

**THE YORK  
ENHANCED  
PARTNERSHIP  
FOR BUSES**



**Enhanced Partnership Plan**

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**Final**

**September 2022**

# The York Enhanced Partnership Plan

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## Introduction

The National Bus Strategy, published by Government in March 2021, sets out an ambitious plan for the improvement and development of bus services in England, to reverse the recent shift in journeys away from public transport and to encourage passengers back to using the bus service.

York's bus network has been delivered by City of York Council (CYC), bus operators and community stakeholders under a voluntary quality bus partnership (the York QBP) since 1999. The partnership has achieved notable successes such as multi-operator ticketing, real-time bus information, unified roadside timetable posters, staff resources to actively manage traffic signals and a coordinated shuttle bus service during major sporting events. Since 1999 the number of bus passengers in York is estimated to have increased by approximately 60% through the actions of the members of the voluntary partnership.

In the partnership, City of York Council provides and manages the roads which bus services use, and the bus stops and shelters used by passengers. The bus operators provide the bus services themselves, including the vehicles and drivers. Whilst the bus operators are accountable for the services running to time, they can only do so if the roads are managed effectively by the council. There are also a number of elements delivered in partnership, such as the roadside display bus timetables in the city, which are produced by the council but financed by the operators. This document sets out how the existing arrangements can be transitioned to an Enhanced Partnership model, in order to meet the challenges set out in the National Bus Strategy.

The Government provided Local Transport Authorities with a choice of pursuing franchising of bus services or the Enhanced Partnership process, with a decision required by the end of June 2021. City of York Council is pursuing the Enhanced Partnership process.

This document sets out City of York Council's Enhanced Partnership Plan (EP Plan), which, along with the accompanying Enhanced Partnership Scheme (EP Scheme), serves to create a formal structure for the purpose of enacting the majority of measures put forward in CYC's Bus Service Improvement Plan (BSIP), published in October 2021. The BSIP describes how CYC will continue its longstanding programme to improve bus services in York to encourage greater use of York's buses, to recover service use to levels seen before the Covid pandemic and enable further growth beyond those levels.

The York EP will supersede the existing voluntary York QBP in order to deliver the wide-ranging measures proposed in the BSIP, many of which would either be substantially more difficult or impossible to accomplish under a voluntary partnership.

The York EP Plan and Scheme have been prepared with due regard to the DfT's Enhanced Partnership guidance, available online at:

<https://www.gov.uk/government/publications/bus-services-act-2017-enhanced-partnership-creation>

## Statutory requirements

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

- (a) specifies the area and the period to which the plan relates,
- (b) sets out an analysis of the local services provided in that area,
- (c) sets out policies relating to local services in that area,
- (d) sets out objectives as regards the quality and effectiveness of local services,
- (e) describes how the related enhanced partnership scheme is intended to assist in implementing those policies and achieving those objectives, and
- (f) describes the intended effect of the related enhanced partnership scheme on neighbouring areas.

The EP Plan has been prepared in accordance with Section 138G(1) of the Transport Act 2000 by City of York Council.

## Competition Test

A competition test, as required by section 138F of the Transport Act 2000, has been carried out by City of York Council's legal services team.

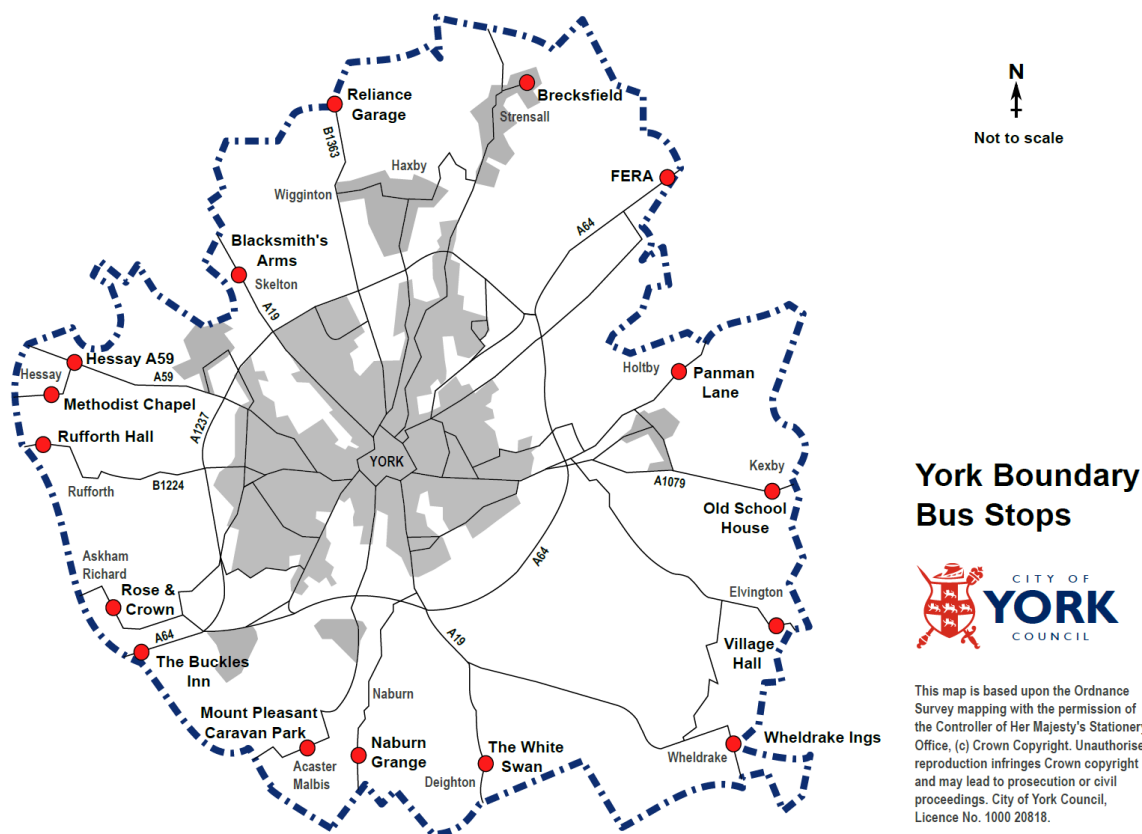
In the council's legal opinion, the various proposals contained within the York EP Plan and EP Scheme either do not constitute a subsidy or they do constitute a subsidy but are within the prescribed regulations (i.e. are not an unlawful subsidy).

The council is therefore satisfied that these proposals will not cause undue distortion to competition in the local bus market.

## Part 1: Geographical extent and period of the EP

### Geographical extent

This EP Plan covers the same area as the City of York Unitary Authority area. The map below shows the extent of this area, highlighting the locations of bus stops closest to the authority boundary.



### Period of Validity

This EP Plan comes into effect on Tuesday 27<sup>th</sup> September 2022.

The EP Plan will be reviewed at least annually by the York Enhanced Partnership Operational Delivery Group (Delivery Group), which forms the principal operational delivery body for the EP.

The EP Plan will continue indefinitely until such time as the Delivery Group decides to dissolve or supercede it.

The members of the Delivery Group and its subgroups will begin reviewing the plan in Autumn each year, with a view to any revisions being adopted by the end of the following March.

A major review of the EP Plan will be undertaken in March 2025 at the conclusion of the 3-year BSIP funding period.

## Part 2: Analysis of local bus services in the York area

### Current make-up of the bus network

York's bus network forms the city's primary public transport offer for local commuter and leisure trips, and the primary public transport offer for interurban trips which are not served, or are poorly-served by the rail network. Although York is a major rail hub, there are very few stations serving villages and towns in the immediate area, leaving most residents of these areas with a binary choice between car and bus.

Park & Ride offers an important service to visitors and commuters to the city – allowing them to access central York without bringing their cars into the city centre, and also carries many non-visitor trips including to and from York College and the business park and Community Stadium at Monks Cross.

York's bus network consists of:

- Six high frequency Park & Ride services, connecting Askham Bar, Designer Outlet, Grimston Bar, Monks Cross, Rawcliffe Bar and Poppleton Bar Park & Ride sites to the city centre. Poppleton Bar Park & Ride has been closed since April 2020 due to being used as a testing centre with normal service expected to resume in Autumn 2022. The Park & Ride network is operated commercially under a licencing agreement with City of York Council, which sets out the terms under which the service will be operated.
- Four high frequency and seven medium-frequency commercial bus services connecting destinations on the perimeter of the City of York to the city centre. Many of these are cross-city services, linking destinations on opposite sides of York across the centre.
- One high-frequency and one medium-frequency service connecting the University of York to the city centre, operated under contract to the University of York.
- Four medium and low-frequency commercial interurban services, connecting nearby urban centres such as Leeds, Hull, Scarborough and Selby.
- A number of infrequent services connecting towns and villages outside of York. A few of these are commercial but most are supported by local authorities.
- Several seasonal and tourist services including open-top city tours and shuttle services to sporting events at York Racecourse, the LNER Community Stadium and the University of York.

Detailed bus route and timetable information is available online at <https://www.itravellyork.info/buses>

The vast majority of residents in the York area have access to at least an hourly daytime bus service on Mondays-Saturdays. However, some villages only have a service every two hours and there are several areas which do not have any evening or Sunday bus services.

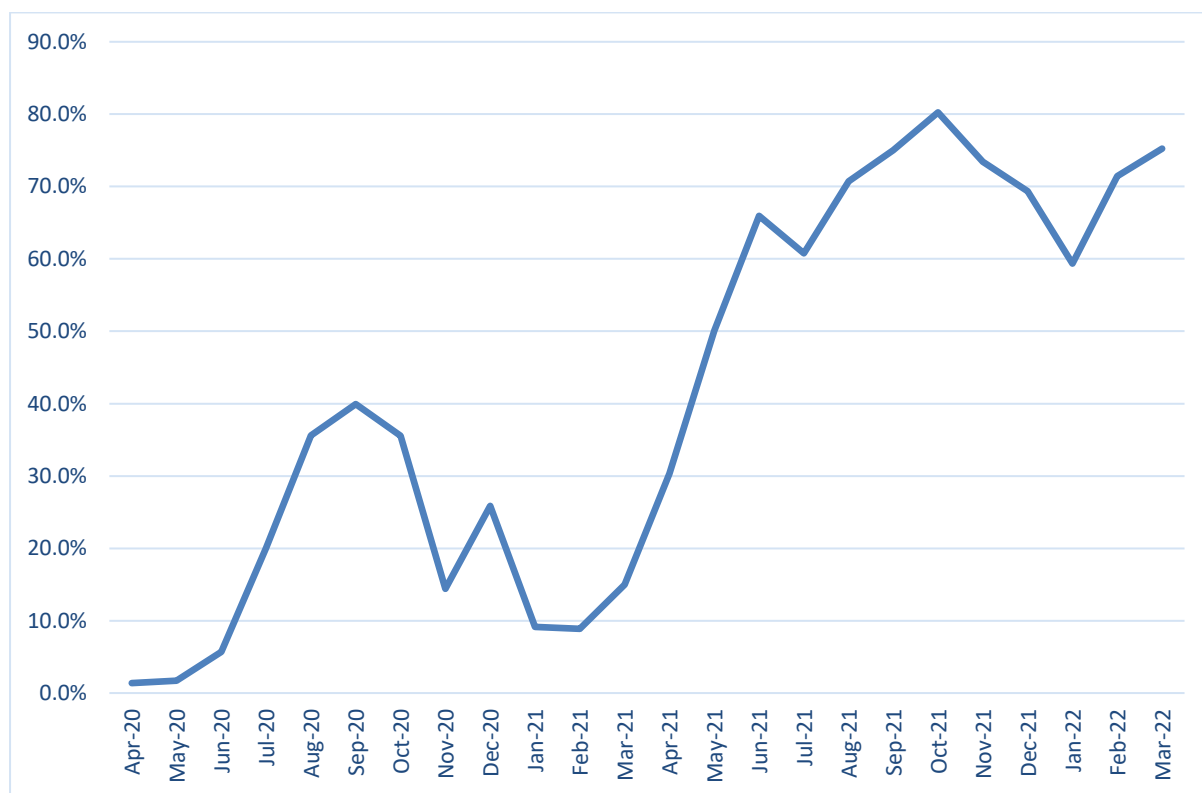
### Covid and patronage recovery

In York, pre-Covid, bus services carried a high volume of passengers – nearly 16 million trips in total in 2018/19, with 4 million of those on the Park & Ride network. This represented an increase of 60% on the 10 million bus trips recorded in 2000. As a result, 8% of journeys to work in York in 2018/19 were on the bus, compared to 3% nationally.

During the initial Covid lockdown between March and May 2020, bus patronage fell dramatically. Passenger numbers recovered considerably during the summer then, with Covid cases rising again, dropped during late 2020 and early 2021 due to subsequent lockdown measures.

Patronage recovered strongly during 2021, as restrictions were gradually lifted, peaking at over 80% during the summer. Further restrictions in early 2022 caused another drop in patronage, but by the spring, average patronage had returned to around 80% of pre-Covid numbers.

The below chart illustrates the effect of Covid on patronage across York’s Park & Ride network.



Patronage recovery in York has been strongest in the leisure/tourist market, with patronage reportedly exceeding 100% of pre-Covid levels during some busy weekends. This is likely a result of more people taking holidays in the UK to avoid the hassle, risks and rising costs of travelling abroad.

Bus operators have reported that bus use amongst commuters has recovered more slowly, which is likely attributable to an increase in flexible working with many former office-based workers continuing to work from home for at least part of the week.

The concessions market has seen the slowest level of recovery, with many bus pass holders classed as high-risk from Covid and likely to be making fewer inessential journeys. As of 31<sup>st</sup> March 2022, concessionary patronage had only recovered to around 60-65% of pre-Covid levels.

### **Punctuality and journey times**

Punctuality of less-frequent bus services in York is generally between 80% and 90%, a significant improvement compared to earlier years and attributable to the work done by the York QBP. By way of comparison, in 2007/8 only 47% of less-frequent services were assessed to be on time.

In parts of York, congested roads continue to slow services down, making them less attractive and increasing operating costs. Furthermore, diesel buses stuck in traffic still use fuel and emit pollution, highlighting an important relationship between measures to cut congestion and work to improve air quality and reduce carbon emissions across York. This was notable during the initial Covid lockdown in spring 2020, when it was possible to operate some routes in York with far fewer buses, but at the same frequencies as normal, because lower traffic volumes meant end-to-end journey times were much shorter.

City of York Council has worked with the Park & Ride operator (First York) to identify the most congested locations on York's bus network, in order to prioritise measures aimed at reducing travel times for bus users.

### **Fares and ticketing**

Fares and ticketing for public transport is in a period of rapid change. Traditional cash fares are being replaced by new ways of paying for tickets, such as smartcards, mobile phone-based payment and payment direct from debit and credit cards, a process which has been accelerated by covid-driven initiatives to reduce cash handling.

York already has a range of multi-operator tickets - branded as "All York". Launched in paper form in 2012, with smart versions available from 2016, it had achieved sales of approximately £250k a year by 2019. There is, however, some way to go before the ticket meets the requirements of multi-operator tickets – available with no premium over single operator tickets – as set out in the National Bus Strategy. Furthermore, whilst "All York" tickets are available on paper and on smartcard, they are not available as an app-based product and can only be purchased off-bus at a limited number of locations- namely the Park & Ride sites and a handful of city centre stops where automated sales kiosks were installed in 2016.



## **Public perception of the bus network**

The York QBP has bought into the Transport Focus Bus Passenger surveys every year since 2013, providing a complete dataset on passenger satisfaction. The passenger satisfaction ratings peaked in the 2014 (in which year we had the highest satisfaction of anywhere surveyed by Transport Focus in England), remaining above 90% until the 2018 survey, but falling more (to 86%) in the 2019 survey. It is likely that some of these changes in passenger satisfaction are related to the loss of passengers since 2018, and further interrogation of the data demonstrates a particular reduction in satisfaction around perceptions of vehicle quality and service punctuality, which have informed the proposals we make in this document.

In 2021, CYC commenced work on York's fourth Local Transport Plan ("LTP"). Survey work undertaken preparing the evidence base for the LTP suggests that members of the public in York saw improvements to frequency, reliability, bus network extent, cheaper fares, better ticketing and better/ electric vehicles as being particularly critical to encouraging greater bus use. In a separate question residents were asked what they may do in the future to travel more sustainably around York, with 17% saying they wanted to use public transport more (on top of 55% who said they were already using it). This was the second most likely behaviour change in York, after converting to using an electric vehicle. It emphasizes the point that an effective bus service in York is essential to achieving large-scale beneficial change in peoples' travel behaviour.

Nearly two-thirds of the residents who responded to the survey said they used the bus at least occasionally. This implies that most residents of the city have a basic understanding of the network- where the routes go, their frequency and fares. The bus network is not a "closed" system to them, although making it more attractive would make them more likely to use it more often. The survey also implies that many of York's bus users currently have access to a car and the right offer would lead to them using the bus for a greater proportion of their trip making. The BSIP intends to build on that – with the intention of increasing use rates so that the person who uses the bus once a month begins to use it once a week, replacing a car trip. The person who uses the service once a week might start to use it three or four times – because the service is more attractive.

Additionally, 69% of the respondents to York's Local Transport Plan questionnaire said that more reliable bus services would encourage their use of buses in York. Poor perceptions of punctuality can also be seen in the data collected about passenger satisfaction in York by Transport Focus.

## **Part 3: York's public transport policies**

### **Park & Ride**

For the last 30 years, Park & Ride has been a keystone of York's transport policy, resulting in the ring of 6 Park & Ride sites, with high-quality, high-frequency bus services, all supported, to some extent, by bus priority lanes on the city's principal radial routes. Park & Ride fares are contractually regulated in order to ensure they are competitively priced in comparison with city centre car parking.

### **Tendered services**

The majority of York's bus network is operated commercially, without public sector financial support.

City of York Council, in line with its obligations in the Transport Act 2000, provides financial support for bus services which it deems to be socially necessary and which bus operators cannot provide on a commercial basis.

These consist of some evening extensions to commercial daytime services plus a number of Mon-Sat daytime services linking areas where no commercial alternatives exist. Over the last five years, the council has provided approximately £700k per annum to support tendered bus services.

The council's stated policy is to limit its subsidy per passenger to £2.67 per passenger journey and to only fund services which carry, on average, nine or more passengers per bus hour operated. Due to the impact of Covid, several tendered services currently do not meet these criteria, however there is an expectation that they will return to normal levels as patronage continues to recover and grow during the EP period.

### **The York Clean Air Zone and anti-idling measures**

Central York is covered by a Clean Air Zone, with bus operators required to use buses of Euro VI or better for any vehicle which operates more than 5 times a day into the zone. To enable this, finance was provided by CYC, although many operators upgraded their vehicles through their commercial fleet replacement policies. For Park & Ride services and tendered services, use of Euro VI, or electric, buses was a tender condition.

York actively promotes anti-idling measures, with signs at city centre bus stops and coach drop-off points reminding drivers that they may be fined if they fail to switch off engines whilst stationary.

### **York's Draft Local Plan**

The city's draft Local Plan envisages an increase in the city's population of around 25% and aims to ensure that new developments have bus services with journey times

that are competitive with the private car. To support the draft Local Plan objectives, there are a number of major projects taking place, particularly:

- York Central – a mixed development on brownfield land on the edge of York city centre, comprising up to 100,000m<sup>2</sup> of office space and 2,500 homes. This development's planning conditions and Section 106 agreement include three new stretches of bus lane, substantial contributions to new bus services and green travel plan initiatives;
- A rebuilding of the area in front of York Station, to improve its amenity of for pedestrians, cyclists and visitors to the city, as well as providing an improved bus interchange with better facilities for passengers, substantially more bus stops and the opportunity to turn buses, allow some bus layover and more effectively separate local buses from rail replacement services and special event coaches, so that problems on the rail network do not adversely effect local buses; and
- The Castle Gateway project in the south eastern quadrant of York city centre, which will improve the bus interchanges in this area.

### **Modal shift and the relationship to other sustainable travel modes**

As well as having high use of buses, there is also high use of active modes in York, including a particularly high level of cycling. CYC is leading a number of interventions, including some funded from the DfT's Active Travel Fund, to increase cycling and walking levels in York alongside increasing bus use. Obviously, we wish more people to both travel actively and use buses – we don't aim to simply attract pedestrians and cyclists to use the bus for trips they would have otherwise travelled actively.

Consequently, the BSIP includes measures principally aimed at transferring car trips to bus, and/ or to reduce social exclusion by enabling trips which are currently not happening because they are suppressed by absent or poor bus services. Several of the measures in the BSIP have been carefully targeted in this way and are integrated into CYC's more general travel behaviour change work.

This stance is in line with York's current LTP, which prioritises sustainable modes and looks to develop quality alternatives to travelling by car, and will be carried over to the next iteration of the LTP, which is in preparation.

Bus services have a key role in complementing York's policies to encourage walking and cycling. Studies of travel behaviour have shown that people are more likely to adopt walking and cycling as their main means of getting around if a good bus service is also available – even if they only use it when the weather is poor or they have something heavy to carry. In this way, the BSIP is complementary to York's extensive investment in active travel through the Active Travel Fund and the city's walking and cycling projects.

CYC's LTP objectives also include enabling convenient links between bus, taxi and rail journeys in the York area.

## Part 4: EP Plan objectives

### The vision for bus services in York

Our vision is straightforward and builds on the policies in both York's Local Transport Plan and our draft Local Plan.

We want York to have a bus network which is:

- inclusive - minimizing social exclusion by offering easy, comprehensive and cheap transport around the city
- accessible to all – easy to use by everyone in the city, including people with impaired mobility or senses
- efficient – punctual, reliable , frequent and a fast way to travel around York
- complementary to our strategies to reduce carbon emissions in York and develop our economy
- attractive – enough to mean driving is not the default option for many trips in York
- welcoming – to our many visitors, whether they are coming to York for a day at the races or a four year degree course
- a source of pride for the city and its residents

### High-level objectives

The York Enhanced Partnership aims to achieve the following ten objectives:

- 1) Growth in passenger trips to **20 million a year** by 2024/25 (a 25% increase on the peak seen in 2017/18)
- 2) A **40% increase in bus journeys by young persons** aged 5-19 by 2024/25 (compared to 2019).
- 3) A **30% increase in Park & Ride usage** by 2024/25 (compared to 2019).
- 4) **Overall passenger satisfaction of 95%**, as measured by Transport Focus's surveys (2% higher than the previous maximum satisfaction seen in York, in 2014, but 9% higher than the last set of surveys in 2019)
- 5) **90% of less-frequent services to be punctual** by 2024/25.

- 6) Excess wait time for frequent services to be no more than 45 seconds by 2024/25.**
- 7) Peak bus journey times on the most congested corridors to decrease by at least 2 minutes by 2024/25 (85<sup>th</sup> percentile journey times, compared to 2019).**
- 8) At least 90% of bus services operating predominantly in the York urban area to be operated using electric vehicles by 2024/25.**
- 9) At least 95% of inter-urban and rural services to be operated using vehicles of Euro VI standard or better by 2024/25.**
- 10) 50% of non-concessionary bus tickets to be purchased using contactless tap-on/tap-off payments by 2024/25.**

## **Part 5: Specific commitments and outcomes**

The BSIP includes a list of distinct commitments and asks, broken down into categories. These commitments and asks (where BSIP funding is available to fulfil them) along with their related objectives, are listed in the tables on the following pages. These form the programme for the EP Plan.

An indicative York BSIP award of £17.3m was announced by the DfT in April 2022. On paper, this is significantly less than the c.£48m requested in the BSIP, however this sum was intended to fund measures over a longer period of time. The £17.3m BSIP award will enable the majority of the commitments and asks set out in the BSIP to be delivered in some form during the period 2022-25.

City of York Council has submitted a revised set of objectives to DfT stating how it intends to utilise the indicative £17.3m during the three financial years 2022-25. This BSIP funding was confirmed by DfT in August 2022.

To fulfil the DfT's requirements, this document and any related commitments in the EP Scheme, may need to be updated to include additional detail on planned BSIP expenditure. Any such variations will be carried out using the bespoke variation mechanism as set out in section 9 of the EP Scheme.

The tables on the following pages utilise the same numbering scheme as the original BSIP document, but have been prefaced with 'A' to denote a BSIP 'ask' and 'C' to denote a BSIP 'commitment'.

Some of the reference numbers used in the 2021 BSIP are missing from the tables on the following pages- this is due to insufficient funding having been made available to deliver these items. BSIPs are subject to annual review, with an updated York BSIP due to be issued at the end of October each year.

**Reliability measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-R2</b>	CYC will implement a series of tactical small-scale schemes to relieve bottlenecks in the local bus network	To remove identifiable sources of delays to services	DfT BSIP (£125k)
<b>A-R3</b>	CYC will, subject to feasibility studies, public consultation and political approval, implement a series of bus priority measures on key radial routes and in the city centre, including: <ol style="list-style-type: none"> <li>1. Additional bus priorities on Wigginton Rd</li> <li>2. Additional bus priorities on Fulford Rd</li> <li>3. Improvements on Heslington Rd/University Rd</li> <li>4. A package of measures to improve bus journey times and reliability through York city centre</li> </ol>	To improve 85 <sup>th</sup> percentile bus journey times on affected corridors by 2 minutes by 2025 (compared to 2019 baseline).	DfT BSIP (£5m), Other government sources (up to £15m)
<b>C-R1</b>	CYC will use best endeavours and whatever funding is available to ensure all existing CCTV, real-time passenger information and bus priority systems in the city are kept in good working order, and to demonstrate their value in improving bus journey times in York.	To continue to improve bus journey times in York	Existing CYC capital and revenue budgets
<b>C-R2</b>	CYC will use its traffic real time model to provide signals-based bus priorities. The model will identify late running buses and prioritise them at junctions, using the methodology which is already proven in South Yorkshire.	To tackle inconsistent journey times	Existing CYC revenue budgets
<b>C-R3</b>	CYC will consider taking the powers to enforce moving traffic offences, if these powers are offered to local transport authorities outside London.	To tackle problems on the road network which delay buses- for example, vehicles entering a yellow box junction before the exit is clear.	Existing CYC revenue budgets, potential income from penalty charges

**Reliability measures (continued)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-R4</b>	The Performance Group will take an important role in planning for special events, including sports events and festivals. This will include making decisions on warden and NMO cover for these events – and provision of other staff by operators or CYC.	To minimise disruption to the bus network during special events	Existing CYC revenue budgets
<b>C-R5</b>	The Performance Group will continue to review performance on a monthly basis, publish its punctuality indicator, and agree appropriate mitigations as required.	To ensure bus network performance is made available to the public.	Existing CYC revenue budgets
<b>C-R6</b>	CYC will continue to work with the bus operators to develop a series of small schemes to, where practicable, tackle bottlenecks. This will be financed through an annual capital fund of £50,000 for small schemes, or targeted capital spend for larger schemes, which may require preparation of a business case. The Performance Group and Infrastructure Group will be instrumental in prioritizing the schemes for action.	To reduce bus delays at key network hot-spots	Existing CYC capital budgets (supports A-R2)
<b>C-R7</b>	CYC will work with developers to use S106 settlements to fund and deliver localised bus priority schemes where these are needed to offset the impact of development related traffic. We already have a significant programme of work being progressed this way – particularly connected with the York Central site, but this approach will be applied to other development sites as they come forward.	To ensure new developments have either a minimal impact or a net positive effect on bus journey times.	Future Section 106 developer contributions

**Reliability measures (continued)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-R8</b>	The Performance Group will work to identify and prioritise routes requiring “whole corridor” measures. These will be financed through a variety of vehicles, including CYC’s Capital Programme, the DfT BSIP support funding and other funds as they become available. CYC’s transport scheme development funding will be used to make the case for bidding for funds to make larger interventions.	To ensure that larger-scale interventions are prioritised to provide the maximum benefit to cost ratio.	CYC Capital programme, DfT BSIP (dependent on A-R3)
<b>C-R9</b>	CYC will work with developers through the Local Plan to upgrade corridors serving their developments. Measures will be funded through developer contributions (either Section 106 contributions or, if appropriate, tariffs or Community Infrastructure Levies). Bus operators will have an important advisory role in these negotiations. This is discussed at more length in the section of this document which sets out policy in relation to the Local Plan development of York. Bus Rapid Transit (“BRT”) measures may be considered at the larger sites.	To ensure that new developments have bus services with journey times that are competitive with the private car	Future Section 106 developer contributions
<b>C-R10</b>	Bus operators will work with CYC to consider the feasibility of bus priority along routes serving new developments and will work to make the necessary financial case for delivering the measures if a positive business case can be made for the intervention, once its full impacts are assessed. Progress on this aspect of the BSIP will be advised in the 2022 BSIP update, following a study commissioned by CYC, as part of the LTP process, in late 2021. This commitment is dependent on DfT funding the block “ask” for whole corridor measures asked for in the BSIP.	To ensure that any new major developments have suitable bus priority measures.	CYC LTP funding, DfT BSIP (dependent on A-R3)



**Bus network support measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-BN1</b>	<p>1. CYC and the Park &amp; Ride operator will restart the Poppleton Bar Park &amp; Ride service at the earliest possible opportunity and no later than autumn 2022.</p> <p>2. CYC and bus operators will develop the core bus network and introduce a new city centre shuttle service</p>	<p>1. To return the Park &amp; Ride network to its full pre-Covid level</p> <p>2. To fill in gaps in the current network provision and improve city centre access</p>	DfT BSIP (£2.28m)

**Environmental measures (greening the bus fleet)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-E1</b>	CYC and the bus operators agree to recognise the importance of improving air quality across York, both by encouraging transfer from car trips to bus trips and through improving emissions from bus services.	To ensure air quality improvements are at the forefront of decision-making	No direct cost
<b>C-E2</b>	CYC has a key role in facilitating/ co-ordinating operators' responses to the various Government grants directed at reducing emissions from public transport. CYC pledges to maintain equality of opportunity for bidding, although it will obviously target activities towards greatest gain for York.	To ensure the maximum possible funding is available for air quality improvements	Existing CYC resources
<b>C-E3</b>	CYC will use the services it specifies as a mechanism to encourage take up of vehicles with lower emission levels.	To reduce levels of harmful vehicle emissions from the bus fleet	CYC revenue budgets, DfT devolved BSOG

**Ticketing measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-T1</b>	The partnership will deliver a tap-on/tap-off capped fares system for single operator tickets by April 2023 and multi-operator tickets by October 2023. CYC will employ a commercial ticketing officer to lead the planning and delivery of the partnership's fares and ticketing objectives.	To encourage bus use by ensuring passengers can automatically get the best fare for their journey	CYC capital programme (£200k), DfT BSIP (£250k)
<b>A-T2</b>	The partnership will deliver fare reductions for young persons from January 2023, including: <ol style="list-style-type: none"> <li>1. Free travel for up to 3 children when accompanied by an adult</li> <li>2. Low cost flat fares for the under-19's</li> <li>3. Targeted fare reductions for the 19-25 age group</li> </ol>	To grow the youth bus travel market by 40% by 2025, helping to build lifelong sustainable travel habits.	DfT BSIP (£3.3m)
<b>C-T1</b>	The partnership will develop an app-based All York ticket.	To ensure multi-operator tickets are as easy to purchase as single operator products across all retail platforms	Dependent on A-T1
<b>C-T2</b>	The partnership will develop All York tickets for purchase off the bus (including monthly and annual products). These can be marketed through employers and to residents of new property developments	To ensure new residents and employees have the best possible opportunity to build sustainable travel habits	Existing budgets

**Ticketing measures (continued)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-T3</b>	The partnership will review the range and pricing of All York ticketing products, through the Ticketing Group, to ensure that they are attractive and can contribute fully to delivering York’s transport policies. A particular focus of this work will be to develop a ticket which carries no price premium over single operator tickets.	To give bus passengers access to any service in York on an equal footing.	Dependent on A-T1
<b>C-T4</b>	The partnership will develop a smart All York carnet of journeys ticket product, which can be used alongside fare capping.	To ensure that passengers have easy access to the best value fare for their journey	Dependent on A-T1
<b>C-T5</b>	The partnership will support and promote “PlusBus” and work with train operating companies to develop local rail/bus products. This will include rail add-on tickets to large trip attractors and special events in York, and use of the Park & Ride sites to access rail services.	To ensure the bus and rail networks complement one another as part of an integrated public transport offer	Dependent on A-T1
<b>C-T6</b>	The partnership will work with colleagues in North, East and West Yorkshire to develop a range of tickets to incentivise onward travel in York as an attractively priced add-on to inter-urban tickets.	To ensure that passengers have easy access to the best value fares for inter-urban journeys	Dependent on A-T1
<b>C-T7</b>	The partnership will investigate other opportunities for sales of bus tickets as a means to access York’s many festivals and special events.	To promote public transport as the default travel option for visitors to special events.	Dependent on A-T1
<b>C-T8</b>	CYC will provide £200k finance to allow tap-on-tap-off debit/credit card use on all York’s buses. This will be made easy to implement in York because all seven operators in the city use compatible Ticketer machines, a situation made possible by earlier investment by CYC in ticketing platforms.	To ensure that passengers never have to worry about over-paying for bus travel.	Dependent on A-T1

**Passenger information measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-13</b>	CYC will install 100 new battery-powered real-time information screens at stops outside the city centre	To provide live bus information at stops where the cost of connecting to the mains power supply is prohibitive	DfT BSIP (£800k)
<b>A-14</b>	CYC will replace existing life-expired real-time information screens in the city centre	To ensure live information provision remains reliable and accessible	DfT BSIP (£490k)
<b>C-11</b>	CYC will return to producing composite timetables featuring route maps and services from all operators to all of York's bus stops as soon as is practicable. We will also move back to a maximum of six service change dates a year, to be agreed and published ahead of the start of each year.	To ensure a stable network with consistent timetable information which passengers can rely upon not to change outside of the publicised dates.	Existing CYC revenue budgets
<b>C-12</b>	Bus operators will continue to produce their own timetable leaflets and publicise their services on their websites and via third party apps.	To ensure that passengers have access to both paper and online timetable information.	Existing bus operator revenue budgets
<b>C-13</b>	CYC will maintain the itravel.york.info website, which provides information on buses, Park & Ride and other sustainable transport modes in the York area.	To ensure that there is a trusted, impartial, single point of information for York's bus network.	Existing CYC revenue budgets
<b>C-14</b>	CYC will maintain the on-street real time information screens, with contributions from the bus operators.	To ensure that live bus information is easily accessible at city centre and other key stops.	Existing CYC and bus operator revenue budgets
<b>C-16</b>	CYC will work with bus operators to encourage provision of audio-visual announcements on buses and at bus stops.	To ensure that passengers, especially those with visual or hearing impairments, have the best possible access to live bus information.	Existing CYC and bus operator capital budgets

**Stop and shelter measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-S1</b>	CYC will undertake a programme of bus stop improvements on a route-by-route basis.	To improve passenger facilities	DfT BSIP (£250k)
<b>C-S1</b>	CYC will use best endeavours to maintain bus stops in York. All shelters will be cleaned every quarter, with city centre shelters to be cleaned every month. Stops without a shelter will be serviced annually and whenever their timetables are changed.	To ensure that bus stops and shelters are a safe and attractive environment for passengers.	Existing CYC revenue budgets

**Customer service measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-CS1</b>	The partnership will develop a customer charter to include redress, particularly around late buses and buses which do not run. We will also work with operators to sign them up to a protocol which guarantees any wheelchair user not able to access a wheelchair space on the first bus to arrive at their stop is able to hire a taxi for their journey at no extra cost.	To ensure that passengers, particularly those with disabilities, have confidence in the bus network.	Existing revenue budgets
<b>C-CS2</b>	CYC and the bus operators will work with the York Bus Forum and other representatives of bus passengers to constitute and maintain a consultative group meeting the best practice standards set out in the Transport Focus advice to local authorities on setting up such groups, to ensure that they are representative of a cross-section of bus users in York.	To ensure that bus passengers have a voice and that their concerns are listened to and acted upon appropriately.	Existing revenue budgets

**Customer service measures (continued)**

Reference no.	Commitment	Objective	Funding source(s)
<b>C-CS3</b>	The partnership will support a regular programme of bus surgeries at a range of locations across the city.	To ensure that bus passengers have an opportunity to speak to council and operator representatives face-to-face.	Existing revenue budgets
<b>C-CS4</b>	CYC will continue to fund annual Transport Focus customer satisfaction surveys, funding them through the Better Bus Area agreement with operators.	To ensure that a comparable, year-on-year customer satisfaction measure continues to be made available.	Existing CYC revenue budgets

**Marketing and behaviour change measures**

Reference no.	Commitment	Objective	Funding source(s)
<b>A-M1</b>	CYC will carry out a travel behaviour change campaign targeting passengers on corridors receiving new bus priorities (see A-R3)	To raise awareness of public transport improvements	DfT BSIP (£800k)
<b>C-M1</b>	CYC will continue to work with housing developers to encourage residents to use sustainable travel.	To ensure that new residents understand the travel options available to them.	S106 development funding
<b>C-M2</b>	To maintain the marketing group, incorporating it into the Enhanced Partnership.	To ensure that the partnership has an active role in promoting the benefits of bus travel to both users and non-users.	Existing revenue budgets
<b>C-M3</b>	We will continue to promote the use of the existing “York by bus” brand, which is already used for York’s multi-operator ticket, customer charter and roadside information displays.	To ensure continuation of a brand and style with which the York public are already very familiar.	Existing revenue budgets

**Operational delivery measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-OD1</b>	CYC will employ an Enhanced Partnership Officer to administer the functions of the York EP.	To ensure that the EP operates effectively and delivers its objectives	DfT BSIP (£150k)

**Park & Ride measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>A-PR1</b>	CYC will convert five of the existing Park & Ride sites to multi-modal hubs, with overnight parking, connections with interurban services and other sustainable travel modes	To maximise the ability of Park & Ride sites to remove traffic from the city centre	DfT BSIP (£4m)
<b>C-PR1</b>	CYC and the Park & Ride operator will maintain and improve the existing P&R services so that they continue to enjoy high customer satisfaction and provide an attractive way for visitors and commuters to access central York.	To ensure Park & Ride retains high levels of customer satisfaction and a proven track record of significantly reducing congestion in the city.	Existing revenue budgets and reinvesting revenue from new patronage growth.
<b>C-PR2</b>	CYC and the Park & Ride operator will consider how the estate can be used to cater for other trips by developing it into a series of mobility hubs- for example interchange with inter-urban buses and coach services, Park & Ride services travelling through the sites rather than terminating there. This offers the potential to reduce trip making on the trunk road network.	To maximise the ability of the Park & Ride sites to remove traffic from the city centre.	See A-PR1

**New development measures**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-D1</b>	CYC will work with developers to establish bus priority into any new development in York, to make buses as time competitive as reasonably possible with private cars. This would include, for example, segregated, grade separated, crossing points of York's outer ring road for bus services into York city centre from new developments outside of the outer ring road.	To ensure bus journey times are competitive with the private car.	Future Section 106 developer contributions
<b>C-D2</b>	CYC, as the planning authority for York, will give careful consideration to how new developments will be served – specifically whether they should be served by completely new services, existing services which are diverted off line of route or extended to the new development, or frequency enhancements to existing services. The key consideration will be to balance the commercial viability of the new/ altered services against providing the most competitive journey times from the new development to key trip attractors such as York city centre and large local employment sites.	To ensure that new developments have sustainable bus services without compromising the attractiveness of the existing network.	Future Section 106 developer contributions
<b>C-D3</b>	In planning services, CYC will look not just at local links, but whether some movements from the developments would be best catered for by providing longer distance express coach links. A good example would be whether there is scope to link the development sites to the east, south and west of York directly to central Leeds through a coach link. New development sites should also be linked to a railway station. In some cases, the most appropriate station may not be York, but could be Poppleton, other existing stations such as Selby, or the proposed station at Haxby.	To ensure that commuters heading to other urban areas do not need to make unnecessary trips through York city centre.	Future Section 106 developer contributions



**New development measures (continued)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-D4</b>	CYC will look to include bus operators in discussions about new developments at an early stage so that bus operators are able to input into site design.	To ensure development masterplans facilitate effective bus operation.	No direct costs
<b>C-D5</b>	The partnership will work together to develop a “Bus Service Development Guide” which will form a part of the supplementary planning guidance for the Local Plan. This will set out how developments can be configured to encourage use of bus services.	To ensure bus services to new developments are reliable and attractive.	Existing CYC and bus operator staff time
<b>C-D6</b>	CYC will require that new developments have a clearly identifiable “Public Transport Hub” which will be in the centre of the new developments, co-located with the principal trip generators in each development – for example, schools and nurseries, GP’s surgeries, shops. The hubs will be equipped with very high quality bus stops, comprising, but not limited to, a heated shelter, real time information, information boards, and machines for purchasing bus tickets off the bus.	To ensure that public transport measures in new developments are visible, attractive and easy to access.	Future Section 106 developer contributions
<b>C-D7</b>	CYC will ensure, as a general design guideline, that the services provided to large new developments will be developed to be as attractive as the nearest Park & Ride alternative. As such they will not only include substantial priority within the development and linking the development to the existing road network (as set out in Commitment C-D1), but should also include priorities, many of them new, on the existing road network. BRT may be appropriate for the larger developments.	To ensure that residents in new developments have access to bus services with competitive journey times.	Future Section 106 developer contributions

**New development measures (continued)**

<b>Reference no.</b>	<b>Commitment</b>	<b>Objective</b>	<b>Funding source(s)</b>
<b>C-D8</b>	CYC will encourage developers to make full use of ICT in any new property to make real time information available to new residents.	To ensure that residents in new developments have easy access to live bus information in order to make good sustainable travel choices.	Future Section 106 developer contributions
<b>C-D9</b>	The partnership will work with developers to provide a range of tickets which will encourage early use of the bus service and also retain bus users on the network over the longer term. This is likely to include developing All York tickets for purchase off the bus, and a range of other products – for example, for scholar travel and carnet/ stored value products, as well as single operator products.	To ensure that residents in new developments are encouraged to use public transport as soon as they move in and to continue doing so in the longer term.	Future Section 106 developer contributions

## Part 6: Effect on neighbouring authority areas

Peoples' need to travel is independent of the boundaries of local authorities and analysis suggests around one-third of bus journeys in York originate outside the CYC boundary. Consultation with North Yorkshire County Council (NYCC), East Riding of Yorkshire Council and West Yorkshire Combined Authority formed an important part of CYC's consultation on its BSIP.

York functions as a key trip attractor in a rural area with a population of around 500,000 people. Delays experienced by buses as they travel through York adversely affect their reliability in the rural areas surrounding the city. As such, measures to improve service reliability in York itself have beneficial effects far beyond CYC's boundaries. Many bus passengers travelling into York from outside need to use more than one bus to complete their journey and this has informed the proposals we put forward about developing new ticketing products.

We have taken the decision not to submit a joint plan with NYCC, although there will be considerable joint working on bus services as the York and North Yorkshire mayoral combined authority is developed. The decision not to submit a joint BSIP was taken because of the different development priorities of the York "city" network, as set out in the York Local Transport Plan, and the pre-existence of the York Quality Bus Partnership. However, there has been work together on the ticketing aspects of the proposals set out in the BSIP, a discussion of congestion and delay in York and its effect on services in the county, and work on trying to use similar governance structures.

The submission of separate BSIPs to DfT does not preclude development of a joint BSIP later, with a decision on that being made as proposals for the future combined authority are developed.

North Yorkshire County Council's Enhanced Partnership came into effect on 1<sup>st</sup> May 2022.

## Part 7: Governance

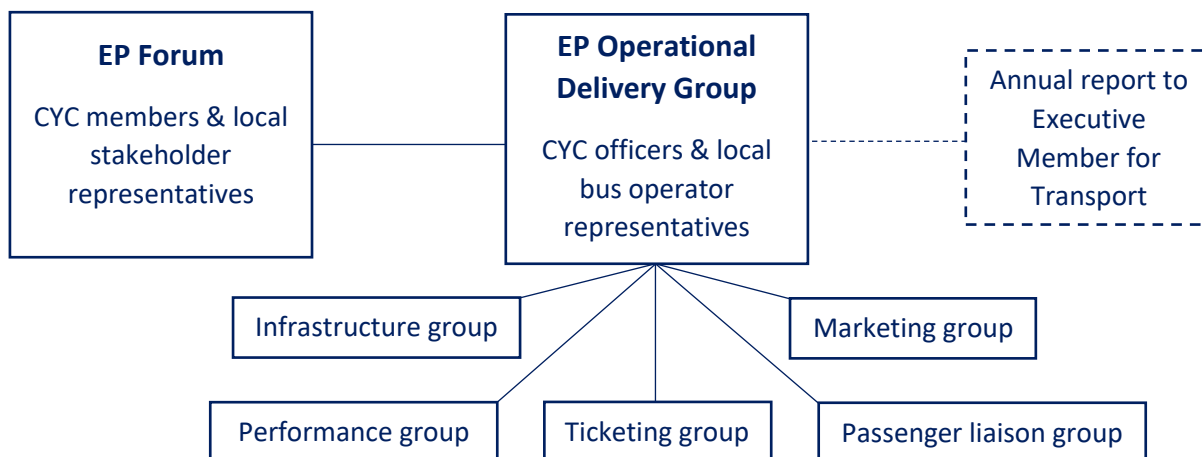
An EP Forum will be established, consisting of CYC elected members and other stakeholder representatives. The forum will meet regularly to review the progress made by the EP and will put forward suggestions and recommendations to the Delivery Group.

The Delivery Group will consist of CYC officers and representatives from each of York's bus operators. The Delivery Group will be responsible for delivering the stated objectives of the BSIP and EP. The group will allocate BSIP funds and monitor scheme delivery progress in order to realise these objectives.

The Delivery Group will also oversee a number of subgroups, with responsibility for ticketing, performance, marketing, infrastructure and passenger representation. These subgroups will work to deliver their specific objectives and make recommendations to

the Delivery Group, the principal operational delivery body within the EP, who will in turn direct the subgroups and monitor their progress.

The formal structure of the Forum, Delivery Group and subgroups are set out in section 8 of the EP Scheme. A visual illustration of this structure is shown below:



The proposed governance structure will supplement CYC's own governance requirements rather than replacing them. It is intended that the proposed governance structure will operate alongside and complement the existing requirements of CYC's constitution.

## Part 8: Consultation process

In line with the statutory requirements of the Transport Act 2000, this draft EP Plan and EP Scheme have been put to an operator objection period and public/stakeholder consultation period, each lasting for 28 days.

The operator objection period ran from 8<sup>th</sup> July until 5<sup>th</sup> August 2022. No operator objections were received.

The public/stakeholder consultation period ran from 11<sup>th</sup> August until 8<sup>th</sup> September 2022. 543 responses were received, 7 of which were submitted on behalf of stakeholder organisations and the remainder by individuals.

Respondents strongly agreed with the EP objectives (77% agreed, 19% no opinion, 4% disagreed). Emissions targets and punctuality of infrequent services received very high numbers of 'strongly agree' responses.

Respondents strongly supported the EP measures (80% support, 16% no opinion, 4% opposed). Greening the bus fleet, fares & ticketing and bus information received very high numbers of 'strongly support' responses.

An issue raised by many respondents within the free-text responses was the provision of buses to Bishopthorpe, Elvington and Wheldrake, which whilst not directly within the scope of the EP consultation, has been noted by the council.

Other than the above, there were no strong patterns amongst the remaining responses, which consisted of broadly supportive comments, critical comments, more specific asks and general criticisms of wider transport issues.

As a result, it was decided that the EP should be approved and made at the earliest opportunity.

Any significant future changes to the EP Plan and Scheme will also be put out to consultation in accordance with section 138F of the Transport Act 2000.