

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	7 November 2022
Title:	Passenger Transport SP23 Savings Proposals
Report From:	Director of Economy, Transport and Environment

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Purpose of this Report

1. The purpose of this report is to feed back the results from the Passenger Transport Consultation carried out earlier this year and set out how £800,000 savings on Hampshire County Council's passenger transport budget could be achieved and implemented.

Recommendations

2. That the Executive Lead Member for Transport and Environment Strategy notes the outcome of the 2022 Passenger Transport Consultation.
3. That the Executive Lead Member for Transport and Environment Strategy approves the approach for the removal of £800,000 budget provision for Passenger Transport services as detailed within this report and based on the results of the Consultation.
4. That approval be given to revise supported services in line with the detailed proposals set out in this report and appendices.
5. That approval be given to remove the specified enhancements to the Concessionary Travel Scheme in Hampshire as set out in this report.
6. That authority is delegated to the Director of Economy, Transport and Environment to take all necessary steps, including entering into contractual arrangements in consultation with the Head of Legal Services, and fulfilling procurement requirements, to implement the proposed changes to bus subsidies and passenger transport expenditure as set out in this report.
7. That authority is delegated to the Director of Economy, Transport and Environment, in consultation with the Executive Lead Member for Transport and Environment Strategy, to make minor variations in subsidy arrangements on specific passenger transport services provided overall budget savings are maintained and changes are consistent with the approach set out in this report.
8. That approval be given to cease the ongoing revenue funding of £11,918pa towards the 76 service between Basingstoke and Andover.

9. That approval be given to cease the ongoing revenue funding of £32,112pa towards the 41 service between Farnborough and Tongham.
10. That approval be given to cease the ongoing revenue funding of £30,848pa which supports cross-boundary bus services.

Executive Summary

11. In Summer 2021, the County Council consulted the public on how it could balance its budget. During this process, respondents were given the opportunity to state whether they agreed or disagreed with a wide range of proposals for achieving budget reductions in line with SP23. Subsequently, the savings programme to 2023 (SP23) was agreed by the County Council in November 2021. It requires the County Council to save a further £80 million by April 2023, of which the Economy, Transport and Environment Department is required to deliver £10.3 million in savings.
12. Following feedback from the budget consultation, a change in the national policy, and an assessment of changes to demand for supported passenger transport services, it was identified that around £800,000 of the required savings could potentially be realised through changes to supported local bus and community transport services.
13. In May 2022, the County Council undertook a further eight-week Countywide consultation with residents specifically seeking feedback on how the Council could implement £800,000 proposed savings from support for passenger transport services, including supported local bus and community transport services. The consultation also looked at removing some discretionary enhancements to the Concessionary Travel Scheme in Hampshire as well as the possibility of increasing some charges and the contributions made by passengers for their service.
14. It is proposed that the savings will come from the following areas:
 - a number of back office savings;
 - reductions in supported local bus services;
 - reductions in Dial-a-Ride and Call & Go services;
 - reductions in Taxishare services;
 - reductions in Community Transport Minibus Group Hire services;
 - increased contributions from passengers towards the costs of service provision; and
 - removal of a number of enhancements currently provided to the Concessionary Travel Scheme.

Full details of these areas can be found within this report.

Contextual information

15. The Transport Act 1985 requires the County Council to identify socially necessary bus services which are not provided by the commercial bus operators. The Act does not set out the level of support required. The Transport Act 2000 addresses information provision and requires the County Council to

implement the mandatory travel concession as set out in the Transport Act 2000, amended by the Concessionary Bus Travel Act 2007.

16. Areas of public transport that the County Council currently supports include;

Area	Budget provision 2022/23
Support of socially necessary bus services	£2,077,145
Community transport services for those unable to use public transport	£629,136
Taxishare services	£205,428
The Concessionary Travel Scheme (CTS)	£13.1m

17. The £13.1million spent annually on Concessionary Travel Scheme includes the following discretionary enhancements costing a total of £329,000 per year:

- provision of free all-day travel for those people who hold a disabled persons bus pass;
- provision of a companion pass for those people who hold a disabled persons bus pass and cannot travel unaccompanied;
- provision of free travel on routes which have an infrequent service, where there is a journey between 9am and 9.29am and then no subsequent journey until after 10:30am for holders of an Older Person's Pass;
- provision of travel vouchers worth £36 as an alternative for those people are eligible for a disabled persons bus pass; and
- free travel on Hampshire's taxishare services and a 25% fare discount for users of Dial a Ride, Call and Go and Fleet Link services.

18. In addition to the areas outlined above, the Council provides printed and online public transport information, has over 500 real time information displays around the County, provides training for community transport operators and is responsible for approximately 8,000 bus stops in Hampshire.

Background to savings

19. The Covid-19 pandemic has had a negative impact on all passenger transport services in Hampshire, from rail, to ferry, to bus to community transport. Patronage on these services dropped sharply at the outset of the pandemic and, due to a number of factors including changes in the way people work, shop and choose to travel, patronage levels have not recovered. This is especially the case for passengers who hold either an Older Persons' or Disabled Persons concessionary bus pass and therefore might be more hesitant to return to using public and community transport services.

20. This reduction in patronage has led to a fall in fare revenue for all passenger transport services which means it is now more expensive than pre-covid to provide these services. Severe driver shortages and inflationary pressures through rises in living, energy, staff and fuel costs have increased these costs

resulting in the Council being able to afford to buy less service provision before making any of its £800,000 savings.

21. The vast majority of bus journeys in Hampshire are provided commercially. This means that they are funded through the revenue collected on bus. Many services that were commercial pre Covid-19, i.e., those where fare revenue covered the operating costs for providing a service, are no longer so. This means that bus operators will be looking closely at the services that are profitable for them and ceasing the ones that are not. This leaves the County Council with the difficult decision over whether to focus its reduced budget on the existing supported local bus network, or to fund services that are no longer viable for bus operators to run.
22. This situation is compounded by the Government's decision not to award any funding to Hampshire County Council, amongst other local authorities, for its Bus Service Improvement Plan (BSIP). Hampshire County Council has a well regarded record of partnership working with commercial bus providers and the community transport sector alike. This is one of many reasons the Council was disappointed not to be successful in receiving funding to implement its BSIP. A funded BSIP would have seen investment in key public transport corridors, lower fares, improved infrastructure, pump-primed new commercial bus services and generated modal shift to more sustainable forms of transport, a key element of achieving decarbonisation.
23. As detailed above, the bus industry is facing a once in a generation shift in its operating model. In September 2022, an All Member Briefing was held on this issue, highlighting the structural change to bus services that is taking place nationally and the impacts this will have on how services will operate in the future.
24. The briefing outlined that some of the challenges described above are indicative of a long term change in demand indicating that there will be a re-basing of the bus network to a lower level. It is likely that Hampshire will experience some or all of the following;
 - the current extent of the supported bus network becoming unaffordable;
 - rural bus services being the hardest impacted as they are the least viable and have the highest costs; and
 - some suburban services ceasing to operate or seeing reductions in service levels.
25. Whilst the County Council's financial support is important to those who benefit from it, it only makes up a very small proportion of income to bus operators, who will be looking to transform the way in which they work given the pressures they face. The impacts of these challenges could include:
 - it becoming more challenging for students to access school or college via public bus as services decline;
 - new school-only services may be needed with higher costs for Hampshire County Council in providing transport for eligible pupils;
 - Colleges needing to evaluate their transport needs quickly and may need to commission new college services at cost, or rely on pupils making their own arrangements;

- some health-related journeys currently taking place on the local bus network no longer being possible. Some of these would be new customers for NHS patient transport services; and
 - rural patients seeing declining opportunities to access healthcare unless other support mechanisms are in place.
26. Similar pressures can be seen in the County Council's Community Transport services. Fuel and driver costs in particular have caused this sector an immediate pressure with the costs to maintain an aging vehicle fleet increasing.
 27. It is for these reasons that going forward the operating model that has been used to dictate funding for passenger transport services over the last decade or so, may be required to adapt and change. This would ensure that the operating model continued to be fit for purpose and be able to respond to the issues facing the residents of Hampshire.
 28. The current climate, as outlined above, means that the £800,000 savings are needed to be made at a particularly challenging time and as a result, in order to deliver a balanced budget, significant reductions are proposed.
 29. It is for these reasons that recommendation 7 is proposed. Between the time of writing this report and April 2023, when the proposed changes would be due to be implemented, it may be necessary to make minor changes to the individual subsidy arrangements detailed within this report and its appendices to respond to market forces outside the control of the Council.

Consultation Approach

30. In 2021, the County Council undertook the 'Serving Hampshire - Balancing the Budget' consultation. This was designed to give Hampshire residents and stakeholders the opportunity to have their say about ways to balance the County Council's budget. It sought views on several high-level options that could contribute towards balancing the revenue budget, and any alternatives not yet considered – as well as the potential impact of these approaches. Within this consultation, respondents were given the opportunity to state the extent that they agreed or disagreed that the County Council should seek to reduce and change services in order to contribute to anticipated savings.
31. Following this, the County Council undertook a further Countywide consultation with residents specifically focussing on seeking views on how the Council should implement the £800,000 proposed savings from support for passenger transport services. The consultation ran from 30 May until 24 July 2022, and in total 2,596 responses were received, of which 71 came from organisations. The sample size indicates that the consultation has reached a large number of people who might be impacted by the changes and can be considered robust.
32. The consultation included those public bus services which receive financial support from Hampshire County Council, Community Transport services, and the use of the older persons' bus pass and disabled persons' bus pass on community transport services and Taxishares.
33. Respondents were asked for their preference on options for each potential area of saving. A number of free text boxes allowed respondents to express their general opinions and to provide detail on the impact that the proposals would

have should they be implemented, either on themselves or the organisation that they represented.

34. A Consultation Information Pack and Response Form were made available to view, print, and download from the County Council's website. Information was sent to Members of the County Council and users and representative groups across Hampshire. Responses could also be submitted through an online questionnaire accessed via this link: [Consultation on proposed changes to supported passenger transport services and the Concessionary Travel Scheme in Hampshire | About the Council | Hampshire County Council \(hants.gov.uk\)](#).
35. 2,667 printed copies of the consultation Information Pack and Response Form were made available to bus and community transport operators, at all libraries and discovery centres in Hampshire, they were also sent to all registered Dial a Ride and Call & Go users, taxishare users and distributed at bus stations and key bus stops across the county.
36. Whilst printed copies were not sent to every existing user of Travel Vouchers due to the cost that would be incurred, those people were written to in order to inform them of the consultation and given the opportunity to request a pack.
37. An easy read version of the report and response form was promoted online and sent out to those who requested this. Printed copies were sent out by request to community transport operators for those passengers who they felt would benefit from this version.
38. A two page summary was produced and distributed to all community transport users to make it as easy as possible for passengers to respond.
39. In addition, the consultation was promoted via:
 - Social Media - (corporate and service accounts for Facebook, Twitter, LinkedIn and Instagram) plus the paid for social media advertising which saw the consultation advert shown 1,386,971 times resulting in almost 9,000 people "clicking" to see more;
 - www.hants.gov.uk including a banner on the concessionary travel webpages;
 - Your Hampshire article;
 - bus stops via electronic posters on Real Time Passenger Information displays across Hampshire;
 - through a stakeholder mailing list with over 5,000 contacts;
 - through a targeted communication to Parish Councils;
 - a surveyor issuing 238 packs at 13 locations across Hampshire;
 - two special meetings of the Passenger Transport Forum attended by 139 stakeholders who have an interest in passenger transport services;
 - posters printed and distributed to transport operators to place in vehicles of services that may be impacted; and
 - within the Council to raise awareness across departments.
40. A full breakdown of responses is provided in Appendix 1.

Headline Summary of Consultation Outcomes

41. As a general principle, 50% of respondents showed a preference towards the principle of paying more to use services over seeing higher levels of service reductions. This preference was higher for the 311 users of Dial a Ride and Call & Go services, who responded with 68% favouring the approach of paying a greater contribution towards the costs of providing a service.
42. Proposal One: To make operational changes to the current public bus and community transport services which Hampshire County Council supports:
 - respondents showed a slight preference for spend to be prioritised on supported local bus services;
 - respondents were clear that they would prefer spend to be prioritised on the services they themselves rely upon;
 - respondents showed a preference to retain the number of destinations they could travel to and instead, see a reduction in the number of journeys they could make;
 - respondents showed a preference to retain the spread of the week services operate and instead, see a reduction to the number of times per day a service runs; and
 - in the face of difficult choices, a high proportion of respondents found it difficult to state their preferences on how services should be reduced.
43. Proposal Two: To make operational changes to the current Minibus Group Hire Schemes which Hampshire County Council supports:
 - respondents were not provided with options for this proposal and instead given the opportunity to feed back their views. A third of respondents felt that more should be done to increase the uptake of these services. 18% did not wish to see any reduction to these services whilst 16% felt that less should be spent on them.
44. Proposal Three: To stop providing travel vouchers to individuals who are eligible for a Disabled Person's Bus Pass as an alternative to the pass:
 - respondents were asked what they felt the impacts of removing this enhancement to the concessionary travel scheme would be. Those not in receipt of vouchers more commonly felt that the biggest impact would be that people would be unable to make their journeys without the provision of vouchers (40%). However, of the respondents in receipt of these vouchers, over half suggested that they would continue to travel by self funding a taxi.
45. Proposal Four: To remove the use of the Older Person's Bus Pass and Disabled Person's Bus Pass on Taxishare, Dial-a-Ride and Call & Go services:
 - a third of all respondents did not know whether their preference was to remove the use of passes and retain a higher level of service, or keep the pass discount and see services reduce more;
 - when looking at responses from users of Dial a Ride and Call & Go services, two thirds favoured removing the use of the passes over seeing higher levels of service reductions; and
 - a similar picture was seen from users of Taxishare services with 46% of respondents who were taxishare users favouring the removal of free travel

compared to 30% who preferred to retain this discount and seeing additional service reductions.

46. Proposal Five: To introduce a £1 fare for all single Taxishare journeys:

- over half of all respondents (54%) felt that a £1 charge for each journey on a taxishare service was about right with only 7% suggesting that it should be lower.

47. Proposal Six: To work towards a common fare approach for Dial-a-Ride and Call & Go schemes across Hampshire while reducing the subsidy of these services:

- from the options given, there was clear consensus (78%) that respondents favoured passengers making a greater contribution to these services through a more consistent fare structure over seeing greater service reductions. The consensus increased in the responses from users of these services to 89%; and
- there was a general consensus that the proposed £6 minimum fare for local journeys and £8 minimum fare for longer journeys was about right. When asked what respondents wanted to pay, there was a preference for paying slightly less; £5.23 for short journeys and £6.87 for longer journeys.

48. Proposal Seven: To increase the fees charged for replacement of lost bus passes to cover the administration costs:

- over half of all respondents felt that £20 was about right with £16.80 being the average charge suggested.

49. Impacts of all proposals:

- The report in Appendix 1 sets out the impacts that respondents felt would be likely if services were reduced.

Back Office Savings

50. In total, £155,000 is proposed to come from the County Council making back office savings and efficiencies, thus avoiding the need to cut further frontline services and increasing income to the County Council.

Supported Local Bus Services

51. It is proposed that £273,200 pa is removed from the supported local bus network.

52. In addition to this, it is proposed that £30,848 per annum of funding for cross boundary bus services, including the 67 (Shipton Bellinger), 54, 91,92 & 93 (Petersfield), 5 and Kite (Aldershot) is withdrawn. These services represent a pressure to the existing local bus budget of £30,848 per annum. Whilst it has been possible to absorb this pressure through fortuitous savings elsewhere in the wider budget, the implementation of these proposals would mean it is no longer considered possible to rely on this approach. Hampshire County Council makes a small contribution to the costs of these cross boundary services which are contracted by other local authorities.

53. It is also proposed that a contribution of £11,918per annum towards the Stagecoach 76 service and £32,112 per annum for the Stagecoach 41 service also be removed. The funding streams used to fund these services will expire

on 31 March 2023 thus generating a £40,030 per annum pressure on the local bus budget which cannot be accommodated going forward.

54. Due regard to the outcomes of the consultation has been made when drawing up each proposal and, where possible, the Council has tried to meet the preferences of respondents. The detail for these proposals has been worked up in partnership with Hampshire's bus operators against the backdrop of historic and current demand, available alternatives and a view to the impact on service changes that was identified through the consultation.
55. Services that will be withdrawn or reduced are shown in Appendix 2.

Dial a Ride and Call & Go services

56. It is proposed that £58,400pa is removed from the Dial a Ride and Call & Go services that the County Council supports.
57. The services which will see the biggest impact are those that offer poorest value for money overall to the County Council.
58. Appendix 2 provides full detail of changes on a service by service basis with the proposed revised contract values.
59. In most cases, these services are jointly funded by Borough/District/Parish/Town Council funding partners. This report details the funding reduction that Hampshire County Council proposes and the corresponding changes to service levels that would result. The Council's funding partners will be making their own decisions on whether to retain their existing funding levels for these services. If joint funding is also removed, the services will see further reductions than are set out in this report as illustrated in Appendix 2.
60. The total sum of match funding currently received per annum for these services is £482,016.
61. In some areas, there is duplication of supported services, particularly with taxishare and Dial-a-Ride and Call & Go services. In general, respondents of the consultation preferred to make a higher financial contribution to services than to see additional service reductions. As a result, this report proposes that several taxishares be amalgamated into the Dial a Ride or Call & Go service that is operating in the same area.
62. This approach retains service provision for passengers albeit at a greater personal cost. This is in line with the preferences expressed in the consultation. Neither Havant Call and Go, nor Fleet Link services will see any savings made to contract values as a result of this approach.
63. Following feedback from the consultation, it is proposed to introduce a standardised minimum charge of £6 for a local fare and £7 fare for longer journeys be introduced across all schemes. Whilst the higher number of respondents felt that the £8 fare was about right, £7 is more aligned with the average minimum fare suggested. Schemes where fares currently exceed this will see no change. All fares would increase annually in line with inflation.

64. It is proposed that these changes in fare structure be introduced incrementally to allow those who will see the greatest change in cost for using the service to adapt slowly recognising the current pressures on cost of living.
65. Currently, Dial-a-Ride and Call & Go services each have different eligibility criteria, with Call & Go being less prescriptive. It is proposed that following the savings being made to these services, all Dial-a-Ride services are converted to operating under Call & Go criteria and therefore becoming accessible by a wider section of Hampshire's population.
66. It is also proposed that the County Council works towards rebranding all Community Transport services as "Connect" to increase the awareness of these services within local communities. In addition, the County Council will recommence its program of community transport vehicle replacement, funded from existing one-off capital funds, paused since the outset of the pandemic, to reduce the financial burden of increasing maintenance costs for older vehicles and make services more attractive to new users.

Community Transport Minibus Group Hire services

67. It is proposed that £76,800 is removed from the funding spent on Minibus Group Hire services. This figure is higher than that of the Dial-a-Ride and Call & Go schemes in recognition of the slower recovery of these services from the impact of the Covid-19 pandemic.
68. The services which will see the biggest impact are those that offer the poorest value for money overall to the County Council.
69. Appendix 2 provides full detail of changes on a service by service basis and the proposed revised contract values.
70. It is proposed that, these services are also rebranded "Connect" as part of a strategy to increase awareness and patronage. In addition, the County Council will recommence its program of community transport vehicle replacement, funded from existing one-off capital funds, paused since the outset of the pandemic, to reduce the financial burden of increasing maintenance costs for older vehicles and make services more attractive to new users.

Taxishare Services

71. It is proposed that £50,500 is removed from the funding spend on Taxishare services.
72. The following services will be amalgamated into their local Dial-a-Ride/Call & Go service and therefore withdrawn:
 - Clanfield, Catherington and Lovedean Taxishare. This will be amalgamated into Havant Call & Go contributing £21,444 towards the £50,500 saving in this area;
 - Fleet, Church Crookham and Crookham Village Taxishare. This will be amalgamated into Fleet Link contributing £6,816 towards the £50,500 saving in this area; and
 - 95 East Stratton to Winchester service will be withdrawn.
73. Appendix 2 provides the full detail of the changes on a service by service basis and the proposed revised contract values.

- 74. It is proposed that a £1 flat fare be introduced per journey. This means that a return journey would cost £2. This will contribute to the operating costs of the service. Fares would increase annually in line with inflation.
- 75. Given the uncertainty of the Council's future funding position in the medium term, it may be necessary to revisit these costs given the clear preference shown in the consultation for passengers to make a greater contribution towards the costs of their journey over seeing higher levels of service reductions.
- 76. It is proposed that, as with other community transport services, taxishares be rebranded "Connect" as part of a strategy to increase awareness and patronage.

Replacement of lost or damaged concessionary passes

- 77. As previously mentioned, respondents to the consultation, including 1,791 who held a concessionary pass showed a preference towards higher charges over seeing greater service reductions.
- 78. The consultation asked respondents how they felt about a potential replacement charge of £20 for bus passes that were lost or damaged. 54% of respondents who held a bus pass felt that this charge was about right or should be higher. However, when given the opportunity to set out what they felt the charge should be, respondents overall gave an average of £16.80.
- 79. As a result, it is proposed that the price for a lost or damaged concessionary pass should be increased to £18, rather than the £20 consulted upon.
- 80. As is the case currently, there would be no charge for concessionary passes that are stolen on the production of a valid Crime number.

Removal of some Enhancements to the Concessionary Travel Scheme

- 81. It is proposed that the County Council ceases the provision of £36 of taxi vouchers as an alternative to a Disabled Person's Bus Pass. This would contribute £95,000 of savings each year.
- 82. It is proposed that the 25% fare discount on Dial-a-Ride and Call & Go services and free travel on taxishare services be removed. This would contribute £44,000 of savings each year.
- 83. The County Council made a commitment prior to commencing the consultation, to make no change to the other discretionary enhancements to the Concessionary Travel Scheme in Hampshire.

Finance

- 84. The table below illustrates where the proposed savings would come from. The full detail can be found within Appendix 2:

Area	Saving	Detail
Back office savings	£155,000	These savings come from back office efficiencies.
Proposal One – To make operational changes to the	£273,200	Supported local bus service reductions

current public bus and community transport services which Hampshire County Council supports.	£58,400	Dial-a-Ride and Call & Go service reductions
	£50,500	Taxishare service reductions
	£1,000	Increase to hire fees on Wheels2Work Scheme
Proposal Two - To make operational changes to the current public bus and community transport services which Hampshire County Council supports	£76,800	Community Transport Group Hire Services.
Proposal Three: To stop providing travel vouchers to individuals who are eligible for a Disabled Person's Bus Pass as an alternative to the pass	£95,000	Removal of travel vouchers as enhancement to concessionary travel scheme
Proposal Four: To remove the use of the Older Person's Bus Pass and Disabled Person's Bus Pass on Taxishare, Dial-a-Ride and Call & Go services	£44,000	To cease providing a 25% discount on Dial-a-Ride and Call & Go services and free travel on Taxishare services for concessionary pass holders.
Proposal Five: To introduce a £1 fare for all single Taxishare journeys	£16,000	
Proposal Six: To work towards a common fare approach for Dial-a-Ride and Call & Go schemes across Hampshire while reducing the subsidy of these services	£14,600	Increased contribution from passengers towards the costs of providing the service.
Proposal Seven: To increase the fees charged for replacement of lost bus passes to cover the administration costs	£15,500	Charges to increase from £14 to £20 for damaged or lost passes. No charge will be made for stolen passes if a crime number is provided.
Total	£800,000	

85. As set out in paragraphs 52 and 53, there is a pressure of £74,878 on the local bus budget. It is proposed that this pressure is resolved through the further service reductions as detailed within Appendix 2.

86. The tables below illustrate how the proposed savings for each passenger transport service would impact Hampshire split by geographical areas.

Supported Local Bus Services

District / Borough	Existing spend	Proposed spend	Spend decrease	Services Impacted
Aldershot, Farnborough and Fleet area	£213,702	£181,620	15%	<ul style="list-style-type: none"> 7 Hartley Wintney to Basingstoke 9 Cove to Farnborough 41 Farnborough to Tongham (existing budget pressure)
Andover Area	£174,341	£128,839	26%	<ul style="list-style-type: none"> Andover Villages services
Basingstoke Area	£264,655	£238,918	10%	<ul style="list-style-type: none"> 76 Basingstoke to Andover (existing budget pressure) 4 Basingstoke to Chineham 54 Hannington to Basingstoke 74 Overton Local
East Hampshire area	£309,660	£300,591	3%	<ul style="list-style-type: none"> X17 Bishops Waltham to Petersfield 71 Froxfield to Petersfield 94 Buriton to Petersfield
Eastleigh Area	£200,074	£186,615	7%	<ul style="list-style-type: none"> X6/X7 Chandlers Ford to Eastleigh X15 Hamble to Eastleigh
Fareham and Gosport area	£224,517	£190,517	15%	<ul style="list-style-type: none"> 20 Fareham to Wickham 21 Fareham to Hill Head F3
Havant area	£68,212	£43,212	37%	<ul style="list-style-type: none"> 27 Havant to Emsworth
New Forest area	£318,766	£286,566	10%	<ul style="list-style-type: none"> New Forest Cango
Romsey area	£75,154	£37,406	50%	<ul style="list-style-type: none"> 36 Lockerley to Romsey 39 Nomansland to Romsey

Winchester area	£197,216	£178,813	9%	<ul style="list-style-type: none"> 46 Winchester to North Baddesley
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87. Services in Romsey are proposed to see the biggest impact on funding with a potential reduction of 50% compared to existing funding levels. The Council currently subsidises each passenger trip on the 36 service by £50.25. Even pre pandemic this was £35.93. The Council currently subsidises each passenger trip on the 39 service by £9.80, pre pandemic this was £6.31. This is an unaffordable subsidy each time a passenger travels, particularly when there are alternative services available in the area for most passengers.
88. Services in Havant and the Andover area are proposed to see the next biggest impact on funding. Again, the Andover Villages service sees a higher subsidy of £8 per passenger trip and can be converted to a demand responsive alternative. The proposed savings from the 27 service in Havant come from realigning the timetable around existing demand.
89. It is worth noting that services in East Hampshire and Winchester are proposed to see lower reductions in funding. This is because the services which are most costly to the County Council in these areas provide a service to enable high numbers of entitled students to access education. In the future, it is proposed that a full review will be carried out to ensure that this funding model continues to offer best value for the County Council overall.

Community Transport Services

District / Borough	Existing spend	Proposed spend	Spend decrease	Services Impacted
Basingstoke	£115,533	£97,989	15%	Basingstoke Dial-a-Ride
East Hampshire	£50,542	£27,224	46%	East Hampshire Call & Go (inc Alton DAR) East Hampshire Group Hire
Eastleigh	£130,074	£101,378	22%	Eastleigh Dial-a-Ride (incl. Parish Link) Eastleigh Group Hire
Fareham	£35,402	£29,615	16%	Fareham Dial-a-Ride Fareham Group Hire
Gosport	£33,044	£26,870	19%	Gosport Dial-a-Ride Gosport Group Hire
Hart	£24,898	£23,423	6%	Yateley element of the Rushmoor and Hart Group Hire
Havant	£50,760	£35,674	30%	Havant Group Hire
New Forest	£40,368	£31,893	21%	New Forest Call & Go New Forest Group Hire

Rushmoor	£45,085	£36,375	19%	Rushmoor Dial-a-Ride Rushmoor element of the Rushmoor and Hart Group Hire
Test Valley	£37,176	£29,973	19%	Test Valley Call & Go Test Valley Group Hire
Winchester	£66,242	£53,515	19%	Winchester Group Hire Winchester Dial-a-Ride

* Savings are not proposed for Yateley Shopper and Fleet Link (Hart), Havant Call & Go (Havant) and Denmead Shopper (Winchester).

90. The proposed savings for Community Transport services have been calculated following a robust two stage methodology; a reduction based on a percentage figure and a reduction based on value for money. It is for this reason, that the proposed reduction varies between schemes, with schemes that offer better value for money seeing lower proposed savings. The methodology used is as follows:

- a 10% reduction was made across all Dial a Ride and Call & Go schemes;
- a larger 15% reduction was made across all Community Transport Minibus Group Hire Schemes recognising that these schemes have seen a slower recovery from the pandemic;
- £22,000 savings were made across all Dial a Ride and Call & Go schemes based on their value for money to the Council measured by cost per service hour and cost per passenger trip; and
- a larger £49,000 in savings was made across all Community Transport Minibus Group Hire Schemes based on their value for money to the Council measured by cost per hire. Again, this larger contribution was in recognition that these schemes have seen a slower recovery from the pandemic.

Taxishare Services

District / Borough	Existing spend	Proposed spend	Spend decrease	Services Impacted
Basingstoke	£ 2,582	£2,582	0	No changes proposed
East Hampshire	£30,975	£9,531	69%	Clanfield, Catherington and Lovedean Carshare
Eastleigh	£12,721	£12,721	0	No changes proposed
Fareham	£9,144	£9,144	0	No changes proposed

Hart	£40,212	£26,455	34%	210 Long Sutton, South Warnborough, Upton Grey to Basingstoke Taxishare Crondall & Ewshot Taxishare Fleet Taxishare
Havant	£15,216	£14,046	8%	Hayling Island Carshare
New Forest	£22,284	£20,184	9%	Burley Taxishare
Test Valley	£38,100	£ 38,100	0%	No changes proposed
Winchester	£34,194	£22,165	35%	96 Meon Valley Taxishare 38 Southwick Taxishare 95 East Stratton to Winchester

There are currently no taxishare services in either Gosport or Rushmoor.

91. The two areas which see the proposed biggest impact on services, East Hampshire and Hart, do so because entire services (Clanfield, Catherington and Lovedean Taxishare and Fleet Taxishare) are proposed to be ceased with the passengers transferring onto the relevant Community Transport service (Havant Call & Go and Fleet Link). This option is not operationally possible for all taxishare schemes.
92. Winchester also sees a relatively high proposed reduction because the schemes impacted had relatively high frequencies and therefore reductions would have a lower impact or they offered poorer value for money than some other services. In the case of the 95 & 96 services, both factors applied.

Consultation and Equalities

93. Within the consultation, a number of free text boxes allowed respondents to express their general opinions and to provide detail on the impact that the proposals would have should they be implemented, either on themselves or the organisation they represented.
94. Broadly, the biggest impact raised was on service users, many respondents commented on the lack of access to shops or healthcare provision that they felt would result from potential reductions. 10% of respondents who listed an impact of potential service reductions were concerned about the social isolation that could result from these changes. This was particularly the case for older and disabled people, along with people who identified themselves as having lower household income and those from rural areas.
95. There were themes of concern over the impact of reductions in community transport and rural bus services, which in many cases would affect the most vulnerable of Hampshire's residents. Concerns over the transferred cost of savings on other areas of County Council spend were raised, particularly the balance between reducing budgets and maintaining social independence due to the potential costs of care.

96. The proposals around increased charges again generated many comments on the impacts these would have on service users. This was highest amongst older and disabled people and those from low-income households. Concerns over increasing living costs were raised and 12% of respondents who had commented on proposals about increased charges, were concerned about the loss of independence that individuals could experience.
97. A full breakdown of the impacts respondents identified through the consultation can be found in Appendix 1.
98. An Equality Impact Assessment (EQIA) was carried out as part of the consultation that ran between May and July 2022.
99. A further EQIA has been carried out following the consultation which identifies the impacts that would affect those who have protected characteristics if the proposals are approved, which can be found at this link: [ETE-Passengertransport-SP23-SavingsProposals-2022-11-07](#).
100. The main findings of the EQIA process were that:
- the proposed savings would have a negative impact on people who identified as falling within the following protected characteristic categories;
 - i. Age
 - ii. Disability
 - iii. Pregnancy and Maternity
 - iv. Race
 - v. Religion or belief
 - vi. Sex
 - vii. Poverty and rurality; and
 - the impact would be neutral for people who identified as falling within the following protected characteristic categories; gender reassignment, sexual orientation and marriage and civil partnership. No evidence could be found that identified the impact on these people being any different to those who do not fall within these categories of protected characteristic.
101. The EQIA illustrates the cumulative impact on people who identify as having multiple protected characteristics. For example, Hampshire's supported bus and community transport services are predominately used by women over pensionable age. In this example, women over pensionable age would see a disproportionately negative impact over people who do not have these protected characteristics. A more detailed analysis has been carried out specifically on the views of the women, as the most represented group in the consultation, and fed into the EQIA. This has ensured that the EQIA is as robust as is possible in its assessment of the impacts of these proposed changes. In addition, this process aided the development of the proposed mitigations designed to reduce this disproportionately negative impact as far as is possible.
102. It is inevitable that reductions such as those which are proposed will have a negative impact on many groups of people who have protected characteristics. Whilst the County Council does not have the budget available to fully mitigate these impacts, the following actions have been proposed:

- the proposed reductions in supported bus and community transport services have been designed using the feedback from the consultation to ensure that the preferences respondents identified have been considered;
- historic and current patronage data has also been considered to ensure that the proposed reductions impact the fewest number of people;
- the County Council does not propose to remove all enhancements to the Concessionary Travel Scheme, which means those people eligible for a Disabled Person's bus pass, will continue to be entitled to free all day travel across the week. In addition, those disabled people who cannot travel alone will continue to be eligible for a Companion Pass. Lastly, those people who have infrequent services, as set out in the detail of this report, will continue to be able to use their passes before 9:30am;
- within this report it is proposed that all Dial-a-Ride services move to Call & Go Services, albeit branded as Connect. This would see services have the widest possible eligibility criteria, ensuring that these services can be used by as many of Hampshire's residents as possible. It is known both through the consultation and data collected by the County Council that more women than men rely on these services so the proposal to make them available to as many people as is possible, would reduce the cumulative impact on this protected characteristic;
- following consultation feedback, the proposal to increase the minimum fares on Dial-a-Ride and Call & Go services to £6 for a local journey and £8 for a longer journey has been revised. Instead, this report proposes a minimum standard charge of £6 for a local journey and £7 for a longer journey to recognise the impact that the increasing costs of living are having on individuals;
- it is proposed that these fares be increased incrementally to assist those on lower incomes to adapt to the new charging regime; and
- similarly, the proposed price for replacing a lost or damaged concessionary bus pass has reduced from £20, as detailed within the consultation, to £18.

Climate Change Impact Assessments

103. 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.
104. The tools are broadly designed for single initiatives and projects. They are not adapted to be relevant to a wide number of proposals, such as those within this report, and therefore cannot be used on this occasion.

Carbon Mitigation

105. The vast majority of bus services in Hampshire are provided commercially, this means that they do not receive subsidy from the County Council and therefore the content of this report will not have an impact on these services.

106. Whilst public and community transport is a key tool in achieving decarbonisation, the reduction in demand as a result of the Covid-19 pandemic cannot be ignored. This means that some supported services are operating with very few passengers. Removing these services, and therefore ensuring more people travel each time a service operates, mitigates some of the carbon impact from service provision.
107. The County Council will continue with its capital funded infrastructure projects, such as those arising from the Transforming Cities Fund and South East Hants Rapid Transit, to ensure that the commercial network can thrive and continue to be a key component of modal shift.
108. In addition, the County Council will continue to work within the framework of the proposed Local Transport Plan 4 and Bus Service Improvement Plan, both of which have decarbonisation as a key objective.
109. The County Council will work with its operators to ensure that the services it supports are as widely known as is possible to attract back old and new users alike.

Conclusions

110. If approved, the recommendations would be implemented between December 2022 and March 2023.
111. New or modified contract arrangements would be in place until existing contracts expire.
112. A further round of passenger transport forums will be held in Winter 2022/23 to communicate the changes.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Savings Programme to 2023 - Revenue Savings Proposals - 23 Sept 2021	23 Sept 2021

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.)

<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:

2.1. An Equality Impact Assessment (EQIA) was carried out and published as part of the consultation that ran between May and July 2022.

2.2. A further EQIA has been carried out following the consultation which identifies the impacts that would affect those who have protected characteristics if the proposals are approved.

2.3. The main findings of the EQIA process were that:

- the proposed savings would have a negative impact on people who identified as falling within the following protected characteristic categories;
 - i. Age
 - ii. Disability
 - iii. Pregnancy and Maternity
 - iv. Race
 - v. Religion or belief

vi. Sex

vii. Poverty and rurality; and

- the impact would be neutral for people who identified as falling within the following protected characteristic categories; gender reassignment, sexual orientation and marriage and civil partnership. No evidence could be found that identified the impact on these people being any different to those who do not fall within these categories of protected characteristic.

2.4. The EQIA illustrates the cumulative impact on people who identify as having multiple protected characteristics. For example, Hampshire's supported bus and community transport services are predominately used by women over pensionable age. In this example, women over pensionable age would see a disproportionately negative impact over people who do not have these protected characteristics. A more detailed analysis has been carried out specifically on the views of the women, as the most represented group in the consultation, and fed into the EQIA. This has ensured that the EQIA is as robust as is possible in its assessment of the impacts of these proposed changes. In addition, this process aided the development of the proposed mitigations designed to reduce this disproportionately negative impact as far as is possible.

2.5. It is inevitable that reductions such as those which are proposed will have a negative impact on many groups of people who have protected characteristics. Whilst the County Council does not have the budget available to fully mitigate these impacts, the following actions have been proposed:

- the proposed reductions in supported bus and community transport services have been designed using the feedback from the consultation to ensure that the preferences respondents identified have been considered;
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- within this report it is proposed that all Dial-a-Ride services move to Call & Go Services, albeit branded as Connect. This would see services have the widest possible eligibility criteria, ensuring that these services can be used by as many of Hampshire's residents as possible. It is known both through the consultation and data collected by the County Council that more women than men rely on these services so the proposal to make them available to as many people as is possible, would reduce the cumulative impact on this protected characteristic;
- following consultation feedback, the proposal to increase the minimum fares on Dial-a-Ride and Call & Go services to £6 for a local journey and £8 for a longer journey has been revised. Instead, this report proposes a

minimum standard charge of £6 for a local journey and £7 for a longer journey to recognise the impact that the increasing costs of living are having on individuals;

- it is proposed that these fares be increased incrementally to assist those on lower incomes to adapt to the new charging regime; and
- similarly, the proposed price for replacing a lost or damaged concessionary bus pass has reduced from £20, as detailed within the consultation, to £18.