

# Public Document Pack



## EXECUTIVE DECISION DAY NOTICE

Executive Lead Member for Economy, Transport and Environment Decision Day, Executive Member for Highways Operations Decision Day and Executive Member for Climate Change and Sustainability Decision Day

**Date and Time** Thursday 28th October, 2021 at 2.00 pm

**Place** Remote Meeting - Remote

**Enquiries to** [members.services@hants.gov.uk](mailto:members.services@hants.gov.uk)

Carolyn Williamson FCPFA  
Chief Executive  
The Castle, Winchester SO23 8UJ

## FILMING AND BROADCAST NOTIFICATION

This decision day is being held remotely and will be recorded and broadcast live via the County Council's website.

## AGENDA

### ~ Executive Lead Member for Economy, Transport and Environment ~

#### Deputations

To receive any deputations notified under Standing Order 12.

#### KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

##### 1. **BUS SERVICE IMPROVEMENT PLAN** (Pages 3 - 80)

To consider a report of the Director of Economy, Transport and Environment regarding a proposed Bus Service Improvement Plan for Hampshire, as the first step towards development of an Enhanced Partnership (EP) with local bus operators. The Plan has been co-developed by Hampshire County Council and local bus operators, engaging closely with neighbouring Local Transport Authorities, and represents a collective series of ambitions for how bus services in Hampshire will be improved up to 2030 through co-ordinated investment, subject to securing newly available funding from central Government.

**2. BUS PRIORITY ENFORCEMENT POLICY AND PRACTICE (Pages 81 - 110)**

To consider a report of the Director of Economy, Transport and Environment setting out the case for bus priority enforcement, the principle under which HCC would enforce such facilities and the practices it intends to adhere to in order to ensure legal compliance, transparency and fairness in how it goes about doing so. It does not seek to implement any schemes at this time but it does seek to formalise the policy framework and how it would be implemented.

**ABOUT THIS AGENDA:**

**On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.**

**ABOUT THIS MEETING:**

**The press and public are welcome to observe the public sessions of the decision day via the webcast.**

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Economy, Transport and Environment
<b>Date:</b>	28 October 2021
<b>Title:</b>	Bus Service Improvement Plan
<b>Report From:</b>	Director of Economy, Transport and Environment

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### Purpose of this Report

1. The purpose of this report is to set out details of a proposed Bus Service Improvement Plan (BSIP) for Hampshire, as the first step towards development of an Enhanced Partnership (EP) with local bus operators. The Plan has been co-developed by Hampshire County Council and local bus operators, engaging closely with neighbouring Local Transport Authorities, and represents a collective series of ambitions for how bus services in Hampshire will be improved up to 2030.

### Recommendations

2. That the Executive Lead Member for Economy, Transport and Environment approves the Hampshire Bus Service Improvement Plan (BSIP), as detailed within and appended to this report, as the local response to “Bus Back Better”, the national bus strategy.
3. That authority is delegated to the Director of Economy, Transport and Environment to make the necessary arrangements to formally submit the BSIP to the Government by the end of October 2021.
4. That the Executive Lead Member for Economy, Transport and Environment gives approval for a consultation exercise to be carried out over the coming months as part of the BSIP and Enhanced Partnership requirements, and delegates authority to the Director of Economy, Transport and Environment to finalise the arrangements and carry out the consultation in line with Enhanced Partnership guidance issued by the Department for Transport.

### Executive Summary

5. This report sets out the details of Hampshire County Council’s proposed approach to the local delivery of the Government’s National Bus Strategy through a BSIP for Hampshire. The consistent policy themes running through

the National Bus Strategy are a green recovery from the pandemic, decarbonisation of transport, and levelling up the economy.

6. The Government has announced that £3billion will be made available for Local Transport Authorities (LTAs) to bid for towards delivery of local measures. In order to be eligible to bid, LTAs in England are required to publish a local Bus Service Improvement Plan (BSIP). The Plan must align with the ten National Bus Strategy requirements and be agreed by 31 October 2021.
7. The Hampshire BSIP (Appendix 1) sets out a number of commitments relating to:
  - future plans for provision of new bus priority measures within our main urban areas to enable buses to avoid delay at congestion hotspots;
  - targets for reduced bus journey times, improved reliability, passenger growth and passenger satisfaction;
  - plans to make buses zero emission;
  - dealing with the under or over supply of buses on the network;
  - plans for fares and multi-operator ticketing;
  - addressing local air quality issues;
  - improving roadside bus infrastructure;
  - plans for expansion of BRT networks;
  - steps being taken to produce a Bus Passenger Charter;
  - network development plans (e.g., Key Corridors or Bus Rapid Transit or Mass Rapid Transit networks); and
  - plans for 'socially necessary' and new 'economically necessary' services.
8. The BSIP also includes a series of targets (a requirement of the Department for Transport (DfT)), to aid the measurement of future progress made in improving local bus services.
9. The BSIP has been prepared following extensive engagement with bus operators and neighbouring LTAs.
10. The BSIP is aligned with the current Local Transport Plan 3, and with the guiding principles of the emerging Hampshire Local Transport Plan 4, as well as with Hampshire County Council's policy objectives of decarbonisation of transport, levelling up the economy, and assisting the economic recovery from the Covid pandemic.
11. Achieving the full ambition and many of the commitments set out in the BSIP is conditional on securing additional funding from the DfT's Bus Back Better £3billion funding stream. The £3billion of funding is a provisional amount for the whole of England for the period to 2024/25. It is subject to the outcome of the Comprehensive Spending Review, due in October 2021. BSIPs run until 2030, although there has been no indication of the levels of funding that might be made available from 2025/26 until 2030. The amount of funding that is secured for Hampshire will be dependent on how the BSIP is scored when it is submitted to the DfT at the end of October.

12. An update report on the Council's Savings Programme to 2023 (SP23) was presented at Decision Day on 23 September 2021.
13. The County Council recognises the importance of developing SP23 and BSIP proposals which complement rather than contradict each other. For this reason, the SP23 proposals are primarily focused on income and cost recovery proposals. Likewise, the BSIP is focused on enhancing commercial operations which do not require local authority support and in making less viable routes more efficient through measures such as speeding up bus journey times.
14. Following the submission of the BSIP, the government requires the County Council to engage with stakeholders on both a formal and informal basis to inform the outcome of the EP.
15. It is proposed that should approval be granted, the process for the informal consultation be designed and rolled out immediately to ensure that Hampshire's EP includes the views of as many stakeholders as possible.
16. Following the informal consultation, the next stage will be a formal consultation on the draft EP. The EP cannot be progressed without the formal agreement of the bus operators.

### **Contextual information**

17. On 15 March 2021 the Government published England's first National Bus Strategy. It set out a vision for the future of bus services outside London. It required LTAs to confirm if they would deliver the national strategy locally through either formal "Enhanced Partnership" arrangements between local transport authorities and bus operators, or through franchising. Failure to engage and confirm the preferred way forward would result in the Government cutting local bus grants. On 17 June 2021 the Executive Lead Member for Economy, Transport and Environment confirmed it was the County Council's intention to enter into an Enhanced Partnership.
18. The National Bus Strategy, and additional funding flowing from it, would contribute significantly to Hampshire County Council's policy objectives of decarbonisation of transport and improving air quality and achieving carbon neutrality, which would be aided by a shift to greener public transport. A single journey on public transport has approximately half the carbon impact of a car journey. In addition, the Strategy contributes to the Council's policy objectives of levelling up the economy and assisting the economic recovery from the Covid pandemic.
19. The strategy represents an opportunity for the County Council to extend its productive partnership working arrangements with bus operators and neighbouring local transport authorities, in order to enhance the quality and attractiveness of the bus network. The National Bus Strategy indicates that the level of funding to be received by LTAs will reflect the level of local ambition demonstrated by the LTAs and their bus operators.
20. The strategy also set out the conditions which LTAs should adhere to, not only to access the national funding for enhancements, but also to secure ongoing financial support for bus operations in their area. The key milestones are:

- 30 June 2021: commit to establishing Enhanced Partnerships under the Bus Services Act;
  - 31 October 2021: publish a local Bus Service Improvement Plan (BSIP) in line with the strategy requirements; and
  - April 2022: have an Enhanced Partnership (EP) in place or be following the Franchising process.
21. At his Decision Day on 17 June 2021, the Executive Lead Member for Economy, Transport and Environment approved that a Statutory Notice should be issued stating the County Council's intention to enter into Enhanced Partnerships with bus operators, so attention therefore turns to the need to publish a BSIP by 31 October 2021.
22. There are two parts to an Enhanced Partnership:
- an EP Plan, which is a clear vision of the improvements to bus services that the EP is aiming to deliver, mirroring the BSIP; and
  - EP schemes – an accompanying document setting out the improvements that will be made by the LTA and bus operators to deliver the improvements set out in the EP Plan.

### **Bus Service Improvement Plan**

23. The BSIP sets out a high-level vision for improving local bus services and key interventions to deliver it, with the Enhanced Partnership plan containing the detail of how these key interventions will be delivered. The BSIP itself is an important milestone towards preparation of Hampshire's EP with local bus operators.
24. DfT guidance for LTAs on preparation of BSIPs was published in May 2021. This states that within their BSIPs, LTAs need to cover the areas listed in paragraph 7 above.
25. The BSIP attached as Appendix 1 to this report, sets out the County Council's and bus operators' shared high-level vision for Hampshire's bus network, including journey time and reliability targets, and the plans to deliver them. It follows a template structure provided by the DfT.
26. Section 2 of the BSIP summarises how the current bus network in Hampshire compares to the ten ambitions outlined in the DfT's May 2021 BSIP guidance. It describes the current levels of bus use, gives details of which services receive support, locations of existing bus priority measures, and the main destinations bus passengers travel to. It outlines how buses are used and the key issues affecting bus services across the County and in each of the six main urban areas.
27. Section 3 sets out a series of targets (both countywide and for the six main urban areas) for reducing average bus journey times and for the percentage of bus services running on time. There are also countywide targets for passenger growth and customer satisfaction. The headline countywide targets are to:
- reduce average bus journey times by an average of 9% (5-10% depending on area) across Hampshire by 2024/25;

- improve bus journey time reliability with 90% of services operating on time (between 1 minute early and 5 minutes late) by 2024/25;
  - Return bus passenger numbers to pre-Covid 19 levels by September 2022, then increase it by 8% each year for the following 2 years; and
  - increase bus passenger satisfaction by 5% by 2026/27 from a 2021/22 base.
28. Section 4 sets out a high-level vision and a series of ten long-term commitments for how the County Council and bus operators will work to improve the quality of local bus services in Hampshire up to 2030.
29. The long-term commitments have been designed to complement the SP23 Programme and focus on capital investment to boost commercial services, rather than committing to ongoing County Council revenue subsidy support.

### **Bus Service Improvement Plan High-level Vision**

30. The BSIP sets out the following vision for improving bus services:

“Within Hampshire, the County Council and bus operators recognise that the bus has huge untapped potential to cater for a larger share of everyday journeys. Through a programme of co-ordinated and sustained investment, over the next decade we will deliver a renaissance in bus passenger travel, which will see the number of journeys made by bus increase year-on-year. This BSIP will be a catalyst for bus passenger growth across the whole of Hampshire by creating the conditions to achieve a virtuous circle of investment and passenger growth. This will be a process of positive, sustained change. Growing bus use will contribute to a wide range of other policy objectives, such as de-carbonising travel, reducing inequalities and using road-space much more efficiently.”

31. There is a strong economic case for supporting the development of a stronger local bus network. Investment by the public sector in infrastructure measures to improve bus services levers in additional private sector investment from the bus industry. This joint approach to investment has been successful in Hampshire for a number of years.
32. The measures outlined in the BSIP will help to tackle issues of social inequality. This is further explored with the Consultation and Equalities section of this report.

### **Consultation**

33. In line with guidance issued by the Department for Transport, it is proposed that the County Council undertakes a consultation exercise to gain the views of stakeholders both on the existing bus network and potential improvements that could be made through the Enhanced Partnership (EP).
34. This process will include the opportunity for people to attend online face to face events and provide written feedback. Organisations with an interest in passenger transport will be invited to share their views on bus services in Hampshire to feed into the EP.

35. Following this process, in line with DfT guidance, it is proposed that a formal consultation be held with Hampshire's bus operators to gain their agreement to the proposed EP.

## **Finance**

36. To date, the County Council has been successful in securing Local Transport Authority Bus Capacity Funding allocation from DfT, which is being used towards costs relating to the preparation of the BSIP and EP.
37. Achieving the full ambition and many of the commitments set out in the BSIP is conditional on securing additional funding from the DfT's Bus Back Better £3billion funding stream. The £3billion of funding is a provisional amount for the whole of England for the period to 2024/25, subject to the outcome of the Comprehensive Spending Review. There has been no indication of the levels of funding that might be made available from 2025/26 until 2030. The amount of funding that is secured for Hampshire will be dependent on how the BSIP is scored when it is submitted to the DfT at the end of October.
38. The DfT has stated that ambition in BSIPs will be rewarded. The commitments detailed in paragraph 7 above have been crafted to demonstrate this high level of ambition, so it is considered that there is a strong likelihood that Hampshire will perform well in securing a good share of this new funding to enable delivery of the measures set out in the BSIP.
39. Part of this funding is anticipated to be awarded by formula linked to population and part through competitive bidding
40. However, if the amount of funding secured is limited, then this will in turn limit the scale of improvements, and in turn dictate the level of increase in bus passenger journeys that the County Council and local bus operators can achieve over the period to 2024/25.

## **Consultation and Equalities**

41. Initial engagement on the emerging Hampshire Local Transport Plan 4 (LTP4) was undertaken in January and February 2021, with a wide a group of interested parties to help formulate a new transport strategy and plan for Hampshire. Stakeholders and members of the public that responded were clear that public transport and buses should be a focus for the County Council's strategies, supporting the principle of "reducing dependence on the private car". The views, expertise and local knowledge provided through the LTP4 consultation has equally proved invaluable in helping to shape and influence the vision and ambitions contained in the BSIP.
42. As well as this county level engagement, the County Council has worked closely with Portsmouth City Council, Southampton City Council and Isle of Wight Council to engage with a wide range of stakeholders as part of developing successful bids to the DfT's Transforming Cities Fund. This helped to secure over £112million for bus priority and active travel measures on a series of cross-boundary corridors. A range of stakeholders, including umbrella business groups, large employers, lower-tier authorities, and universities expressed strong support for measures to speed up end-to-end bus journey times and improve journey time reliability.



43. During recent public consultations in Basingstoke, 64% of Basingstoke residents surveyed stated that if public transport was good enough, they would travel to the town centre without using a car. Similarly, a consultation as part of the Winchester Movement Strategy found that 63% of respondents wanted to see new bus priority measures introduced. This indicates public support in principle for bus priority within two of the urban areas in Hampshire.
44. Between May and August 2021, a series of meetings and workshops have been held with local bus operators to inform and shape the BSIP. Regular meetings with neighbouring LTAs have also been held to agree a common and aligned approach to improving bus services that operate across LTA boundaries.
45. A workshop with bus operators and neighbouring LTAs was held on 21 July to identify common ground and agree an appropriate level of ambition. Attendees agreed that central to being able to deliver the kind of year-on-year growth in bus passenger numbers that the DfT are seeking, is being able to offer bus passengers a quicker and more reliable bus service. Within the main towns and urban areas in Hampshire, operators indicated that this would best be achieved through the delivery of widespread bus priority measures that are needed to improve bus journey times, punctuality, and reliability. This has therefore been included as a key priority in the Hampshire BSIP.
46. Another key piece of feedback given by all the bus operators who attended the workshop was that in order for bus services to attract more passengers, it is very important to secure early political buy-in and support from Members for the principle of reallocating road space from general traffic to buses in locations on the highway network where traffic congestion is occurring, so that buses do not experience the same delays as other traffic. Speeding up journey times by bus would reduce operating costs and generate more revenue which in turn would allow operators to invest in more frequent services and new vehicles.
47. In terms of equality impacts, there is a higher reliance on buses for commuting amongst particular sectors of the population: females, younger age groups (16–19-year-olds), part-time workers, those in manual occupations, and those on low incomes. 18.9% of households in Hampshire have no access to a car or van. In light of this, there is a need to support the most socially excluded residents who are disproportionately represented as bus passengers. Around one in three bus journeys in Hampshire are made by concessionary pass holders.
48. The BSIP commitments to work towards more frequent, more reliable, easier to understand and use, and better co-ordinated bus services would enable people to access essential services and lead independent lives for longer within their own communities and will therefore have a particularly positive outcome for younger and older people, women, and those from other protected groups who are more likely to be regular bus users.

### **Climate Change Impact Assessments**

49. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by

2050. This process ensures that climate change considerations are built into everything the Authority does.

50. The climate change tools will be fully utilised for the EP where detailed delivery information will be available.

### **Carbon Mitigation**

51. By increasing the modal share of journeys made by bus, and decreasing the share made by private car, the BSIP would support a reduction in carbon emissions from transport. Buses also make more efficient use of road space – a double decker bus can take up to 75 cars off the road. Bus operators will continue to invest in their bus fleets, which already perform well in terms of nitrogen dioxide and particulate matter emissions. On average, each journey made by bus generates a 50% reduction in carbon emissions over a journey made by private car. Bus operators, in partnership with the County Council will seek funding from the Government towards zero carbon buses, which could be either electric or hydrogen buses. This will see the number of diesel buses progressively reduced over time.

### **Conclusions and Next Steps**

52. The approach to the Hampshire BSIP set out within this report would contribute significantly to Hampshire County Council's policy objectives of decarbonisation of transport, levelling up the economy, and assisting the economic recovery from the Covid pandemic.
53. Delivery of the approach set out within the BSIP would enable the Council to begin the work needed to meet the objectives set out within the Government's Bus Back Better Strategy and maximise the likelihood of securing additional funding to deliver the proposed improvements. This work would build upon the already positive working relationship the Council has with its bus operators and enable the best outcomes for bus users in Hampshire.
54. Local Transport Authorities who are planning to follow the Enhanced Partnership model are expected to be working under Enhanced Partnership arrangements from April 2022. Therefore, prior to April 2022 a further report will be brought to the Executive Lead Member for Economy, Transport and Environment, to consider the outcome of the consultation exercise and to consider a detailed Enhanced Partnership for approval.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

Bus Back Better: National Bus Strategy. Report to Executive Lead Member for Economy, Transport and Environment, 17<sup>th</sup> June 2021.

<https://democracy.hants.gov.uk/documents/s74499/Report.pdf>

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

In terms of equality impacts, there is a higher reliance on buses for commuting amongst particular sectors of the population: females, younger age groups (16–19-year-olds), part-time workers, those in manual occupations, and those on low incomes. 18.9% of households in Hampshire have no access to a car or van. In light of this, there is a need to support the most socially excluded residents who are disproportionately represented as bus passengers. Around one in three bus journeys in Hampshire are made by concessionary pass holders.

The BSIP commitments to work towards more frequent, more reliable, easier to understand and use, and better co-ordinated bus services would enable people to access essential services and lead independent lives for longer within their own communities and will therefore have a particularly positive outcome for younger and older people, women, and those from other protected groups who are more likely to be regular bus users.

# HAMPSHIRE BUS SERVICE IMPROVEMENT PLAN



**NATIONAL BUS STRATEGY BUS SERVICE IMPROVEMENT PLAN  
HAMPSHIRE COUNTY COUNCIL**

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## Section 1 – Overview

### 1.1 Geographical Area covered by this BSIP

This Bus Service Improvement Plan (BSIP) sets out our high-level vision for Hampshire's



bus network, including journey time and reliability targets, and our plans to deliver them. This BSIP covers the single Local Transport Authority (LTA) area of **Hampshire County Council (HCC)**, the geographical area of which is shown in green in Figure 1.

*Figure 1 – Geographical area of the Hampshire BSIP*

In 2020, Hampshire had a population of 1.39 million residents. The County has a land area of 368,000 hectares. 15% of Hampshire is defined as urban city or town but 78% of the population live in urban areas. Our cities, towns, villages and countryside are home to a wide range of leisure, cultural and historical attractions, including coastal harbours, rivers, beaches, theatres, the historic cathedral city of Winchester, chalk downland, two National Parks and a number of Areas of Outstanding Natural Beauty. Access to these assets are supported by our bus network.

This mixture of urban, suburban and rural communities results in a range of transport challenges, from rural isolation in more remote areas to poor air quality and congestion in parts of our cities, along with pockets of 'transport poverty'. Buses already play a key role in alleviating these problems. Buses are our most used form of public transport and make a real difference to people's everyday lives, allowing them to get to work, to visit friends and family, to the shops, and to get to essential services such as schools, colleges, libraries, GP surgeries and hospitals.

The two coastal cities of Southampton and Portsmouth are Unitary Authorities and are LTAs in their own right, and do not form part of the Hampshire LTA area. In 2020, Southampton had a population of 253,000, and Portsmouth had a population of 214,000. As the two cities are both important employment, retail and cultural centres and contain two important ports and two major regional hospitals, they see significant cross-boundary travel to and from Hampshire.

Therefore, HCC does work very closely in partnership with both cities and with the Isle of Wight on cross-boundary transport issues, through the Solent Transport partnership. HCC has worked in partnership with them on a joint Local Transport Plan covering the Urban South Hampshire area and on delivering joint Local Sustainable Transport Fund (LSTF) projects. More recently we have jointly developed successful bids to the DfT's Transforming Cities Fund to deliver corridor-based bus and active travel improvements covering the two cities and parts of their wider travel-to-work areas.

In Hampshire itself, whilst HCC is the upper tier local authority, there are 11 district or borough councils that are the lower tier authorities within Hampshire. The boundaries of these are shown in Figure 2.



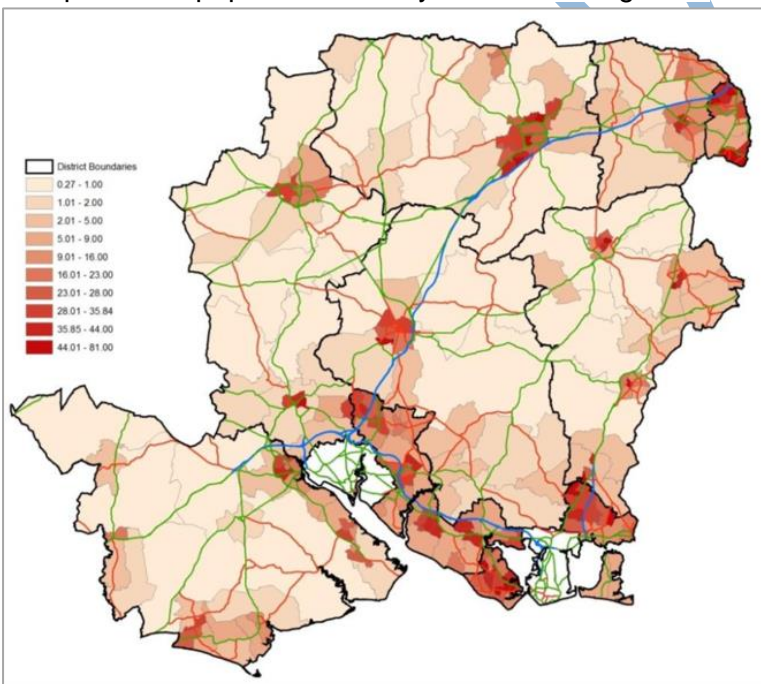
**Figure 2 – The main towns, strategic and main A-road networks and boundaries of the two National Parks within Hampshire**

The 85% of the county that is rural includes parts of two National Parks (which are shown on Figure 2).

Coastal areas of southern Hampshire between the two cities of Southampton and Portsmouth along the M27 corridor are heavily urbanised, and have been a strong focus for new development.

The largest towns in Hampshire are Basingstoke,

Winchester Farnborough, Aldershot, Andover, Eastleigh, Fareham, Gosport and Fleet. Away from these larger urban centres are a series of several smaller “market towns” that serve an extensive rural hinterland, such as Alton, Lymington, Petersfield, Ringwood and Romsey. This pattern of population density is shown in Figure 3.



**Figure 3 – Population Density in Hampshire (number of people per hectare)**

Hampshire has generally high levels of car ownership. 90% of households have access to one or more cars. 45% of households in Hampshire have 2 or more cars – which is above the average for the South East of 40.6%. Levels of car use are also high and Hampshire has diffuse commuting patterns, making certain commuting trips difficult to serve efficiently by bus. However, 31% of commuting trips are less than 5 miles, meaning that there is scope for a greater proportion of these

journeys to be made by bus and sustainable modes rather than by private car

Across Hampshire as a whole, 10% of households are without access to a car. The percentage of households without access to a car is lowest in Hart District (4%) and East Hampshire District (6.9%). The proportion of no car households is highest in Gosport (20%) and Havant (16.1%). These areas are characterised by low median pay (below UK average),



and pockets of deprivation. Across Hampshire as a whole, there are 32 LSOAs in the 20% most deprived areas in England containing a population of 50,000 people.

### 1.2 Justification of why this BSIP covers a single LTA area (Hampshire)

In preparing this BSIP we have engaged very closely with all neighbouring LTAs, in particular Southampton City Council, Portsmouth City Council and Surrey County Council, (with whom we have the largest number of cross-boundary bus routes) in order to identify and agree common goals for improvements to our respective bus networks.

Although there are a number of cross-boundary services between the cities and Hampshire, the majority of 'turn up and go' high frequency bus services start and end within their unitary areas (or extend for a short distance into Hampshire) and hence the majority of bus mileage operated does not cross LTA boundaries. Although the three LTAs share common ambitions around integration, fares and ticketing and delivering bus priority, the cities also have different characteristics and challenges relating to bus networks compared to Hampshire. Levels of car ownership are lower and bus use per head of population in the cities are higher than in Hampshire. In some parts of Hampshire, under provision is a theme, particularly in more isolated, hard to serve rural communities.

HCC also work very closely with Surrey County Council on cross-boundary transport planning for the Blackwater Valley area, covering four towns within north east Hampshire and north west Surrey. As a significant proportion of local bus services in the Blackwater Valley do operate across the LTA boundary, with similar amounts of mileage in each, both LTAs have worked together to agree a common approach to improving bus services and targets within the four Blackwater Valley towns.

On this basis, the approach that has been taken is that the urban unitaries of Southampton and Portsmouth and Surrey have each prepared 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 four LTAs 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 LTA boundaries.

### 1.3 Why the Enhanced Partnership route has been chosen

HCC has a long history of effective voluntary partnership working with bus operators in Hampshire, aside from major schemes such as the Eclipse Bus Rapid Transit scheme between Fareham and Gosport. This approach has worked well for Hampshire delivering sustained improvements for bus users over more than a decade. HCC have delivered investment in bus priority, quality bus stop infrastructure, including Real Time Information screens at bus stations and busier bus stops 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 Hampshire, which have helped to improve the quality and the attractiveness of local bus services and will be built upon through the BSIP and EP:

- Measures by Hampshire County Council to improve bus journey times and reliability: most notably the development of the Eclipse BRT busway between Gosport and Fareham, which avoids congested sections of the A32 corridor, and 'The Star' bus lanes on the A3 in Waterlooville and Horndean, with further Transforming Cities Fund (TCF) funded measures currently being delivered between Totton and Marchwood in

- the Southampton Travel to Work Area and on key commuter corridors from Fareham, Havant and Waterlooville to Portsmouth in the Portsmouth Travel to Work Area);
- Blackwater Valley Gold Grid, in partnership with Surrey County Council, Enterprise M3 LEP and Stagecoach has focused on the corridor of the Gold Service, which serves Aldershot, Farnborough, Frimley and Camberley; a successful and strategically important bus service for Blackwater Valley. The project has built on significant investment of £4.5 million by the local bus operator into transforming and modernising vehicles, complementing better linkages of active travel, bus and rail services and further opportunities to better link business parks and hubs to the public transport network.
  - Measures by Hampshire County Council and bus operators to provide a consistent bus offer and to improve the product such as early adoption of payment by contactless card, the Solent Go multi-operator smartcard, in-vehicle wi-fi, USB charging points and 'next stop' announcements on all buses (available since 2019);
  - Measures by bus operators to provide a consistent high quality bus service (through heavy investment in their bus fleets) 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 delivered through the DfT/ DeFRA Clean Bus Technology Fund) – meaning that there are now entirely Euro VI bus fleets in Southampton and Portsmouth; and
  - Maintaining service levels on commercial and on the majority of supported bus service routes, although budgets for socially necessary bus services have been reduced as part of wider local authority wide cost-reduction programmes.

It is the shared view of HCC and operators that a single Enhanced Partnership for the whole of Hampshire, result in better outcomes for bus services in Hampshire. Given the already close partnership working and strong relationships between HCC and bus operators, this approach is considered to be the best way of meeting the high level of ambition outlined in this BSIP, rather than through a franchising approach.

The Hampshire BSIP and subsequent EP represents an opportunity for HCC to extend its successful and productive partnership working arrangements with bus operators and neighbouring LTAs, in order to improve the offer to the local community, enhance facilities and develop a partnership that can help expand the commercial bus network in Hampshire.

#### **1.4 BSIP duration, annual review process and alignment with Local Transport Plan**

The Hampshire BSIP covers the period up until 31 March 2030 and will be reviewed annually. In summer 2022, and each year thereafter, a working group of HCC and bus operators will be convened to review the efficacy of the Hampshire BSIP ambitions and progress made towards targets. Collective decisions will be taken as to whether the level of ambition needs to be raised or whether the existing content is sufficient. Neighbouring LTAs will have an opportunity to contribute their views. If revisions are made to the BSIP by the working group, then a report will be taken to HCC's Cabinet or the Executive Member for Economy, Transport and Environment in either October or November for political decision and sign off of the revisions if advice received from legal services is that this is required.

This BSIP is fully aligned with the emerging Hampshire Local Transport Plan 4 (LTP4), which will form the primary transport strategy for the County until 2050. The Hampshire LTP4 strategy is set to include a goal of reducing car dependency, and the plans set out in this BSIP to increase the level of bus use will play an important part in achieving this goal.

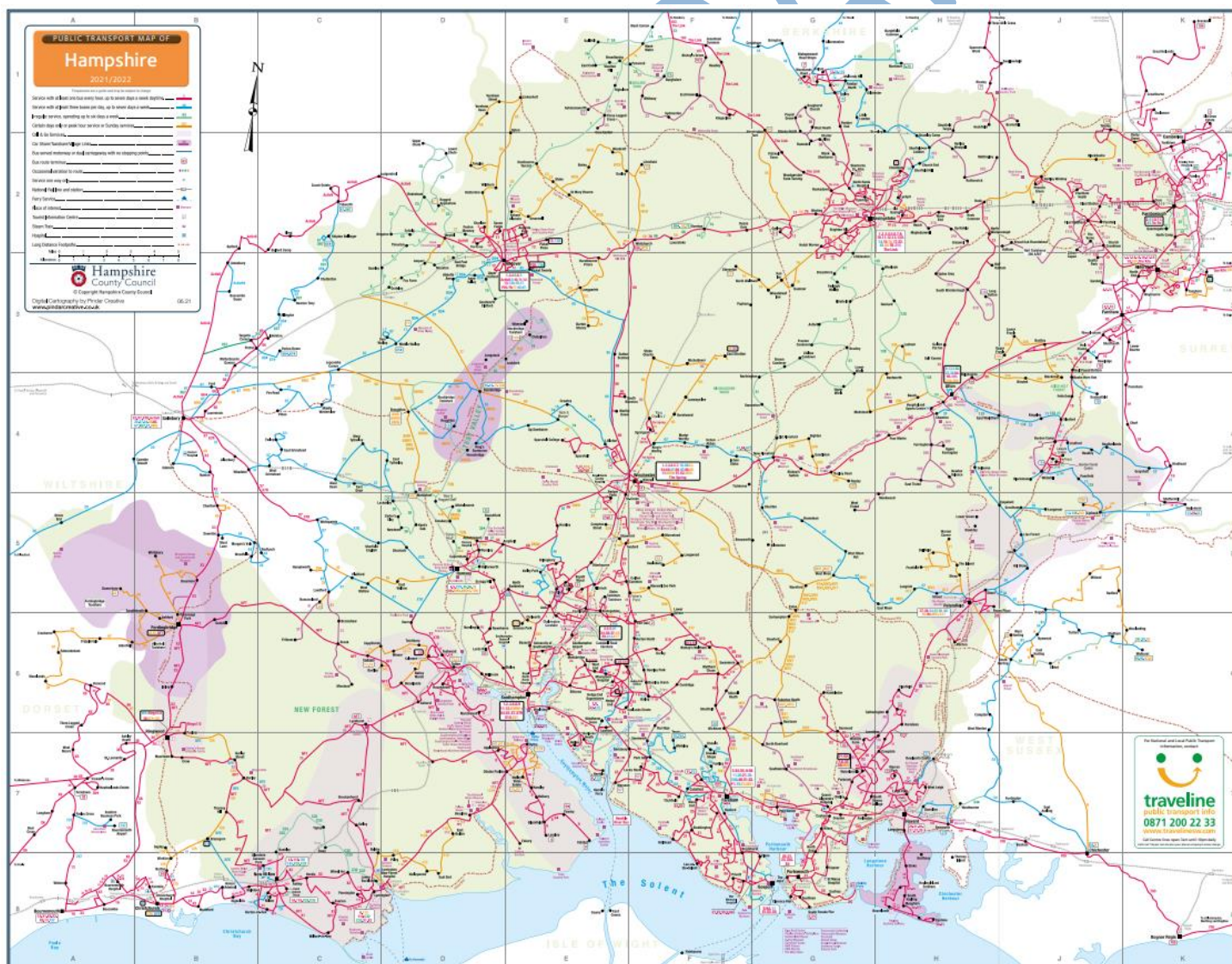
## Section 2 - Current bus offer to passengers

### 2.1 Overview of the Hampshire bus network, level of use and punctuality

Bus services and usage in Hampshire are both above the national average and are relatively good for a large, predominantly rural, shire authority, with above average levels of car ownership. Bus passengers make a substantial contribution towards the UK and Hampshire economy, being the most heavily used form of public transport in the County and a lifeline for those without an alternative.

The total number of bus passenger journeys made within Hampshire over the last ten years has remained relatively stable, against the trend of gradual decline seen across English non-metropolitan LTAs as a whole. In 2018/19 Hampshire’s residents (and workforce population of 620,324) made 31.1m bus journeys on around 300 bus routes (shown in Figure 4), serving 8,500 bus stops. The majority of bus services in Hampshire are run by four bus operating companies – First Hampshire, Go-South Coast (operating under the Bluestar and Salisbury Reds brands, and who operate UniLink services under contract to the University of Southampton), Stagecoach South and Xelabus. The sections describing the bus network in each main urban area below give further detail on the services provided by these operators.

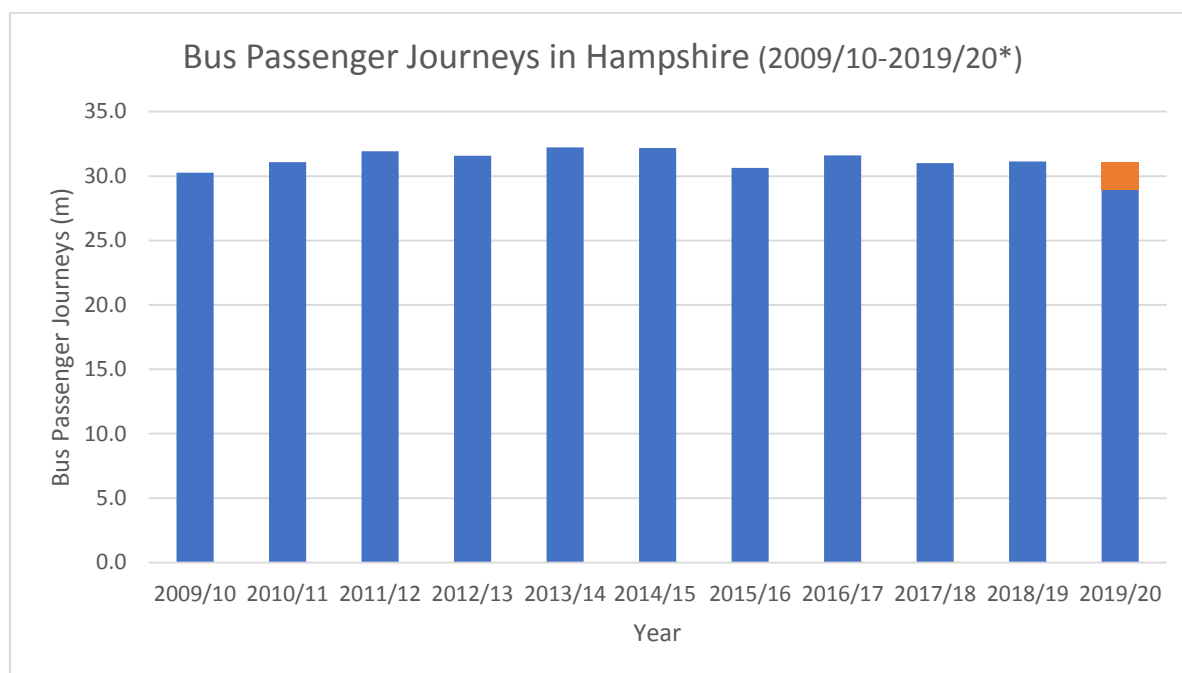
Figure 4 – Hampshire bus network map 2021, including services in Southampton and Portsmouth



**Trends in bus passenger journeys**

As Figure 5 shows, the total number of bus passenger journeys made within Hampshire over the last ten years as recorded by bus operators has remained relatively stable (although passenger numbers in March 2020 were significantly reduced due to the pandemic), against the trend of gradual decline seen across English non-metropolitan LTAs as a whole.

**Figure 5 - Bus passenger journeys per year in Hampshire since 2009 as recorded by bus operators via the DfT PSV survey (Source: DfT Bus Data Table BUS0109a)**



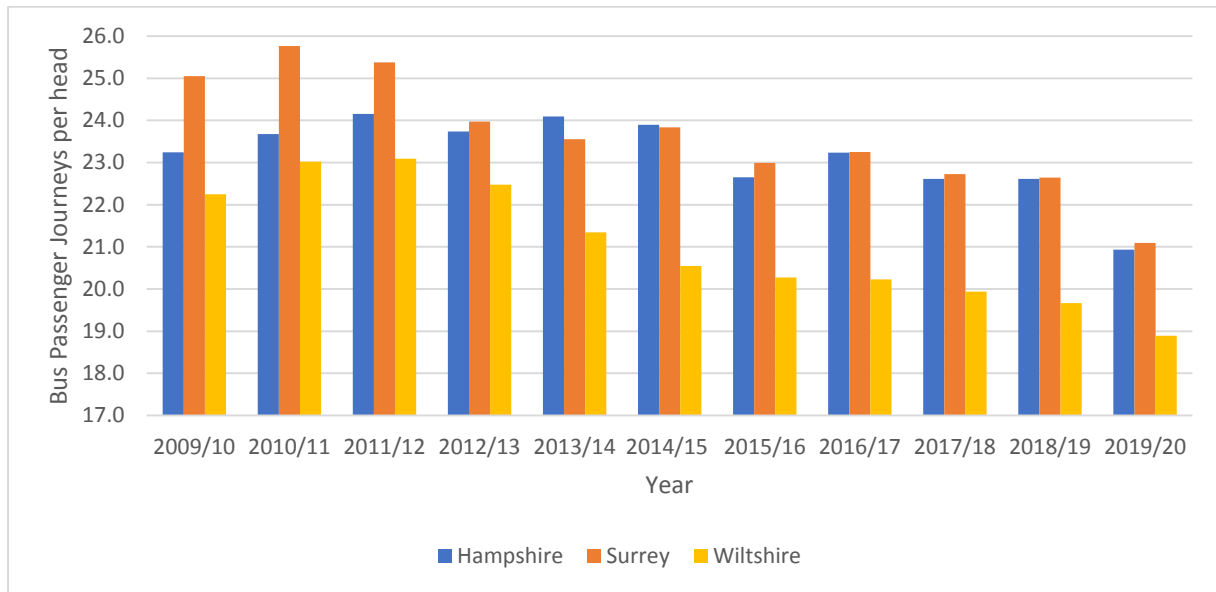
*\*For 2019/20, the actual number of journeys made shown in blue includes the impact of the C-19 pandemic, which saw significant reductions in bus use. The orange block shows what the total number of journeys would be based on the ten months April-January factored up over 12 months.*

Bus journeys in Hampshire as recorded by operators remained in the range of between 30.3m and 32.2m journeys per year until the Covid-19 pandemic. This, as seen in all areas of the UK, resulted in a significant and rapid reduction in bus journeys, from mid-March 2020 onwards as residents heeded the initial Government advice to avoid using public transport unless absolutely necessary.

However, bus use by late September 2021 had recovered to between 60% and 73% of pre-pandemic levels. There remains considerable uncertainty around how quickly bus passenger numbers could return to pre-pandemic levels, and this will depend on a variety of factors including the level of home working or hybrid working and how much online spending replaces some in-person shopping trips to town centres. Initiatives to promote bus travel are welcomed as are marketing efforts by operators.

When these passenger journeys are considered per head of population, this then equates to between 21 and 24 bus journeys per year on average by each Hampshire resident, as indicated in Figure 6. The numbers of journey per head of population has fallen since 2013.

**Figure 6 – Change in Bus Passenger Journeys per head of Population over time since 2009 in Hampshire and two other neighbouring shire county LTAs**

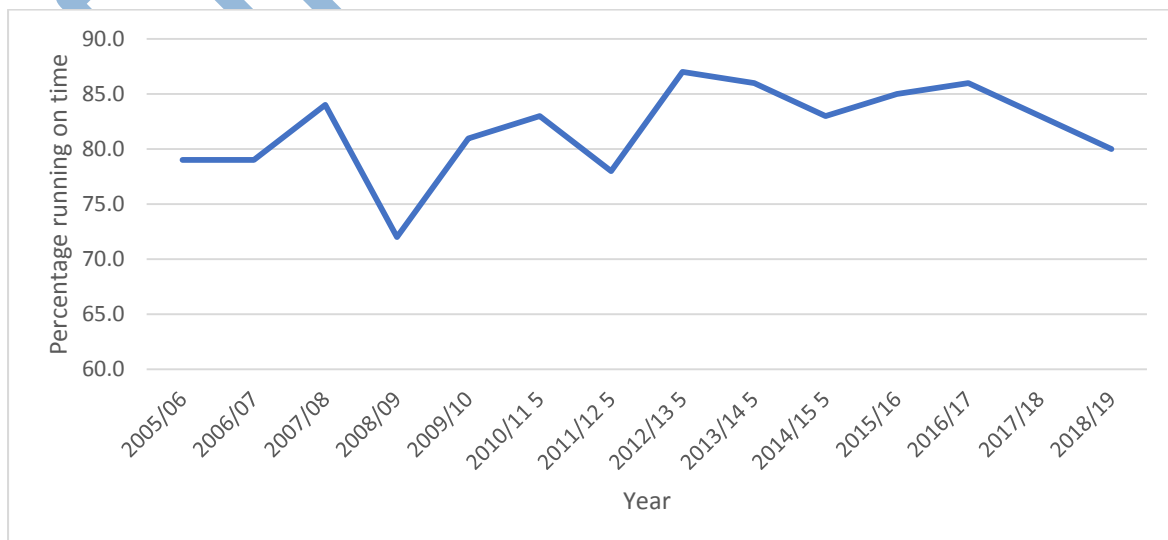


This is broadly the same level of bus journeys per head as in Surrey (which has a similar level of affluence) and higher than the levels of bus use in Wiltshire (which has more rurality). The fall in the number of bus journeys per head seen in Hampshire is repeated within these neighbouring LTAs.

Whilst the bus kilometres operated on supported services have fallen, the rate of decline in bus kilometres overall in Hampshire has been lower than in South East England. Working in close partnership with local bus operators HCC has sought to maintain tender support wherever possible. A number of innovative solutions have minimised the impact so the level of support has declined less than comparable upper tier shire authorities.

As Figure 7 shows, bus punctuality has seen a trend of gradual improvement, despite a backdrop of increased traffic and increased levels of congestion. Average annual daily traffic flow on Hampshire roads grew by +17% between 2000 and 2019 (although growth was higher on the Strategic Road Network [+20%] than on the HCC road network, which saw growth of 14%).

**Figure 7 – Changes in Bus Punctuality Levels in Hampshire since 2005/06**



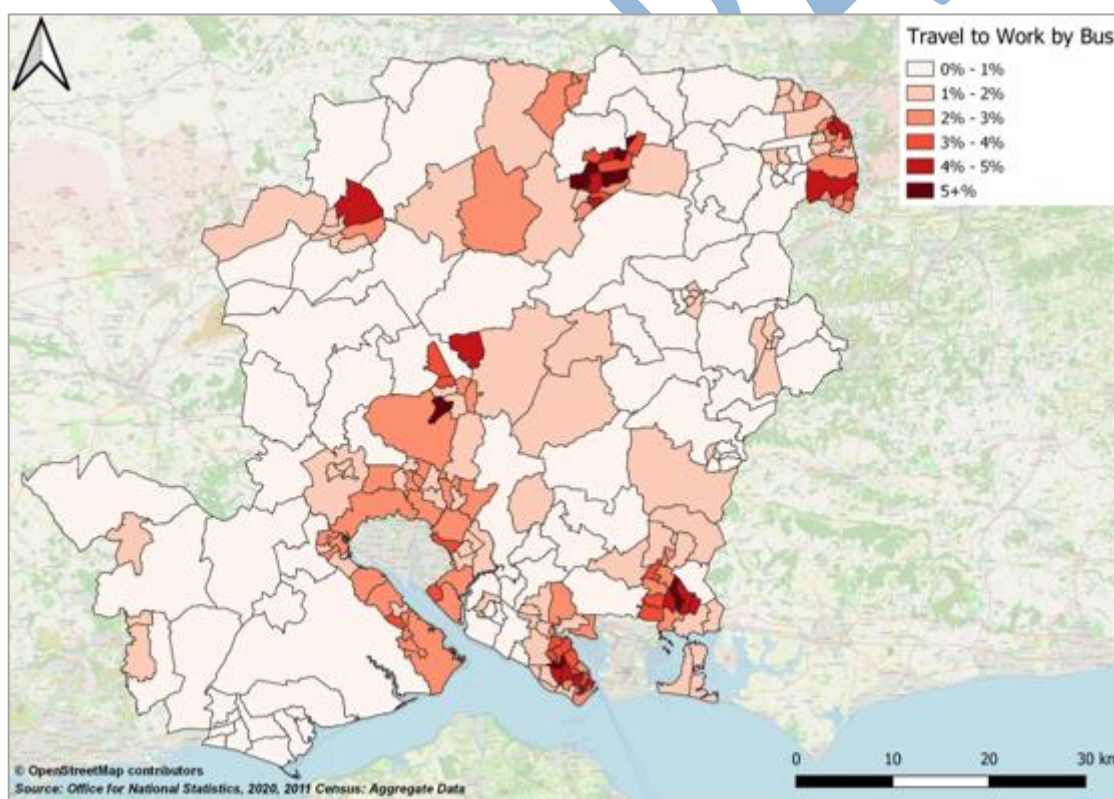
Factors that have helped support a gradual improvement in bus journey time reliability include operator investment in ticketing technology (which has helped speed up boarding times), operator investment in additional buses (on some bus routes where traffic congestion would have otherwise had an adverse impact on reliability) and complementary LTA investment in bus priority measures and bus stop infrastructure improvements. This investment has meant that bus punctuality in Hampshire has not deteriorated, and with good service frequencies on many corridors on a relatively modern fleet, has meant that levels of bus patronage in Hampshire have outperformed the general trend within shire authorities of declining bus use.

**Trends in bus passenger journeys for work and education**

The 2011 Census showed that buses were used by 12,400 Hampshire residents each day for travel to work (accounting for 4% of journeys to work, whilst cars and vans accounted for 65% of journeys to work). Levels of car ownership and use in Hampshire are high (and have been increasing – three car households increased from 8.1% to 9.6% of households between 2001 and 2011).

As Figure 8 shows, areas surrounding main urban centres, such as Southampton, Winchester, Basingstoke and Farnborough, have the highest percentages of commuting to work via bus.

**Figure 8 – Map to show variation in mode share for journeys to work by bus 2011'**



*[Source: Office for National Statistics, 2020, 2011 Census: Aggregate Data.]*

One reason for the relatively low levels of travel to work by bus is that some employment areas are in out-of-town or edge of town business park or industrial estate locations that are not well served by or accessible by public transport. On average, ten times as many jobs in Hampshire are accessible by car as they are by public transport. This dispersed employment land use has arisen as a result of land use planning policies over the last 40+ years.

In terms of the number of jobs accessible by public transport, Farnborough / Aldershot and Basingstoke have the highest number of jobs accessible by public transport in absolute terms (53,165 and 48,658), but in percentage terms (10%, 12%) they perform poorly compared with other similar towns in the South East. In contrast, Winchester has relatively good public transport connectivity for its size (48,195 jobs accessible by public transport, equating to 17%).

School Travel Census data suggests that in 2020 bus and taxi was used for 11% of journeys to school, and the level of bus use for school travel is largely unchanged since 2003.

## 2.2 Analysis of existing local bus services compared to BSIP outcomes

Table 1 below summarises the strengths and weaknesses of Hampshire's bus network following analysis, review of the current situation and stakeholder consultation. It considers how the current bus network compares to the Hampshire BSIP ambitions outlined in Section 4 and to what extent the current network of bus services meets or falls short of these ambitions and expectations.

FINAL DRAFT

Table 1 – Strengths and weaknesses of the Hampshire bus network relative to BSIP ambitions

Aspect of bus service provision	Strengths	Weaknesses
Bus (network)	<ul style="list-style-type: none"> <li>• A strong core bus network of frequent and direct services connecting town centres to majority of suburban areas within the main towns</li> <li>• A good network of inter-urban bus services connecting main towns</li> <li>• Radial bus networks in the main towns means key corridors have direct, high frequency bus links to town centres</li> <li>• Sustained growth in bus patronage on flagship interurban and high frequency urban bus routes</li> <li>• High user journey satisfaction</li> <li>• A modern and attractive bus fleet with low emissions, RTI, Audio-Visual displays, contactless payments and WiFi and charging points</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>• Pockets of inaccessibility in rural areas of Hampshire 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, Boorley Green and rural areas e.g. central Test Valley, East Hampshire, central New Forest</li> <li>• Limited cross town urban bus services, meaning a greater need to interchange between different services in town centres for journeys across towns</li> </ul>
Bus Network (operators)	<ul style="list-style-type: none"> <li>• Limited levels of bus operator competition in most parts of Hampshire means that service patterns, timetables and fares have been stable</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 operate in the same towns – that may cause confusion for customers although in practice these services do serve different markets (intra-urban &amp; inter-urban).</li> <li>• Reduction in support for less viable bus services</li> </ul>
Bus Network (development)	<ul style="list-style-type: none"> <li>• Limited competition between operators means network of bus routes and timetables have been stable</li> <li>• Ongoing evolution and development of the network, reacting to need</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> </ul>
Bus Network (Town Centres)	<ul style="list-style-type: none"> <li>• Well served town centres, with vast majority of bus route serving these</li> <li>• Elements of bus priority and bus lanes leading to some town centres (Fareham, Waterlooville, Farnborough)</li> </ul>	<ul style="list-style-type: none"> <li>• Some towns have bus stations (Andover, Basingstoke, Eastleigh, Fareham, Gosport, Havant) or hubs (Farnborough) to act as single bus focal points, but others have complex and varied bus service routing (Lyndhurst, Hedge End)</li> <li>• Constrained, shared road space, radial in nature</li> </ul>



Aspect of bus service provision	Strengths	Weaknesses
		<ul style="list-style-type: none"> <li>Limited capacity/space for terminating services to layover</li> </ul>
Bus Network (Park and Ride)	<ul style="list-style-type: none"> <li>Good P&amp;R services provided in Winchester with scope to expand - there is some inter-availability of tickets with a small 'add on' fare for access to the new leisure centre where customers change from the wider bus network onto the P&amp;R to reach it.</li> <li>Portsmouth has P+R site at Tipner, to intercept car journeys into city centre from M275, with scope to expand</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, although a weekends only service is planned.</li> <li>Use of P&amp;R has declined during Covid-19 pandemic</li> <li>Portsmouth P+R bus services are operated under contract and so are not currently integrated with local bus services</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 &amp; voluntary car share schemes</li> <li>DRT schemes including Call and Go and Taxishare schemes serving rural East Hampshire, Test Valley and New Forest</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 socially necessary services has reduced as result of funding and budgetary 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 town centres</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 ferry terminals and Southampton Airport/Southampton Airport Parkway</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> <li>Difficult to co-ordinate timings between modes at key interchanges</li> </ul>
Multi-operator & multi-modal Ticketing	<ul style="list-style-type: none"> <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>The South Downs discovery ticket provides multi-operator adult, child and family bus day ticket covering all services operating within the South Downs National Park area</li> <li>On some corridors such as the Activ8 Andover-Salisbury corridor, operators accept each other's tickets</li> </ul>	<ul style="list-style-type: none"> <li>Interoperability of bus tickets between operators</li> <li>Solent Go ticket zone boundaries do not currently cover the wider Portsmouth TTWA or the wider Southampton TTWA although this is set to be addressed via the Future Transport Zone MaaS platform improvements.</li> <li>Limited uptake of Solent Go multi-operator ticket – still a niche product.</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> </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</li> </ul>

Aspect of bus service provision	Strengths	Weaknesses
	<ul style="list-style-type: none"> <li>• Sustained and committed spend from local authorities on infrastructure</li> <li>• Proactive commitment from key employers and institutions showcased by the success of the Unilink bus network and use of Winchester Park and Ride by the Hospital Trust and university.</li> <li>• Sustained investment and development of the network from operators</li> </ul>	<p>revenue will affect ability to invest in fleet replacement and decarbonisation.</p>

The main generators of demand for local bus services tend to be urban centres with their strong retail, education and public service offers. The current frequencies of all bus services are listed on page 2 of the [Hampshire public transport map and travel guide](#).

There are several well-used inter-urban bus corridors, such as radial routes that run into the two cities of Southampton and Portsmouth such as routes linking Fareham, Cosham, Havant and Waterlooville with Portsmouth city centre, and from Chandlers Ford, Hythe, Totton, Fair Oak, Eastleigh, Hedge End, West End, Netley and Hamble into Southampton city centre. The north-south routes between Fareham and Gosport and linking the four Blackwater Valley towns on the Hampshire/ Surrey border (of which Camberley and Frimley are in Surrey and Farnborough and Aldershot are in Hampshire) are also very well used flagship bus corridors. These corridors have frequent bus services every 7-20 minutes and high levels of bus use.

Levels of bus use are also high on intra-urban routes within the main (larger) urban centres of Basingstoke, Winchester and Andover. The quality of bus services on these main corridors is high, which offer attractive high service frequencies of with buses running every 8-15 minutes on the busiest routes (with 2-3 buses per hour on most other urban routes). There is considerable variation in the frequency and quality of bus services within Hampshire, so rather than describing the characteristics of the network in general terms, it is more useful to summarise these for each of the larger local bus markets within Hampshire. Therefore, we have below a series of local bus market profiles for each of the six main urban areas in Hampshire (three of which extend across LTA boundaries). These cover:

- The Southampton Travel to Work area (City of Southampton, the whole of the Borough of Eastleigh, the Totton and Waterside part of New Forest District and the Valley Park part of southern Test Valley Borough)
- The Portsmouth and South East Hampshire Travel to work area (all of the City of Portsmouth, all of the three Boroughs of Fareham, Gosport and Havant and the southern urban part of East Hampshire District.
- The Blackwater Valley and Fleet area (Farnborough, Aldershot and Fleet in north east Hampshire and Camberley and Frimley in Surrey).
- The Basingstoke area
- The Winchester area
- The Andover area
- An overview of bus, community transport, DRT and taxi share provision in rural areas

In addition to describing the extent to which bus services perform compared to the Bus Back Better ambitions, a series of local targets for bus journey time reduction and bus journey time reliability have been incorporated into the six urban area profiles, which reflect different and more nuanced levels of ambition for each that supplement the Countywide targets set out in Sections 3 and 4.

### 2.3 Local Bus Market Profile for the Southampton Travel to Work area

#### Overview of Southampton TTWA

The Southampton travel to work area (TTWA) has a population of 485,100. It has a comprehensive network of intra and inter-urban bus services radiating out from Southampton city centre. Within the Southampton unitary LTA area, there has been an 18.5% increase in bus use since 2011, (with 20.3 million bus journeys made in 2019/20) and residents make 86 passenger journeys per head of population. Bus mode share in Southampton for journeys to work is 9.3%, rising in some parts of the city to 15%. Outside the city, bus use for travel to work is 2.5% in Test Valley Borough, 3% in Eastleigh Borough and 3.3% in New Forest District. The bus network in the TTWA is shown in Figure 9.

Figure 9 - All operator map of main interurban bus routes in the Southampton TTWA



All routes in Southampton serve the City Centre with most bus services terminating there and operates on a hub and spoke radial pattern. This largely radial pattern means there is little linkage between different radial corridors meaning people are funnelled to the City Centre to interchange with other bus services, or with rail. 30,800 people travel into Southampton City Centre each morning, of which around 20% travel in by bus. On certain corridors, such as Shirley Road, people travelling by bus already make up 65% of people trips.

Southampton city centre is the most popular destination for bus users. University Hospital Southampton, the University of Southampton (which has 25,000 students), Solent University (9,100 students) and Eastleigh and Romsey town centres are also key destinations. The Port of Southampton employs 5,000 people locally but is not well served by bus. Eastleigh is the main urban area within Eastleigh Borough, and has a bus station in the town centre a short walk from the train station. Eastleigh Borough Council provides support for bus services to Chandlers Ford and Hilingbury. Student travel to and from Barton Peverill College and Eastleigh College within Eastleigh is a significant driver of local bus demand.

The largest employment sectors within the TTWA are manufacturing and logistics with 28,750 jobs, health with 11,000, higher & further education with 9,100 and maritime and defence with 6,870. Across the TTWA as a whole, 22% of households do not have access to a car. This figure rises to 51% for wards in or next to Southampton city centre.

Bus frequencies range from 'turn-up-and go' (8-10 buses per hour [bph]) on flagship urban routes such as from Southampton to Milbrook, Weston and Thornhill areas of the city to hourly on routes to Lymington, Salisbury and Romsey). The two main operators within the Southampton TTWA are First Hampshire and Go South Coast, which share common sections of route through most district centres within Southampton before diverging to serve a number of different destinations. This competition has meant that bus fares are relatively low for those choosing daily (£3.40-£3.50 within the City or £6-7 for the TTWA) or weekly (£9 within the City or £17.50-19 for the TTWA) single operator tickets. Most local bus services in Eastleigh Borough are focused on Eastleigh Town Centre and are operated by Xelabus or Go South Coast, with two routes (Hedge End-West End-Southampton and Hamble-Netley-Southampton) operated by First.

First operates predominantly intra-urban services within Southampton under the 'City Reds' brand. Other frequent First services operating beyond the unitary LTA boundary serve Totton (3bph), Netley, Hamble, West End and Hedge End (all 2bph). First also operate inter-urban services to Fareham (4bph), Gosport (2bph) and Portsmouth (2bph) under the 'Solent Ranger' brand.

Go South Coast operate a network of Bluestar services serving most suburbs of Southampton and beyond, serving several towns and urban areas outside the city. They also operate UniLink services under contract for the University of Southampton (UoS), as well as the Salisbury Reds branded X7 service to Salisbury. UniLink services are open to the public, and account for 57% of student journeys to UoS campuses. Patronage has grown on UniLink services by over 25% since 2011 and they now account for over 20% of all passengers carried on local bus services in Southampton. Bluestar provide local intra-urban services at turn-up-and-go frequencies within the Southampton unitary LTA area, and inter-urban services to Totton & Waterside, Romsey, Chandlers Ford, Winchester, Eastleigh and Hedge End. The Bluestar 1 route connecting Southampton to Chandler's Ford and Winchester (4bph) and the Bluestar 2 route connecting Southampton to Eastleigh and Fair Oak (4bph) have both seen strong passenger growth. Most bus services into Southampton from the Totton and Waterside area of the New Forest are operated by Go South Coast.

Sections of the road network within the Southampton TTWA where bus speeds are currently slow include on the A326 between Marchwood and Totton, on the A35 Redbridge Causeway approaching M271 Redbridge Roundabout, along A3057 Shirley High Street, along A33 Bassett Avenue, approaching University Hospital Southampton from A35 Winchester Road, on A3035 St. Denys Road, on B3039 Saltmarsh Road and on A3025 Portsmouth Road either side of the Itchen Bridge, Woolston and on Bishopstoke Road approaching Eastleigh Town Centre. Some of these bus congestion hotspots are being addressed via the Southampton Transforming Cities Fund programme. There is also peak hour congestion within Eastleigh town centre and on Winchester Road and Alma Road in Romsey.

There are 961 bus stops in the city, of which 75% have raised kerbs, 410 (43%) have shelters and 229 (23%) have real-time information screens. There is currently no bus station or bus hub in Southampton that allows easy interchange between services. Southampton Central railway station is well served by bus and is an important bus-rail interchange hub.

Southampton currently has 2.53 miles of dedicated bus lanes either along main corridors into/out of the City Centre or providing bypasses of congested junctions. The majority of bus lanes operate 24 hours 7 days and permit access for cycles, Southampton registered taxis and other authorised vehicles. There are also 11 'bus only' streets (some shared with cycles, taxis and permit holders), mainly situated around the retail core of the City Centre and the Cultural Quarter, which give people travelling to the pedestrianised core area by bus preferential access and greater accessibility than those arriving by private car. 20 junctions have been enabled with bus priority using on-bus Automatic Vehicle Location (AVL).

The proportion of non-frequent bus services running on time in 2016/17 for Southampton was 77% - below the average for the South East. Data indicates that there are sections of the bus network in the TTWA where bus speeds are less than 10kph. Bus punctuality is worst in the morning and evening peaks when the road network is busiest.

£68.5m of investment through the Southampton area [Transforming Cities Fund \(TCF\) project](#) is delivering a package of 27 active travel and bus priority improvements along four radial corridors within the TTWA over three years to March 2023. This includes TCF investment in bus priority, bus interchange and mobility hub improvements across the TTWA as well as a new Park and Ride site and weekend bus service.

Within Southampton, a [new bus hub](#) planned adjacent to Castle Way. TCF investment within the city will also see bus priority measures delivered to improve bus journey time reliability for services operating via the Cobden and Itchen Bridges and new bus priority measures in the city centre.



*Figure 10 – Plan showing TCF funded northbound bus lane on A326*

Within Hampshire, [the TCF investment](#) will deliver bus priority measures that will help improve bus journey time reliability and reduce journey times for bus services from

Totton and the Waterside into Southampton including a new northbound bus lane on the A326 Marchwood bypass (shown in Figure 10) and for the Bluestar 2 and 3 routes between Bishopstoke and Eastleigh town centre.

The population of the TTWA is forecast to grow by 53,500 requiring the delivery of 42,600 new homes and 472,000m<sup>2</sup> of employment space in the period up to 2036. Around 19,450 new homes are expected to be required within Southampton in this period. A number of brownfield sites within central Southampton have been identified as [potential sites for mixed-use redevelopment](#), including the Mayflower Quarter. In Eastleigh Borough, 14,950 new

homes will be needed by 2036. A large proportion of these new homes are being built at Stoneham Park south of Eastleigh, at Woodhouse Lane in Hedge End and in Botley and west of Horton Heath. A total of 4,000 new homes are planned in the Waterside and Totton area, which includes 1,500 new homes on the site of the former Fawley Power Station.

Car parking within central Southampton is plentiful (16,450 spaces of which 5,143 are publicly owned off-street, 9,660 are in Private Publicly Accessible Car Parks and 1,643 are on-street) and both short stay and all day-parking is relatively cheap (all day parking costs between £5 and 8). Just under 60% of spaces are in privately owned car parks. Within Romsey, all day parking is £4.40 in all long-stay car parks. Within Eastleigh town centre, there are over 1,200 parking spaces and all day parking costs £8.50. There are also large amounts of Private Non-Residential parking in the city centre and free parking for staff within all the main business parks and industrial estates across the TTWA.

#### ***Key issues for bus services in the Southampton Travel to Work Area***

- Limited numbers of river crossings into Southampton city centre concentrates traffic congestion on a limited number of radial routes, resulting in high variability of bus journey times in the AM and PM peaks.
- Limited bus priority measures, except for bus lanes on part of Shirley Road, The Avenue and Northam Road means that bus journey times are extended at peak times, although planned TCF investment will deliver more bus priority measures.
- Bus journey times are increasing - there is a trend of increasing excess wait time for frequent bus services in Southampton, which has increased from 1.8 minutes in 2012/13 to 2.6 minutes in 2016/17 - a 44% increase.
- Within Southampton, there are significant numbers of buses operating on some radial corridors where various different high-frequency routes converge which can result in localised congestion.
- Whilst the network is largely commercial, on some bus routes, there are no late evening services and reduced service frequencies on Sundays.
- From places such as Fawley, Romsey, Fair Oak, Botley and Hedge End, bus journey times to Southampton are long compared to travel by private car, so bus mode share for journeys to work from these urban areas is low.
- Suburban areas and employment areas near the motorway network, such as Hedge End, Nursling and western parts of Chandler's Ford have been designed around access by private car, so bus networks in these areas are circuitous and do not offer attractive journey times.
- Parking in Southampton city centre is plentiful (with just under 60% privately owned) and is relatively inexpensive for both short-stay and all day parking. This discourages bus usage for travel to work.

#### ***Local targets for bus services in Southampton Travel to Work area***

Southampton TTWA Target 1: Reduce average bus journey times in the Southampton Travel to Work Area by 4% by March 2025 and 10% by March 2030.

Southampton TTWA Target 2: Improve bus journey time reliability with 87% of services operating on time in the Southampton Travel to Work Area from March 2025 onwards and 92% by March 2030.

Southampton TTWA Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030

## 2.4 Local Bus Market Profile for Portsmouth and South East Hampshire area

### Overview of Portsmouth & SE Hampshire area

The Portsmouth and South East Hampshire travel to work area has a population of nearly 500,000. It covers all of the City of Portsmouth, the three Boroughs of Fareham, Gosport and Havant and the southern urban part of East Hampshire District. It contains a comprehensive network of intra and inter-urban bus services radiating out from Portsmouth city centre or from Gosport town centre. Figure 11 shows the bus network in the area.

Figure 11 - All operator map of interurban bus routes in Portsmouth and South East Hampshire



The island and peninsula geography of the area focusses traffic onto a very limited number of radial routes. Within the Portsmouth unitary LTA area, there since 2009, the number of bus passenger journeys has been relatively unchanged, varying between 10 million and 11.6million bus passenger journeys per year. Portsmouth residents make 42 passenger journeys per head of population. The main bus interchange is at The Hard, next to Portsmouth Harbour train station, where passengers can change for ferry services to Ryde, Isle of Wight and Gosport. The towns of Havant, Fareham and the urban centres of Cosham and Portchester are important nodes on the bus network. The Queen Alexandra Hospital in Cosham is the main hospital for the area and is well served by bus. Gosport, Fareham and Havant have purpose-built bus stations, although Fareham bus station requires investment to accommodate larger buses. Bus fares for those choosing daily single operator tickets are priced at (£4.20-£4.30 within the City, £4 a day for services within Havant, £5.50 on Eclipse services or £7-£7.50 for journeys within the TTWA).

A significant proportion of bus services in Portsmouth and south east Hampshire are operated by First Hampshire. The Eclipse Bus Rapid Transit corridor between Gosport and Fareham, delivered by Hampshire County Council in 2012, has a dedicated busway shown in Figure 12, along a former railway line with signal priority at junctions and offers bus services operating at 'turn up and go' frequencies.



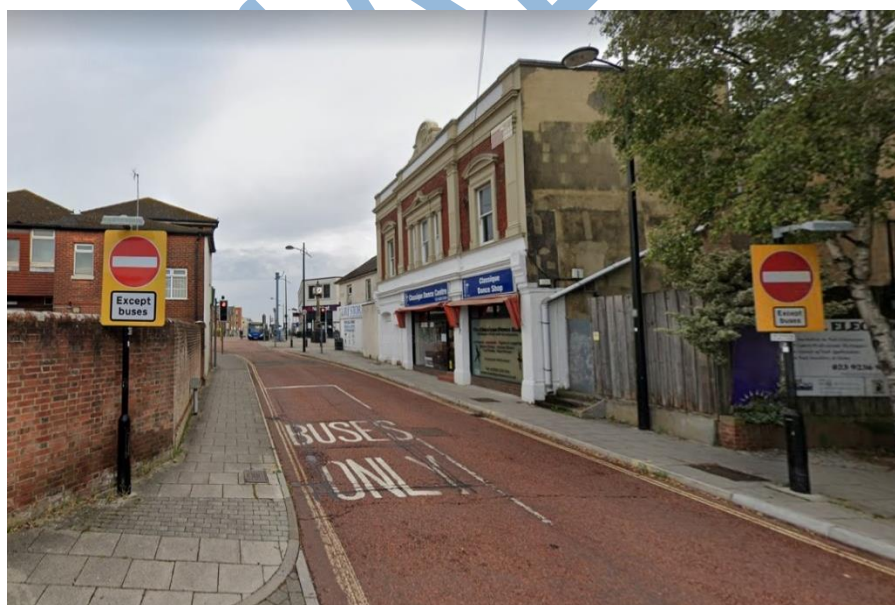
**Figure 12 – The Fareham-Gosport BRT busway**

The E1 and E2 Eclipse flagship services that use the BRT busway shown in Figure 8 have seen over 65% passenger growth and a 20% modal shift from car to bus since it opened. Tap-on tap-off tickets are currently being trialled on Eclipse services. This passenger growth shows the high potential for mode shift that exists

in the area if comprehensive approaches to bus priority and improving the bus passenger experience are taken.

Stagecoach operate a number of well-used inter-urban bus services. These include high frequency services from Portsmouth to Anchorage Park, Havant and Leigh Park (6 bph) - the 23 flagship service, and the 700 Coastliner services continuing east into West Sussex from Havant to Chichester and Bognor Regis (3 bph), as well as the 69 bus service between Fareham and Winchester via Bishops Waltham (hourly).

Other than the Eclipse busway and the A3 bus priority corridor (which sees high frequency services between Cowplain, Waterlooville, Cosham and Portsmouth on the 7 and 7C and between Clanfield, Waterlooville and Portsmouth on the 8, using 'The Star' branding) which uses 6.5km of bus lanes, signals that give buses priority at busy junctions, and a bus-only zone in the centre of Waterlooville shown in Figure 13, there are limited bus priority networks, with discontinuous and fragmented priority.



**Figure 13 Bus Only Zone, Waterlooville Town Centre on The Star bus priority corridor**

In Portsmouth, there are around 600 bus stops and Real Time Information units have been provided at 243 busy bus stops. Also within the city, there are extensive sections of bus lane along the A2047 London Road (southbound) into the

city and five streets in the city centre that have bus lane enforcement cameras are Bishop Crispian Way (westbound), Commercial Road (southbound), Cavell Drive (both directions), Mile End Road (southbound) and Winston Churchill Avenue (eastbound). These are available for use by buses, Hackney Carriages, Pedal Cycles and Authorised Vehicles, and



are enforced by cameras 24 hours a day, 7 days a week. Nevertheless, many of these are not continuous or extensive and hence more investment will be needed to make these bus lanes more effective and realise improvements in journey times.

A three-year TCF investment programme for the Portsmouth and South East Hampshire area worth £101.7 million (including £56m from the TCF) is delivering sustainable transport improvements including [South East Hampshire Rapid Transport \(SEHRT\)](#). This is an enhanced bus rapid transit network, enabled by a package of bus priority measures on key commuter corridors from Fareham, Waterlooville and Leigh Park (in Havant) to Portsmouth that will enable the bus network to operate with improved reliability, reducing the delays that are currently experienced by users. This investment will enable new development and encourage mode shift from the private car. As part of this project, a completely new flagship bus route will be introduced between Leigh Park and Portsmouth, delivering significantly quicker end-to-end journey times than currently and improved waiting and on-bus environments. The delivery of a new northbound bus gate at Ladybridge roundabout will improve bus journey time reliability on The Star bus corridor between Portsmouth and Cowplain. It will also see the relocation and reprovision of a [new bus station for Gosport](#) well located for interchange with Gosport Ferry services to Portsmouth. The existing bus station is outdated and does not provide an attractive or welcoming waiting environment. The £5.9m investment in the new bus station at Gosport will help to increase customer satisfaction and help to attract more passengers through future proofing of the bus station to accommodate new electric vehicle sizes and allow for vehicle charging at a future date, as well as better passenger facilities (up to date RTI screens and transport information, coffee shop, toilets and weather proof passenger waiting area).

Over 14,00 new homes are planned within Portsmouth by 2036. A major development, [Lennox Point](#), is planned on reclaimed land in Portsmouth Harbour west of the M275 at Tipner, which will provide around 3,500 new homes (within walkable car-free neighbourhoods) and incorporate a marine employment and green marine technology hub. The site will initially be served by extending Park and Ride bus services to connect with the site, providing frequent bus connections into the city centre. In the longer term the interchange will be a node on the South East Hampshire Rapid Transport (SEHRT) network.

In Fareham Borough, a new garden village of up to 6,000 homes is planned at [Welborne](#), north of the M27. The development will be served via a SEHRT high frequency BRT bus link to Fareham town centre and rail station operating up to every 10 minutes. In Winchester district, 3,500 new homes being built at North Whiteley over next 10 years, offering scope to improve the current infrequent bus connections towards Fareham.

Parking in Portsmouth city centre is relatively inexpensive for all day parking, (£10-12) with high levels of availability which exceeds demand. There are 988 spaces in seven Council owned car parks (26% of city centre off-street parking spaces) and about 2,800 spaces in privately owned car parks across the city centre. Redevelopment of four privately owned car parks is proposed in the City Centre Masterplan. The Portsmouth Park and Ride site at Tipner has 663 spaces, costs £4 for all day parking and has bus priority measures on the route to the city centre. Bus services run 7 days a week and the journey time to the city centre is just 7 minutes. Parking in Fareham (£3.50 all day), Gosport (£6-7 all day) and Havant (£6 all day) town centres follow a similar pattern, with plentiful and relatively inexpensive parking available for both commuters and shoppers. This discourages bus usage for travel to work and for shopping trips.

#### ***Key issues for bus services in the Portsmouth and South East Hampshire area***

- Limited numbers of road crossings onto Portsea Island (on which the City of Portsmouth is located) concentrates traffic congestion for the 41,500 people a day that commute into the city onto a limited number of radial routes, and limited bus priority measures mean that bus journey times are extended at peak times.

- Buses are generally perceived to be unappealing due to slow routes, high fare costs, the need for multiple interchanges and inconsistent links to and between key workplace and leisure areas. Bus services are frequently delayed. The average wait time for passengers being around 20-30% more than the scheduled wait time.
- Apart from on the Eclipse busway, the A3 bus priority between Cowplain, Waterlooville and Cosham and along the A2047 London Road (southbound), bus lane provision in the Portsmouth and south east Hampshire area is discontinuous and fragmented, meaning for large proportions of journeys, buses share lanes with private cars, and are subject to the same congestion and delays.
- Whilst the network is largely commercial, on some bus routes, there are no late evening services and reduced service frequencies on Sundays.
- Suburban areas and employment areas near the M27 motorway, such as Whiteley, Segensworth and Lakeside North Harbour have been designed around access by private car, so their bus networks are circuitous with less attractive journey times.
- Ferry services form an important part of the area's public transport network, yet these are generally not well integrated with other parts of the network. Interchange facilities between modes remain poor and services disjointed, with limited integration of timetables and ticketing.

#### **Local targets for bus services in Portsmouth and South East Hampshire area**

Portsmouth & SE Hampshire Target 1: Reduce average bus journey times in Portsmouth and South East Hampshire by 5% by March 2025 and 10% by March 2030.

Portsmouth & SE Hampshire Target 2: Improve bus journey time reliability with 90% of services operating on time in Portsmouth and South East Hampshire from March 2025 onwards and 95% by March 2030.

Portsmouth & SE Hampshire Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 7% from 2022/23 levels over period April 2023 to March 2025 and 13% between April 2025-March 2030.

## **2.5 Local Bus Market Profile for the Blackwater Valley area**

### **Overview of Blackwater Valley area**

The Blackwater Valley is an urban area with a population of 257,800, straddling the Hampshire/ Surrey border, covering the four towns of Camberley, Frimley, Farnborough and Aldershot, with frequent bus connections also connecting Farnborough with the nearby town of Fleet to the west. The area has a highly complex pattern of travel demands. In Aldershot and Farnborough, in 2011, bus had a 3% mode share for travel to work. About half of the resident workforce are out-commuting to a range of destinations and an even higher proportion of jobs available in the area are dependent upon in commuting. These complex and dispersed travel and commuting patterns make it challenging to provide an efficient bus network. The bus network serving the Blackwater Valley area is shown on Figure 14.

Most services are operated by Stagecoach. Bus fares for those choosing daily single operator tickets are priced at £6 covering all Stagecoach services within the area. Thames Valley Buses operate the 194 service from Bracknell to Camberley with some peak journeys extended to Farnborough. White Bus operate four bus services to Frimley Park Hospital and Camberley from Ascot, Bracknell, Staines and Woking. The Gold 1 is a flagship north-south bus service operated by Stagecoach that connects together the four Blackwater Valley towns with double deck high specification buses running every 10 minutes.

The bus operator has had to reduce frequency to every 10 minutes due to traffic congestion impacting on reliability and would like to increase this service frequency back to every 7-8

minutes. Although the corridor is served well by bus priority, this is not continuous. This means that where buses are caught in general traffic congestion at peak times at a number of places along the route, including the Ham & Blackbird and St. Albans roundabouts and the Queens Avenue/ Redvers Bullers Road Roundabout, journey time reliability suffers, and an even spacing of buses at higher frequencies is not possible.

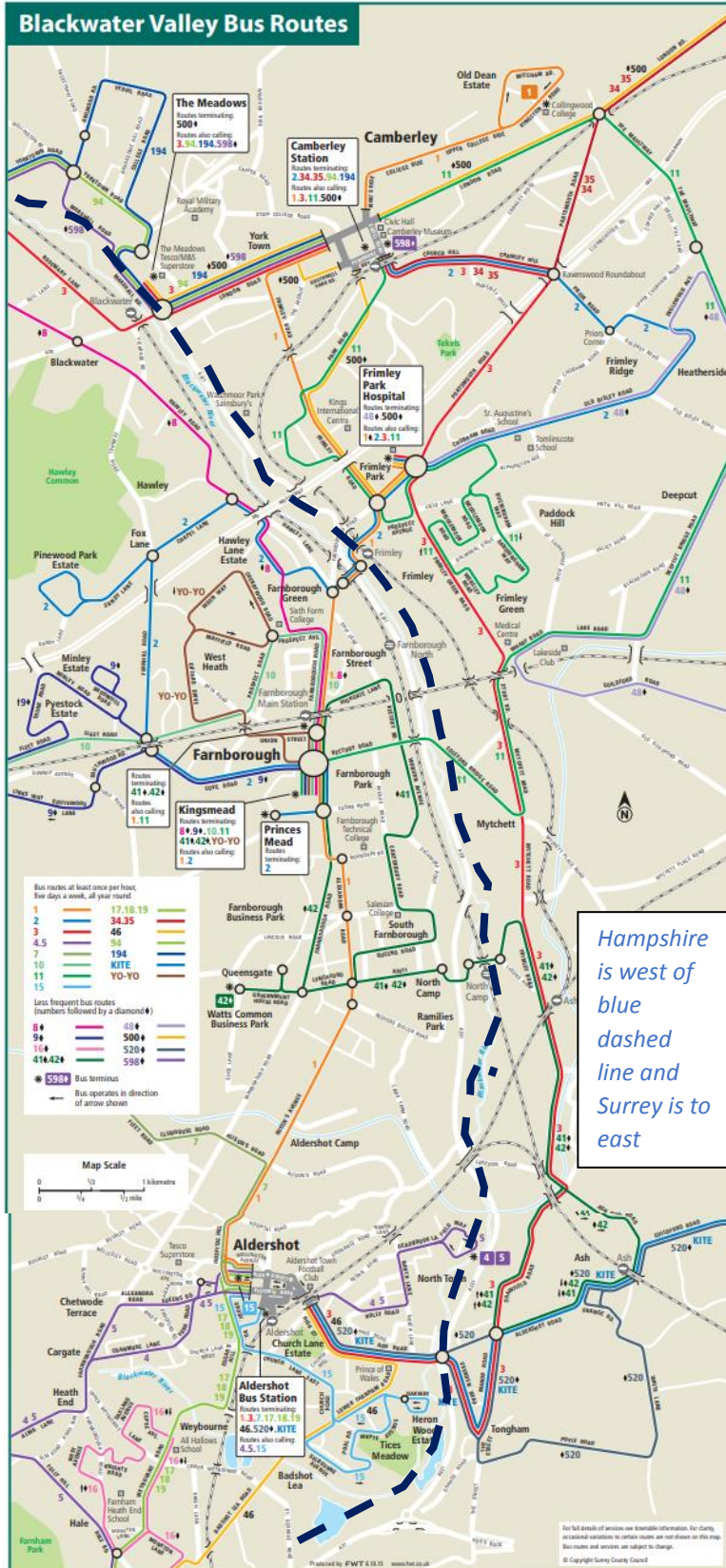


Figure 14 - All operator map of main bus routes in the Blackwater Valley area

The route also serves Frimley Park Hospital, the main hospital for the Blackwater Valley towns.

Other high frequency services are the ‘Yo-Yo’ route from Farnborough to the Prospect estate (every 10 minutes), the KITE service from Aldershot to Guildford (every 15 minutes) and the 4 and 5 operates between North Town, Aldershot and Farnham (every 15 minutes).

The 2 (every 30 mins) connects residential areas in the north of Farnborough to Farnborough town centre, Frimley Park Hospital and Camberley. The 3 (Yateley to Camberley with 50% of buses continuing to Aldershot via Frimley and Ash Vale) and 15 (Aldershot town centre to Tices Meadow and the Heron Wood Estate) services are also important ‘core’ bus services with 4 bph frequencies on their core routes. Away from these bus corridors, there are lower levels of public transport accessibility, particularly in suburban residential areas in north-west Farnborough and south and east Aldershot, and the 7 and 10 services provide connections from the nearby town of Fleet, west of the Blackwater Valley to both Aldershot and Farnborough respectively. The 194 service is extended during the morning and afternoon to Farnborough, for students making journeys to and from Farnborough College of Technology and The Sixth Form College, Farnborough.

There are sections of bus lane that were installed along the A325 corridor in Farnborough in the early 2000s between Farnborough College of Technology and Bradfords Roundabout, and a short stretch on Frimley Road heading north under the M3 motorway, which are used by the Gold 1 and the 11. As part of the Gold Grid project – Enterprise M3 LEP is providing funding for the Alexandra Road Priority Scheme – providing a new southbound bus lane from Queens Road down to a point just north of the roundabout itself, replacing current car parking spaces. When complete in autumn 2022, the scheme will improve bus journey time reliability on the Gold 1 corridor, but further investment will be needed.

There is a high-quality bus/rail interchange at Farnborough Main station, which is served by the Gold 1 and 2 services throughout the day and Yo-Yo, 11 and 194 during the peaks. Aldershot currently has a bus station near the train station, but this does not offer an attractive waiting environment for customers. The main bus interchange is to be relocated to on-street bus stops within the town centre. A smaller bus-rail interchange facility is to be provided in the area to the front of the station building. The existing bus station site is earmarked for redevelopment. Farnborough, Aldershot and Camberley town centres are the most popular destinations for bus users. Farnborough College of Technology and The Sixth Form College, Farnborough are also significant destination for the 8,000 and 3,000 students respectively who study there.

Farnborough Business Park, south of the town centre and north-east of Farnborough Airport is served by free shuttle bus service from and to both rail stations during the AM and PM peaks. Farnborough Aerospace Centre is another large, modern business park, off the A325 with BAE Systems, Philips UK and Zurich among the large office employers based there. This is also served by shuttle buses to the rail station at peak times. On the A327, to the west of Farnborough town centre, there are large modern offices for BMW UK and Alphabet and nearby Southwood Business Park is another key employment site.

Within the Farnborough and Aldershot area, as part of the Rushmoor Local Plan, there is an overall supply of identifiable and deliverable housing land for 3,600 new dwellings for the period 2020-2025, which includes 1,550 new dwellings at Wellesley, north of Aldershot. Within Surrey Heath 1,200 new homes are planned at Mindenhurst on the site of the former Princess Royal Barracks in the village of Deepcut, about 2.5 miles south east of Frimley.

The cost of all day parking in central area car parks in Farnborough (£4-£5.50) and in Aldershot (£3.60-£5) is low and parking availability is good.

#### **Key issues for bus services in the Blackwater Valley area**

- Although there is existing bus priority on the main north-south A325 corridor, buses are caught in general traffic congestion at a number of roundabouts without continuous bus priority measures at peak times, meaning journey times are longer.
- High levels of car ownership and use within the four towns and low cost of car parking within town centre car parks.
- Business park employment areas including Farnborough Business Park and Farnborough Aerospace Centre are located away from main bus corridors and have large areas of free staff parking.

#### **Local targets for bus services in the Blackwater Valley area**

Blackwater Valley Target 1: Reduce average bus journey times in Blackwater Valley by 5% by March 2025 and 10% by March 2030.

Blackwater Valley Target 2: Improve bus journey time reliability with 90% of services operating on time in Blackwater Valley from March 2025 onwards.

Blackwater Valley Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.

## 2.6 Local Bus Market Profile for the Basingstoke area

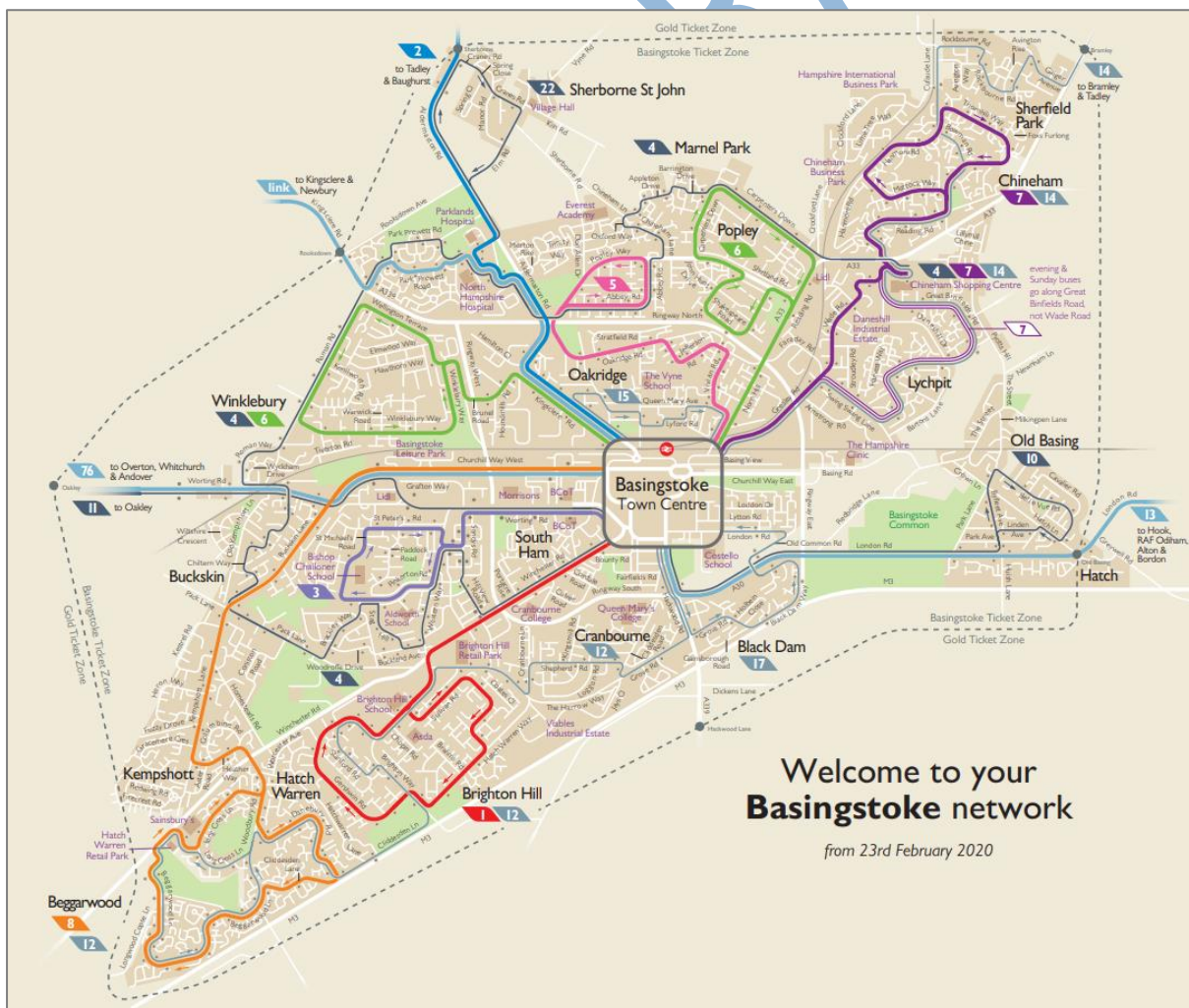
### Overview of Basingstoke area

Basingstoke is a large town in North Hampshire with a population of 113,190 that has seen very rapid expansion and growth in recent decades. Being a ‘new town’ its’ growth has been planned based around high capacity road systems and extensive parking provision, both within the town centre and in business parks and industrial areas. Whilst this has helped to support economic growth in Basingstoke and enabled the town to avoid the severity of many traffic problems experienced by neighbouring towns it has also encouraged car use over other forms of travel as car access is both relatively cheap and convenient.

67% of residents use a car for journeys to work (70-75% in outer urban areas) and 5% of residents use the bus for journeys to work. The ward of Popley East, situated just north of Basingstoke town centre, has the highest percentage of travel to work by bus at 6.36% of commuter trips. New developments over recent years have been built on the edge of the town and as a result are more challenging to serve by bus. People living in these areas are more likely to continue to rely on car use unless there is significant investment in alternative sustainable transport modes.

The majority of local bus services in Basingstoke and the surrounding areas are operated by Stagecoach, and are shown on Figure 15.

Figure 15 - Map of main bus routes and locations of bus stops in the Basingstoke area



Bus fares for those choosing single operator tickets are priced at £4.40 a day covering all Stagecoach services within the area.

High frequency 'turn-up-and-go' intra-urban services (4-6bph) link the town centre to the suburban areas of Popley, Winklebury, Brighton Hill, South Ham and Kempshott, Hatch Warren and Beggardwood. Frequent services (3bph) operate to Oakridge and Chineham.

The Stagecoach inter-urban bus network links Basingstoke to places such as Hook, Odiham, and Alton (1bph); Newbury (1bph branded as "The Link"); Andover, Overton and Whitchurch (2bph); and Tadley and Baughurst (5bph) – the latter being a well-used flagship route that also serves Basingstoke and North Hampshire Hospital.

Basingstoke town centre is the most popular destination for bus users. To the east of the town centre and a short walk from the railway station is the 65-acre Basing View business park. Around 4,500 people currently work at the park and it is envisaged that the regeneration project has the potential to double the number over the next 15 years. Basingstoke College of Technology on the western edge of the town centre is also a significant destination for 2,000 full-time and 7,000 part-time students who study there.

Significant areas of new housing in Basingstoke are planned over the coming years including a development of up to 3,520 new homes at Manydown North, located to the west of Winklebury. As part of the Basingstoke Transport Strategy, it is proposed that a Mass Rapid Transit (MRT) network of high frequency bus corridors be developed within the town, including one to serve this new area of development.

The cost of all day parking in central area car parks is £8.50 for those with pre-paid card or £10.60 without discount, and in Basing View business park, there are extensive areas of private non-residential parking which are available free of charge to employees.

#### **Key issues for bus services in Basingstoke**

- Evidence collected for the [Basingstoke Transport Strategy](#) suggests that currently in Basingstoke, travel by bus is less attractive than travelling by car.
- Use of public transport is relatively low, particularly for journeys within the town, despite a frequent bus service between the town's residential areas and the town centre, as well as the rail station, despite the fact that 19% of households in Basingstoke do not have access to a car.
- No bus lanes or priority measures. Bus journey times are typically 2 to 3 times the equivalent car journey time.
- Average bus journey speeds throughout the town are 9-11 mph. Reliability and punctuality issues detract from bus use. Much of the delay incurred by buses occurs within the town centre area, especially at Eastrop roundabout for buses exiting from the bus station.
- Forecasts suggest that without interventions that would support bus use, such as MRT bus priority or changes to car parking charges, bus use would decline by 18% by 2036 as a result of lower costs /faster journey times of car travel.

#### **Local targets for bus services in Basingstoke**

Basingstoke Target 1: Reduce average bus journey times in Basingstoke by 5% by March 2025 and 10% by March 2030.

Basingstoke Target 2: Improve bus journey time reliability with 89% of services operating on time in Basingstoke from March 2025 onwards and 93% by March 2030.

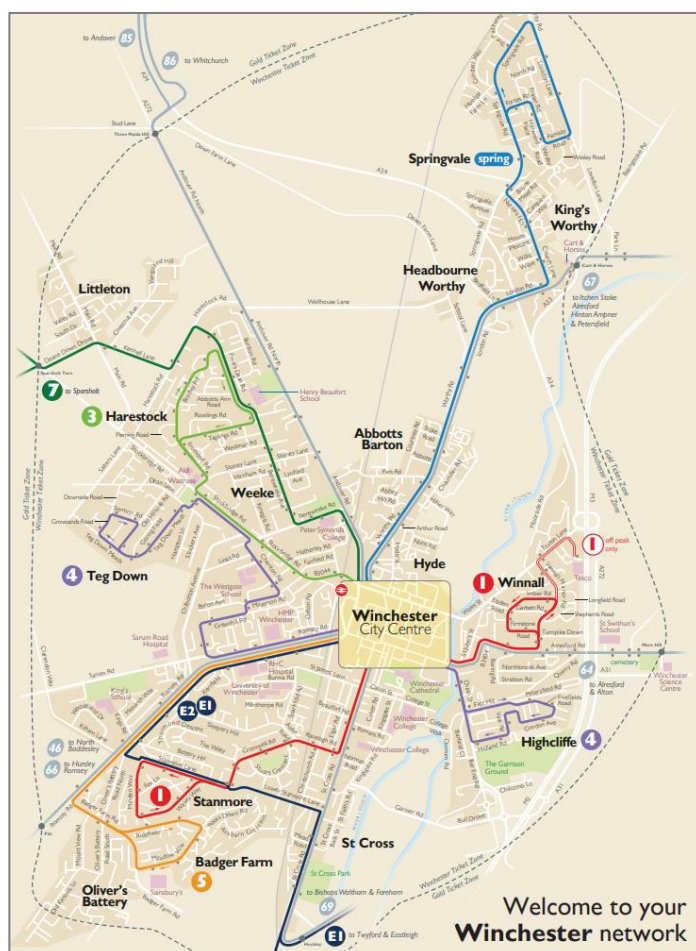
Basingstoke Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030

## 2.7 Local Bus Market Profile for the Winchester area

### Overview of Winchester area

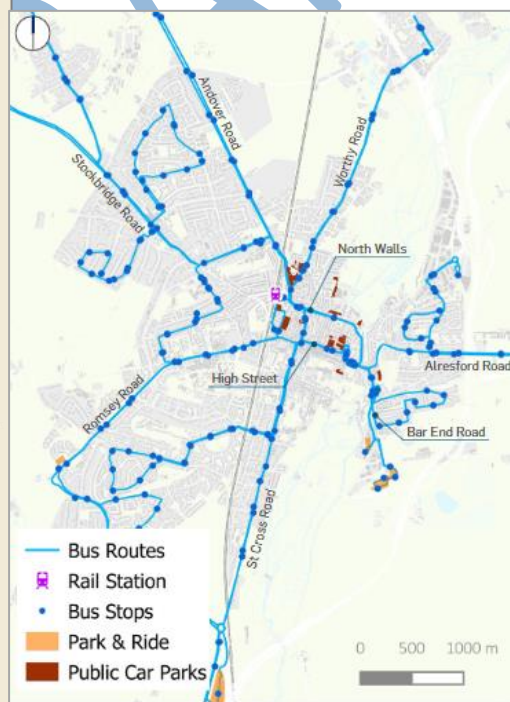
Winchester is a historic mediaeval city that has a population of 47,896, with narrow streets within the city centre not suited to vehicular traffic and without space to provide bus lanes. It is a vibrant centre for employment, shopping, business, education, tourism and health care.

The main cause of congestion is the journey to work. These journeys tend to be in the peak hours and reflect Winchester’s role as a centre of employment – for local government, healthcare, retail and legal and financial services. Around two thirds of people who work in the city commute into Winchester each day, in part due to high house prices. Each day 20,000 people commute into the city of Winchester, whilst a further 7,000 people travel out of Winchester to work in other locations.



The bus network routes and bus stop and locations of the four Park & Ride are shown on the maps in Figure 16.

Figure 16 - Maps of bus routes in Winchester area and locations of bus stops and P&R sites



Use of public transport is relatively low, particularly for journeys within the city, despite a frequent bus service between the town’s residential areas and the city centre, as well as the rail station. 24% of households in Winchester do not have access to a car, and this increases to between 31% and 49% in the city centre, Stanmore and Winnall. 48% of residents use a car for journeys to work, 32% walk and 5% use the bus for journeys to work.

A significant proportion of urban and inter-urban bus services in the Winchester area are operated by Stagecoach. Bus fares for those choosing single operator tickets are priced at £4.40 a day covering all Stagecoach services within the area.

Winchester city has a well-established and frequent urban bus network, most of which is commercially run. The main bus routes within the city connect Winnall, Stanmore, Weeke, Harestock, Badger Farm and King’s Worthy, although evening services are limited.

Longer distance bus services, also mainly commercially run, provide connections to Chandler's Ford, Southampton, Romsey, Alton and Fareham. Of these inter-urban routes, the 64 to Alresford and Alton and the 66 to Hursley and Romsey are important bus links with 2 buses per hour. The 69 to Colden Common, Bishops' Waltham and Fareham, operating hourly, is also useful inter-urban route. There are a series of other supported inter-urban bus services radiating out from Winchester connecting it with rural villages including Petersfield, Andover and Whitchurch.

The only other operator of commercial bus services in the Winchester area is Bluestar, who operate the high frequency Bluestar 1 inter-urban route (4bph) from Winchester to Chandler's Ford and Southampton (not shown in Figure 16).

Winchester Park and Ride bus services (not shown on the map) have their own green Park and Ride branding, and are operated by Stagecoach under contract to Winchester City Council. Four Park and Ride (P&R) sites provide around 1,800 parking spaces between them. The four sites are connected by one Park and Ride service which provides access to the city centre, Royal Hampshire County Hospital and the University of Winchester. This provides a service headway of every 7 minutes at peak and every 12 minutes between the peaks.

The city centre is the main destination for bus users, followed by the Royal County Hospital Winchester, on Romsey Road, west of the city centre. Peter Symonds College, is the main sixth-form college located north of the city centre. It has 4,000 students, many of whom use local timetabled bus services to access the college. The city has three secondary schools: King's School, Westgate School and Henry Beaufort, which operate a number of school bus services for students from villages surrounding the city. 29% of 11-16 year-olds use public transport to travel to school.

A large number of buses use a short section of bus only road from the train station to access City Road. These buses experience delay at the busy six-arm Carfax traffic signalised junction. Taxis are also permitted to use this bus only section. The only other bus priority measure is a short 100m section of bus lane east of the Badger Farm roundabout on the Romsey Road, which benefits Park and Ride bus services as well as local bus services from Romsey and Badger Farm.

The City of Winchester Movement Strategy is seeking to achieve traffic reduction within the city centre and key to this is making more efficient use of roadspace by achieving modal shift onto Park and Ride and local bus services.

In terms of future development, the Central Winchester Regeneration redevelopment will see new commercial and residential development within the eastern part of the city centre. As part of this, the current bus station will be redeveloped, and a new on-street linear bus hub provided in the Friarsgate area. The Kings Barton housing development east of Weeke and Harestock is being built out and will see 2000 new homes. As part of the Movement Strategy, a need for a new 800-space Park and Ride site serving the north side of Winchester, a new bus lane on Andover Road and two new bus gates (on Chesil Street and Southgate Street) have been identified. Delivery of additional Park & Ride parking spaces on the edge of Winchester will enable some car parks in the city centre to be closed and redeveloped.

The cost of all day parking in central area car parks is high (£15 a day) to deter use by commuters. All day parking is less expensive at car parks located in more peripheral locations further away from the city centre (£7 a day). There are currently 1580 short stay parking spaces and 1860 long stay spaces in the city centre. The cost of Park & Ride all day parking is £3 a day, including return bus travel for up to 5 people per car. Although Park & Ride journey times are similar to those by car, this differential in the cost of parking helps encourage Park & Ride use. Before the pandemic, three of the four Park and Ride sites were operating at full capacity.



**Key issues for bus services in Winchester**

Evidence collected for the [Winchester Movement Strategy](#) suggests:

- A number of radial bus routes into central Winchester show significantly **high levels of journey time variability** which in turn impacts on bus service regularity. The corridors with the highest levels of variability are Alresford Road and Stockbridge Road. This is due to queuing traffic on Bridge Street and at the mini-roundabout with Chesil Street and traffic queues on the approach to the Carfax junction. There are also delays at peak times on Romsey Road between Battery Hill and the Hospital and on St. Cross Road between St. James' Lane and High Street.
- As Winchester is a historic mediaeval city, there isn't the physical space to accommodate bus lanes. The amount of current bus priority is very limited.
- Congestion in the city centre results in **low bus speeds**.

**Local targets for bus services in Winchester**

Winchester Target 1: Reduce average bus journey times in Winchester by 4% by March 2025 and 10% by March 2030.

Winchester Target 2: Improve bus journey time reliability with 87% of services operating on time in Winchester from March 2025 onwards and 92% by March 2030.

Winchester Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 5% from 2022/23 levels over period April 2023 to March 2025 and 10% between April 2025-March 2030.

**2.8 Local Bus Market Profile for the Andover area****Overview of Andover area**

Andover is a relatively self-contained market town that has a population of 50,063 (2019) which is expected to rise to 54,810 by 2026, an increase of 9.5%. There are a range of public services and facilities spread throughout the town. Andover town centre is dominated by retailing, other commercial uses and Andover College surrounded by a number of housing areas and peripheral industrial estates. 70% of working residents are employed within the town and over a third of all trips made are under a mile in length.

Andover's main employment sectors are storage / logistics; financial services and manufacturing / engineering businesses. British Army Land Forces Headquarters (HQ Land) are based in Andover as are Test Valley Borough Council and Andover College. There are three large industrial estates on the west and east edges of the town.

4% of the town's residents regularly use the bus to undertake a journey within the town. Bus fares for those choosing single operator tickets are priced at £3.70 a day covering all Stagecoach services within the area.

The bus network serving the town is shown in Figure 17.

The most frequent bus route is the 1 service that runs every 15 minutes and this serves the residential areas to the north of the town centre. The 6 service to East Anton and P20 service to Picket Twenty operates every 30 minutes.

The key inter-urban bus service is the Activ8 bus service that links Andover with Salisbury and Tidworth. There are currently 4 services per hour from Andover to Tidworth and 2 per hour to Salisbury. There is 1 bus per hour to Basingstoke via Whitchurch and a further one on just the Whitchurch to Basingstoke section of the route (the 76). Other services to

Stockbridge (the 15), Middle Wallop and Over Wallop (the 17) and Newbury (7 and 7A see 4 per day run in each direction) are less frequent.

Figure 17 - Map of most bus routes in the Andover area

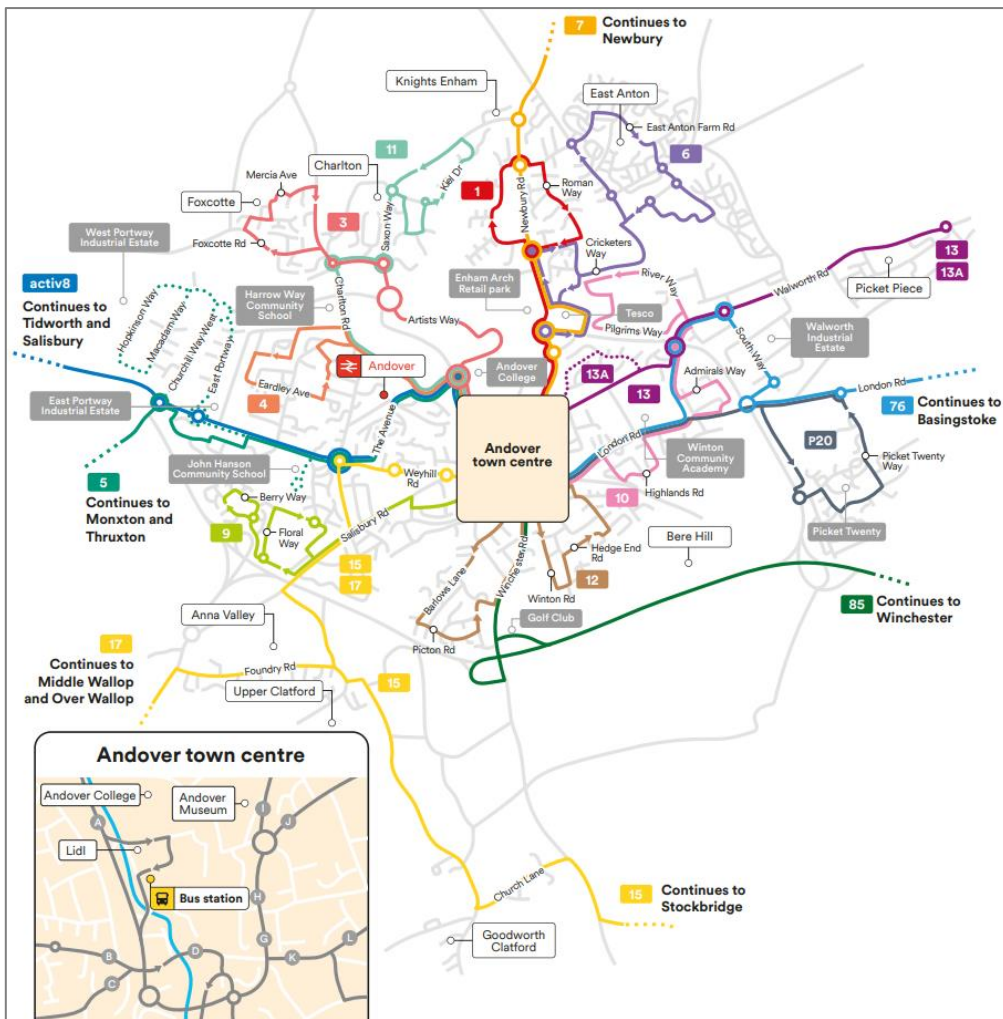


Figure 18 – Cricketers Way-River Way southbound bus only link



Existing bus priority within Andover is limited to a southbound bus only link beneath the railway line on the 6 service between Cricketers Way and River Way shown in Figure 18.

The bus station has seen £2.9m of investment, and re-opened in 2014, following a complete rebuild to increase its' capacity and offers

improved facilities for passengers including an enclosed waiting area, café and office area for the bus operator Stagecoach and for Unity (formerly Test Valley Community Services), a charity who provides mobility and transport support for older and disabled residents, and other services for local businesses. 50 bus stops on the town bus routes that link to new housing areas under construction were upgraded using developer contributions, with raised curbs, new shelters, poles and flags.

The town has seen significant new development over recent years, with more planned. Developments underway or planned include 1,061 homes at East Anton, 534 homes at Picket Twenty, 150 homes at Harewood Farm and 82 homes at Picket Piece.

The current cost of all day parking in long stay car parks within the town centre is £4.40. In Andover, the Borough Council manages a total of 2,077 off-street public pay and display car parking spaces were available within the town centre in 15 car parks. About two thirds of all pay and display car parking tickets sold in Andover are for a duration of one hour or less (across all car park categories). Long stay car parks generate a very small proportion of both tickets sold and total income in Andover (5.4%). Season tickets sales also represent a relatively small proportion of the total tickets sold and car park revenue (9%).

#### **Key issues for bus services in Andover**

- Low levels of bus use within Andover, except for the Activ8 and 1 services as bus fares are higher than the cost of short stay parking.
- Apart from Activ8, the 6 and the P20, provision of evening bus services is very limited.
- Risks that when the developer pump-priming contributions that help to run the 6, 10, 12, 13 and 13A services begin to be phased out, these services may not be commercially viable at current frequencies if passenger growth is slow to build up.
- Limited funding available for supported services means that frequencies of these services are low.
- Difficulties accessing Andover from some of the surrounding villages not served by supported bus services.

#### **Local targets for bus services in Andover**

Andover Target 1: Reduce average bus journey times in Andover by 5% by March 2025 and 10% by March 2030.

Andover Target 2: Improve bus journey time reliability with 89% of services operating on time in Andover from March 2025 onwards and 93% by March 2030.

Andover Target 3: Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.

## **2.9 Bus Market Profile for Rural Hampshire**

Around 300,000 people live in rural communities within Hampshire. Distances travelled to work are higher in rural areas, where those living in sparser settlements and more dispersed employment opportunities will naturally mean workers commuting to, or within, rural areas incurring higher average distances to their place of work. In some cases this will be through necessity, with commuters travelling from more affordable housing in urban areas.

The parts of the two National Parks within Hampshire attract large numbers of visitors. 85% of visitors to the New Forest National Park arrive by car, and only 2% arrive by public transport. Visitor numbers are concentrated largely in seasonal influxes such as summer weekends and school holiday periods. This influx of car-borne visitors threatens many of the

special qualities that draw both residents and visitors to the two National Parks in the first place.

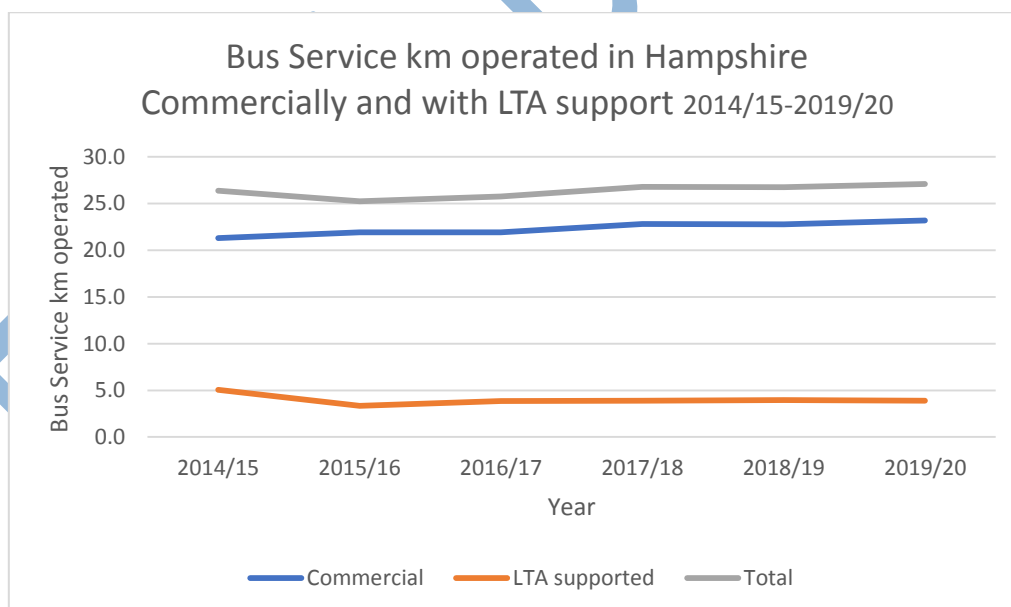
In more sparsely populated rural areas there may only be irregular conventional bus services or services on certain days only, which is partially offset by a very active community-led transport services such as the Cango Bus Service, Call and Go services and Carshare/Taxishare and village link schemes. Currently in Hampshire there are:

- 6 Dial a Ride schemes covering Basingstoke, Alton, Eastleigh, Fareham, Rushmoor and Winchester.
- 4 Call and Go schemes covering East Hampshire, Havant, New Forest and Test Valley
- 8 Minibus Group hire schemes
- 1 Cango scheme in the southern New Forest linking the village of Sway to New Milton and Lymington
- [110 Good Neighbour Groups](#) that provide hospital and GP and social transport for residents of their local communities
- [29 Carshare/Taxishare schemes](#)

### 2.10 LTA financial support for bus services

As Figure 19 shows, the majority of bus service kilometres operated in Hampshire prior to the Covid-19 pandemic were provided on a commercial basis. Some operators report that the split between commercial and subsidised service mileage is based on best estimates.

**Figure 19 - Split between Commercial and LA supported bus services in Hampshire & change over time since 2011 prior to the C-19 Pandemic (Source: DfT Bus Statistics Table BUS0208b)**



In 2019/20, in percentage terms, 86% of bus services in Hampshire were run commercially and 14% of bus services were operated using LTA support. The proportion supported has reduced from 19% of bus services in 2014/15. General reductions in revenue grant funding from government for running a range of day-to-day local authority services has meant that prioritisation and reductions in support for bus services were made alongside reductions in spending on other services and activities.

The Covid-19 pandemic has had unprecedented impacts on society and the economy; and the effect on travel demand and behaviours has been dramatic. Through the Covid-19 Supported Services Grant (CBSSG), operators have been able to keep a core network of bus services running during most of 2020 and the first 8 months of 2021 to cater for essential journeys by households without access to a car needing to access workplaces or undertake food shopping. The Bus Recovery Grant will help operators and HCC to provide important local bus services as passenger numbers continue to recover, up to 31 March 2022. At the moment, there is considerable uncertainty over how long it will take for bus passenger numbers to recover to 100% of pre-pandemic levels.

Table 2 summarises which bus routes in Hampshire are financially supported and the extent of that support from upper and lower tier local authorities.

*Table 2 – Summary of bus routes in Hampshire that receive LTA/ District/Borough financial support*

Route No	Bus Service	Borough/ District	Nature of Financial Support
1	Brighton Hill - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
2	Baughurst - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
3	South Ham - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
5	Popley - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
6	Winklebury - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
7	Chineham - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
8	Hatch Warren - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
11	Oakley - Basingstoke	Basingstoke & Deane	B&D support evenings/weekends
76	Basingstoke - Overton - Andover	Basingstoke & Deane	B&D support evenings
76	Basingstoke - Overton - Andover	Basingstoke & Deane	Andover Young Persons Forum support evening journeys
14	Basingstoke - Tadley	Basingstoke & Deane	100% HCC Support including some developer contributions. All day timetable
12/ 15/ 17	Hatch Warren/South View/Black Dam - Basingstoke	Basingstoke & Deane	100% HCC Support. All day timetable
4	Basingstoke - South Ham - Chineham	Basingstoke & Deane	Service jointly funded by HCC, B&DBC and developer contributions. All day timetable
54	Hannington - Basingstoke	Basingstoke & Deane	100% HCC Support. All day timetable on Wednesdays only (one return)
74	Overton Local Service	Basingstoke & Deane	100% HCC Support. All day on Tuesdays, Thursdays and Saturdays only (mornings only)
C41	New Alresford - Basingstoke	Basingstoke & Deane	100% HCC Support. All day
71	Warren Corner-Petersfield	East Hampshire	100% HCC Support. All day
250	Liphook Local	East Hampshire	100% HCC Support. All day
38	Alton-Selborne- Liss- Petersfield	East Hampshire	80% HCC Support. All day
94	Petersfield Local	East Hampshire	100% HCC Support. All day
206/ 208	Alton Locals	East Hampshire	100% HCC Support. All day
240	Alresford Local	East Hampshire	100% HCC Support. All day
18/ 13/ 23	Bordon to Haslemere	East Hampshire	35% HCC support, including some HTST. Does not include the 23 which is fully supported. Remainder commercial.

Route No	Bus Service	Borough/ District	Nature of Financial Support
X6/ X7	Chandlers Ford - Hiltingbury (20% funded)	Eastleigh	Service is combination of HCC & EBC funding and commercial provision from operator
X9/ X10	Waltham Chase- Allbrook- Eastleigh(X9)/ West End- Bishops Waltham(X10)	Eastleigh	X9 75% HCC funded, X10 50% HCC funded - both daytime timetable
X15	Eastleigh/Hamble - Hedge End	Eastleigh	HCC & EBC Support. All day
X17	Bishops Waltham - Petersfield	Eastleigh	100% HCC Support. All day
E1/ E2	Eastleigh - Winchester	Eastleigh	90% HCC Support, 10% commercial. All day timetable
28/ 28A	Fareham - Whiteley	Fareham	100% HCC Support. All day timetable
F3	Fareham - Portchester	Fareham	100% HCC Support on additional day service.
11	Fareham - Alverstoke	Gosport	100% HCC Support M-F, GBC 100% support weekend. All day timetable
20	Fareham - Wickham	Gosport	100% HCC Support. All day timetable
21	Fareham - Hill Head	Gosport	100% HCC Support. All day
7	Aldershot - Hartley Wintney	Hart	100% HCC Support. All day
D1/ D2	Waterlooville - Mead End / Hambledon	Havant	100% HCC support through developer contributions. All day timetable
27	Emsworth - Rowlands Castle	Havant	100% HCC Support. All day
112	Hythe/Beaulieu - Lymington	New Forest	100% HCC Support including some Home-School transport. All day timetable
H1/H2 T3/T4	Hythe Town Service & Totton-Cadnam	New Forest	100% HCC Support. All day
119/ 191/ 193	Lymington - New Milton & New Milton Locals	New Forest	100% HCC Support with exception of 119 Saturday which is funded by Lymington Town Council. All day timetable
712	Pilley - Priestlands School	New Forest	100% HCC Support. School timetable
761	Bunkers Hill - Priestlands School	New Forest	100% HCC Support. School timetable
777	Brockenhurst - Priestlands School	New Forest	100% HCC Support. School timetable
6	Lymington to Southampton	New Forest	35% HCC Support, remainder commercial. All day timetable
X2	Lymington to Bournemouth (12% funded)	New Forest	12% HCC and DCC funded. Remainder commercial
125	Ringwood-Bransgore-Christchurch	New Forest	HCC / DCC Supported. All day timetable
49	Damerham to Salisbury	New Forest	100% HCC / WC Support. All day timetable
41	Ash - Frimley Hospital	Rushmoor	100% HCC/SCC funded. All day service.
10/ 610	Farnborough to Quetta Park (1% funded)	Rushmoor	1% funded through HTST. Remainder commercial.
9	Farnborough - Southwood	Rushmoor	100% HCC Support with small contribution from RBC. All day timetable

Route No	Bus Service	Borough/ District	Nature of Financial Support
X7R	Romsey-Sherfield English - Salisbury 6% funded	Test Valley	6% funded by HCC / WC. Remainder commercial.
35	Romsey - Braishfield - Ampfield	Test Valley	100% HCC Support with some HTST. All day timetable
36	Romsey - Lockerley	Test Valley	100% HCC Support. All day timetable
39	Romsey - Landford - Nomansland	Test Valley	100% HCC / WC Support. All day timetable
634	East Wellow - Romsey School	Test Valley	HCC through HTST and WC funded
5	Andover - Thruyton	Test Valley	100% HCC Support including some HTST. All day timetable
7/ 7A	Andover - Newbury	Test Valley	100% HCC Support. All day timetable
10	Andover to Admirals Way and River Way	Test Valley	100% HCC support through developer contributions. All day timetable
12	Andover to Leigh Road	Test Valley	100% HCC support through developer contributions. All day timetable
17	Andover - Over Wallop	Test Valley	100% HCC support through developer contributions. All day timetable
9	Andover to Floral Way and Berry Way	Test Valley	100% HCC support through developer contributions. All day timetable
11	Andover to Saxon Fields	Test Valley	100% HCC support through developer contributions. All day timetable
C3 C4 C5 C6 C8	Andover Villages	Test Valley	100% HCC Support. All day timetable
13/ 13a	Andover to Picket Piece	Test Valley	100% HCC support through developer contributions. All day timetable
15	Andover - Stockbridge	Test Valley	100% HCC support through developer contributions. All day timetable
16	Houghton - Winchester	Test Valley	100% HCC support through developer contributions. All day timetable
6a & 63	Hyde-Winchester & Owslebury-Olivers Battery-Winchester	Winchester	100% HCC Support. All day timetable
46	Winchester - Valley Park - North Baddesley	Winchester	55% HCC Support, remainder commercial. All day timetable
95/ 96	East Stratton - Micheldever - Winchester	Winchester	100% HCC Support. All day timetable
67	Winchester - Alresford - Petersfield	Winchester	75% HCC Support including HTST. All day timetable
3	Winchester - Harestock service (2% funded)	Winchester	Winchester Town Forum via Winchester CC. Evening journeys only Th, F & S (2% funded)

*NB: Basingstoke and Deane contract some services directly and these are not on the list*

*NB: Local Bus services that we provide support for via neighbouring local transport authorities (cross border) and they tender are not included*

Table 3 summarises the DRT and taxi-share schemes in Hampshire that are financially supported.

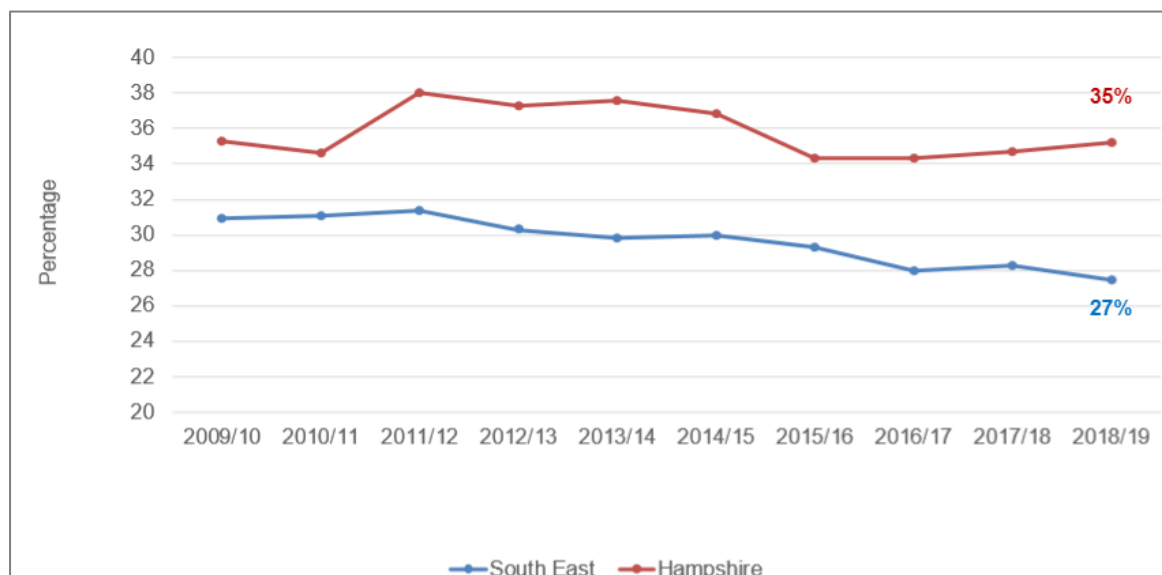
*Table 3 – DRT and Taxi-share schemes that receive financial support*

<b>DRT Bus Route Number</b>	<b>Borough/ District</b>	<b>Nature of financial support</b>
C32/C33 New Forest Cango Lymington-New Milton	New Forest	100% HCC Service Support. Consortium of Town / Parishes fund booking service. All day timetable
<b>DRT Taxishare Route Number</b>	<b>Borough/ District</b>	<b>Nature of financial support</b>
Hartley Wespall Taxi Share	Basingstoke & Deane	100% HCC Support. All day timetable
Ashmansworth 23 Taxi Share	Basingstoke & Deane	Bas & Deane BC
205 carshare	East Hampshire	100% HCC Support. All day timetable
Bordon Town '28' Taxishare	East Hampshire	100% HCC Support - grant support. All day timetable
44 Chalvington& Campbell Taxi Share	Eastleigh	80% HCC and 20% EBC Support.
43 Valley Park Taxishare	Eastleigh	100% HCC Support. All day timetable
42 Stoke Common Taxi Share	Eastleigh	100% HCC Support. All day timetable
<b>DRT Taxishare Route Number</b>	<b>Borough/ District</b>	<b>Nature of financial support</b>
Hamble/Hound/Bursledon Taxishare	Eastleigh	50% HCC and 50% EBC. All day
Warsash to Locks Heath 57 Taxishare	Fareham	100% HCC Support. All day timetable
Burridge-Hedge End 26 Taxishare	Fareham	100% HCC Support. All day timetable
Burridge to Swanwick 27 Taxishare	Fareham	100% HCC Support. All day timetable
Linden Lea X57 Taxishare	Fareham	100% HCC Support. All day timetable
Knowle Village and Funtley Road 20	Fareham	100% HCC Support. All day timetable
210 Long Sutton	Hart	100% HCC Support. All day timetable
Hart Call And Go Taxishare 200A/200B/200F	Hart	100% HCC Support. All day timetable
70 Crondall-Ewshot Link	Hart	100% HCC Support. All day timetable
F111/121/131 Fleet, Crookham, Crookham Village and Elvetham Heath Taxishare	Hart	100% HCC Support. All day timetable
36 Service -Clanfield, Catherington & Lovedean taxishare	Havant	100% HCC Support. All day timetable
32 - Hayling Island Carshare	Havant	100% HCC Support. All day timetable
Fordingbridge Taxi Share	New Forest	100% HCC Support. All day timetable
35 Burley Car Share	New Forest	100% HCC Support. All day timetable
31 Fritham Taxi Share	New Forest	100% HCC Support. All day timetable
113 - Beaulieu Taxi Shre	New Forest	100% HCC Support. All day timetable
Andover Villages C1 Taxishare	Test Valley	100% HCC Support. All day timetable
Over Wallop-Andover-Stockbridge 15/17	Test Valley	100% HCC Support. All day timetable
46 Chilworth & Upton Crescent	Test Valley	100% HCC Support. All day timetable
Stockbridge, Houghton, Longstock and King's Somborne Carshare	Test Valley	100% HCC Support. All day timetable
95 East Stratton Taxishare	Winchester	100% HCC Support. All day timetable
38 Southwick Taxishare Service	Winchester	100% HCC Support. All day timetable
16A Littleton, Crawley, Kings Somborne & Stockbridge	Winchester	100% HCC Support. All day timetable
16A Littleton, Crawley, Kings Somborne & Stockbridge	Winchester	100% HCC Support. All day timetable
96 Swanmore - Shedfield	Winchester	100% HCC Support. All day timetable



Figure 20 shows the proportion of bus journeys made in Hampshire by elderly and disabled concessionary pass holders.

*Figure 20 – Elderly and disabled concessionary journeys in Hampshire and SE England (as percentage of total passenger journeys)*



## 2.11 Other factors that affect the use of local bus services

### Ageing Population

The population of Hampshire is expected to increase to 1.5 million by 2041 (a 9% increase) on current levels. The 65+ age group is expanding most rapidly. Although the lower age for eligibility of passes is set to rise, this trend could mean that over time the future demand for concessionary bus passes could increase.

### Car Parking cost and availability

Table 4, below provides an overview of the extent and pricing of parking provisions in town and cities and the split between LTA and private sector provision.

*Table 4 – Overview of Car Parking Cost and Availability for main urban areas within Hampshire and for unitary LTAs of Southampton and Portsmouth*

City/ Town	Total no of local authority short / med stay spaces	Total no of local authority long stay spaces	Total number of off-street spaces in public car parks excluding P&R	Daily cost of all day parking in long stay public car parks	Public/ Private split
Southampton	?	?	5,143	£5-£8	41%:59%
Portsmouth	?	?	988	£10-£12	26%:74%
Eastleigh	?	?	600	£8.50	50%: 50%
Romsey	563	235	798	£4.40	100%: 0%
Fareham	?	?	2,000	£3.50	100%: 0%
Gosport	?	?	909	£6-£7	100%: 0%
Havant	88	559	647	£6	100%: 0%
Farnborough	?	?	700	£4.50-£5	50%: 50%
Aldershot	?	?	690	£3.60-£5	58%: 42%
Basingstoke	515	1571	2,086	£8.50-£10-60	44%: 56%
Winchester	1,582	1,316	2,898	£7-£15	100%: 0%
Andover	1,733	344	2,077	£4.40	100%: 0%

Table 5 summarises expenditure in 2019/20 for each of the 11 lower-tier Districts and Boroughs and the two City unitaries on car parking including maintenance, ticket machines and enforcement activity. Within Hampshire, in Fareham, Gosport, Test Valley and New Forest the lower tier authority only enforces off-street parking, with HCC enforcing on-street parking. In the remaining 7 districts and boroughs (Winchester, Havant, East Hampshire, Rushmoor, Hart, Basingstoke & Deane, and Eastleigh), the lower tier authority enforces both on and off-street parking.

**Table 5 - Total Expenditure by local authority on car parking including maintenance, ticket machines and enforcement activity in 2019/20**

Local Authority	Expenditure (£,000) on car parking in 2019/20 by Borough/ District or Unitary Council (including enforcement)
Southampton Unitary LTA area	£6,034
Portsmouth Unitary LTA area	£6,321
Eastleigh Borough	£810
Test Valley Borough (Romsey, Andover)	£1,439
Fareham Borough	£1,758
Gosport Borough	£930
Havant Borough	£1,287
Rushmoor Borough (Aldershot & Farnborough)	£1,718
Basingstoke & Deane Borough	£1,412
Winchester District	£3,322
Hart District	£527
East Hampshire District	£1,277
New Forest District	£2,187
Hampshire County Council ( <i>for on-street parking in several Districts/ Boroughs</i> )	£3,275
Total for 11 Hampshire districts (excluding unitary LTAs of Southampton & Portsmouth)	£19,942

In 2019/20, across the Hampshire LTA area as a whole, there was a total expenditure of £19.9m on car parking by both upper and lower tier local authorities.

## 2.12 Summary of bus usage and costs and targets for each bus market area

Table 6 summarises the mode share for bus, ticket costs, average bus speeds (based on currently held data) and average number of bus passenger boardings per day as well as targets for bus passenger growth for each of the six bus market areas.

Further data and evidence covering a range of metrics including average fares and bus mileage is in the process of being synthesised, analysed and prepared which will form part of the Enhanced Partnership Plan.

*Table 6 – Summary of population, mode share, day fare, speeds, passenger boardings and passenger growth targets for the six local bus market areas*

Bus market area	Total urban population	Total mode share for bus for travel to work in urban parts of lower tier area (2011 census)	Current cost of an all day single operator adult bus ticket	Average bus speed km/h	Average number of bus boardings on a weekday (pre-pandemic)	Target for % bus passenger growth Apr 2023-Mar 2025	Target for % bus passenger growth Apr 2025-Mar 2030
Southampton TTWA	486,100 (253,600 unitary only)	5.79%	£3.40 (inside unitary area); £6-7 for wider TTWA	14.8	60,000 (unitary only)	6%	11.5%
Portsmouth TTWA	500,000 (296,000 unitary only)	4.68%	£4.30 (inside unitary area); £7 for wider TTWA	Tbc	34,300 (unitary only)	7%	13%
Blackwater Valley	257,800	3.02%	£6	19.5	3,400	6%	11.5%
Basingstoke	113,190	3.74%	£4.40	22.0	12,300	6%	11.5%
Winchester	47,896	2.84%	£4.40	22.5	6,800 (excluding P&R)	5%	10%
Andover	50,063	1.92%	£3.70	24.6	2,700	6%	11.5%

## Section 3 - Headline targets

This section sets out and summarises the headline and supporting targets that Hampshire County Council and local bus operators have together developed to help us monitor delivery of the ambition set out in Section 4 of the BSIP.

Table 7 below gives details of each headline target and an indication of the dates when it will be measured. Section 4 of the BSIP links many of these targets directly to the delivery of a particular ambition and demonstrates why these targets have been chosen and how their achievement will lead to the successful delivery of the BSIP.

The headline county-wide targets for average bus journey time, reliability and bus passenger numbers are complemented by similar local targets for each of the major towns and urban areas of Hampshire.

The local targets have been set out in Section 2, to demonstrate how they flow from addressing local issues. These targets have been developed to reflect local circumstances, hence in the Blackwater Valley, Basingstoke and the Portsmouth and Southampton Travel to Work areas, more challenging targets have been set in relation to journey times to reflect the greater opportunities that are offered by interventions in urban areas. Similarly a reliability target of 95% has also been set for both Portsmouth and Southampton Travel to Work Areas, which is consistent with targets contained in the Portsmouth and Southampton BSIPs. In relation to the targets for passenger levels, we anticipate that with financial support from Bus Back Better funding we will be able to return to pre-Covid-19 patronage by April 2023. Further investment will then enable additional growth to be realised. The figures for Portsmouth TTWA reflect a higher potential for bus passenger growth in the area for increasing bus patronage via infrastructure measures that will help speed up buses. Significant planned housing growth in Andover, leading to a larger population also offers opportunities to increase bus use. In consideration of the likelihood of achieving these targets, it is important to acknowledge that performance will be impacted by factors both within and outside the control of the local authority and bus operators and it is therefore important to understand the impact of external effects on bus service performance, satisfaction and passenger numbers.

### 3.1 Countywide and Local targets for journey time reduction, reliability improvements and bus passenger growth

*Table 7 - Summary of targets set out in the BSIP - NB: The targets related to bus journey times, reliability and passenger levels are initial proposals and may be amended. They will be confirmed once an assessment of data received from bus operators has been completed.*

Ambition	Target	Date Measured
Countywide	Reduce average bus journey times across Hampshire (on routes listed in Table 8) by 4% by March 2025 and 9% by March 2030.	March 2023 and then annually
Countywide	Improve bus journey time reliability with 87% of services on routes listed in Table 8 operating on time (between 1 minute early and 5 minutes late) from March 2025 onwards and 92% by March 2030.	March 2025 and then annually
Countywide	Assuming that bus passenger numbers will return to around 80% of pre-Covid-19 levels by the end of March 2022, we will recover bus passenger numbers to 100% of pre-Covid-19 levels by March 2023.	March 2022 & March 2023
Countywide	Increase bus passenger numbers by 5% from 2022/23 levels over period April 2023 to March 2025 and 10% between April 2025-March 2030.	March 2024 and then annually
Countywide	Increase bus passenger satisfaction by 5% from a base of 89% in 2019/20 to 94% by March 2025.	March 2022 and then annually

Ambition	Target	Date Measured
Southampton	Reduce average bus journey times by 4% across the Southampton Travel to Work area by March 2025 and 10% by March 2030.	March 2023 and then annually
Southampton	Improve bus journey time reliability with 87% of services operating on time across the Southampton Travel to Work area from March 2025 onwards and 92% by March 2030.	March 2025 and then annually
Southampton	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 5% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.	March 2023 then annually
Portsmouth	Reduce average bus journey times by 5% in the Portsmouth Travel to Work area by March 2025 and 10% by March 2030.	March 2023 and then annually
Portsmouth	Improve bus journey time reliability with 90% of services operating on time across the Portsmouth Travel to Work area from March 2025 onwards and 95% by March 2030.	March 2025 and then annually
Portsmouth	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 7% from 2022/23 levels over period April 2023 to March 2025 and 13% between April 2025-March 2030.	March 2023 then annually
Blackwater Valley	Reduce average bus journey times by 5% across the Blackwater Valley by March 2025 and 10% by March 2030.	March 2023 and then annually
Blackwater Valley	Improve bus journey time reliability with 89% of services operating on time across the Blackwater Valley from March 2025 onwards and 93% by March 2030.	March 2025 and then annually
Blackwater Valley	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.	March 2023 then annually
Basingstoke	Reduce average bus journey times by 5% in Basingstoke by March 2025 and 10% by March 2030.	March 2023 and then annually
Basingstoke	Improve bus journey time reliability with 89% of services operating on time in Basingstoke from March 2025 onwards and 93% by March 2030.	March 2025 and then annually
Basingstoke	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.	March 2023 then annually
Winchester	Reduce average bus journey times by 4% in Winchester by March 2025 and 10% by March 2030.	March 2023 and then annually
Winchester	Improve bus journey time reliability with 87% of services operating on time in Winchester from March 2025 onwards and 92% by March 2030.	March 2025 and then annually
Winchester	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 5% from 2022/23 levels over period April 2023 to March 2025 and 10% between April 2025-March 2030.	March 2023 then annually
Andover	Reduce average bus journey times by 5% in Andover by March 2025 and 10% by March 2030.	March 2023 and then annually
Andover	Improve bus journey time reliability with 89% of services operating on time in Andover from March 2025 onwards and 93% by March 2030.	March 2025 and then annually
Andover	Return bus passenger numbers to pre-Covid-19 levels by end of March 2023 and increase bus passenger numbers by 6% from 2022/23 levels over period April 2023 to March 2025 and 11.5% between April 2025-March 2030.	March 2023 then annually

Ambition	Target	Date Measured
1a	To complete the categorisation of the Hampshire bus network into the three above categories in partnership with bus operators and review this network.	December 2021 and then annually
1b	Ensure at least 75% of new capital and vehicle investment is related to the Key Priority Network and economically important tourist services.	March 2022 and then annually
1c	Agree a specification for a minimum level of bus stop infrastructure and maintenance for all bus stops commensurate with their Hampshire Bus Network categorisation.	March 2022
1d	Carry out annual bus user perception survey – and include question asking them to score how easy the bus network in their area is to understand, to measure and track this metric.	March 2022
2a	Reduce bus journey times by 10% by March 2025 on corridors where investment is made in bus priority (corridors will be defined in EP).	March 2025 and then annually
2b	Improve journey time reliability by 5% on corridors where investment is made in bus priority.	March 2022 and then annually
2c	HCC will work with operators to target enforcement at problem hotspots where contraventions regularly occur that cause delays to buses and will send bus operators monthly summary data showing level of enforcement activity undertaken at these hotspots.	Ongoing
2d	Achieve a reduction in response times for emergency vehicles of 10% by 2024/25 on corridors where bus priority measures have been introduced.	March 2025
3a	Install tap-on tap-off card readers on every bus and offer capped daily fares within each bus operators' own operating area by Autumn 2022.	November 2022
3b	Develop a consistent upper age limit for child fares common to all main bus operators for each bus operating area (subject to reaching agreement with neighbouring LTAs).	November 2025
3c	Deliver a discounted travel product for young people (16-21) with delivery through external funding to kick start the programme, by Autumn 2023	November 2023
3d	Develop a 'how to use the bus' awareness and information programme aimed at teenage children and young people, jointly with bus operators, to help promote and explain what travel by bus entails in simple easy to understand steps, by Autumn 2022.	November 2022
4a	The five new Solent Go ticketing products to be available via the Solent Go Mobility as a Service platform operators Websites, operators Apps and promoted by HCC, Southampton and Portsmouth City Councils and bus and ferry operators across South Hampshire and the two cities by early 2022.	March 2022
4b	To identify all locations in Hampshire where there are not fully inter-available tickets by March 2022 and develop a strategy to provide passengers with a solution by March 2023.	March 2022 & March 2023
4c	To convene a Forum of major bus, rail and ferry operators to investigate the demand and opportunity for further integration of tickets across all modes by October 2022.	October 2022
5a	That all new Local Mobility Hubs and community services hubs developed by HCC and partners are designed in a way that encourages and enables increased levels of travel by bus. This will be monitored by annual surveys of hub	March 2022 and then annually

Ambition	Target	Date Measured
	users to understand numbers of people using facilities and making onward travel journeys by bus from hubs.	
6a	By March 2023 all publicity material produced by the local authority and bus operators will clearly indicate other operators' services within the relevant area	March 2023
6b	We will identify all locations with common route numbers and agree a strategy to amend these where appropriate by March 2022.	March 2022
6c	Two windows per year will be identified within each local bus market area when timetable changes (other than emergency timetables, those services operated under contract such as school/university related services and seasonal summer uplifts) are made and this will be publicised by both the local authority and operators.	March 2022
6d	By April 2022 operators will commit to provide full details of all scheduled service changes 28 days prior to their introduction, and that they will update all at stop printed information, where it is provided, by the day of the change. The local authority will ensure that this is publicised on the HCC website and Traveline a minimum of 14 days prior to the introduction of service and is included in real time feeds from the day of operations.	April 2022
7a:	To ensure that the large local bus operators deliver on their decarbonisation commitments by 2035 and by April 2022 develop a programme to support other local bus operators to submit bids for funding to enable them to commit to decarbonising their own fleets.	April 2022
7b	HCC will develop a minimum Euro VI emissions specification to include within all future tenders for supported services, and work towards a requirement for zero emission vehicles in all tenders to become the norm by 2030.	December 2030
8a	To introduce new/ improved Customer Charter for all bus operators that run services in Hampshire by September 2022.	September 2022
8b	Establish a Hampshire Bus Users Forum by April 2022 which will discuss and give feedback on punctuality, vehicle cleanliness, proportion of services operated, information and redress.	April 2022
8c	Ensure all buses operating by First Bus, Go-South Coast and Stagecoach in Hampshire have on-board CCTV by December 2023 and all operators by December 2026.	December 2023 & December 2026
8d	Work with Parish Councils and District/ Borough Councils to ensure maintenance regimes are in place for the upkeep of all bus shelters in the county by December 2022.	December 2022
8e	Work with Parish Councils and District/ Borough Councils to invest in measures to improve walking routes to and from bus stops where safety and security issues are identified.	March 2023 & annually
9a	Agree set of criteria and design a demand prediction tool for funding new socially and economically necessary bus services and subject to securing BBB revenue funding, tender for these by October 2022.	October 2022
9b	Run rounds competitive bidding for DRT Challenge Fund where each successful scheme would receive sufficient funding for a two year period and hold annual lessons learned reviews from each project that receives funding.	September 2022 and then annually

Ambition	Target	Date Measured
9c (1)	To complete a transport services expenditure mapping exercise for all contracts and services provided by HCC and Districts and Boroughs by March 2023.	March 2023
9c (2)	Develop an action plan for all contracts and services to achieve cost efficiency savings by September 2023.	September 2023
9d	To redesign our approach to mobility hubs to make it scalable and appropriate to rural areas, and engage with the private sector and local communities to allow for a financially viable model to be developed and monitor the impact of hubs.	March 2023
9e	To, funding dependent, work with providers to trial first mile last mile options and other community transport solutions connecting communities around our market towns and evaluate and monitor the impact and effectiveness of these trials on rural connectivity and ridership.	March 2025
9f (1)	To provide and promote a RTPI App specifically to rural residents from April 2022.	April 2022
9f (2)	To introduce new and improved technological solutions to HCC supported community transport services and taxishares by April 2023.	April 2023
9g	To improve the accessibility and perception of safety of public transport infrastructure in rural areas where investment is made to local bus services.	September 2024
10a	Each BRT system developed will be bespoke to the local area. The local authority commits to developing a suite of targets, aligned with the ambition outlined in Section 3, which is relevant for each specific corridor as an integral part of the development of each BRT Scheme (list BRT Schemes to be developed)	As required
10b	We will embed stronger public transport accessibility tests into development planning processes and will facilitate developers to better engage with their local bus at the pre-application and pre-master-planning stage. Bus operators will be a consultee on all planning applications involving >50 new dwellings and significant new office or retail floorspace. A new set of standards as to the expectation of a minimum standard of provision of infrastructure and bus services that will be required for different sizes of new development will be developed in partnership with developers and local planning authorities by September 2023. In discussions with LPAs and developers there will be a strong focus on enhancing the existing bus network first rather than developing new dedicated services, to maximise the wider community benefit.	September 2023

For the headline and area-based targets measurement will be through continual monitoring of a selection of routes across each area that are representative of the different types of services operating in the particular urban area. Therefore, the routes that make up the target include peak urban-services, flagship inter-urban routes, covering both commercial and subsidised services and including all the main operators in the area. Several cross-boundary routes are also included in the pool, but the sections of route listed below are largely within Hampshire. For the Countywide target this will be supplemented by rural operations and demand responsive transport, to ensure that all types of services in Hampshire are included within these targets.

The list of routes chosen is contained in Table 8 below. It is intended that this selection of routes will be reviewed annually to ensure remains representative of bus services.



Table 8 - Routes selected for target monitoring

Bus Number and Route Section	Area	Operator
Bluestar 1 - Chandler's Ford Precinct to Silver Hill, Winchester	Southampton TTWA	Bluestar
Bluestar 2 - Derby Road to St Nicholas Church, North Stoneham	Southampton TTWA	Bluestar
Bluestar 2 - Eastleigh Bus Station to Clock Inn	Southampton TTWA	Bluestar
Bluestar 3 - Eastleigh Bus Station to Clock Inn, Fair Oak	Southampton TTWA	Bluestar
Bluestar 4 - The Balmoral, Rownhams - Tadfield Road	Southampton TTWA	Bluestar
Bluestar 9 - Rushington Roundabout- Foxcroft Drive, Holbury	Southampton TTWA	Bluestar
1 - Totton-Millbrook, Southampton	Southampton TTWA	First City Red
7 - Hamble-Woolston	Southampton TTWA	First City Red
9- Hedge End – Bitterne	Southampton TTWA	First City Red
X4/X5 - Fareham-Lowford-Woolston	Southampton TTWA	First
X4 - Mansbridge-Hedge End	Southampton TTWA	Xelabus
X6/X7 – Eastleigh-Velmore	Southampton TTWA	Xelabus
3 - Cosham-Portchester-Fareham	Portsmouth & SE Hants	First
8 - Clanfield-Waterlooville-Cosham	Portsmouth & SE Hants	First
7 – Wecock Farm-Waterlooville-Cosham	Portsmouth & SE Hants	First
E1/E2 - Fareham-Gosport (BRT)	Portsmouth & SE Hants	First
X5 - Fareham-Lee on Solent-Gosport	Portsmouth & SE Hants	First
21 - Eastern Road - Farlington, Bedhampton - Leigh Park - West Leigh - Havant Bus Station	Portsmouth & SE Hants	Stagecoach
23 – Cosham – Drayton - Farlington - Bedhampton - Havant - Leigh Park	Portsmouth & SE Hants	Stagecoach
39 - Wecock Farm – Waterlooville – Purbrook - Crookhorn - Leigh Park - Havant Bus Station	Portsmouth & SE Hants	Stagecoach
700 – Emsworth – Warblington – Havant – Langstone - Hilsa	Portsmouth & SE Hants	Stagecoach
Gold 1 – Frimley High Street to Aldershot Bus Station	Blackwater Valley	Stagecoach
3/Kite – Tongham - Ash Road - Aldershot Bus Station	Blackwater Valley	Stagecoach
2 – Tadley - North Hants Hospital - Aldermaston Road - Basingstoke Bus Station	Basingstoke	Stagecoach
1 - Brighton Hill - Winchester Road - Basingstoke Bus Station	Basingstoke	Stagecoach
7 - Chineham Village - Chineham Centre – Lychpit – Daneshill - Basings View - Basingstoke Bus Station	Basingstoke	Stagecoach
8 & 76 - Hatch Warren – Buckskin - Churchill Way - Basingstoke Bus Station	Basingstoke	Stagecoach
5/46/66/P&R - Battery Hill/Romsey Road junction - Royal County Hospital - Winchester Bus Station/ Silver Hill	Winchester	Stagecoach
3 – Harestock - Stockbridge Road - Winchester Bus Station/ Silver Hill	Winchester	Stagecoach
Spring & 67 - Kings Worthy - Worthy Road - Andover Road - Winchester Bus Station/ Silver Hill	Winchester	Stagecoach
1 & 69 - St Cross - St Cross Road - Southgate Street - High Street - Winchester Bus Station/ Silver Hill	Winchester	Stagecoach
1 – King Arthurs Way - Andover Bus Station	Andover	Stagecoach
Activ 8 – Weyhill Road-Andover Bus Station	Andover	Stagecoach
P20 & 76 - London Road - Andover Bus Station	Andover	Stagecoach

## Section 4 – Delivery

This section sets out how Hampshire County Council and local bus operators will work together to deliver the improved and enhanced bus network in Hampshire, in order to realise the planned growth in bus use.

The Covid-19 pandemic has led to shifts in travel behaviour, such as more home working for those who work in office-based roles and substitution of some journeys previously made by bus to instead travel by private car. We need solutions to recover and build back better from the pandemic, while restoring faith in our bus network and improving it further. We know there is room for improvement, and we intend to do this by working collaboratively in partnership to improve the bus offer in Hampshire.

We share the same ambition - we want to deliver a bus network where buses offer Hampshire residents an attractive alternative to the private car. This means that buses will be more frequent, more reliable, easier to understand and use, better coordinated and cheaper, providing a fully integrated service with simple, multi-modal tickets, more bus priority measures, high-quality information for all passengers in more places, and better turn-up and-go frequencies that keep running into the evenings and at weekends.

### 4.1 Our Proposed Vision

HCC and operators have a shared vision for improving bus services in Hampshire:

“Within Hampshire, the County Council and bus operators recognise that the bus has huge untapped potential to cater for a larger share of everyday journeys. Through a programme of co-ordinated and sustained investment, over the next decade we will deliver a renaissance in bus passenger travel, which will see the number of journeys made by bus increase year-on-year. This BSIP will be a catalyst for bus passenger growth across the whole of Hampshire by creating the conditions to achieve a virtuous circle of investment and passenger growth. This will be a process of positive, sustained change. Growing bus use will contribute to a wide range of other policy objectives, such as de-carbonising travel, reducing inequalities and using road-space much more efficiently.”

### 4.2 Our ten commitments – how we will achieve our vision

This section is structured using the ten ambitions set by the DfT in part three of the BSIP guidance. Our headline Hampshire BSIP Commitments are in blue boxes. Under each Commitment, we have set out the steps we will take to achieve the ambition, and our targets in the orange boxes.

#### **Ambition 1 - Deliver intensive services and investment on key corridors, with routes that are easier to understand**

***Commitment 1: We commit to delivery of intensive services and focussing investment on our flagship bus corridors in Hampshire, and ensure that bus routes and networks that serve the county are made easier to understand. We will:***

- a) **Categorise the Hampshire Bus Network into the following three categories, to ensure that the majority of investment secured will be focussed towards bus routes that have the greatest potential to serve and retain existing bus passengers and grow new markets:**
  - i) **“Flagship” bus routes**, wholly commercial bus corridors with very strong growth potential carrying around 50% of total passengers in Hampshire which will be our focus for future investment;

- ii) **“core” bus routes** that are largely commercial carrying around 35% of total passengers where we will invest to boost passenger growth to enhance overall viability and levels of service; and
- iii) **“Non-core/ non-commercial” bus route network** carrying around 15% of total passengers, but a higher share of mileage, that has no prospect of operating on a commercial footing, which will continue to require ongoing revenue support to deliver bus or DRT services that meet social/ accessibility needs (adopting new innovations and cost-efficient models for delivery).

*Target 1a: To complete the categorisation of the Hampshire bus network into the three above categories in partnership with bus operators by the end of December 2021, then will review the network annually.*

- b) **Prioritise capital and vehicle investment on the most intensively used bus corridors (our flagship routes e.g. Eclipse, The Star, 23 Leigh Park-Portsmouth, Gold 1 linking Camberley and Aldershot, Bluestar 1 and 2, the 2 Basingstoke-Basingstoke, 1 Brighton Hill-Basingstoke, 1 Stanmore-Winnall, Winchester), but also deliver tangible improvements for passengers across the wider network.**
- c) **Ensure that spare vehicles released as a result of lower peak vehicle requirements following investment in bus priority measures (see Ambition 2) will be redeployed to bolster frequencies on other key routes that have very good potential for passenger growth.**

*Target 1b: Ensure at least 75% of new capital and vehicle investment is related to the Flagship Network and economically important tourist services annually.*

- d) **Deliver a consistent high standard and specification for bus stop infrastructure across Hampshire with a level of information (real time and printed bus journey information) that is commensurate with the level of usage of each stop. This will also include maintaining the highway surface and pavements in the vicinity of each bus stop to ensure that kerbing, lining is of a high standard and that rutting of the carriageway surface is minimised through regular maintenance.**

*Target 1c: By April 2022 agree a specification for a minimum level of bus stop infrastructure and maintenance for all bus stops commensurate with their Hampshire Bus Network categorisation.*

- e) **Pro-actively market the Hampshire bus network as a viable alternative to travelling by private car via regular co-ordinated multi-operator marketing initiatives (target provided under Ambition 6 below)**
- f) **Ensure that each bus operators’ and Local Transport Authority network maps are updated to also include information on complementary services provided by other operators that highlight the journey opportunities available from each neighbourhood. (target provided under Ambition 6 below)**

*Target 1d: Carry out annual bus user perception survey – and include question asking them to score how easy the bus network in their area is to understand, to measure and track this metric.*

**Ambition 2: There must be significant increases in bus priority**

***Commitment 2 - Reducing journey times will not only increase the attractiveness of services and drive up demand, but also improve efficiency and help bus operators to maximise fleet utilisation. Therefore, we commit to delivering comprehensive bus priority measures along bus corridors within our main urban areas, to speed up and improve reliability of bus services on well-used corridors. We will:***

- a) **Develop prioritised plans for bus priority for the most well-used urban bus network corridors (which will see high use by flagship and core bus route services) that taken together will form a coherent series of complementary measures to enable improved bus journey times and bus reliability.**
- b) **Where there is the physical highway space available to do so, we will install bus lanes that continue past traffic congestion hotspots (e.g. through junctions) and ensure that these are in operation all day, evening and night.**
- c) **Provide bus gates and traffic signal prioritisation in locations where there is not sufficient highway space to provide physical bus lanes.**

*Target 2a: Reduce bus journey times by 10% by March 2025 on corridors where investment is made in bus priority (corridors will be defined in EP).*

*Target 2b: Improve journey time reliability by 5% on corridors where investment is made in bus priority.*

- d) **Ensure that all existing and new bus lanes and bus gates are effectively enforced once Hampshire is given the necessary legal powers to issue penalties for moving traffic offences – currently anticipated to be given to LTAs by December 2021.**

*Target 2c: HCC will work with operators to target enforcement at problem hotspots where contraventions regularly occur that cause delays to buses and will send bus operators monthly summary data showing level of enforcement activity undertaken at these hotspots.*

- e) **Ensure that in accordance with HCC's [Traffic Management Policy guidance](#) use of bus lanes is restricted to local bus services, emergency service vehicles, taxis and pedal cycles only, to maximise their effectiveness. Taxis should normally be allowed in bus lanes unless there are operational reasons not to, such as where they could cause undue delay to buses and/or on high frequency bus routes. Where Selective Vehicle Detection is in operation it will generally not be possible to allow taxis to use bus priority measures. Pedal cycles may use bus lanes unless there is a particular safety issue.**

*Target 2d: Achieve a reduction in response times for emergency vehicles of 10% by 2024/25 on corridors where bus priority measures have been introduced*

- f) **Ensure that all that all bus priority infrastructure and the associated highway is maintained to a high standard.**

**Ambition 3: Fares must be better value and simpler**

***Commitment 3: We will make ticket options easier to understand and improve the affordability of bus travel across Hampshire, but we will do this in a way that grows demand without undermining the viability of services. We commit to initiatives that will greatly simplify and reduce the complexity of tickets and fares, developing tap-on tap-off capped fares as the centrepiece of a clear, ticketing strategy that provides bus customers with improved clarity on fares and better value for money.***

- a) We will deliver tap-on tap-off readers and related technology upgrades on all of the bus fleet operating timetabled local bus services in Hampshire, so that current Tap-On Tap-Off capped fares trials can be expanded to cover all of Hampshire. This would be an important first step towards offering a simpler range of single-operator bus fares that are priced attractively (with daily and weekly ticket fare capping in place) to meet the different travel needs of different kinds of bus passengers recognising that not everyone is a frequent bus user.

*Target 3a: Install tap-on tap-off card readers on every bus and offer capped daily fares within each bus operators' own operating area by autumn 2022.*

- b) Tap On / Tap Off contactless single operator daily and weekly ticket capping is already possible, and will be provided once buses are fitted with a second reader. Multi-operator capping will follow once back office systems (developed by the bus industry through the DfT's 'Project Coral') are complete. Fare capping will help to make fares much simpler and easier for customers to understand.
- c) We will work to harmonise the upper age limit for child fares across all bus operators, (recognising that for areas of high cross-boundary bus travel, differences may need to remain to achieve local harmonisation within such bus operating areas).

*Target 3b: Develop a consistent upper age limit for child fares common to all main bus operators for each bus operating area (subject to reaching agreement with neighbouring LTAs) by Autumn 2023.*

- d) We will work towards a regional discounted travel product for younger people (16-21).

*Target 3c: Deliver a discounted travel product for young people (16-21), with delivery through external funding to kick start the programme, by autumn 2023.*

- e) We will develop tools, videos and materials that help prospective bus passengers, particularly young people, to understand how easy it is to use bus services, so as to break down perceived barriers that deter bus usage and help promote a positive image for bus use.

*Target 3d: Develop a 'how to use the bus' awareness and information programme aimed at teenage children and young people, jointly with bus operators, to help promote and explain what travel by bus entails in simple easy to understand steps, by autumn 2022.*

**Ambition 4: There must be seamless, integrated local ticketing between operators and this should be across all types of transport**

***Commitment 4: We will improve the range of Solent Go multi-operator bus/ferry ticketing products covering the [South Hampshire area](#) including Southampton and Portsmouth (using the new Mobility as a Service platform) to meet the needs of customers, both through new markets arising from the pandemic, more use of technology and continuing integration to other modes (public bike and e-scooter hire schemes and passenger rail services). In other areas of Hampshire where there is overlap between operators, we will work with local bus operators to identify suitable joint ticketing arrangements.***

- a) We will build on the existing Solent Go smartcard family of ticketing products that offer multi-operator combined bus and ferry tickets (including recently introduced carnet tickets that give customers discounts on bundles of 5 one-day tickets), by developing additional integrated ticketing products through the Solent Go Mobility as a Service platform. These new products include:
- i. new zonal tickets for Southampton and Portsmouth city regions that will cover cross-boundary public transport trips;
  - ii. new ‘hopper’ tickets to allow multiple trips in 60-minute period across operators;
  - iii. provide discounted Solent Go ticket products to jobseekers; and
  - iv. Expand Solent Go to also cover local rail services operated by South Western Railway (subject to Train Operating Company agreement).

*Target 4a: The five new Solent Go ticketing products referenced above to be available via the Solent Go Mobility as a Service platform, operators websites, operators apps and promoted by HCC, Southampton and Portsmouth City Councils and bus and ferry operators across South Hampshire and the two cities by early 2022.*

- b) We will identify all areas in Hampshire where the lack of inter-available tickets, reduces the journey opportunities for bus passengers and where this can result in a premium being paid for travel. For each of these locations we will work with the local bus operators to identify joint ticketing arrangements or resolve this through multi-operator capped ticketing delivered through Project Coral.

*Target 4b: To identify all locations in Hampshire where there are not fully inter-available tickets by March 2022 and develop a strategy to provide passengers with a solution by March 2023.*

- c) We will review the need for fully-integrated ticketing across bus, rail and ferry across Hampshire to help inform whether there is demand for such a ticket to be introduced, or whether the existing offer of Solent Go (covering South Hampshire) and Plusbus tickets elsewhere is sufficient for users’ needs.

*Target 4c: To work closely with major bus, rail and ferry operators to investigate the demand and opportunity for further integration of tickets across all modes by October 2022.*

**Ambition 5: Service patterns must be integrated with other modes**

***Commitment 5: In extending the reach of bus services beyond current service patterns, we commit to ensuring that new early morning, evening and weekend services link in effectively to rail and ferry services and that mobility hubs are designed and located so as to encourage and enable easy onward travel by bus.***

- a) Good two-way integration between bus, National Rail and ferry services is key to getting people to choose public transport for their whole journey. Within the main urban areas of Hampshire, bus-rail and bus-ferry integration is already very good, with bus services operating via station forecourts and ferry terminals (for local ferries linking Gosport and Portsmouth). In extending the reach of bus services to cover early morning, later evening and additional weekend services, consideration will be given to enabling reliable connections with rail services, recognising the needs of bus users travelling to other town centre destinations so these people are not inconvenienced as a result.
- b) With significant changes in the way many people work and changing shift patterns, buses have an important role to play in getting people to employment. We will work to ensure bus services operate to align with demand of key workers at hospitals etc and investigate opportunities for buses to operate via business parks and major employment areas where this currently is not the case.
- c) Learning from experience gained through TCF projects, HCC will work to deliver new mobility hubs at key interchange locations such as rail and bus stations within urban areas and village centres in rural areas, to provide a range of smart mobility, commercial and employment services tailored to the needs of that area (which could include EV charging points, remote delivery lockers, e-bike/ e-scooter hire, secure bike storage and collaborative workspaces that can be used for remote and flexible working) in one place, so as to improve the attractiveness and convenience of sustainable mobility relative to the private car.

*Target 5a: That all new Local Mobility Hubs and community services hubs developed by HCC and partners are designed in a way that encourages and enables increased levels of travel by bus. This will be monitored by annual surveys of hub users to understand numbers of people using facilities and making onward travel journeys by bus from hubs.*

**Ambition 6: The local bus network is presented as a single system that works together, with clear passenger information**

***Commitment 6: We commit to ensuring that the local bus network is presented as a single system that works together, with clear passenger information. We will achieve this by:***

- a) Building on the Back to Bus Covid-19 recovery industry-wide marketing initiatives, we will carry out joint multi-operator marketing initiatives to actively market and promote use of the bus as a travel mode, as a complementary overlay to operators' own marketing and promotional campaigns. As part of this joint marketing, HCC will fully support these joint campaigns via its' own social media and other communication channels.

- b) **Bus operators for their route networks in Hampshire will include bus services provided by other operators that complement or serve the same radial corridors as their own bus service networks on their town network bus maps to make clear the additional journey opportunities available by bus from using local bus services.**

*Target 6a: By March 2023 all publicity material produced by the local authority and bus operators will clearly indicate other operators' services within the relevant area.*

- c) **There are some locations where more than one operator uses the same service numbers on different routes running in the same area (e.g. Fleet, and Winchester.) We will identify these locations and look to amend service numbers where appropriate to provide clarity for passengers.**

*Target 6b: We will identify all locations with common route numbers and agree a strategy to amend these where appropriate by March 2022.*

- d) **HCC will seek funding from new developments and from Bus Back Better to deliver a rolling programme of providing real-time information screens at bus stops to help provide customer reassurance and confidence in bus arrival times. We will look to install 100 new or upgraded real time units and approximately 200 new real time units in bus stop flags by March 2025.**
- e) **HCC and operators will work together to deliver co-ordinated bus timetable changes, so that these happen at the same time of year within each depot operating area. Emergency timetables in response to roadworks, tendered services to third parties other than HCC or Boroughs and Districts – such as UniLink (which have different vacation and term time timetables) and Park and Ride contracts or other services for schools, colleges or private bus contracts would be exempt from this.**

*Target 6c: By April 2022 two windows per year will be identified within each local bus market area when timetable changes (other than emergency timetables, those services operated under contract such as school/ university related services and seasonal summer uplifts) are made e.g. September/ October and March /April - and this will be publicised by both the local authority and operators.*

- f) **Operators commit to share the information on these changes with sufficient lead-in time needed to ensure that HCC can ensure information can be publicised and accurate feeds are in place for real time information and Traveline journey planning information.**

*Target 6d: By April 2022 operators will commit to provide full details of all scheduled service changes 28 days prior to their introduction, and that they will update all at stop printed information, where it is provided, by the day of the change. The local authority will ensure that this is publicised on the HCC website and Traveline a minimum of 14 days prior to the introduction of service and is included in real time feeds from the day of operations.*

### **Ambition 7: Modern buses and decarbonisation**

***Commitment 7: We commit to providing customers with a modern bus fleet with a high-quality on-bus environment that meets their needs and to working towards decarbonisation. We will:***



- a) Ensure that we provide next stop audio visual announcements and USB charging points on every bus by 2025 to help improve the bus travel experience for customers.
- b) Ensure that all buses that operate in Clean Air Zones are compliant with Euro VI or better emissions standards for NO<sub>2</sub> as soon as possible and that services operating in the Blackwater Valley, Basingstoke, Winchester and Andover meet this standard by March 2025, provided funding for retrofitting vehicles is secured, and that remaining vehicles operating in remaining parts of Hampshire meet this standard by March 2028.
- c) Work towards realising the targets set by the three largest bus operators in Hampshire - Stagecoach, First Bus and Go-South Coast - to achieve a fully zero-emission bus fleet by 2035, including giving full support to the current Portsmouth and Southampton ZEBRA bids.
- d) First Bus, who operate extensive networks of bus services in the Southampton and Portsmouth travel to work areas have pledged not to purchase any new diesel buses after December 2022.
- e) Work with Xelabus to fully decarbonise all their bus services in Hampshire by 2030 and all other operators of HCC tendered bus services by 2035.

*Target 7a: To ensure that the large local bus operators deliver on their decarbonisation commitments and by April 2022 develop a programme to support local bus operators in their current and future bids for ZEBRA funding to enable them to decarbonise their own fleets.*

*Target 7b: HCC will develop a minimum Euro VI emissions specification to include within all future tenders for supported services, and work towards a requirement for zero emission vehicles in all tenders to become the norm by 2030.*

**Ambition 8: Give bus passengers more of a voice and a say (and bus services should also be safe and perceived to be safe by all)**

***Commitment 8: We commit to working to meet and exceed the needs and expectations of bus passengers in Hampshire and give them a stronger voice. We will:***

- a) Produce a Hampshire Bus Customer charter for all bus services operating in the county that sets out clear provisions on punctuality, vehicle cleanliness, proportion of services operated, information and redress.

*Target 8a: To introduce a new Customer Charter covering all bus services in Hampshire by September 2022.*

- b) Fully support other pro-passenger initiatives provided by operators such as their dedicated phonelines for passengers to contact if their service doesn't turn up and explore scope for a delay repay system.
- c) We will work with Bus Users UK towards establishing a Hampshire Bus Users Forum, which will provide a forum for bus passengers to set out areas of the passenger experience that operators need to prioritise.

*Target 8b: Establish a Hampshire Bus Users Forum by April 2022 which will discuss and give feedback on punctuality, vehicle cleanliness, proportion of services operated, information and redress.*

- d) **We will work with operators to increase the proportion of buses operating in Hampshire with on-board CCTV.**

*Target 8c: Ensure all buses operating by First Bus, Go-South Coast and Stagecoach in Hampshire have on-board CCTV by December 2023 and all operators by December 2026.*

- e) **We will ensure that all bus shelters are maintained to a good standard of upkeep regardless of ownership. We will also ensure that all future upgrades and improvements to bus shelters incorporate appropriate levels of lighting and will work with Boroughs and Districts so that where possible, well-used stops in town centre locations are covered by CCTV systems.**

*Target 8d: Work with Parish Councils and District/ Borough Councils to ensure maintenance regimes are in place for the upkeep of all bus shelters in the county by December 2022.*

- f) **We know that safety and security does not start and finish when people get on and off buses. We will therefore work within the local authority and through discussions with bus users, to identify walking routes to key bus stops and ensure that they are direct, safe, accessible and well lit.**

*Target 8e: Work with Parish Councils and District/ Borough Councils to invest in measures to improve walking routes to and from bus stops where safety and security issues are identified.*

- g) **We will develop closer partnership working with the Police and Neighbourhood Watch groups in areas with high incidences of anti-social behaviour and crime to help bus passengers feel safer whilst waiting at or travelling to and from bus stops on foot.**

#### **Ambition 9: More 'socially necessary' and demand-responsive services**

***Commitment 9: We commit to fully support bus operators as they seek to respond to challenges of short-term inflationary pressures and the need to increase revenues by attracting back customers who have stopped travelling by bus during the pandemic. This may require some form of short-term targeted revenue support, to retain current frequencies in order to provide a strong platform for achieving our shared ambitions for long-term sustainable passenger growth. Alongside this, we will trial innovative and value for money approaches to meeting the public transport travel needs of rural areas that cannot be viably served by conventional timetabled bus services through the Hampshire DRT Challenge Fund.***

- a) **Currently, bus passenger demand in Hampshire has recovered to between 60-73% of pre-Covid levels. In the short term, operators are facing inflationary pressures which the reduced levels of farebox income is likely to be insufficient to address. There is considerable uncertainty about the rate at which passenger numbers will continue to recover during the course of 2022 and potentially beyond. Therefore, some form of targeted short-term revenue support is likely to be required in order to safeguard bus service frequencies on routes where passenger numbers are recovering at a slower rate and in order to avoid the need for above inflation fare increases which would run counter to Commitment 3. Such targeted and time-limited support would help to put our bus network in a strong position to subsequently realise our shared ambitions for long-term sustainable bus passenger growth.**

- b) We will seek Bus Back Better funding to secure revenue funding to deliver new or improved bus services where these meet a strong community economic or social need, where such services have reasonable prospects of becoming commercially viable in their own right by the end of the funding period. We will endeavour to set tenders at a level that will enable operators to commit to invest in high quality vehicles. We will also expect our operators to provide an appropriate level of support, that would see the subsidy profile reduce over time to demonstrate our shared ambition and commitment to commercially viable services.

*Target 9a: Agree set of criteria and design a demand prediction tool for funding new socially and economically necessary bus services and subject to securing BBB revenue funding, tender for these by October 2022.*

- c) We will encourage private sector innovation and community-led bottom up solutions to meet the travel needs of rural areas effectively via the Hampshire DRT Challenge Fund. The creation of the Challenge Fund will allow for schemes of varying designs and scales to be trialled to enable us to respond to the individual needs of a range of rural communities. We will explore the potential of innovative use of Section 106 funding for rural areas where there is evidence that DRT could be more appropriate than conventional bus. Through this mechanism, we will seek to identify DRT models with the most chance of commercial viability.

*Target 9b: Run rounds competitive bidding for DRT Challenge Fund each September where each successful scheme would receive sufficient funding for a two year period and hold annual lessons learned reviews from each project that receives funding.*

- d) We will develop stronger relationships within different departments of HCC with an interest in transport provision and with the NHS and Clinical Commissioning Groups (CCGs) and Boroughs and Districts, in order to develop a more strategic and holistic approach to transport provision. We will seek to identify where journey duplication exists through multiple commissioners and promote more efficient and joined up approaches for meeting the transport needs of home-to-school transport, Dial-a-Ride, community transport, hospital-related transport and adult social care transport to make better use of available vehicle resource and spending power for contracted services. We will aim to reinvest any capacity this process releases back into improving the availability and efficiency of socially and economically necessary transport.

*Target 9c: To complete a transport services expenditure mapping exercise for all contracts and services provided by HCC and Districts and Boroughs by March 2023, and develop an action plan to achieve cost efficiency savings by September 2023.*

- e) We will revise how we will tender contracts, moving towards longer contracts (within procurement regulations) so as to help achieve consistency in quality across supported 'socially necessary' services and to help provide enough certainty for the operators of these services to be able to invest in newer, cleaner vehicles.
- f) We will look to reduce the number of longer journeys that need to be made from rural communities by championing the introduction of mobility hubs funded through the private sector and owned within local communities to better connect communities and enable seamless interchange points.

*Target 9d: To redesign our approach to mobility hubs to be relevant and appropriate to rural areas, engage with the private sector and local communities to allow for a financially viable model to be developed and monitor the impact of hubs.*

- g) We will seek to promote improved mobility within rural areas of Hampshire by working in partnership with private sector micro-mobility / demand responsive transport providers in addition to the voluntary sector. We will firstly seek to develop first mile last mile solutions suitable for rural areas. Where these are not viable, we will seek to bring together local communities and community transport operators to explore the opportunities for smaller minibus sized vehicles to provide services. These will allow passengers to connect onto commercially viable bus services and rail / ferry services promoting the availability of economically necessary journeys within rural communities and reducing transport poverty.

*Target 9e: To, funding dependent, work with providers to trial first mile last mile options and other community transport solutions connecting communities around our market towns and monitor the impact of these on rural connectivity and ridership.*

- h) We will seek to utilise the latest technology to ensure our services are as flexible and accessible as possible. We will ensure that rural residents have access to the same Real Time Passenger Information that their urban counterparts have through the provision of a RTPI app increasing confidence in the reliability and the sense of safety whilst using less frequent services. We will bring new technology to our taxishare and community transport services which enable smarter scheduling capabilities for community transport and a more flexible offer to passengers for taxi share services.

*Target 9f: To provide and promote a RTPI App specifically to rural residents from April 2022 and introduce new and improved technological solutions to HCC supported community transport services and taxishares by April 2023.*

- i) In areas where we plan to invest in bus services, we will seek Bus Back Better funding to establish a fund to improve rural infrastructure to enable rural residents to have better access to their bus services and feel safe whilst using them. We will work with the local communities who own Hampshire's rural bus shelters to encourage them to make improvements through our Framework.

*Target 9g: To improve the accessibility and perception of safety of public transport infrastructure in rural areas where investment is made to local bus services.*

### **Ambition 10: Longer term transformation of networks through Bus Rapid Transit and other measures**

***Commitment 10: We commit to preparing plans and funding bids to secure investment to enable the longer term transformation of networks through delivery of Bus Rapid Transit and other significant measures. We will:***

- a) Develop a high-quality, distinctive Bus Rapid Transit offer for the flagship urban bus corridors in Hampshire (and across boundaries into adjacent LTA areas) where operators have identified the strongest passenger growth potential.

*Target 10a: Each BRT system developed will be bespoke to the local area. The local authority commits to developing a suite of targets, aligned with the ambition outlined in Section 3, which is relevant for each specific corridor as an integral*

*part of the development of each BRT Scheme (list BRT Schemes to be developed).*

- b) **Work with Local Planning Authorities to align transport planning and town planning work more closely, developing new standards and guidance to ensure that new housing developments are built in locations that are straightforward and commercially viable to serve well by extending existing local bus services and are future-proofed, with layouts that make it easy to operate a bus service through them and that these are accessible with walking distances to the bus route minimised.**

*Target 10b: We will embed stronger public transport accessibility tests into development planning processes and will facilitate developers to better engage with their local bus at the pre-application and pre-master-planning stage. Bus operators will be a statutory consultee on all planning applications involving >50 new dwellings and new office or retail floorspace. A new set of standards as to the expectation of a minimum standard of provision of infrastructure and bus services that will be required for different sizes of new development will be developed in partnership with developers and local planning authorities by September 2022. In discussions with LPAs and developers there will be a strong focus on enhancing the existing bus network first rather than developing new dedicated services, to maximise the wider community benefit.*

- c) **Work pro-actively to ensure that HCC and bus operator efforts to improve the quality and attractiveness of bus services are not diminished or weakened as a result of policies the parking strategies of Districts and Boroughs, working with lower tier authorities to seek to annually benchmark the cost of parking in main urban centres so this is aligned with the cost of travel by bus and that this becomes a consideration that informs District and Borough decision making regarding increases in the cost of town centre parking charges.**
- d) **In order to realise the full benefits of BRT and a revised parking strategy some form of car restraint may be needed if buses are going to lead the change in culture advocated by Government towards use of cars and public transport. This is not something Hampshire County Council can lead alone as it needs a coordinated approach from central Government, but the authority is committed to working positively with Government in this area of policy.**

#### **4.3 – A Level of Government funding commensurate with our level of ambition is required to deliver a better Hampshire bus network**

Hampshire County Council and local bus operators are very excited about delivering the plans set out within the Hampshire BSIP. The delivery plans outlined above are very ambitious and wide ranging, fully addressing the ten DfT ambitions set out in the BSIP guidance. The County Council and our local bus operator partners are fully committed to delivering and meeting the challenge set by Government. However, to achieve everything sets out here will require significant levels of investment, we will only be able meet the aspirations set out here if sufficient funding is made available by Government to the local authority and our partners.

The ambition above and associated targets have been developed, assuming that everything in this BSIP is funded and the minimum level of funding needed to achieve each of them will be clearly set out in the EP. If the necessary funding is not made available then the authority will amend them, to be proportionate to the funding that is made available.

#### 4.4. Process followed to identify potential locations for new bus infrastructure

To deliver this level of ambition, we have been working with operators and other key stakeholders to identify the key interventions that are likely to be needed to reduce bus journey times and improve reliability. In terms of capital measures, we have obtained the bus priority infrastructure and other infrastructure 'asks' from bus operators for key corridors where buses experience delays. Over the coming months, these will be ranked into a provisional priority order along with other ticketing and fares equipment.

Appendix 1 sets out the full list of potential bus infrastructure options currently under consideration by HCC. It summarises the bus infrastructure 'asks' that have been proposed by bus operators and identifies those sections of the highway network where operators know that bus services are currently experiencing regular delays due to queuing traffic and congestion and the infrastructure solutions that operators are proposing should be considered as potential options for addressing these issues. The table includes a description of the location, the outcomes and suggested outputs and high level estimated costs of each infrastructure measures including bus priority infrastructure. The table also indicates which of the six different bus market areas the scheme is in.

HCC over the coming months will undertake a sifting and prioritisation process for the 'long list' of bus infrastructure proposals set out in Appendix 1, which will take the form of a feasibility assessment. This will consider physical highway space constraints and also the likely benefits based on the numbers of buses (and passengers) who would gain. For example, provision of a bus lane may not be warranted if the total frequency of buses using the road in the direction of the proposed bus lane does not exceed 6 buses per hour.

The capital measures along with revenue measures (including fares support, bus service support marketing and LTA costs) and policy measures (such as measures to improve the management and use of kerbside space, loading/ unloading and changes to the cost of car parking) are in the process of being prioritised and an outline funding ask for Hampshire will be submitted to DfT separately from the BSIP once this work has been completed.

We will also consider ticketing and other policy measures as part of the Enhanced Partnership process.

This list of proposed capital and revenue interventions will be further developed and consulted on widely as part of the preparation of our Enhanced Partnership Schemes.

## Section 5 – Reporting

HCC will publish a report every six months to show progress made against the targets set out in Table 7. As most targets have monitoring dates of either March or September of each year, to allow sufficient time for the collation, analysis of the data, and the writing up of BSIP monitoring reports, the progress reports will be published by the end of May and November of each year.

The reports will be published on the HCC website at this url:

[www.hants.gov.uk/passengertransport](http://www.hants.gov.uk/passengertransport)

FINAL DRAFT

## Section 6 – Overview table

Table 9 below summarises the key outputs of the BSIP and how it meets requirements set out in the Bus Back Better Strategy.

The purpose of this section is to give readers, including passengers and the Department, an overview of the commitments in the BSIP which HCC and operators, in conjunction with neighbouring LTAs and District and Borough Councils will work towards to improve local bus services.

**Table 9: Summary table of key BSIP outputs**

<b>Name of Local Transport authority:</b>	Hampshire County Council
<b>Franchising or Enhanced Partnership (or both):</b>	Enhanced Partnership
<b>Date of publication:</b>	31 October 2021
<b>Date of next annual update:</b>	31 October 2022
<b>URL of published BSIP:</b>	<a href="http://www.hants.gov.uk/passengertransport">www.hants.gov.uk/passengertransport</a>

Metric	Average recorded for 2018/19	Average recorded for 2019/20	BSIP Target for by end March 2025	Description of how each will be measured
Journey time	Figure being calculated	Figure being calculated	4% reduction	From monitoring of journey times on a sample of 34 representative bus routes (listed in Table 8). 4% reduction in average bus journey times by March 2025 and a 9% reduction by March 2030.
Reliability (bus punctuality)	80% (on all routes)	tbc	87% of services (in Table 8) on time	From monitoring of journey time reliability on a sample of 34 representative bus routes (listed in Table 8). 87% of services running on time by March 2025 then achieve 92% on time by March 2030.
Passenger Numbers	31.1	28.9	5% growth (over period Apr 2023-Mar 2025 from 2022/23 baseline)	Operator data on passenger boardings will be collated to produce monthly totals. These will be averaged to provide a 12 monthly average figure. Seeking to recover passenger numbers to pre-Covid-19 levels by March 2023 (from 80% in April 2022 to 100% by March 2023), then achieve overall 5% growth between April 2023 and March 2025. Will then look to achieve a further 10% growth in bus passenger numbers between April 2025-March 2030.
Average passenger satisfaction	88%	89%	94%	Annual surveys will be commissioned to measure customer satisfaction of a sample of bus passengers regarding different aspects of their bus journey.

Delivery – Does your BSIP detail policies to:	Yes/No	Explanation (max 50 words)
<b>Make improvements to bus services and planning</b>		
<i>More frequent and reliable services</i>		
Review service frequency	Yes	We will work closely with bus operators to seek to reduce their Peak Vehicle Requirement on bus corridors through bus priority measures. The buses that are freed up will be redeployed to improve



<b>Delivery – Does your BSIP detail policies to:</b>	<b>Yes/No</b>	<b>Explanation (max 50 words)</b>
		frequencies on those routes that have the strongest prospects to achieve passenger growth.
Increase bus priority measures	Yes	We are sifting and prioritising the proposals for bus priority provided by bus operators set out in Appendix 1. We will then develop a programme of investment in those measures that perform strongest. Alongside bus lanes, will include restrictions on on-street parking where this delays buses. Both bus lanes and TROs will be actively enforced.
Increase demand responsive services	Yes	We will explore and trial innovative solutions to meeting the transport needs of areas of Hampshire that it is not cost-effective to serve via conventional bus services.
Consideration of bus rapid transport networks	Yes	We will use BBB funding to expand on the TCF funded BRT and 'Rapid Bus' corridor improvements that are now being delivered in the Southampton and Portsmouth/South East Hampshire areas, and begin delivery of a mass rapid transit network for a number of main bus corridors in Basingstoke.
<i>Improvements to planning/ integration with other modes</i>		
Integrate services with other modes	Yes	Bus/rail and bus/ferry integration is already good. We will continue to invest in real time information and waiting areas to improve the offer and operators will ensure that waiting times for connections are minimised where possible.
Simplify services	Yes	Operators will work together to ensure maps and publicity show all services within a local bus travel area, including those of competitors. Where possible, timetable changes will be undertaken during the same months of the year.
Review socially necessary services	Yes	Operators need support as passenger numbers recover, and to address short-term inflationary pressures. Socially necessary services will provide good value for money whilst providing access to key services. Additional funding secured for service improvements will be carefully prioritised so as to share risk and enable services to become commercially viable.
Invest in superbus networks	Yes	HCC will invest to improve the quality of bus stops to offer an attractive waiting environment and expand provision of at-stop real time information, building on TCF investment underway.
<i>Improvements to fares and ticketing</i>		
Lower fares	Yes	Operators' existing range of products represents good value for money for regular bus users. Investment in 'Tap-on tap off' will help ensure that customers making multiple bus journeys do not pay more than the cap. Consistency in child fares and new Young Persons discounted fares are being pursued.
Simplify fares	Yes	'Tap-on tap off' will help make paying for bus travel simpler and easier for customers.
Integrate ticketing between operators and other public transport modes	Yes	New Solent Go smartcard multi-operator tickets being developed that cover South Hampshire will better meet travel needs of bus passengers making cross-boundary journeys and saving part-time workers money.
<b>Make improvements to the bus passenger experience</b>		

<b>Delivery – Does your BSIP detail policies to:</b>	<b>Yes/No</b>	<b>Explanation (max 50 words)</b>
<i>Higher spec buses</i>		
Invest in improved bus specifications	Yes	In recent years, bus operators have invested heavily in their bus fleets (new buses, on-board wi-fi and next stop audio visual announcements), which will continue.
Invest in accessible and inclusive bus services	Yes	In recent years, bus operators have invested heavily in their bus fleets. All are step free, and most of which can kneel to aid boarding and the newest vehicles have ramps. A significant proportion of bus stops have raised easy access cassette kerbs, and more will be rolled out.
Protect personal safety of bus passengers	Yes	The vast majority of buses have on-board CCTV. HCC will work with local councils to invest in improvements to walking routes to and from bus stops and ensure that street lighting is well-maintained.
Improve buses for tourists	Yes	Bus operators see seasonal tourist services as an important growth market. They will continue to invest in marketing these services to support car-free sustainable tourism.
Invest in decarbonisation	Yes	We will work hard to de-carbonise local bus services as quickly as possible, seeking funding through ZEBRA bids to facilitate this.
<b>Improvements to passenger engagement</b>		
Passenger charter	Yes	A Hampshire bus Passenger Charter will be developed by September 2022, setting out clear provisions on punctuality, vehicle cleanliness, proportion of services operated, information and redress.
Strengthen network identify	Yes	We will deliver joint-marketing initiatives that promote travel by bus on all Hampshire bus operators' services.
Improve bus information	Yes	We will ensure that online, app and at stop information is up-to-date and is clear and easy to understand.
<b>Other - Better land use planning and pricing of car parking</b>		
Bus friendly design of new developments	Yes	We will encourage Local Planning Authorities to locate sites for development in places that are easy to extend existing frequent bus services and ensure that internal layouts enable easy access by bus.
Cost of car parking	Yes	Work with Districts and Boroughs to seek to ensure that the cost of long-stay and medium stay car parking in town centres is higher than the cost of bus travel.

**Appendix 1: Proposed bus infrastructure measures suggested by First, Stagecoach & GSC for HCC consideration – NB. these are listed in order of descending bus frequencies and have yet to be put into priority order**

Category	Description of operator-proposed measure tabled for further HCC consideration	Number of buses per hour	Local Bus Market Area	Outcome	Output	Capital/ Revenue	Estimated Cost (£)
All	Enlarge & reconfigure Fareham bus station to provide drive-in / drive-out bus bays	50+ bph	Portsmouth & SE Hants	Faster journeys	Improved bus station	Capital	tbc
All	Dedicated bus lane to enter Eastrop roundabout for all buses exiting from Basingstoke Bus Station with priority	44 bph	Basingstoke	Faster journeys	Quicker egress from bus station	Capital	tbc
All	Improve phasing of signalling for existing bus priority exit from Silver Hill to St Georges St	28 bph	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Dedicated bus only left turn lane onto Elm Lane from Park Road North, Havant to avoid traffic lights	23 bph	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus lane on approaches to Bedhampton Rdbt (junction with A3(M))	16 bph	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Extend DYs on EB side of Bedhampton Hill from Maylands Rd – Bedhampton Hill Spur	16 bph	Portsmouth & SE Hants	Faster journeys	Traffic management	Capital	tbc
Flagship	Improved bus priority signalling at B2149/ B2150 Junction, Bedhampton	16 bph	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
All	Traffic signal phasing improvements on Station Hill for EB Station Hill bus only link, Winchester	16 bph	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus only link from Alencon Link direct to Basing View	16 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Remodel central Crookhorn bus stops on Crookhorn Lane to avoid buses having to leave main highway	16 bph	Portsmouth & SE Hants	Faster journeys	Remove Bus stop laybys	Capital	tbc
Flagship	Improved signalling exiting Kingsmead to Victoria Rd plus repositioning of island	14 bph	Blackwater Valley	Faster journeys	Bus priority measures	Capital	tbc
Core	Bus lane at end of Bucks Ln to Worting Rd rdbt and continuing to W Ham rdbt	14 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus priority and signalling at north and south approaches/exits to Langstone Roundabout	14 bph	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc

Category	Description of operator-proposed measure tabled for further HCC consideration	Number of buses per hour	Local Bus Market Area	Outcome	Output	Capital/ Revenue	Estimated Cost (£)
Flagship	Bus lane from Battery Hill - Chilbolton Ave on B3040 Romsey Road, Winchester	14 bph	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Eastbound bus lane on Romsey Road, between Upper Market Street and Twyford Road roundabout, Eastleigh	14 bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Improved signalling to speed up departure from Asda superstore, Bedhampton	12 bph	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Make Jewry St northbound one way street a bus only road between St. George's St and City Road, Winchester	11 bph	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Parking restrictions Westbrook Grove and Woodlands Grove, Purbrook	10 bph	Portsmouth & SE Hants	Faster journeys	Traffic management	Capital	tbc
Flagship	Bus lane from Aldermaston Rd roundabout continuing along Kingsclere Rd to town	10 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Core	Parking, loading restrictions in Alton High Street - bus lane and two-way operation	10 bph	Rural (Alton)	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus gate on Southgate Street northbound, Winchester	9 bph each way	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Stoke Road, Gosport – make bus only or contra flow bus lane scheme through removal of 50% of on-street car parking.	8 bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures, Traffic management	Capital	tbc
Flagship	Redesign junction from Purbrook Way to Crookhorn Lane to aid bus movement, Purbrook	8 bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	St.Thomas' Road & Gordon Road – TROs to reduce level of on-street parking	8 bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Extend existing Eclipse BRT busway from Redlands Lane to Fareham Rail station	8 bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus bypass on Fort Brockhurst roundabout	8 bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Winchester Rd/Sarum Hill/New St junction bus priority signalling and highway remodelling	6 bph each way	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship/ Core	Bus improvements at Castle Street Roundabout, Portchester	7bph each way	Portsmouth & SE Hants	Faster journeys	Bus priority measures	Capital	tbc

Category	Description of operator-proposed measure tabled for further HCC consideration	Number of buses per hour	Local Bus Market Area	Outcome	Output	Capital/ Revenue	Estimated Cost (£)
Core	Worting Road/Churchill Way West - bus lane with priorities at roundabouts from Worting Rdbt to Victory Rdbt	7bph each way	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Victoria Road - extend bus lane from bus stop to Clock House roundabout, Farnborough	7bph each way	Blackwater Valley	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Ham & Blackbird Roundabout - Priority signal from rdbt onto Farnborough Road	6bph each way	Blackwater Valley	Faster journeys	Bus priority measures	Capital	tbc
Flagship	St Albans Roundabout - Increase lanes at n/bound approach with turn left and buses lane. Introduce bus priority at southern approach to St Albans roundabout	6bph each way	Blackwater Valley	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Queen's Ave/Redvers Bullers Rd Rdbt - bus lane from Napiers Gdns bus stop up to junction	6bph each way	Blackwater Valley	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Reconfigure Cricketers Way to River Way SB Bus link to operate as 2 way	6bph each way	Andover	Faster journeys	Bus priority measures	Capital	tbc
Core	Bus gate on Chesil Street, northbound, Winchester	6bph each way	Winchester	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus Lane from Merton Rise to Aldermaston Rd rdbt/Popley Way	6 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus lane on Winchester Road between Brighton Hill rdbt and Winchester Rd rdbt	6 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus lane on top half of Wade Rd plus priority at signals (in/out of Wade Rd)	6 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Bus only link across from the end of Wade Road into Chineham Centre	6 bph	Basingstoke	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Traffic signals at Southampton Road/ Derby Road junction, Eastleigh.	6bph each way	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Other	Additional bus stops at southern end of High Street, Lymington by removing parking and loading bays and create bus stops near to Tesco and Quay.	6 bph	Rural Hampshire	Improved customer experience	New bus stops, traffic management	Capital	tbc
Flagship	Bus Signal priority at Fair Oak Road/Sandy Lane junction	5bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc

Category	Description of operator-proposed measure tabled for further HCC consideration	Number of buses per hour	Local Bus Market Area	Outcome	Output	Capital/ Revenue	Estimated Cost (£)
Flagship	Shakespeare Rd, Popley - Parking bays for cars to eliminate on-street parking/ revised parking restrictions	5bph	Basingstoke	Faster journeys	Traffic management	Capital	tbc
Flagship	Remove on-street parking on Whitefield Road, New Milton	4bph each way	Bournemouth TTWA (cross boundary)	Faster journeys	Traffic management	Capital	tbc
Flagship	Southbound bus lane between Boyatt Lane and M3 J12 roundabout, Otterbourne Hill.	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Northbound bus lane in lead up to Hocombe Road roundabout, Winchester Road, in Chandlers Ford	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Southbound bus lane between Kings Road and Leigh Road on Winchester Road and bus signal priority at Bournemouth Road/Leigh Road junction, in Chandlers Ford	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Southbound bus lane between Westfield Road and ASDA roundabout, Bournemouth Road, in Chandlers Ford.	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Southbound Bus lane between Birch Road and A27 roundabout and between A27 roundabout and Chilworth roundabout, in Chilworth	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Flagship	Fair Oak Road, need signal priority for buses turning right onto Eastleigh Road, Bishopstoke	4bph	Southampton TTWA	Faster journeys	Bus priority measures	Capital	tbc
Core	A3025 - Manor Close - Portsmouth Road bus only link, Lowford	4 bph each way	Southampton TTWA	Faster Journeys	Bus priority measures	Capital	tbc
Flagship	Bus lane on A30 from J7 M3 Winchester Rd to Winchester Rd rdbt	4bph each way (new route to serve new hospital)	Basingstoke	Faster Journeys	Bus priority measures	Capital	tbc
Core	Bus Lane on A326 on approach to Goodies roundabout leading into Ringwood Road	4 bph each way	Southampton TTWA	Faster Journeys	Bus priority measures	Capital	tbc

Category	Description of operator-proposed measure tabled for further HCC consideration	Number of buses per hour	Local Bus Market Area	Outcome	Output	Capital/ Revenue	Estimated Cost (£)
Flagship	Bus stop infrastructure and carriageway surface improvements at Waterlooville precinct	3bph each way	Portsmouth & SE Hants	Improved waiting environment	New bus shelters, smoother ride	Capital	tbc
Core	Double yellow lines on South Street, Titchfield to reduce on-street parking	2bph each way	Portsmouth & SE Hants	Faster journeys	Traffic management	Capital	tbc
Core	Bus lane on Andover Road approach to Carfax junction & signalisation of Worthy Lane junction	2bph (4-7bph soon)	Winchester	Faster journeys	Traffic management	Capital	tbc
Core	Bus priority measures Hedge End-West End-Chartwell Green	2 bph each way	Southampton TTWA	More reliable journey	Bus priority measures	Capital	tbc
Core	Southbound bus lane on Rownhams Road between Rownhams Lane and Fleming Avenue, North Baddesley	2 bph each way	Southampton TTWA	More reliable journey	Bus priority measures	Capital	tbc
Core	Remove on-street parking and restrict loading times for loading bay Salisbury Street, Fordingbridge	2 bph each way	Rural Hampshire	Faster journeys	Traffic management	Capital	tbc
Other	Bus gate The Square, Petersfield	2 bph each way	Rural Hampshire	Faster journeys	Bus priority measures	Capital	tbc
Other	Remove parking and chicanes Ramley Road, Pennington	2 bph each way	Rural Hampshire	Faster journeys	Traffic management	Capital	tbc
Other	Bus lane on Charles Watts Way, between M27 junction 7 roundabout and Kanes Hill roundabout, Hedge End	1bph	Southampton TTWA	More reliable journey	Bus priority measures	Capital	tbc
Other	Bus lane on Templars Way eastbound, in lead-in to junction with Bournemouth Road roundabout	1 bph	Southampton TTWA	More reliable journey	Bus priority measures	Capital	tbc

FINAL DRAFT



## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Economy, Transport and Environment
<b>Date:</b>	28 October 2021
<b>Title:</b>	Bus Priority Enforcement Policy and Practice
<b>Report From:</b>	Director of Economy, Transport and Environment

**Contact name:** Tania McCarthy

**Tel:**

**Email:** tania.mccarthy@hants.gov.uk

### Purpose of this Report

1. The purpose of the report is to seek approval for the adoption of the Countywide Bus Priority Enforcement Policy document and commence with the introduction of civil enforcement of vehicle contraventions pertaining to bus priority measures.

### Recommendations

2. That the Executive Lead Member for Economy, Transport and Environment approves the adoption of the Countywide Bus Priority Enforcement Policy attached to this report in Appendix 1 to enable the commencement of the civil enforcement of vehicle contraventions pertaining to bus priority measures.
3. That the Executive Lead Member for Economy, Transport and Environment approves the appended draft Code of Practice referred to in the Countywide Bus Priority Enforcement Policy and delegates authority to the Director of Economy, Transport and Environment to make minor amendments and updates as necessary to both documents in consultation with the Executive Lead Member for Economy, Transport and Environment.

### Executive Summary

4. This paper seeks approval and adoption of the Countywide Bus Priority Enforcement Policy document for Hampshire County Council which provides the framework to commence with the introduction of civil enforcement of vehicle contraventions pertaining to bus priority measures. This will ensure that there is a clear and consistent policy position and approach to the enforcement of bus priority measures both for existing and future bus priority provision.
5. The Bus Priority Enforcement Policy sets out the context for bus priority enforcement, the outcomes and outputs expected, and how bus priority enforcement will be implemented, delivered, and operated. The governing principles for bus lane enforcement are:

- enforcement should take place where there is an established case or policy need for it, e.g., where there is frequent non-compliance with restrictions backed by legal traffic regulation orders that delay bus services, or in support of a development access strategy;
  - enforcement activity and practice (including fees and charging rates) shall comply with the relevant legislation, and all equipment used will meet the relevant Type Approval as specified by the Department for Transport;
  - enforcement should aim to at least cover the revenue costs of operation and maintenance, or where this is not the case new sites should identify long term sources of funding to allow for the operation and maintenance of associated enforcement infrastructure; and
  - in the event that income exceeds the overall cost of enforcement in any given year, such income shall be allocated in accordance with the relevant legislation to support transport services in Hampshire.
6. To support investment to date and the future commitments to bus priority measures proposed in Hampshire’s Bus Service Improvement Plan (BSIP) and other government funded transport initiatives, including TCF, enforcement will help achieve local and national objectives of:
- reduced bus journey times;
  - less variability in journey times;
  - building confidence in public transport services and increased patronage;
  - widening the reach of bus services to traditional non-users;
  - supporting the safe and efficient operation of the transport network; and
  - improving highway safety with reduced bus priority contraventions.
7. Bus priority enforcement measures will be reviewed regularly. It is anticipated that contraventions will reduce over time and some sites may no longer be self-financing. For these sites, the County Council will need to consider the case for retention.

### **Contextual Information**

8. Currently, there are over 45 bus priority measures of various types in Hampshire to assist with the movement of buses. Infringements occur where bus priority measures are being used by vehicles not authorised to do so, which can be detrimental to bus services and other authorised vehicles for whom the facility was introduced. The infringement of such measures impacts on journey times and reliability, as well as compromising road safety.
9. The new National Bus Strategy ‘Bus Back Better’, sets out a vision for the future of bus services outside London. The Strategy calls on all Local Transport Authorities (LTAs) to publish Bus Service Improvement Plans (BSIPs) that support quicker and more reliable bus services. The strategy states that “Robust enforcement of traffic restrictions can bring benefits for buses through less congestion,” which will increase passenger confidence in using buses and support sustainable travel. A single passenger journey on public transport has approximately half the carbon impact of a car journey.
10. The County Council’s proposed BSIP approach to the delivery of the Government’s National Bus Strategy includes a commitment to future plans for

provision of bus priority measures, and enforcement of such measures will ensure greater compliance to restrictions which will see improved bus journey times, service reliability, passenger growth, and satisfaction.

11. The County Council's Local Transport Plan (LTP3) and emerging LTP4 support improved bus journey times and are aligned to the National Bus Strategy. Engagement on two core design principles for the future LTP4 has revealed strong public and stakeholder support for measures which make bus journeys easier, more predictable, safer and an attractive alternative to the private car.
12. To complement the Bus Priority Enforcement Policy, a draft Code of Practice (Code of Practice for the Operation of Bus Lane and Traffic Enforcement Cameras) sets out the objectives and the rules by which the system will be operated. This will ensure appropriate handling of private data, with fairness, confidentiality, and integrity issues managed in accordance with relevant guidance and legislation produced by the Department for Transport (DfT), including the Transport Act 2000.

### **Legal**

13. The legal powers to introduce bus lane enforcement are included in the Transport Act 2000 and supported by a statutory instrument of November 2005 when the County Council was made an approved local authority for bus lane enforcement (for the purposes of Section 144 Transport Act 2000) by the Bus Lanes Contraventions (Approved Local Authorities) (England) Order 2005 (SI 2005/2755).
14. The County Council is an approved Bus Lane Enforcement Authority and has approval in principle to introduce bus priority enforcement following a decision by the Executive Member for Environment and Transport in 2017 as part of broader enforcement service provisions in the county.
15. In accordance with the Countywide Bus Priority Enforcement Policy document attached in Appendix 1, enforcement will utilise cameras for Automatic Number Plate Recognition (ANPR) and the Bus Lane Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005 (Statutory Instrument No. 2757) specifies the process by which the County Council can enforce restrictions.
16. Bus priority measures require Traffic Regulation Orders (TROs) to make them legally enforceable. TROs will be specific to the particular bus priority measure and will define all aspects, including permitted vehicles, hours of operation, access arrangements across the facility, and the extent of the restricted lengths of carriageway.

### **Finance**

17. The operational and maintenance costs of bus priority enforcement should not add to the County Council's revenue burden. All schemes should aim to cover their costs of operation, but exception to the cost recovery principle may be required on infrequent occasions. The County Council also currently makes significant revenue commitments to support public transport in the widest sense, which would be expected to be reduced as public transport becomes relatively more attractive with increased patronage, as effectively enforced bus priority measures improve journey time reliability and advantage.

18. For future planning applications considered after the issue date of this policy document, where there is a planning obligation to provide bus priority measures, the provision of such measures will be secured through the Section 106 agreement together with the necessary commuted sums to cover maintenance and operational costs in accordance with the County Council's commuted sums policy.

### **Performance**

19. It is anticipated that the level of contraventions will reduce over time. The reduction in contraventions will have a positive impact on bus journey times and service reliability which will be monitored through operational statistics that are readily available.

### **Consultation and Equalities**

20. In terms of equality impacts, there is a higher reliance on buses for commuting amongst particular sectors of the population: females, younger age groups (16–19-year-olds), part-time workers, those in manual occupations, and those on low incomes. 18.9% of households in Hampshire have no access to a car or van. In light of this, there is a need to support the most socially excluded residents who are disproportionately represented as bus passengers. Around one in three bus journeys in Hampshire are made by concessionary pass holders.
21. Improvements to public transport arising from bus lane enforcement will help enable public transport users to access essential services and lead independent lives for longer within their own communities and will therefore have a particularly positive outcome for younger and older people, women, and those from other protected groups who are more likely to be regular bus users.
22. The Bus Priority Enforcement Policy has been discussed with the bus operators, who are fully supportive of the proposed measures. The introduction of new Bus Priority measures will normally be subject to a Traffic Regulation Order, which has inbuilt consultation provisions within the process.

### **Climate Change Impact Assessments**

23. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

### **Climate Change Adaptation**

24. A climate change impact assessment will be carried out for each bus priority enforcement scheme as it is developed.

## **Carbon Mitigation**

25. A full Carbon Mitigation impact assessment will be carried out for each bus priority enforcement scheme as it is developed. By encouraging the use of bus services, the proposal to introduce bus priority enforcement will have a positive impact on carbon reduction because a single passenger journey on public transport has approximately half the carbon impact of a car journey.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
Countywide Civil Parking Enforcement Services	<u>Date</u> 14 Nov 2017
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
Date Transport Act 2000 (legislation.gov.uk)	30/11/2000
Traffic Management Act 2004 (legislation.gov.uk)	22/7/2004
The Bus Lanes (Approved Devices) (England) Order 2005 (legislation.gov.uk)	28/9/2005

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

In terms of equality impacts, there is a higher reliance on buses for commuting amongst particular sectors of the population: females, younger age groups (16–19-year-olds), part-time workers, those in manual occupations, and those on low incomes. 18.9% of households in Hampshire have no access to a car or van. In light of this, there is a need to support the most socially excluded residents who are disproportionately represented as bus passengers. Around one in three bus journeys in Hampshire are made by concessionary pass holders.

Improvements to public transport arising from bus lane enforcement will help enable public transport users to access essential services and lead independent lives for longer within their own communities and will therefore have a particularly positive outcome for younger and older people, women, and those from other protected groups who are more likely to be regular bus users.

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# **BUS PRIORITY ENFORCEMENT POLICY**

**July 2021**

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## **INTRODUCTION**

### **1.1. Background**

- 1.1.1. Hampshire County Council is the Highway Authority for all local roads within its administrative area and is also responsible for supporting public transport and community transport services that are not commercially viable.
- 1.1.2. Hampshire has over 45 bus priority measures within its administrative area to assist with the movement of buses. The infringement of such measures can impact on journey times, reliability and the attractiveness of bus services as well as introducing road safety issues.
- 1.1.3. If buses are to fulfill their potential in providing an alternative to the car within a sustainable transport system, they must be made attractive by being more efficient. A well-connected bus priority network with reliable journey times is an essential enabler for access to employment, health, retail, social, educational and leisure facilities, reducing carbon emissions and other negative impacts from transport.
- 1.1.4. To support previous and future investment in bus priority measures and make local bus services more efficient, enforcement is required to make best use of the bus priority measures that already exist. Enforcement of these measures is crucial for improving bus journey times and reliability, make buses an attractive alternative transport mode to the car and to support wider policy objectives.
- 1.1.5. The County Council's Bus Priority Enforcement Policy will be subject to regular review with amendments being added to the Policy as and when required. This will enable bus priority enforcement to be commissioned and operated in a clear and consistent manner through the County.

## **POLICY**

### **2.1. Context**

- 2.1.1 The County Council has approval in principle to introduce bus priority enforcement in Hampshire following a Decision made by the Executive Member for Environment and Transport in November 2017.

- 2.1.2 On 15 March 2021 the Government published England's first National Bus Strategy 'Bus Back Better'. It sets out a vision for the future of bus services outside London and how they will be delivered through either formal partnership arrangements between local transport authorities and bus operators, or through franchising. The strategy contributes significantly to Hampshire County Council's policy objectives of transport decarbonisation and improved air quality. Achieving carbon neutrality will be aided by a shift to greener public transport.
- 2.1.2. The Strategy calls on all local transport authorities to provide more support to enable bus services to be quicker and more reliable. The strategy states that "Robust enforcement of traffic restrictions can bring benefits for buses through less congestion" which will increase passenger confidence, people will use buses more and this will support the objective of promoting the bus as an alternative sustainable travel method. A single passenger journey on public transport has approximately half the carbon impact of a car journey.
- 2.1.3. The strategy further supports the implementation of complementary bus priority measures stating that any future funding provided by the Department for Transport (DfT) for new road investment will be expected to include these measures. Government sees implementing these measures as a way to improve bus services by making them quicker, more reliable and cheaper to run. There is a strong economic case for supporting the development of a stronger local bus network. Investment by the public sector in infrastructure measures to improve bus services levers in additional private sector investment from the bus industry.
- 2.1.4 The County Council's Local Transport Plan (LTP3) and emerging in LTP4 supports improved bus journey times and is aligned to the National Bus Strategy. Engagement on two core design principles for the future LTP4 has revealed strong public and stakeholder support for measures which make bus journeys easier, more predictable, safer and an attractive alternative to the private car.

## 2.2. Objectives and outputs

- 2.2.1. The main objective is to make buses faster and more reliable in furtherance of a range of important outcomes as set out in the national and local policy background. This will be achieved by ensuring that where there is a need to do so, existing, or future bus priority measures are enforced, which will help achieve national and local objectives of:
- Reduced bus journey times.
  - Less variability in journey times

- Building confidence in public transport services and increase patronage
- Support efficient bus operations
- Widen the reach of bus services to traditional non-users
- Improved highway safety with reduced bus lane and bus gate contraventions

## **INTRODUCING BUS PRIORITY ENFORCEMENT**

- 3.1. Type approved Automatic Number Plate Recognition (ANPR) cameras will be used for bus priority enforcement. ANPR camera enforcement is widely used by other highway authorities for bus priority enforcement and the function can be delivered in conjunction with the County Council's established Civil Parking Enforcement service. There is now good experience and practice in this proven enforcement technology. Other options to improve compliance are limited but physical restrictions, such as rising bollards have proved to be costly to install and maintain.
- 3.2. The County Councils bus priority enforcement principles are:
  - Enforcement should take place where there is an established case or policy need to do so e.g., frequent non-compliance with traffic regulation orders delaying bus services or in support of a development access strategy.
  - Enforcement activity, practice (including fees and charging rates) shall comply with the relevant legislation and all equipment used will meet the relevant Type Approval as specified by the Department of Transport.
  - Enforcement should aim to at least cover the revenue costs of operation and maintenance or where this is not the case new sites should identify long term sources of funding to allow for the operation and maintenance of associated enforcement infrastructure.
  - In the event that income exceeds the overall cost of enforcement in any given year, such income shall be allocated in accordance with the relevant legislation to support transport services in Hampshire.
- 3.3. In developing proposal bus operators will be engaged and consulted to establish where there are operational or safety concerns that impede the movement of buses through contraventions of bus priority measures. Before implementation, each site will be assessed to understand the case for implementing enforcement schemes. This will include undertaking surveys to understand the level of contraventions taking place and a design review including assessing camera

locations and an audit review of current signs and markings to ensure they are in accordance with legislation.

- 3.4. In accordance with the enforcement principles above, the operational and maintenance costs of bus priority enforcement should not add to the general County Councils revenue burden. All schemes should aim to cover the cost of operation. In the event that income exceeds the overall cost of enforcement in any given year, such income shall be allocated in accordance with the relevant legislation to support transport services in Hampshire.
- 3.5. Exception to the cost recovery principle may be required on infrequent occasions. For example, the highway authority will consider implementing bus priority enforcement if required as part of a Bus Service Improvement Plan (BSIP) or a transport related scheme or as part of a planning obligation. It is accepted that such locations may not be self-financing. The County Council will first seek to recover as much costs as possible through negotiation of planning agreement including commuted sums or developer contributions. Where it is not possible, the collective income from enforcement measures that exceed the overall cost of enforcement will be allocated in accordance with the relevant legislation to support the ongoing operation and maintenance of such schemes.
- 3.6. For future planning applications considered after the issue date of this policy document and where there is a planning need to provide bus priority measures, the provision of such measures will be secured through the S106 agreement together with the necessary commuted sums to cover maintenance and operational costs in accordance with the County Council's commuted sums policy. The County Council supports an infrastructure first approach to making developments accessible by local bus services and is **not** supportive of establishing long term revenue support arrangements that have the risk of coming to an end before commercial bus operations have been established or developments have built out. The use of bus priority measures that give bus services a competitive advantage over private vehicles is encouraged. A shift towards an infrastructure first approach is enabled and made more deliverable and effective through enforcement.
- 3.7. All enforcement measures will be kept under review on a regular basis. It is anticipated that the level of contraventions will reduce over time and the amount of income generated is dependent on the number of Penalty Charge Notices (PCNs) issued for contraventions. Experience from other authorities shows the number of contraventions is likely to be higher for the first 2 or 3 months of operation. Typically, this falls by as much as 70% once road users are aware that enforcement is taking place. Thereafter the level of contraventions can plateau

as driver compliance improves, and this may result in some sites no longer being self-financing. For these sites, the County Council will need to consider the case for retention.

## **COMMUNICATIONS AND ENGAGEMENT**

- 4.1. A communications plan will be established to help raise awareness of planned bus priority enforcement measures. This will consist of a press release and launch of a new County Council webpage that will inform road users about the system, how bus lanes will be enforced and what to do if a PCN notice is received including a link for paying PCNs.
- 4.2. Prior to the commissioning of bus priority enforcement, warning signs to advise motorists of when bus priority enforcement will begin will be deployed by the County Council.
- 4.3. During the first month of a bus priority enforcement measure being introduced, anyone contravening the restriction will receive a warning notice, rather than a PCN, for their first contravention. Any subsequent contravention within that period and beyond will received a PCN.

## **LEGAL CONTEXT**

- 5.1. The County Council is an approved Bus Lane Enforcement Authority and has approval in principle to introduce bus priority enforcement following a decision by the Executive Member for Environment and Transport during 2017 as part of broader enforcement service provisions in the county.
- 5.2. The legal powers to introduce bus lane enforcement are included in the Transport Act 2000 and supported by a statutory instrument in November 2005 when the County Council was made an approved local authority for bus lane enforcement (for the purposes of s.144 Transport Act 2000) by the Bus Lanes Contraventions (Approved Local Authorities) (England) Order 2005 (SI 2005/2755).
- 5.3. The Bus Lane Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005 (Statutory Instrument No. 2757) specifies the process by which the County Council can enforce restrictions.
- 5.4. Bus priority measures require Traffic Regulation Orders (TROs) to make them legally enforceable. TROs will be specific to the bus priority measure and will define all aspects, including permitted vehicles, hours of operation, access arrangements across the facility, and the extent of the restricted lengths of carriageway.

- 5.5. Existing bus priority measures may require revisions to the current TROs together with an audit of the associated signage and road markings to ensure they are in accordance with the Traffic Signs regulations and General Directions.

## **CODE OF PRACTICE**

- 6.1. The County Councils draft Code of Practice (Code of Practice for the Operation of Bus Lane and Traffic Enforcement Cameras), sets out the objectives and the rules by which the system will be operated. This will ensure privacy, fairness and integrity issues are managed in accordance with relevant guidance and legislation produced by the Department for Transport (DfT), including the Transport Act 2000.

## **DELIVERY & OPERATION**

- 7.1. Enforcement will be based on Automatic Number Plate Recognition (ANPR) cameras, procured through an appropriate mechanism, and installed in accordance with the manufacturer's specifications.
- 7.2. The County Councils Delivery Team will manage the detailed design, procurement, supply, installation, and commissioning of ANPR enforcement cameras, associated signage and road markings. It is anticipated the capital cost will be met from the County Councils Local Transport Plan budget for existing bus priority sites that pre-date this Policy Document.
- 7.3. The enforcement operations (back-office processes including reviewing of captured footage and informal appeals) will be undertaken by the County Council's parking service contractor with this work being overseen by the County Council's internal Parking Services team. Formal appeals related to bus lane fines will be dealt with by the County Council.
- 7.4. Upon commissioning, ANPR enforcement cameras will detect the number plate of all vehicles entering the bus priority measure and compare that plate to a database of authorised vehicles, known as the 'White-List'. Details of any vehicle that is flagged as being unauthorised will be reviewed by the County Council's parking service partner who operate the enforcement system on behalf of the County Council and if appropriate, a PCN will be issued. The County Council's Parking Services team will maintain overall responsibility for the operational aspects of enforcement, processing arrangements and formal appeals.
- 7.5. The penalty charge for bus priority contraventions will be in accordance with legislation, currently set at £60, reducing to £30 for motorists who pay within 14 days of the date of issue.



## **UK GENERAL DATA PROTECTION REGULATION (UK GDPR)**

- 8.1. The County Council and its parking service contractor will process personal data in accordance with data protection legislation, including the UK General Data Protection Regulation (UK GDPR) and the Data Protection Act 2018.

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Hampshire  
County Council

**CODE OF PRACTICE FOR  
THE OPERATION OF BUS PRIORITY  
& TRAFFIC ENFORCEMENT  
CAMERAS**

DRAFT

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## INTRODUCTION

### 1.1. Background

- 1.1.1 Across the County of Hampshire, there are occurrences when bus priority measures (bus lanes and bus gates) are being used by vehicles not authorised to do so. This is detrimental to the bus services and other authorised vehicles for whom the facility was introduced. In addition, such incidents have potential to compromise safety of the highway. The enforcement of Bus Lanes and Bus Gates by Hampshire County Council is not practical by any means other than an approved camera enforcement device.
- 1.1.2 The Transport Act 2000, with the introduction of new statutory instruments in November 2005, allows the enforcement of Bus Lanes and Bus Gates through camera technology by approved Local Authorities outside the Greater London Area.
- 1.1.3 Additionally throughout the County, contraventions of parking restrictions are observed which includes school zig zags and bus stops. This causes a serious road safety concern for users of the network, for whose safety these restrictions have been put in place. The enforcement of these locations are often difficult by normal enforcement processes.
- 1.1.4 The Traffic Management Act 2004, with the introduction of new statutory instruments in 2007, allows the enforcement of certain parking contraventions through approved devices.
- 1.1.5 The primary objective of an enforcement system is to ensure the safe and efficient operation of the network by deterring motorists from contravening restrictions, which may or may not require traffic regulation orders, and detecting those who do.
- 1.1.6 The Code of Practice is an essential and integral part of the camera enforcement system. It sets out the objectives and the rules by which the system will be operated. This will also ensure privacy, fairness and integrity issues are properly dealt with. Minimum standards are set out for enforcement to ensure confidence within the scheme.
- 1.1.7 This code of practice has been designed to operate within the framework of relevant pieces of legislation and to complement any guidance produced by the Department for Transport. If any contradictions occur between this document and any relevant legislation or guidance documentation, then this document defers to that legislation/guidance.

### 1.2. Commitments and Responsibility

- 1.2.1 This Code of Practice only covers the use of approved camera devices operated to enforce traffic regulations and restrictions within Hampshire

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County Council's area of responsibility. All other camera systems or approved devices used within the authority are covered by their own codes of practice.

1.2.2 Management responsibility for the system operation and observance with this code of practice resides with Hampshire County Council.

1.2.3 All data will be processed in accordance with data protection legislation, and appropriate security measures will be taken by system operators to work to the rules of confidentiality. All staff operating the system will be responsible for working fully in accordance with this Code of Practice and any other local procedures.

## **2. CODE OF PRACTICE**

### **2.1. Purpose**

2.1.1 This Code of practice only applies to the use of approved devices and its system for the purposes of enforcing restrictions and traffic regulation orders.

2.1.2 This Code has been drawn up to ensure that the use of the approved device for monitoring and enforcement of Bus Lanes and Parking Restrictions is consistent within the County of Hampshire and in accordance with current best practice. Issues such as the respect of privacy and integrity will be assured under the Code.

### **2.2. Monitoring and Review**

2.2.1 This Code will be regularly reviewed by Hampshire City Council and those involved in the system operation.

2.2.2 On review, this Code will be amended as necessary to ensure it continues to reflect best practice.

### **2.3. Objectives**

2.3.1 This Code of Practice has been set out to meet at least the following objectives:

- To reassure the community that the approved device and enforcement system is being operated competently and honestly by its operators.
- To ensure that staff operating the system are aware of and follow correct procedures.
- To use cameras as a deterrent and improve compliance with the restrictions and regulations.

- 
- To facilitate the detection of non-compliance of the restrictions and regulations by non-authorised vehicles.

## 2.4. Queries or Complaints

2.4.1 Appeals or queries related to a specific Penalty Charge Notice should be made as stated on the notice.

## 3. THE OPERATION OF ENFORCEMENT CAMERAS

### 3.1. Camera Usage

3.1.1 Camera systems operated by local authorities in public places are used for a wide range of purposes including the prevention and detection of crime, protection of public and private property, town centre management, traffic monitoring and the enforcement of traffic regulations. The enforcement cameras are approved devices certified for use in static positions and this is their sole use.

3.1.2 This Code of Practice relates specifically to the approved devices being used for the enforcement of restrictions and regulations.

3.1.3 The location of these cameras may be moved between sites, this code of practice covers all sites at which enforcement takes place through approved and certified devices/locations.

### 3.2. Legal Framework

3.2.1 Camera systems are governed by a number of legislation documents and due regard in its operation is given to the following:

- The Data Protection Act 2018/ The General Data Protection Regulation (GDPR)
- The Human Rights Act 1998
- The Regulation of Investigatory Powers Act 2000
- The Freedom of Information Act 2000

3.2.2 In addition, further legislation regulates the enforcement of traffic regulations. This is covered within the following legislation:

- Road Traffic Regulation Act 1984
- Section 144 of the Transport Act 2000
- The Bus Lanes Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005.

- The Tribunals and Inquiries (Bus Lane Adjudicators) (England) Order 2005.
- The Bus Lane Contraventions (Approved Local Authorities) (England) Order 2005.
- The Bus Lanes (Approved Devices) (England) Order 2005.
- Traffic Management Act 2004, Part 6
- The Civil Enforcement of Parking Contraventions (England) General Regulations 2007.
- The Civil Enforcement of Parking Contraventions (England) Representations and Appeals Regulations 2007.
- The Civil Enforcement of Parking Contraventions (Approved Devices) (England) Order 2007.

Any reference to any enactment or statutory provision above is deemed to include a reference to the latest version of that enactment and any subordinate legislation.

3.2.3 Together these Acts allow a local authority to install structures and equipment on or near a highway for the detection of contraventions with without Traffic Regulation Orders and to use the information provided by them to serve a Penalty Charge Notice on the registered owner/keeper of a vehicle which contravenes the traffic regulations.

3.2.4 Records of the owners/keepers of vehicles that contravene traffic regulations will be obtained in accordance with the Driver and Vehicle Licensing Agency enquiry procedures.

### 3.3. Enforcement Restrictions and Regulations

3.3.1 The primary objective of the camera enforcement system is to ensure the safe and efficient operation of the network by deterring motorists from contravening road traffic and parking restrictions and detecting those who do.

3.3.2 In order to encourage compliance with the regulations this system enables trained staff to:

- Monitor activity in accordance with relevant legislation and guidance, including this Code of Practice, and to deter the contravention of restrictions;



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- identify the vehicle registration number (colour and type if identifiable), of unauthorised vehicles contravening traffic regulations;
  - support the serving of Penalty Charge Notices to the registered owner/keeper of vehicles identified contravening the regulations;
  - record evidence of each contravention to ensure that representations and appeals can be fully answered;
  - enable timed and dated pictorial evidence of such unauthorised driving or stopping to be produced for adjudication or as information to the owner of such vehicles.
- 3.3.3 The system is intended to enforce the Bus Lanes, Bus Gates and Parking Restrictions only. It will not be used to invade the privacy of any persons in the domestic, business or other private premises, buildings or land.
- 3.3.4 The system may be used to enforce any Bus Lanes and Bus Gates which are defined by a Traffic Regulation Order or Parking Restrictions as defined by appropriate signs and on street markings. Details of the relevant Traffic Regulation Orders are likely to be requested by the Adjudicators as part of the Penalty Charge Notice appeal process.
- 3.3.5 Relevant camera enforcement signage will be displayed in areas where camera enforcement takes place. The signage does not define the cameras field of view.
- 3.3.6 Camera enforcement systems fall within one of two categories:
- Attended Systems
  - Unattended Systems
- Attended Systems are operated in real time by a camera operator who views the images from roadside equipment. The operator may be located in a central control room. Contraventions are observed by the operator and Penalty Charge Notices are issued primarily based on the operator's observations and supported by the image recordings.
- Unattended Systems are automated camera systems which operate without operator intervention. The system captures potential contraventions to create an evidence pack. This evidence pack must be viewed and verified by a designated operator before a Penalty Charge Notice is issued (This information does not supersede or replace legislative requirements)
- 3.3.7 Hampshire County Council will be using an unattended system for the sole use of enforcement. The enforcement is performed under the Transport Act 2000 and Traffic Management Act 2004, both requiring an approved device certificate. Approval for the system must additionally comply with the Bus

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Lanes (Approved Devices) (England) Order 2005 and The Civil Enforcement of Parking Contraventions (Approved Devices) (England) Order 2007.

3.3.8 Type approved Automatic Number Plate Recognition (ANPR) cameras will be used for bus lane and bus gate enforcement together with the enforcement of parking restrictions such as School Keep Clear markings.

### 3.4. System Operation

3.4.1 Only properly trained operators will use the system.

3.4.2 Unattended systems identify contraventions automatically and store them for later processing. Such images must be verified by operators prior to notices being issued.

### 3.5. Penalty Charge Notices

3.5.1 Penalty Charge Notices should be served by first class post, and within 14 days of the contravention, as recommended by The Secretary of State. Any notice served by first class post is deemed to have been served on the second working day after posting unless the contrary is proved.

3.5.2 Reasons for not serving the Penalty Charge Notices within 14 days should be restricted to those that are outside of the control of the authority, for example where details from the DVLA have not been received in time for example hired/sold vehicles.

3.5.3 In any case, Penalty Charge Notices must be served within 28 days of the date of contravention unless owner/keeper details have not been received from the DVLA. The authority has the right to issue within 6 months of date of contravention.

3.5.4 Representations in all cases will be considered by Hampshire County Council and where they are not accepted, a notice of rejection will be issued. If the owner/keeper is not satisfied by this outcome, there is a right of further appeal to the independent adjudicators at the relevant Adjudication Service.

### 3.6. Storage and use of Evidence

3.6.1 All evidential media related to Camera enforcement is linked to the auditable Penalty Charge Notice Number. This will be stored by our service provider on their secure servers and only accessible via their PCN management system where access is limited to authorised personnel only.

3.6.2 Copyright of all recorded material and stills printed from this material remain with Hampshire County Council. Recorded material will only be used and accessed for the purposes defined in this Code of Practice.

3.6.3 Under no circumstances will recorded material (or items generated from it) be released, sold or lent to members of the public, media or other commercial

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organisations except for the purposes set out below or where release is required under legislation.

3.6.4 All evidential media remains the property of Hampshire County Council and will only be copied or released from service providers secure server by an authorised officer. A copy of a section of footage, relevant to a particular contravention, will only be released:

- To the relevant Adjudication Service
- To the Police
- To Lawyers acting for appellants in Traffic Appeals.
- To Lawyers acting for defendants/victims in connection with criminal proceedings.
- To a third party prosecuting authority, such as Customs & Excise or the Health & Safety Executive.
- By court order, in connection with civil proceedings.

3.6.5 Recordings (or copies of a section of a recording) will only be released upon receipt of the appropriate notices, to representatives of the above organisations and after proof of identity has been confirmed.

3.6.6 Recordings (and copies of recordings), which are released, remain the property of Hampshire County Council. Any recording released to the Police will be dealt with by the Police as an exhibit and shall not be used for anything other than the purpose specified and identified when released to the Police.

3.6.7 Registered owners/keepers of a vehicle and their representative are entitled to view the media recording relating to the contravention for which a Penalty Charge Notice has been issued.

3.6.8 Footage is viewed via a secure Online Case Management (OCM) system, which is accessed from a personal computer using the registration of their vehicle and Penalty Charge Notice number. This can additionally be viewed by attending the Hampshire County Council Offices in Winchester, where computers where access OCM can be obtained.

3.6.9 Still images are provided on the Penalty Charge Notice to show sufficient grounds for its issue. This image becomes the property of the person who received the Penalty Charge Notice.

3.6.10 Still images can also be accessed via OCM along with the video footage.

3.6.11 Still images will be generated only by an authorised officer for the following purposes:

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- To support the issue of a Penalty Charge Notice
  - As evidence for an Appeal
  - If the Police or other appropriate authority requests an image with detailed written reasons for their request.

### 3.7. Appeal Guidelines

3.7.1 The Notice of Rejection of Representations issued by Hampshire County Council will detail how to make an appeal to the relevant adjudication service by providing a website where the appeal can be made and a specific PIN number that must be entered along details of the relevant PCN. Alternatively, a telephone number is provided that can be used if the person making an appeal is unable to do so online and a form will be sent to them by the Adjudication Service.

3.7.2 Evidence is available to view online by both Hampshire County Council and the person making the appeal.

3.7.3 The following items will be required as mandatory by the Traffic Adjudicators:

- Authorised Officer Witness Statement – a declaration that, at the time the contravention was observed and verified, the monitoring and recording equipment used was of a type approved by the Secretary of State and was in full working order at that time.
- Copy of the Penalty Charge Notice.
- Copy of the Notice of Rejection.
- Copies of any representations made and all correspondence, including details of telephone conversations.
- A case summary - This should include the relevant part of the regulation allegedly contravened and deal with any exemption claimed by the appellant.
- Colour visual images of the Contravention – the images must show the context of the contravention and the vehicle registration mark identification. All pictures must display the location, date and time of the contravention. The Adjudicators do not expect footage except in particular cases where there is a strong conflict of evidence. If the Council produces video evidence to the Adjudicators, they must also supply the appellant with a copy. The video for the Adjudicators must be of a type approved by Traffic Penalty Tribunal however, the video for the appellant must be in a format agreed with the appellant. Even if the appellant has already viewed the Council's recorded evidence of the contravention, the Adjudicator would expect to see images in evidence. A copy of the images would therefore

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have to be served on the appellant. A digital photograph would be acceptable, providing that the accompanying statement explains that it is a digital photograph, taken by an approved device, a true copy, not enhanced etc.

- The evidence submitted to the Traffic Penalty Tribunal must confirm that the appellant has been sent copies of the evidence submitted to the Adjudicator. The evidence copied to the appellant must be in the same format as that submitted to the Adjudicator.
- The list above is not exhaustive. As with any case, the Adjudicator may ask for other forms of evidence not mentioned above.

### 3.8. Security of Operations

3.8.1 The enforcement operations (back-office processes including reviewing of captured footage) will be conducted by Hampshire County Council's parking service partner together with the County Council's internal Parking Services team.

3.8.2 The parking service partner and County Council's Parking Services team will be operating unattended ANPR cameras systems. The ANPR camera monitoring, recording and storage operations will be carried out in a secure environment in accordance with the County Council and parking service partners standard information security controls.

3.8.3 Access to the system and any data storage areas will be controlled to prevent unauthorised access. There is an audit trail within the PCN management system used by authorised staff to view cases and footage.

3.8.4 With the exception of images posted on the Penalty Charge Notice, videos and images are accessible to members of the public via the Online Case Management online system. This requires unique details found on the Penalty Charge Notice and a corresponding Vehicle Registration Number. Other media released will only be made by an authorised officer.

3.8.5 Media stored on the secure server will be removed/deleted on an authorised officer agreed, auditable timescale.

### 3.9 UK General Data Protection Regulation (UK GDPR)

3.9.1 The County Council and its parking service contractor will process personal data in accordance with data protection legislation, including the UK General Data Protection Regulation (UK GDPR) and the Data Protection Act 2018.

3.2.2 The use of the unattended ANPR camera systems will be subject to a Data Protection Impact Assessment. This Code of Practice is subject to annual review.

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