# Bus Statistics: User and supplier *Transp* feedback and changes for 2011/12



#### Introduction



 This note briefly summarises feedback from users of DfT bus statistics and the main data suppliers (bus operators), based on the responses received to an online feedback request and wider consultation over the period October 2011 to January 2012. It includes the Department's decisions in relation to specific proposals for changes to the data collected.

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- 2. Note that the focus here is on the survey data collected by the Department from operators and local authorities, published in the quarterly and annual bus statistics releases. User needs are also met through a variety of other sources, principally the National Travel Survey which provides the best source of data on characteristics of bus users.
- 3. We are grateful to all those who provided feedback to inform this analysis. The consultation with users and operators has provided a good understanding of the use made of these statistics, and the burdens placed on data suppliers. We have identified a range of users and uses of the statistics which we believe justify the cost of collection and publication of the data.
- 4. As a result, we have identified areas where we feel it is possible to make changes to the published statistics, to better meet the needs of users whilst ensuring burdens of data collection are minimised. These are outlined below.
- 5. We intend to implement the majority of the changes for the 2011/12 surveys, with changes reflected in the publication of the next annual bus statistics in autumn 2012. However, some of the planned changes may take longer to implement (for example, those related to developing use of administrative data).

# Uses of bus statistics and user needs

6. We have collected views on the published DfT bus statistics from a range of key users and data suppliers through meetings, by email and via an online feedback form (questions are given in Annex A). Although the number of responses was relatively low (reflecting views of around 10 people/organisations), they reflect the range of likely users including central and local government, researchers and academics and key stakeholder bodies representing the industry and passengers. However, this means the following should be considered as a broad indication and it is not possible to quantify responses in a meaningful way.

#### Uses of the statistics

7. Based on the feedback received together with requests for data (and other known uses), we have identified the following as actual or desirable uses of these statistics:

#### 8. Within central government:

- Figures are used for policy development, including around concessionary travel, particularly
  data on journeys, distance, fares and costs. Other recent examples include use of staff
  data in an impact assessment for an EU regulation on bus and coach passenger rights, and
  data on proportion of vehicles fitted with automatic location devices (AVL) fed into a review
  of the effectiveness of the current grant incentive provided to bus operators.
- Data are used by DfT economists in modelling policy options (for example, in relation to reform of bus subsidy). Local authority level figures for journeys, distance and revenue and costs are used, typically aggregated by type of area in models. Data are also used to check data received from local authorities regarding concessionary travel journeys used in modelling work.
- The statistics provide key trend data for monitoring aspects of the bus industry, which
  informs broader policy. For example, these statistics have recently been used as
  background for inquiries by the Competition Commission and Transport Select Committee.
  Use of data on proportion of vehicles meeting the PSV Accessibility requirements under the
  Disability Discrimination Act to monitor progress is a further recent example.
- Figures are used for bus-related briefing and answering ad-hoc queries and occasional PQs. Recent interest has been in local authority supported services, and support for the industry. There is often a desire for data at a local level for these purposes.
- Bus fares data are used by the Office for National Statistics in calculating the Retail and Consumer Price Indices and in the National Accounts.
- These statistics are used to monitor two DfT business plan indicators, on subsidy per passenger journey and bus punctuality.

#### Outside central government:

- Figures are occasionally reported in trade press (e.g. recent articles in Passenger Transport magazine).
- Patronage figures are used as a measure of the overall health/state of the industry, for example by private research organisations, bus operators and their representatives (typically at a high level e.g. the Confederation of Passenger Transport, CPT, who find times series data useful in monitoring trends since deregulation).
- CPT also mentioned that high level data on accessibility and age of vehicles is of interest for monitoring the sector.
- Data are used for research into bus and coach industry performance, including ridership, productivity, financial outcomes – this in turn informs teaching, and evidence to public inquiries.
- Local authorities have a need for bus patronage data in their area, for monitoring performance (and potentially benchmarking against other areas). Typically, they collect their own data for this purpose. In particular, PTEs collect their own very detailed data, and use DfT statistics for comparison with the national picture.
- Parliament make some use of the data, for example in monitoring impact of funding changes on fares and patronage. The Transport Select Committee recently looked at the

impact of the spending review on bus services, where these statistics were supplied as general background. However the TSC report also identified a need for more detailed data of service changes at local authority level, which these statistics do not provide.

- 9. Although hard to make a detailed assessment based on the feedback received, data on passenger journeys appear to be the most widely used element of the statistics. The data on distance, revenue and costs and fares are also considered useful and there are specific needs for data on vehicles and punctuality.
- 10. Some degree of interest was expressed in all aspects of the data currently collected. In general, data on the non local sector were less widely used though there was some interest, in particular relating to data on scheduled/long-distance coach services.
- 11. In terms of the geographic coverage of these statistics, most users reported using data at GB level with the available breakdowns by country, area type and local authority all used to some extent.

#### The extent to which current data meet user needs

- 12. In general, the current statistics are felt to meet needs well, but not completely. Key areas where needs are not considered to be met, based on feedback received, are set out below; the actions we propose to address these are set out in the next section.
  - Information on bus patronage at local authority level, on a basis comparable with data collected by local authorities themselves (e.g. for the former local government National Indicators). Local authority level figures are published in table <u>BUS0109</u>, however several authorities have highlighted discrepancies with data that they continue to collect.
  - Data on local authority supported services are limited, in particular figures for passengers carried on such services are not available at national level. There is also a current lack of data on community transport/demand responsive services (which are outside scope of the surveys used to compile these statistics).
  - The recent Transport Select Committee report on local bus services expressed a desire for better data to assess the impact of spending reductions on bus services. Although much of this is outside the scope of these statistics (e.g. relating to future local authority spending plans rather than retrospective data collection), it is likely that better data on the level of services supported by local authorities would be useful.
  - Some further country breakdowns would be considered welcome, e.g. for Scotland where
    this is currently not available. It would also be useful for published tables to show figures
    for England outside London as a group, as there is interest in this breakdown.
  - The data on long distance/non-local services was felt to be currently poor, by those with an
    interest in it. There is some need for better data, particularly in related to scheduled long
    distance services.
  - Several users have commented that information on fare levels would be useful (for example in modelling work), besides the published information on fare changes (i.e. the bus fares index).

#### Action to address unmet user needs and other feedback

- 13. The feedback we have received from users of these statistics has identified several unmet needs, as outlined above. Whilst there are often reasons why it is not possible to meet all needs (e.g. cost, burden, data quality or availability), we intend to take the following actions to improve the usefulness of the statistics where possible:
  - We will work to improve the quality of key bus patronage estimates by:
    - asking local authorities to supply their own patronage figures (on a voluntary basis, mindful of the wider agenda of reducing data burdens on local government)
    - testing whether published timetable data can be used to improve validation of patronage figures supplied by operators.
  - We will carry out further analysis of VOSA data on registered bus routes (which identifies
    those which are supported by local authorities), to improve our monitoring of these services. Work is ongoing elsewhere in DfT and by the Community Transport Association to
    improve the quality of data on community transport services.
  - We will explore whether it is possible to collect and publish better data on scheduled coach services (using a much shorter survey than the existing one for local bus operators).
  - We will include further country breakdowns and an 'England outside London' total in published tables where appropriate.
  - We will use forthcoming 2011/12 data to see whether it is possible to produce meaningful statistics on average bus fare levels. If so, this would complement the existing fares index which measures year-on-year fare changes.
- 14. Besides the potentially unmet user needs, we received several further suggestions from users of these statistics:
  - Several users reported that it would be useful for all the published tables to be available in one spreadsheet. We will ensure that this is possible for all future publications (starting with the annual bus statistics scheduled for publication in the autumn).
  - There was one request for more timely data. However, operators reported that the survey takes place during their busier periods so that we are unlikely to be able to make any changes to the current timetable.
  - It was felt that the clarity of information on Concessionary Travel and the derivation of the bus fares index could be improved. We will attempt to do this in time for publication of the 2011/12 statistics.

# **Data collection burdens**

- 15. Alongside consultation with users, we asked bus operators to provide feedback on the burdens imposed by the Department's main data collection i.e. the annual Public Service Vehicle (PSV) operator survey (Annex B contains questionnaire). We received responses from 45 operators (around 7 per cent of those invited to provide feedback, with larger operators over-represented).
- 16. As the response rate is relatively low, a detailed analysis is not possible. Nonetheless, it was possible to identify the following key points:
  - **Time taken**. On average, smaller operators (those with up to 50 vehicles) reported that the survey took around 2 hours to complete, whereas two-thirds of larger operators (over 50

- vehicles) said that it took over 5 hours. Overall, we estimate that the average time taken was around 3 hours.
- **Staff completing**. For smaller operators, the survey was most commonly completed by a manager/owner; for larger companies a range of job titles were given. Most commonly, the survey required input from '2 or 3' departments, though often just one for smaller operators and 4 or 5 for larger ones.
- **Data sources**. A range of data sources were used to compile the returns, the most frequently used including returns made for Bus Service Operator Grant claims (which include kilometres run), accounts/financial information and electronic ticket machine data.
- Individual questions. The table below summarises how easy operators found it to answer individual questions in the survey. In general, questions on staff and vehicles were found to be straightforward to answer. Questions asking for splits by local authority area, or subsidised/commercial kilometres run were most frequently reported as the most burdensome, as operators do not hold information in the form requested (typically data are by route, rather than local authority for example). Passenger boardings were reported as the most commonly estimated; this in part reflects particular difficulties for London operators and non-local services.

Question topic area	Information to hand or easy to extract [number]	Difficult or time consuming to extract [number]	Not avail- able – es- timate only [number]
Overall number of vehicles	43	1	
Staff employed by type	42	2	
Kilometres run – overall	22	21	1
Kilometres run – subsidised/commercial split	12	25	4
Kilometres run – by local authority area	12	24	7
Passenger boardings – overall	18	15	11
Passenger boardings – by local authority	12	19	9
Overall revenue	29	14	1
Costs – overall	11	27	3
Costs – breakdown by local/non-local services	5	24	8

- 17. We also received a number of other comments from operators:
  - Of those providing feedback, as many found the guidance clear as did not.
  - A range of suggestions were offered for reducing the burdens of the survey, including removing specific questions, using alternative sources (e.g. BSOG returns), improving the online survey form and issues relating to timing of the survey.
- 18. The above feedback relates to the main PSV operator survey only, which is the most burdensome return. The Department also collects data from a smaller number of operators through separate surveys of fares and reliability, and from local authorities for bus punctuality. These are generally straightforward, each having no more than a couple of questions so burdens in completing the returns are assumed to be relatively low.

#### Reducing burdens on operators

19. We are keen to reduce the burdens on bus operators wherever possible, by ensuring only data that is required continues to be collected. As outlined below, we will reduce the burden of the

PSV survey by simplifying questions on concessionary travel, and no longer collecting data from non-local operators or on passenger boardings for non-local journeys from operators of local services and this is set out in more detail in the next section. We will also attempt to address more specific comments relating to guidance provided.

- 20. In addition, we will explore the extent to which data from other sources can be used to make the return easier for operators to complete in particular, whether BSOG data can be used for kilometres. As local authority splits are found to be particularly burdensome, we will explore whether it is possible to derive suitable estimates from administrative sources (e.g. Traveline timetable and route information, VOSA data on registered routes) though this may not be possible for the 2011/12 survey.
- 21. We will continue to monitor the use of the information collected from operators, ensuring that there is a clear need for this and that use is made of alternative data sources wherever possible.

# Proposed changes to bus statistics from 2011/12: response and decisions

22. The Department consulted informally on several specific changes to the data collected and published as part of the annual bus statistics (the original proposals are summarised in Annex C). The following outlines the feedback we received on each proposal and the decisions we have taken. Where relevant, analysis of alternative data sources is also included below.

#### Non-local services

- 23. A couple of users felt that data currently available on non-local services is poor. Detailed analysis is not possible from the existing data, which covers several different areas scheduled coaches, school contracts and holidays/other private hire work and this was considered to limit the usefulness of the data collected.
- 24. Feedback from operators suggests that they have difficulty in providing reliable data on passengers carried, and analysis of data from the National Travel Survey demonstrates that this offers an alternative source which is likely to be more reliable for high level monitoring of overall bus and coach passenger kilometres. This has now been used to estimate bus and coach passenger kilometres for publication (link).
- 25. Consequently, we will not continue to collect this patronage and distance data from operators. Given this, we do not feel that the limited use of the other data for non-local operators (on staff and vehicles) justifies the burdens on operators or the resources involved in collecting it on a regular annual basis as currently. Should there be indications of sufficient need, we will consider collecting data on a more ad-hoc or targeted basis (e.g. surveys every two or three years at times which are outside operators' busier periods, or in advance of a clearly identified need).
- 26. However, as several users expressed interest in scheduled coach services specifically, we will consider whether data on timetables and routes used in journey planning (and available

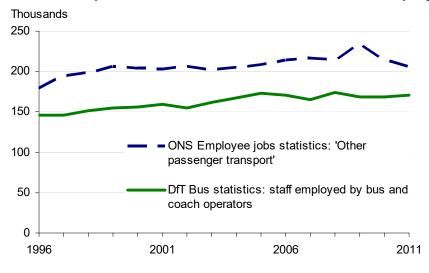
through the National Public Transport Data Repository, <u>NPTDR</u>, for a 'snapshot' week in October) can be used as both a basis for estimation of kilometres travelled, and as a way to ask operators for information on passengers carried, and vehicles used, for these scheduled services in future, though contracting out of services may present difficulty in collecting meaningful information.

27. **Decision:** We will stop collecting information from non-local operators, and replace with ad-hoc surveys as required. We will explore the possibility of using NPDTR to produce and gather information on scheduled coach services.

#### Staff employed

- 28. We received feedback that as a key component of costs, data on staff employed are useful and numbers of drivers was felt to be insufficient for some purposes.
- 29. We have looked at the extent to which data from alternative sources can provide a measure of staff employed in the bus and coach industry. ONS publish figures for 'Other passenger land transport' which covers mainly buses and coaches, but also includes underground, metro and taxi operations (rail is excluded). A breakdown of staff by occupation within this category is possible (at least into bus/coach drivers and others) and we believe that, although imperfect, this should be sufficient as a broad measure of the contribution of the overall bus and coach industry to the labour market. The trends shown are similar to the existing DfT data, although the levels are higher, which is likely to be due to the inclusion of the non-bus/coach categories.

Chart: Comparison of ONS and DfT data on staff employed (data to end Q1 each year)



- 30. However, as operators report that providing data on staff is straightforward, we propose to continue to collect staff data from local bus operators (and potentially operators of scheduled coaches), and will maintain a consistent time series for these to allow better comparison with other data related to local bus services.
- 31. **Decision:** Continue to collect staff data from local bus operators only. We will publish relevant information from other sources (ONS data) within the DfT bus statistics for comparison.

#### Vehicles operated

- 32. Data on vehicle age were felt by one user to be a potential measure of quality of bus services and an indication of accessibility. However, specific information is collected on accessibility of buses, and for more general statistics on vehicle age we believed that the DVLA data offer a better source of information.
- 33. However, after further analysing the DVLA data it is clear that whilst this provides a suitable measure of trends in vehicle age across the bus and coach industry as a whole, it is not possible to isolate operators of *local* bus services adequately from the data available. In particular, the average age for vehicles owned by local operators is lower than across the whole industry.
- 34. As operators reported that this information is easy to supply, we will therefore continue to collect it for those operating local bus services, using the DVLA data as a measure for the wider sector.
- 35. **Decision:** We will continue collecting data on vehicle age from local operators only, in the PSV survey. We will include tables showing equivalent series derived from DVLA data where relevant, or link to these where they already exist.

#### **Bus reliability**

- 36. One response to the consultation expressed a desire to retain this data as a reliable measure of bus reliability on a nationwide basis, as reliability is one of the key priorities for bus passengers. However, there was little other interest in retaining this indicator. Therefore we do not feel that the existing use made of the data collected justifies the resources required to collect it (as a separate survey) or the burdens on operators.
- 37. **Decision:** Data on bus reliability will not be collected in future. However to meet needs for overall national figures, a national level measure of punctuality will be published, aggregating the data provided by local authorities using data on number of bus services from Traveline timetable data (provided that this can be done robustly).
- 38. Passenger perceptions of bus reliability are also likely to be an important measure. Passenger Focus publish information on bus passenger satisfaction on a range of issues, including reliability of services. The report of the 2012 bus passenger survey is available here.

#### **Concessionary journeys**

- 39. We received feedback from several users (representing government, industry and passengers) indicating interest in data on youth concessionary journeys, and in publication of more information relating to concessionary travel. Although the Department collects information from local authorities on schemes, this does not include number of journeys.
- 40. **Decision:** We will continue to collect this data, either from operators as currently or from local authorities. We will look to publish separate figures for youth and elderly/disabled concessionary journeys where the data quality is sufficient to merit this.

# **Contact details**

41. We welcome any further comments, either on the proposed changes, or on other aspects of our bus statistics. Contact details are provided below.

Bus and Local Transport Statistics team, Department for Transport - March 2012

Telephone: (020) 7944 3076 Email: <a href="mailto:bus.statistics@dft.gsi.gov.uk">bus.statistics@dft.gsi.gov.uk</a>

# **Annex A: User feedback questions**

Q1:	Why are these statistics of intere	est to you? Please give brief deta	ils of how you use them
Q2:	How well do the current statistics  Completely  Not well	well, but not completely  Not at all	) 
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Q3:	If you have indicated that the sta could they be improved?	tistics do not completely meet yo	our needs, why is this? How
Q4:	Please indicate which areas of th	e statistics are of interest to you  Essential Desirable/useful  to my work for my work	Don't use
	Local bus services	to my work	
	Bus passenger journeys – total Passenger journeys – local authority Concessionary passenger journeys Passenger miles/kilometres Bus vehicle kilometres – total Bus vehicle kilometres – subsidised Bus industry revenue Bus fares index		
	Bus industry costs Bus reliability – national Bus punctuality – local authority Vehicles Staff		
	Non-local services Passenger miles/kilometres Vehicles Staff		
Q5:	We currently produce statistics of sub-national groups are of interest		licate which of the following
	English regions English local authorities English metropolitan areas (PTEs) English non-met areas (shires) London	☐ England ☐ Scotland ☐ Wales ☐ Great Britain	
Q6:	We are planning to make some collecting information on non-loo you have any comments on these	cal services, PSV staff, age of vel	hicles or bus reliability. If
Q7:	Are there any changes to the bus improvements to content, presert of methods)		

# **Annex B: Operator feedback questionnaire**

Q1: What is the post/job title of the person who spends most time on the return (please indicate closest match from list below)

- Managing director/owner
- Operations manager
- Finance director/controller
- Accountant
- Admin/finance assistant
- Other

Q2: Roughly how long does it take to complete the return?

- Less than 1 hour
- 1 up to 3 hours
- 3 up to 5 hours
- More than 5 hours

Q3: For each of the following question areas covered by the survey, please indicate how easy it is to provide the information requested

	Information readily to hand	Easy to extract/ compile	Difficult/time- consuming to extract/compile	Information not available - can only estimate
Number of vehicles [Q1]				
Number of staff by type [Q3]				
Bus equipment [Q4]				
Bus age [Q5]				
Overall vkms [Q7]				
Subsidised vkms [Q7]				
Vkms by local authority area [Q12]				
Overall passenger boardings [Q8]				
Concessionary passenger boardings [Q8]				
Passenger boardings by local authority area [Q12]				
Overall revenue [Q14]				
Passenger receipts [Q14]				
Overall costs [Q16]				
Local and non-local services operating costs [Q16]				

- Q4: Which aspect of the return is the most difficult/burdensome to complete? (describe)
- Q5: Please give details of any aspects of the survey which are particularly unclear or difficult to understand. This is very useful for us to know
- Q6: Which of the following sources of information do you use to complete the return? (please tick all that apply)
  - ETM data
  - Paper-based passenger/ticketing records
  - BSOG returns

- Vehicle odometer/distance readings
- Accounts/financial records
- Information provided to local authorities
- Best estimates
- Other
- Q7: Bearing in mind that the Department needs to collect the information requested, do you have any suggestions as to how this could be done more efficiently/with lower burdens on operators?
- Q8: Please indicate the number of vehicles that your survey return covers
  - Less than 10
  - 10 to 50
  - More than 50
- Q9: Roughly how many people/departments are involved in producing the figures required by the return
  - 1
  - 2 or 3
  - 4 or 5
  - More than 5

Thanks for your time in providing feedback. If you are willing to help us further as we develop next year's survey (for example, commenting on proposed questions), please enter your name/operator name/licence number below.

# Annex C: Outline of proposed changes for consultation

The Department for Transport (DfT) produces a range of statistics on buses to inform monitoring of trends in the bus industry. The majority of the data are available through published tables, with additional ad-hoc analyses sometimes available on request. Most data are available at national level, with some tables available at regional level. Passenger journey levels and punctuality are published at local authority level.

We are keen that the published statistics reflect users' needs as well as possible, with the minimum possible burden imposed on data providers (largely bus operators). As a result we are reviewing the data collected and plan to make some changes which are outlined below.

We are seeking user feedback on our proposals and on our bus statistics more generally via a short online survey available <a href="mailto:bus.data@dft.gsi.gov.uk">bus.data@dft.gsi.gov.uk</a>. If you have any comments, please let us have them by **31 December 2011**. We will consider any feedback received before finalising changes early in 2012, and informing users of the decisions on this website.

#### Topic/subject area

#### Non-local services

The majority of the published DfT bus statistics relate to local bus services only, the exceptions being tables showing staff employed and vehicles operated which cover all PSV operators, including those who do only non-local work (e.g. school contracts, private hire). An estimate of passenger kilometres on local and non-local services is published separately in the annual Transport Statistics Great Britain publication.

#### Proposal and justification

#### Stop collecting all information.

Currently the information collected on non-local services contributes little to the published statistics. We propose to stop collecting all information on non-local services, in order to reduce burdens on operators (reducing the sample size for the annual PSV survey from 1,600 to 800).

In future, tables relating to vehicles would then relate to those operated by local operators (though this will include vehicles used for non-local work by these operators). We will produce a time series on an equivalent basis back to 2004/05.

Alternative sources of data allow high level monitoring of trends for non-local services. For example, the National Travel Survey has information on non-local bus journeys, bus and coach mileage can be obtained from DfT traffic statistics and DfT vehicle statistics include numbers of licensed buses and coaches.

#### Staff employed by PSV operators

Currently information on staff employed by PSV operators is collected from 1,600 operators through the annual PSV survey and include number of drivers, maintenance and other administrative staff.

#### Vehicles operated

Currently the annual PSV survey asks operators to supply information about the

#### Stop collecting

We propose to stop collecting information about staff through the PSV survey. Other Government surveys (for example, the <u>Labour Force Survey</u>) provide estimates of the total number of bus and coach drivers which we believe are sufficient for high level monitoring.

#### Reduce information collected

We plan to stop collecting information on buses by age group through the PSV survey, to reduce

Topic/subject area	Proposal and justification
number of buses, coaches and minibuses that they operate, with more detailed information about buses in particular including those which are accessible, fitted with different types of equipment, and in different age groups.	burdens on operators. <u>DVLA data</u> on licensed buses and coaches by year of registration offers an alternative route to assess the profile of the market, and feed into assessment of future PSVAR compliance.
Bus reliability Information on scheduled kilometres run on local bus services is collected through an annual survey of the 70 largest operators (including TfL for London).	Stop collecting We propose to stop this collection, as there is no longer a clear need for this information at the national level following the dropping of the target related to reliability.  We will continue to collate information on bus punctuality from local authorities for the current DfT Business Plan indicator. Passenger Focus collect data on passenger satisfaction with a range of aspects of bus services, including reliability.
Concessionary passenger journeys Passenger journeys are collected through the annual PSV survey, currently split into elderly/disabled concessions, youth concessions and non-concessionary passengers	Reduce detail collected  We are planning to stop collecting figures for youth concessions, and propose to publish only elderly/disabled concessionary journeys in table BUS0105 in future. This will simplify the survey for operators. DfT has a separate Concessionary Travel survey which collects this information from

In addition to the above, we are planning to make further changes to reduce the amount of information which is collected but not currently published. This includes data on operating revenue from contracts and concessionary travel reimbursement (where published figures are derived from local government finance statistics).

local authorities.