

# Public Document Pack

## Overview and Scrutiny Management Committee

Thursday, 14th October, 2021  
at 5.00 pm

### **PLEASE NOTE TIME OF MEETING**

Council Chamber, Civic Centre,  
Southampton

This meeting is open to the public

### **Members**

Councillor Fielker (Chair)  
Councillor Savage (Vice-Chair)  
Councillor Chaloner  
Councillor Cooper  
Councillor Fuller  
Councillor Guthrie  
Councillor Renyard  
Councillor Stead  
Councillor Vaughan

### **Appointed Members**

Nicola Brown, Primary Parent Governor  
Catherine Hobbs, Roman Catholic Church  
Francis Otieno, Primary Parent Governor  
Claire Rogers, Secondary Parent Governor  
Rob Sanders, Church of England

### **Contacts**

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## PUBLIC INFORMATION

### Overview and Scrutiny Management Committee

The Overview and Scrutiny Management Committee holds the Executive to account, exercises the call-in process, and sets and monitors standards for scrutiny. It formulates a programme of scrutiny inquiries and appoints Scrutiny Panels to undertake them. Members of the Executive cannot serve on this Committee.

#### **Role of Overview and Scrutiny**

Overview and Scrutiny includes the following three functions:

- Holding the Executive to account by questioning and evaluating the Executive's actions, both before and after decisions taken.
- Developing and reviewing Council policies, including the Policy Framework and Budget Strategy.
- Making reports and recommendations on any aspect of Council business and other matters that affect the City and its citizens.

Overview and Scrutiny can ask the Executive to reconsider a decision, but they do not have the power to change the decision themselves.

**Use of Social Media:-** The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair's opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council's Standing Orders the person can be ordered to stop their activity, or to leave the meeting. By entering the meeting room you are consenting to being recorded and to the use of those images and recordings for broadcasting and or/training purposes. The meeting may be recorded by the press or members of the public. Any person or organisation filming, recording or broadcasting any meeting of the Council is responsible for any claims or other liability resulting from them doing so. Details of the Council's Guidance on the recording of meetings is available on the Council's website.

#### **Southampton: Corporate Plan 2020-2025 sets out the four key outcomes:**

- Communities, culture & homes - Celebrating the diversity of cultures within Southampton; enhancing our cultural and historical offer and using these to help transform our communities.
- Green City - Providing a sustainable, clean, healthy and safe environment for everyone. Nurturing green spaces and embracing our waterfront.
- Place shaping - Delivering a city for future generations. Using data, insight and vision to meet the current and future needs of the city.
- Wellbeing - Start well, live well, age well, die well; working with other partners and other services to make sure that customers get the right help at the right time

#### **Procedure / Public Representations**

At the discretion of the Chair, members of the public may address the meeting on any report included on the agenda in which they have a relevant interest. Any member of the public wishing to address the meeting should advise the Democratic Support Officer (DSO) whose contact details are on the front sheet of the agenda.

**Smoking Policy:-** The Council operates a no-smoking policy in all civic buildings.

**Mobile Telephones:-** Please switch your mobile telephones to silent whilst in the meeting

#### **Fire Procedure:-**

In the event of a fire or other emergency a continuous alarm will sound and you will be advised by Council officers what action to take.

**Access is available for disabled people.** Please contact the Democratic Support Officer who will help to make any necessary arrangements.

#### **Dates of Meetings: Municipal Year 2019/20**

2021	2022
10 June	13 January
15 July	3 February
12 August	10 March
9 September	14 April
14 October	
11 November	
16 December	

## **CONDUCT OF MEETING**

### **TERMS OF REFERENCE**

The general role and terms of reference for the Overview and Scrutiny Management Committee, together with those for all Scrutiny Panels, are set out in Part 2 (Article 6) of the Council's Constitution, and their particular roles are set out in Part 4 (Overview and Scrutiny Procedure Rules – paragraph 5) of the Constitution.

### **RULES OF PROCEDURE**

The meeting is governed by the Council Procedure Rules and the Overview and Scrutiny Procedure Rules as set out in Part 4 of the Constitution.

### **BUSINESS TO BE DISCUSSED**

Only those items listed on the attached agenda may be considered at this meeting.

### **QUORUM**

The minimum number of appointed Members required to be in attendance to hold the meeting is 4.

## **DISCLOSURE OF INTERESTS**

Members are required to disclose, in accordance with the Members' Code of Conduct, **both** the existence **and** nature of any "Disclosable Pecuniary Interest" or "Other Interest" they may have in relation to matters for consideration on this Agenda.

### **DISCLOSABLE PECUNIARY INTERESTS**

A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:

- (i) Any employment, office, trade, profession or vocation carried on for profit or gain.
- (ii) Sponsorship:

Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

- (iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.

- (iv) Any beneficial interest in land which is within the area of Southampton.

- (v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.

- (vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.

- (vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:

- a) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
- b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

## **Other Interests**

A Member must regard himself or herself as having an, 'Other Interest' in any membership of, or occupation of a position of general control or management in:

Any body to which they have been appointed or nominated by Southampton City Council

Any public authority or body exercising functions of a public nature

Any body directed to charitable purposes

Any body whose principal purpose includes the influence of public opinion or policy

## **Principles of Decision Making**

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

## **AGENDA**

### **1 APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)**

To note any changes in membership of the Panel made in accordance with Council Procedure Rule 4.3.

### **2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS**

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

NOTE: Members are reminded that, where applicable, they must complete the appropriate form recording details of any such interests and hand it to the Democratic Support Officer.

### **3 DECLARATIONS OF SCRUTINY INTEREST**

Members are invited to declare any prior participation in any decision taken by a Committee, Sub-Committee, or Panel of the Council on the agenda and being scrutinised at this meeting.

### **4 DECLARATION OF PARTY POLITICAL WHIP**

Members are invited to declare the application of any party political whip on any matter on the agenda and being scrutinised at this meeting.

### **5 STATEMENT FROM THE CHAIR**

### **6 CHILDHOOD OBESITY - UPDATE ON PROGRESS** (Pages 1 - 10)

Report of the Cabinet Member for Health and Adult Social Care providing the Committee with an update on progress made delivering the approved recommendations generated by the Childhood Obesity Scrutiny Inquiry.

### **7 EXCLUSION OF THE PRESS AND PUBLIC - CONFIDENTIAL PAPERS INCLUDED IN THE FOLLOWING ITEM**

To move that in accordance with the Council's Constitution, specifically the Access to Information Procedure Rules contained within the Constitution, the press and public be excluded from the meeting in respect of any consideration of the confidential appendices to the following Item.

Confidential appendix 1 contains information deemed to be exempt from general publication based on Category 3 of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not in the public interest to disclose this because doing so would prejudice the Authority's ability to achieve best consideration.

Confidential appendix 2 contains information deemed to be exempt from general publication based on Categories 3 and 7a of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not considered to be in the public interest to disclose the information because doing so would put the Council or other parties at a commercial disadvantage and prejudice the Council's negotiating position and its ability to achieve best consideration.

**8 FORWARD PLAN** (Pages 11 - 96)

Report of the Service Director, Legal and Business Operations enabling the Overview and Scrutiny Management Committee to examine the content of the Forward Plan and to discuss issues of interest or concern with the Executive.

**9 MONITORING SCRUTINY RECOMMENDATIONS TO THE EXECUTIVE**  
(Pages 97 - 102)

Report of the Service Director, Legal and Business Operations, enabling the Overview and Scrutiny Management Committee to monitor and track progress on recommendations made to the Executive at previous meetings.

Wednesday, 6 October 2021

Service Director – Legal and Business Operations

# Agenda Item 6

<b>DECISION-MAKER:</b>	<b>OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE</b>
<b>SUBJECT:</b>	<b>TACKLING CHILDHOOD OBESITY IN SOUTHAMPTON – UPDATE ON PROGRESS</b>
<b>DATE OF DECISION:</b>	<b>14 OCTOBER 2021</b>
<b>REPORT OF:</b>	<b>COUNCILLOR PETER BAILLIE CABINET MEMBER FOR CHILDREN’S SOCIAL CARE</b>

<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	<b>Executive Director Wellbeing (Children &amp; Learning)</b>	
	<b>Name:</b>	<b>Robert Henderson</b>	<b>Tel: 023 8083 4899</b>
	<b>E-mail</b>	<b>Robert.Henderson@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Senior Public Health Practitioner</b>	
	<b>Name:</b>	<b>Ravita Taheem</b>	<b>Tel: 023 8083 3020</b>
	<b>E-mail</b>	<b>Ravita.Taheem@Southampton.gov.uk</b>	

<b>STATEMENT OF CONFIDENTIALITY</b>	
None	
<b>BRIEF SUMMARY</b>	
<p>In August 2020 the Scrutiny Inquiry Panel completed an inquiry to consider what may be done in Southampton to tackle childhood obesity. The recommendations were accepted by Cabinet in December 2020. This report provides an update on progress against each of the recommendations of the scrutiny inquiry.</p> <p>Work to implement a number of recommendations from the scrutiny inquiry has commenced and is progressing well. However, plans are required to ensure ambitions to address the food environment are also developed in a timely manner especially in view of the recent publication of the National Food Strategy and the forthcoming government white paper.</p> <p>Plans to undertake a whole systems approach will support an on-going process of working with stakeholders in the system to identify the causes of childhood obesity and develop interventions to address them.</p>	
<b>RECOMMENDATIONS:</b>	
	(i) That the Committee note the progress made implementing the approved recommendations emanating from the Tackling Childhood Obesity Scrutiny Inquiry.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>	
1.	To enable the Overview and Scrutiny Management Committee to scrutinise progress made implementing the approved recommendations from the Tackling Childhood Obesity Scrutiny Inquiry.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>	

2.	None.
<b>DETAIL (Including consultation carried out)</b>	
3.	In Southampton, the level of obesity among year R students has remained stable and similar to the national average, whereas rates in year 6 children have increased overtime and have become worse than the national average. The National Child Measurement Programme data indicate that in 2019/20 in Southampton, the percentage of children who were overweight and obesity in year R was 24.4% (England 23.3%) and in year 6 it was 38.0% (England 35.2%).
4.	From October 2019 to February 2020 the Scrutiny Inquiry Panel undertook an inquiry to consider what more may be done in Southampton to tackle childhood obesity. The concluding meeting of the inquiry was delayed due to the Covid-19 lockdown. However, the final report of the Panel was presented to Cabinet on 18 August 2020. Cabinet determined that all the recommendations within the report should be adopted in full, however, the Covid-19 pandemic has necessitated a re-direction of Council resources to deal with the crisis. Therefore, the action plan to tackle childhood obesity was adopted in two phases. Phase 1 focused on areas that could be progressed from January 2021. Phase 2 will commence in January 2023 or when additional funding can be secured. The following paragraphs provide a summary of the progress made against the recommendations.
	<b>Phase 1</b>
5.	Strategic oversight for tackling childhood obesity in Southampton has been secured through the Cabinet Member for Children's Social Care. In addition, the Executive Director for Wellbeing (Children and Learning) is heading up a task and finish group to oversee delivery of the recommendations.
6.	To help foster a council-wide approach, the Council have also made a commitment sign up to the Local Authority Declaration on Healthy Weight (HWD). Plans are in place to be one of the first councils on the south coast to sign up to the HWD by March 2022. A steering group will oversee this programme of work and in 6-12 months this will evolve into a group to oversee the whole systems approach (WSA) to obesity. The WSA has been recommended by Public Health England for several years and a number of councils in England have adapted the approach for their areas.
7.	To ensure public health priorities are fully considered as part of the new City Vision, funding has been allocated for a new joint Public Health and Planning post. The role has been graded and recruitment is progressing. This role will involve work on the scrutiny inquiry recommendation to use the planning system to promote healthy weight environments and restrict the growth in hot food takeaways.
	<b>Phase 2</b>
8.	An overarching recommendation in the scrutiny inquiry was improving the local food environment. The main recommendations of becoming a Sustainable Food Place and implementing a programme to encourage fast food retailers to provide healthier options were postponed to phase 2. The damaging effects of the current national food system have been highlighted in the recently published National Food Strategy. This will be followed by a government White Paper in the next few months. The strategy put a spotlight



	on obesity and the healthy years of life lost to illness, disability and death. Fundamental change to the food system requires regulation at a national level. However, during the scrutiny inquiry into tackling childhood obesity in Southampton, local levers and examples of best practice from other councils were explored and included in the recommendations. Consideration is now required as to how the Council could make progress on these recommendations. In the first instance priority should be given to a review of the local food environment.
9.	Additional funding and resources have been allocated to the healthy settings programmes in the city (Healthy Early Years Award and Healthy High-5 (HH5 for schools)). The increased funding for HEYA will provide the capacity to recruit 70% of local nurseries to the programme. The additional support for HH5 from the Education team will aim to engage all schools in the city with the award.
10.	The inquiry highlighted the potential role of the HENRY programme (Healthy Eating and Nutrition in the Really Young (a parenting programme)) in tackling childhood obesity in other local authority areas. The inquiry recommendation was aimed at developing local parenting programmes to consider HENRY. This area of work requires further consideration and will be included as part of the work of the task and finish group.
	<b>Summary</b>
11.	Work to implement a number of recommendations from the scrutiny inquiry has commenced and is progressing well. Some recommendations have been deprioritised at this time and others, particularly work to improve the food environment have been postponed to phase 2 or until funding becomes available. However, it remains the ambition of the Council to address the food environment in the city and to progress this in a timely manner. The recent publication of the National Food Strategy will act as a catalyst for this work.
12.	Work to undertake a whole systems approach to obesity will continue to develop. This will support an on-going process of working with stakeholders in the system to create and implement localised and innovative solutions.
13.	As identified in the detailed progress update attached as Appendix 1, the next 12 months will be key to addressing challenges identified within the inquiry report. Given this, the Committee may wish to request an update on progress in 12 months' time.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
14.	Any proposals that require additional expenditure will need the funding source to be identified before any costs are incurred.
15.	The Public Health grant is provided annually. We await the national decision on the public health grant value for 2022/23 or indeed if the grant will end. The future funding mechanism, level and criteria have not been confirmed and there is not a timescale for confirmation. Therefore, public health funding cannot be committed at this stage.
16.	Phase 1

	<p>Funding is required for phase 1 of the plan. The estimated funding requirement is £60,000 over two years. This funding has been committed from the Public Health budget this year (from the Public Health reserve). This Phase spans 2021/22 and 2022/23. The approximate cost each year will be around £11.3K-£17.1k for 2021/22 and £47.9k-£43.1k for 2022/23 but would be dependant on when the post was appointed to.</p> <p>Phase 2</p> <p>-We do not have the funding available to commence phase 2 but at this stage the estimated annual funding requirement of £41,000 per annum (£31,000 per annum officer time, plus £10,000 per annum of additional resource) to progress recommendations 4 and 13-16.</p> <p>-A one-off cost of £1400-£2,000 for recommendation 9 has been secured.</p> <p>- HEYA 2021/22-there has been an uplift to the HEYA budget to support the scaling up of the scheme. £13.5k per annum to £28.8k, although funding for 2022/23 is still to be confirmed.</p> <p>-Business cases will be developed to deliver the other recommendations in the plan.</p> <p>-It is recommended to the Executive Management Team that the DPH, Executive Director of Children's and Executive Director of Place work with Finance colleagues to identify what can be achieved within existing resources and where there are resource gaps – that would require reprioritisation of resource.</p>
<b><u>Property/Other</u></b>	
17.	None
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
18.	<p>The Health and Social Care Act 2012 requires Local authorities to collect data on Reception Year and Year 6 children's height and weight from all state-maintained schools within their area as part of the National Child Measurement Programme. Public Health England (PHE) provide <a href="#">operational guidance</a> to local authorities and schools on how to undertake the exercise.</p> <p>The Act also requires Local Authorities to improve the health of their local population.</p>
<b><u>Other Legal Implications:</u></b>	
19.	None
<b>RISK MANAGEMENT IMPLICATIONS</b>	
20.	Executive Director for Wellbeing (Children and Learning) is heading up a task and finish group to oversee delivery of the recommendations.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
21.	Reducing childhood obesity is a stated priority within the 2021-2025 Corporate Plan.

<b>KEY DECISION?</b>	No	
<b>WARDS/COMMUNITIES AFFECTED:</b>	All	
<u>SUPPORTING DOCUMENTATION</u>		
<b>Appendices</b>		
1.	Action plan: Tackling Childhood Obesity – Update October 2021	
<b>Documents In Members' Rooms</b>		
1.	None	
<b>Equality Impact Assessment</b>		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out?		An ESIA should be conducted on each of the key projects by the project leads once agreed.
<b>Data Protection Impact Assessment</b>		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?		No
<b>Other Background Documents</b>		
<b>Other Background documents available for inspection at:</b> <a href="https://www.southampton.gov.uk/media/j40nnlg4/tackling-childhood-obesity-in-southampton_tcm63-430655.pdf">https://www.southampton.gov.uk/media/j40nnlg4/tackling-childhood-obesity-in-southampton_tcm63-430655.pdf</a>		
<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>	
1.	<a href="#">Tackling Childhood Obesity Scrutiny Inquiry Final Report</a>	

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## Appendix - Action plan: Tackling Childhood Obesity – update October 2021

The recommendations from the Scrutiny Inquiry have been categorised into three themes which align to key SCC functions: Place, Public Health and Children & Learning. The table outlines how the recommendations will be achieved. All recommendations can link to the City of Culture bid and Green City commitments where applicable. The table below shows how the two phased approach will be prioritised.

Recommendation	Theme lead	Resource implications	Update October 2021
<b>Phase 1 from January 2021</b>			
<b>1. City Vision Local Plan</b> – Incorporate guidance published by Public Health England - ‘Using the planning system to promote healthy weight environments’ in the developing City Vision to ensure that the facilitation of a healthy city is a priority in the city’s development. (Place)	Kate Martin	From April 2021 £60,000 funding to cover two years part-time officer time allocated	To ensure public health priorities are fully considered as part of the new City Vision, funding has been allocated for a new joint Public Health and Planning post. The role has been graded and recruitment is being scheduled, the start date is yet to be finalised.
<b>2. Restrict the growth in hot food takeaways</b> – Include within the developing City Vision a policy that helps to manage the increase in exposure to takeaways in Southampton. Following consultation with the Chair of the Planning and Rights of Way. (Place)			
<b>3. Improve our knowledge and understanding of the food environment in the city</b> – To develop policies that meet the requirements of local communities we first need to understand the food environment within the communities. to map, measure and monitor access to food outlets at a neighbourhood level to help develop, alongside obesity mapping and community engagement, our understanding of the variations in childhood obesity levels. (Place)	Dan King	From Autumn 2021 Within existing funding and when prioritised by Public Health	Further planning required. This analysis and report will be a precursor for ongoing work on the food environment.
<b>6. Leisure model review</b> – Leisure facilities and green spaces are key assets in the drive to increase levels of physical activity in the city. (Place)	Kate Martin/Paul Paskins	From Jan 2021 business case to be developed	The leisure services review is underway and will inform the new City Vision. The first phase of the review was completed by Max Associates and overseen by the Leisure Group. The review includes recommendations to ensure agreements are in place to enable communities to access school sports and leisure facilities. The next steps will include consultations with local clubs and community groups and the development of business cases to refresh local leisure centres.

<p><b>7. Target deprived communities when promoting health initiatives within settings</b> - Direct resources to increasing participation from settings within deprived communities, proportionate to level of need, to avoid inadvertently increasing health inequalities. (Place)</p>	<p>Mary Darcy-Steve Smith/Jason Murphy</p>		<p>An expanded Community Engagement Team is enabling SCC to increase its reach into communities most at risk, between Stronger Communities, Housing, Adults and Children's Services. This will be further developed by dedicated data analytics to understand the contextual risk factors experienced by some of our most deprived communities, which will help with coordinating interventions to communities most in need. The Child Friendly City ambition has flagged the problem of childhood obesity as a key strand of activity. The dedicated Child Friendly Project Officer within our youth participation team, will involve children and young people in activity that can improve public health outcomes for them and their peers.</p>
<p><b>8. Commit to the Whole Systems Approach to obesity</b> - Implementing the previous recommendations will result in fewer overweight and obese children in Southampton. (Public Health)</p> <p><b>9. Sign and commit to the Local Authority Declaration on Healthy Weight</b> – The Healthy Weight Declaration provides the strategic vision and aspiration that can underpin the whole systems approach to obesity. (Public Health)</p>	<p>Debbie Chase</p>	<p>From January 2021 Within existing resources- Public Health officer time. From Jan 2022</p> <p>One off cost of £1,400-£2,000 for adoption of the Local Authority Declaration on Healthy Weight Public Health officer time</p>	<p>Plans are in place to be one of the first councils on the south coast to sign up to the Local Authority Declaration on Healthy Weight by March 2022. A steering group will oversee this programme of work and in 6-12 months this will evolve into work to begin a whole systems approach (WSA) to obesity.</p>
<p><b>11. Develop/clarify governance arrangements</b> to oversee development in tackling childhood obesity in Southampton – A coherent approach to co-ordinating action and measuring outcomes needs to be in place to ensure that progress is being made, and all relevant city council functions are contributing to the objectives. The approach should explore opportunities for leadership from, and co-production with, children and young people. (Public Health)</p>		<p>From January 2021</p> <p>Within existing resources- Public Health officer time</p>	<p>Strategic oversight has been secured through the Cabinet Member for Children's Social Care. In addition, the Executive Director for Wellbeing (Children and Learning) heading up a task and finish group to oversee delivery of the recommendations.</p>
<p><b>12. Develop the evidence base</b> – Engage with academia to encourage research to be undertaken into the effectiveness of</p>		<p>From January 2021</p>	<p>The Public Health team have increased collaboration on nutrition research applications.</p>

initiatives to tackle childhood obesity in Southampton. Findings can then be used to focus resources on effective practice. (Public Health)		Within existing resources- Public Health officer time to support funding bids	In the last 12 months the team have supported four research applications that have been developed by researchers at the University of Southampton and other Universities to develop the evidence base on nutrition and tackling childhood obesity
<b>Phase 2 From January 2023 (or when funding can be secured)</b>			
<b>4. Southampton Eating Better Awards</b> – Develop a free award scheme that supports and rewards businesses in Southampton that act to offer healthier food options and promote sustainability. (Place)	Kate Martin	From Jan 2023 if funding can be secured £25,300 per annum £10,000 set up costs and ongoing award costs	An overarching recommendation in the scrutiny inquiry was improving the local food environment. The recently published National Food Strategy highlighted obesity and the healthy years of life lost to illness, disability and death. Consideration is now required as to how SCC could make progress on these recommendations sooner. In the first instance priority should be given to a review of the local food environment.
<b>5. Seek to become a Sustainable Food Place</b> - Sustainable Food Places is a partnership programme led by the Soil Association, Food Matters and Sustain. Place)		From Jan 2023 Within existing resources- Place officer time	
<b>10. Measure BMI at Year 3</b> for Southampton school children. (Public Health)	Debbie Chase	From Jan 2023 Within existing resources- Public Health officer time to explore feasibility.	Currently the priorities of the 0-19 School Nurse Service are on COVID recovery. This recommendation will be reviewed and reconsidered based on the capacity of the service.
<b>13. Scale up initiatives so that they reach a critical mass</b> – Initiatives such as the Southampton Healthy Early Years Award; Southampton Healthy High 5 Award; Young Health Champions and the LifeLab programme are excellent schemes making a genuine difference to the lives of children and families in Southampton. (Children and Learning)	Rob Henderson	From 2023 if funding can be secured Finance required- be £5,700 per annum	Additional funding and resources have been allocated to the healthy settings programmes in the city (Healthy Early Years Award and Healthy High-5 (HH5 for schools)). The funding for HEYA has more than doubled and will provide the capacity to recruit 70% of nurseries to the programme.
<b>14 &amp; 15. Support Southampton schools to make healthy choices easier:</b> -Engage in conversation with schools about extending the length of lunch time. -Develop a packed lunch toolkit for schools which helps them to develop their own -Adopt a Good Food and Catering Procurement Policy, akin to Bristol City Council, <b>15. Analyse the uptake of free school meals</b> – Feedback provided identified that the take up of free school meals in Southampton is declining. (Children and Learning)			The additional support for HH5 from the Education team will aim to engage all schools in the city with the award.  Additional support for schools, including toolkits, data analyses and policies requires further consideration.

<b>16. Learn lessons from the HENRY programme</b> – Ensure that learning from Leeds City Council’s utilisation of the HENRY programme is built into the parenting programme delivered in Southampton by Solent NHS Trust. (Children and Learning)			This recommendation was aimed at developing local parenting programmes, which requires further consideration and will be included as part of the work of the task and finish group.
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### Summary of recommendations and costs

Phase	Est cost	Detail
Phase 1 from January 2021	<b>£60,000 over two years</b>	£60,000 funding secured from the Public Health budget this year. Additional funding to be secured as businesses cases are developed
Phase 2 from January 2023 or when funding can be secured	<ul style="list-style-type: none"> <li>• <b>£31,000 annual cost for staff time plus £10,000 additional costs</b></li>   <li>• <b>One off cost of £1,400-£2,000</b> for adoption of the Local Authority Declaration on Healthy Weight</li>   <li>• <b>Engage more nurseries with HEYA (increased funding required)</b></li> </ul>	Funding not secured Additional funding to be secured as businesses cases are developed  Funding secured  Funding secured for 2021/22, although funding for 2022/23 has not been confirmed



# Agenda Item 8

<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	FORWARD PLAN		
<b>DATE OF DECISION:</b>	14 OCTOBER 2021		
<b>REPORT OF:</b>	SERVICE DIRECTOR - LEGAL AND BUSINESS OPERATIONS		
<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	<b>Deputy Chief Executive</b>	
	<b>Name:</b>	<b>Mike Harris</b>	<b>Tel: 023 8083 2882</b>
	<b>E-mail</b>	<b>Mike.harris@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Scrutiny Manager</b>	
	<b>Name:</b>	<b>Mark Pirnie</b>	<b>Tel: 023 8083 3886</b>
	<b>E-mail</b>	<b>Mark.pirnie@southampton.gov.uk</b>	
<b>STATEMENT OF CONFIDENTIALITY</b>			
<p>The Forward Plan of Executive Decisions from 18 October 2021 identifies that there are confidential appendices attached to both the Revising the Litter Enforcement Service and the Northern Above Bar Properties Cabinet reports, both of which are due to be considered by the Overview and Scrutiny Management Committee on 14 October 2021.</p> <p>The confidentiality of the Revising the Litter Enforcement Service report is based on Category 3 of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not in the public interest to disclose this because doing so would prejudice the Authority's ability to achieve best consideration.</p> <p>The confidentiality of the Northern Above Bar Properties report is based on Categories 3 and 7(A) of paragraph 10.4 of the Council's Access to Information Procedure Rules. It is not considered to be in the public interest to disclose the information because doing so would put the Council or other parties at a commercial disadvantage and prejudice the Council's negotiating position and its ability to achieve best consideration.</p>			
<b>BRIEF SUMMARY</b>			
<p>This item enables the Overview and Scrutiny Management Committee (OSMC) to examine the content of the Forward Plan and to discuss issues of interest or concern with the Executive to ensure that forthcoming decisions made by the Executive benefit local residents.</p>			
<b>RECOMMENDATIONS:</b>			
	(i)	That the Committee discuss the items listed in paragraph 3 of the report to highlight any matters which Members feel should be taken into account by the Executive when reaching a decision.	
<b>REASONS FOR REPORT RECOMMENDATIONS</b>			
1.	To enable Members to identify any matters which they feel Cabinet should take into account when reaching a decision.		
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>			

2.	None.												
<b>DETAIL (Including consultation carried out)</b>													
3.	<p>The Council's Forward Plan for Executive Decisions from 18 October 2021 has been published. The following issues were identified for discussion with the Decision Maker:</p> <table border="1"> <thead> <tr> <th>Portfolio</th> <th>Decision</th> <th>Requested By</th> </tr> </thead> <tbody> <tr> <td>Growth</td> <td>Southampton Bus Service Improvement Plan</td> <td>Cllr Fielker</td> </tr> <tr> <td>Environment</td> <td>Revising the Litter Enforcement Service</td> <td>Cllr Fielker</td> </tr> <tr> <td>Finance &amp; Capital Assets</td> <td>Northern Above Bar Properties</td> <td>Cllr Fielker</td> </tr> </tbody> </table>	Portfolio	Decision	Requested By	Growth	Southampton Bus Service Improvement Plan	Cllr Fielker	Environment	Revising the Litter Enforcement Service	Cllr Fielker	Finance & Capital Assets	Northern Above Bar Properties	Cllr Fielker
Portfolio	Decision	Requested By											
Growth	Southampton Bus Service Improvement Plan	Cllr Fielker											
Environment	Revising the Litter Enforcement Service	Cllr Fielker											
Finance & Capital Assets	Northern Above Bar Properties	Cllr Fielker											
4.	Briefing papers responding to the items identified by members of the Committee are appended to this report. Members are invited to use the papers to explore the issues with the decision maker.												
<b>RESOURCE IMPLICATIONS</b>													
<b><u>Capital/Revenue</u></b>													
5.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.												
<b><u>Property/Other</u></b>													
6.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.												
<b>LEGAL IMPLICATIONS</b>													
<b><u>Statutory power to undertake proposals in the report:</u></b>													
7.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.												
<b><u>Other Legal Implications:</u></b>													
8.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.												
<b>RISK MANAGEMENT IMPLICATIONS</b>													
9.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.												
<b>POLICY FRAMEWORK IMPLICATIONS</b>													
10.	The details for the items identified in paragraph 3 are set out in the Executive decision making report issued prior to the decision being taken.												
<b>KEY DECISION</b>	No												
<b>WARDS/COMMUNITIES AFFECTED:</b>	None directly as a result of this report												
<b><u>SUPPORTING DOCUMENTATION</u></b>													

<b>Appendices</b>		
1.	Briefing Paper - Southampton Bus Service Improvement Plan	
2.	Confidential Briefing Paper - Revising the Litter Enforcement Service	
3.	Confidential Briefing Paper - Northern Above Bar Properties	
<b>Documents In Members' Rooms</b>		
1.	None	
<b>Equality Impact Assessment</b>		
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?		Identified in Executive report
<b>Data Protection Impact Assessment</b>		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?		Identified in Executive report
<b>Other Background Documents</b>		
<b>Equality Impact Assessment and Other Background documents available for inspection at:</b>		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	None	

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## BRIEFING PAPER

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**SUBJECT:** BUS SERVICE IMPROVEMENT PLAN (BSIP) & EVENING BUS  
FARES SUPPORT

**DATE:** 14 OCTOBER 2021

**RECIPIENT:** OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

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### THIS IS NOT A DECISION PAPER

#### SUMMARY:

This briefing paper summarises the draft Southampton Bus Service Improvement Plan (BSIP), which is a requirement of the Department for Transport's (DfT) National Bus Strategy (NBS). The BSIP is the first phase towards Southampton City Council (SCC) establishing an Enhanced Partnership with the local bus operators.

The briefing paper outlines how the Southampton BSIP meets the Government's aspirations and requirements of the NBS following co-development with the bus operators. It sets out the ambition for buses and how Southampton will look to bid for a share of the national funding of £3bn for buses to improve journey times, increase patronage, and make buses a more attractive travel option for people.

The note outlines an advanced intervention of the BSIP, which is to seek approval for the Council to support through a subsidy the ongoing £1 Evening Bus Fare, which has to date been commercially operated by the local bus operators and has supported the city's economic recovery. To enable the offer to continue up until the end of March 2022 will require funding from the Council as a temporary amendment to the Southampton Concessionary Fares Scheme as approved at Cabinet in March 2021.

#### BACKGROUND and BRIEFING DETAILS:

##### Background

1. In March 2021 the Government published the National Bus Strategy (NBS) 'Bus Back Better' as its long-term strategy for buses in England outside London. It aims to support economic recovery from Covid, meeting carbon emissions targets and increase investment in buses to London standards making buses an attractive alternative to the car. It sets out Government's vision to improve local bus services through greater local leadership, to reverse the recent shift in journeys away from public transport and encourage passengers back to the bus.
2. The aim of the NBS is that Local Transport Authorities (LTAs) and local bus operators work at pace with local communities to plan and deliver a fully integrated service with simple, multi-modal tickets, more bus priority measures, the same high quality information for all passengers, and better turn-up-and-go frequencies that keep running into the evenings and weekends. This is to be achieved via:

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- Bus service improvements on a network basis;
- Bus priority to reduce journey times and improve reliability;
- Cleaner & greener vehicles;
- Partnership working between Local Authorities and bus operators; and
- Better co-ordination between operators, particularly as the country emerges from the Covid-19 pandemic to avoid services being planned purely commercially and separate from what the LTA may want to achieve for its area.

This will be supported by Bus Recovery Grant (BRG) from 1<sup>st</sup> July 2021, reforms to the Bus Service Operators Grant – a ringfenced subsidy used to support bus services or the infrastructure they use (BSOG), and an additional £3bn to support delivery of the strategy. This funding is only available to LTA's who are willing to develop an Enhanced Partnership (EP) and publish a Bus Service Improvement Plan (BSIP).

3. To access the funding, the DfT have placed expectations on LTAs to develop EPs and a BSIP by April 2022. There are three steps to proceed through:
  - End of June 2021 – LTA to have published which statutory path to follow – on 15<sup>th</sup> June 2021 agreed Cabinet to pursue an Enhanced Partnership and published a Notice of Intent;
  - End of October 2021 – each LTA will need to publish a BSIP – updated annually and reflected in Local Transport Plans (LTPs); and
  - End of March 2022 – LTA needs to have EPs in place as an end-state to access new funding including BSOG.

From April 2022 the BSIP should be delivered either via the EP or franchising approaches.

## **Bus Service Improvement Plan (BSIP)**

4. A BSIP is developed by the LTA in collaboration with bus operators, community transport bodies and local businesses, services and people. It covers the whole LTA area and buses within it, focusing on delivering the bus network that the LTA and residents want to see including under and over provision of services and integration with other modes. A single BSIP could be developed with other LTAs particularly where economies and travel patterns overlap significantly.
5. A BSIP aims to set out a high-level strategy and ambition for achieving the aims of the EP and detailed delivery plan. They should cover:
  - The current situation for buses, population and travel demands in the area;
  - Proposals for improvement – how the LTA and operators propose to deliver the key goals of the NBS in Southampton; and
  - Post Covid Challenges.

An estimate of the funding needed to deliver on the proposals can also be included. Government will look at the ambition and delivery of the BSIP when deciding on funding for buses also for funding for wider non-bus transport projects.

6. The first outline Southampton BSIP is a high-level ambition document and is required to be submitted to the DfT by 31<sup>st</sup> October 2021. It should be consistent and integrated with the adopted Local Transport Plan (LTP) and be updated annually. It needs to be integrated with LTP and other strategies such as Cycling, Walking and Decarbonisation.

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This will then inform and guide the EP process due to be completed by April 2022. The draft BSIP is attached as Annex 1.

7. Since the publication of the Notice of Intent in June 2021, officers have been working closely with the bus operators and neighbouring authorities to develop the draft BSIP to set out a joint vision and aims for buses in Southampton. The BSIP sets out a high level vision of buses in Southampton, including how to continue to increase bus patronage in response to Covid. It includes plans for how it will be delivered and the targets for them. The BSIP covers the Southampton City Council Local Transport Authority area but also references the wider City Region including Hampshire.
8. The BSIP will cover the period up until 2030 and will be reviewed annually to ensure that it remains relevant and ambitious. The first review will be summer 2022, with subsequent ones happening each year to review progress against targets and activities and setting the delivery and funding plans. This will mean that the BSIP is a live document and able to be agile to reflect any changes in local, regional or national policy or ambition. The annual updates to the BSIP will be agreed in consultation with the relevant Cabinet Member.
9. The draft BSIP includes a vision statement – ‘That buses are a mode of choice where the bus network is built on reliability, green, integration, affordability, inclusivity & partnership to get Southampton moving to meet its needs now and in future.’
10. The BSIP then sets out nine ambitions for buses with targets, commitments and approach. The ambitions are:
  1. Buses are an attractive alternative – fast, modern and reliable;
    - Accessibility audits to bus stops and prioritise road and footway improvements on bus routes as part of annual maintenance programme,
    - Improve all bus stops with a minimum of Legible Bus flag, pole, a shelter where possible, bus stop road markings, lighting, safe routes, raised kerbs with accurate timetable & route information,
    - Business case funding to remove bus journey pinch point at Northam Rail Bridge,
    - Kickstart funding to improve service frequency, the length of the operating day and on Sundays, such as service enhancements to Harefield, Peartree, Upper Shirley and Freemantle, and
    - All buses to have USB charging points, latest next stop audio & visual announcements, upgrade to some inter-city services with additional charging points.
  2. Southampton’s bus network will be accessible to all and frequent
    - Widespread implementation of Traffic Signal Bus Priority by 2024
    - Use parking and traffic management tools e.g. Red Routes, enforcement, coordination of roadworks etc to reduce disruption and delay for buses;
  3. Bus travel is affordable, offers value for money, and achieves multi-operator access
    - Continue roll out of capped fares with Tap On, Tap Off readers in Southampton and City Region so people are charged the best value and simplest fare for their journey,
    - Roll out of Solent Mobility as a Services (MaaS) product from 2022,

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- Innovative fare and ticket offers for evening fares, those Not in Employment, Education or Training (NEETs), families or groups that offer good value for money,
  - Develop a Solent-wide Young Persons (e.g. 16-21yrs old) product that provides discounted bus travel;
4. Buses will be easy to understand and use
    - Improve timetable information and provision with e-ink screens to replace paper timetables by 2025,
    - Expand roll out of real-time information to most stops with updated digital displays;
  5. Buses are integrated with other modes and into the City;
    - Implement a network of Local Mobility Hubs with micro and shared mobility services, in Shirley, Swaythling, Bitterne, Sholing and Redbridge/Millbrook;
  6. The City and District Centres are hubs within the network and buses support their sustainable growth;
  7. Modern buses lead the way for the decarbonisation of transport;
    - Work with all the bus operators to start to phase out diesel vehicles from 2022 to have an all-electric bus fleet in Southampton by 2030;
  8. Passenger Input & Security;
    - Work with bus operators, Police and BBLP to link on-board CCTV into the Citywatch system;
- and
9. This is the first step – the development of the Southampton Mass Transit System (SMTS).
11. Performance targets have been proposed to monitor progress against the objectives and how the BSIP is performing:
- Speeding up Bus Journey Times – a year on year improvement in bus journey time reliability;
  - Reliability & Punctuality – improve bus punctuality so that 95% of services are operating on time;
  - Patronage Growth – to continue to grow bus passenger numbers in Southampton and City Region as the economy recovers from Covid;
  - Passenger Satisfaction – increase bus passenger satisfaction across Southampton.
12. Reporting on the BSIP will be done six-monthly against the targets, with an annual review carried out against all targets and delivery.
13. The BSIP will include a funding ask, to be finalised for publication, capital and revenue from the DfT. It is expected that there will be no additional funding ask of the Council beyond annual LTP Integrated Transport Block funding. The DfT funding will be for delivery of the activities in the BSIP such as continued investment in bus priority, bus stops and real time information, support new and increased frequency bus services, development of Rapid Bus Corridors that have been started through the Transforming Cities programme, innovative fare offers for families and young people, and kickstarting services including Park & Ride or increasing bus frequencies. The final amount received



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by Southampton will depend on the DfT’s assessment of the BSIP, its ambition, commitments from both bus operators and the LTA, and deliverability. An update will be provided to Cabinet/Council when this is clarified for approval.

14. The BSIP is a prelude to the Enhanced Partnership (EP) that the Council will be developing with bus operators, public and stakeholders over coming months in readiness for approval and commencement by April 2022. The EP will be a legal document and requires consultation with the bus operators and the public.

## Consultation

15. Co-development of the BSIP has been done with the bus operators in Southampton – GoSouth Coast, First Group, Xelabus and University of Southampton (as the owners of UniLink services) to ensure that the operators are jointly involved in its development and all parties buy-in to the process and the aims of the EP.
16. The BSIP will follow the objectives and priorities in the EP and is not required to have had formal consultation but needs to be developed in partnership with local bus operators.
17. For the EP there will need to be formal public consultation with residents, businesses, visitors, existing bus passengers, and Ward Members on the draft Plan and Schemes. This will need, as a minimum, to consult all bus operators, Traffic Commissioners, Police, Transport Focus, Competition & Markets Authority, and others deemed appropriate by the LTA. Bus operators have two opportunities to object (28 days) to the draft EP before formal public consultation and before the EP Plan is legally ‘made’.

## Funding & Resource

18. The DfT has provided an initial revenue capability funding (£212,000) towards the development of in-house resources for the preparation of both the EP and the BSIP. This will provide additional capacity for 1xFTE and consultant support within the Green City & Infrastructure service area. Delivery of any activities from the BSIP and EP will be through existing contractual arrangements such as the Highways Service Partnership, partnerships for Solent Go, directly with the bus operators, or bus shelter contract with ClearChannel.

## Timeline

19. The key dates for the preparation, consultation and making of the EP Plan & Scheme and BSIP are set out below.

Activity	Who	Dates ( <i>indicative</i> )
Cabinet Approval to prepare an EP	SCC	18 June 2021
Issue Notice of Intent to Prepare an EP - completed	SCC	30 June 2021
Formal discussions on EP and BSIP	SCC, HCC & Local Bus Operators	July-October 2021
Seek approval from draft BSIP and to consult	Cabinet	October 2021

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Issue a Notice that an EP Plan and BSIP have been prepared	Cabinet	October 2021
BSIP Submitted to DfT	SCC	31 October 2021
Preparation of the EP	SCC, HCC & Local Bus Operators	<i>October 2021-January 2021</i>
Local Bus Operators Objection Period on EP (minimum 28 days)	Local Bus Operators	<i>November 2021</i>
Formal (Public) Consultation on EP	SCC, HCC & Local Bus Operators	<i>December-January 2022</i>
Consultation Outcomes and Approval to 'make' the EP Plan	SCC Cabinet	<i>February 2022</i>
Issue Notice to 'make' the EP	SCC	<i>February 2022</i>
Local Bus Operators Objection Period	Local Bus Operators	<i>February-March 2022</i>
EP Plan Made		31 March 2022
Commence Planning and Delivery – any funding will require the necessary approvals	SCC, Local Bus Operators	From April 2022

## Evening Bus Fare Support

20. Cabinet determined on 19 July 2021 on the removal of all evening parking charges (18:00-Midnight) in all Council off-street car parks (including the multi-stories) and on-street parking bays. The off-street parking charges in the multi-stories are removed until June 2023 with surface car parks and on-street being permanent. This determination was approved at Cabinet on 19<sup>th</sup> July. In parallel to this, the main bus operators – Bluestar and First – introduced a promotional £1 Evening Bus Fare to further attract customers into the City Centre. This forms part of the package of activities to support Southampton's night-time economy to recover from the Covid pandemic. This early advanced measure that supports lower and value for money fares are well-aligned with and are part of the package of measures being proposed in the BSIP to make bus travel more affordable and attractive.
21. The promotional evening fare commercially offered by the bus operators initially ran until 5<sup>th</sup> September 2021. A fare at this level has been deemed by the bus operators as being unsustainable commercially. Overall bus patronage in Southampton is approximately 65% of pre-pandemic levels.
22. Both main bus operators have approached the Council requesting support to continue the fare offer initially to the end of December 2021, with the potential to extend it to March 2022.
23. Officers have had discussions with the bus operators following the requests. The support would initially run from 6<sup>th</sup> September to 31<sup>st</sup> December 2021. Depending on the uptake and operation of the support this could be extended to March 2022. The administration of the support will be through the existing reimbursement for the Concessionary Fares. An initial grace period of 2-months from the start of the support and values will be capped at an agreed determined level equivalent to evening bus patronage prior to the introduction of the free evening parking charges in July 2021.

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24. The appropriate mechanism for administering this scheme is via a local discretionary enhancement to the approved Southampton Concessionary Fares scheme. The 2021/22 scheme and reimbursement methodology was approved at Cabinet on 16<sup>th</sup> March 2021. A temporary enhancement is required to provide the funding for the Evening Fares using discretion under the Localism Act 2011 and necessary Equalities Impact Assessment (Appendix 4 to the Cabinet report). This enhancement will be outside of the Concessionary Fare categories.
25. The amended Concessionary Fare Scheme is set out in Annex 2 with relevant sections relating to the Evening Fares highlighted detailing the duration, reimbursement methodology, and monitoring.

## RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

### Capital/Revenue

26. The costs of preparing, engaging and finalising the Bus Service Improvement Plan (BSIP) will be funded by two Department for Transport (DfT) revenue grants totalling £212,000. This will be used to develop in-house capabilities for the preparation of both the Enhanced Partnership (EP) and the BSIP by providing additional capacity for a 1 x FTE post; consultant support; communications plus covering other related costs. Any (minimal) expenditure above the level of DfT grant will be met from existing revenue resources within Transport Policy.
27. Delivery of any activities as a part of the BSIP and EP will be delivered through existing contractual arrangements such as the Highways Service Partnership, partnerships for Solent Go, directly with bus operators, or under the bus shelter contract with ClearChannel. A subsequent Cabinet/Council report in March 2022 will provide an update on these and request any subsequent approvals if required.
28. The publication of an EP and BSIP are a requirement of the National Bus Strategy in order for the Council to access funding for buses, indicated at £3bn, including BSOG, BRG, decarbonisation of buses, infrastructure and supported services. The ambition and performance on the BSIP will be considered when reviewing funding allocations for wider, non-bus local transport schemes.
29. The cost of the Evening Bus Fares Support will be met from a one-off budget saving from the Concessionary Fares budget. The estimated funding envelope to December 2021, is £176,800, or £353,600 to March 2022. Claims by bus operators will be capped at a level, to be agreed in advanced, based on patronage levels prior to the removal of evening parking charges.

### Legal

30. A Bus Service Improvement Plan and Enhanced Partnership is available to the Council as LTA under Sections 110, 111 & 113 of the Transport Act 2000 and Bus Services Act 2017.
31. Concessionary Fares are governed by the Transport Acts of 1985 and 2000, and the Concessionary Fares Act of 2007. S.1 Localism Act 2011 provides the ability to make temporary enhancements to the Concessionary Fares outside of the defined categories

# BRIEFING PAPER

under the 2007 Act using local discretion to provide a stand alone subsidy enhancement that is separate to its local transport functions to support pandemic recovery activities.

32. Any scheme or change to a scheme must be made having regard to the Human Rights Act 1998 (with any national minimum scheme will be deemed to comply) and the Equalities Act 2010, in particular the Public Sector Equalities duty. A comprehensive Equalities Impact assessment has been completed in order to inform the recommendations and scheme and scheme enhancements are offered in order to positively assist local people and business access essential services and workplaces via public transport in a safe and Covid secure manner and restore confidence in using public transport in a time where pandemic recovery activities are key to securing a return to use of sustainable travel options.
33. The statutory consultation and development of Enhanced Plans will be subject to the Public Sector Equality Duty as set out in the Equalities Act 2010, s.17 Crime & Disorder Act 1998 and Human Rights Act 1998. The detailed Plan and consultation will be accompanied by an EISA setting out implications and mitigations for those with protected characteristics as well as economic and environmental impacts that will be taken into account in determining the final form of the Plans.

## Policy

34. The BSIP will need to be consistent with the Council's Policy Framework with the Local Transport Plan (LTP4) Connected Southampton 2040 as the current adopted statutory transport policy for Southampton.

## **OPTIONS:**

35. Do Nothing BSIP – not recommended; as failure to publish a BSIP as set out in the NBS, would have an impact on the level of funding SCC receives from central Government for bus services (Supported Services), Concessionary Fares Reimbursement, Bus Recovery Grant (BRG) and Bus Services Operator Grant (BSOG) as set out in the National Bus Strategy. It is also an expectation of Government, as set out in the NBS that LTAs, as a minimum, work towards the creation of an EP and development of a BSIP to continue to access future national funding opportunities.
36. Do Nothing Evening Fare - not to provide support to the bus operators commercial offer – not recommended; the changes to the evening parking charges in SCC on and off street parking have impacted on bus patronage in Southampton. Bus operators may reduce evening service frequency and reduce investment in buses in Southampton.

## **RISK MANAGEMENT IMPLICATIONS**

37. The key risks include:
- Obligations are placed by the Plan and/or Scheme upon the Council which are not fundable/acceptable/deliverable;
  - The BSIP is not supported by Bus Operators through the formal objection period;
  - Evening Fares continues beyond March 2022;
  - The Council is unable to complete the BSIP within the timescales required of the National Bus Strategy.

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38. These risks are being mitigated through continued engagement between the Council and other parties to the EP and BSIP, and the content to be negotiated and finalised as per the report recommendations.

## Appendices/Supporting Information:

Annex 1 – Draft Southampton BSIP

Annex 2 – Amended Southampton Concessionary Fares Scheme

<b>Further Information Available From:</b>	<b>Name:</b>	Iain Steane
	<b>Tel:</b>	02380 832283
	<b>E-mail:</b>	<a href="mailto:iain.steane@southampton.gov.uk">iain.steane@southampton.gov.uk</a>

# NATIONAL BUS STRATEGY

## DRAFT BUS SERVICE IMPROVEMENT PLAN

### SOUTHAMPTON CITY COUNCIL

## Section 1 – Overview

### 1.1 Geographical Area Covered

This Bus Service Improvement Plan (BSIP) sets out a high-level vision for buses in Southampton, that focuses on continuing to increase bus patronage through partnership, priority, inclusivity, integration, and affordability. It includes a road map towards achieving the vision and specific targets which will be supported through the establishment of an Enhanced Partnership in 2022.

This BSIP covers the Southampton City Council (SCC) Local Transport Area (LTA) as shown in Map 1. It also references to the wider Southampton City Region “Travel to Work Area” with a workday population of 445,000 which incorporates part of Hampshire – all of Eastleigh Borough, part of New Forest and Test Valley District Councils. The specifics of these are dealt with in the Hampshire BSIP but it is vital to acknowledge and collaborate on bus network improvements where there are significant cross-border interactions between neighbouring authorities.



Figure 1.1 – The Southampton LTA area covered by this BSIP

Southampton is a major city on the south coast with a population of 254,000 over 51.8km<sup>2</sup>. Southampton is an urban unitary authority and is a major employment, retail, healthcare, education, and cultural centre for a wider City Region. The wider City Region extends into Hampshire incorporating Totton, the Waterside (area of New Forest alongside Southampton Water), Chandler's Ford, Eastleigh, Hedge End and Hamble. The City Region is shown in Figure 1.2. The interaction with the surrounding City Region means that the BSIP will take account of bus services that travel into and from Southampton and SCC is collaborating with Hampshire on the BSIP. While there will be separate BSIPs there are common themes and synergies between each of them to ensure consistency and integration.

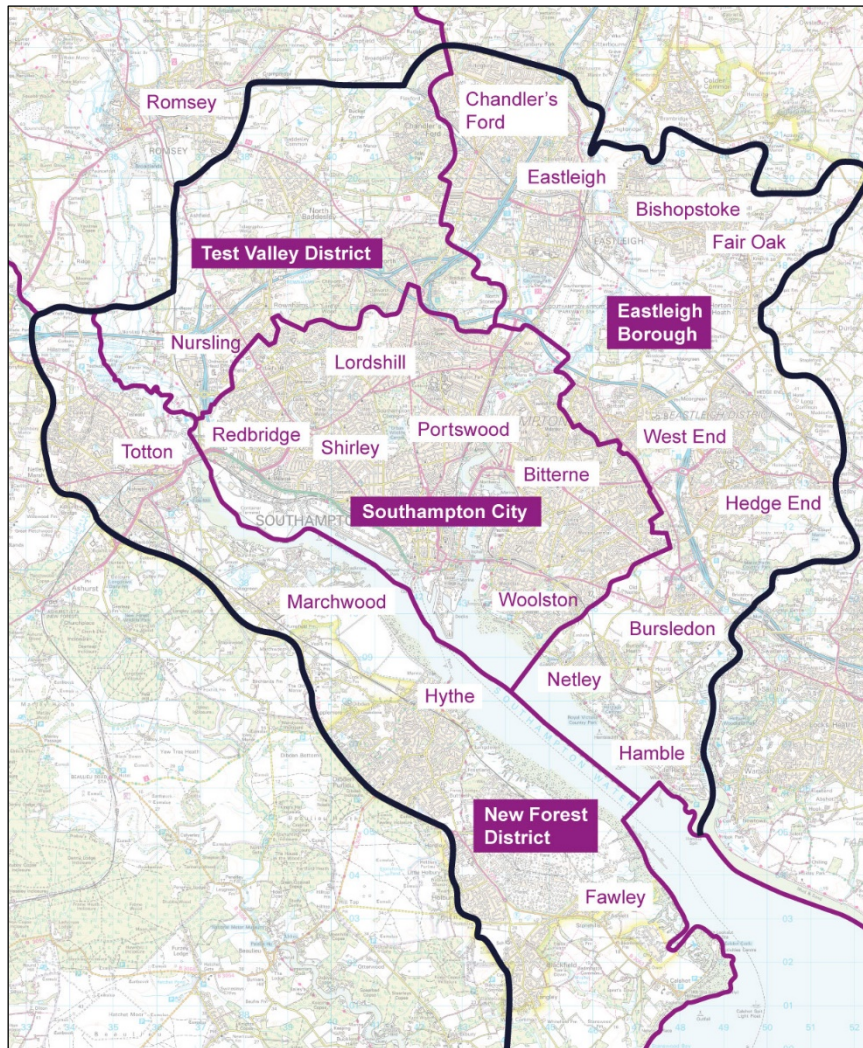


Figure 1.2 – Southampton City Region

The built-up area crosses the boundary creating a contiguous urban area set on the coast which has shaped people's journeys and the economic geography. This results in a significant amount of cross boundary journeys to and from Southampton. As Southampton doesn't have 360° access these journeys into the city are funnelled along a limited number of corridors and bridges.

Due to this close interaction, SCC works in very close partnership with Hampshire County Council (HCC) and with Isle of Wight and Portsmouth City Council LTAs on cross-Solent transport planning issues. This is through the Solent Transport partnership. Through Solent Transport, joint Local Transport Plan policies have been developed and there has been a history of successfully funded projects across the Solent – Local Sustainable Transport Fund (LSTF), Better Bus Fund (BBF) and Future Transport Zone (FTZ). All of which have helped

to put the Solent area at the forefront of innovation and investment in buses and people's bus journeys.



Recently, SCC has worked jointly with HCC on development and now delivery of the £57m Southampton Transforming Cities (TCF) Programme. This is aiming to deliver cross-boundary corridor-based bus and active travel improvements across the City Region, with completion expected in 2023.

### Economic Geography



The coastal geography has helped to shape Southampton's economy with the water providing the prosperity through the Port. But it also constrains the economy and how people move about. The Rivers Itchen and Test form barriers to people's common journeys, which presents a significant barrier between the east and west of the city. The River Itchen is only crossed by six road bridges – one of which is the M27 and another a narrow listed structure, meaning there are only four suitable bridges for buses. The width of the River Test estuary has supported the development of the Port, but it means that travel from west of Southampton is funnelled across one bridge – Redbridge Causeway.



Figure 1.3 Points of Interest in Southampton City

 <p>The Port of Southampton is the UK's <b>3<sup>rd</sup></b> largest employing <b>15,000</b> people. Part of Solent Freport</p> <p>In <b>2019</b> it handled <b>1.8m</b> people on cruises, Over <b>33.1mt</b> of cargo in 4,074 vessel movements – 1.87m containers and <b>760,000</b> vehicles,</p>	 <p>Southampton Airport handled <b>1.78m</b> passengers in 2019 flying to <b>40</b> destination in UK and Europe.</p> <p>Contributes <b>£160m</b> to UK economy.</p> <p>Linked to City Centre via <b>U1</b> bus</p>
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<p>and <b>5m</b> ferry passengers to the Isle of Wight All worth <b>£71bn</b> to the UK</p>	<p><b>1.84m</b> people use Southampton Airport Parkway station.</p>
<p style="text-align: center;"></p> <p>University Hospitals Southampton NHS Trust provide health care services to <b>1.9m</b> people, plus specialist services to <b>3.7m</b> people Major centre for teaching &amp; research. Staff of <b>11,500</b> treating around 150,000 inpatients, 624,000 outpatients annually.</p>	<p style="text-align: center;"></p> <p>The Universities of Southampton and Solent provide <b>35,000</b> students and <b>8,000</b> employees. University of Southampton owns the UniLink bus brand</p>

Following the deindustrialisation of Southampton and its growth in the second half of the 20<sup>th</sup> Century, this has led to a dispersed residential and workplace geography. Post-war local authority housing estates were created in the City Centre or on the outskirts and further suburban development in Bitterne, and outside of Southampton. The development of the M3, M27 and M271 opened access to large tracts of new development primarily accessed by car. This has resulted in newer employment centres being out of the city. In the City Centre there has been a growth in mixed use developments with the retail sector leading through the opening of West Quay, which has attracted up to 16m visitors a year.

### Travel Patterns

Southampton has strong cross boundary travel flows, with as many people living in the city and travelling out for work, as coming into the city for work. Based on 2011 Census and transport modelling (Solent Sub-Regional Transport Model) 2019 strongest flow is between Southampton and Eastleigh – with 24,000 2-way flows daily – 7% of those journeys are by bus. With 60% of commuting trips less than 3 miles, there is scope for a greater proportion of these journeys to be made by bus and sustainable modes rather than by car.

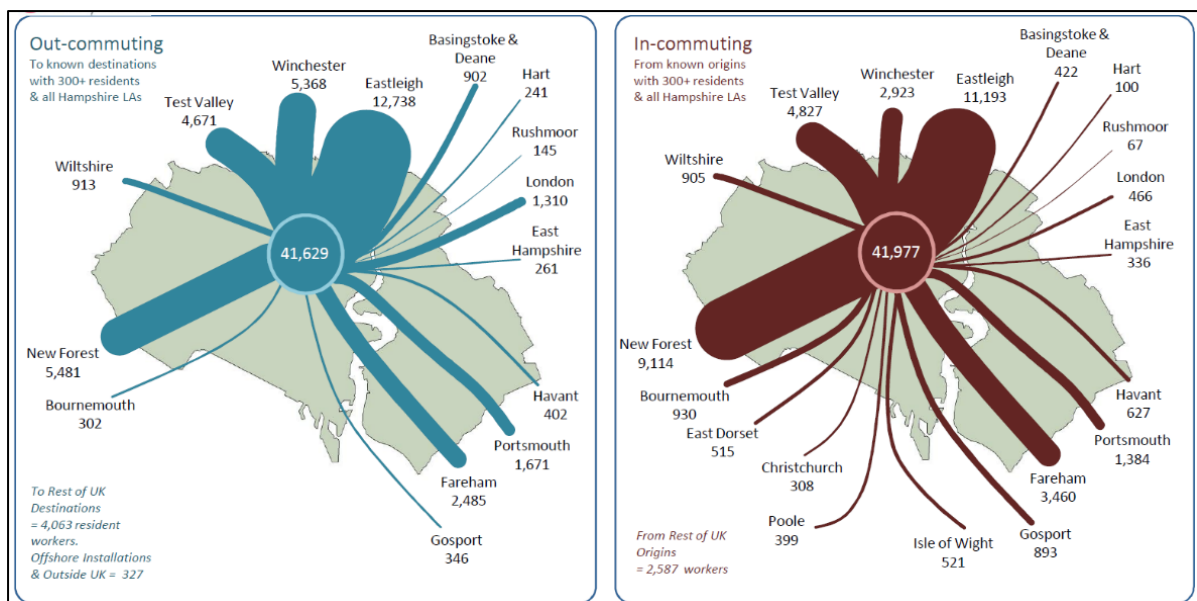
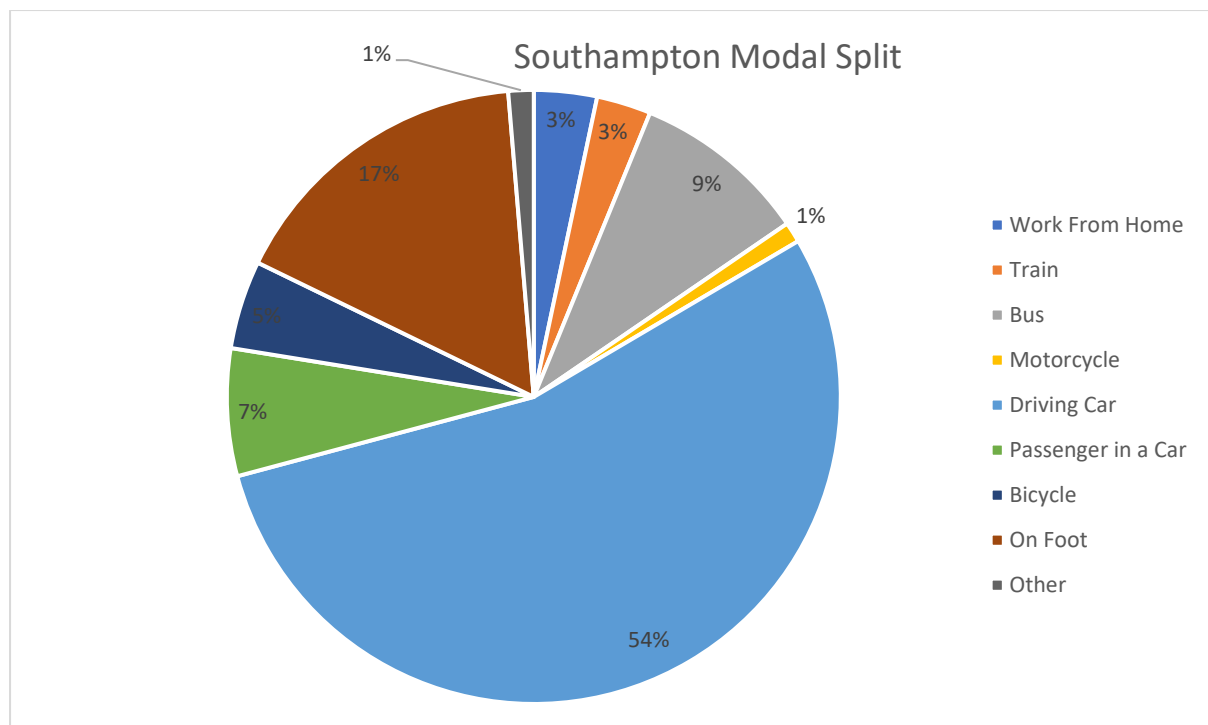


Figure 1.4 – In and Out commuting from Southampton (2011 Census)

Southampton is above the England and South East averages for bus mode share for travel to work with 9% of all trips to work in Southampton being made by bus<sup>1</sup>. This mode share for bus compares to cities such as Bristol, Exeter, and Derby, however, it is lower than cities such as Oxford, Brighton, Nottingham, and Reading.



**Figure 1.5 – Southampton Modal Split Travel to Work (2011 Census)**

Each morning, over 29,000 people would travel into the City Centre on all corridors, with 56% of people travelling in a car, 18% on bus, 2% cycling, 10% by motorcycle, ferry, and rail, and 13% walking<sup>2</sup>. Of the main corridors shown in Table 1.1, buses carry most people on the Shirley Road corridor (59%) and a high proportion across the Itchen Bridge.

Main Corridor	Total	Light Vehicles	Bus	Active Travel
Mountbatten Way	4,918	99%	0.6%	0.04%
Shirley Road	3,115	39%	59%	2%
The Avenue	2,906	75%	19%	6%
Bevois Valley	1,250	78%	19%	2%
Northam Bridge	5,102	84%	15%	>1%
Itchen Bridge	3,517	66%	30%	4%
Total	20,808	76%	22%	2%

**Table 1.1 – Person Modal Split on main corridors into Southampton City Centre (2019 SCC Traffic Counts)**

The Covid pandemic has impacted on bus travel and modal split in Southampton. The increase in home working has had an impact on the usage of bus as around 28% of people living in Southampton worked from home during 2020<sup>3</sup>. Bus usage dropped considerably with buses in Autumn 2020 carrying 60% of their pre-Covid patronage levels.

### Future Growth

Southampton has some bold ambitions for the future for sustainable economic growth as set out below.<sup>4</sup>

<sup>1</sup> 2011 Census

<sup>2</sup> 2019 SCC AM Peak Modal Split Surveys

<sup>3</sup> ONS 2020 Home Working Survey

<sup>4</sup> Connected Southampton 2040 Transport Strategy

### Southampton's Future

Between 2015 and 2036 £3bn is expected to be invested in development in Southampton creating 24,000 new jobs with 7,000 being created by 2026.

This will see a potential increase in population of 30,000 more people living in Southampton.

The growing population will require places to live, meaning over 19,500 new homes are required to be built in Southampton, and another 23,000 in the surrounding area.

The Port of Southampton is planning to double its throughput by 2035 and could be handling 3.46m people on cruises, over 3m containers, 1.8m vehicle exports, and 2.6m tonnes of bulk cargo.

This growth could see an additional 74,000 people trips being made – 11% more than now. To keep traffic levels at the same as today almost 40,000 of the additional trips will need to be made by public transport – primarily bus.

### Deprivation

Southampton is one of the most deprived cities in the South East – with pockets of deprivation in it. 11% of the city's population live in the top decile of the most deprived areas of England. People living in these areas, which are either close to the City Centre or are located on the edge, have lower levels of car ownership. These areas also have higher levels of bus travel to work and reliance on buses for other journeys. Car ownership across Southampton is lower than average, with 30% of households in the city not having access to a car – this rises to 51% in Bevois ward close to the City Centre. These are shown in Table 1.2 and on Figures 1.6 and 1.7.

IMD 2020 Southampton	Households Not Owning a Car	Method of Travel to Work			
		Walk	Cycle	Bus	Car
10% most deprived	42%	15%	4%	14%	54%
10% least deprived	16%	16%	7%	5%	54%

Table 1.2 – Method of travel to work and car ownership, Southampton, 2011 Census

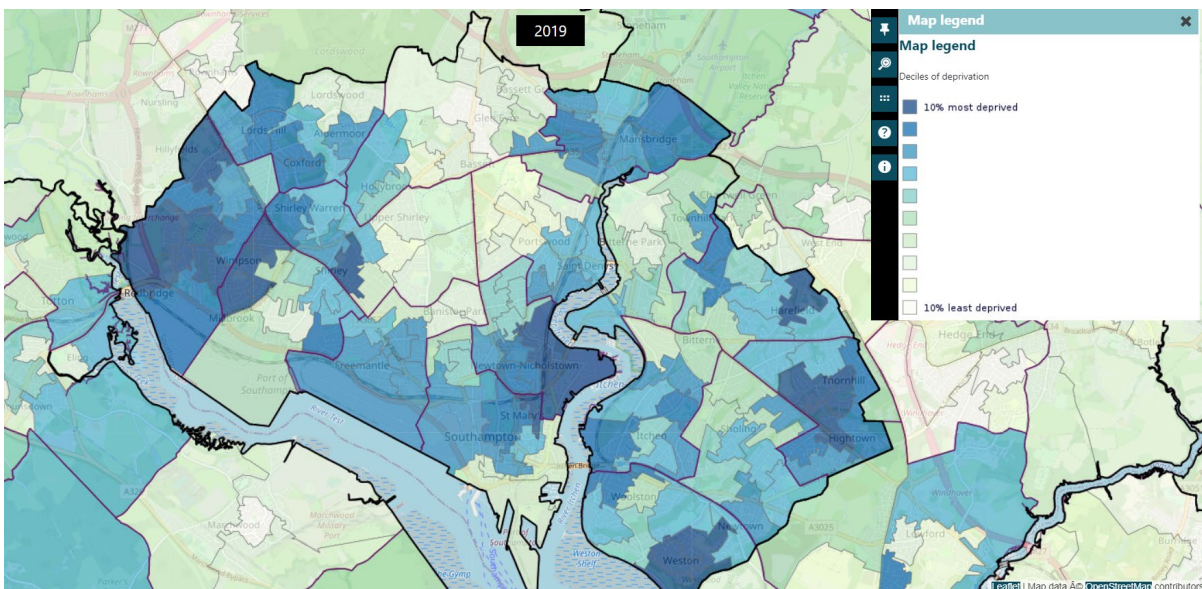
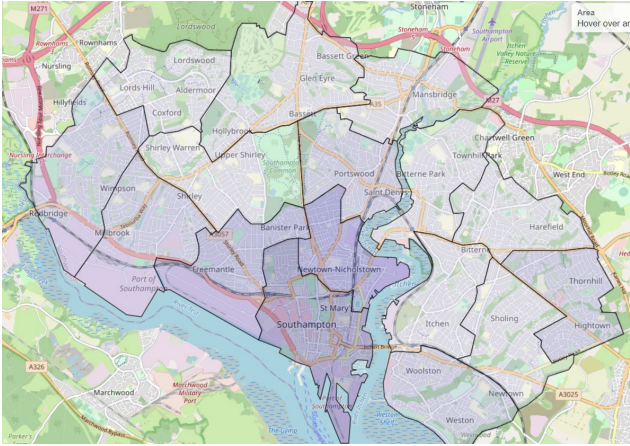


Figure 1.6 – Levels of Deprivation in Southampton

	Ward	No Cars in Household	1 Car or Van	2+ Cars or Vans
 <p><b>Figure 1.7 Households with No Car/Van Ownership</b></p>	Bargate	43.6%	43.1%	13.2%
	Bassett	21.6%	43.5%	34.8%
	Bevois	44.5%	39.9%	15.5%
	Bitterne	33.5%	43.1%	23.4%
	Bitterne Park	19.5%	47.4%	33.1%
	Coxford	24.2%	47.6%	28.2%
	Freemantle	29.7%	48.8%	21.5%
	Harefield	25.9%	44.2%	29.9%
	Millbrook	29.3%	45.0%	25.6%
	Peartree	23.5%	44.7%	31.8%
	Portswood	32.0%	43.7%	24.3%
	Redbridge	32.3%	44.2%	23.5%
	Shirley	26.6%	45.3%	28.1%
	Sholing	18.8%	45.7%	35.5%
	Swaythling	32.6%	43.3%	24.1%
Woolston	29.5%	45.2%	25.4%	

## 1.2 BSIP Coverage

During the preparation of the Southampton BSIP, SCC has worked very closely with its neighbouring LTAs particularly with Hampshire County Council.

All cross-boundary bus services go into Hampshire with 3 extending to Portsmouth or Wiltshire. Although there are cross-boundary services between the Southampton and Hampshire, the majority of 'turn up and go' high frequency bus services start and end within the city (or extend for a short distance into Hampshire) and therefore most of the bus mileage operated does not cross boundaries. Although SCC and HCC share common ambitions around integration, fares and ticketing and delivering bus priority, the challenges within Southampton have different characteristics compared to Hampshire. Levels of car ownership are lower and bus use per head of population in Southampton are higher than in Hampshire.

A City Region approach could be taken but to retain simplicity it has been agreed that initially each LTA's BSIPs will focus on the individual LTA areas with common statements and approaches. These could evolve overtime and EP Schemes may be cross-boundary for the cross-boundary corridors.

We have engaged with Portsmouth City Council to reflect the two inter urban services between Southampton, Fareham, Gosport, and Portsmouth.

On this basis, the approach that has been taken is that Southampton, Hampshire, and Portsmouth will each prepare their own BSIPs. However, in recognition of the important role that cross-boundary bus services play in connecting residential areas to employment areas and key services (such as hospitals), all SCC, HCC and PCC have collaborated closely in the development of our BSIPs to ensure that our ambitions and approaches to improving bus services are closely aligned. This joined up approach reflects how we will each work with bus operators and other stakeholders to improve the quality, reliability and attractiveness of bus services that operate across boundaries.

## 1.3 Why Southampton is choosing an Enhanced Partnership

The whole of Southampton administrative area will be covered by an Enhanced Partnership (EP).

SCC has a long history of effective voluntary partnership working with bus operators in Southampton. A voluntary Quality Bus Partnership (QBP) was developed in 2012 between SCC, Go South Coast and First Southampton. This approach has worked well for Southampton delivering sustained improvements for bus users and bus patronage growth over more than a decade. SCC have delivered investment in bus priority, quality bus stop infrastructure, including Real Time Information screens at bus stops, bus lane camera enforcement and have utilised government funding to provide Contactless Ticket Machines for all major operators in Hampshire. This investment has levered in private sector funding from bus operators for new fleets of vehicles, wi-fi on buses, and next stop announcements.

The following initiatives are examples that have been delivered within Southampton, which have helped to improve the quality and the attractiveness of local bus services and will be built upon through the BSIP and EP:

- Working with operators and HCC on the Southampton Transforming Cities Fund (TCF) funded measures currently being delivered between Totton and Marchwood and in Eastleigh in the City Region;
- Measures by SCC and bus operators starting with Better Bus Funding, LSTF and other funding to provide a consistent bus offer and to improve the product such as early adoption of payment by contactless card, WiFi and 'next stop' displays and announcements on all buses (available since 2013);
- Through the Solent Transport partnership implementation of the first multi-modal/ multi-operator smartcard Solent Go outside of an ITA in 2012;
- Investment by bus operators to provide a consistent high quality bus service (through heavy investment in their bus fleets – reducing the average age of vehicles in Southampton to 2½ years) and initiatives to improve the bus offer such as good value urban zone weekly tickets targeted towards commuters;
- Heavy investment by operators in ultra-low carbon Euro VI diesel buses – both new vehicles and retrofits to existing bus fleets supported by DfT/ DEFRA Clean Bus Technology Fund); and
- Maintaining service levels on commercial and supported bus services.

For Southampton, the most appropriate route would be for the Enhanced Partnership approach. The existing QBP and the TCF programme along with the years of partnership working and investment by operators provides a strong foundation from which to develop the EP. Franchising, while available to SCC or HCC via DfT approval, would not achieve many of the objectives without significant resources from the Council. Franchising can take 3-4 years to develop and this would not meet the Government's requirement to move swiftly to support public transport and ensure recovery from Covid. The bus network in Southampton has grown based on competition and has led to some sections having perceptions of over supply while other areas of the city are under served. EPs would allow SCC to work with HCC on cross-boundary routes reflecting the way people travel to and from Southampton as part of the wider City Region. This would be backed up by policies within the LTP, Local Plan and other Council documents.

## 1.4 Duration and Policy Alignment

The Southampton BSIP will cover the period up until 2030. It will be reviewed annually to ensure that there is an updated delivery plan and that the ambition for buses in Southampton remains.

The first review will be in summer 2022, with subsequent ones happening each year to review progress against the targets; and future delivery and funding plans and reviewing

progress. This will mean that the BSIP is a live document and able to be agile to reflect any changes in local, regional, or national policy or ambition. This will be carried out jointly between SCC, the bus operators and HCC – to incorporate TCF and cross-boundary services and activities.

Updates to the BSIP will be agreed in consultation with the relevant Cabinet Member.

The Southampton BSIP is fully aligned with the current long-term transport strategy for Southampton – Connected Southampton 2040 (LTP4). Over the next twenty years Southampton will be transformed with 19,500 new homes and 24,000 new jobs being created. To support this a well-functioning transport system is important for Southampton's future success. This growth and transformation provides the opportunity to plan and invest in better and innovative transport infrastructure.

To achieve this, Connected Southampton sets out the ambition for buses as part of the wider Southampton Mass Transit System (SMTS).

The **Southampton Mass Transit System** is focused on transforming the public transport experience across Southampton and the wider area. This will bring the various modes of public transport together to form a coherent, inclusive, and integrated system that puts people first. Its aim will be to allow people to travel easily around and across Southampton using a network of high-quality routes that make people's journeys quicker, provide value for money, better integrated and more reliable. Specifically for bus, the aims of the SMTS will be realised by developing 'Rapid Bus' routes that have a reliable, fast and frequent 'metro' level of service that in the future could even be automated. Away from the main corridors, routes will then spread out across the city by either bus or other demand responsive methods. Where routes or modes intercept, interchange between them will be easy and the system will be united through an integrated value for money ticketing service that allows people to consume and pay for their journeys seamlessly

The BSIP will reflect the policy ambitions in Connected Southampton, and the LTP Implementation Plans will incorporate actions from the BSIP.

## Section 2 - Current bus offer to passengers

This section provides an analysis and data of how the current bus network compares to the BSIP aims and objectives set out in the subsequent sections.

### 2.1 Overview of Buses in Southampton

Bus services and usage in Southampton are well above the England average and Southampton is seen as an area that has bucked the national trends of declining levels of bus mileage, patronage and use per head.

Bus passengers contribute over £275m to the Southampton economy, when they reach their destination such as the City Centre<sup>5</sup>. As well as travelling to work or school, bus users make retail and leisure trips - spending on average £30 per retail trip and £26 per leisure trip<sup>6</sup>. Bus is the dominant public transport mode and provide connections to the City Centre, local District Centres, health care, education facilities and across the wider City Region.

Southampton residents and workforce made 20.7m journeys in 2019/20<sup>7</sup> on 38 bus routes in the city. With bus passenger numbers increasing by 9% over the decade from 2009. Southampton was the 7<sup>th</sup> highest for bus journeys made per head of population – with 80.5 in 2019/20<sup>8</sup>.

In 2019/20 there were 5 million elderly and disabled concessionary passenger journeys, accounting for 23% of all journeys, with 77% being made by fare-paying passengers – compared to 72% for the South East as a whole. Students are a significant market for Southampton with the UniLink services that provide access to the University of Southampton's campuses from areas where students live.

There are two major bus operators in Southampton – First Group and GoSouth Coast who make up 95% of the bus market, and a smaller operator Xelabus, with a new operator Southampton Mini Link starting in October 2021.

This section looks at Southampton's bus network and the services provided by the operators.

#### 2.1.1 Bus Patronage

Figure 2.1 shows the total number of bus journeys made in Southampton over the past decade. The level has increased by 9% since 2009/10 where 18.6m journeys were made, by 2019/20 this was 20.3m. This is contrary to the national picture where across England there has been a decline in number of bus journeys by 12%.

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<sup>5</sup> Southampton LTP3

<sup>6</sup> PTEG Value of Urban Bus Report 2013

<sup>7</sup> DfT Bus Statistics BUS0109

<sup>8</sup> DfT Bus Statistics BUS0110

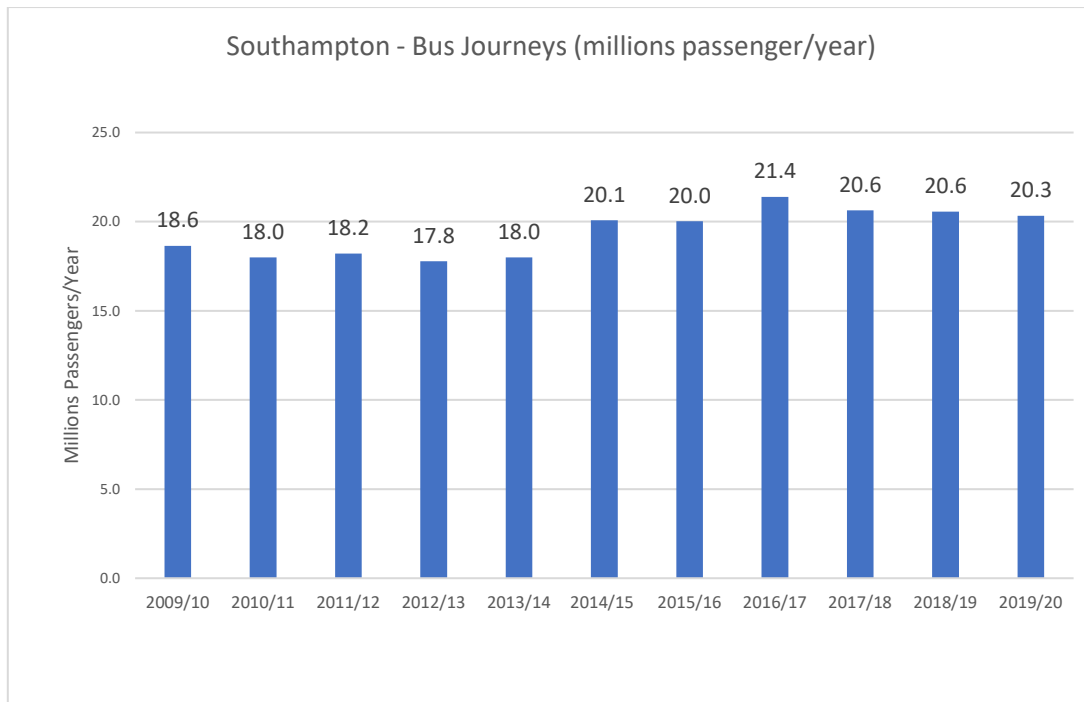


Figure 2.1 – Total Number of Bus Journeys in Southampton 2009/10-2019/20<sup>9</sup>

In 2020 the various national restrictions and lockdowns from the Covid-19 pandemic and initial Government advice to avoid public transport saw the number of bus journeys decreased dramatically. During the first lockdown passenger numbers were 70-80% down on 2019 and only 10m bus journeys were made in 2020/21. By Summer 2021 patronage was around 55% of pre-pandemic levels. As Southampton recovers from the pandemic the BSIP and EP are part of the approach to positively rebuild patronage and use of public transport. This will help to ensure that buses are supported long-term and that they can provide a service to the people living, working, and visiting Southampton.

### 2.1.2 Bus Journeys Per Head

Southampton has a strong level of bus journeys made each year by Southampton residents, shown in Figure 2.2. The number of bus journeys per head is the 7<sup>th</sup> highest in England, and strong for a non-ITA or single municipal bus operator area (e.g. Reading).

<sup>9</sup> DfT Bus Statistics BUS0109, March 2021



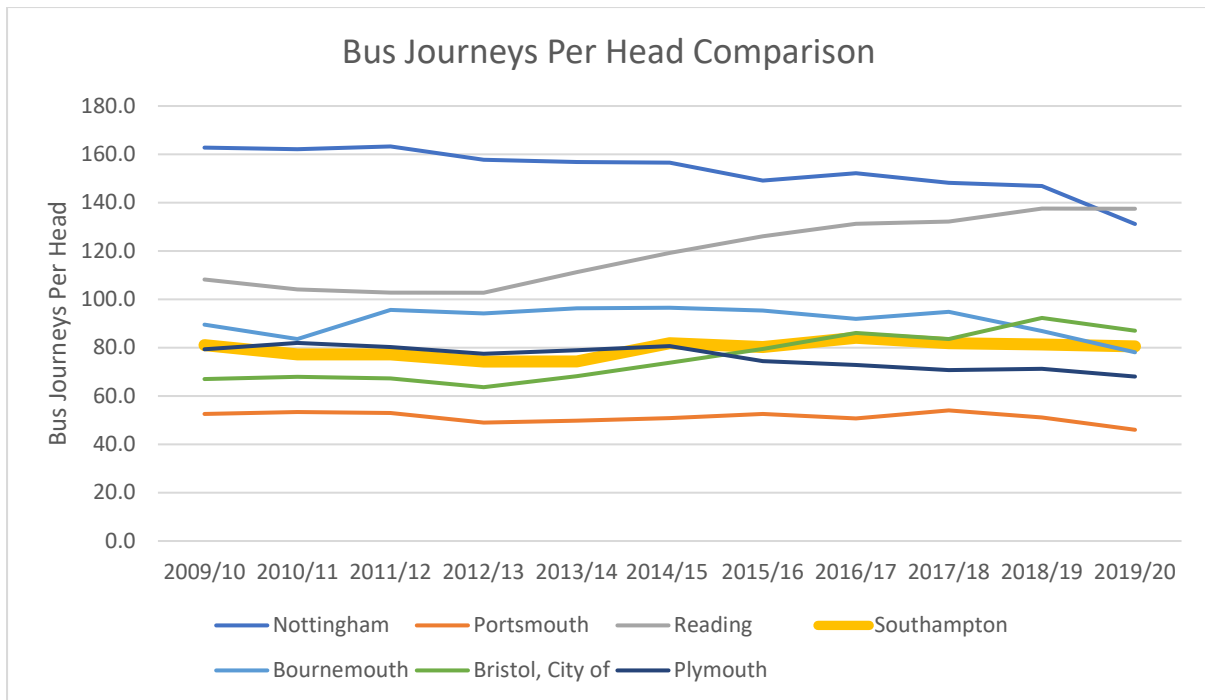


Figure 2.3 – Comparison of Southampton Bus Journeys Per Head with other LTAs<sup>10</sup>

The trend in Southampton shows that bus journeys have held up compared to 2009/10 and not declined compared to the other cities. Southampton remains one of the few places where the number of bus journeys made is either increasing or at a stable level.

### 2.1.3 Bus Punctuality

#### Bus Data

In the period 2005 to 2017 annual average bus punctuality in Southampton averaged between 71% and 81% for buses turning up on time (Figure 2.3). On time is calculated as 1 minute early and 5 minutes later than the scheduled time at a bus stop. Compared to other cities (Figure 2.5) Southampton performs slightly worse with a lower average punctuality.

Within Southampton, average bus speeds in the city are around 9.2mph, with some buses averaging as little as 8mph at peak times. This has not changed recently, and this affects the punctuality of services.

Bus services are mixing with general traffic on the main corridors into the City Centre and this adds to the congestion. It can particularly affect cross-city bus services, with one cross-city service between eastern and western Southampton needing to add 9 minutes to its timetable since 2011 due to congestion on roads, bridges and in the City Centre. In the AM peak, by the time a bus has terminated in the City Centre it can have deviated from its scheduled running time by up to 8¾ minutes.

<sup>10</sup> DfT Bus Statistics BUS0110, March 2021

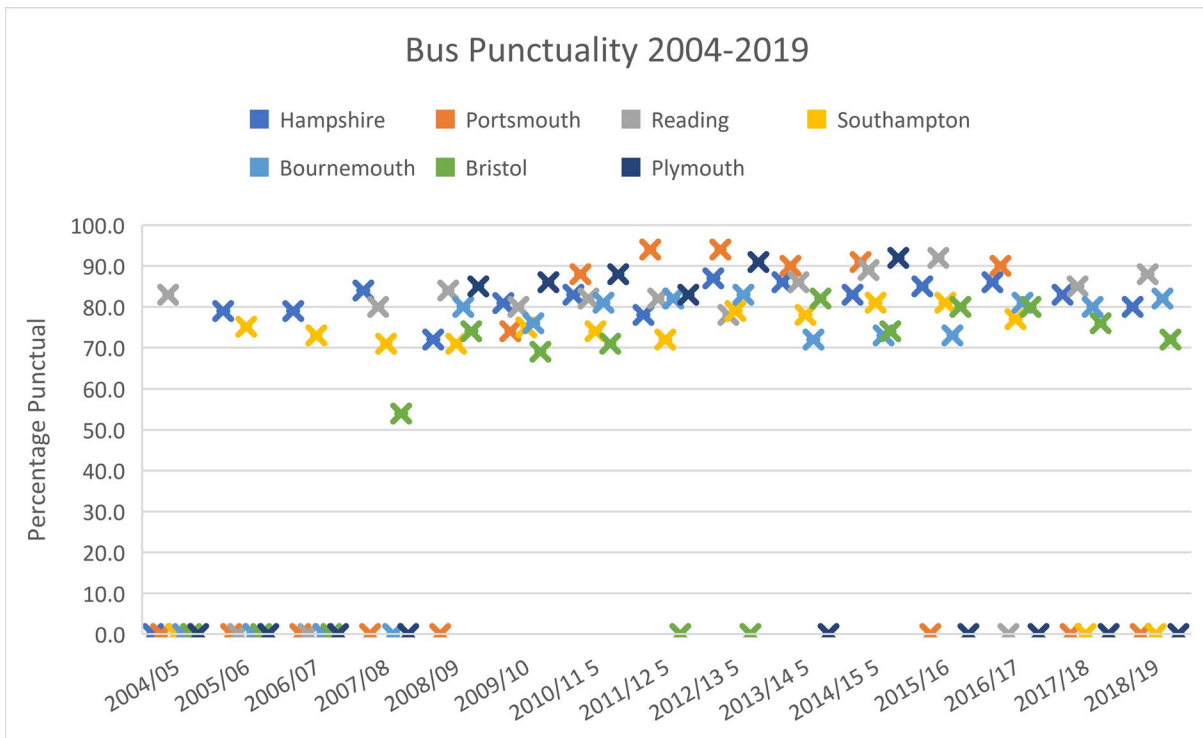


Figure 2.4 Bus Punctuality Comparison

Looking at individual services and types of service for 2020/21, bus services had an average punctuality of 89.05%. The lowest performing service is an inter urban that has a small proportion of its journey within Southampton. High frequency services perform well with a small differential between the best and worst punctual. The level of punctuality for cross city services varies considerably as these are most affected by the bridges and travelling through the City Centre. Delays in one part of the city has a consequence for reliability on the whole route.

Service	Average	High	Low
High Frequency (6+bph)	89.44	90.87	87.71
Inter Urban	88.74	92.16	77.5
Cross City	88.72	90.8	80.13
All	89.05	99.0	77.5

Table 2.1 Average Percentage Bus Punctuality 2020-21 (further data awaited)

Some bus corridors see a large differential between peak and off-peak services, one service can see a 30-minute differential on a heavily congested 1.3km section of route. The example in Figure 2.6 shows Shirley Road and the percentage difference in average vehicle speed between day and night-time. The section from A35 to Central Station sees daytime speeds at least 40-60% of the night-time, the section through Shirley District Centre sees speeds only making 20% of their night-time equivalent.

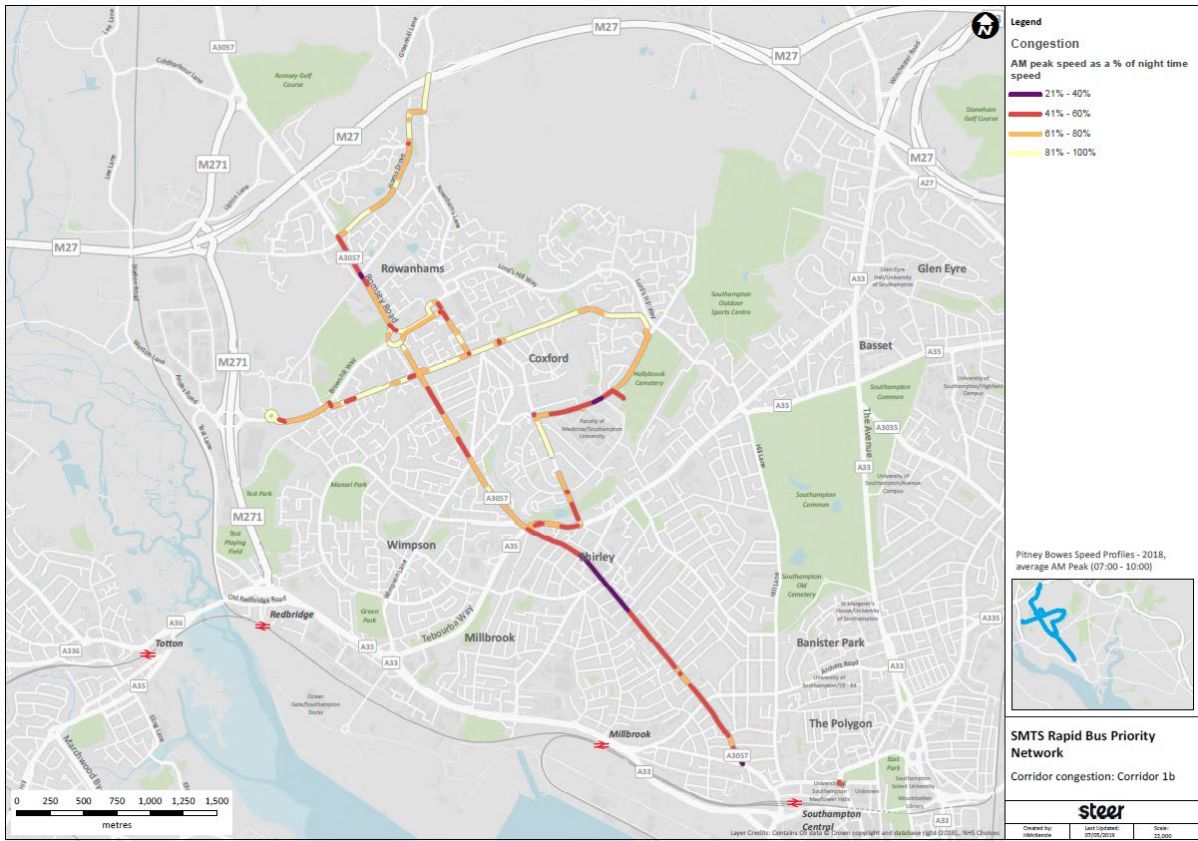


Figure 2.5 Example of Impact of Traffic Conditions on Speeds and Buses – Shirley Road

### 2.1.4 Passenger Views

The views of passengers and non-users are important to understand the user experience and what they consider to be the most important issues for them. Both the main operators participate in the bi-annual Transport Focus Bus Passenger Survey. To inform this BSIP and the Enhanced Partnership process SCC ran an online public perception survey on buses and what people wanted for buses in Southampton specifically. Summary of these results in in Table 2.2.

	England	Bluestar	First
Overall	89%	89%	89%
Journey Times	85%	89%	85%
Punctuality	74%	80%	78%
Value for Money	66%	72%	54%
Customer Service	76%	83%	80%
Cleanliness	79%	89%	87%
Space	87%	89%	89%

Table 2.2 – Summary of Passenger/Public Satisfaction<sup>11</sup>

The results of these surveys show that satisfaction with punctuality and the value for money nature of bus travel is low. While Southampton is above the England average this indicates that there is still requirement to improve the levels of satisfaction.

Areas that the BSIP will need to consider are journey times, punctuality, and the value for money of travelling by bus.

<sup>11</sup> Transport Focus 2019 Bus Passenger Survey – England, Bluestar and First South Coast (includes Portsmouth)

## Southampton Bus Survey 2021

SCC carried out an online BSIP engagement survey received over 2,200 responses – 88% of whom were residents in the city. 10% stating they visited the city for work/leisure. 58% of respondents identified as female, with 40% identifying as male. The survey acted as a useful first step in detailing to current and potential future passengers the BSIP and EP process and the desire to understand their views on how to improve bus services in the city.

It was also useful in gaining understanding of changing travel patterns since the start of the Covid-19 pandemic, 20% of survey respondents stated they were likely to use the bus for fewer journeys than before the pandemic. Conversely, 13% of respondents said they were likely to use the bus for more journeys, with 55% stating their bus travel would remain the same as pre-pandemic.

The survey explored why some respondents chose to use the car over using the bus for certain journeys. The most common reasons given were that it was significantly quicker to use the car than the bus (38%) and buses not going to the places they wanted to travel to (37%).

Crucially, the survey focussed on what improvements to bus services would encourage people to use buses for more journeys in the city. 72% of respondents stated they would consider using buses more if journey times on local bus services were made quicker, and 78% would use the bus more if bus routes served the areas of the city where they currently don't. There were several other performance points of note. A proportion of respondents answered they would use buses "A great deal" more by a particularly large margin in the following points:

- Multi-operator tickets and fare capping across operators,
- Bus routes that serve areas of the city that they don't do currently,
- Lower fares,
- Simplified fares, and
- Safer waiting environment at bus stops.

There was also a degree of ambivalence to the point referring to availability of Wi-Fi on buses. Respondents did not feel particularly strongly about this point –answering 'to some extent' and felt that these changes would not encourage them to use the bus very much. This is likely to reflect the growing availability and reliability of 4G / 5G coverage which users are likely to favour over connecting to a Wi-Fi provider.

A full breakdown of the survey results can be found in Appendix 4. As SCC continue to develop the EP with the bus operators, we will further engage with respondents to the survey and the wider public to meet the BSIP requirement to give bus passengers more of a voice in how services operate.

SCC are committed to working closely with the city's bus operators to develop a Bus Passenger Charter. The charter will outline bus users' rights to certain standards of service, including punctuality, vehicle cleanliness, proportion of services operated, information and redress. The charter will be published on the SCC website and will provide links to existing bus operator conditions of service and complaints procedures for passengers.

## 2.2 Southampton's Bus Market Profile

This section will go through how the bus market operates in Southampton, detailing the current bus network, how the bus operators work in Southampton, the state of the highway infrastructure – bus lanes and bus stops, fares and ticketing, interchange and an analysis of how what this means for passengers and how it meets the BSIP objectives.

## 2.2.1 Southampton's Bus Network

The current bus network in Southampton covers local intra-urban routes linking suburbs with District Centres then to the City Centre, and inter-urban routes that link the City Centre to surrounding towns and villages in Hampshire. This is shown in Figure 2.6.

The network is operated by two main bus operators – Go South Coast (GSC) and First Southampton. They operate 95% of all bus services in Southampton.

- GSC operate as Bluestar with 14 bus services operating inter and intra urban routes, and Salisbury Reds on 1 inter urban service.
- GSC are work in partnership with the University of Southampton to run the 4 UniLink services connecting the University to link to halls of residence, campuses, hospital and airport,
- GSC also partner with Red Funnel to operate the QuayConnect service between Southampton Central Station and Town Quay for the Isle of Wight ferry,
- First operate as CityReds 8 services operating inter and intra urban routes on and 2 Solent inter urban services.

There is a smaller operator Xelabus who runs 8 services which are either contracted or supported services. A new smaller operator, Southampton Minilink, has registered to start running a local service to Harefield and inter-urban to Ringwood in October 2021.



Figure 2.6 Southampton Bus Network (2019) SCC

Southampton's network is based on a hub and spoke network centred on the City Centre. There are 38 bus services in Southampton, covering 3.5m km per year – over 4 times to the Moon and back. 71% terminate in the City Centre. This has created a largely radial pattern with high volumes of buses on those corridors and very little linkage between them. This does mean people are funnelled into the City Centre to either continue their journey on the same service, change to another, or interchange with rail or ferry.

## Bus Network

- A commercial network with 2 main operators supported by smaller operators
- A hub & spoke network with a radial pattern with high volumes of buses on the corridors
- Very little connection between those corridors meaning people must travel into City Centre and out, or interchange with other service or mode

### 2.2.2 Bus Services

Table 2.3 sets out the individual bus services in Southampton, destinations service and their frequency.

Service	Route	Frequency (bph)			Operator
		Mon-Sat	Evening	Sunday	
Quay Connect	Central Station-Town Quay	2	2	2	Bluestar
1	Southampton-Totton	4	2	2	City Red
1	Southampton-Winchester	4	1	2	Bluestar
2	Southampton-Eastleigh	4	1	2	Bluestar
2	City Centre-Millbrook	7/8	3	4	City Red
3	Southampton-Hedge End-Eastleigh	1	Limited	6/day	Bluestar
3	Thornhill-City Centre-Shirley-Lordshill	7	2	4	City Red
4	Southampton-Romsey	2	90mins	1	Bluestar
6	Southampton-Hamble	2	1	1	City Red
6	Southampton-Lymington	1	-	2hrly	Bluestar
7	City Centre-Townhill Park	6	3	4	City Red
7	Woolston-City Centre-Shirley-Lordshill	2	-	1	Bluestar
8	Southampton-Hythe & Calshot	1	Limited	4/day	Bluestar
8	Southampton-Hedge End	2	1	1	City Red
9	Southampton-Hythe & Fawley	3	1	2	Bluestar
9	City Centre-Sholing	2	2	7/day	City Red
11	Southampton-West Totton	3	-	1	Bluestar
11	City Centre-Woolston-Weston	6	1	4	City Red
12	Southampton-Calmore	3	1	1	Bluestar
13	City Centre-Harefield	2	1	1	City Red
16	City Centre-Townhill Park	4	1	2	Bluestar
17	Weston-City Centre-Adanac Park	6	2	4	Bluestar
18	Thornhill Park-City Centre-Millbrook	7/8	2	4	Bluestar
Hoppa 1	Bitterne-Midanbury	3/day (M, W, F)	-	-	Xelabus
Hoppa 2	Bitterne-Sholing	3/day (M, W, F)	-	-	Xelabus
Hoppa 3	Bitterne-Harefield	2/day (M, W, F)	-	-	Xelabus
U1	City Centre/NOC-University-Airport	7/8	3	4	UniLink
U2	City Centre-University	6	3	3	UniLink
U6	City Centre-University-UHS	3	1	1	UniLink
U9	Townhill Park-University-UHS	2/day	-	-	UniLink
X4	Eastleigh-Mansbridge-Hedge End	1	-	-	Xelabus
X4/X5	Southampton-Fareham-Portsmouth/Gosport	4	1	1	Solent
X7	Southampton-Salisbury	1	-	-	Salisbury Red

X10	Southampton-Bishop Waltham	1	-	-	Xelabus
X11	City Centre-Shirley-Lordshill	1	-	-	Xelabus
X12	City Centre-Shirley	6/7 per day	-	-	Xelabus
X21	City Centre-Southampton Science Park	3/day	-	-	Xelabus

Table 2.3 – Bus Services in Southampton

Most parts of Southampton benefit from frequent services to and from the city centre but there are also good services to places like the University Hospital Southampton, the universities, District Centres, and surrounding towns and villages in Hampshire. The District Centres of Shirley, Portswood, Woolston and Bitterne act as nodes for the bus network, with both local city routes and inter-urban routes serving these centres before branching off to serve suburbs or into the wider City Region. This means that these centres are well served and support local people in accessing the goods and services there, maintaining them as thriving local hubs.

Frequencies change in the evening with most services decreasing their frequency from 1900. Some inter urban services stop operating from 1900 with most services stopping around 2300. After midnight only 3 services operate before ceasing around 0100.

Weekday frequencies are maintained on a Saturday; however Sunday operating has a reduced level of service with some services not operating at all. Those not operating are the supported services or the longer distance inter urban. Frequencies are reduced with 52 buses per hour in the City Centre compared to at least 100 during a weekday.

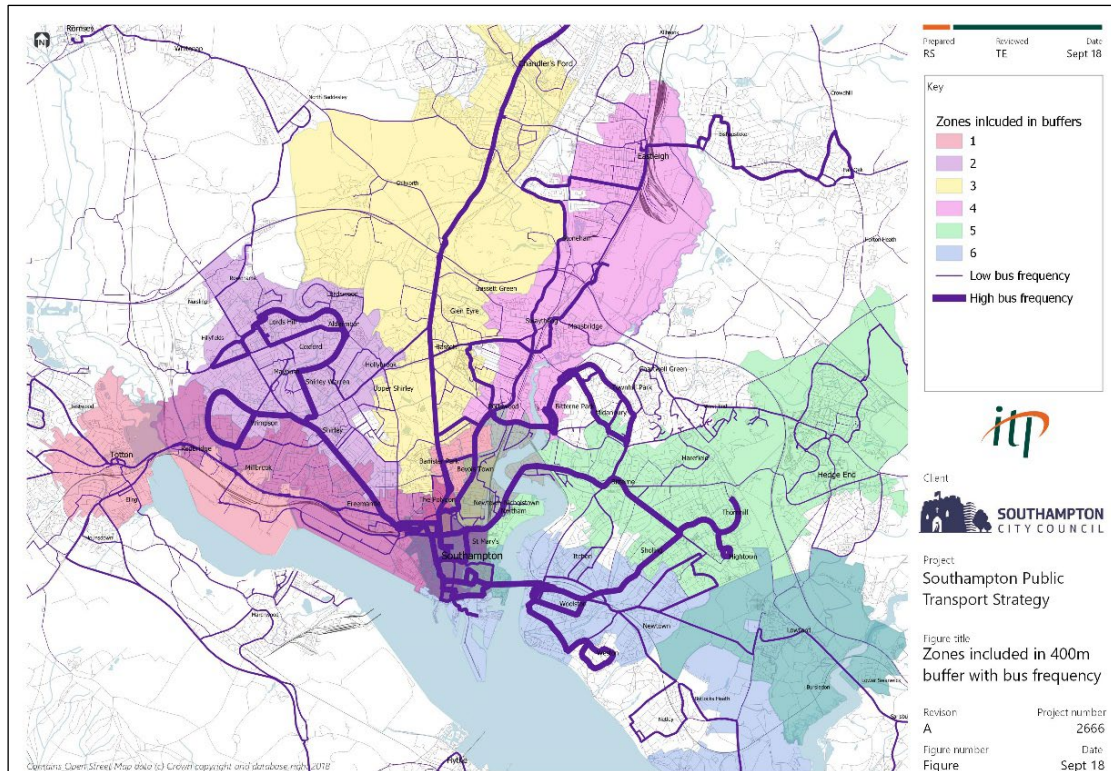
The geography of Southampton means that there are a limited number of radial corridors for traffic and bus services to use, and it doesn't support reliable cross-city services as routes between east and west are funnelled across the River Itchen and no routes to the south. There are only three suitable bridges (Itchen, Northam and Cobden) that buses can use. This results in only 4 cross-city bus services connecting Millbrook and Shirley with Bitterne and Woolston-Weston respectively. Combined with traffic using these crossings, congestion and its knock-on effect on bus reliability, there are no other cross-city bus services beyond these. For example, with no direct connections between Bitterne and the Hospital or Woolston and the University a change needs to be made in the City Centre.

This radial nature of the bus network means that closer to the City Centre multiple services combine on certain road corridors creating very high frequency sections of bus network. These are generally from District Centres, such as Shirley, Portswood, Woolston and Bitterne, to the City Centre. This enables a turn up and go service along main corridors while serving the main housing areas.

However, there are areas of Southampton that do not have such a good bus service, for example Harefield, north of Lordshill, Freemantle, and Upper Shirley. These have hourly or less frequencies.

The UniLink network is slightly different and is focused on the University of Southampton's main Highfield campus with all services calling there. This reflects its primary role as a service for students and staff of the University, but services are open to all users.

Figure 2.7 shows that frequent services connect Southampton to Chandlers Ford, Eastleigh and Fair Oak. Areas such as Totton & Waterside, Hedge End and Romsey have lower levels of frequency. The bus network also serves further afield to Winchester, Fareham, Gosport, Salisbury and Portsmouth.



**Figure 2.7 - Frequency and accessibility of bus services across Southampton – thicker the line the more frequent  
Low frequency = 1/bus hr, high = 30+/bus hr**

There are specifically branded services associated with specific routes or destinations. Quayconnect is a City Centre shuttle service between Southampton Central Station and Town Quay for the Isle of Wight RedJet passenger ferry from Cowes. This is timed to connect the half-hourly RedJet with the London Waterloo bound train and is contracted to GSC by Red Funnel.

Figure 2.8 shows the distribution of bus frequencies on the network in Southampton. The busiest road (outside of the city centre itself) is A3057 Shirley Road, which carries 72 buses per hour in the peak (two directions) between Romsey Road and Waterloo Road – accounting for 6.4% of all vehicles the road; one bus every 15 vehicles. South of Waterloo Road to Southampton Central Station this rises to 94 buses (both directions) with the addition of the services from Totton and the Waterside. Other notable roads for buses are the A3025 Itchen Toll Bridge (68 buses), A33 The Avenue (46 buses), Portswood Road-St Denys (44 buses), A3024 Northam Road (36 buses), and A33 Millbrook Road West (22 buses).

It also highlights the areas of Southampton with the lower levels of service between the corridors. For example, Harefield in eastern Southampton, where some parts are in top decile of most deprived areas in England, is served by 2 buses per hour that runs on a one-way loop. This means that those at the start of the loop have a longer journey to get to Bitterne and then the City Centre. There is also a considerable distance (1+ mile) to the higher frequency corridors or Bitterne District Centre.



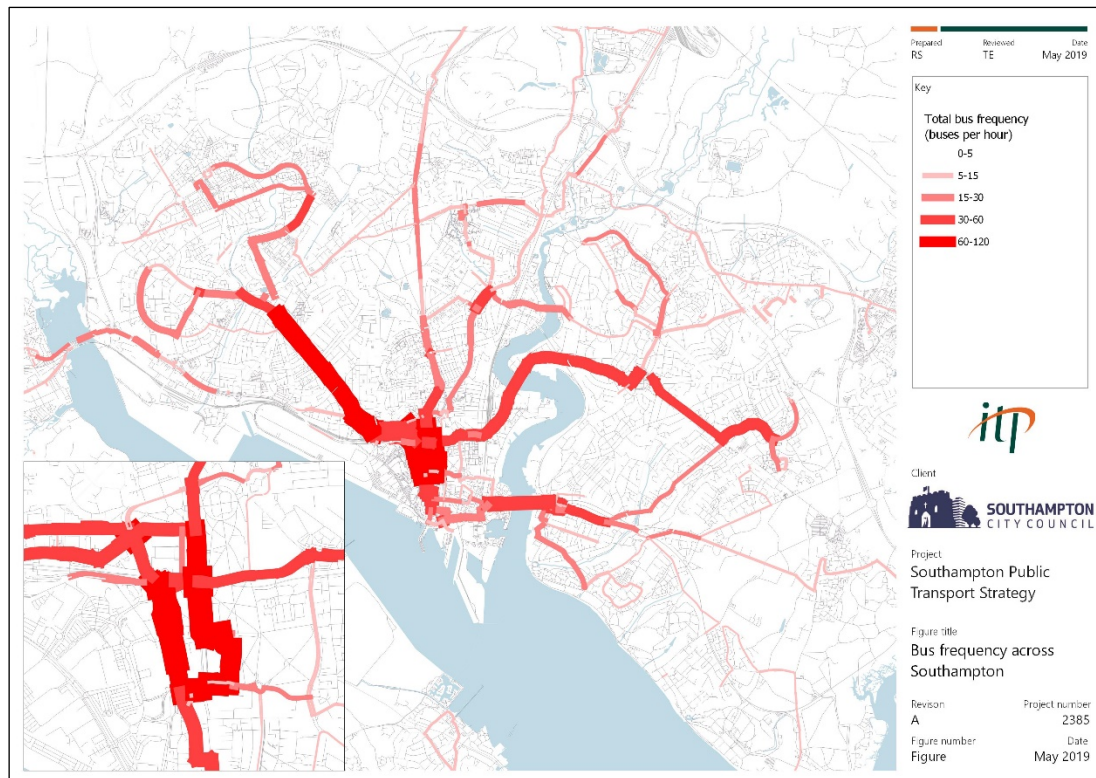


Figure 2.8: Bus service frequency by road link- thickness denotes service frequency (Sept 2018)

### 2.2.3 Bus Operators

This section summarises the operations of each bus operator covering services, destinations, and fleet. It sets out the market share for each operator based on annual patronage and bus services operated.

#### Go South Coast – Bluestar

Go South Coast (GSC) are the largest operator in Southampton running 40% of the 38 bus services and carrying 70% of the annual patronage. As set out in Section 2.2.2 they operate the Bluestar, UniLink, QuayConnect and Salisbury Red services.

They operate a network of services serving the suburbs of Southampton and beyond to several towns and urban areas outside of the city. This is shown in Figure 2.9.

- Bluestar – 14 intra and inter urbans services to Millbrook, Lordshill, Shirley, Portswood, Townhill Park, Bitterne, Thornhill Park, Weston and Woolston; and to Totton, the Waterside (Marchwood, Hythe, Fawley), Lymington, Chandlers Ford, Winchester, Romsey, Eastleigh and Hedge End
- UniLink – 4 services to University of Southampton, University halls of residence, Southampton Airport, National Oceanography Centre, Portswood, Swaythling, and University Hospital Southampton – these are all open to students (via their halls fees) and the general public;
- QuayConnect – 1 service between Southampton Central Station and Town Quay for the Isle of Wight RedJet service; and
- Salisbury Red – 1 service to Salisbury.

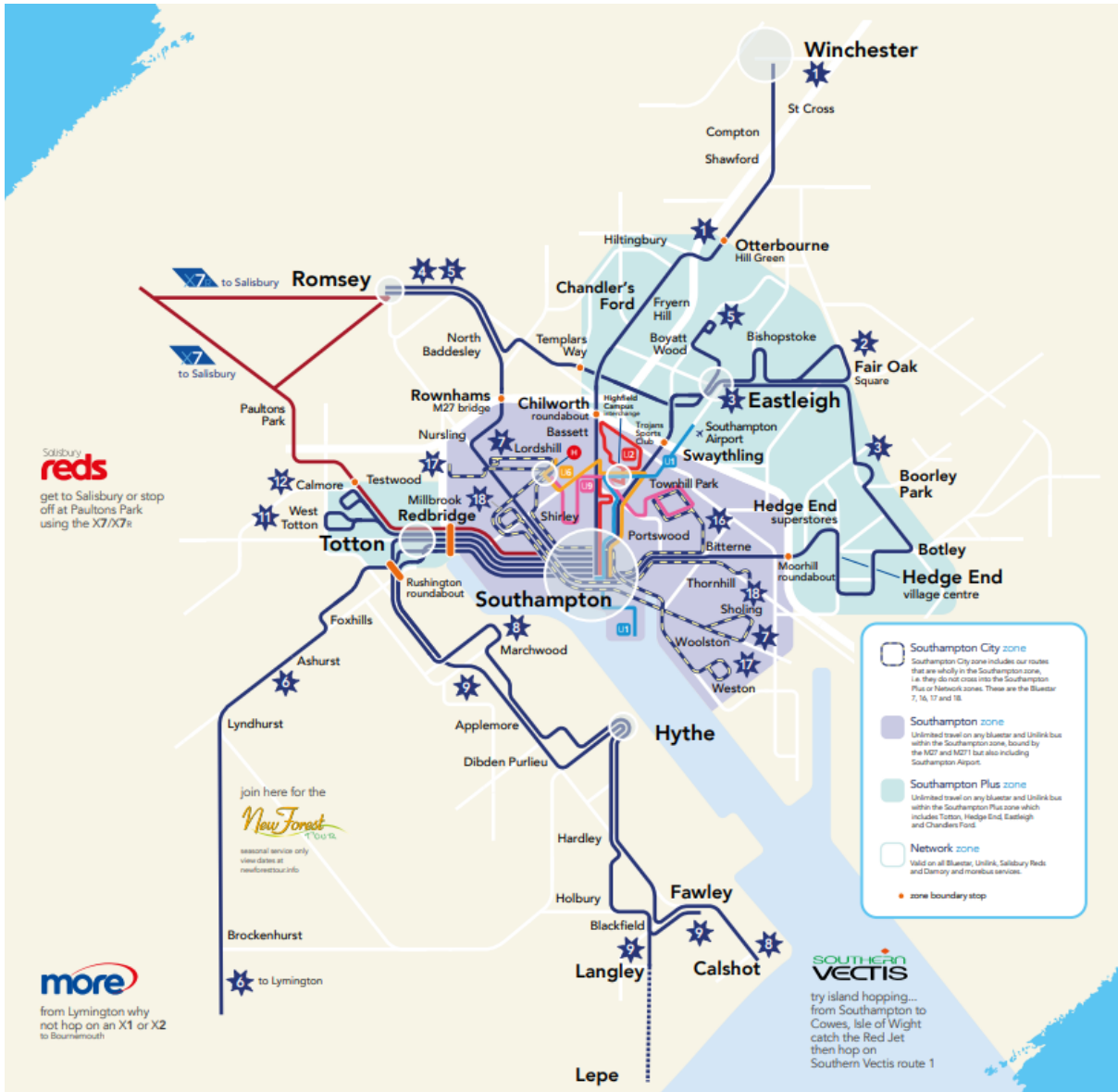


Figure 2.9 – GoSouth Coast Network Map – Southampton and wider area

GoSouth Coast operate 160+ buses in a combination of single and double deck. Depots are in Totton and Eastleigh.

Total Bus	Total	Double Deck	Single Deck	Euro VI Retro	Euro VI	WiFi	USB	Next Stop
Bluestar	131	89	42	49	66	106	109	108
UniLink	32	32	0	0	32	32	32	32

Table 2.4 – Bus Fleet - GSC

**CityRed (First Group)**

CityRed, part of First Group, are the second largest operator in Southampton running 26% of the 38 bus services and carrying 28% of the annual patronage. As set out in Section 2.2.2 they operate the CityRed and Solent services.

They operate a network of services serving the suburbs of Southampton and beyond to some towns and urban areas outside of the city. See network map in Figure 2.10.

- CityRed – 8 intra and inter urbans services to Millbrook, Lordshill, Shirley, Portswood, Townhill Park, Bitterne, Harefield, Thornhill Park, Sholing, Weston and Woolston; and to Totton, Hedge End, Netley and Hamble; and

- Solent – 2 inter urban services to Fareham, Gosport and Portsmouth.



Figure 2.10 CityRed & First Network Map Southampton

They operate 60 buses mostly single decker from a purpose built depot in Portswood area of Southampton.

Total Bus	Double Deck	Single Deck	Euro VI Retro	Euro VI	WiFi	USB	Next Stop
First - 60		63					

Table 2.5 – Bus Fleet - First

### Xelabus

Xelabus are the smallest operator in Southampton running 21% of the bus services but carry less than 1% of the annual patronage. The majority of Xelabus services are either contracted to a third party such as Southampton Science Park or supported by SCC as socially necessary service.

They operate a network of 8 services serving some suburbs of Southampton and beyond into Eastleigh. Four are contracted from SCC to provide local services to Shirley and Bitterne District Centres on specific days. One is an inter urban service to Bishops Waltham and is partially commercial.

Xelabus are also contracted to provide school and college buses to higher education establishments in and around Southampton, such as Itchen College in Sholing and Barton Peveril in Eastleigh.

They operate mostly single decker from a depot in Eastleigh.

### 2.2.3 Bus Infrastructure

Southampton has a variety of bus infrastructure to support people accessing the bus, providing information and providing buses with priority.

- Bus lanes or bus only roads, and priority at signals;
- Bus stops with raised kerbs, flags, information and shelters;
- Real Time Information; and
- On Board information.

In Southampton there is currently 2.53 miles of dedicated bus priority lanes either along main corridors into/out of the City Centre or providing bypasses to congested junctions. The bus lanes operate 24 hours 7 days and permit access for cycles, Southampton registered taxis and other authorised vehicles. There are 11 bus or restricted sections of road (some

shared with cycles, taxis and permit holders), mainly situated around the retail and cultural core of the City Centre.

There are 20 traffic signal junctions with bus priority operational in them, these are on the Shirley Road and Bursledon-Bitterne Road corridors. The priority system uses Automatic Vehicle Location (AVL) – vehicle locators on board the buses that interact with the main Urban Traffic Control (UTC) system. A further 12 junctions have bus priority installed but not yet commissioned.

There are 961 bus stops in Southampton with provision at the bus stop varying from a simple flag and pole to shelters with real-time information, raised kerbs, seating and lighting. 43% (410) of bus stops have shelters and SCC has an ongoing programme of renewing and upgrading stops to new high quality, high spec shelters that include information panels. Shelters are provided through a contract with ClearChannel.

Real time bus information provides live bus travel information at 229 bus stops – these are 3-line displays. In 2020 an initial trial of 6 new ‘TFT’ displays were introduced, with further phases to upgrade all RTI screens.



Eight key interchange points have information totems (in the City Centre, Southampton Central Station and at the University’s Highfield campus). Additionally, real time departure displays are in major buildings/employment hubs such as the Civic Centre, University Hospital and Town Quay. Bus operators provide data in an electronic format that can be automatically uploaded to the system and feed GPS locations of buses to the system through their on-bus ticket machines.

## 2.2.4 Fare & Ticketing Structures

The price point for a bus journey is a contributing factor in people’s decision making around how they will travel.

Fares in Southampton are competitive when compared to other cities, as shown in Table 2.5, and Southampton has some of the cheapest day and weekly fares in the UK. The history of competition and innovation between the main operators, along with an overarching multi-modal ticket offer has resulted in cheaper fares and supported patronage growth.

Fares are done on a zonal system and are broadly similar between operators and SolentGo but there can be significant price differences between Southampton zones and zones in Hampshire. The network zones for Bluestar, City Red and SolentGo are shown in Figures 2.11, 2.12 and 2.13.

Zone	Description	Fare	Single	Return	Daily	Weekly	Group*
<b>Bluestar &amp; UniLink</b>							
Southampton City	Routes wholly within Southampton boundary	Adult	£2.00-2.50	£3.00-3.70	£3.40	£9.00	£7.70
		Child	£1.30-1.50	£1.80-2.00	£2.80	£10.00	-
Southampton Zone	Bounded by M271 & M27 but includes Airport	Adult			£3.70	£14.50-15.50	£15.50
		Child					-
Southampton Plus	Zone plus Totton, Hedge End, Eastleigh & Chandlers Ford	Adult			£6.00	£17.50-19.50	-
		Child	£2.00	£2.80	£4.60	£14.00	-
Network	Whole network including Winchester, Romsey, Waterside & Lymington	Adult			£8.00	£26.00	£24.50
		Child	£2.00	£3.40	£6.00	£16.50	-
<b>First</b>							
Southampton	Roughly bounded by administrative boundary	Adult	£2.00	£3.00	£3.50	£9.00	£8.00
		Child	£2.00	£2.00	£3.20		-
Southampton & Totton	Southampton plus Totton only	Adult			£5.50	£15.00-18.00	
		Child	N/A	N/A	N/A	N/A	
Southampton Plus	Southampton including West End, Netley, Hamble & Hedge End	Adult				£19.00-20.00	
		Child					
Hampshire	Across Hampshire (inc Fareham, Gosport & Portsmouth)	Adult			£7.00-7.50	£23.50-25.00	£13.00-45.00
		Child					
<b>Xelabus</b>							
Network	Southampton & Eastleigh	Adult			£8.00	£25.00	
		Child			£5.00	£17.00	
<b>Solent Go Multi-Operator Multi-Modal</b>							
Southampton Zone	Southampton and bounded by M27-M271	Adult			£5.00	£20.00	
Solent Zone	Solent area	Adult			£8.00	£30.00	

Table 2.6 – Comparison of fare zones and adult, child and group ticket offers, 2021



Figure 2.11 CityRed & First Network & Fare Zones

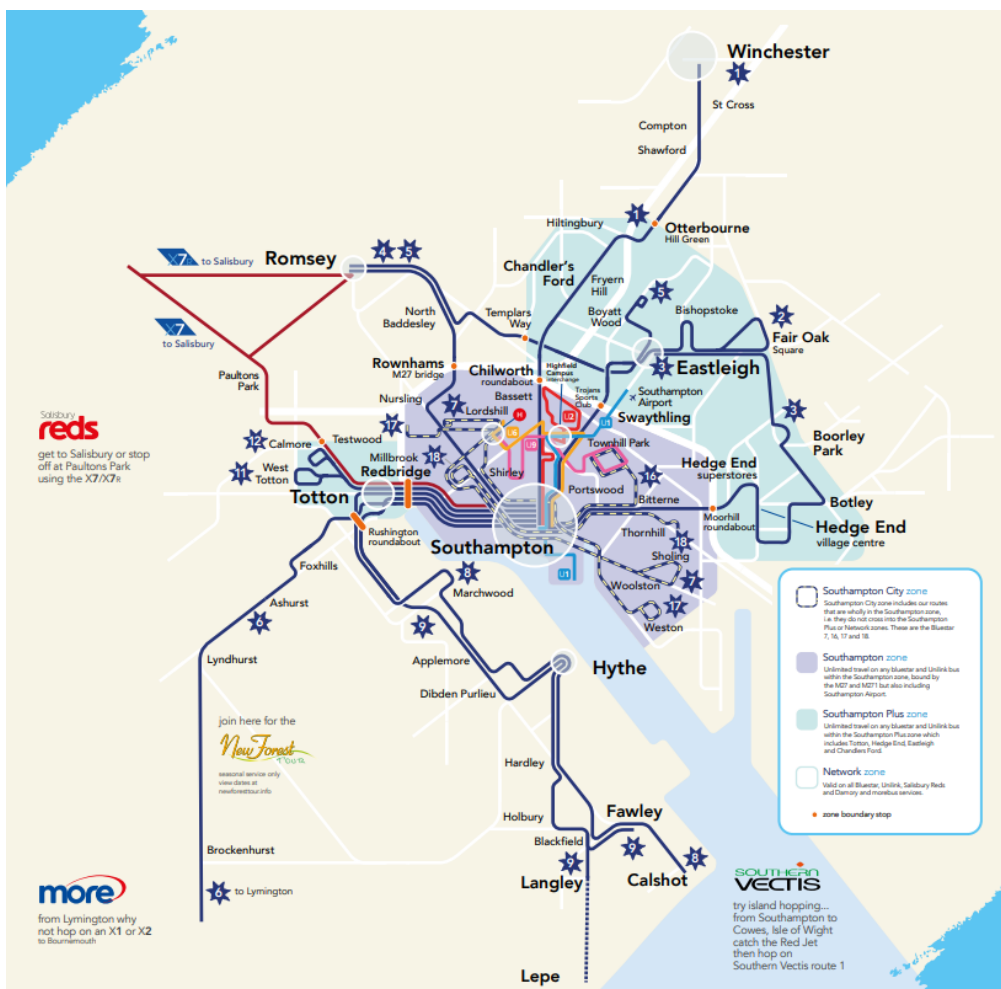


Figure 2.12 Go South Coast Network & Fare Zones

Each operator offers several other alternative fare options for number of trips, days, single, return, wider network tickets. All operators offer adult and child fares.

All operators offer child fares at 60-65% of the adult fare. These are available for those aged 5-15. At 16 the fare increases to the full adult fare. This can be a significant increase for those either still in education or not in employment.

For those travelling to college there are some products available that provide discounted college bus travel on public buses. Bluestar, UniLink and Xelabus provide offers ticket options for academic terms and years. These operate aged 16-19 and cover travel to further education colleges.

As part of their university halls fees, first year students at the University of Southampton get travel on all UniLink services included. All University students and staff get reduced price bus travel via the app.

Group travel is offered for up to 5 people travelling together at the same time and to the same place. This can provide good value for families and friends but is not a well-known ticket option.

All buses offer contactless payments via card and mobile(m)-ticket. M-tickets have increased in usage and are available via the individual operators' apps and websites. There is a variety of products on sale – direct debit, daily, weekly and monthly. These are at a discount to the turn up fares. Both major operators in 2020/21 started to offer 'Tap & Cap' or 'Tap On, Tap Off' (TOTO) fares. These are capped at the day rate for the ticket and permit multiple journeys on and off an operator's buses. These tickets are not yet available cross-operator. Through TCF all Southampton buses will be equipped with readers that will enable full TOTO.

There is a perception that fares are high, this is often from people who don't use the bus. A SCC Survey indicated that 35% of respondents, both bus and non-bus users, were satisfied and very satisfied with the cost of travelling by bus, and 33% were dissatisfied and very dissatisfied. Among bus users there is high levels of satisfaction with the value for money of buses – Bluestar at 72%<sup>12</sup>. 41% of those satisfied with the value for money feel that the cost of the bus against other modes of transport is good.

Comparable fares are among the cheapest in the UK. The weekly ticket offer is second cheapest on offer– Guildford was lowest at £7, and the daily tickets are on average 49% lower than the South East and 35% lower than the England averages.

### Cost of Bus V Car

A comparison of daily parking, daily and weekly bus fares shows that Southampton does provides the cheapest parking, daily and weekly bus fares in the South East. Parking in most cities tends to be more expensive than the day rate for bus travel, however if there are multiple people travelling by bus the total cost can exceed the day parking rate.

Area	Daily		Weekly		Parking
	Mobile/TOTO	On Bus	Mobile	On Bus	Daily
Southampton	£3.00	£3.40-3.50	£9.00-£12.50	£9.00-£12.50	£5-8
Portsmouth		£4.50	£17.00	£18.00	£10-12
Solent Go	£5.00	N/A	£20.00	N/A	N/A
Brighton & Hove	£4.70	£5.20	£21.60	N/A	£23
Reading	£4.00	£4.00	£16.00	£17.00	£10-14
Bristol	£4.50	£5.00	£18.90	£20.00	£13.50
Plymouth	£4.70	£4.70	£21.00	£21.00	£5-12
Bournemouth	£4.10-4.40	£4.30-4.60	£19.50-20.00	£19.50-20.00	£5-20

<sup>12</sup> Transport Focus National Bus Survey 2019

Nottingham	£4.20	£4.20	£18.00	£18.00	£16
South East <sup>13</sup>		£5.23	£18.74	£18.74	

Table 2.7 – Comparison of daily and weekly fares<sup>14</sup>

### Multi-Operator Ticket

In 2013 Solent Go was launched as the first multi-modal multi-operator smartcard ticket offer outside of an Integrated Transport Authority (ITA). It succeeded the Solent Travelcard which was a paper based multi-travel card and the first scheme launched outside of an ITA through a partnership between the bus operators and LTAs.

SolentGo covers the mainland part of the Solent region of Southampton, Portsmouth and Hampshire. It is available as a smartcard and a m-ticket via the SolentGo app and bus operator’s apps. It offers a daily or weekly pass on bus and ferry (e.g. Gosport Ferry) but is priced at a premium compared to the daily or weekly offer on individual bus operators (see Table 2.6 and 2.7). There is currently no interoperability with the rail network – as part of the 2018 South Western Rail Franchise it was intended that Solent Go was integrated and has not been so yet. This has contributed to it having a much reduced or limited take up on bus – there is a higher take up on the Gosport Ferry.

There is no child fare available on SolentGo.

Figure 2.13 shows how sales of all SolentGo products have been increasing in each year with sales in 2019/20, until early 2020, above that of previous years. It should be noted that as a proportion of the total sales for bus and ferry travel this is a small percentage.

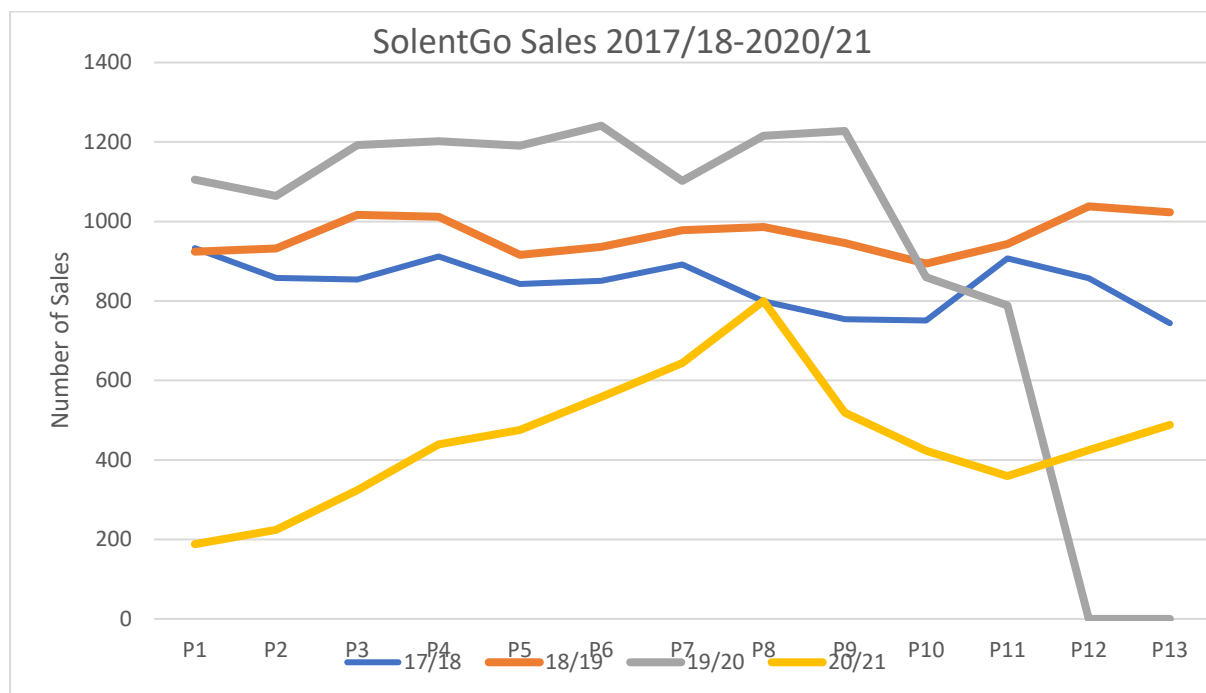


Figure 2.13 – Sales of SolentGo products 2017/18-2020/21

As part of the Solent Future Transport Zone there will be enhancements to SolentGo, integrating it with the emerging Mobility as a Service (MaaS) platform starting in 2022.

### 2.2.5 Interchange

The bus network is centred on the City Centre but there is no one single point such as a bus station for interchange between bus services. The routing of the bus network is also complex as buses arrived from different corridors and each individual bus service follows a

<sup>13</sup> TAS Partnership 2019 National Fares Survey - [30281-REP-TAS-National-Fares-Survey-2019.pdf](https://taspartnership.co.uk/30281-REP-TAS-National-Fares-Survey-2019.pdf) (taspartnership.co.uk)

<sup>14</sup> Source – operator websites and local authority websites for parking – 2021 prices



slightly different routing around the City Centre. This has a knock on effect on bus reliability and crowding in certain areas of the City centre. Buses are also affected by vehicles accessing car parks, service areas, loading and concentrations of people acceding the bus at busy stops.

The network has developed from a historic pattern developed as the City Centre was developed in the post-war period and in response to more recent retail developments. The disjointed approach to the City Centre routing leads to additional mileage for bus operations and confusion for attracting new bus users who won't be familiar with the network.

Services call at a series of bus stops located in clusters and are numbered:

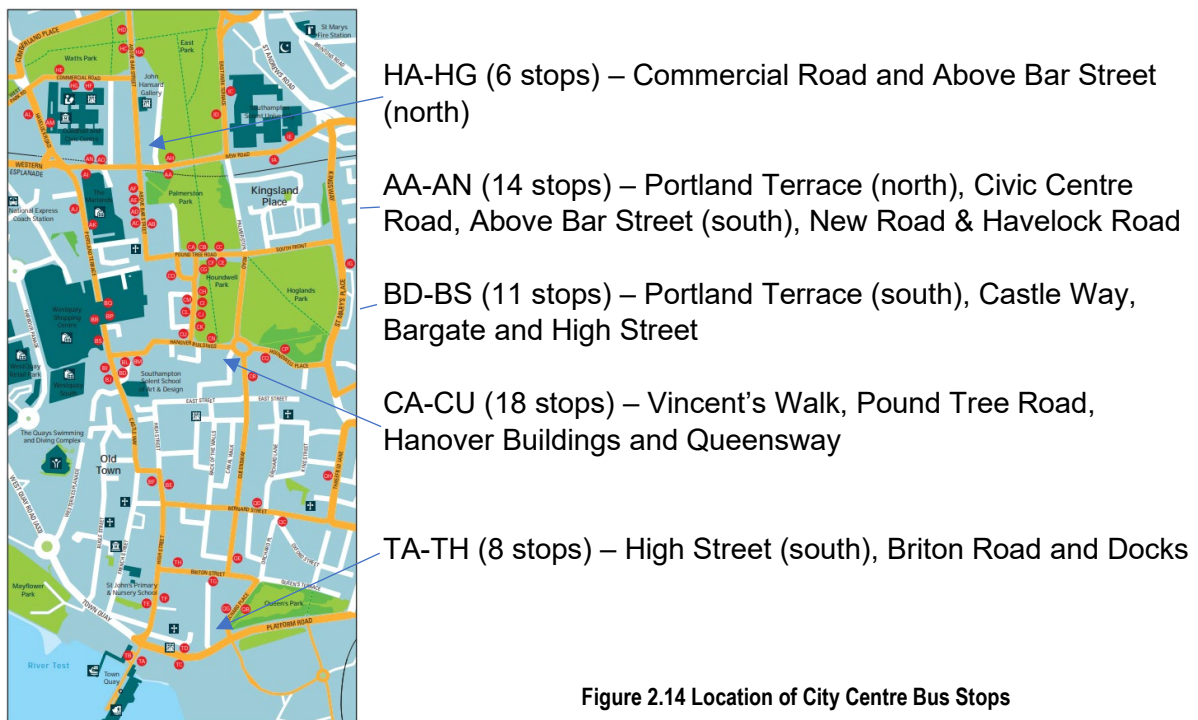


Figure 2.14 Location of City Centre Bus Stops

The busiest being Above Bar Street (south), Vincent's Walk, Portland Terrace (south), Portland Terrace (north) and Civic Centre Road. Many of the stops are used for picking up and set down but stops in areas BD-BS and CA-CU are the key locations for terminating and layover of buses – these locations are primarily divided between Bluestar and First services. 27 services terminating in the City Centre where there can be up to 78 buses per hour terminating, with an additional 23 crossing the City Centre.

Interchange is done informally at the main bus hubs on Vincent's Walk, Portland Terrace and around the Civic Centre.

Southampton Central Station is the other main interchange location, only the QuayConnect service terminates there. Buses from Totton & Waterside, Shirley-Romsey and the University & Airport call at the station. Bus stops are split between the north and southern side of the station. The stops on the north side were upgraded with additional capacity in 2015 as part of the interchange and public realm works at Station Quarter North. These cater for most services at the station. The south side has 3 stops and is proposed to be upgraded as part of the TCF Programme by 2023.

The University's main Highfield Campus is the hub for the UniLink services and has interchange with National Express coach services.

## 2.3 LTA Financial Support

### 2.3.1 Supported Services

Of the bus services in Southampton pre-pandemic 90% are operated at a commercial level. The level of funding from SCC to supported services has reduced by 96% since 2009.

The impact of Covid has seen a reduction in the number of bus miles done with services reducing frequency or hours of operation. As of Summer 2021 buses in Southampton were operating at 90% of their pre-pandemic levels of mileage.

SCC currently financially supports four services wholly and these are operated by Xelabus. These services provide socially necessary services connecting people in areas often not served by commercial services with local shopping and health care centres on certain days of the week. The supported services are in Table 2.8.

Service	Route	Journeys Made	Annual Subsidy	%age subsidised	Weekly Mileage (km)	Annual Mileage (km)
X12	City Centre-Fremantle-Shirley	4 Journeys/Day Tuesday & Thursday	£23,000	100%	69.12	3594.2
Bitterne Hoppa 1	Midanbury-Bitterne	3 Journeys/Day (Mon, Wed & Fri)		100%	40.5	2106.0
Bitterne Hoppa 2	Sholing-Bitterne	3 Journeys/Day (Mon, Wed & Fri)		100%	73.4	3818.8
Bitterne Hoppa 3	Thornhill-Bitterne	1 Journey/Day (Mon, Wed & Fri)		100%	43.59	2266.6

Table 2.8 – Southampton Supported Services

### 2.3.2 Concessionary Fares and Travel

In 2019/20, there were 5m elderly and disabled concessionary passenger journeys made in Southampton. This accounted for 24% of all journeys. The remaining three-quarters of journeys were made by fare paying passengers, this is compared to 72% for the South East as a whole. Whilst the overall patronage has grown in recent years, the number of elderly and disabled concessionary passenger journeys has decreased by 1.6% since 2011/12.

Almost 30,000 older and disabled people passes were issued in Southampton in 2019/20, with older passes accounting for 88% of all passes issued. The proportion of eligible people taking up the pass in Southampton is lower than the South East average at 71%.

As Figure 2.14 shows, the proportion of concessionary fare travel out of overall bus journeys in Southampton is lower than Hampshire and comparable places. This reflects the different nature of the areas.

The Concessionary Fare scheme starts at 0900 to 0030 for Southampton residents and 0930 to 2300 for those non-Southampton residents. This is a local enhancement to the national scheme. The annual budget for Concessionary Fares is approximately £3.8m.

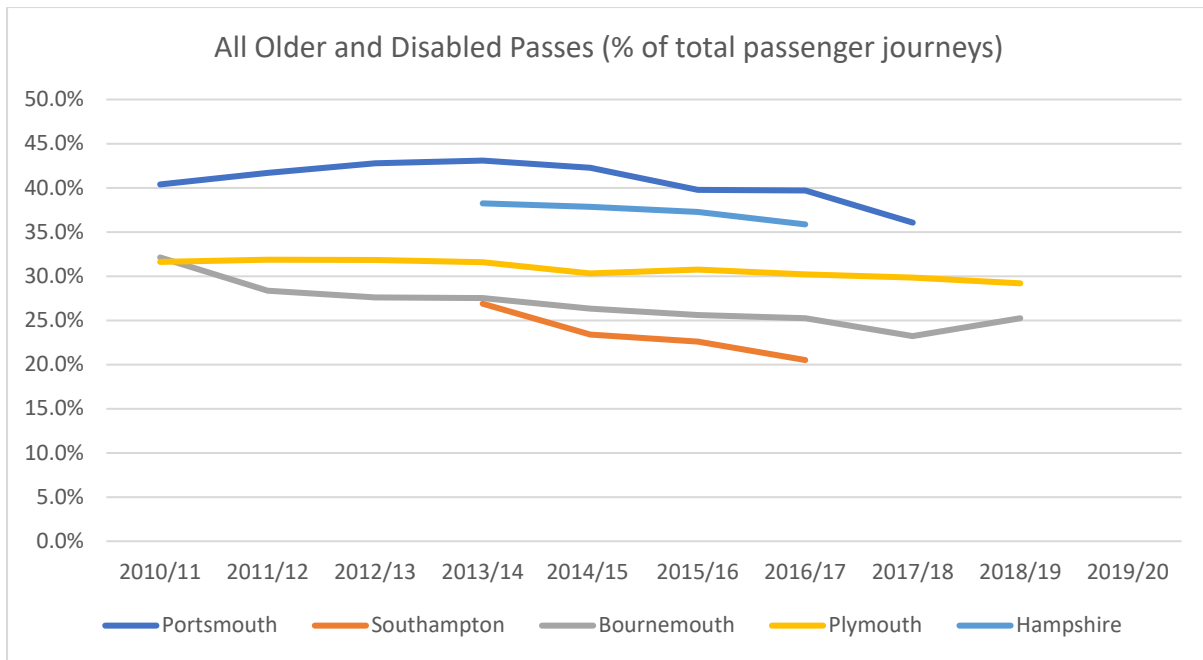


Figure 2.14 – Comparison of Concessionary Travel as proportion of all bus journeys

### 2.3.3 BSOG

SCC receives £75,112 of Bus Service Operations Grant (BSOG) annually. This goes towards the provision of the Supported Services set out in Section 2.3.1. The funding is ringfenced for service provision and the provision of infrastructure associated with those services.

## 2.4 Other Factors Affecting Buses

### 2.4.1 Demographics

Southampton's resident population is 254,000<sup>15</sup>, this has increased by 23.5% from 204,000<sup>16</sup> in 1991. Southampton also has a relatively young population, with an average age of 32.2 (compared to a national and South East regional average age of 40)<sup>17</sup>. In 2017, 20% of the resident population was aged between 15 and 24 years (compared to 12.4% nationally). This is largely due to Southampton having over 40,000 students at its two universities – making up 18% of the population. In the Bargate ward within the City Centre, 37.2% of the population are aged 15-24 reflecting the large student population there.

The population is expected to increase to 270,000 in the early 2040s – 6% higher than now. The greatest increase will be in the 60+ category and this will affect future demand for concessionary bus passes and timings of bus services.

### 2.4.2 Car Parking

In Southampton City Centre there are over 16,450 publicly available car parking spaces spread across on and off-street locations. These are operated by SCC and private operators such as NCP, Ikea or West Quay. Table 2.8 shows the split between the publicly owned car parks, publicly accessible privately owned, and the number of on-street parking spaces.

Ownership	Spaces	Percentage of Spaces	All Day Parking Charge
SCC Off-Street Car Parks	5,143	31%	£5-8

<sup>15</sup> 2018 ONS Mid Year Population Estimates

<sup>16</sup> ONS Mid Year Population Estimates 1991-2017

<sup>17</sup> ONS Mid Year Population Estimates 2017

Private Publicly Accessible Car Parks	9,660	59%	£5-10 (WestQuay)
On-Street Parking	1,647	10%	N/A
Total	16,450		

Table 2.9 – Car Parking in Southampton

The quantum and cost of parking is considered to be inexpensive in Southampton and an acting as an attractor to car-based trips into the City Centre for work or shopping. The presence of a large number of private publicly accessible car parks is a legacy of development over the past 20 years. The long-term approach in the LTP is to develop a 'Parking Ring' of car parks close to or on the Ring Road with good walking links into the City Centre allowing car parks in the centre to be relocated.

Parking standards for new development are provided in a Supplementary Planning Document (SPD). In high accessibility areas (on or withing 400m of a high frequency bus route) and the City Centre the level of parking provision is reduced. This is to reduce parking demand and encourage use of sustainable and active travel.

#### 2.4.4 Air Quality

Southampton is the eight most polluted UK city, with high concentrations of air pollution, particularly for Nitrogen Dioxide (NO<sup>2</sup>/NO<sub>x</sub>) and Particulate Matter (both 2.5 and 10). Southampton, and part of the New Forest, were identified by DEFRA in 2015 as one of the first tranche of cities unlikely to achieve NO<sub>x</sub> limit values. Exposure to these emissions contributes to an estimated 110 early deaths a year – or 5.6% of all deaths in Southampton, compared to national average of 5.3%.

There are eleven Air Quality Management Areas (AQMAs) in Southampton with transport being the largest contribution in each of them.

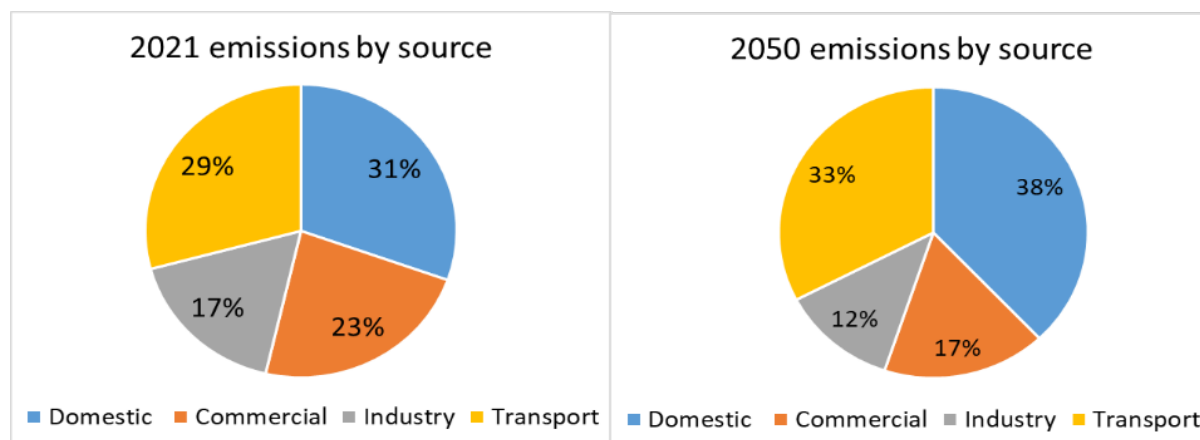


Figure 2.15 Carbon Emissions by Sector, Southampton 2021 and 2050

DEFRA has issued Southampton a ministerial direction to deliver a Local NO<sub>2</sub> Plan in partnership with the government's Joint Air Quality Unit (JAQU). This includes the requirement to ensure that buses are Euro VI equivalent diesel standard or better.

Investment has started in making the bus fleet low emissions with new Euro VI vehicles or retro-fitting technology in older vehicles.

## 2.5 Analysis of Bus Services Against BSIP Objectives

This section provides an analysis for how Southampton's bus network and services are performing against the BSIP and National Bus Strategy aspirations.

Aspect of bus service provision	Strengths	Weaknesses
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Bus (network)	<ul style="list-style-type: none"> <li>• A strong core bus network of frequent and direct services connecting city centres to majority of suburban areas</li> <li>• Radial bus network means <b>main corridors have good frequency – ‘turn up and go’</b> frequencies</li> <li>• Sustained growth in bus patronage on flagship interurban and high frequency urban bus routes</li> <li>• High user journey satisfaction – 89%</li> <li>• A modern and attractive bus fleet with low emissions, RTI, Audio-Visual displays, contactless payments and WiFi and charging points</li> <li>• Low emission and young (2.5yrs average) fleet compared to other cities</li> </ul>	<ul style="list-style-type: none"> <li>• Bus network predominantly operates on shared road space. Congestion at peak times, especially on key road corridors to/from centres of main towns, leads to reduced punctuality and journey time reliability, and increased journey times</li> <li>• Very high frequencies on Shirley and Itchen Bridge corridors potentially giving an imbalance to areas with little or no service</li> <li>• Pockets of ‘bus deserts’ in certain areas of city – Lordswood, Upper Shirley, Harefield due to lack of bus services (as these are not commercially viable to operate) or poor penetration of services</li> <li>• Limited service frequency to some suburban areas e.g. Hedge End, Romsey</li> <li>• Few cross-city services that don’t require interchange in City Centre – e.g. Bitterne to Hospital, Woolston to University, and no ‘orbital’ service</li> <li>• Accessibility from the east is impacted by geography and severance of the River Itchen and railway means bottlenecks impact reliability</li> <li>• Limited investment in the highway network for bus priority lanes</li> <li>• Terminal points are poorly lit with poor road surfacing</li> </ul>
Bus Network (operators)	<ul style="list-style-type: none"> <li>• Strong competition on some routes have led to low weekly fares</li> <li>• Strong operator brands and recognition with users</li> <li>• Smaller operators active and engaged</li> </ul>	<ul style="list-style-type: none"> <li>• Duplicated route numbers across different bus operators’ bus services – that may cause confusion for customers.</li> <li>• Reduction in support for less viable bus services</li> </ul>
Bus Network (development)	<ul style="list-style-type: none"> <li>• Ongoing evolution and development of the network, reacting to need</li> <li>• Aspiration for a Southampton Mass Transit System and integration with rail</li> </ul>	<ul style="list-style-type: none"> <li>• Locations of new development have not been chosen with ease of serving by bus in mind, making it difficult to serve well with commercially viable bus services</li> <li>• Where no pump-priming funding is available to reduce financial risks, operators are reluctant or unwilling to take commercial risks to serve new development or to increase service frequencies where passenger numbers will take time to build up to cover the operating costs</li> <li>• Getting the network to integrate into the City as it grows with new development</li> </ul>
Bus Network (City Centre)	<ul style="list-style-type: none"> <li>• Well served City Centre, with all bus routes terminating or passing through</li> <li>• Elements of bus priority and bus lanes leading to City Centre – Northam Road and Shirley Road</li> <li>• Bus travel is worth £275m to the economy</li> </ul>	<ul style="list-style-type: none"> <li>• No single focal point in the City Centre with complex and varied routing for buses</li> <li>• Limited interchange at Central Station for services from the east</li> <li>• Constrained, shared road space, radial in nature</li> </ul>

		<ul style="list-style-type: none"> <li>Limited capacity/space for terminating services to layover</li> </ul>
Bus Network (Park & Ride)	<ul style="list-style-type: none"> <li>Park &amp; Ride has been identified through TCF as incremental approach starting at weekends/ major events in partnership with the NHS Trust</li> </ul>	<ul style="list-style-type: none"> <li>No public P&amp;R provision is currently available to serve journeys into Southampton city centre</li> <li>Hospital (staff only) P&amp;R bus services are operated under contract and so are not currently integrated with local bus services</li> <li>Public P&amp;R needs to compete with relatively low car parking tariffs and high supply</li> </ul>
Socially necessary DRT & Community Transport provision	<ul style="list-style-type: none"> <li>Active and supported community transport services, including community minibus, dial-a-ride and voluntary car share schemes</li> <li>Good supply of taxis and private hire vehicles in main urban areas, including taxi ranks at larger rail stations</li> </ul>	<ul style="list-style-type: none"> <li>Scope and supply of service limited by funding constraints</li> <li>Lack of integration of community transport provision with hospital transport services and special educational needs transport</li> </ul>
Bus-Bus, Bus-Rail & Bus-Ferry Interchange	<ul style="list-style-type: none"> <li>All public transport modes accessible from City Centre</li> <li>Legible bus network branding and distinctive flags, shelters and maps</li> <li>In main towns, rail stations are key points of interchange, connecting the train network to the local bus network with good waiting facilities</li> <li>Multi-modal interchange opportunities at University, Airport, and ferry terminal at Town Quay</li> <li>Opportunity for further integration with cycling, micromobility, rail and walking</li> </ul>	<ul style="list-style-type: none"> <li>Interchange in some town centres is spread out - with some public transport modes requiring a walk (e.g. between railway station and nearby bus routes).</li> <li>Limited high-quality interchange hubs, with facilities, apart from at some bus stations and key rail stations</li> </ul>
Fares, ticketing and Multi-operator & multi-modal	<ul style="list-style-type: none"> <li>Overall fares are cheaper than average but perception that they are higher</li> <li>Existing Solent Go multi-operator, multi-modal ticket covering South Hampshire, Southampton and Portsmouth – offers three ticket zones and carnet ticket products</li> <li>Involvement in Project Coral</li> <li>Tap On, Tap Off/Capped Fares has been introduced</li> <li>Solent Future Transport Zone and Mobility as a Service</li> </ul>	<ul style="list-style-type: none"> <li>Interoperability and acceptance of bus tickets between operators</li> <li>Limited uptake of Solent Go ticket which is offered at a premium</li> <li>Child fares increase at 16 to full adult</li> <li></li> </ul>
Partnership and Investment	<ul style="list-style-type: none"> <li>Good partnership working, showcased by very effective voluntary partnerships between operators and local authorities and successful bids to Central Government</li> <li>Sustained spend from SCC on infrastructure</li> <li>Proactive commitment from key employers and institutions showcased by the success of the Unilink bus network</li> </ul>	<ul style="list-style-type: none"> <li>Covid-19 pandemic has resulted in decline in passenger numbers, which are likely to take time to recover to pre-pandemic levels. This reduction in revenue will affect ability to invest in fleet replacement and decarbonisation.</li> <li>Changes in political administrations and sufficient internal resource to be a strong &amp; intelligent client</li> </ul>

- Sustained investment and development of the network from operators

## Section 3 - Headline targets

This section will set out the ambition and targets for buses in Southampton, the City Region, and specific corridors in the city. The performance of these targets will be reported on every six months via website <https://transport.southampton.gov.uk/connected-southampton-2040/bus-service-improvement-plan/>.

### 3.1 Targets for journey times and reliability improvements

Southampton Target – Reliable Bus Journey Times

- A year on year improvement in bus journey time reliability
- Corridor specific targets

Southampton Target – Reliability and Punctuality

Improve bus punctuality so that 95% of bus services operating to time

### 3.2 Targets for passenger growth and customer satisfaction

Southampton Target – Passenger Growth

Continue to grow annual bus patronage in Southampton and the City Region as travel recovers from the Covid pandemic.

When patronage in Southampton reaches pre-pandemic levels for look to reach 22m journeys 25m within 5 years.

Increase the people mode share of bus into the City Centre

Southampton Target – Passenger Satisfaction

Increase bus passenger satisfaction across Southampton

## Section 4 – Delivery

### 4.1 The Vision

This section will set out how Southampton City Council, local bus operators and stakeholders will work together to deliver an improved bus offer for people living, working and visiting Southampton. Doing this is to achieve growth in the number of people using the bus, making it a viable alternative to the car, and supporting how people move around Southampton as it grows into the future.

As Southampton's economy recovers from the Covid pandemic we have the ambition that buses will play a vital role in getting Southampton moving. There have been some fundamental changes in how people get around, the times of day that they travel, and why they travel. Buses have always played an important part of the transport mix for Southampton and they will continue to do so contributing significantly to the local economy. As the economy re-builds we need buses to recover to where they were before the pandemic and then grow so they are a viable and attractive alternative to the car. As we look to a future and our commitment to be net zero carbon by 2050<sup>18</sup> we need to support decarbonisation of all transport including buses.

There is an opportunity, bearing in mind the recent successful history of joint working in Southampton, to strengthen this partnership further. This collaboration will develop both the infrastructure and the bus services provided during the BSIP period.

A shared overall vision has been developed for the BSIP

**That buses are an attractive choice where the bus network is built on reliability, green, integration, value for money, inclusivity & partnership to keep Southampton moving, to meet its needs now and in future**

The BSIP will set out the approach the partnership will take and form the basis for the commitments in the Enhanced Partnership Plan and Schemes.

### 4.2 The Ambitions

This section sets out the shared ambitions for buses in Southampton between SCC, local bus operators and stakeholders.

#### 4.2.1 Ambition 1 – A network that is accessible for all, integrated, and frequent

We will commit to maintain then develop Southampton's bus network so that it is accessible to all, looking at opportunities to enhance services and grow patronage. It will continue to be based on a nodal approach providing access and better connectivity to the main locations in Southampton, and the City Region (City Centre, District Centres, universities & colleges, hospitals, the Port & Airport, and employment hubs). The main arteries of the network will have a 'turn up and go' frequency of 5 minutes or less as a core.

We will take a network then corridor approach, starting with the corridors that have been identified in the LTP, looking at all services on it, then at bus services depending on their level of commerciality, level of service, and delay. From the corridors we will then look at services as they branch off serving individual areas of the city. This will include a review to assess how the network is operating now and whether there are areas that require enhancement or change.

To ensure that people can access buses the route to the bus stop and onto the bus needs to be easy, safe, and accessible. Through accessibility audits we will ensure that routes to the bus stops and footways are in a good order. To make sure that there are no digital deserts we

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<sup>18</sup> SCC Corporate Plan 2021



will include assistive technologies and independent travel training to help people – young and old – to live independently for longer.

**‘Rapid Bus Corridor’** – the flagship corridors of the network are ‘turn up and go’ with a maximum frequency of 5 minutes. These will often extend from the City Centre to District Centres or other key destination such as UHS Hospital, Eastleigh or Totton. From here they will branch out into residential areas. From the District Centres the corridors will be combined services that equal the high frequency service and will be commercially operated.

The aim for each corridor would be to reduce end-to-end journey times and stops, with improved service reliability and punctuality, and the customer experience and will be the focus of investment to get the biggest return.

The features of a Rapid Bus Corridor are bus priority, links with Park & Travel options (e.g. rail or micromobility), Express/Limited stops services, waiting facilities including larger Super Stops, journey information, modern zero emission vehicles, customer experience, information and technology.

We will use the identified Rapid Bus Corridors developed for TCF, two of which are being implemented through TCF. The corridors are:

1. Southampton to Totton and Waterside (TCF),
2. Southampton to Shirley and Romsey (inc. Lordshill & Redbridge),
3. Southampton to Chandler’s Ford,
4. Southampton to Portswood, Townhill Park and Eastleigh (TCF),
5. Southampton to Bitterne, Thornhill and Hedge End, and
6. Southampton to Bursledon, Hamble, Weston and Woolston.

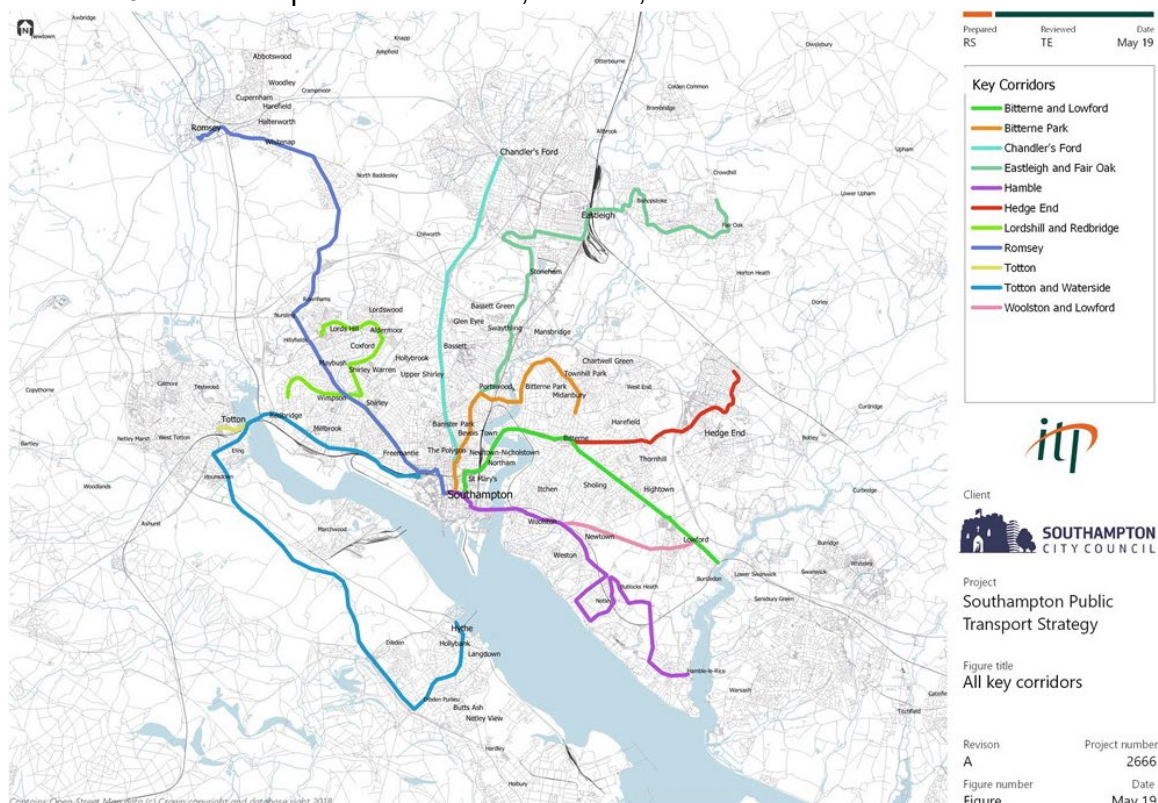


Figure 4.1 – Southampton Rapid Bus Corridors

**Local Bus** – off the main corridors where individual bus services branch off – these are often wholly commercial and connect into the residential areas. They merge to make the Rapid Bus Corridors and could provide a variation in level of service on that corridor – a combination of Express limited stop and all-stop.

**Social Bus** – the non-commercial where there is less demand or variable demand, these would also include flexible demand responsive transport. These may have no prospect of reaching commerciality and require ongoing financial support to deliver bus or DRT services. They could include crowd sourced routes or flexible minibus services, or conventional buses or specialist transport.

**Park & Ride** – develop a network of Strategic & Local Park & Ride (or Travel) sites where people can park and continue to their destination by bus, train, cycle, walking or car share.

Whilst this BSIP is focussed on improvements to services operating within the city boundary, we will work closely with other stakeholders, including HCC and National Highways, to overcome bus reliability issues outside of the city. Addressing issues on cross-border routes, such as congestion caused by the Strategic Road Network, can improve bus journey times on routes to/from the city.

The Rapid Bus Corridors will be the initial focus of investment over the next 5 years. But we will also look at what needs to be done on the Local Bus routes to complement and augment the corridor works.

- We will continue to deliver the improvements along the TCF corridors and interchanges by 2023;
- Kickstart a Park & Ride service from Southampton West P&R (delivered through TCF) at weekends only initially (infrastructure funded as part of TCF) from 2023;
- Carry out an objective journey time review for efficiency and opportunity with the bus operators during 2022;
- Carry out a multi-modal network review and plan for the Shirley-Romsey corridor (linked with cycle & walking plans) by autumn 2022 to ensure consistent service and priority and seek delivery from 2023;
- Develop and deliver the remaining Rapid Bus Corridors in partnership with Hampshire County Council – Chandler’s Ford and Bitterne-Thornhill-Hedge End by 2026;
- We will carry out accessibility audits to bus stops and prioritise footway improvements on bus routes as part of our annual maintenance programme;
- Work with SPECTRUM and other disability groups to develop assistive technologies to help make the bus a less intimidating experience for disabled users;
- Continue Independent Travel Training, including adults who would benefit from support in living independent lives;
- Continue business case work for funding to remove the major capacity and resilience bottleneck for buses at Northam Rail Bridge (on Bitterne corridor);
- Develop a programme for local bus pinch points on the Local Bus network;
- Continue to integrate the network with other modes including rail, shared mobility and cycle network;
- We will work in partnership with other stakeholders, including HCC, National Highways and Transport for South East (TfSE), to develop and deliver improvements to the Strategic and Major Road Network that help reduce severance and unlock bus travel benefits across the City Region;
- Finalise commerciality and enhancements to services to increase frequency, running day (earlier or later services), Sunday services. These include kickstart funding for:
  - Service enhancements to Harefield and Peartree, increasing to half-hourly across the day and on Sundays

- Services to Upper Shirley & Sports Centre, Freemantle & Lordshill; and
- The socially necessary services – Bitterne Hoppa, X12.

#### **4.2.2 Ambition 2 - Buses are an attractive alternative – fast, attractive & reliable**

We will make buses an attractive alternative to travelling by car by making them fast, attractive for new and existing customers, and be reliable. This is important as reducing journey times by bus will act as an attractor to get more people to use the bus. It also helps to improve the efficiency of the bus network, reducing operating and maintenance costs for the bus operators and enabling further investment in decarbonising the fleet and the fare offer to passengers.

We will commit to developing and delivery of bus priority along the Rapid Bus corridors that balances needs of bus users against other road traffic, looking at measures to help through local pinch points, and then use technology to enforce them. This will have the aim of improving end-to-end journey times and reliability so that buses are attractive for people to use.

Include:

- Targets for speeding up journey times with investment meaning faster, reliable and more attractive movement through main corridors;
- Turn up on time services, with a 'turn up and go' frequency as a core; and
- Confidence in predictable end to end journey times.

Approach

- To take a corridor approach to developing plans for buses so that there is a demonstrable improvement in bus journey times balancing the needs of other users – using information provided by the bus operators and data to prioritise as part of either Rapid Bus Corridors or other local pinch points;
- Develop Express Bus services along Rapid Bus Corridors;
- Where there is the ability to provide buses with priority to improve their reliability;
- Use Traffic Signal Priority widely across Southampton completing roll out of in-signal priority by 2024;
- Create opportunities to shorten bus journeys with bus only streets or accesses;
- Use parking and traffic management tools to reduce delay e.g. Red Routes, enforcement, and linking CCTV between buses, central Urban Traffic Control to manage traffic;
- Continue to enforce bus lanes and expand the network of cameras to other areas where there is contravention of bus lanes and other legal powers for enforcement of moving traffic offences from 2022;
- Provide consistent hours of operation for bus lanes and permitted vehicles – emergency services, Southampton registered taxis, cycles & scooters (subject to outcome of trial);
- Look at the parking pricing in the City Centre;
- Through BBLP manage roadworks more efficiently using tools such as permits, CCTV, or co-ordinated utility works so that disruption from roadworks for buses is minimised; and
- Ensure that the maintenance of the highway and its assets creates a smooth ride quality for buses.

#### **4.2.3 Ambition 3 – Bus travel is affordable and achieves multi-operator access**

Travel by bus in Southampton is already among the lowest in the country and this has helped support the growth of bus travel over the past decade. SolentGo was the first multi-

modal smart ticket solution outside of a major ITA and helped to shape multi-operator ticketing. Recent investment has seen the launch of Tap On, Tap Off/Capped Fares within Southampton, and investment in the technology through TCF.

We will look to make tickets simple and easy to understand with affordable value for money fares. Multi-operator fares should not attract a premium over single operator fares. We will work towards a capped fare system that provides the best value for money for people travelling by bus regardless of operator.

We will improve the range of SolentGo products with Hampshire and Portsmouth through the new Mobility as a Service (MaaS) platform. This will include continued integration with other modes including the rail network, and public bike and scooter hire for green first and last mile journeys. Tap On, Tap Off technology, is fundamental for resolving issues around simplifying Solent Go fares.

We will look at innovative ticket products including making group and family travel affordable and supporting young adults with products that help them get to education, training, employment or leisure opportunities in Southampton and into Hampshire.

#### Approach

- Finalise the roll out of capped fares with Tap On, Tap Off readers in Southampton and then into the wider zones, so that people are charged the best value fare for their journey. This will help to simplify and make fares value for money recognising that people have different journey needs and use the bus at different levels of frequency;
- As the back office develops through the DfT and bus industry's Project Coral, we will work to expand capped fares to period tickets – weekly, monthly or multiple day (e.g. 3 out of 5). This will simplify fares and make it easier for passengers by giving them the best value fare for the journeys they make;
- Work with Solent Transport on the Solent Mobility as a Service product launching in 2022;
- Innovative fare and ticket offers such as £1 Evening Fares, Training, Family or Group Travel offers that make it good value for money;
- Work with operators, and neighbouring LTAs on agreeing a consistent upper age limit for child fares across the Solent;
- Develop a Solent-wide Young Persons product, through the National Young Persons Travel Card project led by consortium of LAs and bus operators, that provides discounted bus travel;
- Provide tools that inform people about the bus, how easy it is to use, dispel some of the myths and then keeps them using the bus;
- Work with South Western Railways, and other Train Operating Companies, on integrating bus and rail travel either via SolentGo or PlusBus using contactless or app;
- We will build on the existing SolentGo multi-modal product and its family of products so that more modes are included as it is integrated with rail and micromobility, the premium charged is reduced, and can provide more flexibility:
  - New zonal ticket for Southampton City Region that covers cross-boundary public transport trips,
  - New 'hoppa' tickets to allow multiple trips in a 60-minute period across operators,
  - Carnet tickets to give customers discounts on bundles of 5-day tickets,
  - Expand Solent Go to cover all local ferry and rail services in the Solent (initially South Western Railway but to include the other train operators).

#### 4.2.4 Ambition 4 – Buses will be easy to understand and use

Southampton already has strong My Journey sustainable transport brand led by SCC with support from individual bus brands with Bluestar, UniLink and City Reds. This is alongside the Solent Go and emerging MaaS brands. The operators have invested heavily in the look, design and branding of the buses which are distinct and have good recognition.

In 2012-14 Southampton introduced the Legible Bus designs for a consistent standard of flag design, shelters, timetable information and stop name. This provides a complete information offer to bus users that is consistent. It has been rolled out on the main bus corridors and partially into some suburban areas. Timetables and maps are still paper based. There are still operator provided flags and timetable information that are regularly updated. Legible bus is a complementary offer to the Legible Cities suite of wayfinding and mapping systems for people walking.

There is no one overarching 'bus brand' that is Southampton specific and providing a simple gateway for users. There are the separate bus brands, the Legible Bus brand, My Journey, Solent Go and the emerging MaaS brand which does not make sense or benefit the end user. The approach is to simplify this that retains the bus operators' brands but has a Southampton ident as a wrap around.

Of the 961 bus stops, 43% have shelters and 24% have real-time information (RTI) screens. The RTI screens have been rolled out and trials of more flexible TFT/flat screens, which offer improved lighting day or night and can display images as well as text, have been introduced on Shirley Road.

SCC and the bus operators have a strong relationship of working together on promotion and marketing campaigns for buses supported by the My Journey brand. Each operator has their own marketing team for bespoke campaigns which provide additional profile raising for buses.

##### Approach

- Complete an audit of all bus stops in Southampton to develop a robust baseline on asset and condition by Summer 2022;
- Improve all bus stops in Southampton to have as a minimum a Legible Bus Network flag and pole, a shelter where possible, bus stop road marking and clearway, lighting, safe routes to the stop, raised kerbs with accurate timetable and route information over a 4 year period;
- Develop a joint Service Level Agreement with BBLP, bus operators, RTI, shelter and electricity providers to ensure that bus stops and shelters are repaired and maintained quickly;
- Programme of auditing and improving bus stops
  - Enhanced Bus Stops - on main corridors and highest frequency routes with shelters, security (CCTV and lighting), RTI, timetable & maps, bus stop marking & clearway and seating;
  - SuperStops – in busiest locations larger stops that have capacity for more buses and passengers, longer sections of raised kerbs, RTI, bus stop markings and clearways, larger shelters, timetable & maps, more information and onwards travel, security (CCTV and lighting), seating, opportunities for connections with micro-mobility and greening.
- Improve the timetable provision with e-ink screens that can provide the latest scheduled timetables for all services combined rather than individual operator paper versions – SCC to lead with BBB funding – pilot in 2022, with wider roll out by 2025;

- Expand roll out of RTI to most stops with updated displays that are dynamic (e.g. TFT) and used for campaigns. Where a stop is flag only use an equivalent dynamic RTI display – SCC to lead with BBB funding – by 2025;
- Agreement not to put up own branded bus stop flag – use a supply of Legible Cities for new routes;
- Timetable changes are coordinated and done twice a year (similar to the railway) at the same time as Hampshire (except for UniLink and school & college services which are linked to the academic terms);
- Continue to work collaboratively on combined multi-operator multi-authority publicity and marketing campaigns for buses that aim to get people back on the bus and to attract new bus users;
- Retain the distinct branding for each operator but develop a Southampton or Solent 'ident' that provides a consistent local identity as the one unified point (i.e. the TfL 'roundel' or My Journey) for buses, and other forms of sustainable transport, that is used on buses, maps, promotion, at bus stops, MaaS, shelters, RTI, timetables etc;
- Work with communities, including schools at end of primary and secondary levels, to introduce students to the bus as the next generation of bus users – combined with any promotional offers;
- Work with the Southampton Travel Plan Network and Travel Demand Management programmes to promote bus more to workplaces;
- Commit to reviewing the online and print Southampton Public Transport Map annually to enhance integration with other public transport modes – rail and ferry, MaaS and micromobility.

#### **4.2.5 Ambition 5 - Buses are integrated with other modes and into the City**

Buses are an important part of the transport network and as the city grows buses will need to be integrated so that they can serve new developments and opportunities. Integration with other modes, particularly rail, ferry and micromobility, so there is a seamless and clean journey from door to door. Southampton is already rolling out a network of local mobility hubs where there is close integration between modes and a variety of travel options. This network can grow so that all forms of sustainable transport are integrated, and people are able to transition from one mode to another seamlessly whether that is by foot, bike, scooter, bus or rail.

Better interchange facilities and integration of other sustainable modes at our railway stations will help provide continuous and seamless journeys. Better connectivity to port and ferry terminals are also vital, including Town Quay - a gateway to Southampton from the Isle of Wight and New Forest via ferry and water. These terminals are often fragmented from the rest of the city and interchange with bus, and other modes, is poor.

Approach

We will:

- Complete the TCF Southampton Central Station interchange project to create a world-class gateway to Southampton and integrate with the Mayflower Quarter masterplan area;
- Develop a network of Local Mobility Hubs working with private sector micro-mobility and shared mobility providers. Continue to roll out hubs in Shirley, Swaythling, Bitterne, Sholing, and Redbridge/Millbrook, and smaller versions at busier bus stops;
- Work with South Western Railway and other train operators to ensure greater integration of rail and bus with information, coordinating timetables, ticketing, and offers and on interchange facilities at local rail stations;

- Work with Red Funnel and ABP to improve the ferry-bus connections and facilities at Town Quay with bus and ferry information, ticketing and interchange facilities;
- Ensure that the emerging Southampton Local Plan includes buses with bus accessibility as a key part of creating a green and sustainable city, new developments will need to incorporate bus facilities, access if required, and contribute to bus schemes or routes, and ensure that developers contribute to delivery of public transport schemes and infrastructure.

#### **4.2.6 Ambition 6 – The City and District Centres are hubs within the network and buses support their sustainable growth**

The City Centre is the busy hub of the bus network with 100 buses per hour passing through it and offers longer-distance connections by rail. The City Centre is also the retail, cultural and employment hub of the City Region so should be the hub of the network. District Centres perform a similar role in a localised way, particularly for day-to-day retail or social needs. Both need to be served by bus to support their economic growth and function bringing in people for work, to spend money or for health care.

We will continue to support the City Centre and District Centres as the hubs of the bus network with high frequency bus services and high-quality interchange and waiting facilities.

As the City Centre grows and develops, we will incrementally evolve the bus network so that it provides direct access to the places where people want to go. The routing buses will be simplified with new hubs so that passengers know where to get their bus. A bus priority loop will be implemented over time connecting the main bus hubs – Albion Place, Above Bar Street and Vincent’s Walk.

##### **Approach**

- Deliver the bus hub improvements through TCF;
- Deliver improvements and upgrades to Vincent’s Walk bus hub;
- Upgrade bus stops and routes to them in District Centres to SuperStops (see Ambition 4);
- Update the real time bus information in busy locations such as West Quay, Civic Centre, Town Quay, Central Station.

#### **4.2.7 Ambition 7 – Modern buses lead the way for the decarbonisation of transport**

A modern and clean bus fleet that reduces the impact on the environment and provides passengers with a high quality space to travel is important to meeting carbon and passenger goals. Southampton already has a modern fleet with all vehicles operating in the city at a Euro VI or equivalent emissions standard. This has been achieved with a young fleet averaging 2½ year old and a retrofitting emissions programme over the past 4 years.

Southampton is legally required to reduce NOx and NO2 emissions and following the investment in Euro VI vehicles, there is a requirement to ensure these improvements are maintained. All buses in the city need to be operating to at least a Euro VI standard or equivalent.

Customers are provided with a high-quality environment as Southampton was an early adopter for WiFi, USB charging, next stop displays and announcements.

Going forward we want to continue to be at the vanguard of providing clean zero emission and modern vehicles making the bus fleet in Southampton zero emission by 2030. We will work with the bus operators on the most efficient and effective technology including electric and hydrogen and the depot, charging and fuelling facilities required. These fuelling and charging facilities could then be available for Council or other vehicles to use. This shift to

zero emission is starting with the ZEBRA application for all-electric buses for the UniLink fleet.

Approach

We will:

- Ensure that all buses in Southampton have next stop audio and visual announcements and USB charging points by 2023, upgrades to inter-city services with additional charging and tables;
- Ensure that all buses operating in the city are at least Euro VI compliant, with an agreement in place that any higher emission vehicles will not operate in Southampton by April 2022;
- Work with all the bus operators to start to phase out diesel fleet from 2022 and realise the full decarbonisation of the bus fleet in Southampton by 2030 – vehicles and charging or fuelling facilities;
- Operators who use the Rapid Bus network are required to implement a no idling policy. Unnecessary idling is defined as a period beyond 2 minutes where the bus is stationary e.g. waiting at bus stops for a timing point, or whilst waiting for many passengers to board or alight. No idling policies should be communicated with drivers and effectiveness evaluated periodically by operators through feedback from drivers;
- Submit a ZEBRA business case for the UniLink fleet for all-electric buses from 2022;
- Work with bus industry to develop continued innovative options for decarbonisation – electric or hydrogen - and enable delivery of facilities for buses to charge or refuel;
- Developing a marketing approach that showcases the environmental benefits of bus travel and other sustainable modes (e.g. the average number of vehicles taken off the road by a fully loaded bus, CO2 saved, etc). This could also highlight cultural assets/messages to support City of Culture 2025.

#### **4.2.8 Ambition 8 – Passenger input & Security**

We are committed to working closely with the city's bus operators to develop a Bus Passenger Charter. The charter will outline bus users' rights to certain standards of service, including punctuality, vehicle cleanliness, proportion of services operated, information and redress. The charter will be published on the SCC website and will provide links to existing bus operator conditions of service and complaints procedures for passengers.

Security on board and waiting for the bus is important particularly for vulnerable users or those who may feel intimidated when using the bus. SCC has a network of traffic CCTV cameras and each bus operator has several on board (outside and inside facing) CCTV. We are aiming to link these together to provide ability to provide security. We are also looking at at-stop CCTV in shelters along with all stops being well-lit with safe routes.

Anti-social behaviour on bus and along bus routes, particularly at night, can add to perceptions about travelling by bus being unsafe. We have worked with Hampshire Police on anti-social behaviour and damage to buses in particular areas of the city with increased patrols and CCTV.

Approach:

We will

- Work with Hampshire to update the existing First Hampshire charter to incorporate the CityRed services in Southampton area to ensure that there are clear provisions



- on punctuality, vehicle cleanliness, emission standards, proportion of services operated, information and redress;
- Work with Hampshire to develop a Customer Charter for Go South Coast and Xelabus with provisions on punctuality, vehicle cleanliness, proportion of services operated, information and redress;
  - Work with operators to increase the proportion of buses operating with on-board CCTV;
  - As part of bus stop infrastructure audit assess the access routes for lighting, security, overlooking (passive and visual), crossings;
  - Work with Hampshire Police to make travelling by bus safe and reducing anti-social behaviour on bus and on bus routes;
  - Work with operators, Police and BBLP, as operators of Citywatch, to link on-board bus CCTV into the system and enable operators to have appropriate access for dynamic traffic and incident management, and to keep passengers up to date on delays;
  - Ensure that bus stops are secure environments, with CCTV coverage (either in shelter or using existing networks) and are safe with lighting, level boarding and access, and where possible busiest stops such as retail areas, stations, schools or colleges, are covered by other CCTV networks.

#### **4.2.9 Ambition 9 – This is the First Step – the development of the integrated Southampton Mass Transit System**

Buses form an integral part of the public transport mix in Southampton and will continue to do so into the future. The aspiration, starting with TCF and set out in the LTP, is for an integrated system for public transport that consists of parts making up the Southampton Mass Transit System (SMTS). The ambition for Rapid Bus and Local Bus set out in Ambition 1 is part of the approach to the creation of the SMTS and the start.

To continue to grow the public transport market and mitigate the growth planned for Southampton, which could see a further 74,000 daily journeys made across the city, there needs to be a step-change in all public transport. To do this we will incrementally develop a high-quality public transport network that is future-proofed to deliver future ambitions for mass transit in Southampton and across the City Region in partnership with other stakeholders. Evidence from Belfast Glider, Eclipse in Fareham-Gosport and Bristol Metrobus bus-based rapid transit show that patronage can increase by 70% on the corridors it operates on.

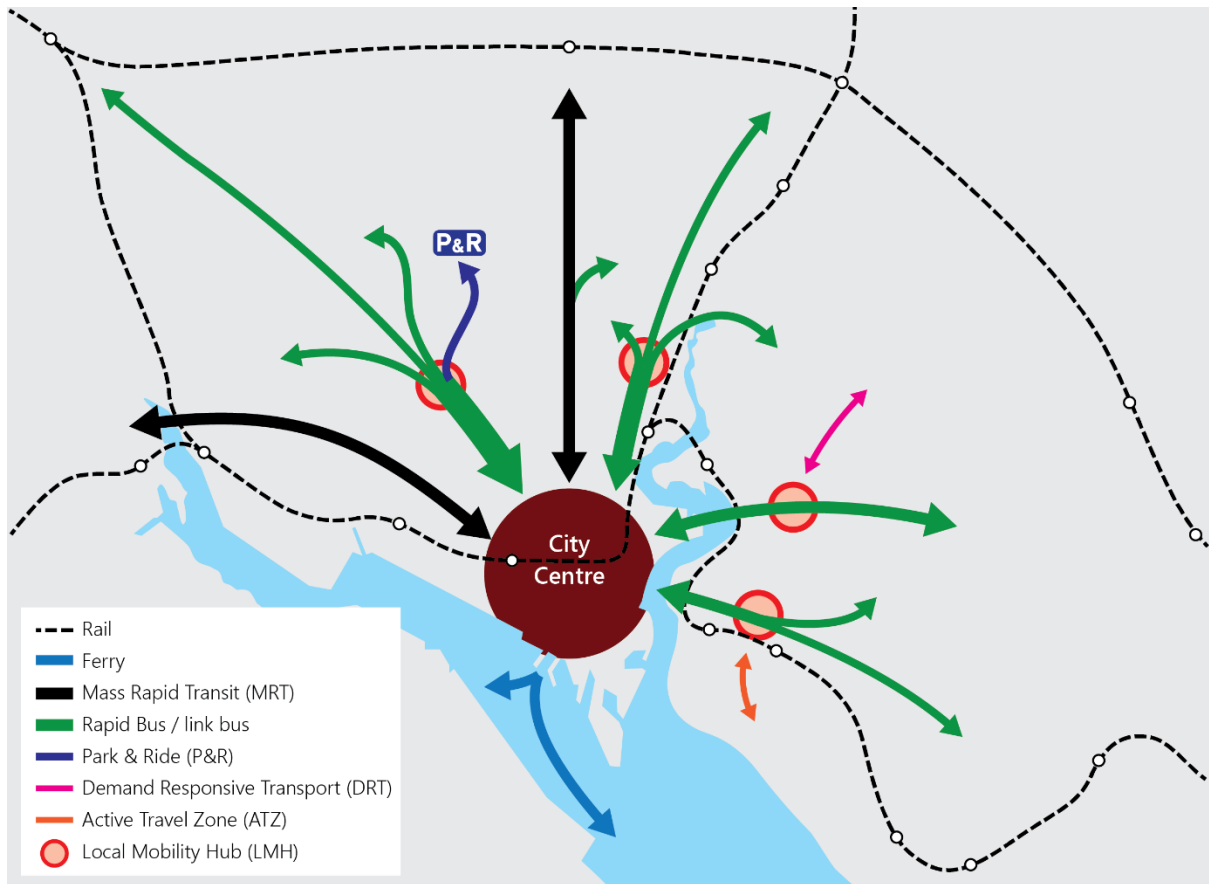


Figure 4.2 Southampton Mass Transit System Concept

The SMTS consists of:

- 'Metro' rail improving the current offer at suburban stations from 1 train per hour to 4 with modest improvements and connections to Waterside Rail, and Solent Rail Study;
- Bus based, or light rail, rapid transit on main corridors and into the City Centre to main destinations and interchanges – Central Station, Town Quay & Port, West Quay, Cultural Quarter, and St Mary's;
- The Rapid & Local Bus networks to connect residential areas to the District Centres, City Centre, and main employment hubs;
- Water based transport to Isle of Wight and the New Forest;
- Park & Ride at strategic and local locations for interchange between car and bus, rail and micromobility;
- Local Mobility Hubs at District Centres and other locations – linking with micro consolidation;
- Digital Demand Responsive Transport (starting with a FTZ pilot in 2022/23);
- Integration of the various elements through the Solent FTZ MaaS project and other common ticketing and contactless fares for travel in the City Region; and
- Multi-modal interchange at main transport hubs.

For this we will continue to develop the aspiration and plans during 2022 and 2023 working not just with the bus operators but within SCC, Network Rail, South Western Railway, ferry operators, neighbouring authorities (Hampshire, New Forest, Eastleigh & Test Valley), Solent Transport, ABP and other employers.

The aim will be to start to develop elements of the SMTS through to 2025 and then through business cases secure funding for elements during late 2020s. This acknowledges that elements such as rail and BRT require business cases and significant funding.

## Section 5 – Reporting

SCC will publish a summary report every six months to show progress against the targets set out in Section 4. As the targets have monitoring dates of either Spring or Autumn, to ensure that results are received and analysed, and report approved, progress reports will be published in June and December each year.

We will report six monthly on:

- Overall patronage levels
- Overall punctuality

Annual reporting

- Progress against BSIP targets
  - o Bus Journey Times on Rapid Bus Corridors
  - o Passenger Growth and trends
  - o People mode share (based on annual surveys)
  - o Passenger satisfaction
- Progress against the BSIP ambitions and EP requirements

The reports will be published on the Connecting Southampton website - <https://transport.southampton.gov.uk/connected-southampton-2040/bus-service-improvement-plan/>

## Section 6 – Overview table

Southampton BSIP Overview Table

Name of authority	Southampton City Council
Franchising or Enhanced Partnership	Enhanced Partnership
Date of Publication	October 2021
Date of next annual updated	November 2022
URL of published report	<a href="https://transport.southampton.gov.uk/connected-southampton-2040/bus-service-improvement-plan/">https://transport.southampton.gov.uk/connected-southampton-2040/bus-service-improvement-plan/</a>

Targets	2018/19	2019/20	Target for 2024/25	Description
Journey Time	TBC	TBC	On Rapid Bus Corridors reduce by minimum of 10%	From monitoring of bus and vehicle journey times
Reliability	TBC	TBC	95% of buses on time	From monthly monitoring of BUS1000 returns by bus operators
Passenger Numbers	20.6m	20.6m	8% growth pa	
Average Passenger Satisfaction				Use the annual Transport Focus Bus Satisfaction Survey and SCC led surveys on customer satisfaction

Delivery	Yes/No	Explanation
Make improvements to bus services and planning		
More frequent and reliable services		
Review service frequency	Yes	A proposal to carry out a city-wide network review in 2022 with bus operators and

		work with them to reduce their Peak Vehicle Requirements supported by bus priority measures. Any resulting buses 'freed' up can be redeployed to improve frequencies on other routes to grow patronage.
Increase bus priority measures	Yes	Through TCF and future Rapid Bus Corridors implement bus priority measures
Increase demand responsive services	Yes	Solent FTZ Digital DRT project pilot
Consideration of bus rapid transit networks	Yes	Use funding to expand the development of Rapid Bus Corridors and then a bus/light rail rapid transit network as part of the Southampton Mass Transit System
Improvements to planning/integration with other modes		
Integrate services with other transport modes	Yes	TCF delivering improved interchange at Southampton Central Station and in City Centre, development of Local Mobility Hubs, further interchanges at stations and ferry terminals. Continue to invest in real time information and safe waiting areas. BSIP will be integrated into other supporting LTP plans, including the Walking Plan, which is being developed.
Simplify services	Yes	A proposal to carry out a city-wide network review in 2022 with bus operators. Work together on a Southampton 'ident' and simple public transport maps show all public transport modes. Coordinate timetable changes to twice a year.
Review socially necessary services	Yes	A proposal to carry out a review of socially necessary services ensure that SCC supported services provide good value for money. Any additional funding that is secured will be prioritised to share risk and enable improvements to work towards commerciality
Invest in Superbus networks	Yes	Developing Rapid Bus Corridors and continued investment in quality and security of bus stops so they offer an attractive waiting environment and real time information – building on TCF.
Improvements to fares and ticketing		
Lower Fares	No	The existing range of fares in Southampton are already among the lowest in England, offering good value for money for users. Continue to invest in Tap On, Tap Off/Capped Fares so that multi-journey and multi-modal journeys are not disadvantaged. Commitment to make fares value for money. Consistent child fares and a new Solent Young Persons discounted fares product.

Simplify fares	Yes	The introduction of TOTO/Capped Fares will help making paying for bus travel simpler and easier for customers. Those paying cash/unable to use a bank card should not be disadvantaged with new products.
Integrated ticketing between operators and transport	Yes	Further enhancements to Solent Go as the multi-modal multi-operator ticket but seek to remove/reduce the premium and further integration through contactless/app based payments
Make improvements to bus passenger experience		
Invest in improved bus specifications	Yes	In recent years bus operators in Southampton have already invested heavily in their fleets to make them a modern, clean and attractive offer (new vehicles, low floor, next stops, USB, WiFi). This will continue, retaining Euro VI as the minimum standard and moving towards decarbonisation.
Invest in accessible and inclusive bus services	Yes	Continued bus operator investment on back of any bus priority measures. Continual rolling programme of bus stop and shelter improvements with raised kerbs, markings and routes to the stop. The operator investment has covered on-board facilities and equipment – further investment in USB charging and latest next stop announcements
Protect personal safety of bus passengers	Yes	CCTV on board buses and in shelters Access to the SCC Citywatch system to share data and images to Lighting and other improvements on routes to and from bus stops
Improve buses for tourists	No	While there is no dedicated tourist bus in Southampton, buses form a key part of the transport network and an improved bus offer from the Port for cruise passengers and towards the New Forest National Park will help to support sustainable tourism.
Invest in decarbonisation	Yes	Commitment from bus operators to remove diesel from fleets by 2030 Partnership bid between SCC, GSC and University of Southampton to ZEBRA fund for 32 all-electric double deckers in 2022
Improvements to passenger engagement		
Passenger charter	Yes	Work with bus operators and HCC on developing passenger charters for Southampton. Further Independent Travel Training.
Strengthen network identify	Yes	Continuation of the Legible Bus Network bus flags and shelters, develop a joint-marketing campaign with bus operators through the My Journey platform

		showcasing the benefit of the bus, and development of a Southampton 'ident' to work alongside the existing bus operators strong brands
Improve bus information	Yes	Twice yearly timetable changes, continued implementation of RTI screens, trial of 'e-ink' timetable information at stops, all stops to have a timetable case, annual Southampton Public Transport map
Other		
Cost of car parking	Yes	Carry out a review of parking charges in the City Centre to support economic growth and the buses so that parking and bus travel both offer value for money



## Scheme Conditions (FINAL)

### SOUTHAMPTON CITY COUNCIL CONCESSIONARY FARES SCHEME 2021/2022 ('the Scheme')

#### Introduction

The Concessionary Fares Scheme agreed by Southampton City Council will come into effect on 1 April 2021 and continues until 31st March 2022. This Notice and Scheme replaces the Southampton Concessionary fares Scheme 2020/21 and supersedes all previous Schemes and Notices.

#### Legislation

The scheme is made in accordance with the Concessionary Bus Travel Act 2007, the Transport Act 2000, the Travel Concessions (Eligibility) Act 2002 and the discretionary powers contained in the Transport Act 1985 ('the Acts').

#### Responsible Authority

The responsible authority for the Scheme shall be Southampton City Council. The Scheme shall be funded by Southampton City Council. The Scheme shall be administered by either Southampton City Council or its appointed agent(s).

All enquiries regarding the Scheme and all Notices required to be served upon the responsible authority under the Acts should be addressed to: Pete Boustred, Head of Green City & Infrastructure, Civic Centre, Southampton, SO14 7LY.

A copy of the Scheme will be supplied to any person on request by post from the person specified above and is available on the Council website at [www.southampton.gov.uk](http://www.southampton.gov.uk).

#### Operator Eligibility

Operators of registered bus services running within the City which is in receipt of Bus Service Operators Grant or contracted by the Local Public Transport team of Southampton City Council or a neighbouring local authority, unless excluded.

#### Service Eligibility

The ENCTS applies on eligible local bus services as defined by the Travel Concessions (Eligible Services) Order 2002 as amended by the Travel Concessions (Eligible Services) (Amendment) Order 2009 – unless excluded by the 2009 Amendment Order.

#### User Eligibility

Residents of Southampton who meet any of the following criteria will be eligible for a free concessionary fares pass:

- Men and women who have reached the female state pension age (you can calculate if you are eligible here: <https://www.gov.uk/state-pension-age/y>)
- blind people;
- partially sighted people
- deaf people;
- people without speech (in any language);
- people with a disability, or who have suffered an injury, which, in the opinion of a qualified medical practitioner, seriously impairs their ability to walk;
- people without the use of both arms; people with a learning difficulty;

- people who would be refused the grant of a driving licence to drive a motor vehicle under Section 92 of Part III the Road Traffic Act 1988;
- people with a long-term mental health problem; and
- travelling companions/escorts of disabled people.

For those under the female state pension age, applicants must provide confirmation that:

- i) They are in receipt of Disability Living Allowance (higher mobility component); or
- ii) They have been awarded 8 or more points Personnel Independent Payment for Moving Around or Communicating verbally
- iii) They are in receipt of War Pensions Mobility Supplement; or
- iv) They have a valid registration card for their disability; or
- v) Certification of Vision impairment; or
- vi) Have learning difficulties and attend Southampton Day Services or registered with Southampton Learning Disabilities team; or
- vii) They have a signed form (MQ14) from their doctor confirming eligibility.

### Hours of Operation

The Southampton concessionary fares scheme will be based on bus travel alone. Concessionary travel available all day on Saturdays, Sundays, Bank Holidays and declared public holidays; and between 09:00 and 00:30 on other days for residents of Southampton; and between 0930 and 2300 for all other English national passholders. Blind persons will be permitted to travel at any time.

### Area of Travel

Any journey that starts within the boundary of Southampton (NOTE: funding of such travel shall be subject to any inter-authority boundary/funding agreements which may be entered into and shall be deemed to be part of this Scheme. This will not affect user eligibility or operator reimbursement).

### Level of Concession

The proposed scheme provides free travel on presentation of a valid pass.

### Administration

The administration of the issue of concessionary fares scheme passes will be carried out by the Strategic Transport Team. A database of all people who are issued with a bus pass will be kept. The City Council will be responsible for meeting the statutory requirements for data protection.

### Reimbursement Arrangements

Operators will submit monthly returns to the City Council unless otherwise agreed in advance. Payment of 85% of the estimated figure for the month will be agreed with the operator and be made on the 15th of the month. The outstanding figure will be paid once exact figures are known from verified operator returns.

The City Council will require all information produced in support of claims to be certified as accurate by a "responsible person".

The returns will be subject to periodic audit by the City Council or its nominated representatives. Bus operators will be expected to provide information reasonably required for this purpose.

The standard method of operator reimbursement will be the method used in the Reimbursement Calculator published by the Department for Transport\*, in line with Department for Transport guidance on operator reimbursement\*\*

Due to the current COVID-19 pandemic, Southampton City Council reserves the right to amend the scheme in line with any further DfT guidance released after the 1st December 2020. The Council will notify operators of any proposed changes with the correct notice period, as defined by the DfT.

### Calculating reimbursement

Reimbursement for any period is the aggregate of the sum of Revenue Reimbursement (Net Revenue Foregone), Marginal Operating Costs, Marginal Capacity Costs, Peak Vehicle Requirement Costs and Scheme Administration Costs for the same period in respect of each service/route operated by each operator during that period.

#### Revenue Reimbursement

Under the standard method Revenue Reimbursement will be calculated for each operator as follows:

$$R = J \times F \times fr$$

Where:

R is Revenue Reimbursement

J is the validated number of eligible passenger journeys made starting in the scheme area

F is the average fare forgone

fr is the Reimbursement Factor which takes account of generated travel. This factor will be determined individually for each operator.

The validated number of passenger journeys will be the number of bus boardings recorded by the participating operator commencing from a boarding stage within the scheme area, checked and validated as necessary by the City Council or its agent.

The average fare forgone will be calculated using the DfT's Reimbursement Calculator. In line with DfT Guidance, it is intended that the "Discount Factor" method will be used for all operators except where any of the following criteria are met, in which case the "Basket of Fares" approach will be used:

- Operators with cash fares only
- Operators with only cash fares and weekly tickets
- Operators with no cash fares
- Operators with atypical ticket price combinations such that the daily ticket to average cash fare price ratio is greater than 5 (before or after degeneration)
- Operators with ticket price ratios such that the Discount Factor method would lead to the proportion of daily or period tickets to cash fare ticket sales being higher than the corresponding proportion for current fare paying passengers
- Where 60 per cent or more of an operator's concessionary passenger boardings (on services serving a TCA's area) are carried on buses where the average weekday daytime frequency (09.30 to 18.00) is one bus per hour or less

The Reimbursement Factor value for each individual operator will be calculated using the Department for Transport's Reimbursement Calculator. The DfT Reimbursement Calculator uses two Single Demand Curves – one for "PTE-like" areas and one for "non-PTE-like"

areas. For concessionary journeys on routes that run wholly within the Southampton scheme area the appropriate Reimbursement Factor will be determined using the “PTE-like” Single Demand Curve. For concessionary journeys on routes that run across an administrative boundary from “PTE-like” into “non-PTE-like” areas (as defined by DfT Guidance), a proportion of concessionary journeys will be reimbursed using a Reimbursement Factor based on the “non-PTE-like” Single Demand Curve, with the remainder being reimbursed using a Reimbursement Factor based on the “PTE-like” Single Demand Curve. The appropriate proportions of concessionary journeys for the “PTE-like / non-PTElike” split will be estimated by the Council based on best available information on residency of concessionary passengers boarding the cross-boundary services within the scheme Principal Area. The default estimate is that half of such concessionary journeys will be reimbursed using a Reimbursement Factor based on the “non-PTE-like” Single Demand Curve, with the other half being reimbursed using a Reimbursement Factor based on the “PTE-like” Single Demand Curve.”

The actual value of the Reimbursement Factor used for each operator is determined by the appropriate Single Demand Curve, together with the percentage change in average commercial fares (in real terms, taking account of inflation as measured by Government Consumer Price Index (CPI) figures) on the operator’s routes that serve the scheme area between 2005-6 and 2021-22. This will be calculated by the City Council using the best available information, including data provided by the operator concerned. Care will be taken to use comparable data sets in calculating this change, to the extent possible. Where operator-specific data on the change in average commercial fares between 2005-6 and 2021-22 is not available, the City Council will use either: (a) a scheme-wide figure for average percentage change in commercial fares; or (b) the National Bus Index up to 2010-11 and the percentage change in average commercial fares between 2010-11 and 2021-22.

#### Marginal Operating Costs

Marginal Operating Costs will be calculated in accordance with the Department for Transport’s Reimbursement Calculator. Each operator will receive Marginal Operating Costs for each generated concessionary journey. Marginal Operating Costs will be calculated in two parts for each operator; the “Fixed” and “Variable” elements, using the DfT Reimbursement Calculator. The “Fixed Element” of operating costs equates to £0.069 per generated concessionary journey (according to the latest DfT Calculator published November 2019). The “Variable Element” relates directly to the average concessionary journey length for an operator. The average journey length will be taken to be the default value in the DfT Reimbursement Calculator unless the City Council can determine an alternative value based on local evidence from the operator.

The number of generated journeys to be used in the calculation of the Marginal Operating Costs will be calculated as follows:

$$J_g = J \times (1 - fr)$$

Where:  $J_g$  is the number of generated journeys

$J$  is the validated number of passenger journeys

$fr$  is the Reimbursement Factor which takes account of generated travel, expressed as a decimal fraction.

#### Marginal Capacity Costs

Marginal Capacity Costs are the costs to a bus operator of necessarily providing increased capacity on a bus route to accommodate generated travel resulting from the concessionary travel scheme, by using the existing bus fleet more intensively through increased frequency. Marginal Capacity Costs payable are net of the estimated additional revenue generated from commercial journeys that arise from increased frequency.

It is recognised that a possible alternative response to the increase in demand from generated concessionary travel would be to increase seating capacity rather than increase frequency of service. However, the costs payable to operators making this operating choice will not exceed the net costs of increasing frequency (including revenue effects) of using existing buses, as set out below.

The City Council will adopt the Marginal Capacity Cost (MCC) calculator of the DfT Reimbursement Calculator for determining the level of Marginal Capacity Costs payable to each operator. This requires the following input parameters for each operator's network of services that serve Southampton:

- Average bus speed
- Mean vehicle occupancy
- Mean journey length
- Mean route length
- Commercial journeys (including adults, young people and children) as a percentage of total journeys
- Average commercial fare (including adults, young people and children) per journey

Where an operator can provide (in the reasonable judgement of the City Council) a properly evidenced full set of local inputs on all of these parameters, they will be used for calculating Marginal Capacity Costs due using the DfT MCC Calculator. Where an operator does not provide such a properly evidenced full set of local inputs on all these parameters, the set of default values contained within the DfT MCC calculator will be used for calculating Marginal Capacity Costs due to that operator.

#### Peak Vehicle Requirement Costs

The City Council recognises that in exceptional circumstances an operator may have to operate additional vehicles in the peak period due to generated concessionary travel. If an operator wishes to claim additional Peak Vehicle Requirement (PVR) Costs then the operator must supply data and analysis to support such a claim. If an operator wishes to submit a claim, the evidence that is required to be provided is set out in the DfT Guidance on reimbursing bus operators (as published in November 2019) at paragraphs 7.61 to 7.63. The calculation of any PVR costs due to an operator submitting a valid claim will follow the calculation process set out in the DfT Guidance on reimbursing bus operators (as published in November 2019) at paragraphs 7.64 to 7.74. Settlement of claims agreed as reasonable by the City Council will be made without undue delay.

#### Scheme Administration Costs

The City Council recognises that operators are subject to administration costs for which they should be reimbursed. These costs include publicity, ticketing, software changes and management time relating to special requests for information. The council will pay administration costs at a rate of £0.002 for each trip made under the scheme.

Operators claiming reimbursement from the scheme above a level of £10,000 per annum must have suitable, auditable, Electronic Ticket Machine (ETM) data that will be required each month, except in circumstances that have been agreed with the Authority. Claims

submitted with inadequate data may need to be validated through surveys. In these cases, the Scheme reserves the right to reclaim the cost of this validation.

Operators claiming reimbursement from the scheme above a level of £10,000 per annum must have ITSO-compliant smart readers with fully-functioning Class 2 messaging (including hot listing), and that are compatible with the Southampton HOPS, in active operation and must use the output of those readers to arrive at the claim. If smart readers are not in use or if they are not being used with full functionality as above, the Council reserves the right to make a proportionate deduction of 3% from the number of journeys claimed each month to account for the level of undetected fraudulent travel that is assumed to be taking place. The relevant reimbursement rate will be applied to the number of journeys after deduction unless the operator can provide verifiable evidence that all the journeys claimed for were made by holders of valid passes.

On request, the operator must make available historic boarding data for affected services; this will normally be in the form of unprocessed data from electronic ticket machine systems.

To enable the timely and efficient operation of the scheme and consideration of claims, claims should be submitted by the end of the calendar year to which they relate and relate to the preceding 12 months operation of the scheme. Additional claims submitted in accordance with the Limitation Act 1980 will be considered on a case by case basis.

Any challenge to any decision by the Authority in relation to any claim for additional capacity costs must be brought in accordance with the paragraph below headed "Operator Representations and Complaints".

#### Right to Survey

The City Council has the right to carry out surveys on vehicles on which concessions are given. Bus operators will be consulted as to how and when the survey will be carried out and operators will be given reasonable prior notice of the City Council's intention.

#### Variations

Southampton City Council reserves the right to vary the Scheme or to offer discretionary enhancements to the Scheme in accordance with the provisions of the Transport Act 1985 and any reimbursement arrangements relating to and forming part of the Scheme at any time in accordance with the provisions of the Acts, upon relevant Notice. Southampton City Council shall give 28 days notice in writing to Operators of any proposed variations or changes to the Scheme, save where changes relate to reimbursement arrangements in relation to which the Authority shall give 4 months notice of any proposed changes reimbursement arrangements, but the period of such notice may be shortened by mutual agreement or variations to the scheme required to give effect to a decision of the Secretary of State for Transport's determination of any application under the Transport Acts in relation to which the Authority shall give notice in writing to apply with immediate effect .

#### Evening Fares 2021/22

Southampton City Council will seek to support the commercial £1 Evening Fares to support the local economy recover from the Covid-19 pandemic. A variation to this scheme is being made to cover this temporary offer to the end of March 2022. Fare paying passengers refers to all those paying the £1 fare between 1800 and 0000 on all journeys that start and finish within the Southampton scheme area. It does not cover Concessionary Fares as they are covered by the remainder of this scheme.

## Calculating Reimbursement

Operators will submit weekly returns to the City Council for fare paying passengers between 1800 and 0000 weekdays between 6<sup>th</sup> September 2021 and 31<sup>st</sup> December 2021 then 31<sup>st</sup> March 2022.

Reimbursement for the period will be based on the fare passengers journeys made within Southampton carried to an agreed level of passengers set at the average level for four weeks before the introduction of the Evening Bus Fare on 19<sup>th</sup> July 2021. Fare passengers carried above this level will not be reimbursed.

## Right of Participation

Notwithstanding the mandatory participation of Operators in accordance with the Transport Act 2000 and the Concessionary Bus Travel Act 2007, Southampton City Council may require and notify any Operator to participate in the Scheme or any variation of the Scheme in accordance with the Transport Act 1985, and such participation will commence not less than 28 days after receipt of such written notification. At the date of notification the Operator will be supplied with a copy of this Scheme and any Variations thereto.

## Operator Representations and Complaints:

If an Operator in this Scheme wishes to make any representations in relation to this scheme or reimbursement under this scheme (including any challenge, complaint, concern or grievance in relation to the Scheme) such a representation should be made in writing to the Responsible Authority at the address set out above. Representations will be considered by the Council on their merits and without prejudice to the Operators rights of Appeal under the Acts. Operators also have the right to avail themselves of the Authority's Corporate Complaints Policy, details of which may be found on the Authority's website at [www.southampton.gov.uk](http://www.southampton.gov.uk)

## Right of Appeal

Any Operator has a right of appeal to the Secretary of State against the terms of reimbursement of the Scheme under the Transport Acts 1985 and 2000 or against participation in any discretionary element of the Scheme under the Transport Act 1985 on the grounds that:-

- (a) There are special reasons why their company's participation in the scheme in respect of any of the services to which the notice applies would be inappropriate (under both the 2000 Act and the 1985 Act); or
- (b) Any provision of the scheme or of any of the scheme arrangements are inappropriate for application in relation to any operators who are not voluntarily participating in the scheme (1985 Act only).

Prior to making such an application, notice in writing must be given to the person and at the address specified under the 'Responsible Authority Heading above.

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<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	MONITORING SCRUTINY RECOMMENDATIONS TO THE EXECUTIVE		
<b>DATE OF DECISION:</b>	14 OCTOBER 2021		
<b>REPORT OF:</b>	SERVICE DIRECTOR - LEGAL AND BUSINESS OPERATIONS		
<b><u>CONTACT DETAILS</u></b>			
<b>Executive Director</b>	<b>Title</b>	<b>Deputy Chief Executive</b>	
	<b>Name:</b>	<b>Mike Harris</b>	<b>Tel: 023 8083 2882</b>
	<b>E-mail</b>	<b>Mike.harris@southampton.gov.uk</b>	
<b>Author:</b>	<b>Title</b>	<b>Scrutiny Manager</b>	
	<b>Name:</b>	<b>Mark Pirnie</b>	<b>Tel: 023 8083 3886</b>
	<b>E-mail</b>	<b>Mark.pirnie@southampton.gov.uk</b>	
<b>STATEMENT OF CONFIDENTIALITY</b>			
None			
<b>BRIEF SUMMARY</b>			
This item enables the Overview and Scrutiny Management Committee to monitor and track progress on recommendations made to the Executive at previous meetings.			
<b>RECOMMENDATIONS:</b>			
	(i)	That the Committee considers the responses from the Executive to recommendations from previous meetings and provides feedback.	
<b>REASONS FOR REPORT RECOMMENDATIONS</b>			
1.	To assist the Committee in assessing the impact and consequence of recommendations made at previous meetings.		
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>			
2.	None.		
<b>DETAIL (Including consultation carried out)</b>			
3.	Appendix 1 of the report sets out the recommendations made to the Executive at previous meetings of the Overview and Scrutiny Management Committee (OSMC). It also contains a summary of action taken by the Executive in response to the recommendations.		
4.	The progress status for each recommendation is indicated and if the OSMC confirms acceptance of the items marked as completed they will be removed from the list. In cases where action on the recommendation is outstanding or the Committee does not accept the matter has been adequately completed, it will be kept on the list and reported back to the next meeting. It will remain on the list until such time as the Committee accepts the recommendation as		

	completed. Rejected recommendations will only be removed from the list after being reported to the OSMC.	
<b>RESOURCE IMPLICATIONS</b>		
<b><u>Capital/Revenue</u></b>		
5.	None.	
<b><u>Property/Other</u></b>		
6.	None.	
<b>LEGAL IMPLICATIONS</b>		
<b><u>Statutory power to undertake proposals in the report:</u></b>		
7.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.	
<b><u>Other Legal Implications:</u></b>		
8.	None	
<b>RISK MANAGEMENT IMPLICATIONS</b>		
9.	None.	
<b>POLICY FRAMEWORK IMPLICATIONS</b>		
10.	None	
<b>KEY DECISION</b>		No
<b>WARDS/COMMUNITIES AFFECTED:</b>		None directly as a result of this report
<b><u>SUPPORTING DOCUMENTATION</u></b>		
<b>Appendices</b>		
1.	Monitoring Scrutiny Recommendations – 14 October 2021	
<b>Documents In Members' Rooms</b>		
1.	None	
<b>Equality Impact Assessment</b>		
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?		No
<b>Data Protection Impact Assessment</b>		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?		No
<b>Other Background Documents</b>		
<b>Equality Impact Assessment and Other Background documents available for inspection at:</b>		
Title of Background Paper(s)		Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	None	

# Overview and Scrutiny Management Committee: Holding the Executive to Account

Scrutiny Monitoring – 14 October 2021

Date	Portfolio	Title	Action proposed	Action Taken	Progress Status
09/09/21	Growth	Leisure World Commercial Terms	1) That officers confirm for the Committee which key city developments have a 999 year lease.	Confidential response circulated to OSMC – 13/09/21	Complete
			2) That clarification is provided on the position with regards to whether the proposed financial terms include an 'unequivocal commitment' to develop beyond Phase 1.	Response circulated to OSMC – 13/09/21	Complete
			3) That the Committee are provided with indicative details on the proposals within the development for electric car charging facilities.	The Council are requesting that 15% of all parking is provided with Electric Vehicle charge points and 100% to be passive (provisions such as ducting etc. to be made so they can easily be provided in the future). Expectations are that it will be included as part of the planning conditions.	Complete
			4) That the Administration explores all opportunities to develop affordable housing units across the planned city centre developments, including the Leisure World development.	The commercial element of Leisure World is now locked down and any further negotiations re affordable housing on the Leisure World site would be conducted via any formal check points in the planning process / viability assessments. Whilst the applicant has demonstrated that delivery of the project with affordable housing would make it unviable at this time, an affordable housing review mechanism in the event that key milestones are not reached has been secured. This approach is standard for SCC and aims to ensure wider regeneration delivery and its associated benefits for those schemes where nil affordable is viable. The	Complete

Date	Portfolio	Title	Action proposed	Action Taken	Progress Status
Page 100				Administration will be looking to explore a range of opportunities for affordable homes across the city and city centre as part of our council targets for future residential development, the assessment of planning applications, and viability testing through the replacement Local Plan.	
			5) That, when discussing opportunities with developers, the Administration advocates for an arena/conference centre to be developed in Southampton.	The Administration would also like to see a conference facility in the city and will continue to explore opportunities with developers. The Council is currently working on its draft Mayflower Quarter Masterplan, which is an exciting delivery document for both investment and regeneration across this significant piece of city centre land, and there will be scope through this process for all stakeholders to engage.	Complete
22/09/21 Call-In meeting	Finance & Capital Assets / Education	Land at the corner of Lime Street / Evans Street	1) That Cabinet postpone the decision on the sale of land to the Secretary of State for Housing, Communities and Local Government whilst it gathers and analyses the data required to evidence the demand for an increase in primary school places in the city.	Rejected at 22/09/21 meeting of Cabinet	Complete
			2) If analysis identifies that the evidence is not available to support the increase in demand for primary school places in the city, that Cabinet postpone the decision on the sale of land to the Secretary of State for Housing, Communities and Local Government to negotiate an agreement, as a condition of sale, that the school significantly contributes to meeting the Special Educational Needs within the city.	Rejected at 22/09/21 meeting of Cabinet	Complete



Date	Portfolio	Title	Action proposed	Action Taken	Progress Status
Page 101			If Cabinet is not minded to postpone the decision:		
			3) Cabinet work to reach a binding agreement between Hope School governors and Southampton City Council that commits the new school to meaningfully contribute to meeting the need for additional SEND provision in the city.	Rejected at 22/09/21 meeting of Cabinet	Complete
			4) That Cabinet report back to this Committee on the meaningful support which will be provided to mitigate the negative impact the expansion of Hope School to a two form of entry school is forecast to have on the wider primary school community in Southampton.	Recommendation accepted at 22/09/21 meeting of Cabinet	Complete
			5) That Cabinet commits to meaningfully consult and engage with stakeholders when making decisions and that these consultations are reflected in the decision-making reports presented to Cabinet and Council and the pre-decision briefing papers considered by scrutiny committees.	Recommendation accepted at 22/09/21 meeting of Cabinet	Complete

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