

**Title of meeting:** Cabinet meeting for member for Traffic & Transportation.

Date of meeting: 28 July 2022

**Subject**: Portsmouth Supported Bus Services

**Report by:** Tristan Samuels, Director of Regeneration

Wards affected: All wards except Hilsea and Paulsgrove

Key decision: No

Full Council decision: No

#### 1. Purpose of report

1.1 The purpose of this paper is to outline Portsmouth City Council's current position on supported bus services and to seek agreement to extend the 5 existing contracts to 31 July 2023 and fund those services subject to urgent arrangements from October 2022 following a network review.

#### 2. Recommendations

It is recommended that the Cabinet Member for Traffic and Transportation;

- 2.1 Notes the findings of the survey work and engagement undertaken in reviewing the supported bus services;
- 2.2 Agrees to extend the current supported bus service contracts to 31 July 2023 with delegated authority to the Director of Regeneration in consultation with Cabinet Member for Traffic and Transportation and Section 151 Officer to negotiate any necessary changes to these services.
- 2.3 Notes that waiver approval will need to be sought from Procurement and Legal Services in respect of the proposed extensions to the contracts set out above, in accordance with the Council's Contracts Procedure Rules.
- 2.4 Approves the development and implementation by the Traffic and Transportation Service supported by Procurement and Legal Services, of a procurement strategy to re-tender the contracts. Such procurement strategy to be informed by demand, developing local & national policy, peer review and soft market testing with operators.



- 2.5 Approves additional funding is made available to support those services identified through the network review as follows:
  - Weekday journeys on service 13/14 which are currently provided without subsidy, and will attract a subsidy from 1 October 2022 and will therefore be subject to an urgent arrangement to maintain the route until 31 July 2023, which may then lead to that route forming part of the wider subsidised bus service re-procurement;
  - Additional funding be agreed for supported services 22 and 25
  - For a six-month period part fund the cross boundary X4 service jointly with Hampshire County Council and Southampton City Council
- 2.6 Notes that a paper will be brought back to the June 2023 Traffic and Transportation Cabinet meeting following the completion of the procurement process to re-tender the contracts.

# 3. Background

- 3.1 The Transport Act 1985 outlines the statutory duty and powers of Portsmouth City Council, to consider the provision of bus routes where there are no commercial services, but there is demand from residents and visitors who otherwise would be unserved by public transport.
- 3.2 Portsmouth has a relatively competitive bus network which has been facilitated by previous investment and is planned to continue through SEHRT and the National Bus Strategy including bus priority, a comprehensive Real Time Passenger Information (RTPI) offer and good on street bus infrastructure. This has ensured that commercial operation is the norm across the densely populated urban conurbation. However, the councils amount of supported services has increased due to commercial withdrawals in the bus network, in particular since the COVID pandemic.
- 3.3 Portsmouth City Council currently subsidises bus services 12, 13/14 (on Sundays), 22 and 25. These routes cover large residential and commercial areas of the city which otherwise do not benefit from a bus service. The current supported bus network has evolved through responding to commercial network withdrawals by bus operators over several years. All public transport council supported bus contracts were awarded through a competitive tender for the period 2016 and 2019. At the meeting of the Cabinet Member of Traffic & Transportation in December 2021 approval was given for the extension of all



five existing supported bus service contracts from 1st January 2022 up to 31 December 2022 due to continued uncertainty of the effects of Covid and awaited announcement of the Bus Service Improvement Plan funding. The extension was also subject to approval of a waiver by Procurement and Legal, which was given in December 2021.

The bus service information is provided in Table 1 with the current cost and usage of these contracts detailed in Appendix B:

Table 1 - Portsmouth supported bus routes

Service	Operational information	Annual cost
no.		
12	Days of Operation: Monday to Saturday, 09:30 to 15:30 Frequency: hourly off peak Route Description: Tipner - North End - Chichester Road - Fratton Way	£45,781
13/14	Days of Operation: Sunday/ Bank Holidays, 09:00 to 18:00 (Mon to Saturday operation run commercially) Frequency: 2 hourly each way Route Description: City Centre - Fratton - Milton - Baffins	£9,849
22	Days of Operation: All days of the week, 06:30* to 18:30 Frequency: Every 70 minutes Route Description: Highbury - Cosham - Drayton - Farlington	£42,650
25	Days of Operation: All days of the week, 07:00* to 19:00 Frequency: Every 45/90 minutes Route Description: The Hard - Old Portsmouth - Southsea Shops - Devonshire Avenue - Eastney - Hayling Ferry.	£117,600

<sup>\*</sup>Weekend services start later

- 3.5 Deliver cleaner air is a strategic objective of the Portsmouth Transport Strategy (LTP4) and as such the council values the positive impact of buses in reducing the use of car transport within the city through the provision of a frequent high-quality network. The supported bus services are a minimum of Euro V emissions standard with the majority the same as that of the commercial services. The council seeks to improve the impact on the whole network through policy initiatives including the Clean Air Zone and funding streams including ZEBRA as opposed to higher quality standards in the tendered network.
- 3.6 To assist bus operators during the Covid pandemic the Government Covid Bus Service Subsidy Grant (CBSSG) in October 2020 was superseded by Bus Recovery Grant (BRG) in July 2021. There has since been uncertainty around funding for bus services with the future of the Bus Service Operator Grant (BSOG)



being unclear. These challenges have led to a reduction in frequency of commercial services across Portsmouth, including key corridors.

- 3.7 In April 2022 the Department for Transport outlined the CBSSG would cease in October 2022 and asked all local transport authorities to undertake a "network review" with the local bus operators to ascertain which services would continue be impacted by this.
- 3.8 Following the network reviews with the bus operators, it is likely that weekday journeys on service 13/14 will need financial support to keep the service going to its current timetable as will the X4 for six months and additional support is being sought for the 22 and 25 if they are to continue with their current timetables. The total increase in subsidy across all services impacted is likely to be £13.5k per month.
- 3.9 The financial support is likely to be necessary due to:
  - Government Covid support for bus services is due to cease in October 2022
  - A reduction in revenue due to reduced commercial passengers
  - A reduction in concessionary passenger journeys, and
  - Increased driver costs due to the national shortage and increased fuel costs due to international events.

# 4 National Bus Strategy

- 4.1 The National Bus Strategy, Bus Back Better published in March 2021 sets out a new approach to the provision of bus transport in England outside of London. It outlined requirements for local transport authorities to improve punctuality, reliability and to review supported bus provision. The council is responsible for the timetabling and routing of supported services.
- 4.2 The National Bus Strategy places new responsibilities on Local Transport Authorities (LTAs) to enter into an Enhanced Partnerships (EP) with bus operators and to set ambitious and measured targets to deliver improvements to bus services and to the city through a Bus Service Improvement Plan (BSIP).
- 4.3 Portsmouth City Council were successful in receiving an indicative allocation of £48.3m for their BSIP which identifies how bus services should be improving public confidence and addressing misconceptions in order to encourage people to use the bus. The funding will be used to enhance services, improve infrastructure and consider changes to fares and ticketing. BSIP funding cannot be used for supported bus services.
- 4.4 Portsmouth has also been successful in attracting government investment for the improvement of local bus services through Transforming Cities funding for the SEHRT 2<sup>nd</sup> tranche of schemes, the electrification of bus services through Zero



Emission Bus Regional Area (ZEBRA) funding award, which was an allocation of £6.5m.

- 4.5 Whilst the council has been successful in attracting external funding through the aforementioned awards, it should be noted that this is against a backdrop of pressure on commercial service provision. This is in the line the common pressures on all local bus services across England due the effects of the pandemic, to the fuel price increase and driver shortage.
- 5 Service data and engagement
- 5.1 On- board supported bus surveys and interviews
- 5.1.1 In reviewing of the current supported services in Spring 2022 onboard bus surveys were undertaken by Portsmouth City Council. This provided a good understanding of how passengers use the supported bus services and where passengers boarded and alighted.
- 5.1.2 The onboard bus surveys were observations to understand the exact boarding and alighting of passengers due to operator data being recorded in fare stages. During the surveys a total of 2973 journeys were observed. Summary of the key findings of these interviews is below with full results in Appendix C and a summary of comments from passengers in Appendix D.
- 5.1.3 This highlighted that services were:
  - Well used for morning shopping journeys; supporting shopping journeys on services 22 and 25
  - Used to connect with other bus and ferry services
  - Attracted less use in peak hours
- 5.1.4 During the same period 313 interviews were conducted with passengers travelling on supported bus services.
- 5.1.5 For all supported services combined the most passengers surveyed were:
  - female (63% of passengers)
  - aged 65 74 (28% of passengers)
  - travelling to the shops (35% of passengers)
  - using a senior concessionary pass (47%)
- 5.1.6 The current service provision is designed to meet essential travel needs for access to key services such as food shopping and medical appointments. The survey data collected shows that most passengers using existing supported bus services walk to the bus stop from home. In addition
  - 20% changing onto another mode of public transport



- 18% of people using the service describe themselves as having a disability
- 73% of passengers travelling alone
- 28% of passengers travelling use tendered services 3 to 4 days a week
- 5.1.7 Key points to highlight for each route are:

**Service 12** - Frequency and timetable are the main criticisms. Respondents would like an earlier and later service weekdays and at weekends

- 64% of passengers are women
- 39% are aged over 75
- 53% of passengers are going to shops
- 43% would not of made journey without the bus
- The busiest journey is 09:30 from Tipner Green

**Service 13/14** - Frequency and timetable are the main criticisms. Respondents would like an evening service introduced.

- 59% of passengers are women
- 29% of passengers are 65 -74
- 39% of passengers are travelling for leisure & recreation purposes
- 29% would not of made this journey without the bus
- The busiest journey is 12:17 from Baffins

**Service 22** - Frequency and timetable are the main criticisms. This route used to be three separate routes and would benefit from re-planning. It would be a negative for residents if geographic coverage was reduced to achieve this.

- 65% are women
- 52% going to shops
- 26% are over 75
- 48% would of walked if there was no bus
- The busiest journey is 10:02 from Farlington

**Service 25** - Higher frequency and later service into the evening. Shelters needed at some stops e.g., Lumsden Road and Inglis Road

- 55% are women
- 32% of passengers are 65 74
- 42% of journeys are for leisure and recreation purposes
- 36% of passengers would have walked without the bus
- The busiest journey is 15:15 from The Hard

## 5.2 Councillor Engagement

5.2.1 All elected Members were invited to attend workshops and/or complete an online survey to provide feedback on supported bus services. The key points to highlight



from the Member engagement is found below with results from the online survey found in Appendix E.

- There is a consensus that the tendered services should not be reduced at an overall level. However, many councillors are open to changes and further development.
- Councillors would like different kinds of public transport to link together better,
- Coverage is important, particularly in areas not served by other bus routes, but
  consideration should be paid to ensuring all services are fit for purpose. If a bus is
  too unreliable, timetabled at unsuitable times or just too infrequent then it is not
  serving an area effectively and resources might be better used in other ways, or the
  route reassessed
- Smaller buses or buses suited to the levels of patronage are popular ideas amongst councillors, particularly amongst online responses. The main benefits of lower emissions and less disruption to smaller residential roads appear to outweigh the possible negatives of reduced accessibility (disabled users, parents with buggies etc.). However, councillors online were not made aware of these possible downsides so may not have the full information.
- Electric buses are mainly seen as 'a nice to have' and a medium to long-term aim.
   Again, it could be included in the tendering framework as an aspiration, but it seems unlikely that councillors would support a reduced network or higher ticket prices to achieve full electrification in the short term. They are sure that it is not top of their residents' priority lists.
- Service 12 Most councillors see a value in the current route 12 service particularly as a link between Milton and North End (access to Fratton Way Tesco and also shops at North End) but no one wants to keep the status quo (focus groups and online) suggesting it could be a good target for possible improvements or changes. There is less consensus on what the best approach would be as councillors have incomplete information on how the bus is currently used or what the untapped patronage might be.
- Service 13/14 Route 13/14 is important for Milton residents, especially young families, and the elderly, as it is needed for connectivity to other areas of the city. The current route seems complicated, and indirect, and has been inherited as a legacy route to some extent, rather than being planned from scratch in a logical manner. If the route is to be developed, rather than re-designed completely, then adding an evening service on Sundays would be a relatively easy addition. Views are mixed on the necessity of this change, but no one opposes it actively. Making it a circular route seems logical to most if that improves reliability or improves efficiency. A fresh start from scratch might be beneficial.
- **Service 22** Like the 13/14 route, the 22 is another strong target for more thorough development or changes. No councillors provided further open comments online



regarding this route. Amongst focus group attendees, feelings were mixed about the best approach to improving the route but there was consensus that it needed to be changed to increase the frequency and reliability and thereby drive patronage levels. This can probably only be achieved by splitting the route as suggested or dropping/amending a section of the route (assuming it is sufficiently serviced by other buses)

- Service 25 Route 25 is unanimously regarded by councillors, with knowledge of the route, as offering an important service to residents (focus groups and online survey). It is perceived to be well respected and well used, enabling smooth transit east to west in contrast to most other routes on offer. It encourages active travel and offers good connections for onward journeys. Although it is one of the more expensive tendered routes in terms of total cost, the actual subsidy per passenger is very cost effective.
- Comments received from Councillors regarding unserved destinations included Ocean Park, routes east to west across the city and Port Solent.

## 5.3 Bus Service Improvement Plan (BSIP) 2021 resident survey

5.3.1 As well as collecting new data as outlined in the sections above, Portsmouth City Council re-visited the BSIP summer 2021 residents survey data collected from 1,133 individuals asking views on bus usage and considering all services (commercial and supported). The comments were analysed by specific bus route (a mix of commercial and tendered) and also general comments. The key relevant points to summarise are:

#### General

- Journeys that people use need to be on time feature in the four most popular responses, these are: commuting, journeys for work, attending sports clubs, and travelling for education
- Overall routes not getting people to where they need to get to, and the cost of tickets were the biggest barriers to bus travel for individuals
- Residents and visitors have similar barriers, the main difference being that 'journeys taking too long' is a much bigger barrier to visitors
- After costs/tickets the second most common theme for being dissatisfied are bus routes not being comprehensive enough
- 54% said better evening and weekend services would increase their bus use to a great extent
- Many respondents indicated general areas of Portsmouth that are underserved by buses. These primarily include Port Solent, Old Portsmouth, Baffins, Fratton and



Paulsgrove. Some examples of this include routes from The Hard through Albert Road towards Eastney and Baffins, between Baffins and North End, North End through Fratton to Southsea, and from Milton/Eastney to Cosham/QA hospital. Several respondents mentioned Palmerston Road as a destination they would like more bus services to run directly to, such as from the City Centre (not via The Hard), from Copnor Road, and from Milton.

- Other respondents said that services are convenient, regular, and frequent and get them where they need to go.
- Service 2 (Commercial) (The Hard City Centre Albert Rd St Marys Hosp Copnor Rd Hilsea Cosham QA Paulsgrove) Indirect, unreliable particularly
  for time critical travel such as school pick up or commuting. Excellent service apart
  from Sunday evenings when there are less buses. Convenient and runs regularly.
  Particularly good for visits to QA.
- Service 3 (Commercial) (Fareham, Portchester, Paulsgrove, QA, Cosham, North End, city centre, The Hard, Southsea, South Parade Pier) frequent, good journey time
- Service 13/14 (City centre Fratton Milton Baffins) (commercial Monday to Saturday, supported on Sundays and bank holidays) - Frequency and timetable are the main criticisms. Respondents would like an evening service
- Service 17 (not currently in service) (South Parade Pier Eastney Road -St Marys - Copnor - Ocean Park) - Many residents would like to see bus 17 come back. Key destinations that are now harder for people to reach are Ocean Retail Park and the Royal Mail Sorting Office. Also the seafront
- Service 18 (Commercial) (South Parade Pier Southsea Fratton North End Cosham QA Hospital Paulsgrove Hillsley Road) Too infrequent and unreliable.
- Service 21 (Commercial) (Havant Leigh Park Bedhampton Farlington -Anchorage Park - Copnor - Milton - Fratton - City Centre - The Hard) - Very convenient. Runs frequently. Good destinations
- Service 22 (Supported) (Farlington Drayton Cosham Wymering Highbury) -Timings could be improved
- Service 23 (Commercial) (Leigh Park Havant Bedhampton Farlington Drayton Cosham North End City Centre The Hard Southsea South Parade
  Pier) Frequent, goes to many destinations, goes when needed to travel. Very
  convenient
- **Service 25 (Supported)** (Eastney Southsea Clarence Pier Old Portsmouth the Hard) Convenient



• **Service X4 (Commercial)** (The Hard - International Port - Southampton Road - Portchester - Fareham - Locks Heath - Southampton) frequent, good journey time

# 5.4 Transport, Environment and Community Safety (TECS) scrutiny panel survey

- 5.4.1 In reviewing a survey carried out in 2021 by the Transport, Environment and Community Safety (TECS) Scrutiny Panel, the findings relevant to supported bus services are:
- The second most poorly rated aspect of buses in Portsmouth was "bus routes and locations of stops" with 33% rating this poor/very poor, "bus timings" had 31% ratings poor/very poor
- The most significant issue for those rating "routes and locations of bus stops" poorly
  was that there "isn't a bus route that goes where they wanted to travel"(74%)
- Specific routes mentioned were 2, 13/14, 21 and discontinued 17
- Locations mentioned as having issues with routes and locations were;
  - Canoe Lake
  - Hayling Avenue
  - Hawthorn Crescent
  - Springfield School
  - St Mary's
  - Tipner
  - Eastney
  - North End

- QA Hospital
- City Centre
- Baffins
- Milton
- Whiteley
- Fareham
- Palmerston Road
- Hard Interchange
- For those rating "bus timings" poorly the reasons cited were "bus reliability" (73%) and frequency (62%)
- Locations mentioned specifically with having issues with bus timings were;
- Fareham
- QA Hospital
- Allaway Avenue

## 5.5 National Highways and Transport (NHT) survey

- 5.5.1 Portsmouth City Council participates in the annual National Highways and Transport (NHT) Survey which is carried out by Ipsos Mori on behalf of local highway authorities measuring public satisfaction with different elements of transport.
- 5.5.2 A number of the questions in the NHT survey are based around public satisfaction with bus services. For the 2021 results Portsmouth are summarised below with ward maps in Appendix E:



- above average for the local bus service overall with 65% satisfaction.
- above average for satisfaction with frequency of bus services (70% against a national average of 59%)
- above average for whether buses arrive on time 61% (national average 57%)

#### 6. Reasons for recommendations

- 6.1 The Coronavirus pandemic has had a major impact on public transport ridership and the number of passengers travelling by bus, but these services are still essential to allow key workers to access employment and residents to access health and make essential journeys.
- 6.2 The supported bus network could now potentially include additional commercial routes which have been identified following the "Network Review" process required by the Department of Transport to identify sustainable local bus networks after Government withdrawal of the Bus Recovery Grant meaning council support will be required for these routes to continue past 1 October 2022, (therefore joining the PCC supported bus network).
- 6.3 To provide continuity of essential services for residents, to give time for the supplier market to stabilise after the impact of the pandemic and to allow thorough investigation of a procurement strategy to re-tender the contracts.

## 7. Integrated impact assessment

- 7.1 An Integrated Impact Assessment is found in Appendix F and identifies the following impacts;
- The supported bus services improve quality of life and mental health for those who
  may be isolated without them.
- The continuation of the supported services until July 2023 will support those protected characteristics who utilise the services particularly gender, age and disability.
- The continuation of supported bus services until July 2023, supports modal shift from private car and supports cleaner air.
- Some services may support individuals in accessing employment.

#### 8. Procurement implications

8.1 Due to the uncertainty in respect of government funding streams and impacts of the National Bus Strategy, combined with the required procurement timescales and



- required timescales for registering services, it has not been possible to plan and undertake an open tendering process.
- 8.2 Whilst this is not the first extension that has been granted via waiver, the justification for each extension has included a balanced assessment of risks, accounting for variables outside of the Council's control and considered the overall position of market suppliers.
- 8.3 As the extension of the contract is only for a relatively short period and a procurement process will be undertaken from a greater position of certainty than could be previously achieved, it is not considered that there is a high risk of challenge from the market.
- 8.4 Whilst a further waiver is required this will be supported by Procurement who are ready, along with Legal Services, to work with the Service to develop the procurement strategy that will be used to re-tender the contracts before the end of the extended term proposed.

#### 9. Legal implications

#### Procurement of subsidised services

- 9.1 The Council has a duty under the Transport Act 1985 ("TA") "to secure the provision of such public passenger transport services as the council consider it appropriate to secure to meet any public transport requirements within the county which would not in their view be met apart from any action taken by them for that purpose".
- 9.2 To secure the duty, the Council can enter into agreements for the provision of service subsidies, but this is limited to where the service would otherwise not be provided to a particular standard but for the subsidy. "Standard" in this instance meaning the frequency or timing of the service, the days or times of day the service is provided and the vehicles used to provide the service.
- 9.3 The Council will need to carry out a competitive tender, which must have consideration for a "combination or economy, efficiency and effectiveness" and "the reduction or limitation or traffic congestion, noise or air pollution". The agreements must not exceed 8 years.

# Commercial routes becoming subsidised services

- 9.4 The Council is not required to competitively tender for subsidised services where the subsidy is urgently required for the purpose of maintaining an existing service.
- 9.5 The Council must however invite tenders for the provision of the subsidised service as soon as possible. Any agreement entered into which is exempt from the tender process, may only remain in force for a period of 3 months after the tenders have



been received as part of the tender process which is intended to be entered into in approximately February 2023.

#### General procurement requirements

9.6 These services are standard services under the Public Contract Regulations 2015 ("PCR") and so the Council must procure the services in accordance with Part 2 of PCR.

#### 10. Director of Finance's comments

- 10.1 The cost to extend the Supported Bus Service contract for an additional 7 months from 1st January 2023 will be £126,000.
- 10.2 Additional support to July 2023 identified in the Network Review will cost £120,000, bringing the total subsidy requirement to £246,000 per annum.
- 10.3 The Council has recently been awarded Bus Services Operator Grant (BSOG) funding of around £85,000 for this financial year.
- 10.4 In order to be able to extend these services will require an additional £161,000. This can not be met from existing cash limited budgets.

Signed	by:												

#### Appendices:

Appendix A - Supported bus service route maps

Appendix B - Supported bus passenger numbers

Appendix C - On-board supported bus interview comments

Appendix D - NHT survey results by ward

Appendix E - Councillor online survey results

Appendix F - Integrated Impact Assessment (IIA)

Background list of documents: Section 100D of the Local Government Act 1972



The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Portsmouth supported bus services -	Agenda for Cabinet Member for Traffic &
contract extensions. Report to Cabinet	<u>Transportation on Monday, 13th December,</u>
Member for Traffic and Transportation,	2021, 4.00 pm Portsmouth City Council
13 <sup>th</sup> December 2021	
Portsmouth's Bus Service Improvement	Public transport - Travel Portsmouth
Plan (BSIP)	
Bus Back Better	Bus back better - GOV.UK (www.gov.uk)

The recommendation(	) set out above were approved/ approved as amended/ deferred/
rejected by	on
Signed by:	

**Appendix A - Supported services route maps** 

Service 12





Service 13/14







## Service 22







Appendix B - Supported bus services passenger numbers



# Service 12

Month	Passenger no.	Month	Passenger no.	% change
July 2020	1067	July 2021	1631	+53%
August 2020	1220	August 2021	1599	+31%
September 2020	1463	September 2021	1724	+18%
October 2020	1562	October 2021	1683	+8%
November 2020	1140 *	November 2021	1936	+70%
December 2020	1313	December 2021	1717	+31%
January 2021	876	January 2022	1600	+83%
February 2021	824	February 2022	1652	+101%
March 2021	1429	March 2022	2025	+42%
April 2021	1476	April 2022	1771	+20%
May 2021	1373	May 2022	2052	+50%
June 2021	1634	June 2022	1966	+20%

<sup>\*</sup>Lockdown

# Service 13/14

Month	Passenger no.	Month	Passenger no.	% change
July 2020	111	July 2021	252	+127%
August 2020	210	August 2021	366	+74%
September 2020	219	September 2021	271	+23%
October 2020	166	October 2021	362	+118%
November 2020	187*	November 2021	306	+64%
December 2020	162	December 2021	223	+38%
January 2021	97	January 2022	335	+245%
February 2021	111	February 2022	229	+106%
March 2021	122	March 2022	276	+126%
April 2021	141	April 2022	292	+107%
May 2021	290	May 2022	424	+46%
June 2021	232	June 2022	359	+55%

<sup>\*</sup>Lockdown

# Service 22

Month Passenger no. N	Month	Passenger no.	% change
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July 2020	1706	July 2021	3469	+103%
August 2020	1961	August 2021	3486	+78%
September 2020	2238	September 2021	3705	+66%
October 2020	2754	October 2021	3758	+37%
November 2020	2399*	November 2021	3910	+63%
December 2020	2433	December 2021	3531	+45%
January 2021	1515	January 2022	3338	+120%
February 2021	1756	February 2022	3252	+85%
March 2021	2327	March 2022	3857	+66%
April 2021	2675	April 2022	3739	+40%
May 2021	3061	May 2022	3966	+30%
June 2021	3238	June 2022	3915	+21%

<sup>\*</sup>Lockdown

# Service 25 (started 30<sup>th</sup> August 2020)

Month	Passenger no.	Month	Passenger no.	% change
July 2020	n/a	July 2021	5896	n/a
August 2020	216**	August 2021	6791	n/a
September 2020	4184	September 2021	5153	+23%
October 2020	3630	October 2021	5153	+42%
November 2020	2115*	November 2021	5126	+142%
December 2020	2048	December 2021	3878	+89%
January 2021	1110	January 2022	4232	+281%
February 2021	1387	February 2022	4426	+219%
March 2021	2498	March 2022	5907	+137%
April 2021	2891	April 2022	5729	+98%
May 2021	3891	May 2022	6305	+62%
June 2021	5021	June 2022	6321	+26%

<sup>\*</sup>Lockdown

# Appendix C - On-board supported bus services survey results

<sup>\*\*2</sup> days operation only



#### Background:

All public transport council contracts currently are with one operator who has concession contracts for the tendered local bus services, whereas the Park & Ride service is provided through a service contract. The local bus contract is due to expire on 31 December 2022 and the Park and Ride contract is set to expire 3 April 2023. The on - board survey has the purpose of establishing use of services, particularly passenger individual journeys. It also gives us an indication of the demographic of passengers who are using the service and for what purpose.

#### Methodology:

We conducted an on- board census and face to face interviews as part of the local bus tender review process between April and May 2022. We surveyed each route at least twice on a weekday, Saturday and Sunday. To gain the most representative sample possible we surveyed on Tuesdays and Thursdays which are the most typical weekdays. The dates of the survey are in table one

#### The results

Passengers were happy to participate in the survey with many stressing how important the services were to them. In all we surveyed 2973 journeys and interviewed 313 people on the tendered services. You will notice as the number of responses decline as we move through the survey as the amount of time to interview was limited to the amount of time people remained on the bus.



Question one.

Number of people answered - 2973

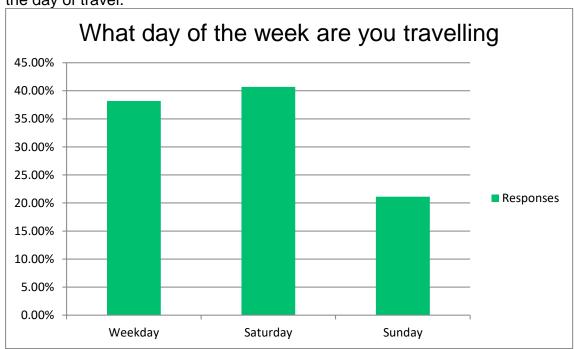
# What day of the week are you travelling?

Purpose of question. To understand the total use of services by day. Council tendered services operate seven days a week up to 19:00 to cover gaps in the commercial bus network. The current provision sees three buses operating on Sundays and Mondays to Friday's peak times. Four buses are required to support the network at other times.

Service	Frequency	Days of op.	Duration
12	60 min	Mon - Sat	09:30 - 15:30
13 - 14	60 min	Sun	09:00 - 18:00
22	70 min	Daily	06:30* - 18:30
25	45/90 min	Daily	07:00* - 19:00

<sup>\*</sup>later starts at weekends

**Comment:** The figures underneath recognises the raw number of passengers allocated to the day of travel.

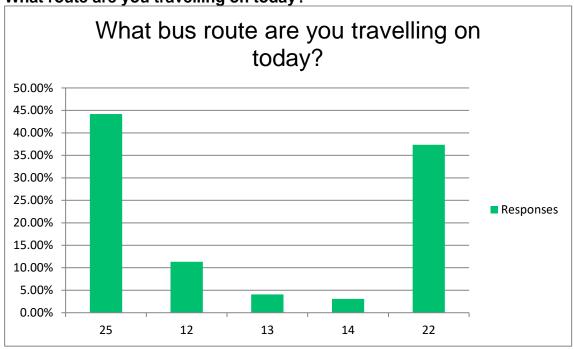




Number of people answered 2973

Purpose of question. To understand the total responses services by service. The small number of responses on service 13/14 represents the small number of journeys tendered by the council.

What route are you travelling on today?





# Question 3, 4, 5, 6 and 7

Number of people answered 2914

# What journey are you travelling on today?

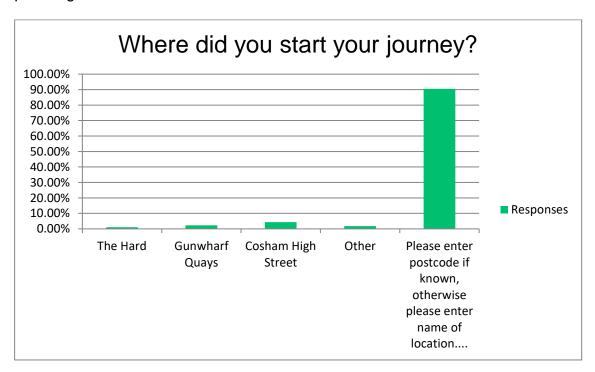
Purpose of question: We recorded the use of each journey of tendered services network to understand if they were any overcrowding or underused services. This will help us design a more effective and economic bus network.



Number of people answered 380

# Where did you start your journey?

Purpose of question: We want to make sure we understand the total journey of the passenger. This question records where the passengers started their journeys. Most passengers told us their own postcode which will use to map the location of each passenger in relation to each bus service.



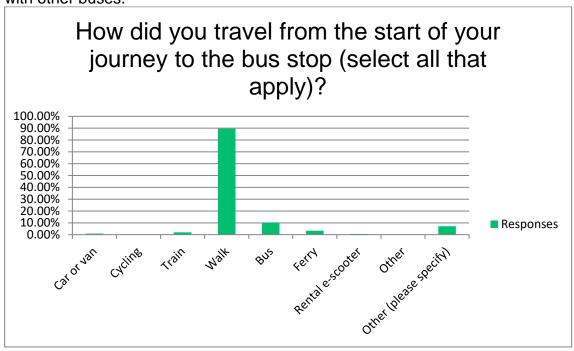


#### **Question Nine**

Number of people answered 366

# How did you start your journey?

Purpose of question: We want to make sure we understand the total journey of the passenger. We can see that most people walk to the service with around 20% of journeys connecting with other modes of public transport. We can see the impact of the tendered bus service in supporting the commercial bus network with 13% of journeys connecting with other buses.





#### **Question Ten**

Number of people answered 2903

#### Which bus stop did you travel to and from?

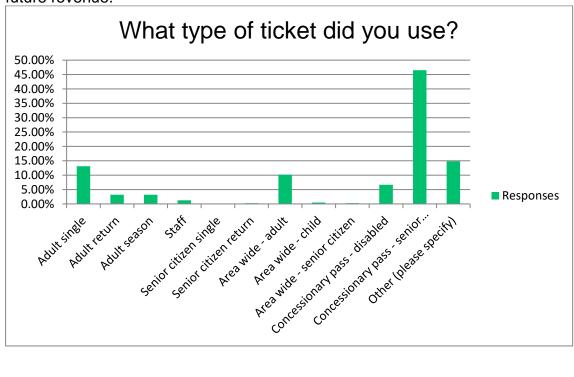
Purpose of question: We recorded the above locations of journeys to understand that the services are being used throughout the route so we can plan services more effectively in the future.

#### **Question eleven**

Number of people answered 404

#### What type of ticket will be used?

Purpose of question: This allows us build revenue projections which allows the council to plan bus services more effectively. This information may attract new operators to apply to be part of our framework agreement as it allows them to bid with more certainty about future revenue.



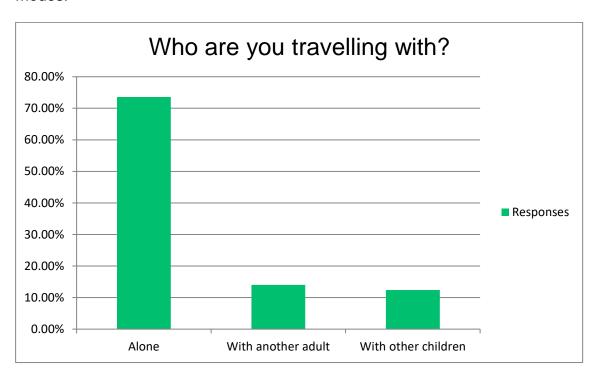


#### **Question twelve**

Number of people answered 404

# Who are you travelling with?

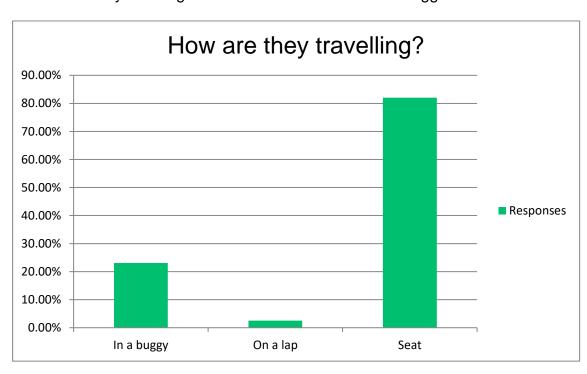
Purpose of question: This allows us to understand how people make journey choices. It is particularly relevant to understand when people travel together as it presents a challenge to public transport operators as many journeys in pairs is cheaper by less sustainable modes.





# Question 14 Number of people answered 39 How are they travelling?

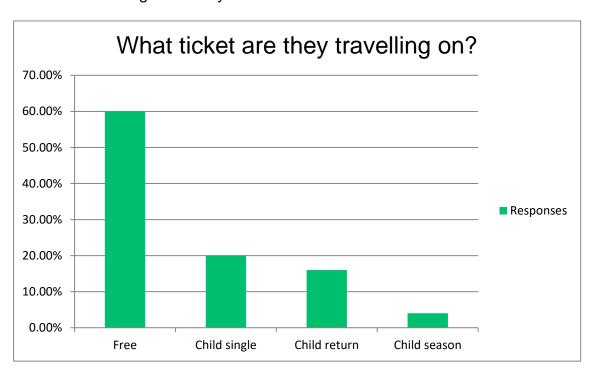
Purpose of question: This allows us to make an effective choice in the tendering of local bus services by allowing us to understand the need for buggies on buses.





# Question 15 Number of people answered 25 What ticket are they travelling on?

Purpose of question: This allows us to understand how effective using ticket machine data is in understanding how many children travel on local bus services.

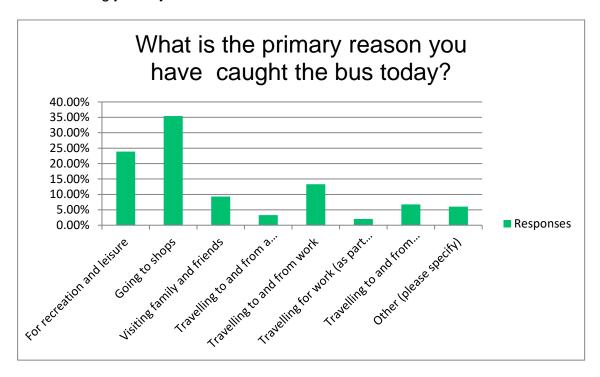




Number of people answered 398

# What is the primary reason you have caught the bus today?

Purpose of question: To understand the reason for people's reason for travel. This allows us to project future use of amended services as we can understand peoples value of time in calculating journey choices.



#### **Question 17**

Number of people answered: 2896

Which bus stop are you getting off at? Please insert the route number and then stop number?

Purpose of question: To allow us to understand the total journey of passengers to plan a more effective local bus network. This is the mirror question to question nine.

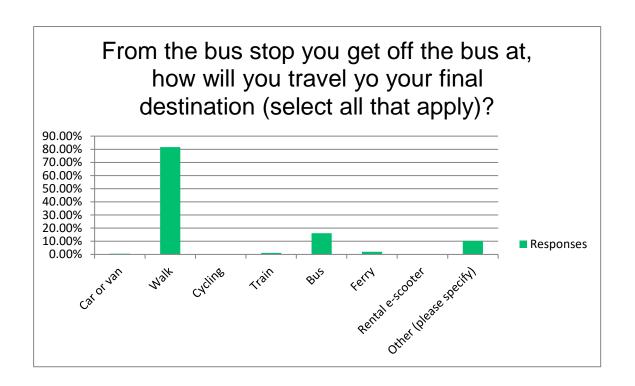
#### **Question 18**

Number of people answered 348

From the bus stop you get off the bus at, how will you travel to your destination (select all that apply)?

Purpose of question: To allow us to understand the total journey of passenger to allow us to construct a more effective local bus network. It is the mirror question to question 8.

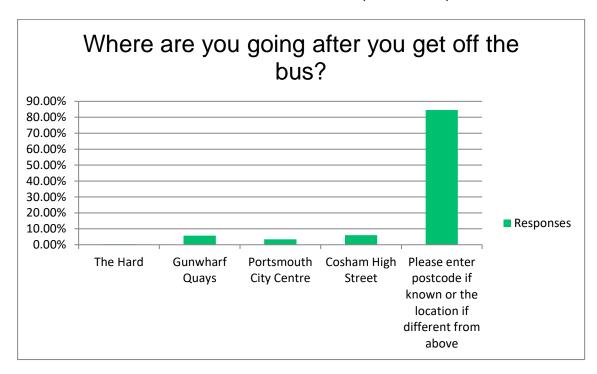






Number of people who answered the question 350 Where are you going after you get off the bus?

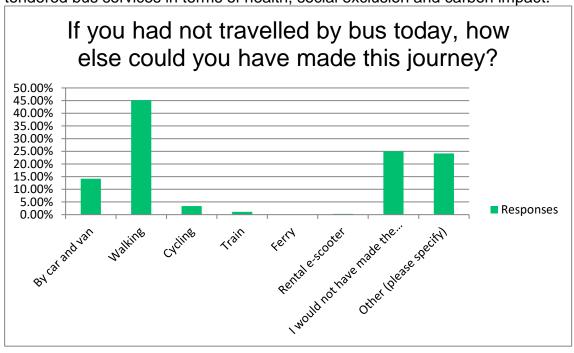
Purpose of question: To allows us to understand the total journey of passenger to allow more effective local bus network. It is the mirror question to question 9.





Number of people who answered the question 352 If you had not travelled by bus today, how else could you have made this journey?

Purpose of question: To allow us to understand the impact of the withdrawal of the tendered bus services in terms of health, social exclusion and carbon impact.

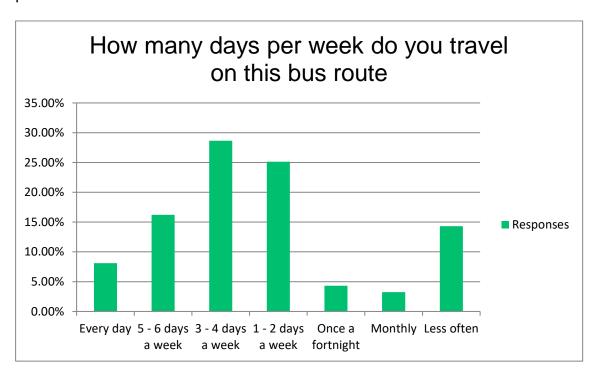




How many days per week do you travel on this bus?

Number of people answered: 352

Purpose of question: To allow us to understand the passengers travel habits to effectively promote services in the future.



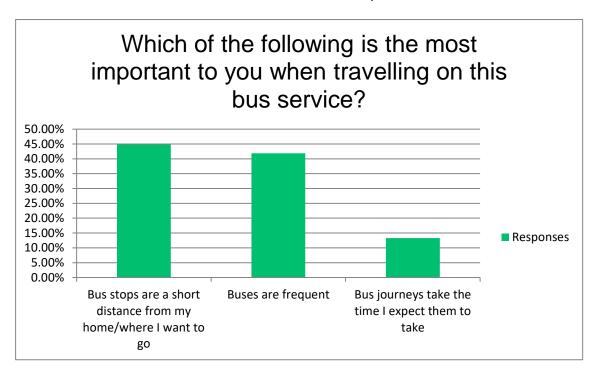


#### Question 22.

Which of the following is the most important to you when travelling on this bus service?

# Number of people who answered the question:301

Purpose of question: To allow us to understand the motivations of the passengers of tendered local bus services, which will allow us to plan the network more effectively.

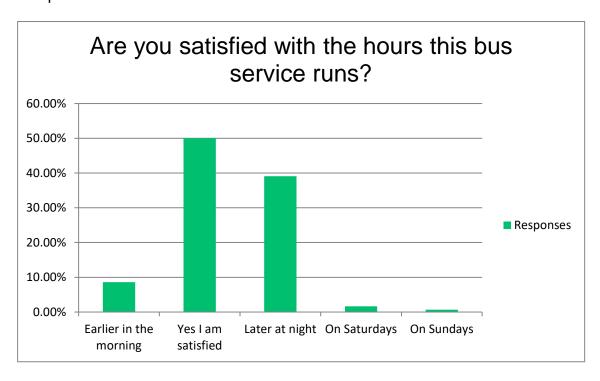




Are you satisfied with the hours this bus service runs?

Number of people answered: 302

Purpose of question: To allow us to understand the satisfaction of passengers in comparison to the commercial bus network.

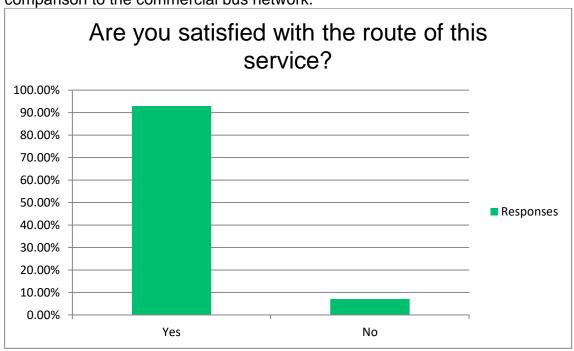




Are you satisfied with the route of this service?

# Number of people answered:282

Purpose of question: To allow us to understand the satisfaction of passengers in comparison to the commercial bus network.

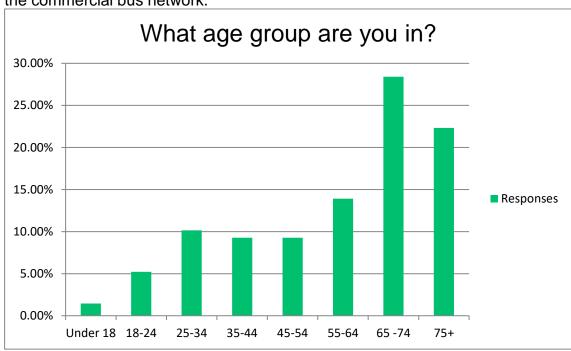




What age group are you in?

# Number of people answered 345

Purpose of question: To allow us to understand the age of passengers in comparison to the commercial bus network.

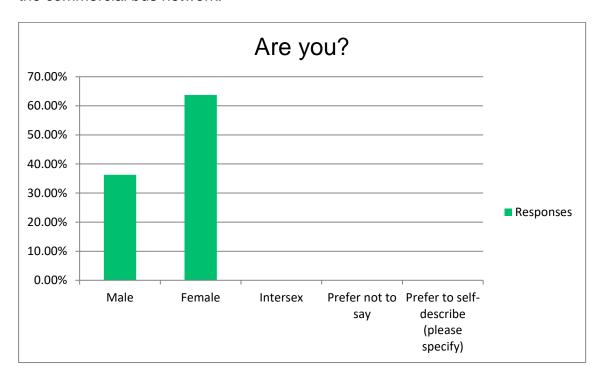




What gender do you identify as?

Number of people answered 342

Purpose of question: To allow us to understand the age of passengers in comparison to the commercial bus network.

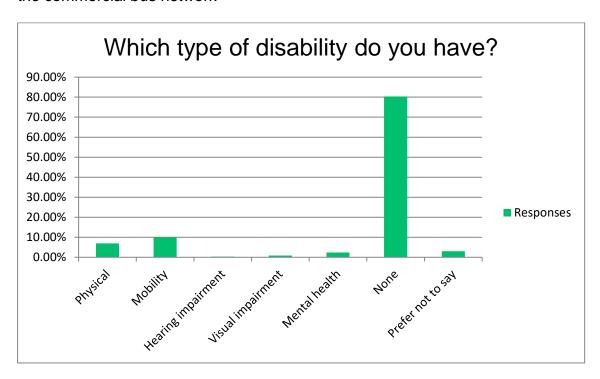




Which type of disability do you have?

# Number of people answered 331

Purpose of question: To allow us to understand the age of passengers in comparison to the commercial bus network





# Bus 12

# Who travels on the 12?

Gender by %

Female	64
Male	36

Disability by %

Disability by 70	
Which type of disability do you have?	
None	42
Mobility	9
Physical	5
Mental health	2
Hearing	1
Visual	1

Age by %

What age group are you in?	
75+	39
65 -74	37
55 - 64	9
45 - 54	2
35 -44	11
25 - 34	2

How happy are you Bus 12?

Satisfied with the route	
Yes	93
No	7

Satisfaction with the hours operated	
Yes	36
Earlier in the morning	19
Later journeys	38
Saturdays	7

How did you travel from the start of your journey to the bus stop?	
Walk	94
Train	4
Bus	2



From the bus stop you get off the bus at, how will you travel to your final destination?	
Walk	87%
Bus	13%

If you had not travelled by bus today, how else could you have made this journey?	
I would not of travelled	43
Walking	44
Car	7
Bus	2
Cycling	2
Taxi	2

How many days per week do you travel on this bus route?	
1 - 2 days	38
3 - 4 days	36
5 - 6 days	11
Once a fortnight	4
Less often	11

Why did you choose this journey?	
Bus journeys take the time I expect them to take	16
Bus are frequent	42
Bus stops	42

What type of ticket did you use?	
Concessionary Pass - Senior Citizen	70
Concessionary Pass - Disabled	15
Adult single	13
Other	2

What is the purpose of your journey	
Going to shops	53%
Health	15%
Work	12%
Recreation & Leisure	10%
Visiting friends and families	10%

From the bus stop you get off the bus at, how will you travel your final destination (select all that apply)?	
Walk	70
Train	3
Bus	23



Car 4	1
-------	---

If you had not travelled by bus today, how else could you have made this journey?	
I would not of made this journey	29
Car	16
Cycling	6
Taxi	23
Walking	26

How did you travel after you got off the bus ?	
Walk	78%
Bus	21%
Cycling	0%
Train	0%
Car	1%



# Bus 13/14

# Who travels on bus 13/14 on Sundays?

Gender by %

·	
Female	59
Male	41

Disability

Which type of disability do you have?	
None	25
Mobility	0
Physical	0
Mental health	2
Hearing	0
Visual	1

Age by %

What age group are you in?	
75+	18
65 -74	29
55 - 64	14
45 - 54	7
35 -44	18
25 - 34	11
18 - 24	3
Under 18	

How happy are you Bus 13/4?

Satisfied with the route	
Yes	100
No	0

Satisfaction with the hours operated	
Yes	50
Earlier in the morning	8
Later journeys	38
Sundays	4



How did you travel from the start of your journey to the bus stop?	
Walk	71%
Train	4%
Bus	21%

How many days per week do you travel on this bus route?	
1 - 2 days	33
3 - 4 days	46
5 - 6 days	21
Once a fortnight	0
Less often	0

Why did you choose this journey?	
Bus journeys take the time I expect them to take	32
Bus are frequent	9
Bus stops are near home	59

What type of ticket did you use?	
Concessionary Pass - Senior Citizen	52
Concessionary Pass - Disabled	22
Adult single	17
Other	9

What is the purpose of your journey	
For recreation and leisure	39
Going to shops	25
Travelling to and from health or medical appointment	15
Visiting family and friends	7
Travelling to and from work	7
Other (please specify)	7

From the bus stop you get off the bus at, how will you travel yo your final destination (select all that apply)?	
Walk	70
Train	3
Bus	23
Car	4

If you had not travelled by bus today, how else could you have made this journey?	
I would not of made this journey	29



Car	16
Cycling	6
Taxi	23
Walking	26

What type of ticket did you use?	
Concessionary Senior	46%
Other	17%
Adult single	12%
Concessionary Pass	9%
Adult wide	9%
Adult return	4%
Adult season	2%
Area wide Child	1%

What was the purpose of your journey?	
Going to the shops	52%
For leisure and recreation	13%
For travelling to work	13%
Visiting Family and friends	9%
Traveliing to a place of education	5%
Travelling as a part of a working day	4%
Travelling to and from Health	4%



### **Bus 22**

# Who travels on Bus 22?

### Gender

Male	35
Female	65

### Age

9	
75+	26
65 -74	20
55-64	19
45- 54	10
35 - 44	8
25 -34	10
18 - 24	4
Under 18	3

**Disability** 

None	76
Mobility	10
Physical	9
Mental health	4
Learning difficuilties	1

# How happy are you with Service 22?

Are you satisfied with the route?

Yes	90%
No	10%

Are you satisfied with the hours this bus service runs?

Yes	54%
Later in the evening	35%
Earlier in the morning	9%
More buses at Sunday	1%
More buses at Saturday	1%

How did you travel from the start of your journey to the bus stop (select all that apply)?	
Walk	88%
Bus	9%



Cycling	1%	0
Train	1%	0
Car	1%	0

Frequency of use	
5-6 days of use	24%
3-4 days of use	24%
1-2 days of use	24%
Every day	11%
Weekly or more	17%

Which of the following is the most important to you when travelling on this bus service?	
Bus stops near my house	47%
Buses are frequent	39%
Bus journeys are as fast as I expect	14%

How would you make this journey if no bus?	
Walking	48%
I would not of made this journey	26%
Taxi	13%
Train	4%
Car	4%
Bus	1%
Cycling	3%
Rental e-scooter	1%

Which of the following is the most important to you when travelling on this bus service?	
Bus stops near my house	47%
Buses are frequent	39%
Bus journeys are as fast as I expect	14%

What type of ticket did you use?	
Concessionary Senior	46%
Other	17%
Adult single	12%
Concessionary Pass	9%
Adult wide	9%
Adult return	4%
Adult season	2%
Area wide Child	1%



What was the purpose of your journey?	
Going to the shops	52%
For leisure and recreation	13%
For travelling to work	13%
Visiting Family and friends	9%
Traveling to a place of education	5%
Travelling as a part of a working day	4%
Travelling to and from Health	4%

Why did you choose this route?	
Close to home	47%
Frequent	43%
Fast bus journeys	10%



# **Bus 25**

# Who travels on bus 25?

### Gender

• • • • • • • • • • • • • • • • • • • •	
Male	45
Female	55

### Age

7.90	
Under 18	1%
18 - 24	9%
25 - 34	11%
35 - 44	9%
45 -54	12%
55 - 64	11%
65 - 74	32%
75 plus	15%

Are you satisfied?

Are you satisfied with the hours of operation?	
Later at night	44%
Earlier in the morning	3%
Yes I am satisfied	52%
More buses at Saturday	1%

Are you satisfied with the route of the service?	
Yes	94%
No	6%

How did you travel from the start of your journey to the bus stop?	
Walk	80%
Bus	9%
Ferry	8%
Train	2%
Car	1%

How many days of the week	
less than once a fortnight	24%
1 - 2 days a week	23%
3 - 4 days a week	23%
5 - 6 days a week	15%
Every days	11%
Once a fortnight	3%



Which ticket are you trav	velling on?	
Concessionary pass - sen	ior citizen	40%
Adult single		16%
Other		17%
Area wide - single		16%
Adult return		4%
Adult season		3%
Concessionary pass - disa	abled	3%

How else would you of	completed this journey?	
Walking		36%
Taxi		22%
Car and Van		22%
Would not of made this j	ourney	15%
Buses		2%
Cycling		3%

Why did you choose this route?		
Close to home	47	7%
Frequent	43	3%
Fast bus journeys	10	0%

Why did you travel today?	
Recreation and Leisure	42%
Going to shops	20%
Travelling to work	17%
Visiting friends and family	8%
Travelling to medical and health	6%
Travelling to education	4%
Travelling for work	3%



# Appendix D - On-board supported bus services interview comments

In total, 313 respondents left further comments in relation to the bus service. These comments have been qualitatively coded into categories based on their content. The themes are listed in Table 1 and are explored in more detail below.

Table 1: Key themes from responses to 'Finally, is there anything further you would like to tell us about this bus service that we have not already covered?'

Key themes from further comments	%
Not frequent enough / need more buses	40
Generally pleased with bus service	30
Timetables need to run later and / or earlier	26
Not always reliable e.g. late, cancelled	10
Passenger relies on this bus service	10
Routes are convenient	6
Routes do not cover certain areas	6
Issues with ticket prices	4
Other	12

Base: Respondents leaving further comments (313)

# Not frequent enough / need more buses

The highest proportion of respondents feel that buses should run more frequently. Many respondents would like the bus services to run at more frequent intervals, preferably **every 15 or 30 minutes**. Long gaps between buses often mean that bus services are not suitable for **journeys to school and work**, and result in respondents using alternative transportation such as taxis. Several respondents comment on the **inconvenience** of waiting up to an hour for a bus **if they miss one** due to infrequent services. A more frequent service in the **evenings**, and on the **weekends** would also be welcomed.

### Generally pleased with bus service

Just under a third of respondents feel generally pleased with the bus service. Many respondents feel **happy** with the bus service, and would like it to continue as it is. Several respondents describe buses as **clean and tidy**, and many feel the drivers improve their experience, describing them as **friendly**, **helpful** and **nice**.

"Bus is clean and tidy and on time, generally happy."
"Very happy and appreciate it, keep it going."

#### **Timetables**

Just over one quarter of respondents would like bus timetables to start earlier and run later in the day. Many respondents find that the bus **finishes too early for their commute** home from work, meaning they have to use alternative transportation, or in some cases, have had to change their job or shift patterns to accommodate bus timetables. Many comment that

<sup>&</sup>quot;If there were buses more often would get a pass and use more for work." "Would like more frequency, every half hour."



the buses they need to take finish by 4pm. Respondents highlight that this is particularly an issue on weekends.

Conversely, some respondents also found that buses either **do not start early enough** or are **too infrequent in the morning** to be useful in their morning commute. Several respondents would like the buses to run later into the evenings, beyond 19:00 or 20:00, to **enable activities in the evening** such as food shopping or socialising. Some respondents would like the bus to run until 23:00, and highlight the importance of public transport in **individual's safety** at this time of night.

"Would like the bus to run earlier and later than it currently does to tie in with work shifts and save me walking home at night, start 6.30am and run until 7.30 pm would be good."

"More frequency needed: earlier in the morning, later at night, on Saturdays, on Sundays."

#### Not always reliable

A tenth of respondents describe the bus service as somewhat unreliable when making journeys. This is largely due to buses **often running late**, meaning passengers cannot rely on buses to make it to work on time, for example. Many respondents indicate this unreliability as a barrier to them using the bus more frequently.

Respondents also find that on occasion buses are **cancelled with little or no warning**, or simply do not turn up. In conjunction with infrequent timetables, many respondents find the unreliability of buses frustrating, the result often being a long wait time for the next bus. Several respondents state that they would be more inclined to use the bus if it was **consistent** and **trustworthy** in this manner.

"They are unreliable and inconvenient for work."

"Signs are not reliable, buses disappear from them and buses don't always turn up."

#### Passenger relies on the bus service

A number of respondents indicate that they rely on the bus service for mobility around Portsmouth. For some, this is due to limited mobility as a result of **disability or age**, but also includes those who **do not have a car** or access to other transportation. Respondents require the bus service to go **shopping**, **visit friends and family**, **visit the doctor** and **reach certain parts of Portsmouth**. Some respondents describe that they would be **isolated** without access to the bus service.

"Rely on this service and would be more isolated / unable to go out as much without it."
"I have bad legs and poor balance. This bus route is very important to me. Allowing me to do my shopping."

#### Routes are convenient

Several respondents feel that the routes offered by the bus service are convenient. Connections to **the ferry service**, **Gunwharf Quays** and **Hayling** are particularly appreciated by respondents. Other respondents find the routes are convenient for their personal requirements, such as the location of their **doctor's** or reaching **supermarkets**.

"Convenient for Ferry, good route to Gunwharf."

"I love this bus, love the route, very convenient and pleasant route."



#### Routes do not cover certain areas

A similar proportion of respondents find that certain areas they would like to travel to are not well serviced by buses. In particular, respondents would like certain routes to pass through the city centre, as well as to popular destinations such as Ocean Retail park and Port Solent. Several respondents highlight frustration with routes that used to service these areas not running anymore, such as the Number 17 and Number 18.

"I would like it if the route included the city centre."

"Before lockdown bus went to Ocean Park, difficult to get to without a car."

# Issues with ticket prices

A small proportion of respondents describe issues with ticket prices. Several find that the bus is **too expensive**, particularly when travelling in a group or with children. Some find that, for the cost of more than one ticket, it may be more economical to take a taxi.

Some respondents, although holding bus passes or weekly tickets, find that the bus is still **expensive due to timing issues**. For example, bus pass holders need to pay for a ticket when using the bus **before the pass starts** in the morning, and those who need to use **more than one bus company** due to timetables need to buy more than one weekly pass.

"Pricey! I could have got a taxi for 2x adult singles at £6.50."

"Costs too much, I am a student, have a student pass but costly to take the children out."

#### Other

Just over a tenth of respondents left comments which fell into an 'other' category. This includes respondents who express difficulty with **using or understanding timetables**, **particularly digitally**, either due to their limited use of a smartphone or inconsistencies between digital timetables and the actual service times. Some respondents feel that the **experience** of using the bus could be improved to be **more accessible**, such as through **helpful drivers** or **better space for pushchairs and buggies**.

"Can't get hold of bus times, I haven't got a smart phone - there are no timetables in library or Hard interchange."

"Get happier staff! Husband is in a wheelchair and when he travels with me on the bus not often helped and don't use the ramp."

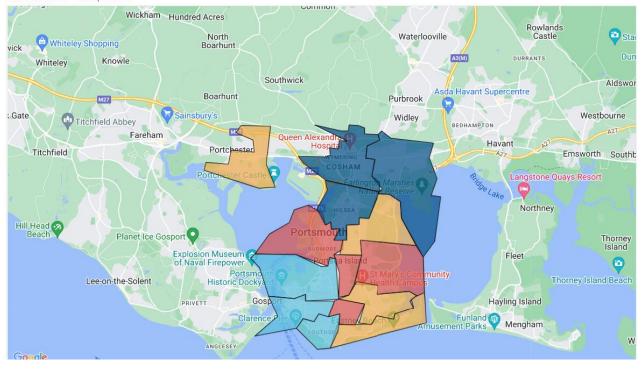


# Appendix E - NHT results by ward

Ward Map for Q12.12 The local bus services overall

Individual Ward scores are displayed in quartiles to show highs and lows using the following colours; Q1 = Dark Blue, Q2 = Light Blue, Q3 = Amber, Q4 = Red

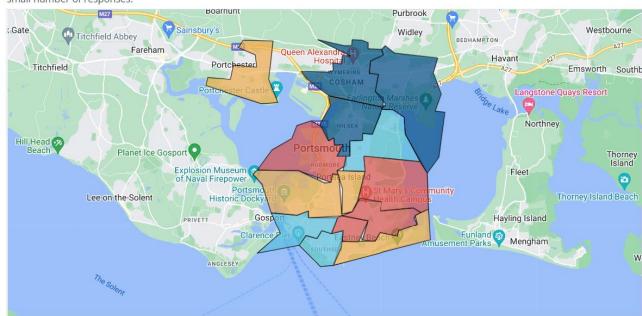
NB: The results shown on this map should be used with a degree of caution as the satisfaction scores for individual Wards can be based on small number of responses.



### Ward Map for Q12.01 Frequency of bus services

Individual Ward scores are displayed in quartiles to show highs and lows using the following colours; Q1 = Dark Blue, Q2 = Light Blue, Q3 = Amber, Q4 = Red

NB: The results shown on this map should be used with a degree of caution as the satisfaction scores for individual Wards can be based on small number of responses.





### Ward Map for Q12.04 Whether buses arrive on time

Individual Ward scores are displayed in quartiles to show highs and lows using the following colours; Q1 = Dark Blue, Q2 = Light Blue, Q3 = Amber, Q4 = Red

NB: The results shown on this map should be used with a degree of caution as the satisfaction scores for individual Wards can be based on small number of responses.

