ABERDEEN CITY COUNCIL

COMMITTEE Council

DATE 24th June 2009

CORPORATE DIRECTOR Gordon McIntosh

TITLE OF REPORT Supported Local Bus Services – Peterculter/Garthdee and Night buses to Northfield & Garthdee

1. PURPOSE OF REPORT

This report reviews the supported bus service budget commitment to two night time bus services.

The report further considers the award of a contract to operate a replacement bus service for Peterculter – Cults – Garthdee – City Centre to Stagecoach Bluebird to replace the commercial service 24 which First Aberdeen will cease to operate from 13th July 2009.

2. RECOMMENDATION(S)

That the Committee instructs the Corporate Director for Environment & Infrastructure to

Option 1

If monies are available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

- a) Award the contract for the 'Peterculter Commuter' bus service to Stagecoach Bluebird to start operating the service from 13th July 2009.
- b) continue with the night buses as present

Option 2

If monies are not available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

- c) Cancel the night bus services to Northfield and Garthdee with effect from 26th October 2009
 and
- d) Award the contract for the 'Peterculter Commuter' bus service to Stagecoach Bluebird to start operating the service from 13th July 2009.

Option 3

If monies are not available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

e) to allow the No 24 service to cease and continue with the night buses as present

3. FINANCIAL IMPLICATIONS

Options 1 and 2 can be provided by the existing supported bus services budget in conjunction with monies originating from the section 75 agreements regarding extensions to the Asda and Sainsbury's supermarkets in Garthdee dating from 2004.

Options 3 and 4 can be provided within the existing supported bus service budget.

4. SERVICE & COMMUNITY IMPACT

A key aim of the Community Plan is to ensure that all citizens have access to a range of transport options that reflect differing needs of age, gender, disability and income. The Single Outcome Agreement also sets a priority of improving sustainable transport options for the City.

5. OTHER IMPLICATIONS

None.

6. REPORT

<u>Budget Provision for Supported Bus Services and Section 75 Agreement ASDA and Sainsbury's Garthdee</u>

- 1.1 The approved budget provision for supported local bus services is £50,000.
- 1.2 The budget is currently fully committed for the operation of two night bus services to Northfield and Garthdee (both operated by Bain's Coaches) and also for an additional journey on Service 24 (operated by First Aberdeen).
- 1.3 There is an outstanding contribution originating from Section 75 Agreements between Aberdeen City Council, Sainsbury's and ASDA for the operation of a bus service that the contract in Appendix II meets the requirements of. This contribution involves a lump sum of £48,000 in the first year and £3,200 per annum for a further four years.

Night Time Buses Northfield & Garthdee

1.4 The Council provides two night bus services to Northfield and Garthdee under contract with Bain's Coaches since late 2005. Patronage on the services varies seasonally throughout the year at 300 to 400 journeys per month.

Appendix I shows more detail.

1.5 The Garthdee service has seen some encouraging growth over the past four years but currently appears to be in decline in 2009. The Northfield service is marginally used and appears to have been in decline from 2008.

1.6 The Council is pro-active in promoting the services with publicity, marketing materials (e.g. beer mats) and poster available in pubs and clubs around the City Centre. In December 2008 there were two weekends of on street promotion of the services during the hours of operation of the bus with people handing out leaflets, balloons and marketing materials promoting the bus services.

<u>Peterculter – Cults - Garthdee – City Centre</u> First Aberdeen Service 24

- 1.7 First Aberdeen operates a bus service from Peterculter to the City Centre via Cults and Garthdee. Since 2004 this has included the ASDA and Sainsbury's stores in the Garthdee Retail Park. This route is an amalgamation of two former bus services, one that operated from Peterculter to the City Centre and another route from Garthdee to the City Centre.
- 1.8 First have reviewed their operation of this service and will cease operating route 24 from the 13th July 2009.
- 1.9 First are of the view that the patronage on the service is too low to cover their operating costs.
- 1.10 Officers undertook surveys of users on route 24 and have been in discussion with local members and community representatives and found:
 - The service carries approximately 60 passengers per day.
 - The reliability of the service was poor, with only 4 journeys per day this was a deterrent to use.
 - Bus drivers were changed regularly and were unsure of the route or were unhelpful to passengers and potential passengers.
 - Ticket machines were regularly missing which will affect patronage and income for the service.
 - The bus does not have a destination blind and rarely has a "24" on the front of the bus, with people missing the bus as a result.
 - There was a feeling from users that the service was not operated to an acceptable standard and that these complaints were not listened to.
 - Of the non-users spoken to at meetings and through local Members and community council, many residents were unaware of the existence of the bus or when/where it operated.

2.0 <u>Re-Prioritisation of Supported Bus Service Budget to Peterculter – Cults – Garthdee Bus Service</u>

2.1 Officers invited tenders for a replacement bus service for route 24 in May 2009 to ascertain market costs.

The tender documentation allowed for a variety of services, days of operation and vehicle types. The preferred bidder is Stagecoach Bluebird for a 3 journey operation

(see Appendix II for detailed route and timetable) 5 days per week. The service is expected to carry an average of 10 people per journey.

The Council's terms and conditions of contract for the operation of bus services covers a range of operational issues will be enforced rigorously, particularly given the residents concerns over the previous operation of service 24.

Route 24 covers the Lower Deeside corridor and directly operates into the estates in the Cults, Bucklerburn and Kaimhill areas. There are some 4300 people along the route of service 24 who are aged over 60 and could benefit from the service.

The route of service 24 covers a large residential area where potential bus passengers may need to negotiate steep footpaths to reach alternative bus routes that people with limited mobility and elderly people find difficult to negotiate. Without the bus service, the users feel that they will not be able to access shops at Peterculter or the Garthdee retail development. There are some 10 residential / care homes along the route of service 24 with residents who are also bus users and would otherwise have to rely upon a taxi, which cost significantly more than their free bus travel with the concession card.

Without service 24 (or a replacement service) the residents of these areas will have high frequency alternative services on the main corridors of North Deeside Road and Auchinyell or Garthdee Road. However the topography of the residential estates will make access by foot difficult for elderly and people with mobility problems.

2.2 Arguably young people who are in the City Centre at the weekend have a degree of responsibility to themselves in terms of their personal safety. The night time bus services to Garthdee and Northfield benefit young people who enjoy the night time environment in the City Centre. These services are an alternative to walking or taking a taxi and provide a safe journey home.

The night bus users may be at risk from walking if they no longer have a suitable bus service. Lone travelers, both males and females, may be at increased risk by walking should they no longer have access to a night bus services.

The night time economy may also be negatively affected if the two night time bus services cease to operate, residents from Garthdee and Northfield may not visit the city centre at the weekend night time as often as they do currently.

There may also be a negative impact in terms of increased night time related crime or anti social behavior if there was an increase in people walking home to the Garthdee or Northfield areas.

The Council and Grampian Police have made substantial efforts in promoting a safe, enjoyable night time environment within the City Centre. This has included an improved police presence, night time taxi ranks on Union Street and taxi rank marshals.

2.3 Should the two night time services cease to operate, the residents of Garthdee and Northfield will have alterative night bus services to North Deeside Road –

Peterculter and to Sheddocksley/ Lang Stracht/ Kingswells or Great Northern Road/ Haudigain/ Dyce.

2.4 Officers have undertaken an Equalities and Human Rights Impact Assessment, this is included in Appendix III.

3.0 Conclusions

As the Council is contractually bound to provide 4 months written notice to cancel the current night bus contracts, there is a requirement to do so by June 2009 or expenditure for the replacement service for 24 and the night bus services will exceed the approved revenue budget for supported bus services in the 2009/10 financial year.

Should officers secure funds from the Section 75 Agreements with ASDA and Sainsbury's, the Council would be able to continue to operate one night bus service (from 26th October 2009) and the replacement service for route 24 (from 13th July 2009).

Therefore, in order to ensure that spend on supported services is within the revenue budget for 2009/10 the following are the available options

Option 1

If monies are available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

- f) Award the contract for the 'Peterculter Commuter' bus service to Stagecoach Bluebird to start operating the service from 13th July 2009.
- g) continue with the night buses as present

Option 2

If monies are not available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

- h) Cancel the night bus services to Northfield and Garthdee with effect from 26th October 2009 and
- i) Award the contract for the 'Peterculter Commuter' bus service to Stagecoach Bluebird to start operating the service from 13th July 2009.

Option 3

If monies are not available from ASDA and Sainsbury's as part of the Section 75 Agreements for funding a bus service;

j) to allow the No 24 service to cease and continue with the night buses as present

7. AUTHORISED SIGNATURE

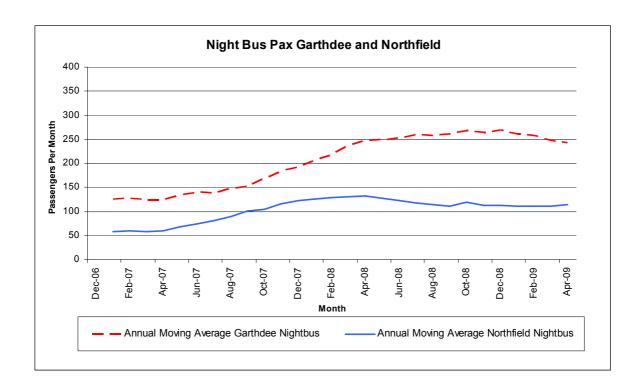
Gordon McIntosh
Director Environment & Infrastructure

8. REPORT AUTHOR DETAILS
Andrew Stokes,
Planning Officer,
Public Transport Unit,
astokes@aberdeencity.gov.uk

tel: 01224 523762

9. BACKGROUND PAPERS

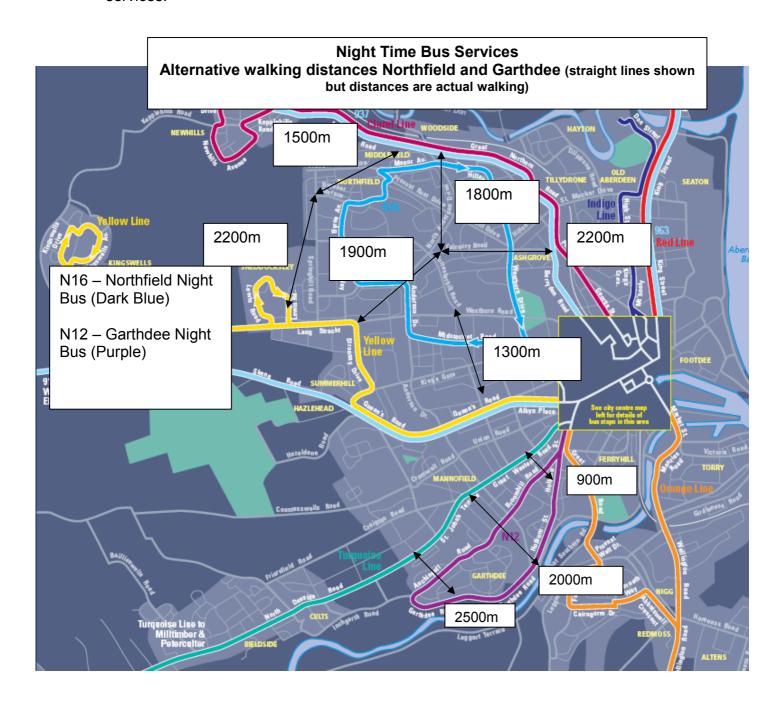
Appendix I



Note on Abbreviations used: Pax should be read as "Passengers."

Walking Distance Impact Night Time Buses

The picture below shows sample walking distances to alternative night time bus services.



Appendix II

'Peterculter Commuter' Service Specification

SERVICE SPECIFICATION

SERVICE DESCRIPTION: Peterculter Commuter – 93

General:

Following First Aberdeen's Decision to withdraw the established service 24, this service is a replacement for that service.

Surveys conducted by Aberdeen City Council have shown an existing demand for approximately sixty journeys per day.

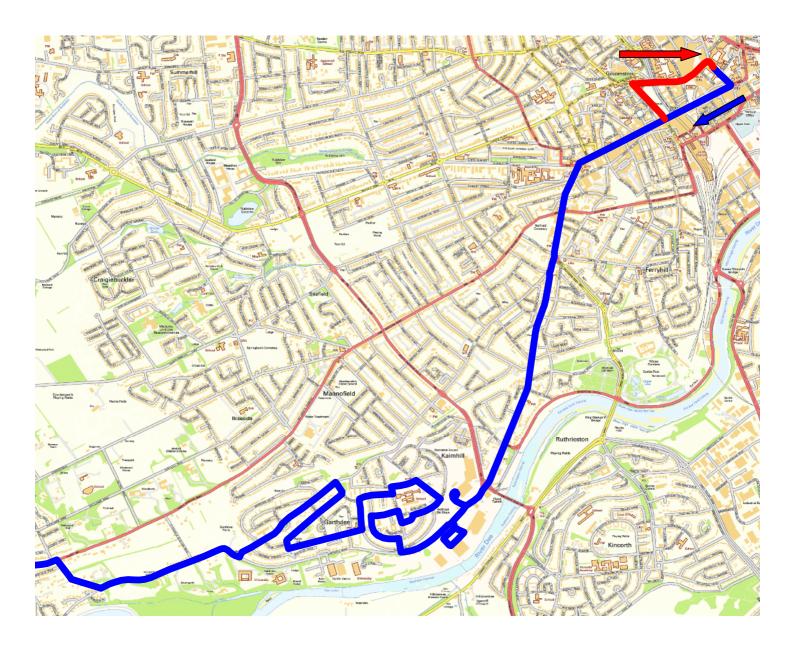
This service links Broad Street to the popular Garthdee Retail Park (where Asda, Sainsbury's, Comet and B&Q have superstores), and provides the sole link from this area into the Craigievar and Inchgarth areas of Garthdee, and further to Cults, Milltimber, Bieldside and Peterculter.

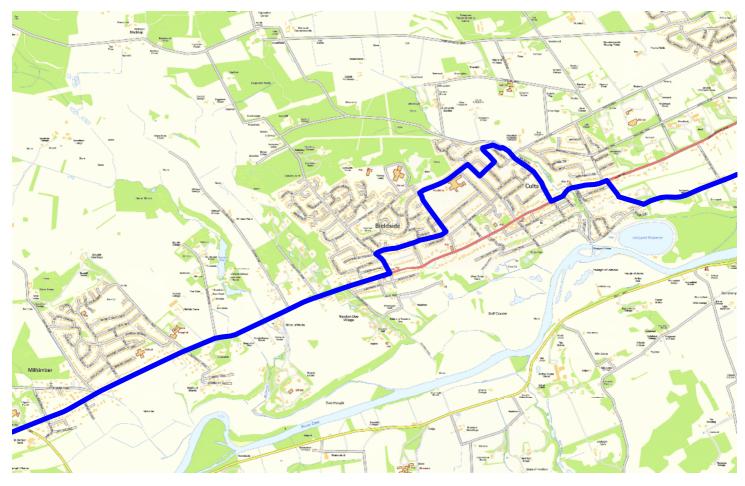
Aberdeen City Council will be investing heavily in publicising this service including:

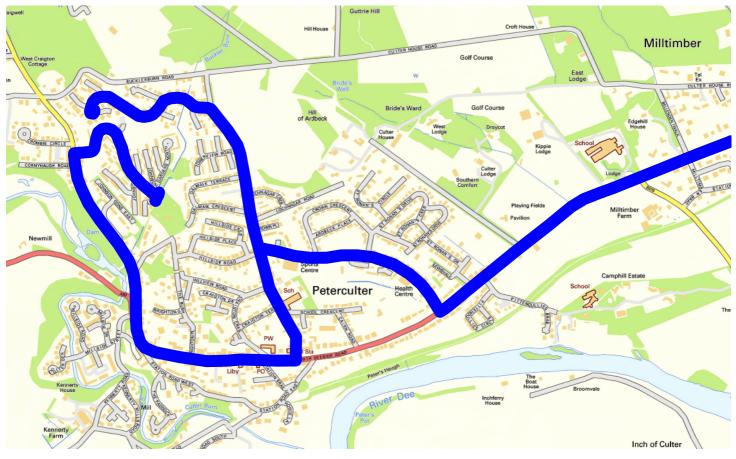
- Door-to-door leaflet drops
- · Specially produced on-bus publicity
- Specially produced on-street publicity at all bus stops
- Promotional ticketing offers
- Direct engagement with the operators of the businesses in the retail park to show publicity in their establishments.
- Provision of specially made graphical vinyls for fitting to the vehicle used on the service.

Route Map:

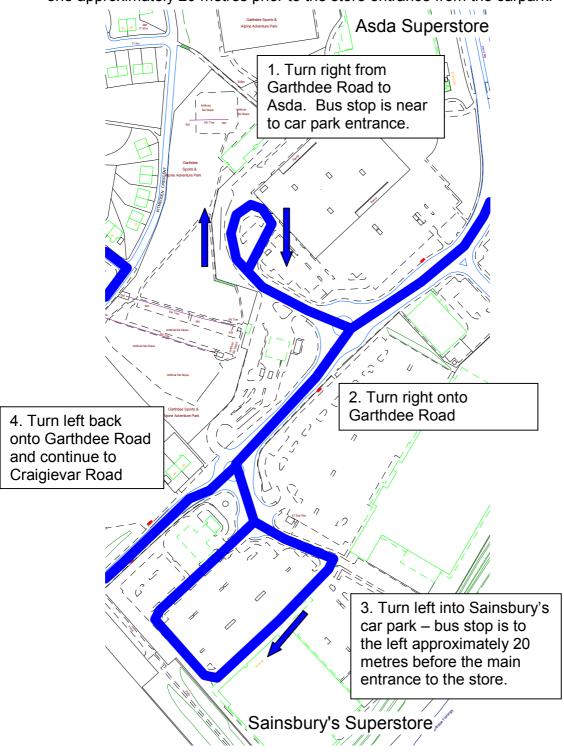
Please note that red section shows Union Terrace/Schoolhill section of return route only. Other than this section, return route is outward route in reverse.



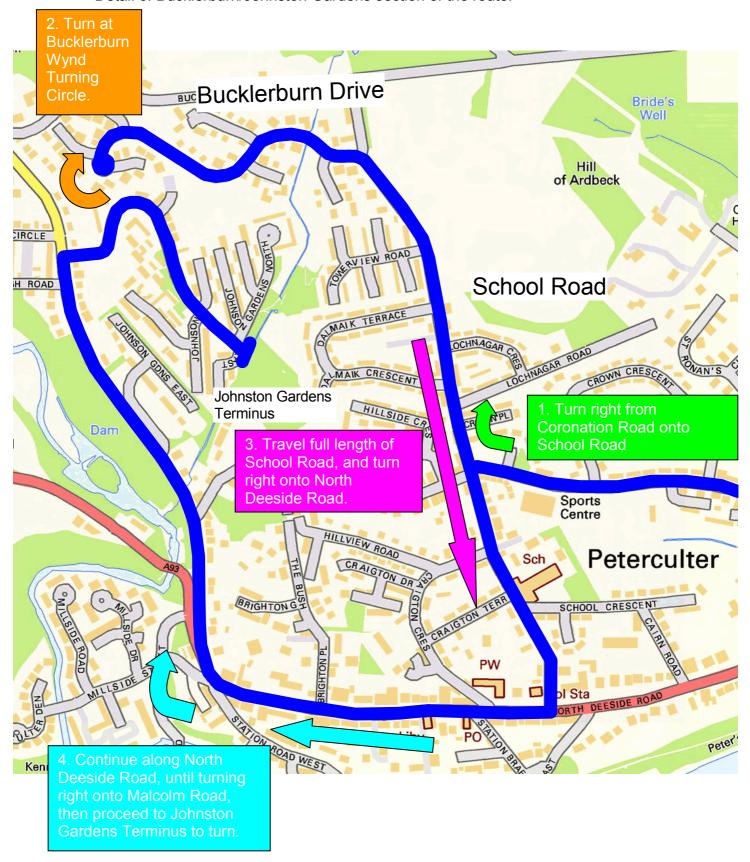




Detail of turning arrangements for Asda and Sainsbury's superstores. Asda have a bus stop near to the entrance to the carpark, wheras Sainsbury's have one approximately 20 metres prior to the store entrance from the carpark.



Detail of Bucklerburn/Johnston Gardens section of the route.



Monday – Friday only

Outward:

Broad Street	10:30	12:30	14:30
Holburn Junction	10:37	12:37	14:37
Garthdee Retail Park	10:45	12:45	14:45
Two Mile Cross	10:50	12:50	14:50
Kirk Brae	10:58	12:58	14:58
Cults Academy	11:02	13:02	15:02
Tor-na-dee	11:07	13:07	15:07
Bucklerburn	11:13	13:13	15:13
Culter Village	11:18	13:18	15:18
Johnston Gardens	11:21	13:21	15:21

Return:

Johnston Gardens	11:30	13:30	15:30
Culter Village	11:33	13:33	15:33
Bucklerburn	11:38	13:38	15:38
Tor-na-dee	11:44	13:44	15:44
Cults Academy	11:49	13:49	15:49
Kirk Brae	11:53	13:53	15:53
Two Mile Cross	12:01	14:01	16:01
RGU Campus	12:01	14:01	16:01
Garthdee Retail Park	12:06	14:06	16:06
Holburn Junction	12:14	14:14	16:14
Broad Street	12:21	14:21	16:21

This service shall serve stops D2, L1, H2, F5, C4, B4 A8 and A2 within the city centre. **Stopping Points:**

Outwith the city centre, this service will stop at all recognised

bus stops.

Fares:

Adult Single:

	Broad Street	Garthdee	Peterculter
Broad Street	£0.50		
Garthdee	£1.00	£0.50	
Peterculter	£1.50	£1.00	£0.50

	Peterculter	Garthdee	Broad Street
Peterculter	£0.50		
Garthdee	£1.00	£0.50	

Broad Street	£1.50	£1.00	£0.50
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Adult Return:

	Broad Street	Garthdee	Peterculter
Broad Street	£0.90		
Garthdee	£1.80	£0.90	
Peterculter	£2.70	£1.80	£0.90

	Peterculter	Garthdee	Broad Street
Peterculter	£0.90		
Garthdee	£1.80	£0.90	
Broad Street	£2.70	£1.80	£0.90

Child single:

	Broad Street	Garthdee	Peterculter
Broad Street	£0.30		
Garthdee	£0.60	£0.30	
Peterculter	£1.00	£0.60	£0.30

	Peterculter	Garthdee	Broad Street
Peterculter	£0.30		
Garthdee	£0.60	£0.30	
Broad Street	£1.00	£0.60	£0.30

Child Return:

Olinia Hotaliii			
	Broad Street	Garthdee	Peterculter
Broad Street	£0.60		
Garthdee	£1.10	£0.60	
Peterculter	£1.80	£1.10	£0.60

	Peterculter	Garthdee	Broad Street
Peterculter	£0.60		
Garthdee	£1.10	£0.60	
Broad Street	£1.80	£1.10	£0.60

1 week adult unlimited travel: £10. 1 week child unlimited travel: £7.

National Entitlement cards are valid for travel on this service.

Vehicle:

Due to the geography and road layout on this route, a small vehicle will be required, a 23-29 seat minibus is recommended. It is worth noting that there are speed cushions and some steep inclines on this route, therefore we would recommend that any vehicles be tested on the route prior to being allocated to the service.

Vinyls will be provided by Aberdeen City Council for application to the sides and rear of the vehicle to promote the service.

We will work with the successful operator to ensure that these graphics do not conflict with any existing operator branding on the vehicle.

The vehicle provided should be dedicated to this route.

Days of Operation:

The one-bus service will operate Monday – Friday.

Other Information: Service vehicle should have illuminated destination blinds programmed to show the appropriate destination and service number.

> Paper style blinds will also be accepted on the condition that suitable blind scrolls are printed up in advance of service start and that they are illuminated.

> This route shall be shown as service 93 – Peterculter Commuter. Destination being Peterculter or Broad Street, Via Garthdee.

Appendix III

Equalities and Human Rights Impact Assessment

The Equality and Human Rights Impact Assessment Form $\underline{\text{DRAFT}}$

STEP 1: IDENTIFY Essential Information

1.	Name of function or policy: Re-prioritisation of Weekend Night Buses (Northfield / Garthdee) funds to Peterculter-Garthdee – City Centre Bus Service.				
2.	Is this function or policy:	□ New	√ Reviewed		
2.	Name of Officers complet	ing this form:	Andrew Stokes		
3.	Designation(s):	Planning Off	icer, Public Transport Unit		
4.	Date of Impact Assessme	nt: Wed r	nesday, 10 June 2009		
5.	Lead Council Service(s) in	nvolved in the	delivery of this function or policy		
	Shelter & Environment Se	ervices (South			
6.	Who else is involved in the other Council services or		nis function or policy? (for example ies)		
			ght time bus services. P&I colleagues nts to the Night Time Transport		
7.	How have they been invol Assessment process?	ved in the Equ	uality and Human Rights Impact		
	Discussion on the develop	oment and ope	eration of the service.		

The Equality and Human Rights Impact Assessment Form

STEP 2: Outline aims of the function or policy

	8.	What are the main aims of the function or policy? Please list
		Currently the Council provides a night time bus service to the Garthdee and Northfield areas, where the commercial bus market does not.
		A commercial decision by First Aberdeen has led to them ceasing to operate a bus service from Peterculter – Garthdee – City Centre (route 24).
		This review is intended to gauge the impact of ceasing to operate the two night time bus services to allow the Council to operate a replacement service for route 24.
	9.	Who are the main beneficiaries of the function or policy? Please list
		An estimated 400 young people who are in Aberdeen City Centre between the hours of midnight and 4am regularly use the services. The overall number of people who use the service will be higher as users will vary on a weekly basis
		There are approx. 4360 people aged over 60 along the route of service 93 could benefit by the service but it should be noted that at present all elderly on the route do not choose to use it. At present approx 400 people use the existing service per week
	10.	Is the function or policy intended to increase equality of opportunity by permitting positive action or action to redress disadvantage?
		✓ Yes □ No
	Give	details
		Without service 93, there could be a disadvantage to the elderly and less bile people in the hilly areas of Garthdee and Peterculter who will have a nificantly reduced access to a bus service.
	a n	e Council recently reviewed its TaxiCard scheme eligibility criteria and there are umber of people in the area and in the 10 care/residential homes in the area or are no longer entitled to a TaxiCard.
	tim the in t pec	e current users of the night bus services are young people enjoying the night e environment within the City Centre. The provision of a bus service increases ir safety, reduces their transport costs and increases the supply of taxi services he City for the large numbers of people who choose to queue for them. These ople could revert to using taxis, walk or may no longer undertake these rneys, or use city centre facilities.
1		

The Equality and Human Rights Impact Assessment Form

STEP 3: GATHER AND CONSIDER Evidence

11. What evidence will you use to identify any potential positive or negative impacts? (Evidence could include: consultations, surveys, focus groups, interviews, pilot projects, user feedback (including complaints made), officer knowledge and experience, equalities monitoring data, academic publications, consultants' reports, Citizens' Panel etc)

	Details
Evidence	
Consultation	Community Councils Councillors DAG Civic Forum Residents of Sheltered Housing Complexes
Research	Experience of other urban areas
Officer Knowledge and experience (including feedback from frontline staff)	Public Transport Unit Staff Planning and Infrastructure Staff
Equalities Monitoring Data	None
User Feedback (including complaints)	Yes
Other	

The Equality and Human Rights Impact Assessment Form

STEP 4: ASSESS LIKELY IMPACTS on Equality Strands

12. Which, if any, Equality Target Groups and others could be affected by this function or policy? Place the symbol in the relevant box. Consider also the relationship between belonging to an Equality Target Group and the effect of wider cross cutting issues, for example, a gay homeless person.

Equality Target	Positive Impact (+)	Neutral Impact (0)	Negative Impact (-)
Group	, , ,	, , ,	
Race*		0	
Disability	✓		
Gender **		0	
LGB***		0	
Belief		0	
Younger			✓
Older	✓		
Others		0	

- * Race include Gypsies/Travellers
- ** Gender includes Transgender
- *** LGB: Lesbian, Gay and Bisexual

13. From the Groups you have highlighted above, what positive and negative impacts, do you think the function or policy might have?

Detail the impacts and describe the groups affected.

	g
Positive impacts	Negative Impacts
(describe groups affected)	(describe groups affected)
People with disabilities and the elderly	Young people from Garthdee and
will benefit with the continued operation	Northfield who enjoy the night time
of route 93 in the Peterculter / Garthdee	environment
areas.	

Q14: Which human rights or equality rights may be directly or indirectly affected as identified in Steps 3 and 4?

None

Legality

Q15: Where there is a negative impact is there a legal basis in the relevant domestic law?

None

Legitimate Aim

Q16: Is the aim of the policy identified in Steps 1 and 2 a legitimate aim being served in terms of the relevant equality legislation or the Human Rights Act?

The aim of the re-prioritisation of limited budgets is to benefit those most in need of a bus service, in terms of age, mobility and disposable income.
Proportionality
Q17: Is the impact of the policy proportionate to the legitimate aim being
pursued? Is it the minimum necessary interference to achieve the legitimate aim?
pursued: is it the infinition necessary interference to achieve the regitimate aim:
Yes
163

The Equality and Human Rights Impact Assessment Form

STEP 6: MONITORING AND REVIEWING

18.	18. How will the implementation of the function or policy be monitoring? (for example, customer satisfaction questionnaires)		
	 Customer feedback – complaints/enquiries Feedback from Councillors / Community Councils Meeting with DAG 		
19.	How will the results of the monitoring be used to develop the function or policy?		
	Reports to appropriate Committee advising members upon the impact after the decision has been implemented.		
20.	When is the function or policy due to be reviewed?		
	Depending upon resources available and level of feedback received from users.		
section	STEP 7: Report results and summary of EHRIA to the public (To complete this section please use the notes on page 19 of the guide to the Equality and Human Rights Impact Assessment).		
	here will you publish the results of the Equality and Human Rights Impact ssment?		
Pleas	e indicate as follows by ticking the appropriate box(es).		
_	☐ Summary of EHRIA will be published in committee report under section "Equality Impact Assessment"		
✓ Ful	✓ Full EHRIA will be attached to the committee report as an appendix		
	☐ Summary of EHRIA to be published on council website within relevant service pages		
□ Oth	ner, please state where:		

23. Please summarise the results of the Equality and Human Rights Impact Assessment and give an overview of whether the policy, procedure or function will meet the Council's responsibilities in relation to equality and human rights. This summary needs to include any practical actions you intend to take / have taken to reduce, justify or remove any adverse negative impacts.

The night time bus services to Garthdee and Northfield benefit young people who enjoy the night time environment in the City Centre. These services are an alternative to walking or taking a taxi and provide a safe journey home.

The route of service 24 covers a large residential area where potential bus passengers may need to negotiate steep footpaths to reach alternative bus routes that people with limited mobility and elderly people find difficult to negotiate.

Arguably young revellers who are in the City Centre at the weekend have a degree of responsibility to themselves in terms of safety, particularly those who drink excessively. The elderly and less mobile residents in the Peterculter corridor and Garthdee area feel that they will have difficulty in accessing retail, people and bus routes without service 24 and would have to use taxis, which cost significantly more than their free bus travel with the concession card.

The Council may take the view that in terms of prioritisation, more could be achieved by providing a replacement bus service for route 24 as the City Centre revellers who live in Garthdee and Northfield have alterative transport in taxis that may be affordable.

However the night bus users may be in increased danger from walking. Also, it should not be assumed that all are revellers are out to get drunk. Consideration of lone female travellers (or males bearing in mind recent weekends events) should be made as they may be in detriment should they lose out on the night bus services.

STEP 8 SIGN OFF (To complete this section please use the notes on page 20 of the guide to the Equality and Human Rights Impact Assessment)

The final stage of the EHRIA is to formally sign off the document as being a complete, rigorous and robust assessment.

Person completing the impact assessment

Name	Date	Signature
Andrew Stokes	10 June 2009	

Quality check: document has been checked by

Name	Date	Signature

Head of Service (Sign-off)

Name	Date	Signature

Now -

Please send a copy of your completed EHRIA form together with the Policy/Strategy/Procedure to:

Head of Service Community Planning and Regeneration, Strategic Leadership Aberdeen City Council St. Nicholas House Broad Street Aberdeen AB10 1GZ