

Report title: Award of Park and Ride Contracts

Wards affected: City Wide

Strategic Director: Barra Mac Ruairi, Place

Report Author: Pete Woodhouse

RECOMMENDATION for the Mayor's approval:

To give delegated authority to the Service Director for Transport to award and manage the new Brislington and Portway Park and Ride contracts for implementation in September 2016.

Key background / detail:

a. Purpose of report: To seek approval to award new Park and Ride (P&R) Contracts.

b. Key details:

1. Bristol City Council currently has 3 park and ride sites with dedicated services operating to Bristol City Centre on Monday to Saturdays: 902 Portway P&R, 903 Long Ashton P&R and 904 Brislington P&R.

2. Service 903 is to be replaced by the commercially operated Ashton Vale to Temple Meads MetroBus route in 2017 and as such will not be contracted by the Council. Services 902 Portway P&R and 904 Brislington P&R are currently under contract until September 2016.

3. On 2nd June 2015, Cabinet agreed the recommendation to delegate authority to the Service Director for Transport to review and subsequent procurement for Portway and Brislington P&R services, subject to an options appraisal.

4. The options appraisal considered the commercial and contractual alternatives; and determined that the services should continue to be contracted by the Council, but with a more collaborative approach that better incentivises both parties. As a result the new contracts were tendered as net subsidy contracts.

5. Contracts for Portway and Brislington were tendered in November/December 2015. We have received 2 bids from operators for the Portway P&R and 3 bids from operators for the Brislington P&R. With 2 bids for both P&R services.

**BRISTOL CITY COUNCIL
CABINET
2nd February 2016**

REPORT TITLE: Award of Park and Ride Contracts

Ward(s) affected by this report: City Wide

Strategic Director: Barra Mac Ruairi, Place

Report author: Pete Woodhouse

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Purpose of the report:

To seek approval to award new Park and Ride Contracts.

RECOMMENDATION for the Mayor's approval:

- 1. To give delegated authority to the Service Director for Transport to award and manage the new Brislington and Portway Park and Ride contracts for implementation in September 2016.**

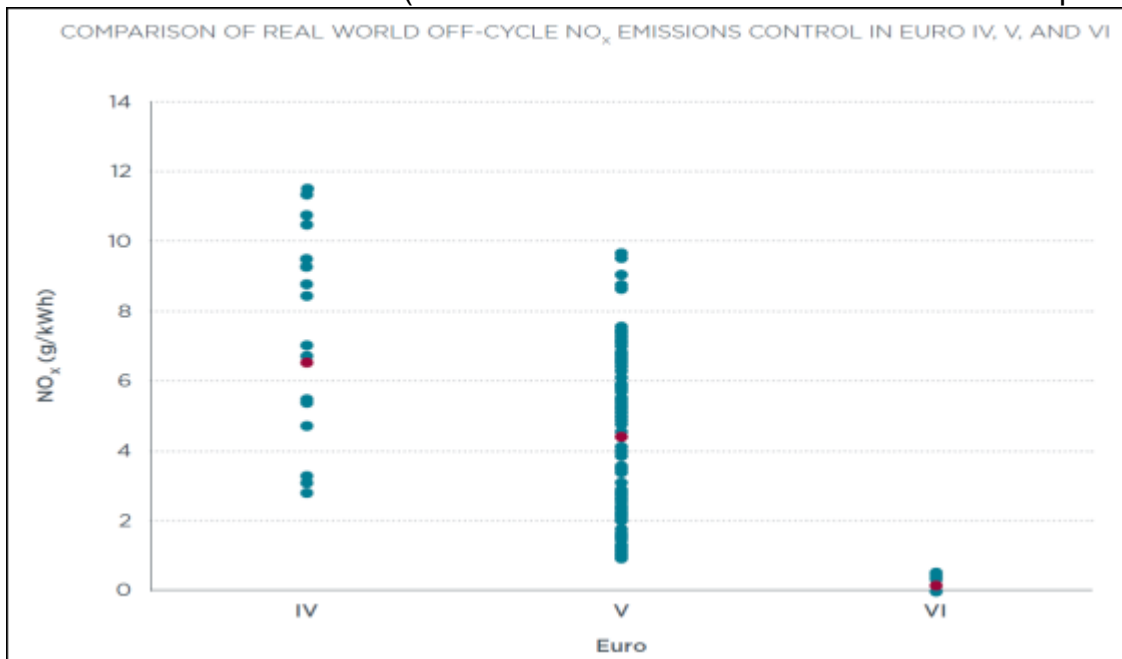
The proposal:

1. Bristol City Council currently has 3 park and ride sites with dedicated services operating to Bristol City Centre on Monday to Saturdays: 902 Portway P&R, 903 Long Ashton P&R and 904 Brislington P&R. All the P&R bus services operate under contracts specified and tendered by the Council. The contracts are due to expire on the 3rd September 2016.
2. Service 903 is to be replaced by the Ashton Vale to Temple Meads (AVTM) MetroBus route in 2017. MetroBus will be operated on a commercial basis under a Quality Partnership Scheme, and as such will not be contracted with the Council. The service 903 was not therefore included as part of the tendering exercise, and has been extended until the commencement of MetroBus services on the AVTM route.
3. On 2nd June 2015, Cabinet agreed the recommendation to delegate authority to the Service Director for Transport for a review and subsequent procurement process for the Portway and Brislington Park & Ride services, subject to an options appraisal and in consultation with the Assistant Mayor for Transport.
4. The options appraisal considered the commercial and contractual alternatives; and determined that the services should continue to be contracted by the Council, but with a more collaborative approach that better incentivises both parties. As a result,

the new contracts have been tendered as net subsidy contracts, where the Council sets a basic specification of minimum standards and the operator tenders a price based on their retaining all generated revenue, allowing the operator the opportunity to enhance the service offering as they see fit. Both parties are therefore invested in service quality and passenger growth.

5. This basis for the contract is a departure from previous Park & Ride contracts, where the revenue generated was retained by the Council, and a fixed sum paid to the operator. Although this arrangement benefitted the Council when patronage grew, it does limit the scope for operator innovation and incentive for development of the service.
6. To allow operators the opportunity to develop, the contract specifies minimum requirements only. These include minimum standards in terms of vehicle emissions standards, operating hours and service frequencies, and also sets the maximum headline fare (adult peak return). The contract requires vehicles meeting Euro VI emissions standards. These are 12 times cleaner in real world terms of NO_x emissions than the existing Euro IV vehicles. Please see table below:

Real World Emissions Data (from the International Council on Clean Transportation)



7. Contracts for Portway and Brislington were tendered in November/December 2015. This included pricing options for each service individually and a price for both services. We had tender submissions from 2 operators for the Portway Park & Ride contract and 3 operators for the Brislington Park & Ride. There were 2 operators who submitted a bid for both contracts together.
8. The contract specification included options for the hours of operation of the services, as well as Sunday operation. These included options to curtail services at circa 1900, 2100 and 2330 respectively. Current services operate until 2100. In consideration of the extra costs of extending the hours, the recommendation is to continue to operate the service as currently, rather than a further extension.
9. The contract options provide us with flexibility, enabling us to extend the contract

hours and operate during Arena events.

Consultation and scrutiny input:

Guidance:

- * List the people / organisations consulted on the proposal, including scrutiny commissions.
- * In relation to scrutiny input, please liaise with the relevant scrutiny officer. If scrutiny input was not sought, or was not considered necessary, you should explain why.
- * Summarise relevant points and issues raised, and, where relevant, address / respond to issues raised by consultees (including scrutiny commissions).

a. Internal consultation:

The following have been consulted with during this process: Procurement, Finance, Legal and the assistant Mayor.

b. External consultation:

Consultation was undertaken with passengers, to get details on the existing services and their aspirations for the future. This included an equalities survey with further details available in appendix A.

Other options considered:

An options appraisal for the delivery of Park & Ride services was undertaken and investigated the various options available. This included a comparison of commercial operation and contracted operation, and looking at the various methods of contracting bus services. The current contracts are gross cost, which is where the operator receives a fixed sum and the Council receives all of the revenue generated. As part of the options appraisal we contacted other local authorities across the country that operate Park and Ride services using the different models. Following the options appraisal the decision was taken to continue to provide the services as a contracted service, so that we can guarantee a park and ride service which will operate for the life of the contract. A net cost/concession contract was the preferred option going forward, this enables the Council to specify the required service whilst allowing the operator to run the service more commercially as they will now retain all of the revenue generated. The specification included options regarding the operating hours and days required. The procurement was undertaken in line with the Public Contracts Regulations 2015 as required.

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 (After controls)		RISK OWNER
		(Before controls)			Impact	Probability	
		Impact	Probability				
1	Operator not having an o licence in time to start operating the service.	Very High	Low	Operator will need to operate from a different base until the licence is issued.	High	Low	Project Manager
2	Vehicles not arriving in time for the start of the contract.	Very High	Low	Temporary vehicles will need to be provided by the operator. Contract will be awarded 8 months before the start of service, to enable the winning bidder to procure vehicles.	Medium	Low	Project Manager

FIGURE 2

The risks associated with not implementing the (subject) decision:

No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Not awarding a park and ride service. Existing contracts would need to be extended and this is subject to agreement of current operator. Unlikely to represent best value for money in the medium term.	High	Low	Award contract	Low	Low	Project Manager

Public sector equality duties:

An Equalities Impact Assessment has been carried out for the park and ride services and can be found in Appendix A.

Eco impact assessment

The significant impacts of this proposal are...

The use of buses on the service will result in the emission of climate changing gases, consumption of fossil fuels and air pollution.

The proposals include the following measures to mitigate the impacts...

Vehicles used on the service will be Euro VI (the highest standard for diesel vehicles) and additional quality points were given for bidders reducing their environmental impact and fuel consumption.

In addition this service offers an alternative to single occupancy car use in the city so reduces emissions & use of non-renewable fuels, facilitates less road congestion; contributes to improved air quality & reduced noise pollution.

The net effects of the proposals are

In comparison with current arrangements this is likely to be positive, as vehicle standard requirement has increased from Euro IV to Euro VI.

Resource and legal implications:

Finance

Guidance:

** Ensure this section is written by / signed off by the relevant Finance Business Partner.*

** Finance should be involved as early as possible in the preparation of a report. At minimum, the Finance Business Partner must have the report for review 5 working days before despatch to the Cabinet agenda conference.*

- * Be concise and ensure the report clearly shows: what the decision is going to cost the Council, how it is going to be paid for, and if the Council will save money.
- * State any assumptions made in the calculations and where appropriate perform sensitivity analysis and include an assessment of: the accuracy of the data; payback period calculations; and cost comparisons with other organisations.

a. Financial (revenue) implications:

As noted above, the contracts for Portway and Brislington Park and Ride services were tendered in November/December 2015. The tender included pricing options for each service individually and a price for both services.

To date, the council has received tender submissions from 2 operators for the Portway Park & Ride contract and 3 operators for the Brislington Park & Ride. There were 2 operators who submitted a bid for both contracts together.

Whilst the bids are at this time Commercial in Confidence, the early indications are that a successful conclusion to the tendering arrangement should bring material savings to the Council compared to the cost of the existing net subsidy.

For comparison, once the tender is complete, the current operation for these two services is forecast to cost the council over £500k in 2015/16 after taking onto account the revenues received from the operators. It is recommended that the Service Director Transport be provided with delegated powers to award this contract.

Advice given by **Mike Allen / Finance Business Partner**
Date **18 December 2015**

b. Financial (capital) implications:

Guidance:

- * Set out the capital costs and phasing of the proposed decision and whether the scheme requires prudential borrowing for which the terms / length should be provided (all prudential borrowing needs the S.151 officer's approval before progressing). The report cannot be submitted to Cabinet agenda conference if funds have not been identified.
- * The source of finance should be specified along with details of any conditions attached to the funding.
- * Additionally, confirm whether the scheme does or does not have revenue implications, highlighting any such implications in the revenue section of the report (above).

Advice given by **Insert name / job title**
Date **Insert date**

Comments from the Corporate Capital Programme Board:

Guidance:

Insert any comments on the proposal from the Corporate Capital Programme Board.

c. Legal implications:

The bids are still being evaluated at the time that this advice is being provided. The most economically advantageous bid(s) will be ascertained. With approval, it will be then for the Service Director – Transport to award the contract in accordance with the evaluation criteria.

The Public Contract Regulations 2015 have been followed to this point in the procurement process.

Advice given by Eric Andrews, Solicitor
Date 17th December 2015

d. Land / property implications:

This matter has no bearing on Corporate Property as it is a contract award matter relating to the Council's Transport provision, and as such we have no comment.

Advice given by Richard Fear, Service Manager
Date 17th December 2015

e. Human resources implications:

The proposals do not affect the council's workforce. However, if a new provider is appointed, staff working for the existing provider will transfer to the new provider in accordance with the TUPE regulations. The obligation to manage the transfer rests with the respective employers.

Advice given by Mark Williams, People Business Partner
Date 17th December 2015

Appendices:

Appendix A – Equality Impact Assessment
Appendix B – Eco Impact Checklist

Access to information (background papers):

Guidance:

List background papers which include facts / matters on which the report is based, or which have been materially used in preparing the report (do not though include any published works or papers including information which is exempt or confidential).

You also need to supply a copy of any background papers (or the web link) as these must be published alongside the Cabinet reports.

Appendix A

Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Award of Park and Ride Services
Directorate and Service Area	Sustainable Transport, Place
Name of Lead Officer	Nicola Phillips

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.

1.1 What is the proposal?

To re-tender Brislington and Portway Park and Ride bus services. We are proposing to provide park and ride services from Brislington and Portway Park and Ride sites into Central Bristol. The Park and Ride services are aimed at commuters to reduce the number of cars travelling into the City Centre.

The re-tendering of the park and ride services may impact service user and staff by a change in supplier.

The Parking Services team provide and maintain the car parking and toilet facilities. Brislington Park and Ride has an amenity building which includes toilets and a disabled toilet. Portway Park and Ride has a porta cabin which includes toilets and a disabled toilet.

As part of the new contract we are looking to negotiate a reduced guaranteed monthly sum by awarding a net cost contract rather than gross cost contract. Under a net cost contract the operator will receive all of the revenue taken on the service, which in turn means they will be taking the risk associated with this. This will enable them to provide an enhanced service and increase patronage.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

We have carried out a passenger survey on the park and ride services between May-July 2015, which provides us with details on who is travelling and if they have any protected characteristics. The survey has identified the following statistics:

Only 2% of passengers travelling on the park and ride services defined themselves as disabled, with 10% preferring not to say.

The majority of passengers using the service are between the ages of 18-65 with 6% of passenger being over 65.

The survey showed that more females use the service at 65% whilst only 35% of passengers were male.

A large majority of the passengers classed themselves as heterosexual 82% with 1% stating lesbian, gay or bisexual and 17% preferring not to say.

A large proportion of passengers are from a white British background 87% with 2% from a black and ethnic minority background and 11% preferring not to say

2.2 Who is missing? Are there any gaps in the data?

We do not have any data on Marital status, gender reassignment or pregnancy and maternity.

2.3 How have we involved, or will we involve, communities and groups that could be affected?
Not as yet.

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.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?
<p>The buses are underused by disabled people. An element of this may be that people who are blue badge holders have less incentive to use the park and ride services as parking in the City Centre is free. People with mental health issues, learning difficulties and some long term health issues are less likely to be car owners and therefore more likely to use other public transport services.</p> <p>BME people underuse the service. 2% is an under representation compared to the population of Bristol, but for the Park and Ride, the population are people living in BANES, North Somerset or outer lying neighbourhoods in Bristol and who are travelling into the Bristol City Centre. There is a lower percentage of BME people living in Bristol's outer lying neighbourhoods and in the surrounding local authority districts. The Census 2011 reports approx. 95% of people living in outer-lying neighbourhoods are of a White ethnic origin, and in our neighbouring authorities BANES has 94% of residents identifying as having a White background and in North Somerset 97% of people identify as having a white ethnicity. Therefore we would expect 5% of people using the service to be BME so the services are under used by people from BME communities and the provider could do more to promote the services to BME people living in outer lying neighbourhoods and neighbouring authorities. For example diverse images could be used in publicity and literature could emphasis safety and that racial harassment will not be tolerated and sanctions will be taken against perpetrators.</p> <p>Older people also underuse park and ride services, this could to a majority of people have retired and are not regular commuters, but again more could be done to promote usage of park and ride for leisure and retail opportunities. The passenger survey noted usage by older people does increase after 9am, when bus passes can be used and during school holidays.</p>
3.2 Can these impacts be mitigated or justified? If so, how?
<p>Yes. Disabled people can be encouraged to use services by emphasising in promotional literature that the vehicles used on the service are low floor and abide by the Public Service Vehicle Regulations 2000 and have seating for people with a mobility impairment. Financial incentives such as group/family tickets increase patronage at weekends, with leisure usage. The contract will set different types of tickets to be offered and a maximum fare for this. PR materials need to be reviewed to ensure people from equalities communities are assured that facilities are clean, safe and reliable.</p>
3.3 Does the proposal create any benefits for people with protected characteristics?
<p>All buses used on the park and ride services are low floor vehicle and are accessible for wheelchair users and also has allocated spaces for elderly and disable passengers. Parents with buggies can also use the wheelchair accessible spaces. The buses must be cleaned and maintained at all times whilst in operation of the contract. Including deductions if vehicles are not cleaned. This increases its usability for all, particularly women.</p>
3.4 Can they be maximised? If so, how?

The service is predominately a commuter service used extensively by working people. More could be done to promote the service at all times of day particularly to older people.

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 What actions have been identified going forward?
It has introduced equalities monitoring into service surveys. We recognise some under usage by older people and BME people. We will promote usage at weekends by specifying group/family tickets which will increase patronage and financial income. We will specify use of images from all communities for publicity to increase awareness of service among BME people in the outer lying neighbourhoods and local authorities.
4.2 How will the impact of your proposal and actions be measured moving forward?
We will do surveys with equalities monitoring at least once every 2 years.

Service Director Sign-Off: Peter Mann	Equalities Officer Sign Off: Anne James – Equality and Community Cohesion Team Leader
Date:	Date: 12/10/2015

Appendix B

Eco Impact Checklist

Title of report: Award of Park and Ride Contracts				
Report author: Pete Woodhouse				
Anticipated date of key decision: 2 February 2016				
Summary of proposals:				
Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	Both	<p>The park and ride services are operated by buses which emit climate changing gases.</p> <p>This is the continuation of existing services so we should not see an increase in gases produced.</p>	<p>The vehicle specification states that the vehicles used in the operation of the service must be Euro VI.</p> <p>Through the quality submission, bidders were asked to provide details on how they would reduce the environmental impact of the service.</p>
Bristol's resilience to the effects of climate change?	No	N/A		
Consumption of non-renewable resources?	Yes	-ive	Vehicles will continue to consume non-renewable fuels.	Bidders were asked to provide details on how they would reduce fuel consumption of vehicles operating on the service.
Production, recycling or disposal of waste	No	N/A		
The appearance of the city?	No	+ive	Service facilitates less congestion.	
Pollution to land, water, or air?	Yes	-ive	Vehicles operating on the service will have a negative impact on air quality.	Vehicles used on the service will be Euro VI which has very low emission levels- the highest standard for diesel vehicles.
Wildlife and habitats?	No	N/A		
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				
The significant impacts of this proposal are...				

The use of buses on the service will result in the emission of climate changing gases, consumption of fossil fuels and air pollution.

The proposals include the following measures to mitigate the impacts...

Vehicles used on the service will be Euro VI (the highest standard for diesel vehicles) and additional quality points were given for bidders reducing their environmental impact and fuel consumption.

In addition this service offers an alternative to single occupancy car use in the city so reduces emissions & use of non-renewable fuels, facilitates less road congestion; contributes to improved air quality & reduced noise pollution.

The net effects of the proposals are

In comparison with current arrangements this is likely to be positive, as vehicle standard requirement has increased from Euro IV to Euro VI.

Checklist completed by:

Name:	Nicola Phillips
Dept.:	Place
Extension:	22582
Date:	26/11/2015
Verified by Environmental Performance Team	Claire Craner-Buckley Andy Edwards