DECISION-MAKER:		CABINET			
SUBJECT:		SOUTHAMPTON WEST PARK & RIDE			
DATE OF DECISION:		19 JANUARY 2021			
REPORT OF:		COUNCILLOR LEGGETT CABINET MEMBER FOR GREEN CITY & PLACE			
CONTACT DETAILS					
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STATEMENT OF CONFIDENTIALITY

Not Applicable

BRIEF SUMMARY

This report presents the Cabinet with an update on the development of Park & Ride in Southampton and option to enter into an agreement with University Hospitals Southampton (UHS) NHS Trust to use their car park at Bargain Farm for a city centre bound Park & Ride.

Park & Ride is a long-term transport policy aspiration as set out in Connected Southampton 2040 Local Transport Plan. Within the successfully funded Transforming Cities Fund (TCF) programme a proposal is to work in partnership with UHS Trust to support Park & Ride to the Hospital and develop a weekend Park & Ride to the City Centre. Park & Rides typically require a high initial capital outlay for construction, working in partnership offers a new operating model that reduces initial risk on SCC. To enter into this partnership a Heads of Terms has been drafted that sets out the intent to entering into an agreement for the use of the car park by SCC.

RECOMMENDATIONS:

(i)	To delegate authority to Executive Director of Place to enter into a partnership Agreement and Licence with University Hospitals Southampton (UHS) NHS Trust for a Park & Ride to Southampton following consultation with the Cabinet Member for Green City & Place and the Service Director: Legal & Business Operations.
(ii)	To provide financial approval for using Transforming Cities Fund (TCF) allocation of £1,000,000.
(iii)	To delegate authority to Executive Director of Place to tender, determine outcome and award a future City Centre Park & Ride service following consultation with the Cabinet Member for Green City & Place.

REASONS FOR REPORT RECOMMENDATIONS

- 1. The Licence to use the car park for a weekend Park & Ride is based on 2/7th of the annual financing, is above the threshold for approval under Delegated powers. The recommendation to delegate to the Executive Director of Place to enter into the Licence enables the terms of the Licence to be agreed.
- The implementation of a Park & Ride site and service will meet the policy aspirations of Connected Southampton 2040, Green City Charter and Council Strategy 2025 to improve sustainable transport and encourage mode shift away from private vehicles. The Licence will enable the Council to have access to the car park and site owned by UHS Trust to operate the Park & Ride.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 3. Do Nothing not to enter into an agreement with UHS Trust and not to seek to operate a Park & Ride. This would not meet the aspirations of Connected Southampton 2040 Transport Strategy or use the opportunity provided by the Trust's project at Bargain Farm to trial Park & Ride for Southampton. UHS would run their P&R service for staff and this would benefit residents, visitors and patients to Southampton General Hospital site. Wider benefits for congestion reduction into the City Centre, air quality and connectivity benefits would not be realised.
- 4. Do Minimum TCF to provide some funding towards the on-site highway works

DETAIL (Including consultation carried out)

- 5. Connecting Southampton 2040 policy outline
 - Park & Ride has been a long-term policy aspiration for SCC, forms part of the Joint South Hampshire Strategy and is a key part of the new Connected Southampton 2040 Transport Strategy.
- It is one of the 'Big Ideas' in Connected Southampton 2040 Transport Strategy is the development of strategic and local Park & Ride sites in Southampton. These would intercept people travelling into the City at locations on the outskirts close to the Strategic Road Network (SRN) so they can transfer onto public transport to continue their journey into the City Centre. This is also one of the components of the Southampton Mass Transit System designed to create a step-change in public transport in the city to continue to increase the number of people travelling by public transport.
- 7. The Park & Rides would also be used to intercept people travelling to major employment hubs such as University Hospital Southampton, the Universities, or Port and transfer them to public transport. This would seek to reduce the volume of commuter traffic to these sites. Within Connected Southampton 2040 there are policy statements that Park & Ride will support:
 - Policy C1 Developing a Mass Transit System
 - Policy I3 Smarter Parking taking a balanced approach to managing supply and demand
 - Policy A1 Liveable City Centre creating more space for people walking and cycling, with direct access for public transport by changing how streets and space through the City Centre work; and
 - Policy Z1 Zero Emission City.

8. Transforming Cities Fund

One of the projects in the £57m joint Southampton City Region Transforming Cities (TCF) programme is Southampton West Park & Ride. The TCF proposal seeks to support the Trust in implementing their permanent Park & Ride facility with bus priority measures on the route to the main SGH campus, and to support the development of a City Centre Weekend/Events Park & Ride service. A total budget of £6.681m is allocated to this, with £5.181m of TCF funding, £1.5m S106 contributions (primarily for Frogmore Lane/ Brownhill Way junction) and part of the Active Travel Fund SCN4 cycle route. A map showing the works and routes the City Centre service and Hospital service are in Appendix 1. The site is being named as Southampton West to reflect the long-term aspirations for further strategic Park & Rides in the city.

9. University Hospital Southampton Traffic

The main University Hospital Southampton (UHS) NHS Trust campus at Southampton General Hospital (SGH) is located within a residential area of Southampton and bounded by Tremona Road, Laundry Road and Coxford Road. The UHS Trust employs over 11,500 people across SGH and other sites in the city. As a regionally important teaching hospital providing services to 1.9m people living in Southampton, South Hampshire and Isle of Wight, as well as providing specialist services to over 3m in southern England. It sees over 750,000 patients each year. This level of activity generates a significant amount of traffic which is impacting on roads around the hospital. The site is well-served by public transport with six bus services and located on SCN4 cycle route.

- On the SGH campus there is parking for approximately 3,120 (limited by a planning condition) that is shared between staff, patients and visitors (this number can fluctuate by +/-100 due to construction activities). Staff parking is allocated on a permit system and those who do not meet the criteria for a pass are unable to park on-site. This is to ensure that there is sufficient parking prioritised for patients and visitors close to their final destinations.
- 11. Consequently, there is staff and visitor overspill parking of staff in the neighbouring residential streets. To manage this, Pay & Display parking bays are provided on Coxford and Tremona Roads, and a Residents Parking Zone (Zones 7 and 24) which operates 8am-6pm Monday to Friday surrounding the Hospital. Despite the RPZ, P&D bays and regular enforcement activities pressure on residential parking remains. A consultation in 2019 was carried out on changes to Zone 7 RPZ, the resulting changes will be implemented in 2021.
- Through the Trust's Staff Travel Plan, staff are encouraged to park off-site as much as possible to prioritise patient and visitor parking on-site. This included shuttle Park & Ride services (previously based at smaller sites including B&Q Nursling and Homebase Millbrook using minibuses to shuttle staff to campus), promotion of active and sustainable travel through cycling and walking, and other incentives. In 2018, SCC and the Trust developed a Hospital Action Plan to manage traffic movements, encourage more sustainable travel and manage the supply of on-site parking. Works implemented to date include updated Variable Message Signs (VMS) to car parks to manage traffic on Coxford and Tremona Roads, better cycle facilities, and changes to turning facilities on Coxford Road.

	Parrain Form Hoolth Compus
13.	Bargain Farm Health Campus As part of the Trust's plans they desire to grow and intensify the clinical and research facilities on the main campus. Recent works include the expanded ICU and proposed Oncology block. To accommodate these facilities parking would need to be consolidated and expansion of the existing P&Rs to minimise disruption for patients, visitors and residents.
14.	Off-campus the development of a £20m Health Campus at Bargain Farm site off Brownhill Way is being developed. This would provide an acute care, administration and training facility allowing those functions and staff to be relocated from the SGH campus. Part of the site will be for a multi-story car park (1,000 spaces) to be used as a permanent Park & Ride facility. Outline planning permission was granted in 2019 by both Test Valley Borough Council (TVBC) and SCC.
15.	To test Park & Ride, a temporary staff only 1,050 space facility was opened in 2018 at Adanac Park. This would consolidate the shuttle P&R sites that the Trust operated. The P&R service was granted planning permission by TVBC. The permission is for four years and commenced operation in January 2019. The site (currently not operational as it is being used as a testing site and reduced stress on visitor/staff/patient parking at the main campus) is served by the Bluestar 17 service (at a 10-minute frequency) supplemented in the peak periods with a direct staff only shuttle service. Combined these creating a 5-minute frequency from the site to SGH. The Bluestar 17 is a public service whereas the shuttle is private. This is shown in Appendix 1.
16.	Park & Ride
	Park & Ride has been a long-term transport policy aspiration for Southampton as it has the potential to reduce car-based trips into the City Centre. This is achieved by having a viable public transport, often bus, route with a parking facility close to a major access route into the city. The route from the car park to the destination will need enough bus priority to make journey times attractive and reliable. Parking charges, provision and access routes at the destination would need to be at a level to act as discourager for people so they switch to Park & Ride.
17.	Park & Rides are a complex and high capital cost pieces of transport infrastructure. They often require significant land, highway infrastructure, car parks and ancillary (waiting areas, toilets, landscaping etc) infrastructure. The P&R services often require subsidy to operate as the revenue income is needed to cover the operating and capital costs. The Portsmouth P&R cost £26m to implement (land, parking, bus priority) and requires subsidy to operate.
18.	Without large scale external investment SCC's position has been to work with a partner organisation, such as the NHS or University, to support their requirements and to pilot Park & Ride for Southampton. This reduces the capital risk to the Council and provides the opportunity to test a scheme before large scale revenue outlay.
19.	There are no legislative requirements for Park & Ride beyond being compatible with relevant legislation for accessibility for all users, and to provide with information and signage. The Chartered Institute of Highways & Transport guidance for developing successful Park & Ride suggests:

- Sites should be situated at convenient locations on main radial routes to intercept trips, with prominent advanced signage to the site;
- Have high quality covered waiting areas, toilets and information points;
- Waiting times should be kept to a minimum (no more than 8-10 mins during peak hour, and 10-15 mins off peak); and
- Secure parking facilities including CCTV coverage and adequate lighting.

Other facilities that would provide additionality to a Park & Ride such as cycle parking, integration with other mobility & consolidation, information and ability to buy tickets prior to boarding the bus or combining with parking charges are being considered.

20. Southampton West Park & Ride

The combination of the Trust's P&R facility and capital funding from TCF, Active Travel Fund, and developer contributions provides Southampton with the opportunity to trial Park & Ride. The Trust will be constructing the car park as part of the Health Campus (this will replace the temporary Park & Ride facility). The car park is proposed to have electric vehicle charging points, cycle parking, welfare facilities, lifts, lighting, security and barrier control. Bus waiting facilities will be provided in the adjacent interchange with shelters, real-time information and raised kerbs for accessible boarding. The site is also being looked at for a Local Mobility Hub where a range of shared mobility options (e-scooters, e-cargo bikes etc). The Park & Ride has permission for 7 days a week operation, but UHS Trust would only utilise it Monday to Friday 0600-2200.

- The main public vehicle access to the site would be from Adanac Drive. Buses will use a bus only Access Link Road from the bus interchange to the new Lidl store entrance. The western portion of this road is proposed to be restricted to bus and cycle only access through the bus interchange. This offers a considerable benefit to bus journey times and reliability as they will be able to avoid peak period queues on Brownhill Way.
- The SCC capital funding secured from TCF will provide on and off-site highway works. These include:
 - Contribution towards operational on-site facilities bus stops, real-time information, pay & display machines, security;
 - Changes to the Frogmore Lane/Brownhill Way junction including developer contributions
 - Bus stop, bus priority and access improvements at Lords Hill Way;
 - Changes to the Coxford Road/Lords Hill Way junction;
 - Signage to the site from M271;
 - Cycle route from Adanac Park to Lordshill and the Hospital;
 - Bus stop improvements between Adanac Park and the Hospital; and
 - Bus priority measures on the A33 between Redbridge Roundabout and the City Centre.

There will be public consultation on the identified works as part of the TCF programme. These are likely to be during 2021. Before any public consultation local Members will be briefed on the detail of the schemes.

The Park & Ride facility will replace the existing temporary site located to the west of the site. The multi-story car park is due to be completed by February 2022, with a planned opening of Hospital P&R services soon after.

24.	City Centre Park & Ride				
2		ruet only require the s	site for weekday operations.		
	Discussions with the Trust		• •		
			F, an opportunity to trial Park &		
	Ride at weekends (Saturda				
25			re P&R service would be along		
25.			Road-Millbrook Road West-		
			on (southside) and terminate		
	1	•	terchange. This could offer a		
			e operating at 20min frequency		
			the aspirations of the Green		
			ro VI or better. A plan of the		
	route into the City Centre i		•		
26.			would need to be carried out		
20.			is could be through extensions		
	to existing commercially or		<u> </u>		
	, , ,		cated vehicles to an agreed		
			icles could be purchased or		
	existing ones utilised, at th				
	vehicles as some routes ru	un reduced frequencie	s. The costs covers the all the		
	operational and vehicle rel	ated costs. Once the	revenue from fare paying		
			exceeds that point then the		
	service becomes commerc	cially viable. Until it re	aches this point, the service		
	would require a subsidy fro				
27.	Working in partnership with the Trust reduces the risks explained in Section 7				
	often associated with developing P&R. The capital funding from TCF and				
	other sources provides the mechanism for implementation of the necessary				
	infrastructure. Capital funding for the on-site highway works is secured via				
	TCF and planned for in the MTFP as part of TCF, however additional revenue funding will be required for procuring and implementing any weekend P&R bus				
		•	rvice would be Summer 2022.		
	procurement exercise.	rneed to come from tr	ne 2022/23 budget following a		
	•	ld nood to come from	the Park & Ride site parking		
28.			need to be attractive enough		
	for people to divert away fi		•		
		-	e been considered including		
		•	ckets per vehicle or passenger.		
			mbined parking and bus ticket		
	· -		es the customer with a simple		
		•	or collection and payment to		
	the bus operators. This we	-	• •		
	reimbursement done by So				
			by SCC Parking Services.		
		_			
	Examples of the charges p				
	Park & Ride	All Day Charge	Unit		
	Winchester	£3.50	Per Car for bus & parking		
	Portsmouth	£4.00	Per car for bus & parking		

	II B. II	07.00			
	Reading	£7.00	Includes £1 parking charge		
	NI (C)	04.00	per car for bus & parking		
	Nottingham	£4.00	Per car for bus & parking		
	Salisbury	£3.00	Per car for bus & parking		
29.	At this stage detailed soft-				
	carried out and analysis has been at a technical level. Further work is red with SCC Parking Services, Finance, Legal and Procurement to develop				
			s will be carried out in 2021 and		
	investigate operating costs, income, including understanding the impact of diverting parking income away from SCC City Centre Car Parks. the VAT				
			ness case as parking and bus		
	tickets have different VAT				
	liabilities need to be considered		on sold together the V/VI		
30.	Agreement with UHS Trus				
30.			ifications for additional facilities		
			ifications for additional facilities ne site it is envisaged that a		
			e required with the Trust to		
			rms has been drafted for this		
	and attached as Appendix				
	agreement covering the in				
			Terms includes a provision for		
			putes and emergencies. The		
			tion as the binding document.		
31.			dlord, will enable the land to be		
used by SCC. A contribution to the on-site highway works and the o					
	has been calculated as a one-off capital payment as a contribution from the TCF funding. This is calculated as based on 2/7 th of the initial annual repayment costs to the Trust of funding multiplied by five (to cover 5 years). This is £1m and will come from the TCF grant. This is covering the costs of				
	associated on-site infrastructure and facilities required by SCC for public use of				
	the car park for Park & Ric		tout of an existing often that waint		
32.		,	tart of operation, after that point		
	associated the 5-year term		be required. There are risks		
	1	•	d after the 5 years, if the P&R is		
	•	•	gement of the P&R, and UHS		
	•		5 years. In terms of subsidy		
			s. After the 5-year period there		
			at the funding could come from		
			nough and required additional		
			year term provides flexibility as		
	part of an incremental app	roach to P&R and en	ables SCC to adjust the P&R if		
	it is not achieving the policy objectives around modal shift and usage. An initial long-term agreement could be entered into but funding for any additional length				
	beyond 5 years would need to come from outside of TCF. The TCF funding				
	was calculated on an initia	ıl 5-year period offer f	rom the Trust.		
33.	It will provide SCC with:				
	· ·	ark at weekends and	•		
		splay machines requir	·		
	 security – access to 	the Security Office 8	CCTV, and		

	A Management Plan.
34.	Next Steps
	Agreement with UHS Trust signed
	 Late Winter 2021 – UHS start work on the multi-story car park
	Spring 2021 – procurement for P&R City Centre service commences
	2021 – consultation on Off-Site Highway elements
	Summer 2021-2022 TCF works at Frogmore Lane/Brownhill Way and
	on route to Hospital and City Centre
	February 2022 – expected completion date for UHS
	Summer 2022 – earliest start date for a Park & Ride service
	March 2023 – all TCF works completed

RESOURCE IMPLICATIONS

Capital

The total capital budget for the P&R project in TCF is £6.681m. This will deliver schemes that directly support the P&R. This includes £5.181m of TCF funding and £1.5m of Developer Contributions for the Frogmore Lane/Brownhill Way junction. Supporting that are works that are designed to support walking, cycling and public transport that the P&R will benefit from. For example, bus priority on the A33 are primarily benefitting Rapid Bus services from Totton & the Waterside, but a weekend P&R would benefit from their use.

There are two parts to the project to support the two operations (Weekday to Hospital and weekend to City Centre), and some schemes are relevant to both. The table below shows the indicative budget breakdown for the TCF funded elements for the P&R routes to the Hospital and City Centre.

Both (Hospital & City Centre P&Rs)	
Frogmore Lane/Brownhill Way junction	£2.5m
improvements	22.0111
Car Park & On-Site works	£1.0m
EVMS & Signage to site	£0.1m
Weekday P&R to Hospital	
Lords Hill Way/Coxford Road junction improvements	£1.5m
and bus priority lanes	£1.3III
Lordshill Interchange	£0.5m
Bus stop improvements	£0.5m
Fees & Contingency	£0.581m
Total	£6.681m
Weekend P&R City Centre (other TCF funding)	
A33 Bus Lanes & Priority	
Central Station Interchange	£6.4m
Albion Place Bus Interchange	

- In line with the TCF Local Assurance Framework and DfT requirements an additional Outline & Full Business Cases are required to be produced. This is due to the P&R costing over £5m. This will be developed through SCC Highways Service Provider BBLP.
- Additional non-TCF funding would be required to tender and operate any public weekend Park & Ride. No revenue funding for the development and operation

- of a public weekend Park & Ride service can be applied for through TCF. This would need to be found from other SCC revenue sources and at this stage not yet identified.
- In addition, the P&R site has been identified as the location for an e-scooter hire scheme as part of the wider Solent E-Scooter trial due to commence in Spring 2021. The operation of a e-scooter, and other shared mobility options, is being included in the design of the car park.

Property/Other

- 39. SCC will not be responsible for the Asset Management of the car park as this will remain with UHS Trust. The off-site highway works will be maintained under the Highways Service Partnership with BBLP.
- The project is being managed through the Green City & Infrastructure Transforming Cities Team with support from Transport Policy and Transport Policy. A joint Project Group is set up with the Trust to align programmes for delivery, resolve disputes and ensure that the project is delivered to time, budget and specification. Membership includes SCC officers, the Trust's Programme Director and Senior Project Manager. The project is overseen by the Southampton TCF Programme Board which has representation from SCC and HCC.
- 41. SCC will liaise with bus operators and Hampshire County Council.
- The Heads of Terms and Licence will be developed with the Valuation & Estates Team and agreed with the Service Manager Asset Management within Property Services. All legal agreements relating to occupation of land and buildings are routed through this team to Legal Services.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

43. S.1 Localism Act 2011 (the general power of competence) permits a Council to do anything individuals generally may do within its own local authority area to deliver services to the public, subject to there being no statutory prohibition on the actions proposed. The proposals within this report are authorised by this power and no statutory prohibitions would prevent or inhibit the delivery of a Park and Ride scheme in the manner set out subject to compliance with UK property and procurement legislation and the Council's contract and financial procure rules.

Other Legal Implications:

- The Heads of Terms will provide a simple agreement covering the intentions of both parties to enter a Licence and the associated fees. The Licence will be a binding agreement which deals with the use of the land by SCC and contain further clauses and information.
- 45. State Aid implications have been considered in this proposal. SCC has undertaken a review of the General Block Exemption Regulations (GBER) Section 7 on Aid for local infrastructure. The TCF investment is proposed for local infrastructure that will contribute to improving the business and consumer environment. The intended infrastructure will be available to the public through the weekend use of the Park & Ride but also as part of general highway

access and supporting highway infrastructure. The proposed agreement between SCC and UHS Trust is covered by the exemption under Section 13 Article 56 of the GBER. The procurement of the operation of the weekend Park & Ride service to any bus operator will follow a public procurement process that is open, transparent and in accordance with UK Procurement Law.

RISK MANAGEMENT IMPLICATIONS

- 46. Risks for the Park & Ride include
 - Increases in costs after 5 years requiring additional funding to continue access for Park & Ride
 - Relationship with UHS Trust requiring mediation
 - Ongoing SCC costs for Parking Services not covered by parking income
 - Revenue funding for the operation of a future Park & Ride entering the Licence does not preclude a P&R service
 - Satisfying the TCF funding requirements to support P&R to the City Centre and Hospital
 - Objections to any Traffic Regulation Order (TROs) require for bus priority measures

POLICY FRAMEWORK IMPLICATIONS

Park & Ride is consistent with SCC's long-term transport strategy – Connected Southampton 2040, the Green City Charter, and the Council Strategy 2020-2025. It forms a key component of the funded Southampton City Region Transforming Cities Fund programme.

KEY DE	CISION?	Yes			
WARDS/COMMUNITIES AFFECTED:		FECTED:	Redbridge		
	SL	JPPORTING D	<u>OCUMENTATION</u>		
Append	lices				
1.	Map of Park & Rid	e – location a	nd route options		
2.	Draft Heads of Ter	ms			
3.	3. Equality & Safety Impact Assessment				
D	anta la Manabara! D				

Documents In Members' Rooms

1.		
2.		
Equality	/ Impact Assessment	
Do the	mplications/subject of the report require an Equality and	Yes
Safety I	mpact Assessment (ESIA) to be carried out.	
Data Pr	otection Impact Assessment	

Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.				No
Other Background Documents Other Background documents available for inspection at:				
Information Schedule 1		t Paragraph of th tion Procedure R le 12A allowing d npt/Confidential (ules / ocument to	
1.				
2.				