South Hams and West Devon.

## Financial Challenge

The Devon Long Term Plan sets out the underlying system deficit of £152m (before FRF) by 2020/21 reducing to a deficit of £10m (before FRF) by 23/24, assuming the existing savings plans in the Long-Term plan can be delivered (an annual saving of at least £96m each year).

If these significant financial deficits are to be addressed, the service model and system of care in the whole of Devon will require radical transformation to deliver a solution that is affordable and sustainable. The Plymouth funding allocation is currently below target (excluding specialist commissioning and delegated primary care) a commitment of recurrent funding has been made to ensure equitable funding.

## Devon's Long-Term Plan and New Model of Integrated Care

The Devon Long Term Plan sets out several key ambitions to change the model of care radically in the next 5 years to enable the provision of high-quality services to all our residents. Of key importance is the development of integrated health and care networks of community, primary care, mental health, and hospital services to reduce the need for acute based care; reduce the pressure on emergency hospital services and help to address health and wellbeing inequalities. Providing coordinated care will mean that the system is better able to meet the long-term demographic challenges affecting Devon by proactively responding to the growing demand for care through supporting people to manage their needs in their own communities.

At a summary level, the new model of care consists of three key elements as summarised below:

- Primary Care Networks (General Practice) working collectively and providing strong system leadership – GP Practices working more collaboratively to improve practice resilience, deliver improved access to a broader range of services, and maximise resources. PCN working will provide a stronger platform on which to deliver a more integrated community services model as summarised below.
- Stronger, more integrated care model - this will include delivery of the blueprint for a more integrated and multi-disciplinary community-based service model wrapped around PCNs providing integrated primary, community, social care, mental health, and more integrated, networked model of acute service provision.
- A sustainable acute care service - In line with the agreed service model being developed as part of the peninsula clinical services strategy, this will be delivered by working in closer collaboration with other Acute Trusts across Devon as part of a wider Acute Trust network.

It will be a health and care system with people and services working together to connect with and harness the power of communities to achieve greater emphasis on promoting wellbeing, independence and community resilience supported by proactive community services working seamlessly with transformed secondary care in-hospital and specialist services. A key outcome expected of the system will be to create the conditions whereby people are enabled to look after themselves and each other.



## Whole System collaboration

All partners working together in a coordinated and systematic way will be a critical enabler of this new model of care as outlined in this document and within the Devon Long Term Plan (LTP).

Providers of acute, community, mental health, primary care, social care services and voluntary services are key partners in the drive and delivery of integrated care for the population. The procurement of an Integrated Care Partnership for community complex care, mental health, social care and learning disability services for adults will further strengthen these arrangements. Many of the critical success factors underpinning the procurement and delivery of the Integrated Care Partnership (ICP) are drawn from the Devon Integrated Care Model, public engagement, and best practice.

Other models of integrated working are already in place, including the partnership underpinned by an Memorandum of Understanding (MOU), between Plymouth City Council, Livewell and University Hospitals Plymouth (UHP) to form Access, a multi-agency triage response to children with additional needs including Special Educational Needs and Disabilities (SEND). Plans are underway to further develop innovative and collaborative approaches, with the intention of developing of an Innovative Partnership to drive the development of 0-19 Family Hubs; places and support for families to be able to access Early Help, to prevent escalation into statutory services and build on resilience in communities.

The breadth and depth of the VCSE sector will be connected in via established networks across Plymouth network support agencies such as Plymouth Social Enterprise Network and Plymouth Octopus Project.

## Impact of COVID-19

The impact on the communities that we support has already been significant and will continue to have a significant impact going forward:

- Direct impacts –
  - Significant impact on our care homes however relatively low cases, hospitalisations and deaths compared to national averages
  - As yet we don't know much about long covid and requirements for rehab and longer term support
- Indirect impacts –
  - Mental health and wellbeing (all age)
  - Health behaviours (smoking, alcohol, diet, and physical activity)
  - Lived experience (especially for vulnerable groups and potential increases in childhood trauma)
  - Domestic abuse
  - Also strains on family relationships
- Impacts of changes to...
  - Access to healthcare (reduced screening and diagnosis, delayed care)
  - Income (recession leading to unemployment, more unstable work, and financial insecurity)
  - School and education (impact of learning from home, particularly for disadvantaged children)
  - Built and natural environment (this has been a positive, with green spaces throughout the city being used more to support wellbeing)
  - Care Markets, more voids, less demand for Residential Care, increased costs of providing care
  - Demand for Services, Increases in Child Protection and Children in Care, Homelessness, Domestic Abuse

Despite these challenges, when services were already under strain, the approach to meeting the challenges of the Pandemic has seen an unprecedented City-Wide Response with partners coming together in a collective endeavour, working at pace, focusing on delivery, and maximising technology. Partnership working across the city has never been stronger, with a clear focus on supporting our citizens. Joint initiatives in responding to the pandemic has therefore enhanced an environment for further collaboration and cooperation. The response to COVID-19 has also created a renewed ambition, energy, and drive to meet the needs of the most vulnerable, with the Plymouth LCP determined to “Build, Back, better” to create a **Fairer, Greener and Healthier Plymouth**.





## Tackling Inequalities

Thrive Plymouth, our 10-year plan to improve health and wellbeing and reduce health inequalities in the city, remains our strategic approach towards tackling health inequalities and will have a focus on helping people to stay well and targeting interventions to those most in need. Tackling health and wellbeing inequalities is fundamental to the aims of the Plymouth LCP and each part of this plan will contribute to meeting that ambition.

Therefore, each programme of work will be expected to identify the health and wellbeing gaps relevant for their programme, have plans for tackling them and understand the likely impact of COVID19 and the mitigations needed.

## Fair Shares

NHS Devon CCG has committed to moving additional funding to the Plymouth and Western systems to address long standing health inequalities across the system. The funding will be targeted:

- Where populations have worse outcomes compared to populations in other parts of Devon.
- Where populations have less utilisation than expected, worse access to services, or achieve less benefit from current offer or higher usage of later- stage treatments, including waiting times, compared to populations in other parts of Devon (including within the Western Locality) according to need.
- Where additional funding will have the biggest positive impact on the targeted population in respect to health and wellbeing outcomes

The LCP Delivery Group will review and co-ordinate the work to develop proposals for several key priority areas. These will be developed using evidence from revised needs analysis, with an initial range of priorities being proposed as:

- Ageing Well-Frailty. iCOPE
- Increased VCSE support for under 65s
- Long Term Management-Community Based Additional Offers (Hypertension/Diabetes/Respiratory)
- Increased community inpatient rehabilitation
- Alcohol Liaison and outreach
- Complex Lives- increased outbreak provision from Primary Care

The LCP Delivery group will also develop the evaluation frameworks to support oversight of proposals, and these will be managed through the Locality Performance and Improvement approach with issues being escalated to the LCP Delivery Group for action/resolution.



# System Priorities and Programmes of Work.

Our Joint Strategic Needs Assessment, Plymouth Report and Locality Profile, as well as our experience and learning from COVID and the relentless and sustained pressure on our urgent care system have shaped a number of priorities of the Plymouth Local Care Partnership:

- Building a **Compassionate and Caring City**
- Developing a **Sustainable system of Primary Care**
- **Empowering Communities** to help themselves and each other
- Ensuring the Best Start to Life through “**A Bright Future**”
- Relentless focusing on **Homelessness Prevention**
- **Integrating Care** to deliver “the right care, at the right time, in the right place” to promote home first, prevent unnecessary admissions, facilitate timely discharges, enable people to die in a place of their choice and that delivers Equally Well.

**Elective Recovery and Restoration** is of course a priority for the ICS and the people of Plymouth and Devon. The Plymouth system will play a full roll in elective recovery part, but this will be coordinated and managed at a Devon wide level.

In addition to the above the intention is to make best use of our collective resources and take forward the following enabling programmes, Estates and Workforce and Digital. As such the intention is to work with partners including our Universities and Colleges to develop a **Plymouth Skills Plan** aligning to and complimenting the Devon People Plan and the local Skills Strategy. **An Estates Framework** that sets down to the estate requirements to deliver our health and wellbeing operating model will also be developed. This will build on the One Public Estate Programme approach and align to HIP2 and the Devon Integrated Care System Estates strategy. Working within the ICS Digital programme, the LCP will set down a **Digital Position Statement**, setting down the current initiatives, links to the ICS and requirements to deliver further change.

Work Programme		
Priority	Programmes and Workstreams	Indicators
Compassionate and Caring City	Trauma Informed Compassionate City and Dementia Friendly City Enhanced Carers Support Prevention Concordat for Better Mental Health	Increase in Carers Assessments Increase in Number of Dementia Friends Expansion of Trauma Informed Network Increase in number of compassionate friends
Primary Care	Vaccinations Population Health Management Access to Primary care Early identification and treatment of conditions Targeted focus on vulnerable groups and treatment delayed	Population Health Management (PHM) roll out Improved access to the primary care offer. Backlogs reduced Reviews completed Sufficient workforce in system who are well
Community Empowerment	Leadership, Cultural change, and Engagement Informal and Formal Volunteering Empowerment through the VCSE Enabling Community Resilience	Increased number of people volunteering Increased number of people involved in community activity More people accessing advice on finances and employment Increased digital inclusion
A Bright Future	Healthy and Happy Safe Aspire and Achieve	Fewer Children requiring Tier 4 admission More children of a healthy weight Fewer children needing to be brought into care Fewer children placed out of area More young people in employment, education and training



<b>Homelessness Prevention</b>	<p>Tackling Rough Sleeping</p> <p>Improving housing conditions for those in Private accommodation</p> <p>Delivering an increased range of accommodation solutions</p> <p>Delivering health and social care systems that support the prevention and relief of Homelessness</p> <p>Children and Young People's Homelessness Prevention</p>	<p>Reduction of numbers in temporary accommodation</p> <p>Reduction in numbers of Rough Sleepers</p> <p>Reduction in numbers of young people in B&amp;B</p>
<b>Integrated Care</b>	<p>Urgent and Emergency Care recovery</p> <p>Integrated Care Partnership Transformation Plan</p> <p>Ageing Well Programme</p> <p>Community Mental Health Framework</p> <p>Caring for Plymouth</p> <p>End of Life Action Plan</p>	<p>Reduction in number of Emergency Department attendances</p> <p>More people discharge to home first</p> <p>Reduction in number of people entering long term care</p> <p>Increased utilisation of alternative to admission and crisis response</p> <p>More mental health clients being supported in the community</p> <p>Increase in people able to die in their place of choice.</p>

## Monitoring and Review

This plan sets down the priorities and programmes of work for the Plymouth Local Care Partnership for the next three years. The plan will be subject to ongoing monitoring and an annual review where plans may be refreshed or refined to reflect emerging needs or new strategic priorities.







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