

PLYMOUTH ENHANCED PARTNERSHIP PLAN

April 2023



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PLYMOUTH ENHANCED PARTNERSHIP PLAN

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PLYMOUTH ENHANCED PARTNERSHIP PLAN

THE PLYMOUTH CITY COUNCIL ENHANCED PARTNERSHIP PLAN FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G (1) OF THE TRANSPORT ACT 2000 BY:

PLYMOUTH CITY COUNCIL

The Plan comes into effect on 1 April 2023 and will remain valid until revoked.

Introduction

On 15 March 2021 the Government published the National Bus Strategy (NBS) for England 'Bus Back Better'¹. The NBS requires the establishment of a formal, statutory, partnership arrangement, led by Plymouth City Council as the Local Transport Authority (LTA), for all local bus services operated within the city boundary. Partnership arrangements can take the form of either a franchise or an Enhanced Partnership², with the Council approving the development of an Enhanced Partnership (EP). The EP Plan and Scheme must be established and 'made' in order for the Council to be eligible for future Government funding to support bus services.

The NBS also required the Council to lead the preparation of a Bus Service Improvement Plan (BSIP) in collaboration with bus operators, which was submitted to the Department for Transport (DfT) in October 2021, and subsequently reviewed in October 2022. The BSIP outlines the vision, aspirations, objectives and interventions that Plymouth City Council and bus operators will take to improve the local bus network.

The EP Plan sets out the improvements to bus services that the Enhanced Partnership will deliver, mirroring the objectives in the BSIP. The Council will fully refresh the Plymouth BSIP by July 2023, leading to a further update of the EP Plan.

The EP Scheme is an accompanying document that sets out the requirements that need to be met by the Council and local bus services to achieve the BSIP and EP Plan outcomes. Creating the Enhanced Partnership demonstrates the Council's commitment to developing an attractive public transport offer that encourages long-term changes in travel behaviour in Plymouth.

The EP Plan has been aligned with the Plymouth Plan which sets out the city's spatial strategy, incorporating the Plymouth-specific elements of the Plymouth and South West Devon Joint Local Plan [PCC, 2019] which is the development plan for the city. The EP Plan therefore closely follows the transport strategies outlined in these plans. Additionally, the EP Plan recognises the significance of the Violence Against Women and Girls (VAWG) Partnership Framework and will work closely with this to ensure that Plymouth is a place where women and girls are safe and feel safe when travelling around the city, particularly through reviewing and maintaining the safety measures on public transport infrastructure.

Buses play an important role in keeping people and places connected. Plymouth City Council and the local bus operators wish to further improve public transport, by delivering a reliable, resilient transport system which supports a thriving economy and growth for everyone. The Plymouth Enhanced Partnership wants Plymouth's buses to be both tools of inclusion and the transport of choice and therefore, the vision is for local buses to be more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper. It is hoped that improving service reliability, frequency, integration, co-ordination, infrastructure

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

² 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.

and quality will help overcome the setbacks of the lost patronage suffered during the Covid-19 pandemic and re-establish the growth and development that was underway before the pandemic.

The use of bus services rather than travelling by private car also helps reduce congestion, improves air quality in our towns, and limits carbon emissions. Tackling climate change is one of the Council's top priorities and in March 2019 the Council declared a Climate Emergency and pledged to make Plymouth carbon neutral by 2030. Citywide action against this pledge is set out in the Climate Emergency Action Plans (CEAPs). These set out all the actions that the Council, as well as other partners in the Plymouth Net Zero Partnership, are taking to reduce emissions across the city and to encourage others to do the same. The emerging Net Zero Action Plan 2023 – 2026, is complementary to the objectives of the Enhanced Partnership Plan.

Drawing on the BSIP, this document fulfils the statutory requirements set out by the Bus Services Act 2017 of an Enhanced Partnership (EP) Plan for Plymouth. Initially, this will facilitate the introduction of an EP Scheme designed to support and develop bus services across Plymouth, with the aim of starting to achieve the objectives set out in the BSIP.

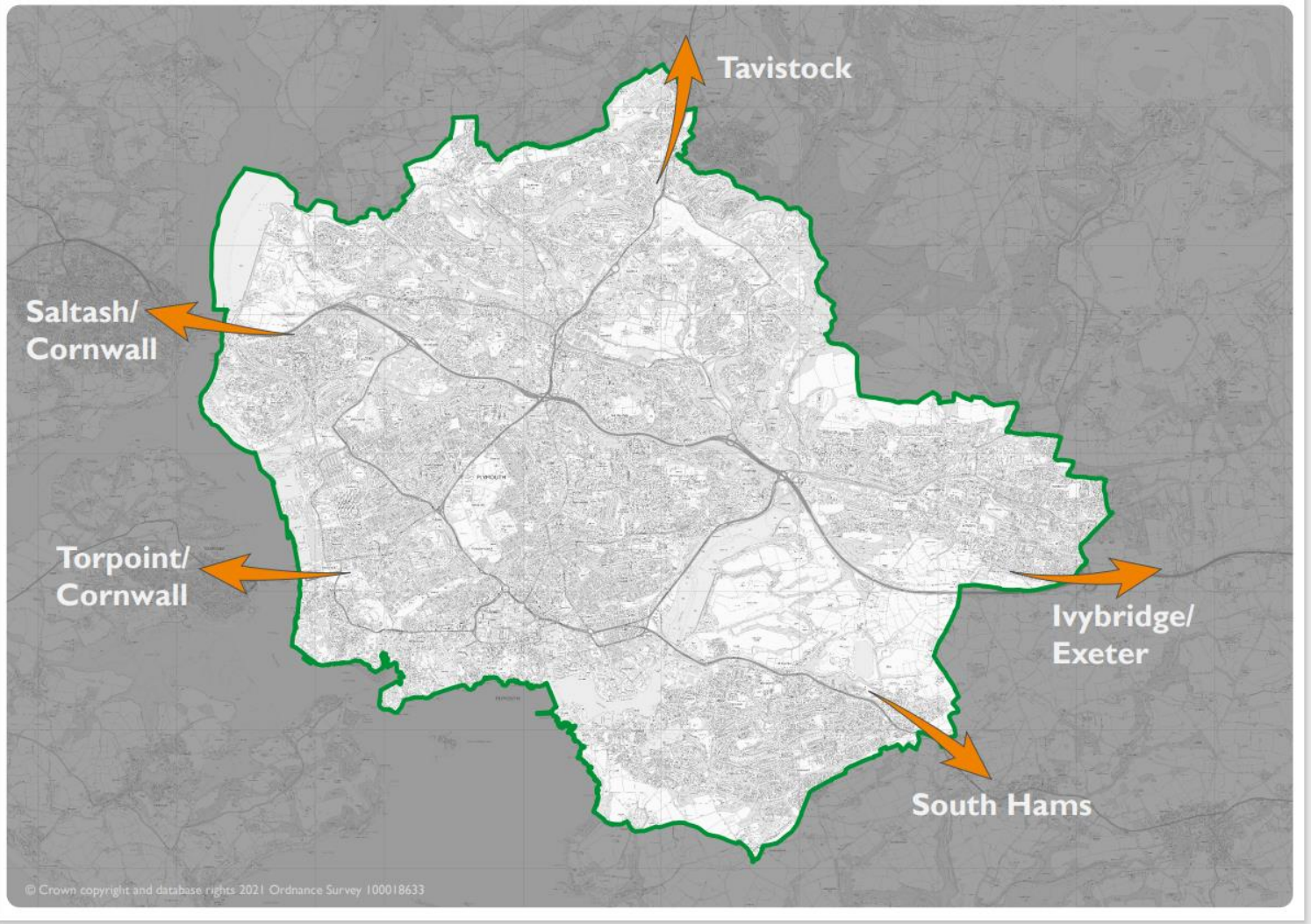
In accordance with the statutory requirements for an EP Plan, this document includes:

- Overview and map of the geographical area covered
- Factors affecting the local bus market
- Summary of passengers' experiences in using bus services and the priorities of users and non-users for improvements
- Trends in bus journey speeds and the impact of congestion on bus services
- Objectives that are sought for bus service provision
- Interventions needed to achieve the desired outcomes
- Governance arrangements
- Competition test

I	Plymouth Enhanced Partnership – Geographical Area
Summary	This section of the Plan considers:- <ul style="list-style-type: none"> • The geographical area of the Enhanced Partnership (EP) Plan

This Enhanced Partnership Plan covers the city of Plymouth (Figure I.0).

Figure I.0 Plymouth Enhanced Partnership Plan Area



2	Plymouth Enhanced Partnership - Plan Period
Summary	<p>This section of the Plan considers:-</p> <ul style="list-style-type: none"> • The Plan period • How often the Plan will be reviewed and how and when this will happen • EP Plan Variations

2.1 The Plan Period

The EP Plan was made on **31st March 2023**.

The EP Plan is for the period April 2023 to March 2034, aligning with the Plymouth Plan [PCC, 2021], 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 [PCC, 2019], the development plan for the city.

Alignment with the Plymouth Plan has been chosen because, since 2017, Plymouth's Local Transport Plan, and related transport policies, has been integrated within the Plymouth Plan and hence through working to the same timescales it will help ensure that the guiding transport strategies and the implementation plan, are aligned.

A new EP Plan will be prepared for the period post March 2034.

2.2 How often the Plan will be reviewed and how and when this will happen

The Enhanced Partnership Plan will be reviewed by the **Plymouth Bus Service Enhanced Partnership Forum and Board**³ at least annually. Plymouth City Council will initiate each review and it will take no longer than 6 months to complete. It is expected that the review will commence in July each year from July 2023.

2.3 Enhanced Partnership Plan variations

Enhanced Partnership Plan Variations shall be made in accordance with the procedures provided for under s.138L and s.138M of the 2000 Act.

³ Information on the EP Forum and Board, including the membership of both, is set out in the Plymouth Enhanced Partnership Scheme.

3	Plymouth Enhanced Partnership – Factors affecting, or having the potential to affect, the local bus market over the life of the Plan
<i>Summary</i>	<p>This section of the Plan considers:-</p> <ul style="list-style-type: none"> • Factors affecting, or having the potential to affect, the local bus market over the life of the Plan • Policies regarding local bus services which will be pursued in the Plan area • Complementary policies which will be pursued in support of the Enhanced Partnership objectives

3.1 Factors affecting, or having the potential to affect, the local bus market over the life of the Plan

3.1.1 Introduction to Plymouth

Plymouth, 'Britain's Ocean City', is one of the largest cities on the south coast and the 15th largest city in England with a population of circa 263,000, an economic output of £5.63 billion and 111,500 jobs (Figure 3.0). Plymouth has a strong growth potential with ambitions to grow its population to over 300,000, delivering the planned development of 26,700 homes and creating 13,200 jobs by 2034 [PCC, 2019]. Plymouth is a nationally strategically important City. It has the largest naval base in western Europe, employing over 10,000 people and is set to become a Freeport creating a further 9,000 jobs over the next 10 years. The city has three universities and two specialist marine research institutions. Derriford Hospital is a regionally important centre for health care with over 1 million visits per year.

Figure 3.0 Plymouth – Key Facts

PLYMOUTH: KEY FACTS

Key facts: City life



Plymouth has a current population of

264,700

Source: Office for National Statistics ONS MYE 2020

Plymouth's 65+ population is projected to increase by a

1/3

by 2034
(15,400 people)

Source: Plymouth Report

Key facts: Economy



Plymouth currently has an employment rate of

75.5%

aged 16 to 64

(compared to 75.1% nationally)

4.2%

of 16 and 17 year olds are currently not in employment, education or training

compared to 2.8% nationally

14.6%

of Plymouth's jobs are in the manufacturing industry, far exceeding the national average of 8.8% (2019)

HM Naval Base Devonport (HMNB)

is the largest Naval Base in Western Europe

and is of vital importance to the UK's defence capability

Devonport plays a vital role in the Plymouth and wider regional economy directly supporting

10%

of Plymouth's total employment

and 14.1% of its economic output (Gross Value Added, GVA 2017)

Key facts: Getting around



28%

of Plymouth households do not have access to a car or van

There are around

100,000

people living in the travel to work area outside of Plymouth

Key facts: Local community



Plymouth is within the

20%

most deprived local authority districts in England

Two areas fall within the most deprived 1% in England while 28 fall within the most deprived 10% in England, affecting around 46,000 people locally

Key facts: Arts, culture and heritage



Around

2,400,000

people visited Plymouth in 2020

3.1.2 Plymouth's population – our potential bus passengers ⁴

Plymouth's population is currently 263,070 of whom 50.2 per cent are women and 49.8 per cent are men.

In 2017, children and young people under 18 accounted for 20 per cent of the population (Table 3.0). 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 high proportion of young people and students presents an opportunity for Plymouth's buses. Many journeys to secondary school are by bus, helping to instil public transport habits, and the majority of students do not have access to a car but do have a high travel demand, both to locations in the city and in the wider travel to work area.

The proportion of the working-age (15-64 year old) population (65 per cent) is 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 predicts 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 bus network needs to be ready to respond to the city's changing demographics. The recovery of concessionary bus patronage is currently slower than that seen for fare paying passengers. Boosting concessionary confidence in bus travel will be key to restoring bus patronage to pre-pandemic levels.

Table 3.0 Number and percentages by age group in Plymouth and England, 2017⁵

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

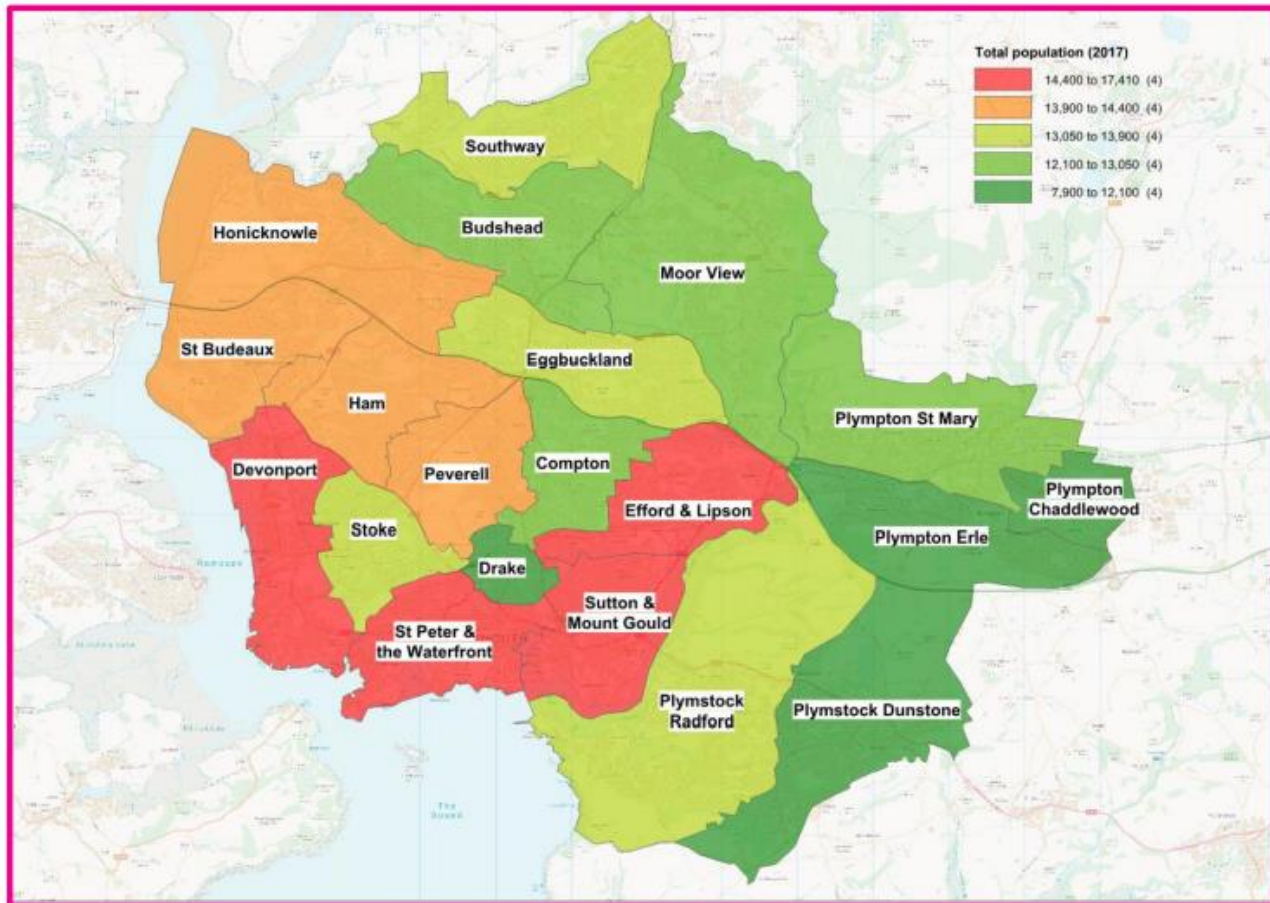
Plymouth's population is not evenly split across the city. There are higher numbers of people living in the wards to the west and southwest of the city (Figure 3.1). The ward with the biggest population is St Peter and the Waterfront (17,400) whilst Plympton Chaddlewood has the smallest population (7,900).

⁴ Plymouth Report, 2019

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

⁵ ONS mid-year population estimates, 2017

Figure 3.1 Total population (numbers) by Plymouth electoral ward, 2017



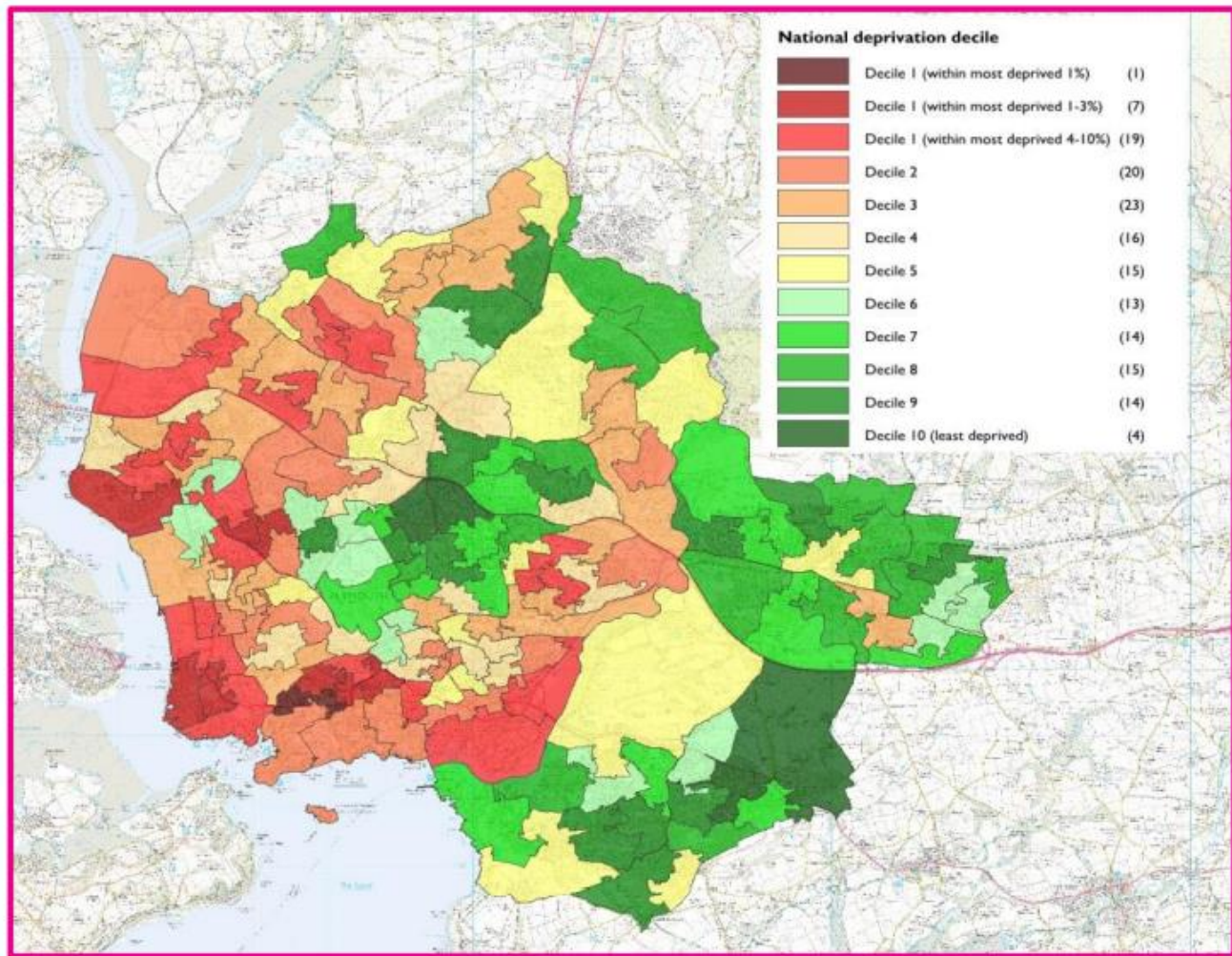
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Seventy four per cent of residents aged 17 or over hold a full driving licence, although there is a gender imbalance in licence holding; 80 per cent of men versus 68 per cent of women. Only one-third of 17-20 year olds hold a full driving licence. 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 3.2 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.

Plymouth's bus services have – and will continue to play – a key role in providing access to employment, healthcare, training and leisure opportunities. To be accessible to all, it's important that fares are kept as low as possible so that the bus is an inclusive mode of transport.

Figure 3.2: Plymouth LSOAs by IMD 2015 national deprivation decile



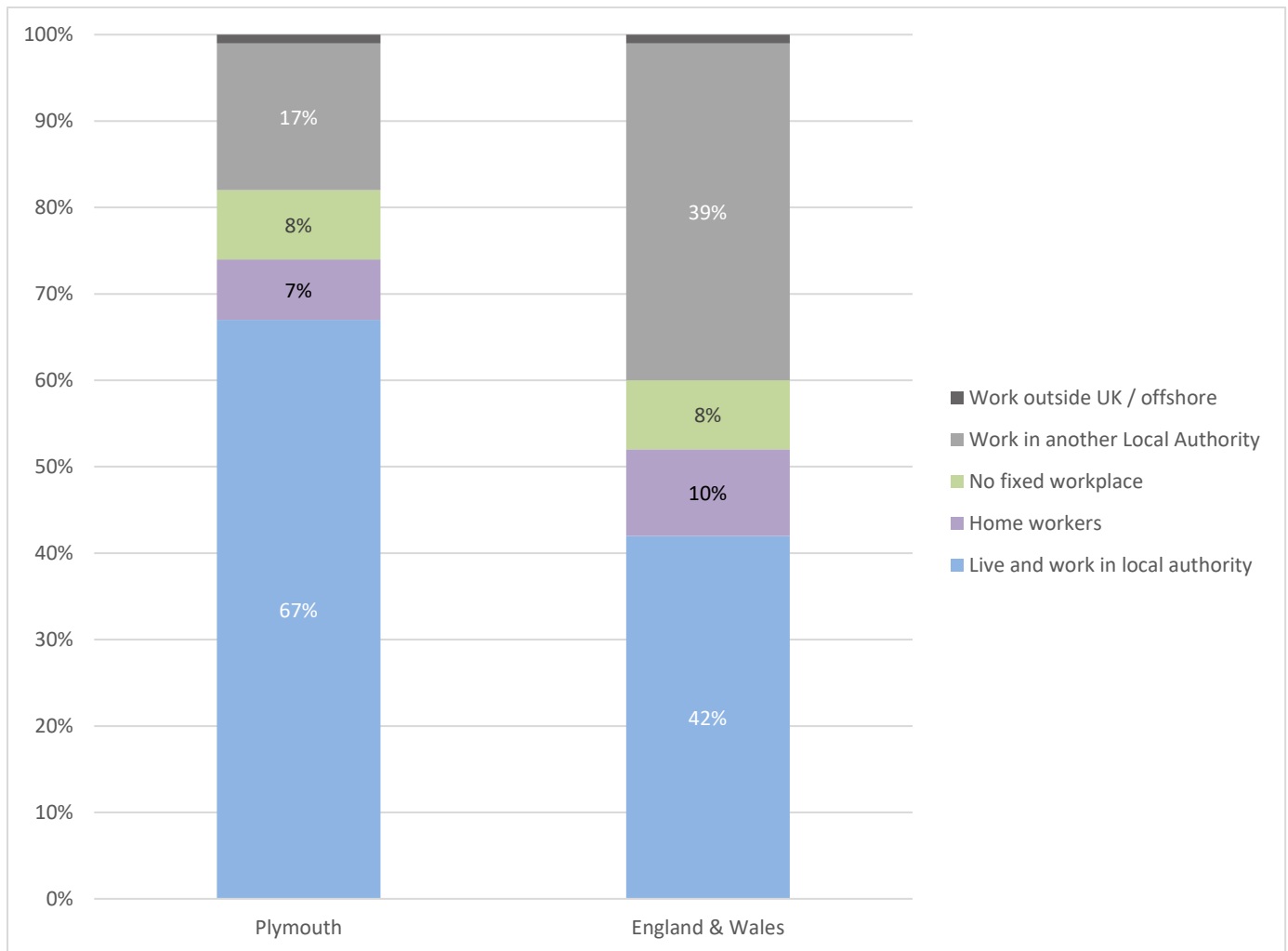
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In addition to the needs of residents Plymouth's bus services also need to satisfy the needs of visitors to the city. Tourism is a major contributor to the city's economy. Plymouth has over 5 million visitors a year, spending £322 million.

3.1.3 Plymouth's Travel Patterns

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 [WSP|PB, 2017].

3.1.5 Bus Patronage and mode share

Plymouth is a bus based city. Table 3.1 shows the bus passenger journeys per head of population.

Table 3.1 Bus passenger journeys per head of population, 2019/20

Local Authority	Average Passenger Journeys on local services per head of population (2019/20)
Plymouth	68.1
Cornwall	13.2
Devon	29.4
Torbay	53.4
England	72.3

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 3.4). 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 (WSP|PB, 2017) (Figures 3.5 and 3.6).

Figure 3.4: Method of travel to work by all residents aged 16-74 in employment, by Plymouth and South West Devon JLP Planning Authority (2011 Census)

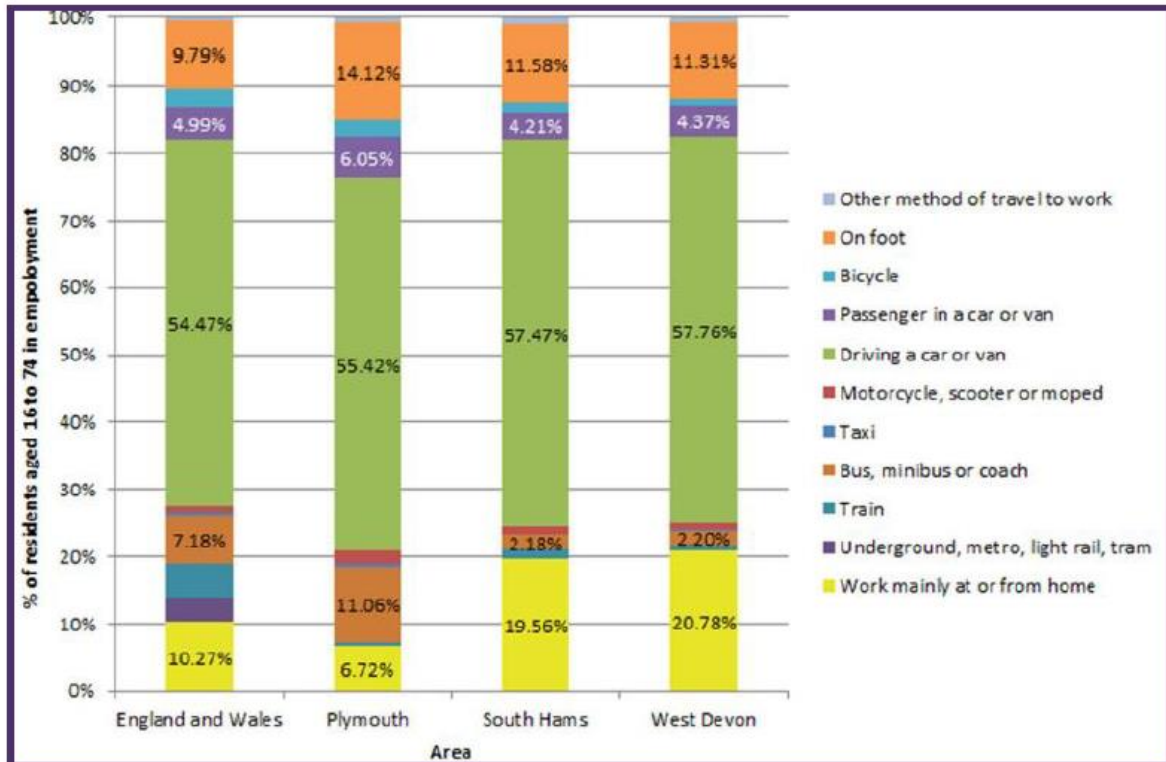


Figure 3.5 Method of travel to work – proportion driving to work

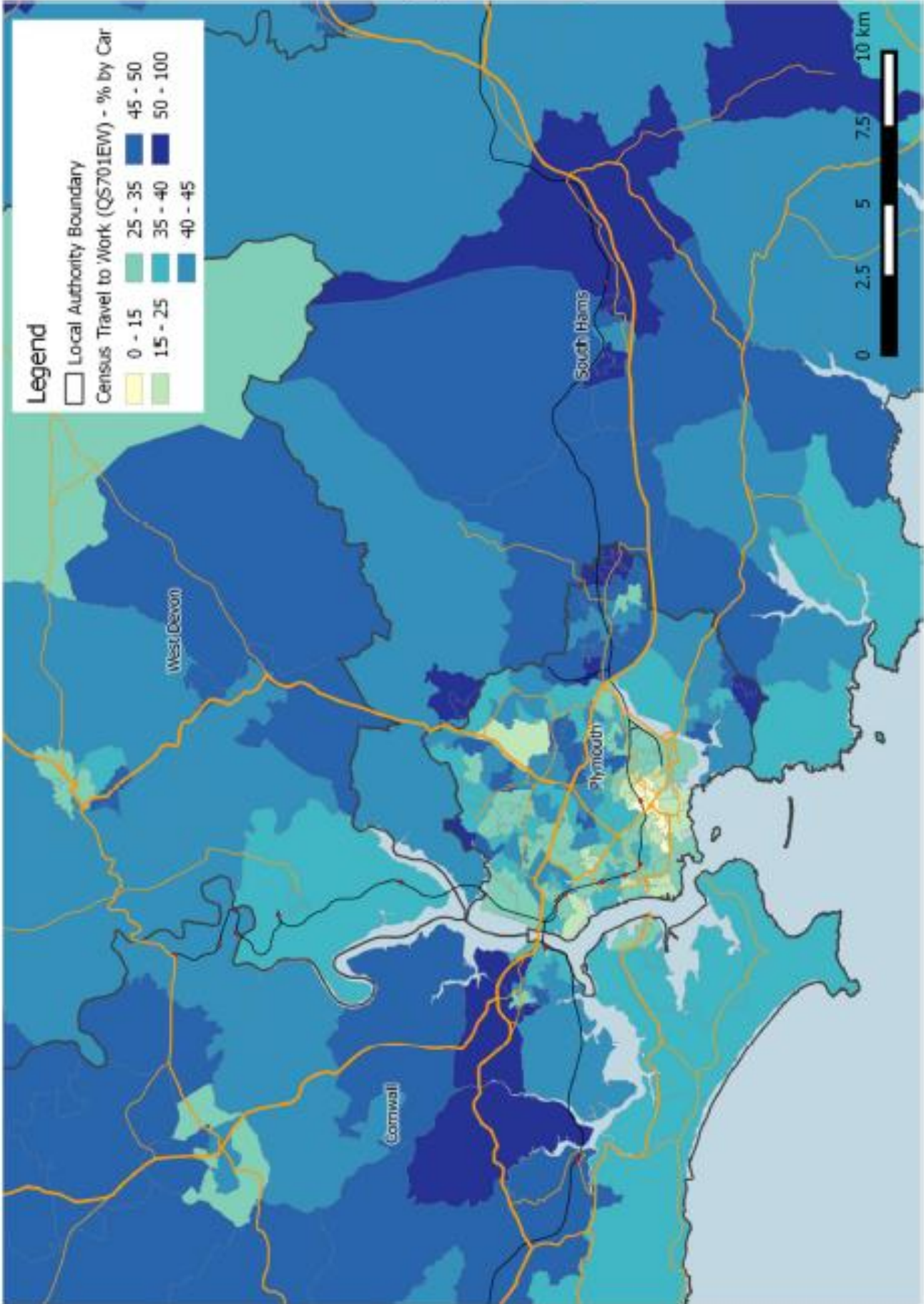
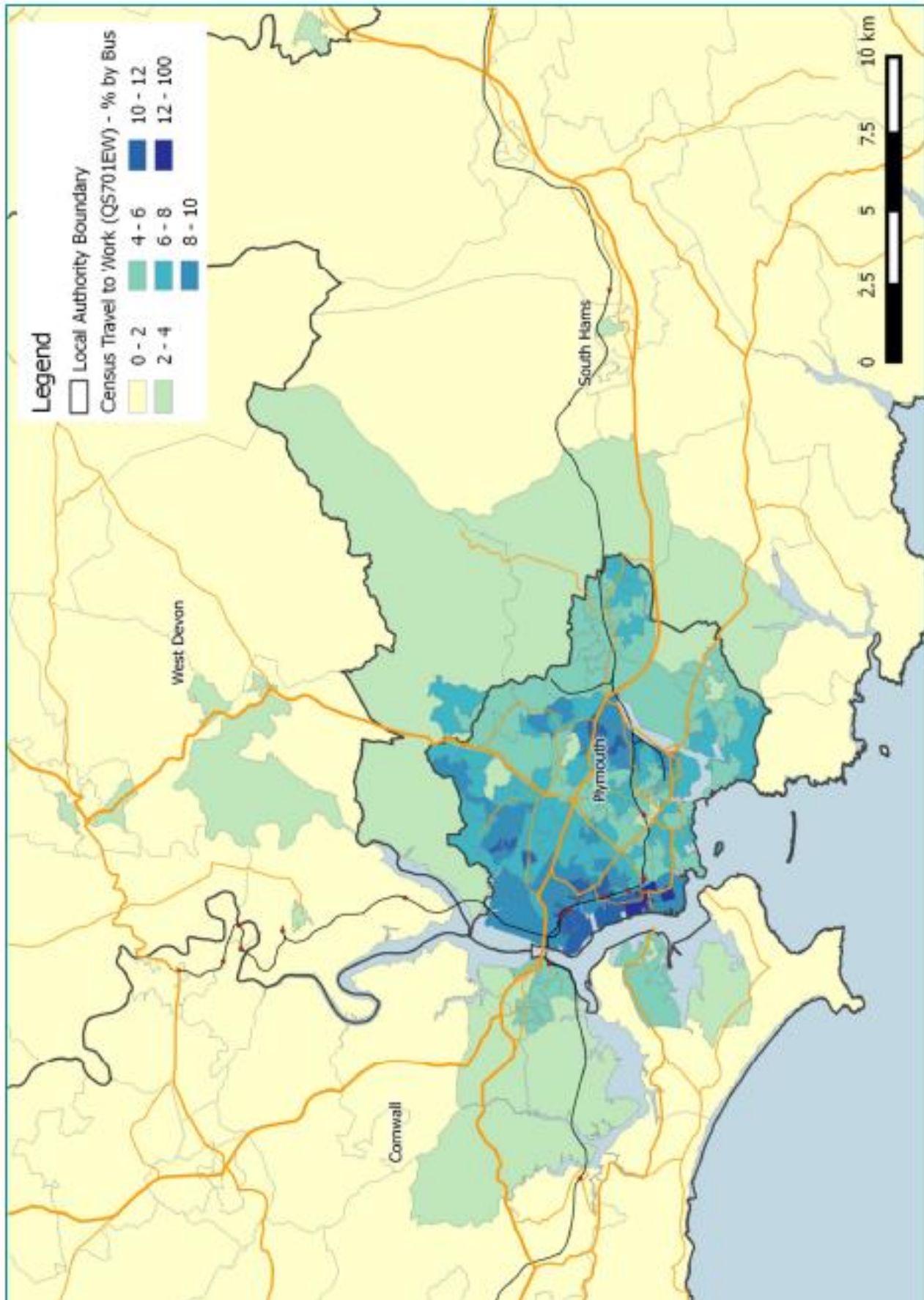


Figure 3.6 Method of travel to work – proportion traveling by bus

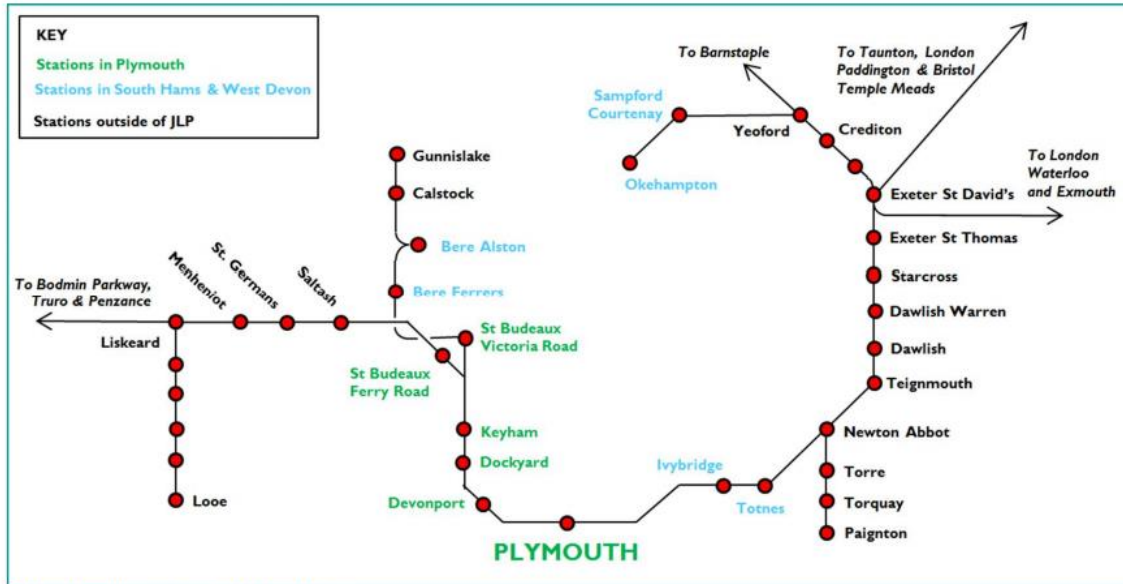


3.1.9 Public transport interchange opportunities

3.1.9.1 Bus-rail Interchange

Plymouth is served by six railway stations (Figure 3.7, Table 3.2).

Figure 3.7 – 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 3.2) 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 3.2 Entries and Exits at National Rail Stations in Plymouth, calculated from ticket purchases.

	Station	2018-19 Total Entries & Exits	2019-20 Total Entries & Exits	% change (2018-19 vs 2019/20)
Plymouth	Plymouth	2,416,376	2,372,040	-1.8%
	Devonport	39,464	43,046	9.1%
	Dockyard	4,406	10,368	135.3%
	Keyham	7,516	7,808	3.9%
	St Budeaux Ferry Road	3,092	2,348	-24.1%
	St. Budeaux Victoria Road	9,376	8,928	-4.8%

Bus-rail interchange in the city is currently focused on Plymouth Rail Station, which is approximately a 650m walk 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 *Productive Plymouth* Transforming Cities Fund programme to redevelop the station forecourt, completing the 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, in partnership with Great Western Railways and our local bus operators, on improving bus-rail interchange in St Budeaux, through the Transforming Cities Fund, St Budeaux interchange project. Through this project St. Budeaux Station (Victoria Road and Ferry Road) will provide a pivotal role as a sustainable transport interchange connecting rail commuters from the South East of Cornwall and West Devon with buses serving employment and healthcare opportunities in both the Derriford and Northern Corridor and City Centre and Waterfront growth areas.

3.1.9.2 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.

3.1.9.3 Mobility hubs⁶

Up to 50 multi-modal hubs will be provided across the city as part of the Council's Transforming Cities Fund programme. The hubs are designed to offer a variety of transport modes and provide connectivity to public transport.

3.2 Policies regarding local bus services which will be pursued in the Plan area

Plymouth's guiding transport strategy is set out in the [Plymouth Plan](#). We have made a commitment to deliver a safe, accessible, sustainable and health enabling transport system⁷ that delivers a step change in walking, cycling and public transport as the travel modes of choice for those living in and visiting the city⁸, focusing major 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,⁹ 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 travel¹⁰. To do this we have adopted a hierarchy of modes and routes based upon different spatial settings,¹¹ 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 [PCC 2021].

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. The Enhanced Partnership Plan is actively supported by the following Plymouth Plan policy commitments:-

- 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.

⁶ [Mobility Hubs | PLYMOUTH.GOV.UK](#)

⁷ Plymouth Plan Policy HEA6.

⁸ Plymouth Plan – Theme 2: A Green City.

⁹ Plymouth and South West Devon Joint Local Plan policy SPT9.1.

¹⁰ Plymouth and South West Devon Joint Local Plan Policy SPT9.4.

¹¹ Plymouth and South West Devon Joint Local Plan Policy SPT9.8.

- 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 Enhanced Partnership Plan also positively supports the delivery of the commitments within the Plymouth 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 Enhanced Partnership Plan is also supported by 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 guiding strategies are 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 Strategy¹².

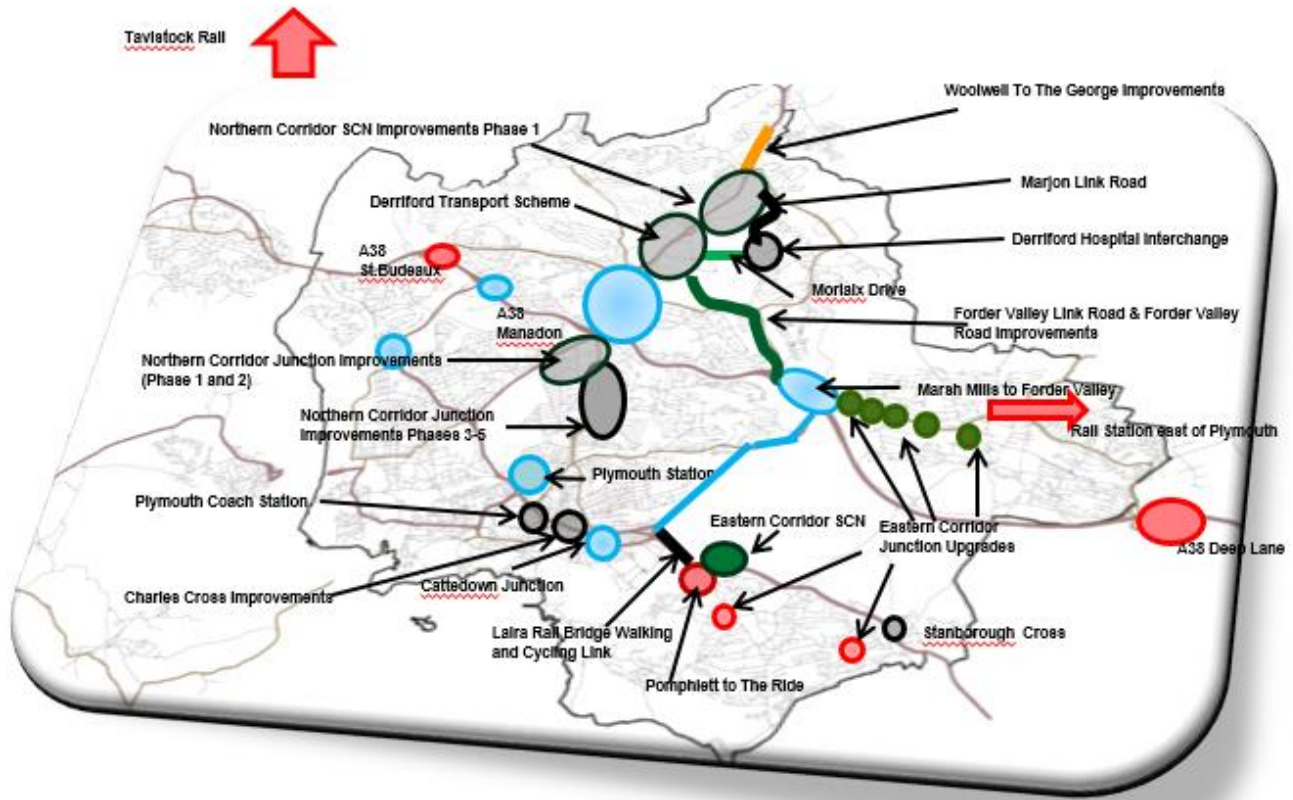
3.3 Complementary policies which will be pursued in support of the Enhanced Partnership objectives

3.3.1 Infrastructure investment

To support the sustainable growth of Plymouth, in accordance with the Plymouth and South West Devon Joint Local Plan, the Council has, and continues 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 3.8) and Transforming Cities Fund (Figure 3.9) programmes.

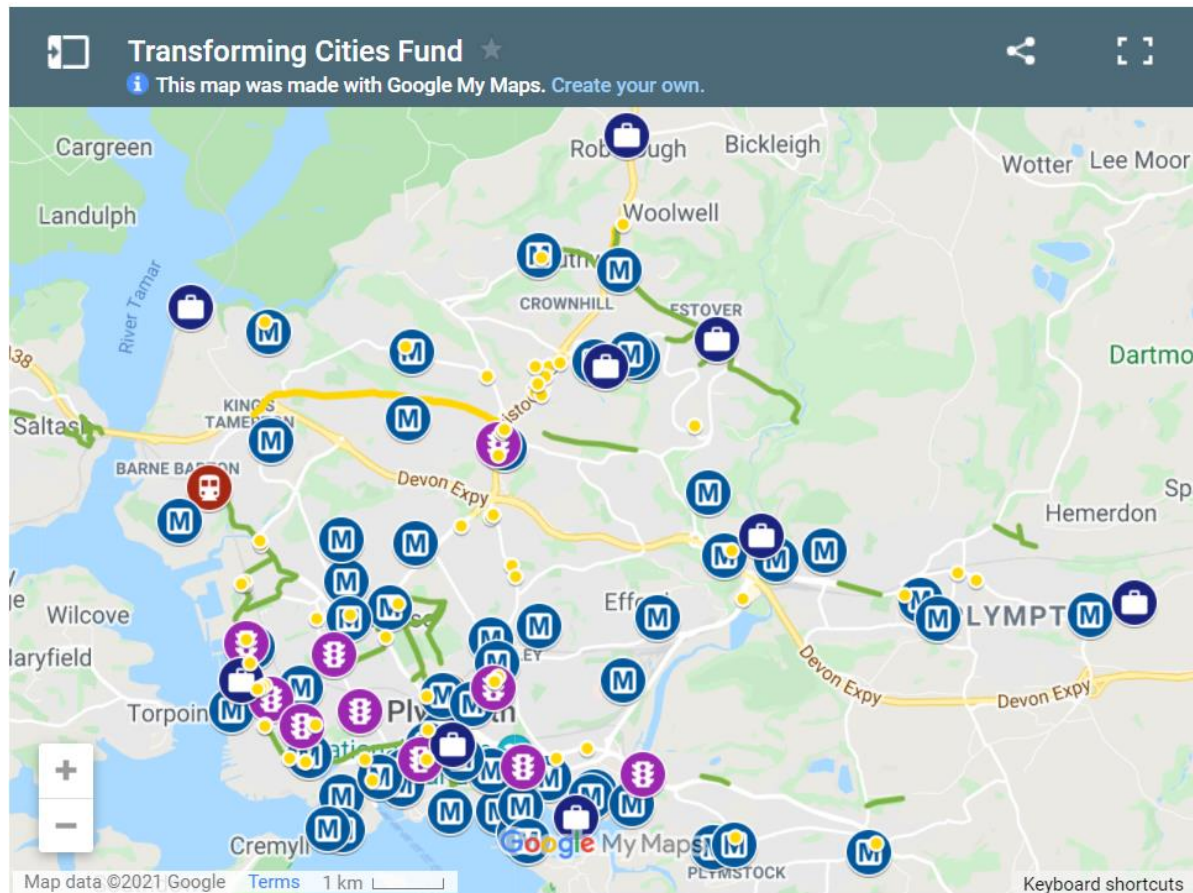
¹² Bus Back Better – National Bus Strategy for England, 2021 <https://www.gov.uk/government/publications/bus-back-better>

Figure 3.8 Strategic Transport infrastructure projects



- Completed schemes (2015 – 2019)
- Schemes in delivery phase Growth Deal (2019-2021)
- LTB or DfT Funding secured (Business Case approved) (2019 -2021)
- LTB or DfT Funding approved subject to Business Case (2019-2021)
- On PCC Capital Programme scheme (2023 onwards)
- "Pipeline of schemes" for future Funding

Figure 3.9: Productive Plymouth Transforming Cities Fund programme¹³



3.3.2 Plymouth and South West Devon Supplementary Planning Document

The Plymouth and South West Devon Supplementary Planning Document (SPD) July 2020 was adopted by Plymouth City Council on 22 June 2020.

The SPD amplifies and gives guidance on the implementation of the policies of the [Plymouth and South West Devon Joint Local Plan \(JLP\)](#). It provides guidance on parking provision, travel plans, permeability and strategic transport infrastructure, including guidance on designing streets around bus travel.

3.3.3 Plymouth Climate Emergency

Tackling climate change is one of the Council's top priorities and in March 2019 the Council declared a Climate Emergency and pledged to make Plymouth carbon neutral by 2030. Citywide action against this pledge is set out in the Climate Emergency Action Plans (CEAPs). These set out all the actions that the Council, as well as other partners in the Plymouth Net Zero Partnership, are taking to reduce emissions across the city and to encourage others to do the same. The emerging Net Zero Action Plan 2023 – 2026, is complementary to the objectives of the Enhanced Partnership Plan.

Progress against the actions and review a review of the plan takes in a public forum every 6 months. New action plans will be developed each year up to 2030 and are complementary to the objectives of the Enhanced Partnership Plan.

¹³ [Transforming Cities Fund - Google My Maps](#)

3.3.4 Parking enforcement

Plymouth City Council first introduced CCTV enforcement in 2010 with the introduction of a CCTV Enforcement and Road Safety vehicle focused around: -

- Safety around schools and travel to school;
- Bus punctuality and viability

Following this, the Council introduced fixed site CCTV enforcement of bus lanes in 2016/17. This was a direct effort to provide further dedicated support to the punctuality and viability of public transport services through increasing compliance of bus lanes.

This started with a 6-month campaign delivered in partnership with Plymouth's bus operators to raise awareness and educate motorists around the compliance and implications to driving in bus lanes; this included a whole fleet of bus services displaying campaign messages alongside traditional media campaigns.

Plymouth City Council has remained committed to supporting public transport services and has continued to use CCTV enforcement of bus lanes. Over the years compliance to bus lanes has continued to improve year on year, evidenced through sustained decreases in contraventions (Table 3.3)

Table 3.3 Bus Lane Contraventions Since 2016/17

Year	Total Contraventions	Year on Year Comparison (%)	Comparison to 16/17 (%)
2016/17	18,005	n/a	n/a
2017/18	15,824	-12.11	-12.11
2018/19	12,754	-19.40	-29.16
2019/20	9,499	-25.52	-47.24
2020/21	7,222	-23.97	-59.89

4	Plymouth Enhanced Partnership – Passenger experiences of Plymouth’s bus services and current, lapsed and potential passenger priorities
<i>Summary</i>	<p>This section of the Plan considers:-</p> <ul style="list-style-type: none"> • Passenger experiences of Plymouth’s bus services and current, lapsed and potential passenger priorities • Plymouth City Council’s plans for consulting operators and passenger groups on how well the EP Plan and Scheme(s) are working • The intended effect of the Enhanced Partnership Scheme(s) on neighbouring areas that are outside the Enhanced Partnership Plan and Scheme area

4.1 Passenger experiences of Plymouth’s bus services and current, lapsed and potential passenger priorities

To support the development of proposals for Plymouth’s bus services the Council has:-

- 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;
- Commissioned a series of focus groups involving current, lapsed¹⁴ and non-bus users in order to understand what residents want from Plymouth’s bus services and what would encourage greater bus use; and
- Scrutinised national data on the needs of bus passengers to allow local data to be compared with national research.

The Plymouth Enhanced Partnership Plan has therefore been informed by the local community with focus groups and passenger satisfaction data being used to understand what works well, and what needs to be improved, with regards to Plymouth’s bus services.

4.1.1 Passenger Priorities

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

Table 4.0 reports the consultation feedback from the focus groups.

Table 4.0 Focus group thematic feedback on Plymouth’s bus services

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

¹⁴ Residents who used to travel by bus pre the Covid-19 pandemic

			use the bus for social purposes
<i>Making buses faster and more reliable</i>	<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>
<i>Making buses cheaper</i>	<p>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>	<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>	<p>The overall perception was that ticket costs were expensive.</p>
<i>Making buses more comprehensive</i>	<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</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>	<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.</p>

	<p>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>		
<i>Making buses easier to understand</i>	<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.</p> <p>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>
<i>Making buses easier to use</i>	<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>No specific comments</p>	<p>Overall there was little knowledge about the ticket options available.</p> <p>They were not aware of the Skipper Ticket – but had heard of a Day Rider</p>
<i>Making buses better integrated with other modes and each other</i>	<p>Unlike the non-user and lapsed users, most would change buses to reach their destination.</p>	<p>No specific comments</p>	<p>No specific comments</p>

<p>Make buses better to ride in</p>	<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 “<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>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 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>	<p>They viewed drivers positively and were not expecting there to be any issues.</p>
<p>Seen as a safe mode of transport</p>	<p>No specific comments</p>	<p>Most respondents indicated that health concerns / the increased risk of COVID transmission were the main reasons they don't use the service.</p> <p>“You want to avoid crowded buses”</p>	<p>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”.</p>

The focus group feedback is echoed by a wider stakeholder group encompassing politicians, disability groups, transport providers, industry specialists and local businesses. The top priorities stakeholders want the Enhanced Partnership to address are **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 respondents identified, along with, ‘*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*’.

The local feedback reflects national research. In 2019, Transport Focus conducted an extensive survey seeking to understand bus passengers’ priorities. The results (Figure 4.0) 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 4.0: 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.

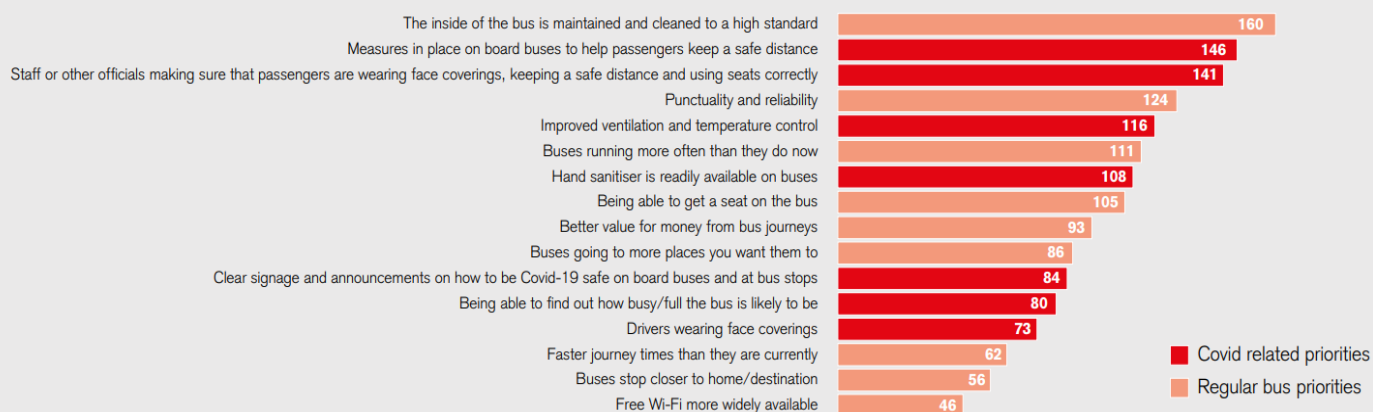
This research has been augmented by a further study completed in spring 2021, to understand the views, experiences and priorities of over 10,000 current, fully lapsed and non-users about bus services in Great Britain in light of the pandemic (Figure 4.1). The results show that there are new, Covid-19 based priorities, which bus services need to respond to. However, the core priorities of frequency, reliability, value and punctuality remain.

The Plymouth Enhanced Partnership has been developed mindful of both the new requirements and the core priorities for an attractive bus network.

Figure 4.1: 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

4.1.2 Passenger satisfaction

Satisfaction with public transport in Plymouth is measured using the National Highway and Transport Public Satisfaction Survey (NHT Survey). The survey collects the public's views on different aspects of Highway and Transport¹⁵ in local authority areas¹⁶.

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%. Table 4.1 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

Table 4.1 2020 NHT results for Plymouth – Summary [NHT, 2020].

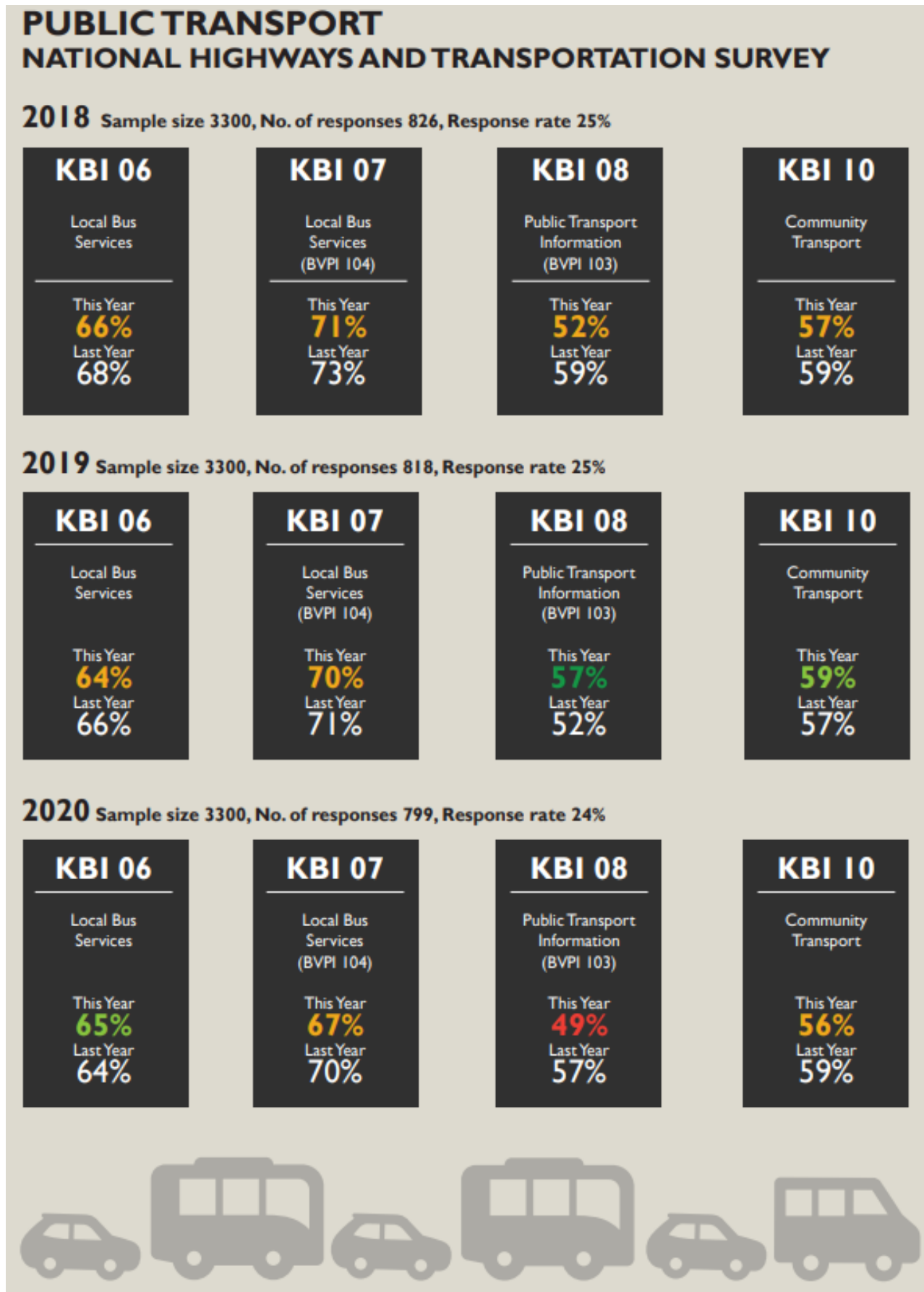
Theme	Plymouth	NHT Average	Gap
Accessibility	70%	71%	-1%
Public Transport	60%	57%	+3%
Walking and Cycling	52%	52%	0%
Tackling Congestion	47%	46%	+1%
Road Safety	55%	53%	+2%
Highway Maintenance	48%	49%	-1%

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 4.2), although less than 50% of respondents were satisfied with Plymouth's public transport information.

¹⁵ 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.

¹⁶ 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.

Figure 4.2 Analysis of NHT surveys for the three year period 2018 - 2020 [NHT 2018, 2019, 2020a]



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 Devon¹⁷ (Tables 4.2 and 4.3)

Table 4.2 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 of the bus	75	69	74	80 (78)	+	+
On-bus journey time	85	83	87	88 (86)	+	+

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

Table 4.3 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 figures shown in brackets are for Stagecoach Bus

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.

With regards to value for money tables 4.4 - 4.7 provide a time and cost comparison for car and bus based journeys on Plymouth's six core corridors both during the week and at weekends. Tackling the relative cost of public transport, compared to the private car, will be important in order to achieve modal shift.

¹⁷ Information is not available for Stagecoach South West

Table 4.4 Comparison of car and bus based journeys on Plymouth's six core corridors (Weekday – AM Peak – October 2021)

Corridor	Car		Bus	
	Cost ¹⁸	Time ¹⁹	Cost	Time ²⁰
City Centre – Devonport (via Union Street) – St Budeaux Square (4.6 miles)	Cost of fuel £0.74	15 minutes	Circa £2.10 single, £3.20 return	20-22 minutes
City Centre – Wolseley Road – Saltash (6.5 miles)	Cost of fuel £1.04	19 minutes	Circa £2.20 - £2.70 single Circa £3.60 – 4.20 return	21-22 minutes
City Centre – Mutley Plain – George Junction Park and Ride (5.8 miles)	Cost of fuel £0.92	20 minutes	Circa £3 - £3.70 single Circa £4.20 - £4.40 return	27-28 minutes
City Centre – Outland Road - George Junction Park and Ride (6.2 miles)	Cost of fuel £0.98	18 minutes	Circa £2.80 single Circa £3.90 return	32 minutes
City Centre – Plympton Ridgeway (7.6 miles)	Cost of fuel £1.17	17 minutes	Circa £3.30 - £3.40 single Circa £4.70 return	21 minutes
City Centre – Plymstock Broadway (2.9 miles)	Cost of fuel £0.43	14 minutes	Circa £2.70- £2.90 single Circa £4.20 - £4.40 return	16-18 minutes

¹⁸ The costs quoted are fuel costs only – based on September 2021 prices - the yearly cost of running a car (excluding costs associated with vehicle purchase and fuel costs) is £1,136.40. This works out at an average daily cost across the year of £3.11 or £4.35 per working day (261 days) (Kwik Fit report, 2018).

¹⁹ Time taken from Google maps

²⁰ Time take from traveline

Tables 4.5 Comparison of car and bus based journeys on Plymouth's six core corridors (Weekday – Off- Peak – October 2021)

Corridor	Car		Bus	
	Cost ²¹	Time ²²	Cost	Time ²³
City Centre – Devonport (via Union Street) – St Budeaux Square (4.6 miles)	Cost of fuel £0.74	15 minutes	Circa £2.10 single Circa £3.20 return	20 – 22 minutes
City Centre – Wolseley Road – Saltash (6.5 miles)	Cost of fuel £1.04	19 minutes	Circa £2.50 - £2.70 single Circa £3.70 - £4.20 return	21 minutes
City Centre – Mutley Plain – George Junction Park and Ride (5.8 miles)	Cost of fuel £0.92	19 minutes	Circa £3 - £3.70 single Circa £4.20 - £4.40 return	27 – 33 minutes
City Centre – Outland Road - George Junction Park and Ride (6.2 miles)	Cost of fuel £0.98	17 minutes	Circa £2.80 single Circa £3.90 return	32 minutes
City Centre – Plympton Ridgeway (7.6 miles)	Cost of fuel £1.17	18 minutes	Circa £3.30 single Circa £4.70 return	21 minutes
City Centre – Plymstock Broadway (2.9 miles)	Cost of fuel £0.43	17 minutes	Circa £2.70 - £2.90 single Circa £4.20 - £4.40 return	16 – 18 minutes

²¹ The costs quoted are fuel costs only – based on September 2021 prices - the yearly cost of running a car (excluding costs associated with vehicle purchase and fuel costs) is £1,136.40. This works out at an average daily cost across the year of £3.11 or £4.35 per working day (261 days) (Kwik Fit report, 2018).

²² Time taken from Google maps

²³ Time take from traveline

Table 4.6 Comparison of car and bus based journeys on Plymouth's six core corridors (Sunday – AM Peak – October 2021)

Corridor	Car		Bus	
	Cost ²⁴	Time ²⁵	Cost	Time ²⁶
City Centre – Devonport (via Union Street) – St Budeaux Square (4.6 miles)	Cost of fuel £0.74	12-20 minutes	Circa £2.10 single, £3.20 return	21 minutes
City Centre – Wolseley Road – Saltash (6.5 miles)	Cost of fuel £1.04	10-20 minutes	Circa £2.20 - £2.70 single Circa £3.60 – 4.20 return	20- 21 minutes
City Centre – Mutley Plain – George Junction Park and Ride (5.8 miles)	Cost of fuel £0.92	12-28 minutes	Circa £3 - £3.70 single Circa £4.20 - £4.40 return	23-26 minutes
City Centre – Outland Road - George Junction Park and Ride (6.2 miles)	Cost of fuel £0.98	14-28 minutes	Circa £2.80 single Circa £3.90 return	32 minutes
City Centre – Plympton Ridgeway (7.6 miles)	Cost of fuel £1.17	12-22 minutes	Circa £3.40 single Circa £4.70 return	21 minutes
City Centre – Plymstock Broadway (2.9 miles)	Cost of fuel £0.43	7-16 minutes	Circa £2.70- £2.90 single Circa £4.20 - £4.40 return	16-17 minutes

²⁴ The costs quoted are fuel costs only – based on September 2021 prices - the yearly cost of running a car (excluding costs associated with vehicle purchase and fuel costs) is £1,136.40. This works out at an average daily cost across the year of £3.11 or £4.35 per working day (261 days) (Kwik Fit report, 2018).

²⁵ Time taken from Google maps

²⁶ Time take from traveline

Table 4.7 Comparison of car and bus based journeys on Plymouth’s six core corridors (Sunday – Off- Peak – October 2021)

Corridor	Car		Bus	
	Cost ²⁷	Time ²⁸	Cost	Time ²⁹
City Centre – Devonport (via Union Street) – St Budeaux Square (4.6 miles)	Cost of fuel £0.74	12-26 minutes	Circa £2.10 single Circa £3.20 return	20 – 22 minutes
City Centre – Wolseley Road – Saltash (6.5 miles)	Cost of fuel £1.04	12-24 minutes	Circa £2.50 - £2.70 single Circa £3.70 - £4.20 return	21 minutes
City Centre – Mutley Plain – George Junction Park and Ride (5.8 miles)	Cost of fuel £0.92	16-35 minutes	Circa £3 - £3.70 single Circa £4.20 - £4.40 return	27 – 33 minutes
City Centre – Outland Road - George Junction Park and Ride (6.2 miles)	Cost of fuel £0.98	16-35 minutes	Circa £2.80 single Circa £3.90 return	32 minutes
City Centre – Plympton Ridgeway (7.6 miles)	Cost of fuel £1.17	16-30 minutes	Circa £3.30 single Circa £4.70 return	21 minutes
City Centre – Plymstock Broadway (2.9 miles)	Cost of fuel £0.43	9-22 minutes	Circa £2.70 - £2.90 single Circa £4.20 - £4.40 return	16 – 18 minutes

4.2 Plymouth City Council’s plans for consulting operators and passenger groups on how well the Enhanced Partnership Plan and Scheme are working

In accordance with the Council’s values, as lead for the development of the Enhanced Partnership Plan and Scheme, the Council is taking responsibility for the improvement of Plymouth’s bus services. However, the development of the Enhanced Partnership and delivery of the Enhanced Partnership Scheme is collaborative. The Council has, and will continue to, work closely with Plymouth’s public transport providers, passengers, and stakeholders to deliver our common ambition of making buses easier, cheaper and more convenient to use.

²⁷ The costs quoted are fuel costs only – based on September 2021 prices - the yearly cost of running a car (excluding costs associated with vehicle purchase and fuel costs) is £1,136.40. This works out at an average daily cost across the year of £3.11 or £4.35 per working day (261 days) (Kwik Fit report, 2018).

²⁸ Time taken from Google maps

²⁹ Time take from traveline

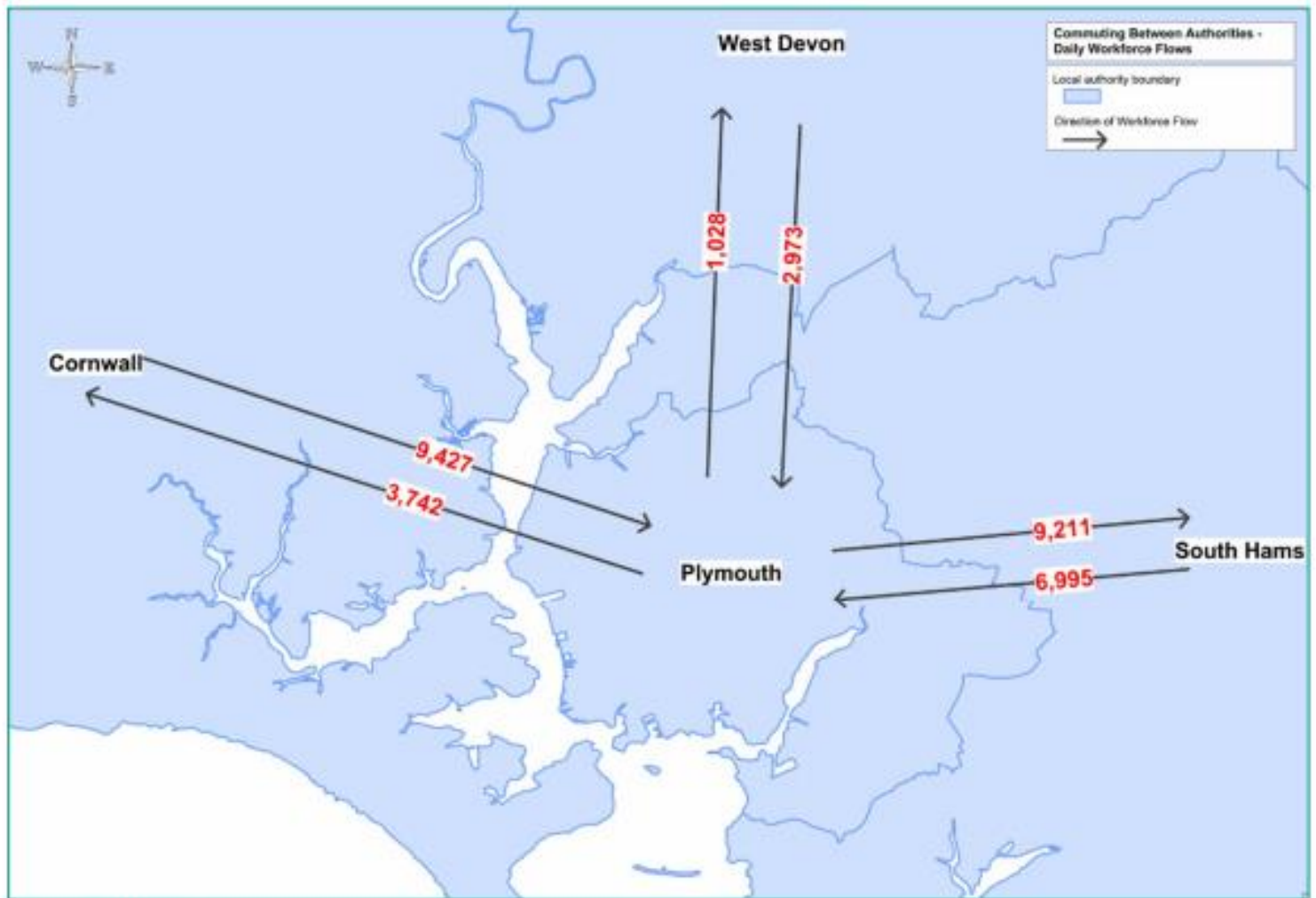
Consultation will principally be undertaken through the establishment of a Plymouth Bus Service Enhanced Partnership Forum (see Section 7).

Furthermore, as part of the consultation on Plymouth's Enhanced Partnership Plan and Scheme we will engage with stakeholders and set up a mailing list. During the development the Plymouth Bus Service Improvement Plan over 190 stakeholders spanning politicians, disability groups, transport providers, industry specialists, and local businesses, were surveyed in order to understand the merits and shortcomings of local bus services. These stakeholders will be encouraged to sign up to the Plymouth Bus Service Improvement Plan mailing list. Everyone who signs up to the mailing list will be notified when reports on the Bus Service Improvement Plan are published; of the outcomes of the Enhanced Partnership Plan and Scheme reviews; and when new Plans and Schemes are published.

4.3 The intended effect of the Enhanced Partnership Scheme(s) on neighbouring areas that are outside the Enhanced Partnership Plan and Scheme area

Continuous dialogue will be held with neighbouring authorities to ensure that delivery of the Enhanced Partnership is compatible with neighbouring Enhanced Partnerships. This is because 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 4.3).

Figure 4.3 Key commuting flows between neighbouring authorities, 2011



[ONS undated]

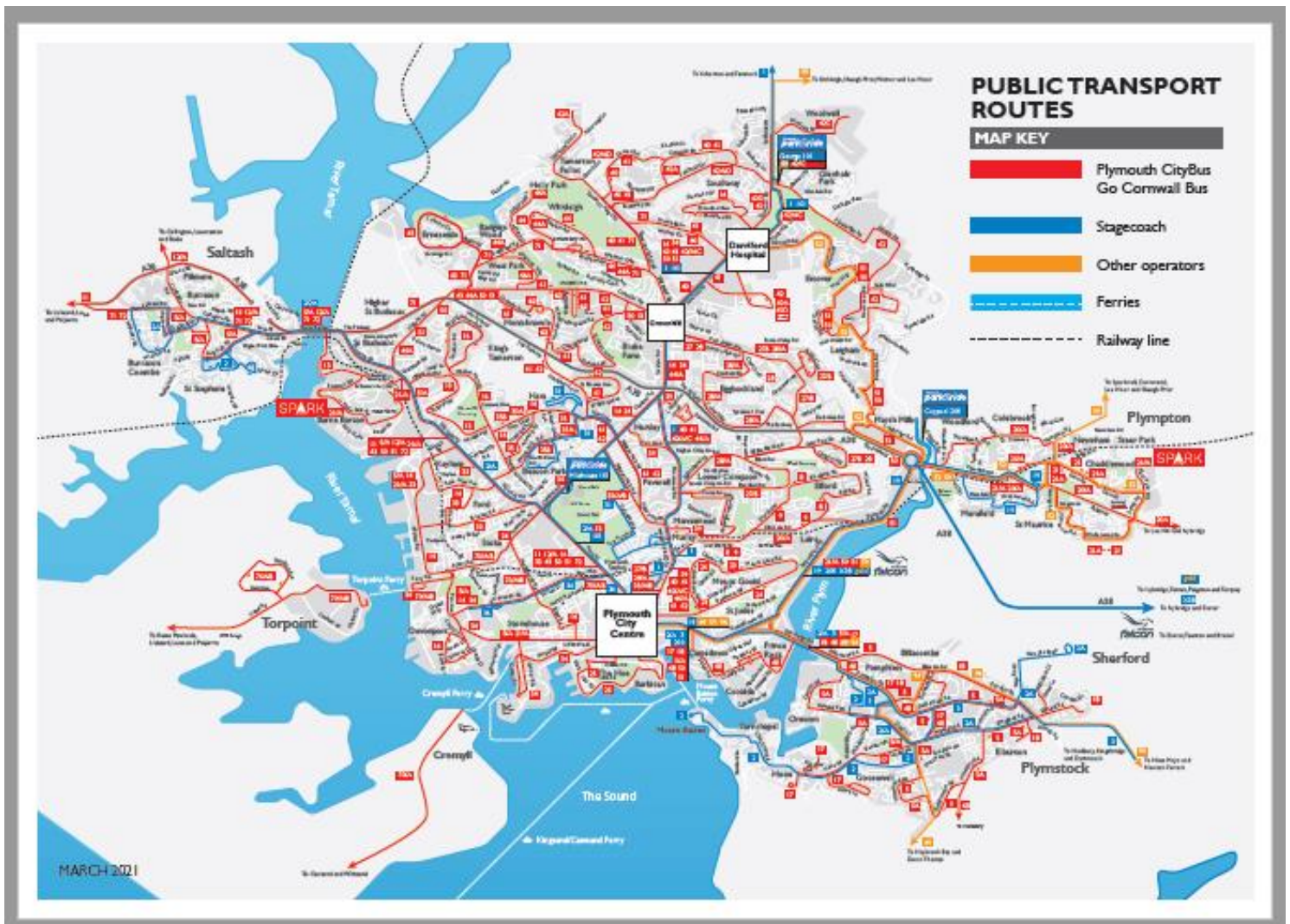
In order to make buses the natural choice for everyone, not just those without cars, and boost bus patronage, routes into and out of the city are also important. The Plymouth Bus Service Improvement Plan Partnership has worked closely with our neighbouring Local Transport Authorities; Cornwall Council, Devon County Council and Torbay Council and the Council will continue to work with our neighbours during the delivery of the Enhanced Partnership Plan and Scheme(s).

5	Plymouth Enhanced Partnership – Local bus services
Summary	This section of the Plan considers:- <ul style="list-style-type: none"> • Local bus services in Plymouth • Trends in bus journey speeds and the impact of congestion on local services

5.1 Local bus services in Plymouth

77% of registered routes operate exclusively within the city boundary (Figure 5.0).

Figure 5.0 Plymouth’s Bus Network



Plymouth typically has high levels of bus use. However, bus patronage has declined, due to the Covid-19 pandemic. In 2019/20, 18,027,681³⁰ bus trips were made. In 2020/21 the number of trips on our buses fell to 6,887,794³¹ (Table 5.0)

³⁰ Of the 18,027,681 trips, 4,970,235 were made by concessionary pass holders (28%)

³¹ Of the 6,887,794 trips, 1,627,887 were made by concessionary pass holders (24%)

Table 5.0 Bus Patronage – Plymouth and England

		2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
Plymouth	Total Patronage	19,220,784	18,652,931	19,016,310	18,027,681	6,887,794
	% change (+ is an increase, - is a decrease)		-3%	+2%	-5%	-62%
England ³²	Total Patronage (millions)	4,440.5	4,348.4	4,307.2	4,069.5	
	% change (+ is an increase, - is a decrease)		-2%	-1%	-6%	

5.1.1 Plymouth's 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.

Within Plymouth there are six core bus corridors (Figure 5.1). These are:-

- 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

All current bus routes and operators are shown on the public transport network map (Figure 5.0).

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 [PCC, 2015].

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 5.2 - 5.7.

³² Department for Transport Statistics Table BUS0109a Passenger journeys on local bus services by local authority; England from 2009,10

Figure 5.1 Plymouth's core bus corridors³³

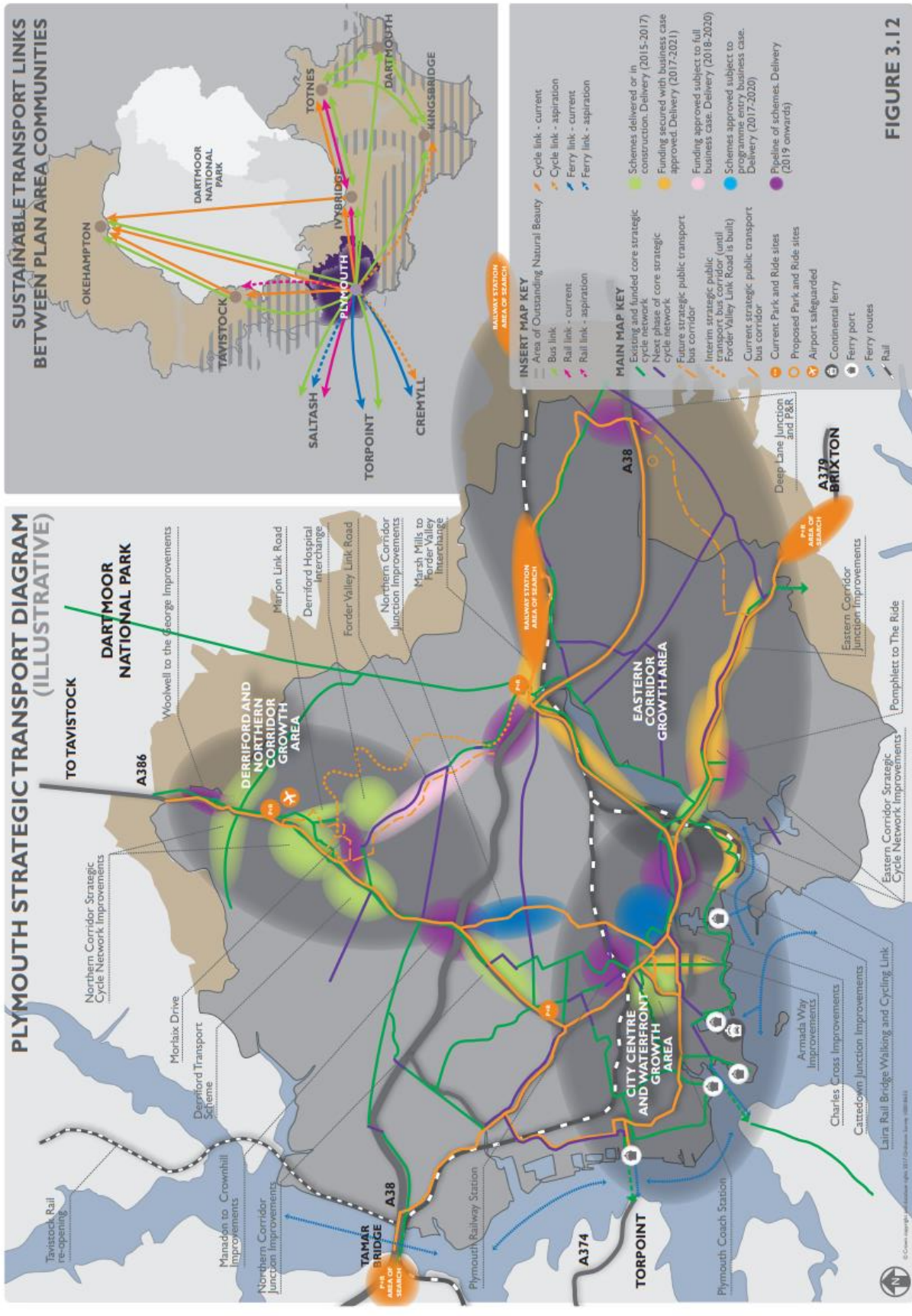
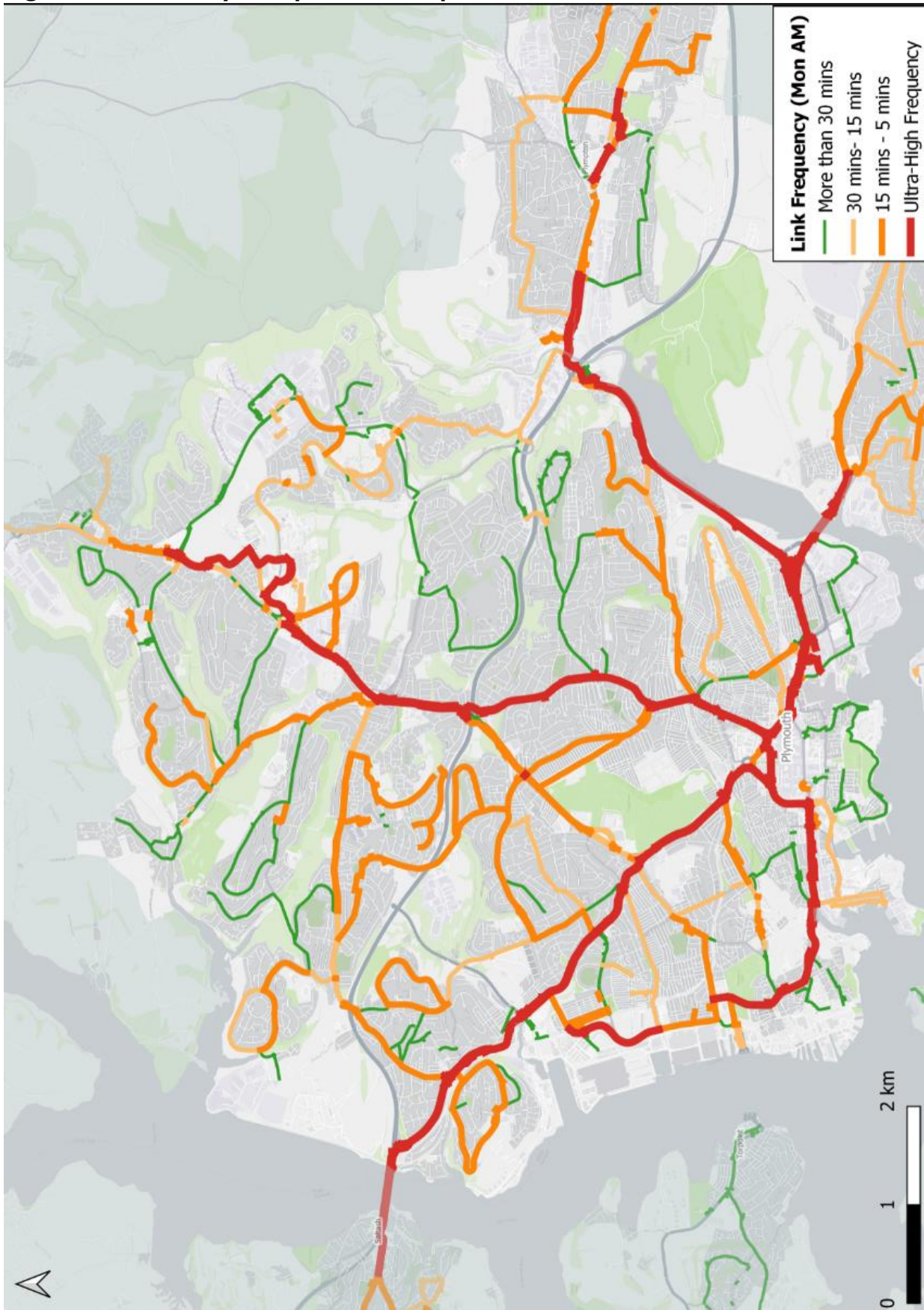


FIGURE 3.12

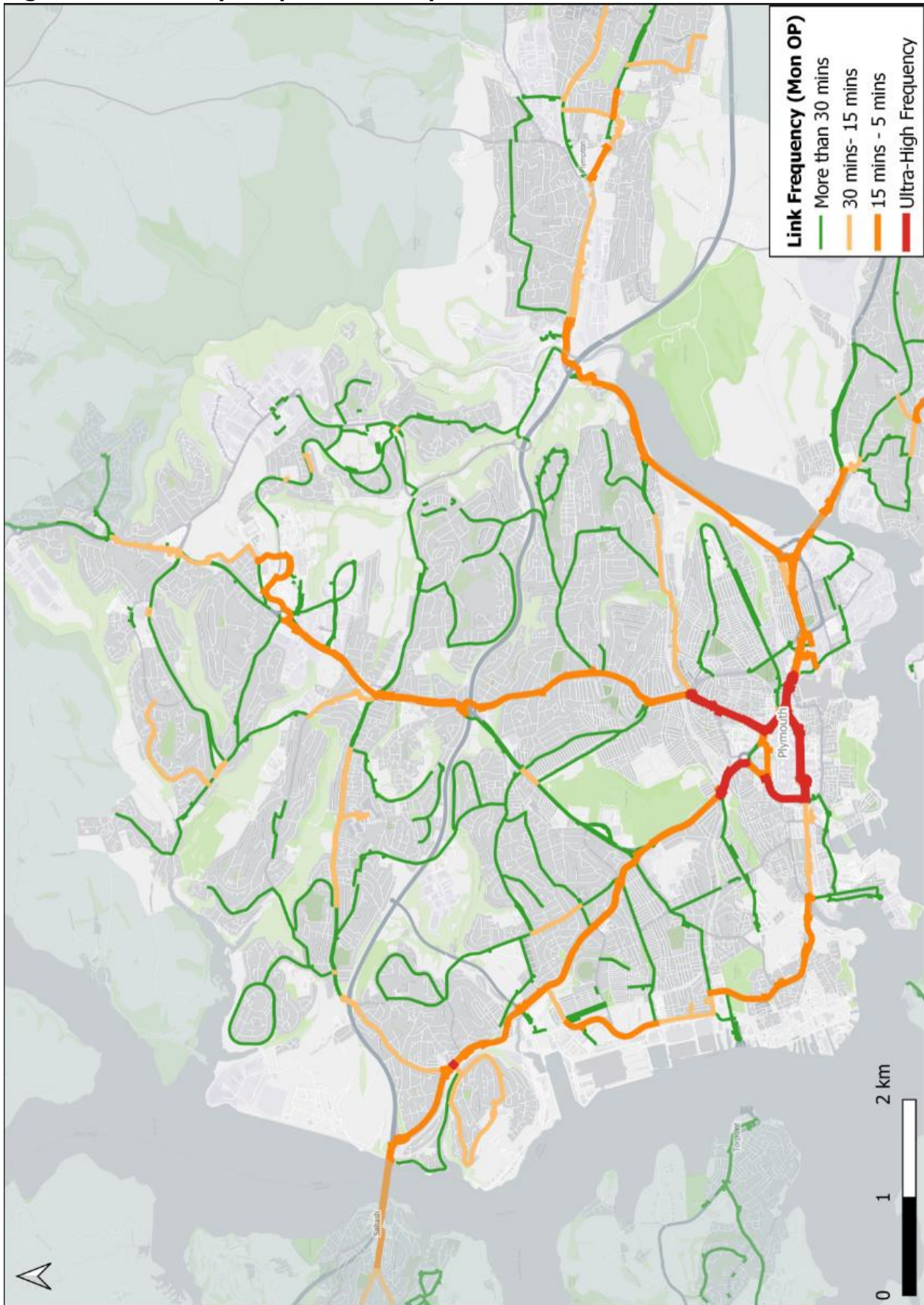
³³ Plymouth's core bus corridors are shown in orange

Figure 5.2: Weekday, AM peak link frequencies.³⁴



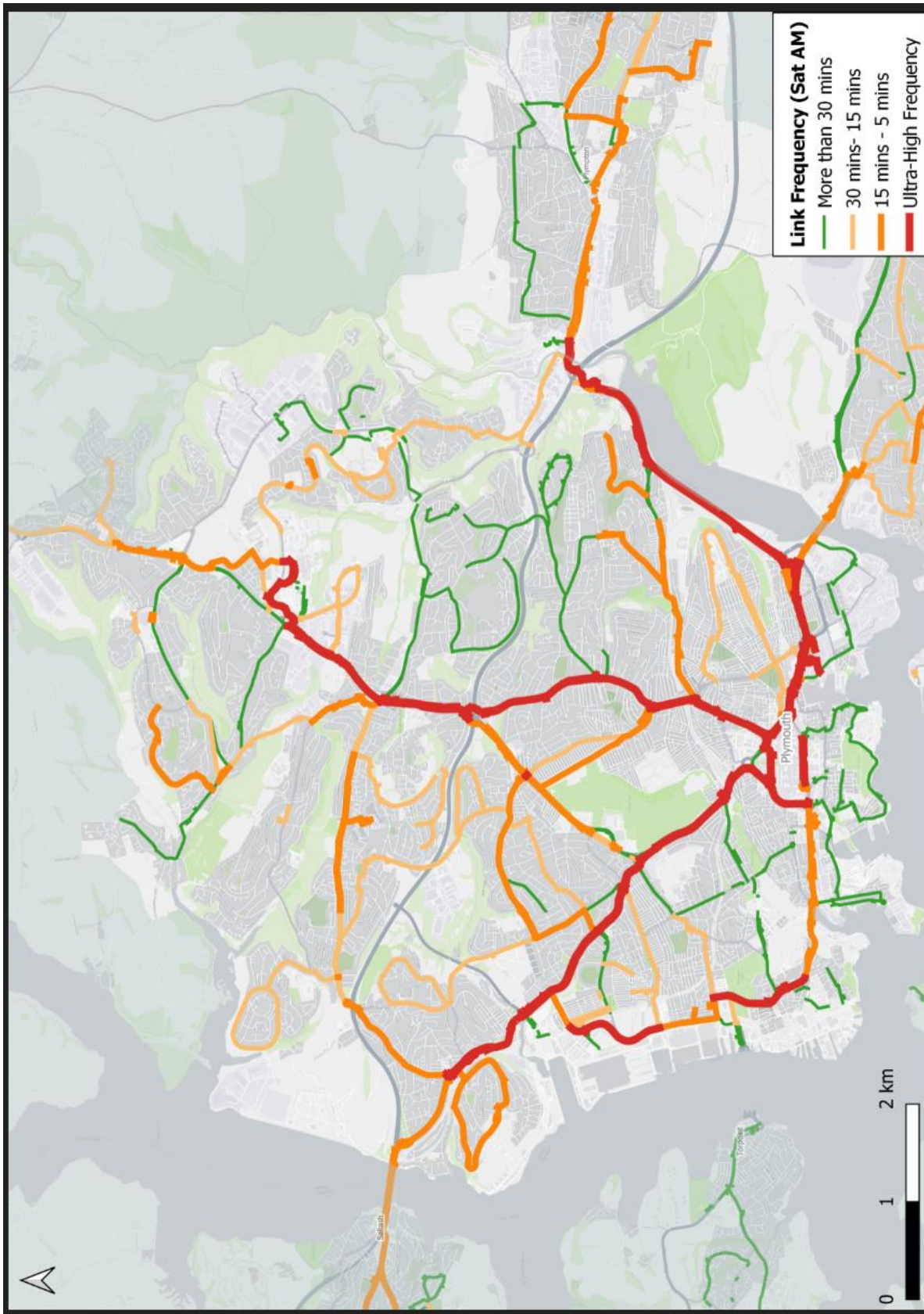
³⁴ Weekday (Monday – Friday), AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.

Figure 5.3: Weekday, off-peak, link frequencies.³⁵



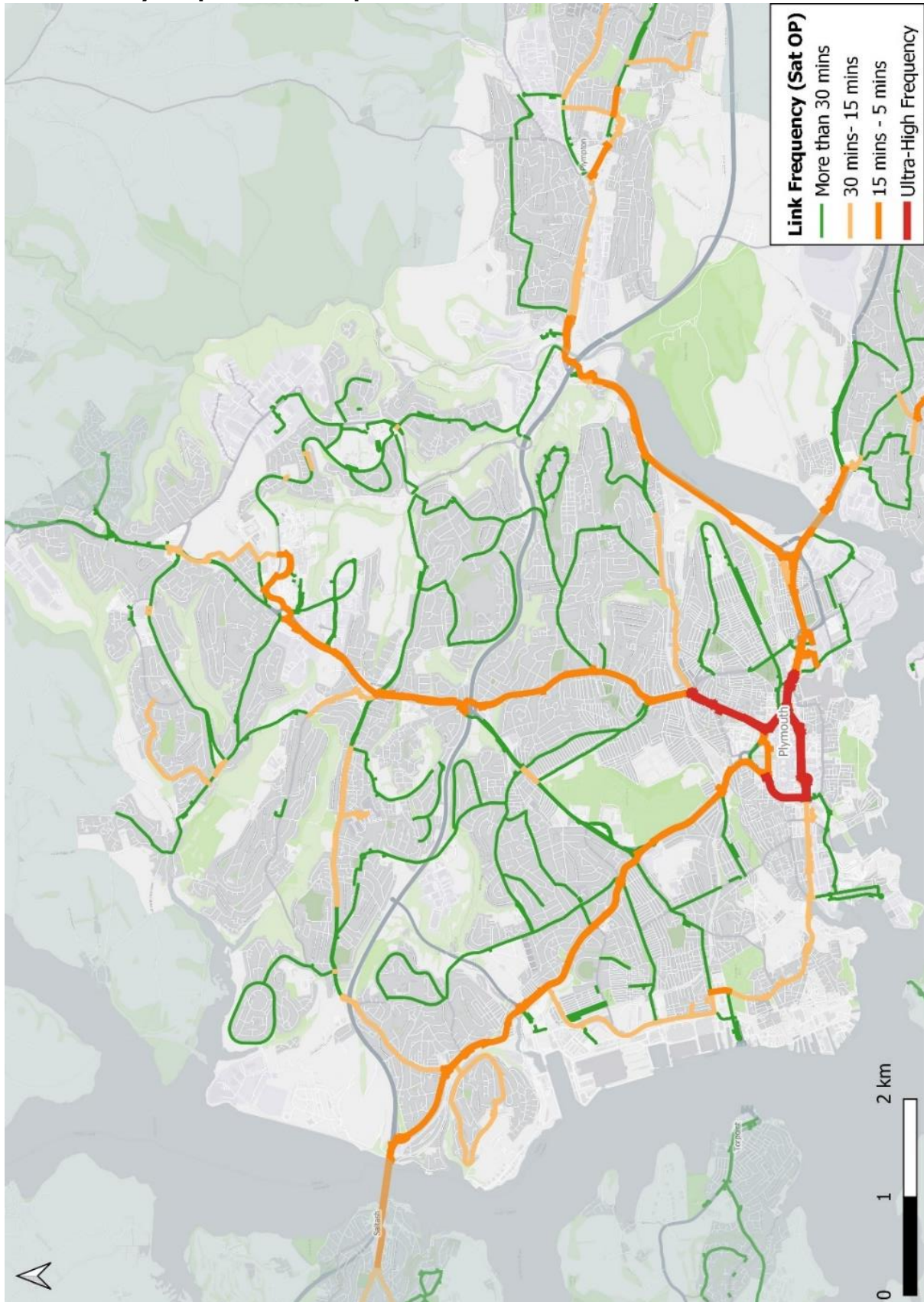
³⁵ Weekday (Monday – Friday), off-peak (18:00 – 23:59), link frequencies– the combined frequency along each section of road.

Figure 5.4: Saturday AM peak, link frequencies.³⁶



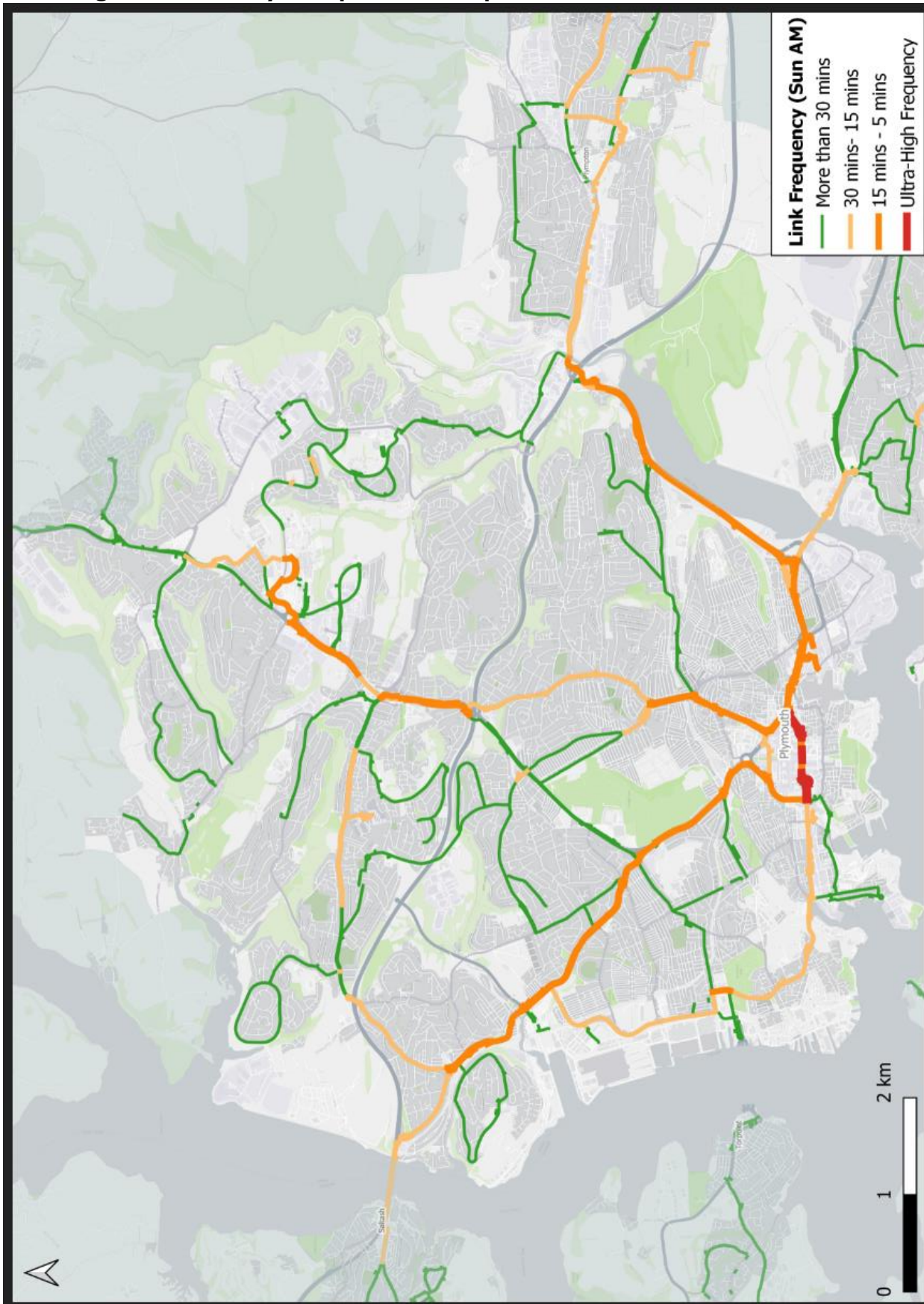
³⁶ Saturday AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.

Figure 5.5 Saturday off-peak, link frequencies³⁷



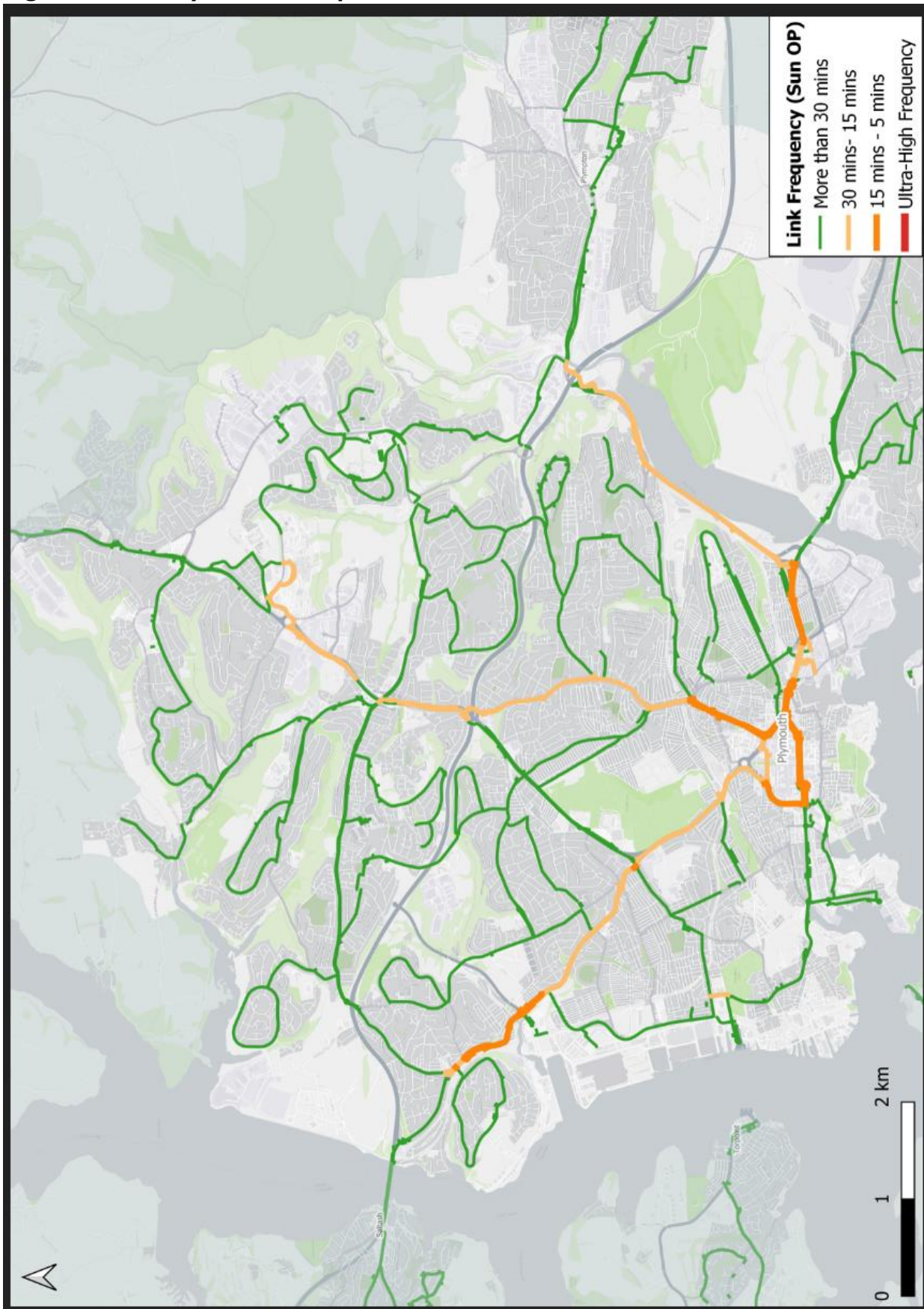
³⁷ Saturday off-peak (18:00 – 23:59), link frequencies– the combined frequency along each section of road.

Figure 5.6: Sunday, AM peak link frequencies.³⁸



³⁸ Sunday AM peak (07:00 – 09:00), link frequencies– the combined frequency along each section of road.

Figure 5.7 Sunday off, link frequencies.³⁹



³⁹ Sunday off-peak (18:00 – 23:59), 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.

5.1.2 Accessibility to services

Accessibility to public transport services in Plymouth has been determined⁴⁰ and shows that circa:-

Monday - Friday

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

Saturday

- **86%** of the population are within 400m of a corridor operating services at a frequency of at least **30 minutes** in the **morning peak**
- **56%** of the population are within 400m of a corridor operating services at a frequency of at least **30 minutes** in the off-peak
- **66%** of the population are within 400m of a corridor operating services at a frequency of at least **15 minutes** in the **morning peak**;
- **35%** of the population are within 400m of a corridor operating services at a frequency of at least **15 minutes** in the off-peak.

Sunday

- **51%** of the population are within 400m of a corridor operating services at a frequency of at least **30 minutes** in the **morning peak**
- **32%** of the population are within 400m of a corridor operating services at a frequency of at least **30 minutes** in the off-peak
- **30%** of the population are within 400m of a corridor operating services at a frequency of at least **15 minutes** in the **morning peak**;
- **14%** of the population are within 400m of a corridor operating services at a frequency of at least **15 minutes** in the off-peak.

Accessibility to frequent services⁴¹ is good during the week but deteriorates significantly in the evenings and at weekends.

⁴⁰ Using GIS software Super Output Areas were reviewed with a 400m buffer area plotted bus routes

⁴¹ At least every 15 minutes, as per the Department for Transport National Bus Strategy: Bus Service Improvement Plans – Guidance to local authorities and bus operators.

5.1.3 Subsidised services

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

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 141,653 in 2020/21 (Table 5.1).

Table 5.1 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	357,611	379,720	141,653
Average cost per passenger for providing the services	£1.52	£1.71	£6.11

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

5.1.4 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 [Plymouth Citybus, undated, Stagecoach, undated].

The ticket classes are broadly similar across operators, although the names of the tickets differ. However, there are also company specific products, such as the weekend wonder and nightrider tickets on Plymouth Citybus [Plymouth Citybus, undated] and the multi-trip carnet available on Stagecoach South West services [Stagecoach, undated]. 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. Ticketing is perceived as confusing, with a general lack of awareness of the ticket options available (Section 4).

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, Smithaleigh, Wembury and Heybrook Bay (Figure 5.8) 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 5.8 Skipper ticket map

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

5.1.5 Passenger information

Plymouth currently does not have 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 online⁴².

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 Real Time Passenger Information (RTPI) displays and in person from the Council's 'Plymotion' travel advisors and from staff at the Plymouth Citybus travel shop in the city centre.

5.2 Trends in bus journey speeds and the impact of congestion on local services

Large traffic volumes are experienced on Plymouth's roads. Table 5.2 details annual average weekday traffic (AAWT) flows on strategic corridors in Plymouth with the information presented graphically on Figure 5.9

⁴² https://www.plymouth.gov.uk/sites/default/files/PlymouthPublicTransportNetworkMap_1.pdf

Table 5.2 Annual Average Weekday Traffic Flows in 2019 on strategic roads in Plymouth

Corridor	Road	Location	Count Ref	2019 AADT (24hr period)	2019 AAWT (24hr period)
Northern Corridor	A386	Roborough by-pass (Woolwell)	2	25,622	27,377
		Tavistock Road south of Southway Drive	33	26,813	28,685
		Tavistock Road north of Manadon Interchange	32	60,315	65,346
		Outland Road (at Morrison's)	4003	40,221*	42,857*
		Saltash Road	29	32,978	34,473
	B4313	Forder Valley Road	6	21,088	23,191
	B3250	Mannamead Road	3	20,034	20,964
		Mutley Plain	27	22,942**	23,538**
Eastern Corridor	A379	Elburton Road	5	9,708	10,180
		Billacombe Road	58	18,160***	19,478***
		Billacombe Road east of Laira Bridge	55	39,780**	42,216**
	A374	Exeter Street	30 & 31	44,934***	47,319***
		Embankment Road	7 & 8	52,807*	56,617*
City Centre and Waterfront	A379	Ferry Road	4	4,740*	5,033*
		Stonehouse Bridge	51	19,393**	20,769**
Western Corridor	A3064	St Budeaux Bypass	28	18,953**	21,052**
		*2018	**2016	***2017	

Figure 5.9 Annual Average Weekday Traffic on selected roads in Plymouth



High traffic volumes impact on bus journey times (Tables 5.3 and 5.4) and bus service reliability (Table 5.5).

Table 5.3 Bus journey times, by core corridor, inbound to the city centre

Corridor		2018			2019			2020		
		Recorded Journey Times (mins)			Recorded Journey Times (mins)			Recorded Journey Times (mins)		
		Average journey time	Shortest journey time	Longest journey time	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	St Budeaux Square – Granby Way	13	11	16	16	11	24	15	9	24
	Granby Way – Two Trees (Union Street)	8	5	17	6	5	9	7	5	11
City Centre – Wolseley Road – Saltash	Saltash Fore Street bottom – Cookworthy Road	8	8	11	9	8	10	9	8	11
	Cookworthy Road – Plymouth Railway Station	7	5	9	7	5	10	7	5	10
City Centre – Mutley Plain – George Junction Park and Ride	George Junction – Henders Corner	17	13	26	18	13	25	18	13	25
	Henders Corner – Bedford Terrace	6	5	6	6	5	6	10	4	22
City Centre – Outland Road-George Junction Park and Ride	George Junction – Weston Park Road	15	12	23	16	13	23	16	11	23
	Weston Park Road – Railway Station	13	6	19	11	6	19	8	5	16
City Centre – Plympton Ridgeway	Old Priory Junior School – Jurys Inn	16	14	19	19	15	20	19	16	23
City Centre – Plymstock Broadway	Plymstock Fire Station – Jurys Inn	12	7	18	12	8	18	11	8	15

Table 5.4 Bus journey times, by core corridor, outbound from the city centre

Corridor		2018			2019			2020		
		Recorded Journey Times (mins)			Recorded Journey Times (mins)			Recorded Journey Times (mins)		
		Average journey time	Shortest journey time	Longest journey time	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	Pavillions – Granby Way	8	6	12	8	6	12	8	6	12
	Granby Way – St Budeaux Square	6	N/A	N/A	N/A	N/A	N/A	12	10	15
City Centre – Wolseley Road – Saltash	Plymouth Railway Station – Cookworthy Road	6	4	8	6	5	7	6	5	8
	Cookworthy Road – Saltash Fore Street bottom	9	8	12	9	8	12	9	8	15
City Centre – Mutley Plain – George Junction Park and Ride	Skardon Place – Henders Corner	6	4	10	5	3	10	6	4	11
	Henders Corner – George Junction	20	16	25	18	14	25	18	14	25
City Centre – Outland Road-George Junction Park and Ride	Railway Station – Outland Road	9	6	14	8	6	14	9	6	14
	Outland Road – Railway Station	14	6	23	15	6	23	15	6	23
City Centre – Plympton Ridgeway	Jurys Inn - Ridgeway	16	15	18	16	15	19	17	15	20
City Centre – Plymstock Broadway	Plymstock Fire Station – Jurys Inn	11	8	17	12	8	17	11	8	16

Table 5.5 – Percentage of non-frequent bus services running on time⁴³, by authority

Local Authority	2012/13	2014/15
Plymouth	91.0%	92.0%
England outside London	82.7%	83.2%
English non-metropolitan areas	83.9%	83.1%

To compensate for the impact of traffic congestion bus journeys at peak times are timetabled to make allowance for slower road conditions (Table 5.6) requiring extra resource.

Table 5.6 - Scheduled journey times on Plymouth's core bus corridors in the peak and off-peak⁴⁴

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	40 Minutes	38 Minutes	35 Minutes	33 Minutes	42
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
--	---	--	--------------------------

⁴³ Percentage of services operating in the Traffic Commissioners' window of tolerance (up to 1 minute before or up to 5 minute after the scheduled time. 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.

⁴⁴ Data taken from timetables on the Plymouth Citybus and Stagecoach South West websites

6	Plymouth Enhanced Partnership – Objectives, Interventions and Outcomes of the Plan
Summary	<p>This section of the Plan considers:-</p> <ul style="list-style-type: none"> • The objectives of the Plan • Interventions required to deliver the Plan outcomes • How the related Enhanced Partnership Scheme(s) are intended to assist in implementing the policies and achieving the objectives set out in the Plan • Outcomes required to deliver improved local bus services in the Plan area

6.1 The objectives of the Plan

The **Plymouth Enhanced Partnership** wants Plymouth's buses to be both tools of inclusion and the transport of choice and therefore, as a partnership, our vision is for **Plymouth's buses to be more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.**

Our objectives are to deliver bus services

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

6.2 Interventions required to deliver the Plan outcomes

The interventions within the Plan (Table 6.0) represent a blended strategy spanning both short-term measures to attract passengers back, rebuild confidence in buses and prevent a car-led recovery to the pandemic and longer term proposals. 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 within the Enhanced Partnership Plan is to deliver:-

- Intensive services and investment on Plymouth's six key bus corridors
- Significant increases in bus priority providing buses with faster, attractive journey times
- Lower and simpler fares
- Seamless, integrated local ticketing between operators, across all modes 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 leading Plymouth's transport decarbonisation programme
- A voice to passengers making sure that the needs of current and future passengers is at the heart of everything the Plymouth Bus Service partnership does.

Table 6.0 Plymouth Enhanced Partnership Plan Interventions

Theme		Proposed Intervention ⁴⁵
More frequent and reliable services	Review service frequency	We propose to boost daytime, evening and weekend frequencies on Plymouth's six core bus corridors through evening out headways and providing additional resource, where required.
	Increase bus priority measures	We will deliver a comprehensive suite of bus priority schemes, principally focussed on Plymouth's core bus corridors, supported by citywide measures such as the introduction of additional bus stop clearways.
	Increase demand responsive services	Complementing the <i>Productive Plymouth</i> Transforming Cities Fund (TCF) mobility hub programme we propose purchasing five electric minibuses, and the necessary charging infrastructure, to allow the expansion of Plymouth's Demand Responsive, dial a ride service.
Improvements to planning / integration with other modes	Integrate services with other modes	We propose delivering multi-modal ticketing and better integration between buses, ferries and rail services through enhancing the Skipper ticket.
	Simplify services	It is envisaged that the enhanced frequencies on Plymouth's core bus corridors will provide better turn up and go services making buses more flexible and easier to use.
	Review socially necessary services	We propose to support the expansion of the Demand Responsive Service being provided by Plymouth's community transport providers.
Improvements to fares and ticketing	Lower fares	The Skipper proposals will deliver a competitively priced suite of day, 7-day and 28-day tickets for the benefit of both the commuter and leisure markets. The intention is for Skipper product to span all bus operators and local ferry and rail operations.
	Simplify fares	
	Integrate ticketing between operators and transport	
Make improvements to the bus passenger experience: Higher spec buses	Invest in improved bus specifications	We will look to support the introduction of on bus audio visual announcements, access to Wi-Fi and charging points and a reduction in the age of vehicle operating on the network.
	Invest in accessible and inclusive bus services	
	Protect personal safety of bus passengers	We will continue to deliver the enhanced on-board cleaning programmes – responding to Covid-19 concerns, and look to improve lighting and waiting facilities at bus stops
	Improve buses for tourists	The proposed Skipper product will provide a single multi-modal ticket which will cover all journeys within Plymouth and the immediate area. Through positive marketing it will become the ticket of choice for visitors who will be supported in their use of Plymouth's buses through off-bus information, publicity materials and Personalised Travel Planning.

⁴⁵ Subject to funding

	Invest in decarbonisation	We propose to invest in electric minibuses for our Demand Responsive Services, retrofit the existing fleet to deliver emissions improvements, subject to satisfactory trials and pursue funding opportunities for zero emission buses.
Improvements to passenger engagement	Passenger charter	We will develop a Plymouth passenger charter so that the Plymouth Enhanced Partnership can be held to account for improvements in Plymouth's bus network and passengers are given a strong voice to help shape Plymouth's bus network.
	Strengthen network identity	We will expand the established 'Plymotion: make the connection' brand to cover bus stop infrastructure and on and off-bus publicity in order to present the network with a single, unified, identity.
	Improve bus information	We will deliver route and destination based Personalised Travel Planning, supported by a multi-operator map being provided to all households, a co-ordinated, standardised timetable and an expanded RTPI network.

6.3 Outcomes required to deliver improved local bus services in the Plan area

The outcomes required from the Enhanced Partnership are the delivery of 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.

Through the Enhanced Partnership, an improvement to local bus services in the Plan area will be delivered through the provision of cheaper fares on services operating on days of the week and at times of day our community needs, serving more destinations. 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.

In doing so the outcomes set out in Table 6.1 will be achieved.

Table 6.1: Strategic outcomes achieved through the Plymouth Enhanced Partnership

Outcome	Contribution
Support the local economy and facilitate economic development	The principle economic benefits associated with Enhanced Partnership are: <ol style="list-style-type: none"> 1. Reduction in levels of traffic congestion; 2. Improving access to employment, services and facilities; 3. Improved customer satisfaction, helping to attract and retain bus passengers
Enabling a reduction of carbon emissions and improving air quality	Encouraging modal shift and reducing vehicle movements associated with major new and existing housing and employment development. <p>Investment in public transport supporting investment in lower emission vehicles, by operators, positively impacting on carbon emissions.</p>

Delivering wider social and economic benefits

Improving access to employment, healthcare, education, retail and social activities tackling social exclusion.

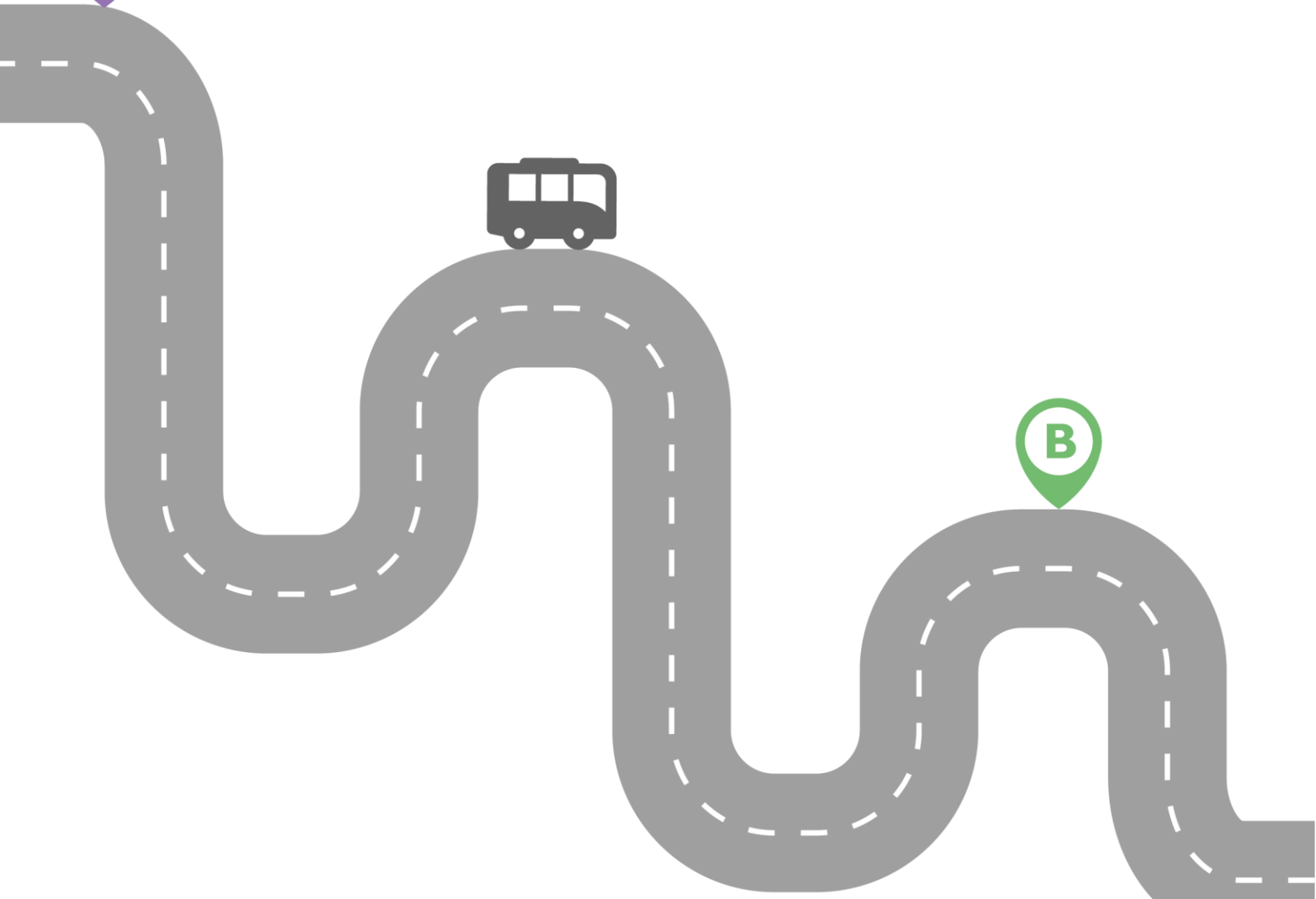
Helping commercial operators to maintain and potentially expand their networks.

Connecting people to local services and opportunities supporting physical and mental well-being.

Improving the sustainability of development sites and encouraging modal shift, releasing highway capacity to accommodate growth.

The first EP Scheme seeks to outline and commit partners to measures that will help provide a stable and consistent network for users in Plymouth and outlines a commitment to the development of other schemes on approval of funding.

Within the Plymouth BSIP, a range of interventions have been identified that address the aim and objectives of the Enhanced Partnership Plan. As funding availability allows, these will be brought forward and implemented (either singly or in combination) in future Schemes made under the Enhanced Partnership Plan.



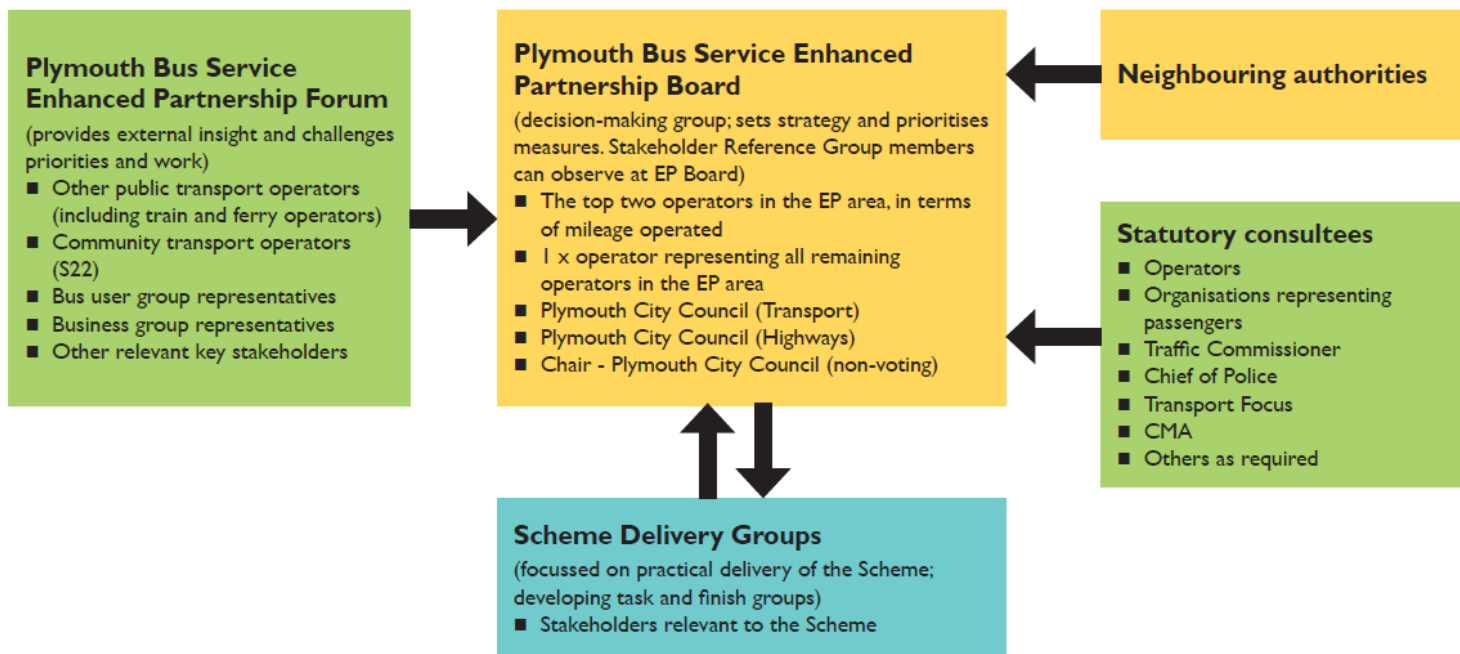
7	Plymouth Enhanced Partnership – Governance
Summary	<p>This section of the Plan considers:-</p> <ul style="list-style-type: none"> • Enhanced Partnership Plan Governance • Plymouth Bus Service Enhanced Partnership Board • Enhanced Partnership Scheme Delivery Group(s) • Plymouth Bus Service Enhanced Partnership Forum • Variations to the Plan and Schemes • Monitoring progress • Small and medium-sized operators • Competition • Review of the EP Plan • Revocation of the EP Plan

7.1 Enhanced Partnership Plan Governance

The Enhanced Partnership is overseen by the Council who will also monitor progress made towards achieving the EP Plan objectives.

The governance structure is set out in Figure 7.0.

Figure 7.0 Governance Structure



For decision-making purposes, the Plymouth Enhanced Partnership will be governed by two primary bodies:

- **Plymouth Bus Service Enhanced Partnership Board** – has the mandate to make decisions using an Enhanced Partnership Scheme Variation mechanism (Section 5.5) on issues put to them by either the **Plymouth Bus Service Enhanced Partnership Forum** or by members of the **Plymouth Bus Service Enhanced Partnership Board**, and other issues identified as being relevant to partnership delivery.

- **Plymouth Bus Service Enhanced Partnership Forum** – in which all bus operators and wider stakeholders, as set out in section 5.3, will be entitled to participate and be invited, although attendance is voluntary.

7.2 Plymouth Bus Service Enhanced Partnership Board

The Plymouth Bus Service Enhanced Partnership Board will be the decision making body of the Plymouth Enhanced Partnership.

Membership of the **Plymouth Bus Service Enhanced Partnership Board** will comprise the following representatives:

- The top two Qualifying Bus Operators in the EP area, in terms of mileage operated (1 vote each)
- One Qualifying Bus Operator representing all remaining Qualifying Bus Operators in the EP area (1 vote)
- Plymouth County Council – Sustainable Transport (1 vote) (Sustainable Transport Manager and the Sustainable Transport Co-ordinator or nominated delegates if unavailable)
- Plymouth County Council – Highways (1 vote) (the Plymouth Network Manager and the Head of Parking or nominated delegates if unavailable)
- Chair (non-voting)

Should other operators of qualifying local bus services start operating in Plymouth they will automatically become part of the Board and, should any of the aforementioned bus operators cease to operate qualifying local bus services in Plymouth they will automatically cease to be members of the Board.

7.2.1 Meeting observers:

Any representative of the Plymouth Bus Service Enhanced Partnership Forum will be able to attend the Board meetings as observers but will not have the right to vote. Observers may be invited to make comments or ask questions of the Board at the Chair's discretion or invited to defer these until the next Forum meeting.

7.2.2 Meeting arrangements:

Board meetings will take place quarterly with provision for additional meetings as required under the Variations to the Scheme arrangements (Section 5.5).

Meetings will be arranged, chaired and minutes taken by the Council. They will normally be held at the Council House, however, a blended meeting platform will be utilised, at least for the first two meetings. This is to facilitate participation by stakeholders who are not based in Plymouth and to reduce travel associated with each meeting, in accordance with Plymouth's Climate Emergency Declaration and commitment to reduce carbon emissions. Meeting length will vary according to agenda content but ordinarily is expected to be one to two hours.

The Chair will be the Head of Transport for the Council, or an appointed delegate should the Head of Transport be unavailable. A separate note taker, who will be a Plymouth City Council officer, will also be in attendance. Neither the Chair nor the note taker will have voting rights on the Board.

Agendas and meeting papers will be circulated to all Board members by the Council no later than one week in advance of each meeting, and draft minutes circulated no more than two weeks after each meeting. Draft minutes will be approved at the next Board meeting.

Board meetings will require a quorum of at least two qualifying local bus operator representatives, one of which must be from the qualifying local bus operator with the largest market share (as defined by annual mileage); and two voting representatives from the Council.

7.3 Enhanced Partnership Scheme Delivery Group(s)

An **Enhanced Partnership Scheme Delivery Group(s)** will be responsible for implementing the measures set out in the EP Scheme(s). This group(s) will consist of representatives from the Council, bus operators and other relevant stakeholders and experts as appropriate. It will establish specific task and finish groups to implement particular measures, and will report directly to the Enhanced Partnership Board. Membership of the Enhanced Partnership Scheme Delivery Group(s) will be decided by the Plymouth Bus Service Enhanced Partnership Board at the first Board meeting and will be reviewed in subsequent meetings.

7.4 Plymouth Bus Service Enhanced Partnership Forum

The Plymouth Bus Service Enhanced Partnership Forum will provide external insight and constructive challenge, and provide opportunities for discussing issues of all kind affecting Plymouth's bus network, consulting with, and building consensus across, the various stakeholders and making recommendations for decisions to the **Plymouth Bus Service Enhanced Partnership Board**.

Membership of the Forum will comprise:-

- The **Plymouth Bus Service Improvement Plan Partnership**, which led on the development of the Bus Service Improvement Plan, and comprising the following representatives:
 - Plymouth City Council
 - Plymouth's local bus operators
 - Community Transport operators
- Confederation of Passenger Transport
- Heart of the South West Local Enterprise Partnership
- Bus Users UK
- Transport Focus
- Plymouth train operating companies
- The head of public transport, or equivalent officer, for neighbouring authorities (as observers); Cornwall Council, Devon County Council and Torbay Council.
- Other representatives to be agreed by the Plymouth Bus Service Enhanced Partnership Board

Participation by these representatives is entirely voluntary.

Representation by the Council at the Plymouth Bus Service Enhanced Partnership Forum will include officers from the Councils Highways and Parking services, reflecting participation in Plymouth's Bus Punctuality Improvement Partnership which the **Plymouth Bus Service Enhanced Partnership Forum** replaces.

On occasions, from time to time other external organisations may also be invited, by the Council, to join the Forum on an advisory basis for fixed periods to provide specialist expertise.

The Forum will support the delivery and monitoring of the Plymouth Enhanced Partnership.

Continuous dialogue will also be held with neighbouring authorities to ensure the EP delivery is compatible with neighbouring EPs.

7.4.1 Meeting arrangements

Plymouth Bus Service Enhanced Partnership Forum meetings will take place at least four times per year, normally six calendar weeks before a **Plymouth Bus Service Enhanced Partnership Board** meeting.

Forum meetings will be arranged, chaired and minutes taken by the Council. The Chair will be Plymouth City Council's Sustainable Transport Manager, or an appointed delegate should they be unavailable.

Forum meetings will normally be held at the Council House, however, a blended meeting platform will be utilised, at least for the first two meetings. This is to facilitate participation by stakeholders who are not based in Plymouth and to reduce travel associated with each meeting, in accordance with Plymouth's Climate Emergency Declaration. Meeting length will vary according to agenda content but ordinarily is expected to be one to two hours.

Agendas and meeting papers (including a copy of minutes and outcomes of decisions taken at the previous **Plymouth Bus Service Enhanced Partnership Board**) will be circulated by the Council no later than one week in advance of each meeting, and draft minutes circulated no more than two weeks after each meeting. Draft minutes will be approved at the next Forum meeting.

7.5 Small and medium-sized operators

The needs of small and medium-sized operators (SMOs) have been considered in the development of the Enhanced Partnership, with opportunities for all bus operators to participate throughout, either through individual discussions or through attendance at National Bus Strategy meetings. The Plan seeks to support improvements in all aspects of bus provision, regardless of the size of operators providing services. Measures to address reasonable changes by smaller operators will be set out within specific EP Schemes.

7.6 Decision Making and Variations to the Scheme

Consideration will be given to potential EP Scheme variations highlighted either by one of the organisations represented in the **Plymouth Bus Service Enhanced Partnership Forum** or the **Plymouth Bus Service Enhanced Partnership Board**, as set out above.

Any bespoke variation to the Scheme will be undertaken in regard to Section 138(E) of The Bus Services Act 2017 and the statutory guidance contained within The Bus Services Act 2017 Enhanced Partnership Scheme Guidance.

The proposer of a variation should demonstrate how this might contribute to achieving the objectives set out in the EP Plan and current local transport policies.

Such requests should be set out in writing and submitted to buspartnership@plymouth.gov.uk. On receipt of a valid request for a variation (below – Council right of veto), the Council will reconvene the **Plymouth Bus Service Enhanced Partnership Board**, giving at least 21 days' notice for the meeting, to consider the proposed variation.

If the proposed variation is agreed by all bus operators and local authority representatives present, the Council will make the EP Scheme variation. Bus operators neither represented at the meeting nor providing written representations will be deemed to be abstaining from the decision.

If there is not full agreement, then the proposed variation will be put to the operator objection mechanism, but with a reduced objection period of 14 days replacing Part 2 of the Transport Act 2000 section 138L (2) (c). The proposed variation will be advertised on the Council website and emailed to operators of qualifying local bus services in the EP Scheme area. If the proposed variation passes the operator objection mechanism, the Council will make the EP Scheme variation.

For the variation to be rejected, objections must fulfil either of the following criteria:

- I. The combined registered distance of all the qualifying local bus services operated by objectors in the scheme area is at least 25% of the total registered distance of all local bus services operated by all the bus operators in the area and:

- a. where there are four or more operators in the Scheme area, at least three are objectors; or
 - b. where there are less than four operators in the Scheme area, all are objectors.
2. At least 50% of the total number of operators of qualifying local bus services within the Scheme area have objected and the combined registered distance of qualifying local bus services operated by the objectors in the relevant area is at least 4% of the registered distance of all local bus services operated by all the bus operators in that area.

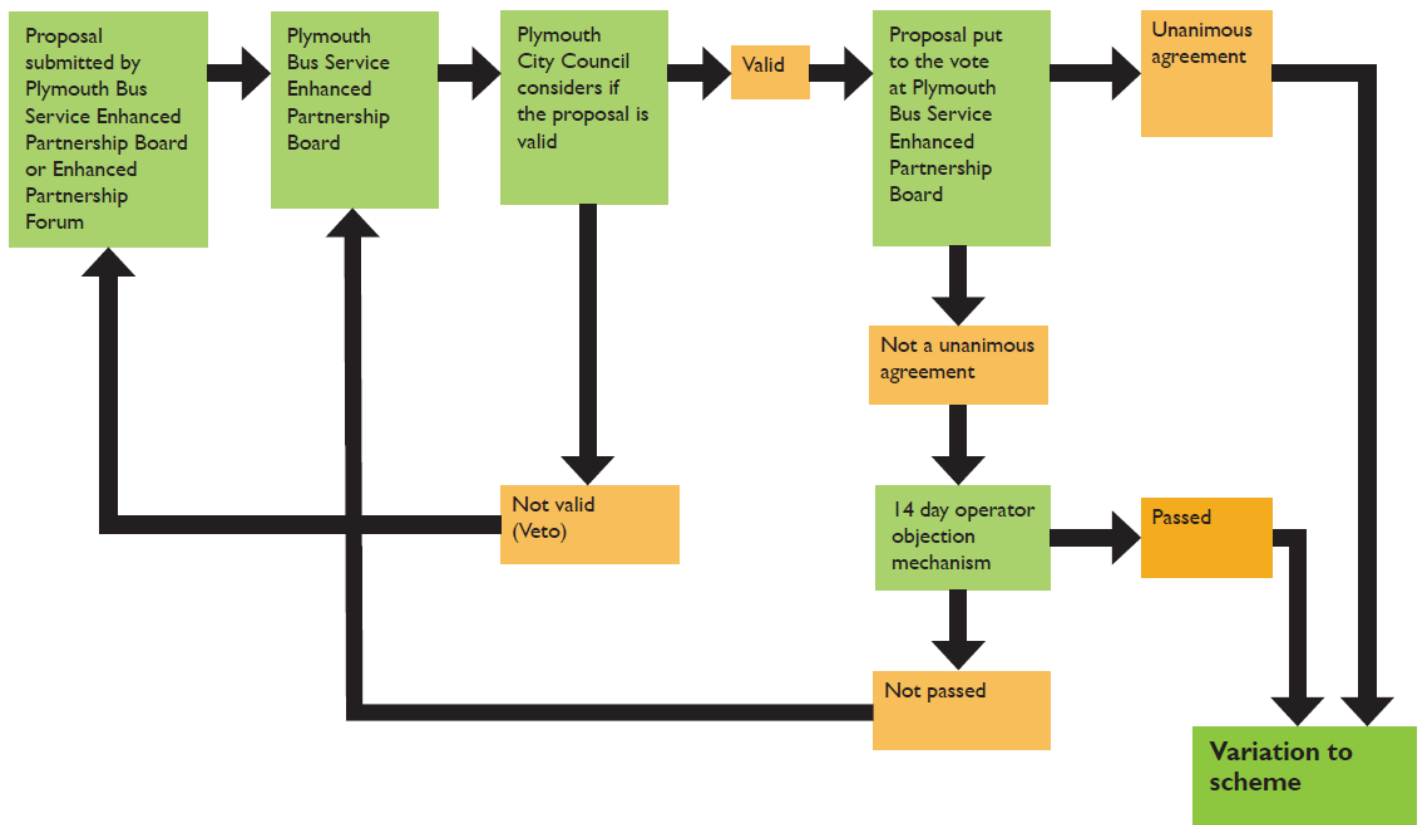
7.6.1 Plymouth City Council veto with respect to assessing the validity of any proposed variation:

On receipt of a request for a variation the Council will consider the validity with regards to the proposal. The Council may, in exceptional circumstances, exercise veto over whether a proposed variation is put to the Board where it reasonably believes or suspects the variation would be unlawful, has anti-competitive implications, or is otherwise significantly against the public interest, or that there exist circumstances under which the Council would be unable to comply with any obligations that would be imposed upon the Council were the decision to be implemented.

These controls ensure that the voting system does not allow an individual operator to influence the Enhanced Partnership to its own commercial benefit or to harm competitors; there is no opportunity for a group of operators to vote in a co-ordinated manner to mutual benefit on a sustained basis; there is no discrimination between operators; and that actual or potential competition, entry to new services and by new operators, or innovation, is not inhibited.

The decision of the Council will be shared, in writing, with the proposer and the Council will also share the decision with the Board at the next Board meeting convened.

Figure 7.1 Plymouth Enhanced Partnership Plan and Scheme Decision Making Process



7.7 Competition

The Enhanced Partnership has been subjected to the Competition Test as set out in Part I of Schedule 10 of the Transport Act 2000. The assessment, undertaken by Plymouth City Council, concluded that there would be no adverse impact on competition. The implementation of an Enhanced Partnership Plan and associated Scheme are aimed at delivering improvements to bus services for passengers in a deregulated environment. The Enhanced Partnership will not impact on competition, as operators will be free to amend and introduce services in the area, provided that the standards that apply to all operators are met.

7.8 Review of the EP Scheme

Once the EP Scheme is made, it will be reviewed by the **Plymouth Bus Service Enhanced Partnership Board** at least annually. The Council will initiate each review and it will take no longer than 6 months to complete.

7.9 Revocation of the EP Scheme

If, for some reason, it becomes necessary for the EP Scheme to be revoked, the **Plymouth Bus Service Enhanced Partnership Board**, will be reconvened and follow the same process as outlined in Section 5.5 'Variations to the Scheme' (noting that the agreement will be for revocation and not variation).

If at any point in the future the EP Scheme area is included in a Bus Franchising Area, the relevant requirements set out in this EP Scheme document will cease to apply from the commencement date of the Franchising Scheme.

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