

Report title: **MetroBus operations – Joint working through Inter Authority Agreements**

Wards affected: **Citywide**

Strategic Director: Barra Mac Ruairi, Strategic Director - Place

Report Author: Pete Woodhouse, Group Manager – Passenger Transport Services, Sustainable Transport

Contact telephone no. **0117 92 22975**

& e-mail address: **pete.woodhouse@bristol.gov.uk**

RECOMMENDATION for the Mayor's approval:

- 1. To agree to enter into Inter Authority Agreements with South Gloucestershire Council and North Somerset Council that will set out the joint working arrangements for the delivery of MetroBus operations.**
- 2. To give the Strategic Director (Place) the delegated authority, in consultation with the Assistant Mayor (Place), to enter into these Inter Authority Agreements**

Purpose of the report:

To seek approval to enter into a series of Inter Authority agreements to ensure the smooth operation and management of MetroBus services.

The proposal:

1. The MetroBus project will deliver high quality services that are quicker and more reliable than existing bus services. There are a number of elements of the scheme that are entirely new to the public transport offer in Bristol, as well as growing the highway asset and providing a new segregated guided busway. The project is already delivering the additional infrastructure, and in its operational phase there are a number of elements of MetroBus that require ongoing management and/or maintenance. The costs associated with this are currently being identified and will be apportioned on the basis that each authority is financially responsible for the maintenance and capital replacement of assets within their local authority area. Where there are costs not directly related to an asset e.g. management, back office IT systems etc., these will be apportioned to each authority based on an average of relevant indicators. The Authorities' Heads of Transport have agreed this way forward but each authority will need to get formal agreement for this approach. On this basis, Bristol's current share is 58%, although this could change as the MetroBus operations or network evolves. This will be managed through a series of formal legal Inter Authority Agreements (IAA).

BRISTOL CITY COUNCIL CABINET 24th November 2015

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approach. On this basis, Bristol's current share is 58%, although this could change as the MetroBus operations or network evolves. This will be managed through a series of formal legal Inter Authority Agreements (IAA).

2. Management and Governance – To ensure that MetroBus continues to deliver the required standard and to develop the concept and plan for future services, a specific 'Business as Usual' governance structure is proposed. The operation of MetroBus is a long term commitment amongst the partner authorities, with costs shared proportionately across the partners. The draft governance proposed for MetroBus is at Appendix A. This governance will need to be agreed at the Joint Transport Executive (JTEC) as it will change the joint working agreement and constitution of JTEC.

3. The whole MetroBus network of services will be operated on a commercial basis. MetroBus facilities will be available to any participating operator that meets the requirements of the Quality Partnership Scheme covering the network. There has been an expectation that costs of managing and maintaining facilities would be offset by the revenue generated by MetroBus operation. This expectation remains in the medium term, as MetroBus becomes more established. However a change in the quality standards required to operate MetroBus, particularly around the vehicle quality and extent of the commercial delivery of services, means that local authority support is required. The intention is that services on the entire MetroBus network will be delivered without subsidy, and the Authorities' support will focus on maintaining the infrastructure. The level of investment required will be kept under review, with the expectation that it will reduce over time, as passenger numbers grow on the network. This growth would be supported by delivery of transport policy and other infrastructure projects promoting bus priority in the city. The generation of revenue is considered further in paragraph 10 below.

4. Highway maintenance – The MetroBus project provides an increase in the extent of the public highway in Bristol, particularly the South Bristol link. There is therefore an associated increase in the costs of maintaining these assets. Where there is additional highway this will be reflected in our settlement from central Government, our funding will increase to reflect the increasing length of highway. Integral to the Ashton Vale to Temple Meads (AVTM) route is the construction of a new guided busway, on an entirely segregated alignment. The guideway will be a key piece of infrastructure for providing the forecast journey time savings for the AVTM MetroBus route, and will have its own specific operational and maintenance requirements.

5. Smart Ticketing – The delivery of the journey time savings expected from MetroBus services is dependent on ticketing arrangements that focus on off bus purchasing to minimise interaction with the driver and associated delays. Whilst each operator will be expected to deliver their own smart ticketing arrangements, there is a requirement to provide the customer with a ticket option across the whole MetroBus network, and across all the MetroBus providers. This will be delivered through the expansion of the existing TravelWest smart ticketing portal managed by the Authorities, and the provision of the required back office and systems integration with the Ipoint infrastructure. The Authorities will be responsible for the security of the transactions made with the Ipoints, including financial reconciliation; and the customer care element of the TravelWest smartcards.

6. Bus Shelters and Ipoints – New bespoke MetroBus bus shelters will be installed at every MetroBus stop. The shelters will be accompanied at every stop by a multi-functional information point, called Ipoints. The Ipoint is a high quality, distinctive visual marker for the MetroBus network, and will provide functionality that is essential to MetroBus

objectives; specifically supporting real time information, smartcard and other ticket vending facilities. The functionality of these units sets a new standard of bus stop infrastructure. Bristol City Council is the lead authority for the procurement and management of bus shelters and Ipoints, and there will be an IAA in place covering the management and financial arrangements.

7. Landscape management– Planning consent for both the South Bristol Link (SBL) and Ashton Vale to Temple Meads (AVTM) require ongoing Landscape Management.

8. CCTV – The Ipoint will include an emergency help point facility. In operation, activation of the help point will trigger the CCTV cameras in the location and alert monitoring staff to the situation.

9. Quality Partnership Scheme (QPS)/Voluntary Partnership Agreement (VPA) – The MetroBus services will operate under a QPS and VPA arrangement, where BCC will be the lead authority. The QPS commits the participating Councils to the provision and maintenance of various elements of the MetroBus scheme operation and infrastructure. In return the operator(s) provide services to a set of minimum standards. The VPA is a legal agreement between the Councils and Operators and commits to the monitoring of the delivery of these elements and standards. The monitoring and management of these will require a resource over and above current arrangements.

10. City Centre improvements – The MetroBus project will deliver significant improvements in the city centre. Primarily this involves the extension of bus priority through bus lanes and junction priority, which will provide benefit to all bus services operating through the central area. It is of course essential that these are enforced to ensure maximum benefit to bus services. As well as providing the benefits to bus users, the scheme will also deliver improvements for walking and cycling in the city centre, as part of wider public realm enhancements.

Potential revenue generation:

11. The overall ongoing costs of MetroBus will be offset in some measure by income generation relating to the scheme. As a commercial bus operation under a QPS, passenger revenue will be retained in full by the bus operator(s). However, there is potential for income to be generated through imposing access charges to operators using MetroBus facilities such as the guideway or the M32 bus only junction. The principle of access charges is to generate income from operators to offset the costs of providing the infrastructure from which the operator is benefitting. The potential for access charges has been included in the QPS, but the appropriate level of charge is not yet determined. The MetroBus project currently expects that the whole MetroBus network will be operated on a commercial basis, and sets out the minimum standards of, for example, vehicle quality and frequencies. The current commercial ask is significant, and there is a balance between the high standards currently expected being delivered in full and the level of the access charge that can be expected. There is potential for the demands of an access charge to impact on the number and/or quality of the services being provided and it may be prudent to delay any charges and phase them in over the medium term.

Consultation and scrutiny input:

a. Internal consultation:

Legal Services, Finance

b. External consultation:

None

Other options considered:

Throughout the development of the scheme and its individual elements, consideration has been given to the necessity and cost of each specified requirement to ensure that there is nothing contained in the proposals that is superfluous to the achievement of the scheme objectives. This process has mitigated excessive spend in terms of capital and ongoing revenue demands. Contract specifications have contained pricing options to allow further consideration of costs moving forward.

Risk management / assessment:

FIGURE 1							
The risks associated with the implementation of the (subject) decision :							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1							
2							

FIGURE 2							
The risks associated with <u>not</u> implementing the (subject) decision:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	Unable to sign the IAA in time to facilitate procurement leading to additional costs	High	High	Agree IAA as soon as possible to facilitate procurement and incorporation into construction schedules	Medium	Medium	
2	The criteria which determined apportionment of costs needs to be adjusted	Medium	Medium	Accept: Make provision in IAA to allow for review of indicators and adjust apportionments	Low	Low	

Public sector equality duties:

Please see equality impact assessment at Appendix B

Eco impact assessment

The environmental impacts of the MetroBus scheme have been considered in a previous Cabinet report, available at

https://www2.bristol.gov.uk/committee/2011/ua/ua000/0721_5.pdf

This report concerns financial arrangements and there are no additional environmental issues arising: there is no significant impact from this proposal.

Resource and legal implications:

Finance

a. Financial (revenue) implications:

The MetroBus project will have a number of ongoing revenue costs associated with the operation of a large scale capital project.

Bristol City Council along with its partner Councils are undertaking a review of revenue costs associated with running MetroBus. The most advanced of these reviews is for the iPoints situated at bus stops.

A report to support the procurement of the iPoints has been produced by the MetroBus Integration Board. This provides an estimated 10 year cost of maintenance. This amount is not quoted in this report as it could influence the procurement of a maintenance contract for the MetroBus iPoints as it is commercially sensitive. The current proposed agreement would place 54% of maintenance costs with Bristol City Council. This is based on the location of the iPoints within the MetroBus network. The actual cost will be revealed by the procurement process and will be influenced by the approach of contractors to the level of investment made in each iPoint compared to the annual maintenance requirement.

This principle is being used to provide a template for the split of revenue costs for the other costs associated with running the MetroBus network. This means that assets that are located within a specific Council area will be the responsibility of that Council to maintain. Where costs exist that need attribution and it is not possible to relate costs directly to an asset - for example, management, back office IT systems etc. a method will be agreed as part of the inter authority agreement on the split of costs.

Once further work has been carried out and agreement between Councils achieved, this will form the basis of the inter authority agreement, and it will be possible to make an estimate for budgetary purposes of the annual revenue cost to Bristol City Council.

Advice given by **Mike Allen Finance Business Partner**
Date **5 November 2015**

b. Financial (capital) implications:

Such an inter authority agreement will need to provide for the capital implications of MetroBus. At this time further work will need to be done to estimate the cost implications

for Bristol City Council. However, the basic principle will be that assets that fall within a Council's boundary will be the responsibility of that Council

Initial advice for providing for capital costs is that a sinking fund should be established to smooth the cost to the Council and also to recognise that lifecycle maintenance will tend to occur after a number of years of operation. There is also the need to allow for emergency repair and the cost of QPS requirements.

A report will need to be taken to Capital Programme board to demonstrate the arrangements in place to meet the funding challenge of keeping MetroBus in operation.

Advice given by Mike Allen Finance Business Partner
Date 5 November 2015

Comments from the Corporate Capital Programme Board:

None

c. Legal implications:

The inter authority agreement will provide for the allocation of roles (eg lead authority for each aspect of the project) and the sharing of costs and risks between the authorities and will establish appropriate governance arrangements.

Advice given by Eric Andrews, Senior Solicitor
Date 5 November 2015

d. Land / property implications:

Guidance:

* Ensure this section is written by / signed off by the corporate property team.

Advice given by Insert name / job title
Date Insert

e. Human resources implications:

This report seeks authority to enter agreements with partner authorities to establish the basis for MetroBus operation and management. The staffing impact of the proposed governance arrangements will be considered as it is developed.

Advice given by Mark Williams, Place HR Business Partner
Date 5 November 2015

Appendices:

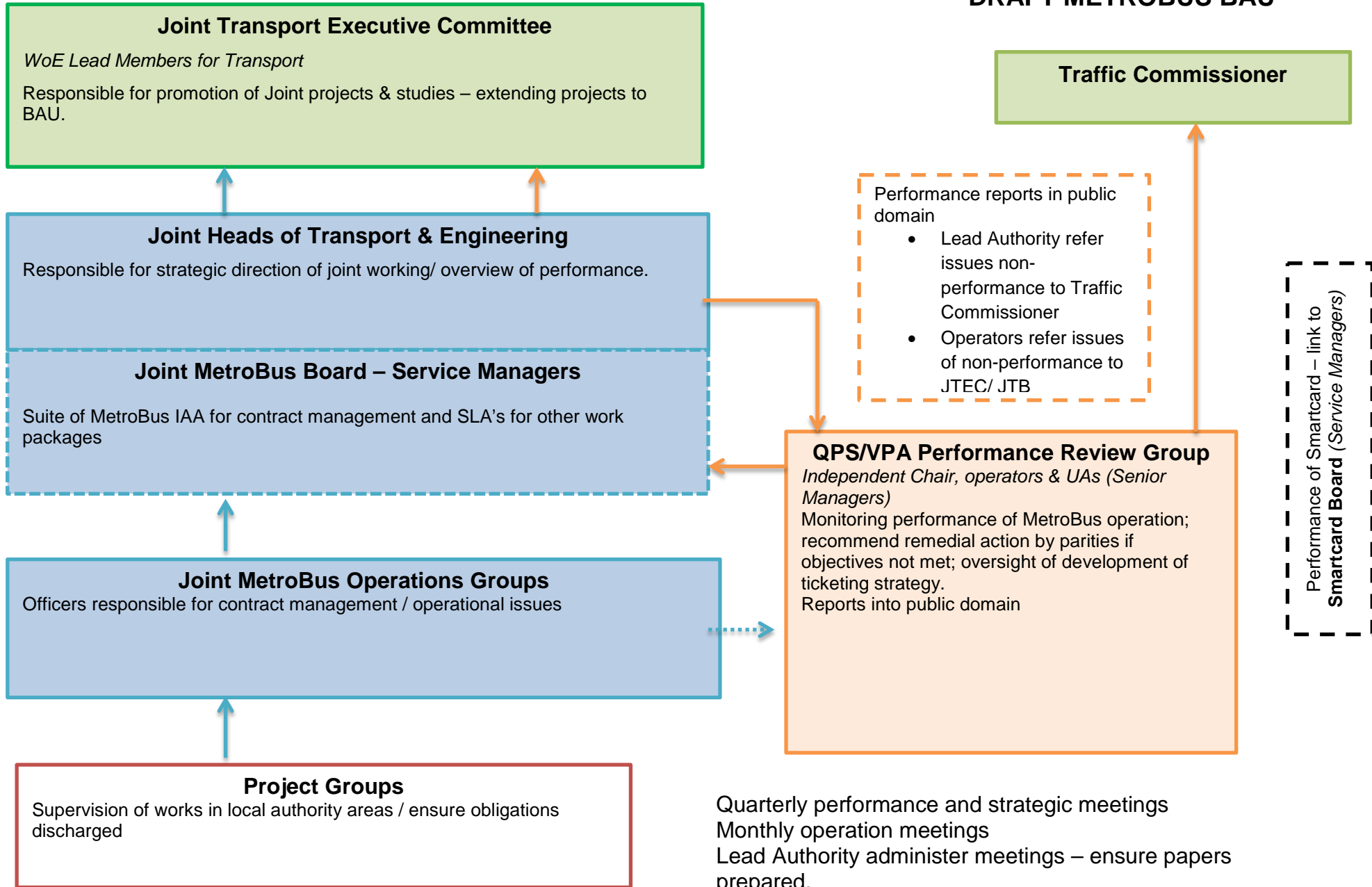
Appendix A – Draft MetroBus Business as Usual Governance
Appendix B – Equalities Impact Assessment

Access to information (background papers):

None

Appendix A

DRAFT METROBUS BAU





Bristol City Council Equality Impact Assessment Form

Name of proposal	MetroBus operations – Joint working through Inter Authority Agreements
Directorate and Service Area	Place
Name of Lead Officer	Pete Woodhouse, Group Manager – Passenger Transport Services, Sustainable Transport

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

<p>1.1 What is the proposal?</p> <p>For the delivery of MetroBus operations through Inter Authority Agreements, including the following:</p> <ul style="list-style-type: none"> • Ipoints - the operation of the Ipoints needs revenue support to cover maintenance, software services, software upgrades and consumables. • Smart Ticketing – the Authorities will be responsible for the required back office and systems integration with the Ipoint infrastructure, for the security of the transactions and the customer care element of the TravelWest smartcards. • Highway maintenance – including the new guided busway by Ashton • Landscape management • CCTV – The Ipoint will include an emergency help point facility. • Quality Partnership Scheme (QPS)/Voluntary Partnership Agreement (VPA) – BCC will incur costs for monitoring and management of these agreements and arrangements which will require a resource over and above current arrangements. • Management and Governance – To ensure that MetroBus continues to deliver the

Step 2: What information do we have?

<p>2.1 What data or evidence is there which tells us who is, or could be affected?</p> <p>North Fringe to Hengrove Equalities demographics</p> <p>In 2014, across the UK, 9.8166 million women were registered with the DVLA</p>

<p>as private car keepers compared to 14.5734 million men, 11% of the population within the Scheme Area are aged 65 and over 19% of the population within the Scheme area are aged under 16. 18% of the population within the Scheme Area are from an ethnic minority (Dual heritage/Mixed/British – 3.5%, Asian/British – 6.6%, Black/British – 7% and other ethnic minority group – 1%) 29% of those in the Scheme Area are from a non-car household 5% of the population in the Scheme Area are claiming JSA</p>
<p>2.2 Who is missing? Are there any gaps in the data?</p>
<p>We anticipate 6% of the population within the scheme area are LGBT in line with a Stonewall estimate of the LGBT community. We do not have detailed data on religion and belief of the population.</p>
<p>2.3 How have we involved, or will we involve, communities and groups that could be affected?</p>
<p>Disabled people’s groups have been involved in the design of the bus shelters and the IPoints and LED displays.</p> <p>The most up to date survey of BME bus users compared with white bus users is Transport for London’s 2013 survey - BME groups express broadly the same public transport needs as the rest of the London population. These needs relate to safety, reliability, respect, customer service and access to information. More BME bus users highlighted concerns about safety after dark and cost than white users although both groups shared concerns.</p> <p>The 2011 equality impact assessment for the design of the scheme includes a commitment to undertaking ‘a non-motorised user audit will be conducted as part of the ongoing design process and the internal QA process. This will be part of the finalisation of the design to be taken to tender.’ Customer and non-customer surveys need to be ongoing for the duration of the contract as well as forming part of the design of the tender.</p>

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

<p>3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?</p>
<p>Public transport is one of the largest concerns for older people, including</p>

Sunday services, long waiting times, bus service changes/removal, and inadequate evening services. Service timings and frequency are set by the operator and are outside of the scope of this EqIA.

Older people requiring shorter journeys to key services like health providers can be viewed not a priority against volume usage by commuters who may decide to reduce car usage if the rapid transport offer is reliable and quick during commuter timings.

Young people – aged 16 and under use buses for accessing education establishments and / or training facilities, either with a companion or independently, but also use buses for travel to social and sports activities. Young people's main concerns are the cost of travel. Travel prices are set by the operator and are outside of the scope for this equality impact assessment.

Promotional schemes looking to persuade commuters to reduce car usage will be designed to encourage men to decrease their reliance on cars. Customer care surveys and increasing uptake campaigns need to be gender conscious to be effective but must ensure that both men and women are encouraged to use the MetroBus and need to be monitored to ensure any publicity does not reinforce gender stereotypes.

Improve safety and reduced pollution along the corridors by reducing use of private cars should ensure it benefits the whole city. The MetroBus crosses East and Central Bristol on the M32 which could reduce commuters travelling across the city and through the area which could decrease pollution. This has an indirect race equality impact because this area has the highest BME population in the scheme area.

Be 3.2 Can these impacts be mitigated or justified? If so, how?

- The quality partnership agreement should include an annual passenger survey which includes equalities monitoring, this should include timings, frequency, IPoints, information etc. Results need to be evaluated to review whether older or younger people are more or less satisfied etc.
- Customer services and quality monitoring needs to be alert to complaints which imply the needs of different user groups are not being balanced fairly or older people are not being given sufficient priority.
- The more the services are used, the greater the income generated which can be used to increase the quality of bus services. The quality agreement needs to ensure scrutiny of the company's decisions around profits reinvestment into service provision. The Rapid Transport Scheme to ensure the company gives consideration to the different needs of

service users outside of the main commuter groups.

- For people with learning difficulties, there will need to be a wider information campaign for MetroBus encompassing the end-to-end journey and how the ipoint fits into this.
- Pollution records should be monitored in East/Central Bristol (with a higher BME population) where the bus does not stop and in South Bristol (BS3) where there are an increase in bus stops.

3.3 Does the proposal create any benefits for people with protected characteristics?

- Raised kerb bus stops and low floor buses will improve access, with the associated dropped kerbs (with tactile paving) at local road crossings.
- Alternative timetable formats will be made available on request.
- 'Real Time' information displays at key stops will be provided with an audio facility activated by a key fob which can be obtained from the RNIB / BCC, and audio announcements on the buses will also be investigated.
- How to obtain the RTI information via SMS will be promoted at bus stops.
- Paper versions of timetables will be available from the Council Telephone Information Team and online.
- All bus stop relocations will be analysed to ensure that all aspects of accessibility and other aspects are taken into account.
- New 'safe haven' shelters with improved lighting will be provided. In addition, improved reliability, 'Real Time' information provision, and CCTV in new buses should reduce this
- The MetroBus extends choice of transport modes for all, in particular for private car drivers, to encourage a shift to public transport – the promotional materials need to ensure disabled drivers do not feel penalised by switch campaigns
-

3.4 Can they be maximised? If so, how?

Disabled people may require targeted publicity to encourage the use of smartcards and Ipoints. The council and the operator need to work together to ensure increased confidence by disabled people is a shared responsibility. There are real opportunities to promote the good access and additional safety offered by Metrobus infrastructure.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
The equality impact assessment draws on previous EqlAs.
4.2 What actions have been identified going forward?
<ul style="list-style-type: none">• Annual customer surveys with analysis by equalities group.• Co-production of promotional campaign materials
4.3 How will the impact of your proposal and actions be measured moving forward?
By the annual customer satisfaction surveys

Service Director Sign-Off: Peter Mann – Service Director, Transport	Equalities Officer Sign Off: Anne James – Equality and Community Cohesion Team Leader
Date: 13/11/16	Date: 13/11/2015