



Portsmouth
CITY COUNCIL

National Bus Strategy

Portsmouth Bus Service Improvement Plan

October 2021

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Section 1 - Overview

This section provides an overview of the geographical area that this Bus Service Improvement Plan (BSIP) covers. It outlines the reasoning and justification for a single Local Transport Authority (LTA) BSIP, as well as how this plan is aligned to Portsmouth's Local Transport Plan and reflects residents' priorities.

1.1 Geographical area covered by this BSIP

The Portsmouth BSIP covers the administrative area of Portsmouth City Council (PCC) as illustrated in *figure 1* below. To ensure the delivery of a consistent approach for our residents and visitors, we have been working collaboratively with the local transport authorities of Hampshire County Council (HCC) and West Sussex County Council (WSCC) to cover the cross-boundary bus routes that connect Portsmouth with these areas.

figure 1: Map of Portsmouth BSIP geographical area



Portsmouth is a unique city, with the majority being based on an island (Portsea Island) and a section on the mainland to the north. The island geography means that many road journeys are extended, and many trips are made by waterborne transport. It is also the most densely populated city in Great Britain outside of London. Most of Portsmouth has a flat landscape which should lend itself well to journeys on foot and by bike, but closely packed parking along Victorian terraces in much of the city can make walking and cycling unattractive.

A considerable amount of post-war housing was developed to the north of the island in Paulsgrove, and some distance away at Leigh Park and Waterlooville beyond the administrative boundary. Bus travel times from these further away areas to the city have become less attractive as delays caused by traffic congestion have grown.

The city's 49 km coastline includes, wildlife habitats, beautiful seafront destinations for visitors, the home of the Royal Navy and routes by sea to Europe, the Isle of Wight, Gosport, and Hayling Island. The 15.5 square miles (40.15 km²) is densely populated with a population of 217,000 in 2020 that is expected to grow to over 236,000 by 2041. There are three roads onto the island and one railway route with five stations in Portsmouth and Southsea. Over 8,000 businesses are located in the city and Portsmouth receives 9.3m visitors a year to the city.

Portsmouth International Port's inclusion as part of the new Solent Freeport will further support growth in both commuter traffic and HGV movements around the Western entrance to the city from the M275.

Pre COVID data shows approximately 40,000 people commute into the city daily and 30,000 out of the city daily, with 60%¹ of all commuting trips by driver or passengers in private cars or vans.

Portsmouth currently lags behind the UK economically, both in terms of GVA and competitiveness. Employment is concentrated in low productivity sectors, and there is a low retention of skilled labour and university graduates. The city is ranked 59th most deprived of 326 UK local authorities² with many residents experiencing disadvantages. There are high levels of financial deprivation, and unemployment rates are higher than in the surrounding areas. Many children in the city leave school with lower levels of qualification than their peers elsewhere, particularly those receiving free school meals. Many adult residents have fewer qualifications than their peers elsewhere in the southeast region.

Health outcomes for some residents are poor. Life expectancies for both men and women are significantly below the England average. Life expectancy is 7.8 years lower for men and 6.0 years lower for women in the most deprived areas of Portsmouth than in the least deprived areas. The gap between life expectancy at birth for females in Portsmouth and life expectancy at birth for females in England has widened in recent years.

1.2 Air quality issues

Portsmouth has five Air Quality Management Areas and is subject to four separate Ministerial Directions to bring air quality within legal limits in the shortest possible time. The latest of these directions requires the introduction of a Class B charging Clean Air Zone (CAZ), to the south-west of the city, in which 'non-compliant' vehicles are issued with a daily charge for entry. Non-compliant

¹ Census data 2011

² Where 1 is the most deprived based on the average scores across a range of deprivation indicators - MHCLG, English indices multiple deprivation 2019

vehicles are buses, coaches, taxis, private hire vehicles and heavy goods vehicles that are not Euro VI standard or better if diesel, or Euro IV standard or better if petrol. In Portsmouth vans, motorcycles and cars will not be charged for entering the CAZ. However, studies show that car travel contributes around 26%³ of the nitrogen dioxide air pollution within the city, meaning that modal shift to discourage reliance on the car is essential.

Air pollution has severe, negative impacts on health, the economy, and the environment. While air quality affects everyone, there are inequalities in exposure, and air pollution has the greatest impact on the most vulnerable. Residents of some of the most deprived areas of the city are disproportionately affected by pollution from vehicle exhausts. Many of the residents in these locations do not have access to their own vehicles but are exposed to the pollution from the heavily trafficked roads that run through their neighbourhoods. Poor air quality also disproportionately affects the elderly, children, and those with existing health conditions.

The following four Ministerial Directions place a legally binding duty on PCC to implement measures to improve air quality in the city.

- Ministerial Direction 1, March 2018, required PCC to develop a Targeted Feasibility Study (TFS) by 31 July 2018 for two specified road links in the city: A3 Mile End Road and A3 Alfred Road. These two roads were selected as they were projected to have nitrogen dioxide (NO₂) exceedances in Defra's national Pollution Climate Mapping model.
- Ministerial Direction 2, October 2018. Following the results of the TFS, PCC was issued with a direction to undertake a bus retrofit programme to reduce exhaust emissions. The Ministerial Direction stipulated that the programme should be undertaken as quickly as possible to bring forward compliance with legal levels of NO₂ on A3 Mile End Road and A3 Alfred Road.
- Ministerial Direction 3, October 2018. This required PCC to produce an Air Quality Local Plan to set out the case for delivering compliance with legal limits for NO₂ in the shortest possible time.
- Ministerial Direction 4, March 2020. This required PCC to implement a Class B charging Clean Air Zone and supporting measures to achieve compliance with legal limits for NO₂ in the shortest possible time, and at least before the end of 2022.

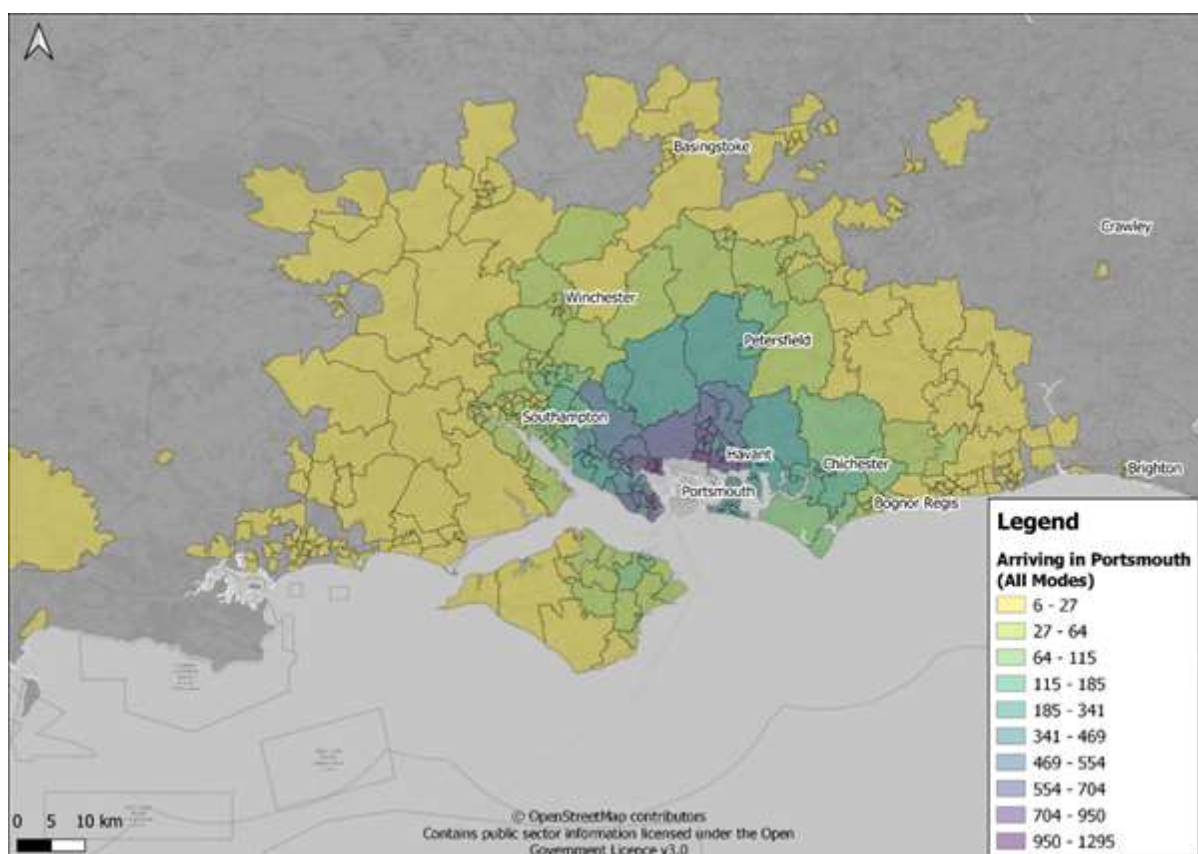
Measures promoted through this BSIP would complement and reinforce the measures already being developed through the Portsmouth Local Air Quality Plan.

1.3 Justification of why this BSIP covers a single LTA area (Portsmouth)

Portsmouth is fundamentally shaped by its island and peninsula geography, with most of the city being based on Portsea Island with a section on the mainland to the north. The majority of the city's bus routes (14 out of 22) only operate within the city boundaries and over 60% of bus trips are made wholly within the city. Therefore, a BSIP, focused on the city's local authority area, is considered the best approach to serving the needs of our community, and the best route for delivering on our ambitions for public transport within the city.

However, many people working in Portsmouth live in the surrounding areas: around 40,000 people commute into the city daily. The extent of Portsmouth's travel to work area is shown in *figure 2* below.

³ Portsmouth City Region Transforming Cities Fund Strategic Outline Business Case (Nov 2019)

figure 2: Map of Portsmouth travel to work area

The cross-boundary bus routes play an important role in connecting residential parts of the travel to work area with the main employment centres and key services in Portsmouth. Many of the commuters into the city use them. Our focused BSIP will therefore sit alongside and be developed in collaboration with our neighbouring authorities, particularly HCC, which includes most of the travel to work area. Particular areas of collaborative working between the authorities will focus on the progression of improvements to the cross-boundary routes. This will ensure that our approaches complement each other and can deliver the best outcomes for our residents. PCC has a long history of cross-boundary collaborative working in the field of transport, through partnerships such as Solent Transport and Transport for the South East (TfSE).

1.4 Why the Enhanced Partnership route has been chosen

PCC Cabinet approval was given in June 2021 for the council to establish an Enhanced Partnership with the bus operators serving Portsmouth. The requisite statutory notice of the Council's intent was duly published⁴.

Given the already strong partnership working arrangements and close relationships between PCC and the bus operators, it is considered that an Enhanced Partnership represents the best approach for achieving our ambitious objectives that are set out in this BSIP.

This Portsmouth BSIP sets out an exciting opportunity for PCC and bus operators to deliver in partnership a better customer proposition for existing and potential bus passengers.

⁴ [Public transport - Travel Portsmouth](#)

1.5 BSIP duration, annual review process and alignment with the Local Transport Plan

The Portsmouth BSIP covers the period until March 2025, but also considers transformational investments which support the bus sector over the longer term. This aligns with the Portsmouth Transport Strategy 2021-2038⁵. The Portsmouth BSIP supports PCC's Imagine Portsmouth 2040⁶, which sets out a vision for the future of the city. The Portsmouth BSIP would support the achievement of the outcomes of Imagine Portsmouth, particularly those concerning the creation of a green city with easy travel.

The BSIP also supports the Portsmouth Transport Strategy as set out in our fourth Local Transport Plan (LTP4), and its vision that: *"By 2038 Portsmouth will have a people-centred, connected, travel network that prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous city"*.

Four strategic objectives will deliver this vision, including one to 'Transform Public Transport.' Public transport services are limited in some parts of the city with buses delayed by traffic congestion and a lack of bus priority. Priority should be given to rapid and reliable public transport, working with operators to try to ensure all communities have reliable, better connected, and adequate access to bus services. The 'Transform Public Transport' objective was identified by residents as the second most important objective, behind 'Deliver Cleaner Air' which will be supported by public transport improvements. 27% of respondents selected 'Transform Public Transport' as the objective most important to them in the consultation that supported the development on the Transport Strategy. The 'Transform Public Transport' objective is supported by the following four policies which the majority of respondents either agreed or strongly agreed to be the right policies:

- Policy J - Prioritise local bus services over general traffic to make journeys by public transport quicker and more reliable and support demand-responsive transport services
- Policy K - Develop a rapid transit network that connects key locations in the city with South East Hampshire, and facilitates future growth
- Policy L - Deliver high quality transport interchanges, stations and stops
- Policy M - Continue to work with public transport operators to deliver integrated, efficient, affordable, and attractive services promoting local and regional connectivity

The Portsmouth Transport Strategy recognises the importance of prioritising public transport, alongside other sustainable modes of travel, to further develop an inclusive, attractive, and well-connected travel network. The full document can be found in Appendix F, along with the Portsmouth Transport Strategy Implementation Plan 2022/23-24/25 in Appendix G.

The Portsmouth BSIP will be reviewed quarterly through the National Bus Strategy Executive Board. This is a joint board comprising of PCC and the main bus operators in the city Stagecoach South and First Hampshire and Dorset. The role of the board will be to monitor the performance indicators against targets and prioritise the work to deliver against the Portsmouth BSIP objectives. Paragraph 5.1 sets out the governance arrangements for the National Bus Strategy for Portsmouth. In addition, a Portsmouth BSIP Project Board has been established, which meets on a bi-monthly basis to take forward specific priorities.

⁵ [Home page - Travel Portsmouth](#)

⁶ [Homepage - Imagine Portsmouth](#)

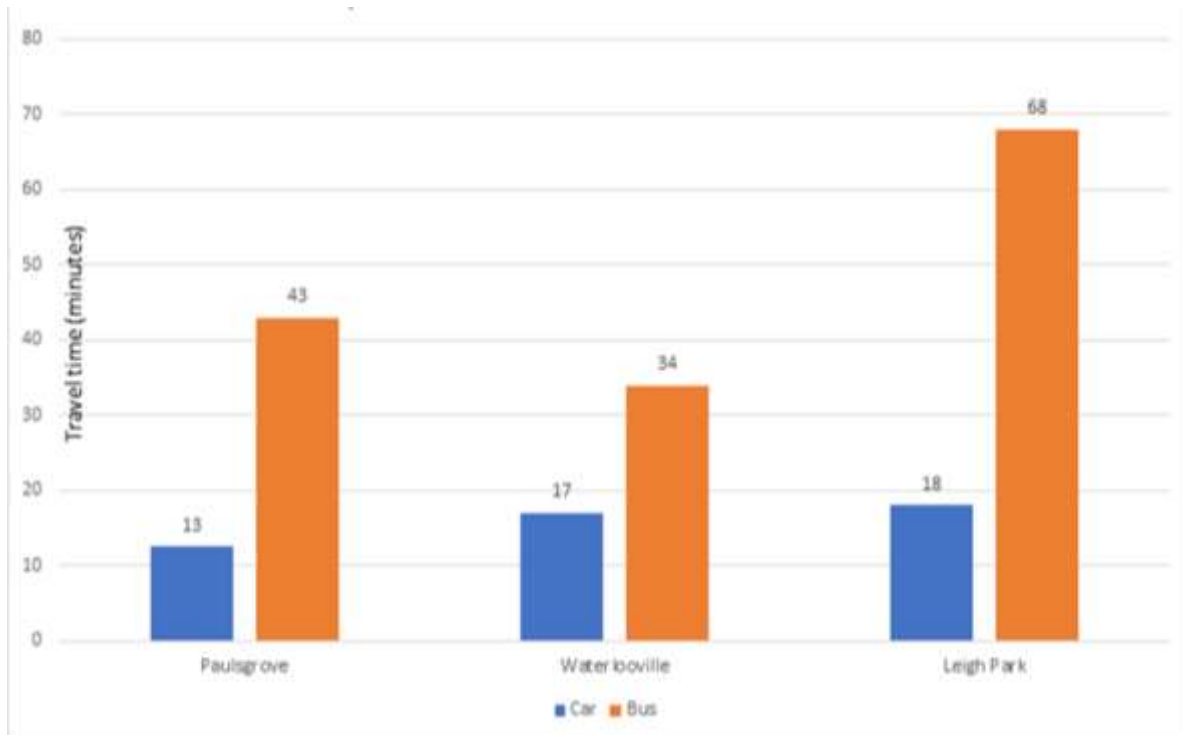
Section 2 - Current bus offer to passengers

This section describes the bus service offer in Portsmouth, assesses its quality and effectiveness in meeting the travel needs of Portsmouth’s residents, commuters, and visitors. This section refers to the Portsmouth BSIP Evidence Base contained within Appendix A. This provided further evidence and more detailed information about the issues identified.

2.1 Overview of the Portsmouth bus network, level of use and punctuality

The development of the public transport network in the city has historically been constrained by road space limitations. Bus travel times between some areas and the city centre are slow compared with those possible by car and therefore less attractive. The graph in *figure 3* below shows the off-peak bus and car travel times⁷ from areas of the travel to work area beyond Portsea Island to the city centre in 2020, highlighting the disparities.

figure 3: Car and bus off-peak travel times (minutes) to the south end of Commercial Road in the city centre



The uncompetitive public transport travel times have contributed to the fact that the majority of commuter journeys in the travel to work area are made by car. The city region is caught in a vicious cycle of too many cars, on too few corridors, causing severe congestion, environmental degradation, isolating communities and limiting productivity. Most travel flows in the city region, notably including many into the city itself, have a car mode share above 70%⁸. This large-scale commuting by car causes congestion delays on the main routes into Portsmouth where vehicle speeds are around 32%⁹ slower than the national average. This results in high and unreliable bus travel times, further reducing the attractiveness of this travel option. Public transport is likely to remain uncompetitive with car travel without investment in the proposals set out in this BSIP. Analysis of existing (October

⁷ Google maps

⁸ Portsmouth Transforming Cities Fund Strategic Outline Business Case (Nov 2019)

⁹ Portsmouth City Region Transforming Cities Fund Strategic Outline Business Case submission (Nov 2019)

2021) schedules suggests that the average bus journey time within Portsmouth's administrative boundary is 32 minutes, and the average speed 15 km per hour.

Longer travel time has reduced labour pools available to local businesses and employment opportunities to those without the use of a car, adversely affecting the economic performance of the city.

The island and peninsula geography and some indirect bus routes have significantly reduced the labour force available within a 30-minute¹⁰ travel time of many business locations. This is before any traffic congestion impacts are considered.

Most of the challenges Portsmouth faces in improving mobility are not bound by administrative boundaries, neither are the solutions. The ability to deliver those solutions comes from the collaborative working with a broad range of stakeholders.

2.1.1 Operator Context

Portsmouth's bus network is provided by two bus operators, predominantly commercially, but with some services under tender to PCC. The two operators are First Hampshire and Dorset and Stagecoach South. Appendix B provides the bus map for Portsmouth, outlining the routes operated. Appendix A Section 5 provides further details on the present bus network.

2.1.2 Punctuality of bus services in Portsmouth

The bus locations for each service are tracked by the Real Time Information System (RTI) using the GPS devices contained in the ticket machines. By comparing the actual location of buses with the service schedules, the punctuality of each service can be ascertained. A late service is defined as departing 5 minutes or more behind schedule from timing points along the route. An early service is defined as departing a minute or more ahead of schedule from timing points along the route.

Information recorded by the RTI system shows that between 1st January and 31st August 2021 a total of 3.39m bus journeys were recorded in Portsmouth, of which 85% ran on time. This recorded decline in punctuality may reflect increasing traffic levels as the lockdown restrictions were gradually lifted from May 2021.

2.2 Analysis of existing local bus services compared to BSIP outcomes

2.2.1 Bus Services – current situation

Portsmouth is served by 22 bus routes, 8 of which cross the Portsmouth administrative boundary and connect the city with its wider travel to work area in Hampshire and West Sussex as shown above in *figure 2*.

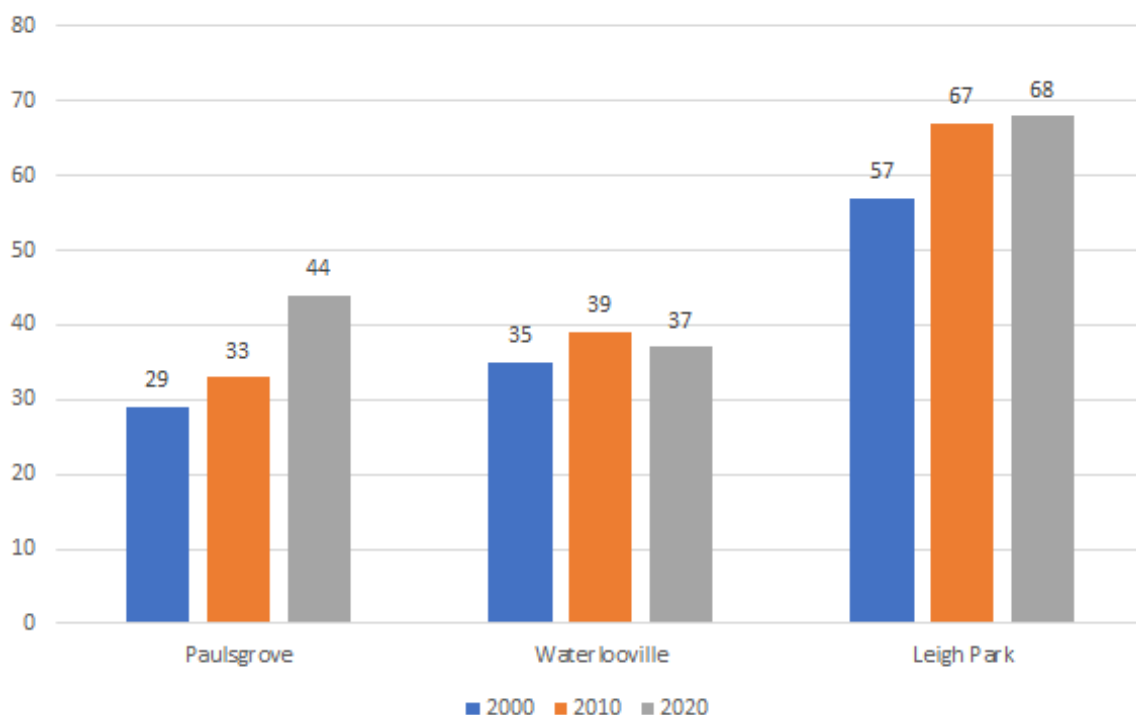
A number of main bus routes to the city centre from the north, including the 3 and 23, operate to frequencies of up to 6 buses per hour. The three main north-south corridors across Portsea Island from Portsbridge junction (Northern Parade, London Road and Copnor Road), are served by several bus routes each. The services combine on these roads to provide a bus every 5 minutes or more often to the key destinations of the city centre, The Hard Interchange, Gunwharf Quays and Southsea. However, many customers are not able to benefit from this high service frequency due to a lack of awareness of the existing multi operator ticket offer – Solent Go. This was identified as a key barrier to using the bus in the Portsmouth BSIP public consultation (see Appendix E). As part of

¹⁰ Portsmouth City Region Transforming Cities Fund Strategic Outline Business Case (Nov 2019)

the Portsmouth BSIP, it is intended that awareness will be further developed of, the range of multi-operator tickets to maximise understanding of the service frequency benefits for passengers.

These high frequency bus routes extend beyond Portsea Island to the wards of Paulsgrove, Cosham and Farlington. Some of these routes continue across the city boundary to connect Portsmouth with towns and estates in the city's travel to work area, notably Fareham, Farlington, Havant, Horndean, Paulsgrove, Portchester and Leigh Park and Waterlooville, two large areas of city council-built housing outside the administrative boundary. Journey times from beyond Portsea Island have generally increased during the past 20 years, as shown in the graph of timetabled morning peak travel times to the city centre (South end of Commercial Road) in *figure 4* below¹¹.

Figure 4 - Bus AM peak scheduled travel times (minutes) to the city Centre (South end of Commercial Road) between 2000 – 2020



The benefits of the extensive bus priority measures along the Star corridor from Waterlooville show their effectiveness in shortening journey times since 2010 against rising general traffic impacting the other corridors.

These extended and less attractive travel times are partly the result of post WW2 housing developments which, are located off the island. This has resulted in longer travel distances into the city on which growing traffic congestion delays have considerably increased bus journey times. Changes such as the removal of limited stop services and route diversions to serve trip destinations such as the Queen Alexandra Hospital in Cosham have added to travel times for longer journeys. Only route X4 from Southampton and Fareham, and Portsmouth Park & Ride now uses the M275 motorway, which is often the route into the city chosen by car drivers whilst buses need to serve local communities enroute.

These extended journey times increase the average for the city. The current average bus journey time in Portsmouth is 32 minutes and the average bus speed is 15 kilometres per hour.

¹¹ Bus timetables between 2000-2020

Evening and Sunday services are generally provided (commercially) on the main high frequency routes but at lower frequencies. 54% of respondents in the recent BSIP public consultation said that “better evening and Sunday services would increase their bus use to a great extent” (see Appendix E).

A number of regular bus routes supplement, and often feed, the main bus routes on Portsea Island. PCC has moved to fill gaps in the commercial network, most recently with route 25 between The Hard Interchange, Eastney and the Hayling Island Ferry.

Portsmouth has a modern, purpose-built, Park & Ride site located off junction 1 of the M275. It provides 665 car parking spaces and has an interchange building with refreshment machine, toilets, and smartcard ticket machine, as well as a dedicated bus service to the city centre and Hard Interchange operated under contract to PCC. The council is developing plans to expand the site to form a Transport Hub, which will include the introduction of new Park & Ride routes including services to the north of the city. The Hub will be fundamental in supporting the future regeneration of Portsmouth promoting bus travel as well as active travel modes such as walking, cycling and micro mobility and is ideally located for a bus depot.

In terms of outcomes, *figure 6* below has identified that there has been little change in patronage over the last few years. According to DfT Bus Statistics, the bus passenger trip-rate was, before the Covid-19 pandemic, a little over 50 bus journeys per head of population. A comparison with bus usage rates in other conurbations on the south-west coast is shown in *figure 5* below.

figure 5 - Bus patronage comparison with other authorities

| City/town | Annual bus trips total ¹² | Population | Annual trips per head ¹³ |
|-----------------|--------------------------------------|------------|-------------------------------------|
| Portsmouth | 12m | 238,137 | 50.4 |
| Bournemouth | 18.5m | 183,491 | 78.1 |
| Brighton & Hove | 48.6m | 229,700 | 167.2 |
| Plymouth | 18.8m | 256,384 | 68.1 |
| Southampton | 20.3m | 253,651 | 80.5 |

The Portsmouth bus trip-rate (trips per head) is below those of the other coastal conurbations and lower than would be expected considering the relatively low levels of car availability among the city residents. This anomaly is partly due to the geography of the city. For example, many of the 2.6 million trips made between Portsmouth and Gosport on the ferry would likely be bus trips in other areas. Figure 6.3 of Appendix A shows the correlation between bus trip rates and non-availability of cars among UK conurbations. The trendline in this figure suggests that patronage could be expected to be around 50% higher at around 75 bus journeys per head of population.

The patronage data indicates that an increase in Portsmouth’s bus trip rate of 50% to 75 bus journeys per head, as described above, would bring it up to around the level of the major conurbations on the south-west coast.

Some caution must be expressed though as Portsmouth is the most densely population city in Great Britain, outside London and much of the island is flat making walking easier for some trips, and as

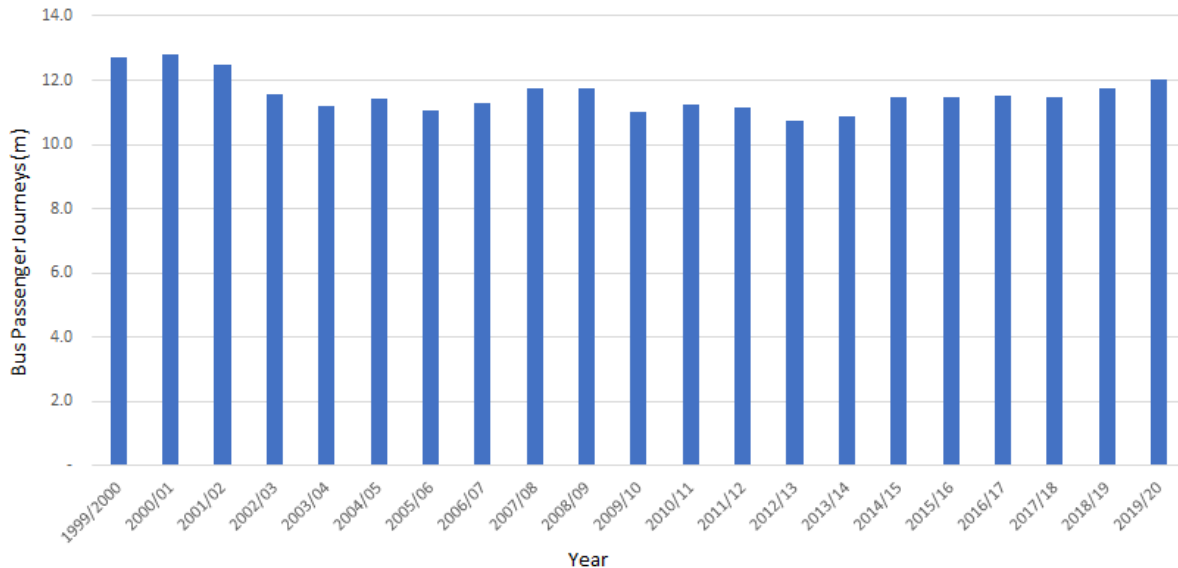
¹²Populations: 2011 Census

¹³Passenger figures from Department for Transport tables BUS0109/0110 or bus operators

noted, many local trips are made by ferry, a proportion of which would be made by bus in other areas.

Figure 6 shows the trends in bus passenger journeys recorded by the operators since 1999/2000¹⁴. The value for 2019/2020 includes 6 weeks during which travel was depressed by the onset of Covid-19 lockdown and travel restrictions (please note that no adjustment to the value has been made).

figure 6: Annual bus passenger journeys in Portsmouth¹⁵



Following some decline in the early 2000s bus passenger journeys in Portsmouth have remained fairly stable in recent years, increasing by 9% between 2009/10 and 2019/20. This compares favourably with a 20% decline recorded in the Metropolitan areas with Integrated Transport Authorities over the same period (DfT Bus Statistics table BUS109a). This patronage growth is the same as that recorded in Southampton in the same period.

As with the patronage levels, the bus passenger trip-rate has been at about this level since 2009/10, with relatively little variation. Figure 6-1 of Appendix A, shows that the trend in Portsmouth has outperformed comparators in Plymouth and for England as a whole, and in the last few years has been consistent with that observed in South-East England.

The majority of Portsmouth is an island city with over 5 million passenger trips by ferry, many of which would be made by bus elsewhere. It is the most densely populated city outside of London in Great Britain. Portsea Island is generally flat with a Victorian street layout in most areas. Many journeys are short and are often made more easily by walking and cycling rather than by bus if a car is not available. As an island with only three major road routes, any delay can quickly spread. Traffic speeds are low which affects journey times and reliability and impacts on air quality with significant health outcomes. Post WW2 housing development was, of necessity, off island with longer journeys that are less attractive by bus as traffic levels have grown since the 1970s.

¹⁴

¹⁵ Source: Bus operators Stagecoach South and First Hampshire and Dorset. These data do not reflect values currently provided in DfT Bus Statistics BUS0109, but we understand that BUS0109 will be updated to include them.

Finally, Portsmouth city centre is bi-centric – with two major hubs at the historic city centre and at Gunwharf Quays. To provide an adequate level of accessibility buses have to serve both locations, resulting in greater mileage being operated.

The local factors are as already mentioned, nonetheless bus operators and local authorities working together with the DfT have seen bus use in Portsmouth increase to a 20 year high before the pandemic.

The purposes of bus passengers' journeys are work 7%, commuting 30% and other (e.g. shopping, leisure, and medical appointments) 62%. Work is defined as travelling on employers' business. These details are based on surveys undertaken for the Solent Regional Transport Model (see Appendix C). Over a third of journeys are made in connection with work or education, indicating the economic importance of buses to the city. Although it is possible that some commuter travel may be reduced by increased working from home by office-based staff post-Covid, many bus passengers work in jobs that cannot be undertaken remotely.

2.2.2 Summary of bus service performance against BSIP expectations

Following the review and summary of bus service performance, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- On key corridors services operate at 'walk up' (6 buses per hour) frequencies during Monday – Saturday daytimes. However, evening frequencies on some routes are lower than needed to support the night-time economy.
- Regular services cover most of Portsmouth, but at lower frequencies, some links are difficult, and some areas under-served.
- Bus travel times from many of the off-island residential areas in the travel to work area to the city centre are over the psychologically important commuting time of 45 minutes, with the important areas of Leigh Park being over an hour away. These long travel times restrict job opportunities and labour force availability. The Star corridor shows what can be done with shorter bus journey times than 2010.
- Partnership working with PCC and the bus operators working together to deliver improvements is key. This is exemplified by the Transforming Cities Fund programme to deliver bus priority schemes and new express routes. The Portsmouth BSIP can be delivered from a strong foundation of partnership working.

2.3 Analysis of bus priority compared to BSIP outcomes

2.3.1 Bus Priority Measures - current situation

Portsmouth has 53 bus lanes providing 9.8 km of segregated right of way and enabling buses to avoid traffic queuing delays. However, as shown in the map in *figure 7* below, the locations of these bus lanes are spread out across the city.

figure 7 – Bus Priority Locations

Although the bus priority lanes are extensive and provide substantial benefits to travel time and reliability, there is no route on which end to end bus priority measures have been implemented. Only a few routes, such as the number 8 (Hard Interchange – Clanfield), benefit from using several long stretches of bus lane. Many routes only benefit from short sections of bus lane. Buses on these routes are still subject to delays in locations without priority measures, limiting the overall benefit to passengers. Consequently, most of the city's bus services have limited priority and share the same traffic congestion as private vehicles during morning and evening peak periods. This often means that bus travel is slower than the equivalent journey by car, and our evidence-base shows areas in the city where buses often travel less than 10km/hour due to congestion¹⁶.

¹⁶ Local Transport Plan evidence base

This will begin to be addressed through by the South East Hampshire Rapid Transit (SEHRT) programme, which will seek to provide priority over a corridor approach on the rapid routes into the city. Tranche 2 of this programme, for which Transforming Cities Fund funding was awarded in 2020 makes a start by providing 4 bus lanes and 4 bus gates for the benefit of both new rapid bus routes as well as local services (see Appendix A, Section 6.11). However, it is important to note that the issues and further measures outlined in this BSIP will be crucial to benefit residents across the wider network.

Hours of operation

Portsmouth's bus lanes operate on a 24-hour basis apart from the bus lane on London Road, North End which operates between 07:00-19:00 Monday-Saturday.

Enforcement

Further cameras are likely to be installed based on an assessment of each case individually when enforcement issues are raised. Further bus lane enforcement measures will be considered as part of this BSIP as outlined in section 4.

2.3.2 Summary of Bus Priority against BSIP expectations

The existing bus priority measures provide comparatively little time savings as they currently stand. Therefore, following the review and summary of Bus Priority, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- Portsmouth has four MOVA traffic signal schemes and over 9km of bus lanes, but these are dispersed across 53 sites which reduces their impact.
- Most of these operate on a 24-hour basis and PCC provides enforcement at some locations, with others considered on a case-by-case basis.

However, bus priority is not on a whole-route basis, either within Portsmouth or in the wider sub region, impairing the benefits on bus journey times and reliability. The Star corridor to Waterlooville, has the most extensive provision. The BSIP should therefore aim to complete whole route measures on the Star/SEHRT corridors and extend this approach to cover the other routes.

2.4 Analysis of existing bus fares and ticketing compared to BSIP outcomes

2.4.1 Bus fares and ticketing – current situation

Both First bus and Stagecoach set their own fares, with the usual mix of point-to-point single and return tickets, and area-based day and period ticket products. There is also the multi-operator Solent Go range of carnet, day, and period tickets. In comparison to many areas, period fares may be seen as reasonable value though this observation needs to be seen in the context of local income levels. Adult day ticket prices within Portsmouth range from £4.20 to £4.50, and adult weekly tickets range from £15.80 to £18.00. *Figures 8-11* below, outline the local ticket options and bus pricing comparisons with other areas.

However, there is some disparity between the operators in point-to-point fares – Cosham – Southsea adult single is £3.50 with First bus, but only £2.55 with Stagecoach, and these are seen as expensive compared to fares along the coast in Southampton.

Only First bus offers a carnet product. An electronic book of adult 10 single trips, available via their app, costs £20.00, or £2.00 per trip.

Child fares for both operators apply up to a person's 16th birthday. Both operators apply a discount over an adult fare of around 33%.

Solent Go provides a multi-operator ticketing scheme. It offers a range of period products at a premium over operator own products. For example, a 7-day ticket in Portsmouth is £20.00 compared to £17.00 - £18.00 for First bus or £15.80 - £16.90 for Stagecoach (please note: the higher prices apply to on-bus ticket sales and the lower prices to electronic or app-based sales). Apart from day and weekly tickets, Solent Go is an online product that can be used via a mobile phone app or Smartcard. A recent innovation has been the development of a carnet style, flexible 5-day season priced at £22.50 in Portsmouth. Solent Go is not heavily promoted at present.

In addition to issues of cost, the range of different tickets on offer may be confusing to new users who may not proceed to purchase a ticket or not choose the best ticket for their needs. A key finding of the BSIP residents survey (Appendix E) was a lack of awareness of the Solent Go option for journeys involving more than one bus operator.

figure 8 - Bus pricing comparisons with other authority areas

| City/town | Day Ticket ¹⁷ | Weekly |
|--|--------------------------|--------|
| Portsmouth Solent Go | £5 | £20 |
| First bus Portsmouth | £4.50 | £18 |
| Stagecoach Portsmouth | £4.30 | £16.90 |
| Bournemouth | £4.40 | £19 |
| Brighton & Hove | £5.20 | £21.60 |
| Plymouth | £4.70 | £15 |
| Southampton Solent Go | £5 | £20 |
| Bluestar (Southampton) | £3.40 | £15.50 |
| City Red (First Southampton) | £3.50 | £9 |
| Brighton & Hove Bus (60-minute ticket) | £2.60 | |

Figure 9 – First Bus - Adult and Family Group Day and Weekly Bus Tickets available in Portsmouth

| Adult Tickets | Buy on bus | Mobile | Online | The Hard Interchange travel shop |
|---------------------------------|------------|--------|--------|----------------------------------|
| Portsmouth - Pack 5-day tickets | | £20 | £20 | |
| Portsmouth - Pack 10 singles | | £10 | £10 | |
| Portsmouth day | £4.50 | £4.30 | £4.30 | £4.50 |
| Portsmouth week | £18 | £17 | | |
| Hants bus & ferry day | £8.60 | £8.60 | £8.60 | £8.60 |
| Hants bus & ferry week | | | | |
| Hants night | £4 | | | |
| Hants day | £7.50 | £7 | £7 | |
| Hants week | £25 | £23.50 | £23.50 | |
| Hants pack 5-day tickets | | £28 | £28 | |

¹⁷ Ticket prices are generally cash fares from operators' websites as at 15.06.21 Solent Go is an all-operator ticket. The others are company specific.

| Group Tickets | Buy on bus | Mobile | Online | The Hard Interchange travel shop |
|-----------------------------|------------|--------|--------|----------------------------------|
| Portsmouth any 5 people day | £8 | | | £8 |
| Hants any 5 people day | £13 | £12 | | |
| Hants any 5 people week | £45 | £36 | £36 | |

Figure 10 – Stagecoach - Adult and Family Group Day and Weekly Bus Tickets available in Portsmouth

| Adult Tickets | Buy on bus | Mobile | Online (Smart) |
|--------------------------------|------------|--------|----------------|
| Gold night rider | £2.50 | £2.50 | |
| Portsmouth day rider | £4.30 | £4.20 | |
| Hoverbus day rider | £4.40 | | |
| South Hants day rider | £7.50 | £7.10 | |
| Gold Day rider | £9.10 | £8.40 | |
| Discovery day | £9.10 | | |
| Solent Connect (Isle of Wight) | £23.50 | | |
| Megarider Portsmouth weekly | | £15.80 | £16.90 |
| Megarider South Hants weekly | | £21.60 | £22.50 |
| Goldrider weekly | | £23.70 | £25.30 |

| Group Tickets | Buy on bus | Mobile | Online (Smart) |
|---|------------|--------|----------------|
| Portsmouth day (4, of which max 2 adults) | £9.30 | £8.70 | |
| South Hants | £14.30 | £13.20 | |
| Gold day rider | £17.40 | £16 | |
| Family discovery | £17.50 | | |

Figure 11 – Multi-operator (Solent Go) - Adult and Family Group Day and Weekly Bus Tickets available in Portsmouth

| Adult Tickets | Buy on bus | Mobile | Online (Smart) |
|----------------------------------|------------|--------|----------------|
| Portsmouth day | £5 | £5 | £5 |
| Portsmouth weekly | | £20 | £20 |
| Portsmouth pack of 5-day tickets | | £22.50 | |
| South Hants day | £8 | £8 | £8 |
| South Hants weekly | | £30 | £30 |
| South Hants 5-day tickets | | £39 | |

For full details of bus fares please refer to section 5.4 of the evidence provided in Appendix A.

Figures 8-10 above show how operators and partners have tried to address demands for different ticket options. Funding for Tap on Tap off could overcome the complexity which has resulted whilst extension of the established Solent Go multi-operator ticket range to include one hour hopper, evening, and family tickets, with increased publicity will address residents' desires to make multi-operator travel easier.

The provision of concessionary travel to older and disabled people is mandated by the English National Concessionary Travel Scheme, and PCC operates the scheme between 09:30 and 23:00 on weekdays and all-day on Saturday, Sundays, and Public Holidays for all holders of concessionary fare

pass. People that also hold a PCC issued disabled persons pass benefit free travel at all times. Eligible disabled concessionary travel passholders can also apply for a pass to take a companion with them.

2.4.2 Summary of bus fares and ticketing against BSIP expectations

Following the review and summary of bus fares and ticketing, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- Walk-up fares can differ significantly between operators for the same journey and are seen as expensive.
- Day and period tickets offer good value, but the range of options is confusing.
- Both operators charge child fares only to a person's 16th birthday and offer c33% discount.
- Family groups see bus travel as expensive, as group travel/family options are little known.
- Journeys involving more than one operator's bus are seen as expensive, mainly because of a lack of awareness of the multi-operator tickets under Solent Go.

2.5 Analysis of existing bus passenger information compared to BSIP outcomes

2.5.1 Bus Passenger Information – current situation

Both operators run their own websites for journey planning, supplemented by PCC's comprehensive webpage [Public transport information - Portsmouth City Council](#), the local based My Journey¹⁸ website and Traveline¹⁹, which the City Council and bus operators support. There is a danger that too many options reinforce the view public transport is complicated and new users are discouraged.

However, not all fare information is available, and users sometimes need to consult more than one website to obtain the travel information they require. Information provision is variable: First bus' website does not provide information on point-to-point fares nor fare zone boundaries.

PCC maintains roadside bus stop infrastructure to a high standard and the two operators reciprocate by providing their own information at bus stops. PCC operates a real-time system at selected high demand stops, including an audio facility. PCC also provides Real Time Information (RTI) displays at 256²⁰ out of 555 bus stops, partly funded by the Government. These displays also show how full a bus is before it arrives at the stop. This gives reassurance to waiting passengers along the route. RTI provision was identified as a high priority in the recent BSIP public consultation survey (Appendix E) for

Competition legislation, a fear of providing out of date information, and commercial imperatives have resulted in each operator advertising only their own travel products on their publicity material. Both main operators advertise the Solent Go multi-operator ticket range and both offer combined tickets with local ferries. However, information regarding the ferries (to Gosport, the Isle of Wight, and Hayling Island) and local rail services are not included with the bus operator's own information. This may reduce awareness and increase the difficulties for potential passengers in identifying the most suitable public transport option.

¹⁸ [Home | My Journey Portsmouth](#)

¹⁹ [traveline sw - welcome](#)

²⁰ including 210 units in bus shelters, 20 pole mounted, 13 interchange screens, 12 screens at The Hard Interchange, 1 Civic Offices = Total **256**

PCC produces a Portsmouth Public Transport information leaflet (see Appendix B). This includes a map showing all local bus routes, and a list of services showing the main points served, how often the service runs, who operates the route, and if the service is contracted. The map also promotes Traveline for further information.

2.5.2 Summary of Bus Passenger Information against BSIP expectations

Following the review and summary of Bus Passenger Information, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- Although timetable information is to a high standard, information about the wider network and fares is lacking at stops which is necessary to attract new users.
- Provision of fares information is inconsistent, and the level of awareness of Solent Go is low.
- The recent BSIP public consultation survey prioritised greater availability of real time information at the bus stop, whilst information before and during the journey about other services and modes is needed to keep passengers informed and in charge of their journey options.

2.6 Analysis of existing Bus Fleet compared to BSIP outcomes

2.6.1 Bus Fleet - current situation

Around 140 buses are currently used on services in Portsmouth, including on the cross-boundary routes. These are currently all diesel powered, although many have been fitted with equipment to control their exhaust emissions to meet Euro VI standards. The newest vehicles have smart engine stop/start systems fitted to reduce fuel consumption and emissions. Many of the vehicles used on the main cross boundary routes are less than five years old and have higher specification facilities including WIFI, USB charging points and more comfortable seats, providing a rapid transit standard of travel. However, some of the vehicles used on the regular routes are older and do not provide this level of passenger comfort.

In 2018 PCC were awarded funding from DEFRA for the retrofit of 105 buses in the First bus and Stagecoach fleets, so that their exhaust systems produce emissions compliant with Euro 6 standards. This project targeted two road links in exceedance, which will be located within the Clean Air Zone. Both operators have requested additional funding through the Clean Air Fund (CAF) to retrofit further buses. Further funding will be sought to refurbish some of the older buses to improve passenger facilities as well as to fit equipment to control their exhaust emissions to meet Euro 6 standards.

PCC in partnership with HCC and First Solent submitted a successful Expression of Interest to the Zero Emission Bus Regional Area (ZEBRA) fund in 2021. This bid for £6,428,919 would contribute to a £14m scheme to provide 34 battery electric buses, the majority of which would be used on two routes serving Portsmouth, together with battery charging equipment at the First Solent depot at Hoeford, Fareham. The routes selected serve the most deprived wards in the city and four of the city's five AQMAs. These zero emission buses would support Portsmouth's Clean Air Zone objectives. The reduced greenhouse gas (carbon dioxide) emissions resulting from the use of electric power would support Portsmouth's target of achieving net zero by 2030. A Full Business Case is now being developed for this submission to the ZEBRA fund.

Portsmouth's buses are the familiar single door type commonly used outside London. However, the absence of a second door increases bus stop dwell times at locations where there is a significant turnover of passengers. A second door would facilitate simultaneous boarding and alighting and save time. The use of Tap on Tap off (TOTO) fare payment systems would also help speed up boarding.

2.6.2 Summary of Bus Fleet against BSIP expectations

Following the review and summary of the Portsmouth Bus Fleet, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- Fleet currently Euro VI diesel - the most stringent emissions standard - as a result of operator investment and Clean Air Zone (CAZ) funding.
- No zero emission buses in the fleet.
- Buses are single door leading to extended bus stop dwell times at busy stops.

2.7 Analysis of existing Portsmouth City Council staffing to BSIP outcomes

2.7.1 Portsmouth City Council staffing – current position

Portsmouth City Council's staffing position and capabilities, is outlined in section 8 of Appendix A. Four posts are directly engaged in the day-to-day public transport activities. Several other posts are engaged in public transport infrastructure and behaviour change activity, including the SEHRT programme.

There is limited succession planning resulting in public transport expertise being held by a small number of individuals. Due to this being a specialist area, it can be difficult to recruit. There is therefore a requirement for upskilling and in-house training.

2.7.2 Summary of staffing against BSIP expectations

By comparison with many unitary authorities, the city council have a well-resourced and experienced public transport team. However, there are limitations to this as outlined above due to recruitment and retention of staff. This must be considered and addressed to ensure succession planning for public transport services in Portsmouth.

2.8 Views of Passengers and Stakeholders

2.8.1 Analysis of resident, business, and stakeholder views

PCC has conducted its own research into the views of members of the public and businesses regarding the bus network within Portsmouth, specifically:

- To understand the strengths and weaknesses of the local bus travel offer.
- Identify the key areas for improvements to prioritise in the long and short-term; and
- To measure satisfaction levels of bus users.

As a result of the BSIP public consultation survey, PCC found that:

- Both users and non-users identified potential areas for improvement.
- Users are far more satisfied than non-users (37% compared to 7%) who are more likely to give a neutral rating of 'neither satisfied or dissatisfied'; and
- Respondents with a disability (who are using the bus more frequently) are more satisfied than those with no disability.

Consultation with over 1,100 residents identified the following priorities for improvements, in order of importance:

- 1 Cheaper fares (64%)
- 2 All-operator tickets (61%)
- 3 More comprehensive services (59%)
- 4 Real Time Information provision at every stop (59%)

More commentary is provided at Section 6-12 of Appendix A and the full consultation report is outlined in Appendix E.

PCC will also be convening targeted focus groups to consider the BSIP consultation findings in greater depth. The findings will be reported into the Portsmouth Enhanced Partnership.

The BSIP consultation found that some respondents are travelling less frequently by bus than before the pandemic: 40% now travel weekly compared to 53% before the pandemic. Females, respondents with a disability and the less affluent residents consistently use the bus more frequently than other residents. This remains the case following the lifting of the Covid-19 lockdown travel restrictions as hesitancy remains amongst vulnerable groups and older passengers.

Journeys for 'recreation and leisure' and 'shopping' are the most common travel purpose. This is supported by data from the Solent Regional Transport Model which shows that 62% of journeys are made for purposes other than work or commuting. A larger proportion of females and respondents with a disability are travelling for 'shopping', 'health or medical appointments' and 'visiting friends and family' than other passengers.

Convenience was the main reason respondents used the bus in Portsmouth before the pandemic (48%) followed by avoiding 'parking problems' (39%). Respondents with a disability were more likely to be using the bus before the pandemic for a range of reasons including 'convenience', 'don't drive', 'don't have access to a car' and 'feel safe'.

Respondents are least likely to consider using the bus for journeys that they need to be on time for such as 'travelling to and from work' (28%), 'travelling for work', 'attending sports clubs' (21%) and 'travelling for education' (20%). This suggests that confidence levels among potential passengers in service reliability and punctuality may be low.

A bank card is the most popular payment method for bus fares (46% of respondents), all Portsmouth buses have offered contactless since 2017, followed by concessionary pass (33%), and just over a fifth of respondents use their mobile phone / smart watch, or cash (both 21%). This take-up rate encourages our application for funding for Tap on Tap off which uses bank card, mobile phone, or smart watch.

The cost of tickets is cited as the biggest barriers to bus travel for individuals and residents from households with children (64%) and respondents with a disability (44%). Long travel times are a bigger barrier for visitors (35%). This is in line with findings that cheaper fares were the most popular short-term improvement to increase bus travel.

Satisfaction with local bus services in Portsmouth is divided: 29% of respondents are satisfied and 39% are dissatisfied. Bus users and respondents with a disability are most satisfied with local bus services in Portsmouth. Many respondents who are satisfied with local bus services in Portsmouth attribute this to the frequency, regular service, and convenience of using the bus service. The cost and format of tickets, routes not being comprehensive enough, and unreliable services drive dissatisfaction; these are the top three areas of dissatisfaction for both users and non-users.

Respondents said that cheaper fares would have the biggest impact on increasing bus usage; 64% of respondents say that they would increase their use of bus services in Portsmouth 'to a great extent'. Cheaper fares would have the greatest impact on increasing bus travel for residents, females, younger respondents, those with no disability, and those with children in the household. This BSIP considers targeted discounts to attract users from hard-to-reach groups such as those economically disadvantaged or hesitant bus users as well as young people between 16 and 19 who may be in further education, training, or apprenticeships. Jobseekers and family groups.

Ticketing available to use on both First and Stagecoach buses (61%) is the second most impactful short-term improvement, followed by more comprehensive services (59%), RTI at every bus stop (59%) and more reliable services (58%); these reflect the main barriers to bus travel surrounding routes, reliability, convenience, and cost

In terms of long-term improvements, connecting Portsmouth with other areas (54%) and better integration with other buses (53%) would encourage a majority of respondents to increase their bus usage 'to a great extent'.

All elements of a bus charter shown to respondents were selected by a majority; reliable services (58%) and up-to-date disruption information displayed at bus stations/stop (RTI) (51%) are most popular.

The business consultation showed that two thirds of businesses already have staff attending the workplace as usual, this is due to increase to just over three-quarters over the next six months; just 14% do not expect employees to return to the office at all.

Bus services do not affect staffing for over a third of business respondents and a higher proportion report they do not affect customers (44%); the reliability of buses is perceived to be more of an issue on staffing (37%), whereas the distance of bus stops is more important to customers (40%).

Just over two-thirds of businesses have a parking provision for staff (67%) and a similar proportion have one for customers (68%); less than a fifth of these charge staff (17%) or customers (18%) for parking. Just under half of respondents (44%) would be interested in discounted travel passes for frequent or occasional use and 40% do not think they are relevant to their business.

Less than a fifth of business respondents report that their organisation has a travel plan; of those that do not have one 32% do not have an aspiration to have one, 21% do aspire to have one and 47% do not know.

Half of respondents report that their environmental policy includes encouragement for people to use public transport. A third of those that do not have an environmental policy that encourages people to

use public transport would consider including encouragement, however 25% would not consider including it and 42% are undecided.

2.8.2 Summary of resident, business, and stakeholder views against BSIP expectations

Satisfaction with bus services among users is moderate to high. The Portsmouth BSIP survey responses show lower levels than national surveys undertaken by Transport Focus²¹. However, satisfaction among non-users is much lower, suggesting that significant improvements will be needed to attract them.

Confidence and understanding of the relevance of bus services is low among some employers in Portsmouth. With very few businesses developing Business Travel Plans, and a high level of businesses providing parking for staff and customers.

Reasons for dissatisfaction include fares, travel times, reliability, and information.

Following the review and summary of the Portsmouth BSIP survey and targeted in-depth interviews, the following aspects of bus services are identified for potential improvement in the BSIP:

- Fares
- Ticketing
- Service levels
- Travel times
- Reliability

2.9 LTA financial support for bus services

Figure 12 shows the services which PCC currently provides financial support for.

figure 12 – PCC - tendered bus services

| Service | Operational Information |
|---------|--|
| 12 | Days of operation: Monday - Saturday Headway: 1 hour off peak Route description: Tipner - North End - Chichester Road - Fratton Way |
| 13/14 | Days of operation: Sunday/ Bank Holidays Headway: 2 hours Route description: City Centre - Fratton - Milton - Baffins |
| 22 | Days of operation: All days of the week Headway: 1 hour and 10 minutes Route description: Highbury - Cosham - Drayton - Farlington |
| 25 | Days of operation: All days of the week Headway: 45/90 minutes Route description: Hard Interchange - Old Portsmouth - Southsea Shops - Devonshire Avenue - Eastney - Hayling Ferry. |

²¹ [Bus-passenger-survey-autumn-2019-main-report.pdf \(d3cez36w5wymxj.cloudfront.net\)](https://d3cez36w5wymxj.cloudfront.net/Bus-passenger-survey-autumn-2019-main-report.pdf)

The total cost of running tendered bus routes 12, 13, 14 and 22 to the end of 2021/22, including revenue shortfall on the 22 due to the pandemic, is budgeted as £182,964, funded by the Bus Service Operators Grant (BSOG) £68,800, with the remainder being funded by PCC's parking reserve.

The further £111,916 cost of running service 25, which was introduced in part to replace a series of bus routes withdrawn due to Covid, will be met from the Better Deal for Buses Grant of £45,000, Bus Recovery Grant of £38,000 with the remainder coming from other bus-related grant funding for 2020/21.

In addition to the services above, PCC also fund the operation of the Portsmouth Park & Ride (P&R) services from the P&R site at junction 1, M275, listed in *figure 13* below. Route P&R3 is the trial summer holiday Park & Ride service connecting to the seafront and Southsea shops. A route map of both Park & Ride services is provided in Appendix D.

Figure 13 shows the Park & Ride services which First Bus currently operate on behalf of PCC.

figure 13 – Portsmouth Park & Ride contracted services

| Service | Operational Information |
|------------|---|
| PR1 | Days of Operation: Monday – Sunday Mon to Fri – 7 am – 7.15 pm Saturdays – 8 am – 7.15 pm Sundays - 9 am – 6 pm Headway: 15-minute frequency Monday-Friday and Sundays (inc. bank holidays) 10-minute frequency all day Saturday Route Description: Portsmouth Park & Ride – Portsmouth International Port – Charles Dickens – St Agatha's – City Centre – Hard Interchange |
| PR3 | Days of Operation: Summer holiday service only (July – Sept) Monday – Sunday Headway: 30-minute service Route Description: Portsmouth Park & Ride – Portsmouth International Port – Charles Dickens – St Agatha's – City Centre – Civic Offices, Portsmouth Cathedral – Clarence Pier – D-Day Story – Avenue De Caen |

2.10 Other factors that affect the use of local bus services

As a result of the island and peninsular geography, public transport journeys can involve either time-consuming interchange between modes, sometimes with a cost penalty, or long and inconsistent journey times. Inevitably most bus routes use the small number of congested highway corridors into and across the Island via one of the three road.

Responses to the Portsmouth city region TCF customer insights survey²² indicated that buses are perceived, particularly by non-users, to be unattractive due to slow speeds, high fares, and the need to change between services to reach many destinations. A lack of direct routes from some residential areas to Gunwharf Quays, ferries and leisure destinations was also cited.

²² Portsmouth City Region – TCF SOBC customer insights report

2.10.1 Other modes

Rail

With the exception of the Havant and Fareham to Portsmouth links, rail service frequencies into Portsmouth are low compared with bus routes. The resulting longer waiting times for passengers make rail services unattractive for medium-distance journeys in the Portsmouth travel to work area. Also, many towns in this area, such as Gosport and Waterlooville, do not have rail services. Although this situation causes more public transport users to travel by bus, it also increases car travel into Portsmouth.

Interchange between bus and rail services is difficult in Portsmouth, with significant walk distances at all stations. However, there is scope to improve the environment for passengers transferring between Portsmouth Harbour station and the Hard Interchange.

Ferries

Ferry services form an important part of Portsmouth's public transport network, including 2.5 million passenger trips annually from Gosport, many of which would likely to be bus trips in other areas. Generally, these are not well integrated with other parts of the network, particularly with buses. Interchange facilities between modes remain poor and services disjointed, with limited integration of timetables and ticketing. This situation affects travel choices: 51% of Gosport residents drive to work in Portsmouth²³, despite this requiring a circuitous 10-15 miles drive on congested routes around Portsmouth Harbour (compared to a crow-fly distance of not more than five miles). The current Park & Float car/bus/ferry initiative²⁴ is intended to partly address this problem.

Active modes

The limited dedicated cycle facilities and general priority for cyclists in Portsmouth makes this mode unattractive. There are no fully segregated continuous cycle routes into the city centre. However, unattractive cycling is unlikely to affect the demand for bus travel substantially.

Pedestrian routes are used by bus passengers to access the stops and reach their destinations after alighting. This is referred to as the "first-mile" and last-mile" of bus journeys. However, in many areas of the city pedestrian facilities are not of a sufficiently high standard, impeding access to/from bus stops. This adversely affects the quality of journeys and makes bus travel less attractive compared with car travel, particularly when many residences, workplaces and trip attractions have integral parking facilities obviating the need to walk. Pedestrian routes around bus stops need upgrading to improve the first mile and last mile of passengers' journeys.

The above-mentioned points, together with the island and peninsular geography, have led to long-term reductions in public transport, even into the relatively well-connected city centre. This results in greater car use on the limited road space available. Through the BSIP, we look to build on the recent, pre-pandemic, growth in bus use and attract new passengers some of which are currently travelling by car.

2.10.2 Parking provision

Parking in Portsmouth city centre is relatively inexpensive for all day parking, with supply comfortably exceeding demand in the city centre. This makes car use attractive and thereby

²³ Portsmouth City Region Transforming Cities Fund Strategic Outline Business Case (Nov 2019)

²⁴ [Park and Float | Gosport Ferry](#)

discourages public transport travel. *Figure 14a* below shows the capacity and average prices of parking around Portsmouth. A further breakdown of car parking pricing in Portsmouth is outlined in section 7.2 of Appendix A.

figure 14a – Overview of car parking capacity and charges around Portsmouth

| Area | No. of spaces | Average charge Hour | Average charge All day |
|---|---------------|------------------------|---------------------------|
| City Centre | 3,899 | £1.67 | £12.54 |
| Out of City | 911 | 0 | Not available |
| Portsmouth Docks (Historic Dockyard area) | 2,009 | £2.86 | £18.04 |
| Seafront | 1,334 | £1.97 | £13.92 |
| Total/average | 8,153 | £1.82 | £14.32 |

Additionally, there are 526 PCC on-street parking spaces in the city centre. There are currently 334 parking spaces in the area of the seafront that are temporarily closed due to the construction work around the coastal defence scheme.

Figure 14b below shows the average parking season ticket prices where these are available.

figure 14b – Average parking season ticket prices in Portsmouth

| Area | Spaces with season tickets available | 1 month | 2 months | 6 months | 12 months |
|--|--|------------|-------------|-------------|---------------|
| City Centre | 680 | £97 | £278 | £507 | £1,113 |
| Portsmouth Docks (Historic dockyard area) | 62 | £102 | £294 | £588 | £1,176 |
| Seafront | 946 | £95 | £262 | £513 | £1,105 |
| Total/average | 1688 | £96 | £270 | £513 | £1,111 |

There is also significant workplace and customer parking at business premises in the city. The BSIP business consultation (Appendix E) showed that just over two-thirds of city employers provide staff parking and a similar proportion have one for customers (68%). The majority of businesses offer this parking for free (83% for staff and 82% for customers).

The low parking charges have a substantial impact on travel costs. *Figure 15* below compares the travel costs by bus and car for a trip from North End to City Centre. A return on First Bus is £3.50, and in comparison, two hours parking in Market Way car park costs £2.70. For a group of 3 people, the cost per person by car is below £1 compared to £3.50 on the bus. Whilst it is recognised that the true costs of using a private car are considerably higher, this is often overlooked by users.

figure 15: Comparison of bus and car travel costs for a 2-hour stay in Portsmouth City Centre

| No. people in group | Mode | Bus fare | Parking charge | Cost/person |
|---------------------|------|----------|----------------|-------------|
| 1 | Bus | £3.50 | £0.00 | £3.50 |
| 2 | Bus | £7.00 | £0.00 | £3.50 |
| 3 | Bus | £10.50 | £0.00 | £3.50 |
| 1 | Car | £0.00 | £2.70 | £2.70 |
| 2 | Car | £0.00 | £2.70 | £1.35 |
| 3 | Car | £0.00 | £2.70 | £0.90 |

Low-cost parking is therefore a major factor in making bus travel uncompetitive on price, particularly for groups of people, with car use. Motorists are not always good at recognising true car ownership costs or externalities such as congestion, air pollution, health impacts or the opportunity costs of the land required for car parks which could have wider community use.

Following the adoption of the Portsmouth Transport Strategy (LTP4), PCC will develop a series of daughter documents including a Parking Strategy and Behaviour Change Strategy for Portsmouth.

2.10.3 Ageing Population

As outlined in section 1.1, Portsmouth is densely populated with a population of 217,000 in 2020 and this is estimated to grow to over 236,000 by 2041. The number of residents aged 65+ are also increasing strongly with a 37% rise, equating to 31,000- 42,000 people²⁵, forecast from 2020-2043. Although the lower age for eligibility of concessionary bus passes is set to rise, this trend could result in higher demand for passes in future. This could result in greater bus use and the needs of this age group will need to be considered.

2.10.4 Summary of other factors that affect the use of local bus services against BSIP expectations

There is currently a plentiful supply of cheap parking around the city including in the centre and at other major attractions. In addition to this, many businesses are providing free parking for their employees.

The low cost of parking significantly affects travel costs, particularly for groups, making bus travel uncompetitive on price with car use. This undermines the attractiveness of the bus 'offer' particularly to potential passengers who are now travelling by car.

Following the review and summary of other factors, the following aspects are to be taken forward and reviewed against the BSIP expectations in the forthcoming sections:

- Development of complementary policies following the adoption of the Portsmouth Transport Strategy (LTP4), such as a Portsmouth Parking Strategy, Behaviour Change Strategy and Air Quality Strategy review.
- Review of Private Non-Residential Parking to understand support requirements for businesses.

²⁵ SNPP Z1: 2018-based Subnational Population Projections. Local Authorities in England, mid-2018 to mid-2043, ONS

Section 3 - Headline targets

This section considers the existing information and data presented in section 2, and outlines targets for improvement, along with clear objectives and how they will be measured. These are summarised in *figure 16* and includes stretched targets, reflecting the ambition for this Portsmouth BSIP.

This section touches on the schemes and interventions that PCC expects to pursue in order to deliver against these targets. These schemes and interventions are described in more detail within Section 4.

3.1. Journey times

3.1.1. Target development

A variety of targeted interventions are proposed to improve bus journey times within Portsmouth, in order to achieve the BSIP outcomes. There are three pillars to this strategy: bus priority measures, ticketing, and complementary measures. These are described below.

Bus priority measures

- Increased number of bus lanes to improve reliability and journey times
- Citywide traffic signal control to improve traffic flow and bus priority
- Actively seeking the provision of smart bus priority at signals to speed up late running buses
- Whole route priority for bus services for the core high-frequency routes
- Improved bus stop layout design to enable quick bus entry and egress

PCC will work in partnership with neighbouring highway authorities, to seek the provision of bus priority measures on sections of road outside of Portsmouth used by cross boundary bus routes, where this is appropriate and beneficial. This should improve journey times and service reliability on these routes.

Ticketing

- “Tap on Tap off” account-based ticketing to reduce bus stop dwell times by faster boarding

Complementary measures

- Increased bus lane enforcement
- Parking restriction enforcement to reduce obstructions to buses in narrow streets and keep bus stops clear

These measures will be progressed to significantly accelerate bus services both on the island between Portsea Island and the mainland. Further supporting measures will include:

- Review of Portsmouth’s parking policy and provision
- Build upon current travel behaviour change activity in the development of a strategy
- Travel education in schools to show children how to travel by bus especially emphasising the benefits for car-dependent households

Assuming that all the measures set out above and as detailed in Section 4 of this BSIP are implemented, Portsmouth aims to deliver a target of 10% reduction in bus journey time across the Portsmouth administrative area in the year from March 2025.

3.1.2. Monitoring proposal

We propose to measure these outputs in the following ways:

- Analysis of published scheduled journey times (baseline 2018/19)
- Analysis of achieved journey times, utilising data from the real-time passenger information system
- Analysis of both these metrics in comparison to general traffic journey times, using Bluetooth data. This will allow the council to adjust smart measures to improve the travel choice for the bus and will show the effectiveness of measures including fares collection and bus stop layouts to reduce delays.

3.2. Reliability

3.2.1. Target development

This target aligns with our Portsmouth Transport Strategy (LTP4) performance indicator to increase reliability of public transport services, using schedule adherence and passenger wait times as key metrics.

The journey time reduction measures described in Section 3.1 will also deliver greater consistency of journey times, which will translate into improvements in reliability.

The issue of service disruption by roadworks, planned and emergency, and other events will also be addressed. The PCC Traffic Management department provides timely information on roadworks and diversions to the bus operations managers. Responses to delays will be coordinated.

“Hot spare” buses with drivers will be provided to run additional services to fill any gaps in the timetables that could arise from unplanned traffic incidents, notified through the new incident information system.

If all the measures set out above and as detailed in Section 4 of this BSIP are implemented, we target 95% ‘on time’ performance by March 2025. Data provided for all services in the first eight months of 2021 shows schedule adherence of 85%, so we are targeting an improvement of 10%.

3.2.2. Monitoring proposal

Using existing Real Time Passenger Information (RTPI) data where possible, we will monitor on time performance as defined by the Office of the Traffic Commissioner, that is buses which arrive no more than 1 minute early or 5 minutes late.

3.3. Passenger numbers

The over-arching goal of the BSIP is to increase passenger numbers, to increase personal mobility and opportunity, increase socialisation and mental and physical health and to improve access to employment, education, health, and leisure. Attracting new users will reduce car use, improve congestion, and air quality and boost the local economy. The BSIP public consultation survey (Appendix E) set the priorities for improvement and the barriers to be addressed which this BSIP addresses, so we are confident that as those measures are delivered, we will see a strong increase in the recent rising trend of bus use in Portsmouth.

The pre-Covid bus passenger journey purpose split, described in section 2.2.1 will be re-assessed with new surveys and monitored to estimate the benefits of increased passenger numbers.

3.3.1. Target development

The patronage metric aligns with our Portsmouth Transport Strategy performance indicator to increase the number of bus passengers (see Appendix G pages 35-37). We expect patronage to respond positively in response to:

- Reduced journey times
- Improved reliability
- Improved passenger information
- Reduced fares for young people and other forms of reduced fares
- Better communication, marketing, and education for both users and non-users

If all the interventions outlined at Section 4 are delivered, a return to 100% of pre-Covid passenger numbers in the year from March 2025 will be targeted, increasing to 110% of pre-Covid passenger numbers by March 2030. Stretch targets of 100% by March 2024 and 115% by March 2030 will be set.

3.3.2. Monitoring proposal

We propose to request data on the number of boardings in the Portsmouth administrative area from operators to enable us to present one aggregated patronage figure for Portsmouth in each six-monthly BSIP update.

3.4. Passenger satisfaction

3.4.1. Target development

This aligns with our LTP4 performance indicator of improving the user perception of public transport.

The most recent Transport Focus Bus Passenger Survey results, pre-Covid, give an overall passenger satisfaction score of 92%, with 53% being very satisfied and 39% being fairly satisfied. We use Transport Focus surveys for bus user perceptions and Resident's Surveys and the National Highways and Transport survey for both user and non-user views.

The overall score is very high, but within that metric, some aspects scored less well. Scores below 80% included:

- Value for money (58%). Price was a prime source of dissatisfaction in the BSIP consultation responses
- Information provided inside the bus (74%)
- The temperature inside the bus (75%)

We look to improve satisfaction with these specific targets by 5% by March 2025. We intend to increase the percentage of passengers being very satisfied as measured in the Transport Focus Bus Passenger Survey from 53% by 10% to 58% and overall satisfaction to 95%. This would put Portsmouth at or near the top of the range in the 2019 Bus Passenger Survey sample.

3.4.2. Monitoring proposal

The periodic Transport Focus Bus Passenger Survey gives information on passenger satisfaction, and Portsmouth has been included in the sample in the past. It has the major advantage that it is undertaken on a consistent basis across England and therefore allows customer satisfaction scores to be tracked across time and to be benchmarked against other local transport authorities.

figure 16 - Targets for Improvement

| Target | Outcomes | Summary of measures | Existing | Percentage increase on existing performance by 2025 | Percentage increase on existing performance by 2030 | Data source | How and why was this target chosen? | How does it deliver against the vision and Portsmouth Transport Strategy? |
|-----------------|---|---|--|---|---|---|--|---|
| 1. Journey time | <p>1.1 Reduce average bus journey time by 10% compared to average car journey times in the year from March 2025.</p> <p>1.2 Reduce average bus journey time on buses operating on the SEHRT-designated routes within Portsmouth by 20% in the year from March 2025.</p> | <p>Bus priority More bus lanes. Citywide traffic signal control. Smart bus priority. Whole route bus priority. Improved bus stop layout design for faster entry and egress.</p> <p>Ticketing "Tap on Tap off" account-based fare payment to reduce bus stop dwell times by faster boarding. Expected saving of 8 seconds/boarding passenger resulting in 6% lower bus stop dwell time and 2% shorter journey times.</p> <p>Complementary measures Bus lane enforcement Parking restriction enforcement to reduce obstructions to buses in narrow streets.</p> <p>Further supporting measures Review of parking policy and provision Travel behavioural change programme Travel education in schools</p> | Transforming Cities Fund financed SEHRT Tranche 2 measures will reduce bus travel times by up to 5 minutes on some main north-south routes. | In the year from March 2025 - 10% | In the year from March 2030 - 20% | <p>Analysis of published scheduled journey times (baseline 2018/19).</p> <p>Analysis of achieved journey times, (RTPI) Analysis of both these metrics in comparison to general traffic journey times, using Bluetooth data.</p> | <p>To deliver the benefits of the BSIP objectives locally.</p> <p>Analysis of historic data lead to a conclusion that 10 % was an ambitious however, achievable target.</p> <p>To meet passenger desires/expectations for quicker journeys as evidenced by the BSIP survey.</p> | Portsmouth Transport Strategy (LTP4) (appendix F page 42-43). Policy J and K highlight the importance of: - prioritising local bus services over general traffic to make journeys by public transport quicker and more reliable and support demand-responsive transport services; and developing a rapid transit network. |
| 2. Reliability | 2.1 Improve bus journey time reliability with 95% of services operating on time in Portsmouth from March 2025 onwards increasing to 97% by March 2030. | <p>The journey time reduction described measures in the row above will deliver greater consistency of journey times, which will translate into improvements in reliability.</p> <p>Other measures will include:</p> <p>Information provision regarding roadworks, traffic disruption and diversions to operators from the PCC Traffic Management department.</p> <p>"Hot spare" buses will be provided at key points to rapidly restore services disrupted by unplanned traffic incidents identified through the improved incident reporting system.</p> | <p>DfT BUS0902: on-time 90% (last recorded 2016/17).</p> <p>Recent analysis of data from RTI system shows 85% on-time (Jan - Aug in 2021).</p> | 10% Improvement of on time journeys | 2% Improvement of on time journeys | Real Time Passenger Information (RTPI) data | <p>To successfully meet the BSIP objectives.</p> <p>Analysis of historic data lead to a conclusion that 10% by March 2025 was an ambitious however, achievable target.</p> <p>To meet passenger desires/expectations for shorter waiting times journeys as evidenced by the BSIP survey.</p> | Portsmouth Transport Strategy (LTP4) (appendix F page 42-43). Policy J and K highlight the importance of: - prioritising local bus services over general traffic to make journeys by public transport quicker and more reliable and support demand-responsive transport services; and developing a rapid transit network. |

| | | | | | | | | |
|---|---|--|---|--|--|---|--|---|
| 3. Passenger Numbers | <p>3.1 100% of pre COVID passenger number recovery by March 2025</p> <p>3.2 STRETCHED TARGET – 100% of pre COVID passenger number recover by March 2024</p> <p>3.3 110% of pre COVID passenger numbers by March 2030.</p> <p>3.4 STRETCHED TARGET – 115% of pre COVID passenger number by March 2030</p> | The BSIP will address the priorities set out in the residents' consultation by addressing performance, ease of use, information, affordability, early morning, evening, and Sunday frequencies. These are all measures which have a proven record of success. | <p>11.7m 2018/19 and 12m in 2019/20.</p> <p>Current patronage is c65% of pre-Covid level Assume 100% recovery by March 2025</p> | Recovery to 2019/20 levels – 12m by 2025, with a stretched target by 2024 | 110% of pre COVID passenger numbers by March 2030, with a stretched target of 115% | Bus operator boarding data | <p>To successfully meet the BSIP objectives.</p> <p>Analysis of historic data lead to a conclusion that the targets are deemed as ambitious but achievable targets.</p> | Portsmouth Transport Strategy (LTP4) (appendix F page 42-43). As well as policies J and K above, the LTP4 also highlights in policies L and M the importance of: Delivering high quality interchanges/stations/s tops; and to continue working with operators to develop the network. |
| 4. Average passenger satisfaction | <p>4.1 Increase the percentage of customers very satisfied with the bus service by 10% from 53% to 58%, as measured by the Transport Focus Bus Passenger Survey</p> <p>4.2 Increase the percentage of bus users very satisfied or quite satisfied from 92% to 95% (Transport Focus Bus Passenger Survey) in surveys undertaken every 12 months for BSIP reporting</p> <p>4.3 We propose both an overall target as outlined above – and to focus on what is most important to customers by improving satisfaction by 5% in each of those areas by March 2025</p> <p>4.4 Seek to engage nonusers by better communication, marketing, and education.</p> | <p>The most recent Transport Focus Bus Passenger Survey shows the overall score is very high at 92%, but within that metric, some aspects scored less well. Scores below 80% included:</p> <ul style="list-style-type: none"> Value for money (58%). Price was a prime source of dissatisfaction in Portsmouth's own consultation for the BSIP. Information provided inside the bus (74%) and The temperature inside the bus (75%) Devise individual measures to improve satisfaction with each of the above customer priorities by 5% by March 2025 <p>We intend to move the percentage of passengers being very satisfied as measured in the Bus Passenger Survey from 53% by 10% to 58%, and the satisfied from 92% to 95% This would put Portsmouth at or near the top of the range in the 2019 Bus Passenger Survey sample.</p> | <p>Transport Focus Bus Passenger Survey Autumn 2019 reported 92% satisfaction.</p> <p>BSIP bus user survey reported 29% residents' satisfaction. Users: 37% Nonusers 7%</p> | <p>95% overall user satisfaction in Passenger Focus Survey</p> <p>5% customer satisfaction for each of the customer priorities</p> | <p>95% overall user satisfaction in Passenger Focus Survey</p> | <p>BSIP Survey data</p> <p>NHT survey data</p> <p>Transport Focus</p> | <p>To successfully meet the BSIP objectives.</p> <p>Analysis of the historic data lead to a conclusion that these targets are ambitious however, achievable targets.</p> | Portsmouth Transport Strategy (LTP4) (appendix F page 42-43). As well as policies J and K above, the LTP4 also highlights in policies L and M the importance of: Delivering high quality interchanges/stations/s tops; and to continue working with operators to develop the network. |

Section 4 – Delivery

This section draws on the evidence and data outlined in sections 2 of this BSIP and provides an overview of the interventions needed to deliver against the ambitious targets outlined in section 3. A full breakdown of interventions and costings is provided in Appendix H and P. Please note these costings are indicative and have not been prioritised. This will be undertaken as part of the Portsmouth Enhanced Partnership.

4.1 Make improvements to bus services and planning

4.1.1 More frequent and reliable services

a. Review service frequency

Funding will be required to ensure that current bus services and frequencies continue beyond the cessation of the Department for Transport’s Bus Recovery Grant funding at the end of March 2022. This is to maintain services until the changes identified in this BSIP can be planned and implemented. It is made in the expectation that the demand for bus services is unlikely to have recovered to pre-Covid levels by the end of March 2022, and that therefore ongoing support will be required at least for one further year and to promote bus use to hesitant passengers through events and media. Advice from DfT at the time of writing is that recovery funding is not required to be bid for through the BSIP

As outlined in Section 2, a number of services offer scheduled ‘walk up’ frequencies of 6 buses per hour during Monday to Saturday daytimes. However, outside of these times, frequencies are lower, which constrains the relevance of bus to those on shift work or to those who wish to participate in the evening economy. Our focus is therefore on seeking funding to increase service provision and frequencies at these times. We regard these services as socially necessary and are described further at section 4.1.2 c below.

A key exception is route X4 between Portsmouth, Fareham, and Southampton. This currently runs every 30 minutes and provides a link between Paulsgrove and central Portsmouth via the M275. Opportunities to accelerate other bus services between Paulsgrove and central Portsmouth are limited, but our analysis shows that Paulsgrove is an area of high deprivation but also a relatively high reliance on cars. This BSIP therefore seeks funding to increase the frequency to every 10 minutes between Portsmouth and Fareham which, in conjunction with improvements to the footpath to the bus stop at Racecourse Lane, will transform the bus service proposition to at least part of Paulsgrove. This will address other issues described at section 4.1.2 c below.

We look to improve access to employment at Anchorage Park Industrial Estate, including the Royal Mail collection facility, and Ocean Park retail centre from the city centre and ferries, Farlington, Fratton and Copnor by additional journeys on the 21 route every 30 minutes.

b. Increase bus priority measures

As described in Section 2, there are over 50 separate bus priority measures in Portsmouth, however these are often disjointed. The Portsmouth city region’s TCF bid seeks to provide systematic priority on a whole route basis, protecting buses from as many traffic delays along their routes as possible. Particular importance will be given to cross-boundary routes which serve Portsmouth’s travel to work area and PCC will also work in partnership with the neighbouring highway to address

bus delays outside the city. This whole route approach will be extended to cover other local routes. As far as possible this will address the most significant delay points on the routes initially.

As part of the preparation of the bid for TCF, and subsequently for Pinch point funding, PCC have identified five significant bus priority schemes, for which feasibility and costing has been undertaken, and the implementation of which we will seek funds from NBS:

- A2047 corridor - bus lanes on A2047 London Road/Kingston Road
- Bus lanes on A288 Hampshire Terrace, Landport Terrace and King's Terrace
- St George's Road and Museum Road-bus Lane or 2 general traffic lanes on St George's Road approaching Park Road
- Bus gate on Eastern Road at the junction with Walton Road
- Bus priority measures on Anchorage Road Bus.

Two further significant bus priority schemes have been identified, which PCC will aim to design and deliver during the lifetime of this BSIP, subject to funding. These are:

- the provision of a contraflow bus lane on Mile End Road, which will have benefits to residents accessing bus services as well as bus journey times
- provision of bus priority measures to allow easier access to and from the Transport Hub to the M275 northbound and vice versa.

These investments in physical bus priority measures will be accompanied by further measures to assist buses, for which we will also seek funding from the National Bus Strategy:

- Provision of bus priority at traffic signals across Portsmouth through citywide signal control, possibly including smart priority to give extra green time to late running buses.
- Review and amend bus stop layouts to make it easier for buses to enter and egress and reduce delays, including filling in bus stop laybys and providing boarders where this is appropriate.

PCC will actively investigate the use of further powers under the TMA part 6, when they are announced by central Government, with a view to expanding enforcement of moving traffic contraventions e.g., banned turns traffic cameras, under part 6 of the Traffic Management Act (TMA). These cameras would support the enforcement of the new bus lanes and junction measures.

Many of the cross-boundary routes benefit from bus priority measures on sections of road outside the city, improving their journey times and reliability. PCC will seek the provision of further bus priority schemes outside the city where this would be beneficial to cross-boundary services and appropriate, in partnership with HCC and WSCC.

Finally, work undertaken for the TCF demonstrated how, in current conditions, bus service headways were highly variable. For instance, the analysis showed that buses might leave Fareham on route 3 at regular 10-minute intervals, but with those intervals varying more as buses progressed down the route. Further, we are conscious that with long bus routes, a problem with the highway network in, for example, central Portsmouth, can lead to bus passengers far away from the problem facing long waits and disrupted journeys.

We will therefore seek funding from the BSIP to station 'hot spare' vehicles at strategic points on the network to be agreed with bus operators. The bus service controllers will then have the resources available to respond quickly to unplanned traffic incidents advised through the improved traffic incident communications system for which funding is being sought. Timely information regarding

planned roadworks and other disruption will continue to be provided by the PCC Traffic Management department to the bus operations managers.

c. Increase demand responsive services

There are areas of Portsmouth which, despite the overall population density of the city, are relatively isolated in public transport terms, and where the configuration of the highway network can make it difficult to serve by bus. Port Solent is such an area, the location on Portsmouth Harbour being separated from the rest of the city by a major highway. It is an area of high car ownership and a bus service previously supported by PCC has been withdrawn. It has featured in a number of responses to PCC's BSIP public consultation survey (see Appendix E). Subject to funding, we propose to instigate a shared taxi service operating on demand. This would provide a link between Port Solent and the nearby bus stop at Racecourse Lane, served by route X4. In this way, residents would gain access to a fast bus service to Portsmouth city centre, and, if funding is made available, a frequent service. Operation of an on-demand service would avoid unnecessary mileage and hopefully enable PCC to constrain costs. Fares would be similar to local bus fares including acceptance of concessionary passes. This would be a pilot and proof of concept before considering rolling out to other areas, potentially providing linkages between parts of Paulsgrove and route X4.

The other area of concern is Whale Island, which is remote from the bus network but which staff that work in this location without access to a car have difficulty in reaching. It is proposed that a similar shared taxi service operating from Commercial Road is investigated, thereby providing connectivity from all parts of Portsmouth and beyond.

d. Consideration of bus rapid transport networks

Our Transforming Cities Fund bid essentially sought to replicate the success of the Eclipse Busway between Gosport and Fareham in an on-street setting, building on the performance of the on road Star corridor from Waterlooville to Southsea and meeting Portsmouth's objective for rapid transit between Portsea Island and its hinterland. The bus priority measures outlined above that we wish to secure funding to implement complete the package of BRT measures which constitute South East Hampshire Rapid Transit.

Our operators have plans to capitalise on these measures by implementing services which will shrink journey times between key residential estates and Portsmouth city centre. Securing funding for a significant increase in the frequency of route X4 will demonstrate the potential of BRT on the corridor between Fareham, Paulsgrove and Portsmouth which otherwise has slow journey times.

4.1.2 Improvements to planning / integration with other modes

a. Integrate services with other transport modes

This BSIP seeks funding for further improvements at The Hard Interchange for public transport passengers. This is specifically for improved transition and environment for passengers interchanging between buses at the Hard Interchange, ferry services, rail and travelling to Gunwharf Quays. This includes signing, lighting, and weather protection.

This BSIP seeks funding to undertake a desktop review of how timetables can be co-ordinated to secure good bus-bus and bus-rail/ferry connections.

b. Simplify services

Bus services in Portsmouth are already relatively simple, with very few, if any, route variations or route suffixes. We will look to improve network connectivity, especially for destinations on the east of the island.

Acting in co-ordination with HCC and WSCC, PCC will seek a maximum of three fixed dates during the year on which bus operators can amend timetables. Further measures to improve bus passenger information are outlined below.

c. Review socially necessary services

Socially necessary services fall into two groups. The first is where public transport accessibility is currently poor. Section 4.1.1 c describes the solutions proposed for two such areas – Port Solent and Whale Island.

Figures 2.3 of Appendix A shows that the east of Portsmouth has lower population density, and accordingly has lower levels of bus service compared to other parts of Portsmouth. Despite this, it has some significant trip attractors with St Mary’s Hospital and key university sites. The results of our consultation with residents suggest a desire for higher frequencies and better access to The Hard Interchange, Southsea, and other parts of Portsmouth, including the Ocean Park shopping centre, which recently lost its bus connection due to the pandemic.

At the same time, an assessment of South Hampshire Regional Transport Model (SRTM) data (Appendix C) suggests that there may be an unmet need for providing bus services to Anchorage Park, a high employment location. Our proposed solution, subject to funding, is to restructure routes 13 and 14. In one direction, these would be extended to re-instate the Eastney – The Hard Interchange link. In the other, they would be extended to Ocean Park and Anchorage Park with a terminus at Cosham Interchange. This would enable passengers from Southsea, Eastney and Baffins to reach Ocean Park and Anchorage Park, and residents from Paulsgrove and Waterlooville to reach Anchorage Park with a change at Cosham. We are seeking funding to increase the frequency to 2 buses per hour and to ensure that it meets major shift times at Anchorage Park. We would also look to provide a new link on the 21 from Farlington, Fratton, the city centre, and the Gosport Ferry to Anchorage Park Industrial Estate to improve access to employment and training.

The second element is to extend the operating day of services to meet the needs of shift-workers and participants in the evening economy. We are seeking funding to provide arrivals at Queen Alexandra Hospital in time for 05:30 shift starts on routes 2, 3 18 and 23, which will provide accessibility from central Portsmouth, Southsea, North End, Paulsgrove, and Copnor. Some services need to be tailored to meet shift finish times, and we will seek at least a bus every 20 minutes on core services in the evenings (with journeys until 01:00 on Fridays and Saturdays) and on Sundays.

We are also seeking funding to provide more frequent services during the evenings on core services 1,2,3,7 and 23 and to operate services on Christmas Day – noting that these have been well-received when implemented on the Isle of Wight and in Southampton and which – in providing connections to the National Express network – allowing for nationwide travel to be undertaken throughout the UK.

d. Invest in Superbus networks

The measures above – and described in fares and ticketing below – all constitute Superbus measures of high frequency and high speed between major centres of population and activity. The SEHRT

proposals will benefit a number of such services, such as the long-distance route 700 between Portsmouth and Bognor Regis.

In addition, considerable work was undertaken when developing the SEHRT TCF proposition into the review of access to Superstops. This included undertaking an LCWIP audit of 13 stops along the Portsmouth rapid transit corridors. The LCWIP audits identified a number of interventions to improve accessibility to the stops and outlined the infrastructure required at each Superstop. These improvements are outlined in the intervention's spreadsheet in Appendix H.

4.1.3 Improvement to fares and ticketing

a. Lower fares

The Portsmouth BSIP will target lower fares in four ways and seeks funding from the NBS to enable the establishment of these methods and to provide revenue funding (where required) to maintain them.

The first is to seek funding to extend the current discount from under-16 to under-19. The Portsmouth BSIP seeks funding to deepen the discount from around 33% at present to at least 50% for under 16s. The potential cost of introducing half fare concessions for under-16s is estimated to be around £490,000 p.a. The cost of providing 33% discount to 16–19-year-olds is estimated to be around £870,000 p.a. These estimates are based on the proportions of travel shown to be undertaken by these age groups by the National Travel Survey results.

The second and third address the findings of the residents' engagement that a frequently cited complaint that people find journeys involving more than one operator's buses expensive. This could be because there is no Solent Go product suitable for their needs, or because of a lack of awareness of the Solent Go option. Through BSIP we propose a 60 minute all operator 'Hopper' ticket within the city, similar to that offered in Brighton and Hove.

Therefore, the second way in which the Portsmouth BSIP will target lower fares is to extend the multi-operator Solent Go product range by introducing a Hopper ticket, which would enable passengers to ride on multiple buses within 60 minutes of ticket purchase, regardless of operator.

The third way is to raise awareness of Solent Go. The Portsmouth BSIP will seek funding to create awareness of this product through an attention-grabbing marketing campaign followed by adverts that remind people about the bus offerings. Essential to the success of any marketing will be working in partnership with bus operators to reach their customers via their channels as well as on buses. The fourth addresses the need both to support the evening economy, and to make buses more competitive within in it. The Portsmouth BSIP will look to introduce an Evening ticket that is a low-cost version of the Solent Go day ticket which will be offered after, say, 19:00 in the evenings.

b. Simplify fares

To make travel easier for both regular and new users we would look to BSIP to enable the implementation of Tap on Tap off ticketing (TOTO).

TOTO funding will enable bus passengers to avoid the need for knowledge of ticket products or commit to a particular set of journeys in advance whilst offering a best price guarantee. This is the implementation of account-based ticketing which we will undertake in two stages. The first is the adoption of 'tap on tap out' account-based ticketing for bus operators' own ticketing products. This will follow the successful development of 'Project Coral' back office, being developed nationally on behalf of DfT. PCC will seek funding from the NBS for two measures. The first is the provision of

second card readers on buses to allow passengers to tap out separately from those tapping in. The second is to develop means to allow young people to tap in and tap out and obtain the discount to which they are entitled, and the unbanked to tap in and tap out, in order to maximise the effectiveness of the TOTO proposition. This requires people to pre-register their bank cards or obtain 'white label' bank cards: we will seek funding to develop the back office and manage the administration.

In line with government's timescales, we then foresee a transition to multi-operator account-based ticketing, allowing the full benefit of TOTO to be realised.

At present there are three sets of bus fares in Portsmouth – First, Stagecoach and Solent Go. The Portsmouth BSIP seeks to move to common fare stages and fare zones – such that the boundary of the Portsmouth zone is the same in all three cases.

We will seek to offer ticket products across a basic range - short trips, evening, weekend, family ticket that is common across all operators whilst maintaining commercial products if operators wish. We will mandate under the BSIP that fare values for all journeys – including point-to-point singles and returns – and fare zones, are published. This in itself will assist in presenting a simple proposition to customers.

c. Integrate ticketing between operators and transport

We will seek opportunities to improve integration between bus and ferry, and bus and rail ticketing. We will invite the operators of the Gosport and Hayling Island ferries to take part in account-based ticketing.

4.2 Make Improvements to bus passenger experience

4.2.1 Higher specification buses

a. Invest in improved bus specifications

We will seek funding to complete the provision of USB charging and on-bus WIFI on buses in Portsmouth and fund refurbishment of midlife vehicles on lower-performing routes to the latest standards and to refurbish mid-life buses to the latest passenger standards.

We will seek funding to replace on bus audio visual systems to include details and timekeeping of connecting bus, coach, train and ferry services to keep passengers fully informed throughout their journey as well as telling passengers where to change for ferry, rail and other connecting services, building on the current offer to visitors and those with hearing or visual difficulties.

We will also encourage the operators to introduce dual-door buses where appropriate to further accelerate bus services by reducing bus stop dwell times. The second door would allow passengers to board and alight simultaneously, saving time at busy stops.

b. Invest in accessible and inclusive bus services

As part of our programme of reviewing bus stop layouts (4.1.1b) we will seek funding to undertake a three-part review.

The first is to review accessibility and ensure as far as possible that bus stops can be used by all passengers, catering in particular for those with specific mobility needs.

The second is to review bus stop locations and ensure that these continue to meet local access needs and consider options for re-location where this is appropriate.

The third is, through the LCWIP process, to review access to key bus stops across the city. This will be a phased approach, focussing on the highest demand locations initially. Work has been undertaken using the LCWIP survey approach for 15 stops as part of the SEHRT programme.

c. Protect personal safety of bus passengers

This process of reviewing bus stop locations, layouts and pedestrian access routes will also have the needs of passenger safety in mind, and a structured safety audit will be undertaken at each location.

We will develop bus stops to an enhanced specification at key points on the SEHRT and wider bus network.

d. Improve buses for tourists

Portsmouth's Park and Ride has proved to be highly successful in attracting tourists and visitors, particularly to major events, and we are seeking funding from the first round of the Levelling Up Fund to expand the current provision including the delivery of a further 1,000 car parking spaces alongside cycle facilities, car, e-scooter and bike rental facilities, taxi rank, public conveniences, and ancillary uses. The city had 9.4 million visitors in 2015 so making the bus an easy choice for them will benefit both the environment and the economy.

We propose a pilot project to make it easier for families without access to a car to undertake days out at weekends, to visitor destinations not currently within easy reach by public transport.

e. Invest in decarbonisation

We are seeking funding to build on the current ZEBRA so that the remaining 120 buses operating in Portsmouth daily can be replaced by zero emission buses at the earliest opportunity, recognising the Ministerial Directive, the five AQMAs and the Clean Air Zone and the known health and air quality Impacts in this compact city.

The Park & Ride site is well located to provide a multi-operator bus depot, equipped for electric buses to reduce carbon, and obviate empty mileage running for buses currently based outside the city. Charging facilities would be offered for visiting PCVs and commercial vehicles.

PCC will work with operators for the remaining diesel buses to be fitted with smart stop-start engine technology to reduce carbon emissions and fuel consumption until all services are operated by electric buses.

4.2.2 Improvements to passenger engagement

a. Passenger charter

We will develop with the operators a passengers' charter. This will include refunds or complimentary ticket if services are cancelled or delayed for reasons within the operator's control and will include meeting the cost of a taxi in case of failure of last journey. Most importantly, it will provide clear accountability for service provision and hence passenger confidence in the service.

b. Strengthen network identity

The Portsmouth bus network is served by two operators and benefits from distinctive route branding on key corridors such as The Star and the 23 but lacks an identity for the network, as a

whole, which would make the bus offer clearer to new users and returnees. It is proposed to retain the benefits of the investment in route branding and work with operators to add a common identifier to all buses operating in the city.

c. Improve bus information

We will work to encourage businesses to develop Travel Plans as part of conditions for development planning consent, as well as encouraging existing businesses to work with the council to develop green travel choices to/from and during work.

Following development of a Travel Plan, capital and revenue measures will be identified to support the business and staff. This could include RTI, access to discounted travel tickets, shelter information, improving walking routes.

We will improve the level of provision at bus stops in two ways. The first, subject to funding, is to expand the range of static information at bus stops, with a wayfinding map to show the public transport network, key fare information and connections to other services. This will make the bus stop a shop window for the bus service and responds to the finding of the residents' survey that many people do not know where bus services go.

Secondly, subject to funding, PCC will provide RTI to all remaining stops - approximately 290 stops – at a rate of 100 displays a year for 3 years. This is at all remaining bus shelters and well as the continued installation of RTI poles. This responds to the results of our engagement as part of the BSIP where passengers told us that they wanted further RTI across the city.

d. Reaching non-users

The BSIP residents' survey showed that bus satisfaction levels were lowest amongst non-users. We would look to reach those residents through additional dedicated pages in the City Council's quarterly Flagship magazine which is delivered to every household in the city. We would seek to educate and inform non-users about the measures to demystify bus travel through simpler fares, and improved services and facilities proposed in this BSIP.

4.3 Other - Complementary Measures

The Portsmouth bus network will only provide an attractive alternative to car use if highway management favours the movement of people rather than vehicles through a range of priority measures, improvements at the stop and getting to the stop, simpler, quicker, ticketing with Tap on Tap off and ensuring that the provision and cost of car parking accurately reflects the true cost of its provision.

Therefore, a number of complementary policies and measures have been identified as interventions under Appendix H. This includes bus lane camera enforcement, parking and behaviour change strategies, exploring private non-residential parking restrictions and network management responsibilities

Section 5 – Reporting

5.1 Governance

The governance structure of the NBS programme is robust and is clearly set out in Appendix I. This governance structure replicates the same governance model as currently used following the successful Portsmouth City Region (PCR) Transforming Cities Fund (TCF) bid.

Appendix A, section 8 shows the roles and responsibilities hierarchy of the governance. Following the submission of this BSIP, PCC will develop a key stakeholder forum. This will be developed following further in-depth interviews and discussions with neighbouring authorities such as HCC.

Appendix J and L provide the Terms of Reference (ToR) for both the NBS Programme Board and NBS Enhanced Partnership Board which were operational in the production and sign-off of this submission.

Both Boards will have a monthly highlight report produced using the reporting tool (Appendix L) to provide up-to-date information on programme progress to monitor and make decisions to ensure the programme successfully delivers.

The programme manager will ensure that there is rigour and robustness in both governance assurance to ensure successful delivery.

5.2 Programme Delivery

Programme of works will be delivered in accordance with PRINCE2 and Managing Successful Programmes (MSP) methodologies, with clearly identified roles and responsibilities.

The project management processes will require the project managers to provide weekly financial and progress reports to the PMO. Any issues highlighted (for example, overspend or underspend, timescale slippages etc.) will be escalated to the relevant board or individual who is part of the delivery hierarchy.

The Programme Board would meet quarterly, with Project Managers presenting a Highlight Report (Appendix M) at each of the meetings. This will provide an overview of progress on the projects and be used as a tool to formally record any issues and risks to delivery of the programme and progress towards realisation of benefits.

The reporting cycle for programmes are focused on relevant boards as this is where the decision-making process will take place to reflect on progress and report on the previously agreed changes. The frequency of these meetings will ensure that any risks to delivery can be identified and raised in a timely manner to resolve.

5.3 Programme Delivery Monitoring & Reporting - Reporting Tool

A reporting tool (Appendix L) has been developed by PCC to deliver monthly reporting effectively and efficiently on the progress of the issues for the various levels of governance and to ensure transparency across the programme to enable evidence-based decision making. The tool and processes around it have been created for a single source/version of the truth. This information can also be provided to the DfT if they require further detail. The reporting tool is being used for PCC's

Air Quality Programme and SEHRT programme tranche 2 (TCF funded). The tool has been presented to DfT colleagues and was met with an extremely positive response. *Figure 17* below, illustrates where the information is used and the necessity for an up-to-date single source.

figure 17 - reporting areas



5.4 Programme Monitoring & Reporting - Benefits

Targets will be monitored using qualitative and quantitative data to evaluate change and attempt to understand the rationale. *Figure 16 - Targets for Improvement* illustrates the objectives we will be monitoring alongside the data sources. Some of the data sources are new, thus they have set targets. Targets for new sources will be set once data creation and collation processes have been set and a baseline established.

In order to consider the effectiveness of the strategy it is important that a range of robust data sources are identified, and plans are in place for reporting on progress towards achieving objectives. The data collected will be used to assess the ongoing success of the BSIP. Collection of data over time will allow for temporal analysis and the identification for patterns and trends for monitoring progress. Data will be collated monthly, quarterly, and annually. This data will be centralised and then fed into a strategic level dashboard that will be reported on to the Boards and DfT. The data will be processed using Python and Power BI and then visualised using Power BI and GIS software.

A high-level summary of the data collected will be reported to the relevant Board as part of the standard reporting procedure. This will enable decision makers to have regular oversight of the effectiveness of the strategy providing the opportunity to identify any lack of progress or risks to achieving the objectives at the earliest opportunity.

Data will be published every six months to understand performance against BSIP targets. This will enable the tracking of progress against a baseline position and 2025 and 2030 targets.

Section 6 – Overview table

BSIP Overview Table Template

| | |
|---|--|
| Name of authority or authorities: | Portsmouth City Council |
| Franchising or Enhanced Partnership (or both): | Enhanced Partnership |
| Date of publication: | 26 th October 2021 |
| Date of next annual update: | 3 rd October 2022 |
| URL of published report: | www.travel.portsmouth.gov.uk/public-transport/ |

| Targets | 2018/19 | 2019/20 | Target for 2025/26 | Description of how each will be measured (max 50 words) |
|---------------------------------------|------------------------------|------------------------------|------------------------------|--|
| Journey time | 100% of present | 100% of present | 90% of present | Analysis of published scheduled journey times (baseline 2018/19) |
| Reliability | 85% of buses arrive on time. | 85% of buses arrive on time. | 95% of buses arrive on time. | Percentage of buses on time obtained from data provided by the Real Time Information system. |
| Passenger numbers | 11.7m | 12.0m | 12.0m | No. of boardings obtained from operators. 100% recovery from Covid in the year from March 2025 with a stretched target to reach this in the year from March 2024 110% of pre-Covid passenger journeys by March 2030 and a stretched target of 115% by that date. |
| Average passenger satisfaction | 92% of passengers satisfied. | 92% of passengers satisfied. | 95% of passengers satisfied. | Transport Focus Bus Passenger Survey results. |

Make Improvements to bus services and planning

More frequent and reliable services

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|--|
| Review service frequency | Yes | Improved evening and Sunday frequencies on core routes to support access to employment and night-time economy. Extend span of day with new 0430 journeys to support employment and staff access to QA Hospital and Friday/Saturday night journeys until 0100. Introduce services on Christmas Day. |
| Increase bus priority measures | Yes | Citywide traffic signal control, whole route approach to bus lanes, enhanced enforcement through extra CCTV, Civil Enforcement Officers, and tow away service to remove obstructions. |
| Increase demand responsive services | Yes | Yes, new taxi share links to Port Solent and Whale Island |
| Consideration of bus rapid transport networks | Yes | Build on TCF funded South East Hants Rapid Transit network with additional interventions and more X4 journeys. |

Make Improvements to bus services and planning

Improvements to planning/integration with other modes

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|---|
| Integrate services with other transport modes | Yes | Improved interchange with rail and other transport at proposed Cosham Transport Hub. New covered walkways at the Hard Interchange to rail, Gosport, and Isle of Wight ferries. Improved walking/cycle links to key bus stops. |
| Simplify services | Yes | First stage is to simplify travel by adding more ticket-types to the all-operator Solent Go app to allow travel on all buses and interchange at will and Tap on Tap off for simpler travel. Our gap and needs analysis will identify options to revise the network. |
| Review socially necessary services | Yes | We are looking to reach further areas through DRT and extension of existing routes such as 13/14 and 21. Reach more residents with targeted fares initiatives. |
| Invest in Superbus networks | Yes | Through targeted lower fares, simpler fares, and integrated fares with new Tap on Tap off and extended Solent Go, bus priorities, improved evening and Sunday frequencies and improved bus stop arrangements. |

Make Improvements to bus services and planning

Improvements to fares and ticketing

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|--|
| Deliver improvements to fares and ticketing | Yes | Funding for Tap on Tap off to make travel simpler; new all operator, targeted discount, Solent Go tickets for families, jobseekers, evening travel and hard to reach groups facing health and economic barriers. |

Make improvements to bus passenger experience

Higher spec buses

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|---|
| Invest in improved bus specifications | Yes | All buses to have Tap on Tap off ticketing, Wi-Fi, USB chargers, and audio-visual information for connecting services. Midlife refurbishment for older buses. Look to retrofit smart stop start technology in interim before moving to zero emission. |
| Invest in accessible and inclusive bus services | Yes | Improved stop layouts for passengers, better first mile/last mile links, network information including RTI at every stop and during the journey. Use a range of fares initiatives to widen access to, and take up of, the bus network. |
| Protect personal safety of bus passengers | Yes | Wider deployment of CCTV, help points, improved waiting environment and lighting at and to and from the stop. |
| Improve buses for tourists | Yes | A programme of bus trips to out of town tourist destinations to avoid the need to use the car and make these destinations available to all residents. |
| Invest in decarbonisation | Yes | Look to build on the current ZEBRA bid so that all buses in Portsmouth are zero carbon with some interim improvements to existing buses such as smart stop start. Portsmouth transport hub to provide a new all electric depot with charging facilities for visiting coaches and commercial vehicles. Retrofit smart start/stop engine technology to remaining diesel buses in the interim to reduce emissions and fuel consumption. |

Make improvements to passenger engagement

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|--|
| Passenger charter | Yes | At stops and on every bus to show service standards, who to contact, travel again free in case of over 30 minutes delay and taxi fares refund if last journey fails. |
| Strengthen network identity | Yes | Every bus and stop to feature identification as part of the Portsmouth bus network, common ticketing options and information whilst retaining strong route/operator branding where appropriate. |
| Improve bus information | Yes | Every stop to have Real Time Information, e-ink displays, network and fares information. Every stop flag to feature QR codes. Every bus to have audio visual displays onboard to show how connections bus/rail/ferry and coach services are running. |

Other

| Delivery – Does your BSIP detail policies to: | Yes/No | Explanation (max 50 words) |
|--|---------------|--|
| Other | Yes | Introduction of Tap on Tap off ticketing is key to make travel simpler and cutting stop times. |

Appendices

| | |
|------------|--|
| Appendix A | Portsmouth BSIP Baseline Evidence Base |
| Appendix B | Portsmouth Bus Services map (September 2021) |
| Appendix C | Solent Regional Transport Model data |
| Appendix D | Portsmouth Park & Ride route map |
| Appendix E | Portsmouth BSIP online public consultation report |
| Appendix F | Portsmouth Transport Strategy (Local Transport Plan 4) 2021-2038 |
| Appendix G | Portsmouth Transport Strategy Implementation Plan 2022/23-24/25 |
| Appendix H | Portsmouth Bus Service Improvement Plan intervention list |
| Appendix I | Portsmouth National Bus Strategy Governance Structure |
| Appendix J | Terms of Reference for the Portsmouth National Bus Strategy Programme Board |
| Appendix K | Terms of Reference for the Portsmouth National Bus Strategy Executive Board |
| Appendix L | Reporting tool template |
| Appendix M | Programme report template |
| Appendix N | DfT BSIP Outline Funding Form |
| Appendix O | Bus operator letters of support |



Portsmouth
CITY COUNCIL

EMERGENCY
DOOR CONTROL
push button
behind flap



You can get this information in large
print, Braille, audio or in another
language by calling 023 9284 1347