

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	22 January 2013
Title:	Proposed Award of Contract – Havant Call and Go
Reference:	4640
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. The purpose of this paper is to propose the award of a two year contract for the renewal of the Havant Call and Go service. The proposed award takes into account the reduced funding available from partners and suggests moving away from the long-established 50:50 funding relationship between County and district councils in order to lessen the impact on users, whilst the service is promoted so that it best meets local needs.
- 1.2. The proposed service would be provided on five days rather than six as now, discontinuing the service on Thursday, the least used day, but retaining a full day timetable on the remaining days rather than reducing the length of day, which would result if the reduction in district council funding was matched.
- 1.3. This paper sets out the results of the tender process, discussions with district partners and their decisions on funding.

2. Contextual information

- 2.1. At the 6 November 2012 Decision Day, the Executive Member for Environment and Transport agreed the award of most of the tendered contracts for Dial a Ride and Call and Go services. One exception was the Havant Call and Go service. This was because a decision from Havant Borough Council was not due until 28 November.
- 2.2. Prior to the tendering of these services, discussions had taken place with all funding partners, primarily district councils. Some asked for reduced budget options to be incorporated in the tenders, generally 20% and 40% reductions. Havant Borough Council asked for larger reductions: 25% and 50% and made it clear that it was looking to make savings.

3. Tender Results

- 3.1. Only one tenderer submitted a bid for Havant Call & Go. The relatively short contract period of two years may have deterred others. The results showed the reduced budget options to offer poorer value for money:

Funding level	Percentage reduction in hours of service delivered per week	Service pattern offered	Comments
Current funding	Nil – current service level	6 days a week	Small saving against current contract cost: £1,249 pa (3.5%).
25% reduction	40%	5 days per week (shorter days than current service)	Loss of Saturday service and 1.5 hours per day, Monday to Friday
50% reduction	59%	3 days per week	

- 3.2. It will be noted that the 25% reduction in funding would lead to a 40% reduction in service hours.

4. District Council Funding

- 4.1. The current service is funded as follows: Hampshire County Council 50%; Havant Borough Council 40%; East Hampshire District Council 10% (Call and Go covers Clanfield and Horndean). East Hampshire District Council agreed to follow Havant Borough Council's lead in terms of making a decision on the funding level.
- 4.2. The option of providing this service with taxis has been explored at the request of the district councils but this option has been ruled out on the grounds of cost and accessibility for some users.
- 4.3. On 28 November, Havant Borough Council Cabinet confirmed the 25% budget reduction option.

5. County Council Proposal – Five Full Day Operation

- 5.1. There is concern that the 25% reduced budget option, which cuts the service provided by 40%, would have a significant adverse impact on service users, the majority of whom have a disability.

5.2. Two options for consideration are summarised in the table below.

Option	Service hours reduction	For	Against	Comments
25% budget reduction	40%	Hampshire County Council would match the Havant Borough Council/East Hampshire District Council funding	40% reduction in service to users	Significant adverse impact on users
Five full days (Monday, Tuesday, Wednesday, Friday and Saturday)	16.7%*	Provides more service to users than the option above (although one day less than current service)	Hampshire County Council would have to put in more funding than Havant Borough Council/East Hampshire District Council, breaking the 50:50 match funding arrangements	Consideration of this is set out below

* Thursday accounts for 9.3% of passenger trips

5.3. The 'Five full days' option was not tendered but can be derived from the tender prices using the contract variation prices built into the tender.

6. Finance

6.1. The total cost of the Havant Call & Go service is made up of three elements:

- i) tendered contract: contractor operates the vehicle and provides drivers;
- ii) the contribution to the cost of the Hampshire County Council Travel Centre that takes the passengers' bookings and schedules the vehicle; and
- iii) an annual contribution to the vehicle reserve fund, used to replace the Hampshire County Council-owned vehicle used by the contractor to provide the service.

6.2. Hampshire County Council, Havant Borough Council and East Hampshire District Council all contribute to these costs. The total costs of the two options considered are compared to the current contract below.

	Current contract	Five full days	25% budget reduction
Hours of service	45.5	37.5	27.5
Total cost of providing the service	£51,753.74	£42,130	£38,811.05
Reduction in total cost (%)	n/a	18.6%	25%
Reduction in hours of service on road	n/a	16.7%	40%
SHARE OF COSTS:			
• Havant Borough Council contribution	£20,701.50	£15,524.42	£15,524.42
• East Hampshire District Council contribution	£5,175.37	£3,881.10	£3,881.10
• TOTAL of District Council contributions	£25,876.87	£19,405.52	£19,405.52
• Hampshire County Council share	£25,876.87	£22,724.48	£19,405.53

6.3. The 25% budget reduction would reduce the costs to each partner by that amount. For the five full days option, both district councils' funding would reduce by 25% and the County Council would make up the shortfall of £3,319.

6.4. Under the five full day option the County Council funding would reduce by £3,152 (12.2%) compared to the current service.

6.5. The total cost figures in the table above include assumptions about reducing the costs against the Travel Centre and vehicle reserve as follows:

	Current	Five full days	25% budget reduction
Vehicle reserve contribution - £ per annum	£6000	£4500	£4500
Travel Centre contribution £ per annum	£9543	£8157	£7157
Total reduction in recharges	-	£2886	£3886

6.6. The reduction in contribution to the vehicle reserve is not a significant issue: the reserve is currently above the projected sum needed to replace the vehicle. Also, the vehicle life can be extended to eight years. The contribution to the vehicle reserve for the two reduced service options have been set at a level to ensure that sufficient funds are available for vehicle replacement when needed. The loss of recharge to the Travel Centre is broadly in line with the reduction in the service but this shortfall (£1,386 pa) would need to be made up from within the Community Transport budget in order to maintain the ability to answer calls for other services.

6.7. The funding to support the revised County Council Five full day service option can be accommodated within the Community Transport Budget.

7. Basis for Proposal

7.1. Although the 'Five full day' option would break the normal 50:50 funding relationship with district councils it would maintain a level of service which it is considered should meet the needs of most users and still result in some savings for the County Council. This is a measured reduction in the County Council contribution after considering the district council's funding decision.

7.2. The additional £3,319 which the County Council would commit to this service will in effect 'buy back' an additional 10 hours of service across the week and this will have a significant impact on the service provision.

7.3. The service would be discontinued on Thursdays as this is the least well used day by a considerable margin. Most people who travel on Thursday travel at other times during the week. Saturday is also popular for journeys into Portsmouth.

7.4. A two year contract will be awarded in line with the tender offered. The district councils propose to review their second year funding after six months. The contract will have a termination clause or a means of being varied in order to be able to respond to any future changes in the funding which may be

available for this service. The contract will also have the option to run for a maximum of six years and two months and will be able, subject to future confirmation from other funders, to be extended until 31 March 2019. Any extension of the contract would, amongst other factors, be dependent on the availability of future funding.

- 7.5. Usage of the Havant Call and Go service is lower than for other similar schemes and therefore the Community Transport team will pursue a marketing and promotion campaign during the early part of the new contract to increase utilisation.

8. District Council Contract Contributions

- 8.1. The contributions from the district councils, towards the proposed contract award set out in this report will need to be covered by Deeds of Agreement with the County Council. These will confirm their financial contributions for the initial contract award period as set out in this report. The contract itself will have the option to run for a maximum of six years and two months and further Deeds of Agreement may need to be put in place beyond the initial contract award to allow the contract to run its full term until 31 March 2019. It is therefore proposed that the Executive Member gives approval for the County Council to enter into Deeds of Agreement with each of the respective funding partners for the initial contract term and subsequently to cover any contract extensions up to 31 March 2019.

9. Recommendations

- 9.1 That a two year contract be awarded for the Havant Call and Go service for a 'Five full day' a week service as set out in this report, with the County Council contributing towards the difference in the cost between this and the district council contributions.
- 9.2 That approval be given for the County Council to enter into Deeds of Agreement with Havant Borough Council and East Hampshire District Council for the initial contract term and subsequently to cover any contract extensions up to 31 March 2019.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	no
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

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.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. A detailed Equalities Impact assessment is attached as Appendix 1.
- 1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

2. Impact on Crime and Disorder:

- 2.1. The Call and Go service should enable greater access and support wider community involvement which can help reduce crime.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

The Call and Go service will be able to provide group travel opportunities and so reduce the need for individual car journeys.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

As sustainable travel modes of transport become more important in mitigating climate change, the proposal provides a travel option for individuals which is in keeping with the need to reduce carbon emissions.

Equality Impact Assessment EqIA – Summary Report

Name of the service, policy, plan or project being impact assessed: **Havant Call & Go**

Department: **Economy, Transport & Environment**

Name of lead officer: **Peter Shelley**

Publication date: **January 2013**

Review date: **January 2016**

Overview

What is the overall purpose and aim of the proposal?

The service is known as Havant Call & Go and is a door-to-door transport service within part of Havant Borough and a small part of East Hampshire. It primarily serves the needs of people with mobility difficulties (frail older and disabled people) but is also available to people without access to their own transport and who live more than 400 m from their nearest bus stop. The proposal is to achieve a balance between reducing the cost of providing the service whilst meeting the needs of its users and the wider community. The reduction in the available budget to fund the service arises from Havant Borough Council and East Hampshire District Council, the County Council's funding partners for this service, reducing their contributions to the cost of the service by 25% with effect from 1 February 2013. The County Council therefore needs to consider how best to accommodate this whilst minimising any negative impact on users and the local community.

What are the main elements where consideration of equality impacts and issues need to be incorporated?

The service primarily meets the transport needs of frail older and disabled people, who have limited access to other forms of transport. This assessment therefore gives careful consideration to the travel patterns of existing users, to ensure that the proposal ensures that the service continues to operate at the times that it is most used so as to minimise the impact of the reduction on service users.

Relevance Assessment (Screening)

Characteristic	Impact level	Notes
• Age	Medium	See below
• Disability	Medium	See below
• Faith	No impact	No significant faith related impacts were identified
• Gender	Medium	See below
• Transgender	No impact	No significant transgender related impacts were identified
• Race	No impact	No significant race related impacts were identified
• Sexual orientation	No impact	No significant sexual orientation related impacts were identified

• Marriage / civil partnership	No impact	No significant marriage / CP related impacts were identified
• Pregnancy & maternity	No impact	No significant P&M related impacts were identified.

Detailed Assessment

Age

In relation to age, what do you know about the people who use your service? What evidence do you have and how does this compare to the profile of Hampshire residents?

Our registered passenger records suggest that the Havant Call & Go is used by all age groups but predominantly by persons over 60 (at least 82% of current users are over the age of 60, as opposed to 18% of the population). The main reason for this is that the service is particularly relevant to frail older and disabled people, whose mobility difficulties mean that they cannot walk far; the door to door Call & Go service is therefore appropriate for their individual needs. Disability and frailty have a strong correlation with age; this accounts for a high proportion of the service users being older people.

What negative/disproportionate impacts will this proposal have on Age?

Reducing the availability of this service will have a disproportionately greater impact on older people as described above, although the impact is not considered to be significant, given the modest reduction in service. Children and young adults, not yet entitled to drive could also be affected, although as there are currently no users who fall within this category, the impact for this group is minimal. Personal circumstances related to one's actual age do not debar or enable access to this service although infirmity / disability issues can greatly increase dependence on a wide variety of transport facilities of which this service can be an important part.

In seeking to advance equality and improve access, what positive impacts could this proposal have on Age?

Providing this contracted service generally improves equality of access and mobility in those areas served. Service reductions required by reduced funding will therefore inevitably impact on the convenience and quality of life for some users. However, around 83% of the funding for this discretionary service will remain and is not believed any unlawful discrimination will arise in respect of equality legislation. We have considered which days are less well used and destinations/reasons for people travelling on specific days and have avoided days when travel is absolutely essential.

Actions

1. Detailed analysis of current patterns of use of the service. Service reductions will be tailored so as to minimise the disruption to existing patterns of use. The proposal is to reduce the service from six days a week to five. Initially, it was proposed to withdraw the Saturday service. Analysis showed that passenger use on Thursdays was the lowest; the proposal was therefore modified to withdraw the Thursday service. Withdrawing Thursdays will reduce the number of hours of service per week by 17% but Thursdays only account for

just over 9% of the weekly trips (based on a fourteen week sample). A recent user consultation exercise (90 completed questionnaires returned, a 23% response rate) also indicated a lower level of use on Thursdays than other days. Further analysis of travel patterns did not show any users who only used the service on Thursdays; all used the service on at least one other day.

2. Communication with existing users to take place before the service reduction is implemented to ensure that they are aware of the forthcoming change and can change their travel patterns accordingly. If the withdrawal of the Thursday service creates particular difficulties for an individual user we will seek to identify any other actions (eg signposting to services offered by voluntary groups) to reduce the impact of the service reduction.
3. Monitor use of the service once the proposal has been implemented to see whether/how travel patterns of individual users change.
4. Promotion of the service within the local area to encourage additional use and therefore improve cost-effectiveness, in order to strengthen the case for retaining the service in the longer term.

Disability

In relation to disability, what do you know about the people who use your service? What evidence do you have and how does this compare to the profile of Hampshire residents?

8% of Havant's population claim Disability Living Allowance, slightly higher than the national average of 7%. However, 95.8% of all current registered passengers are eligible to use the service on disability grounds (whether this is visual impairment or reduced mobility). 72% of all journeys carried out across a 14-week sample (a selection of weeks between May – November 2012) were for disabled passengers. This is consistent with similar services in other parts of Hampshire.

What negative/disproportionate impacts will this proposal have on disability?

Reducing the availability of this service will disproportionately impact on disabled people, although the impact is not considered to be significant, given the modest reduction in service. This service is particularly relevant for disabled people and in particular those with mobility difficulties and/or sensory impairments; the door to door Call & Go service is appropriate for their individual needs. Infirmity / disability issues can greatly increase dependence on this service and many people see it as a means to keep their independence; the majority of the service is therefore being retained.

In seeking to advance equality and improve access, what positive impacts could this proposal have on disability?

Providing this contracted service generally improves equality of access and mobility in those areas served. Service reductions required by reduced funding will therefore inevitably impact on the convenience and quality of life for many users. However, around 83% of the funding for this discretionary service will remain and is not believed any unlawful discrimination will arise in respect of

equality legislation. We have considered which days are less well used and destinations/reasons for people travelling on specific days, to minimise any negative impact on users. .

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Gender

In relation to gender, what do you know about the people who use your service? What evidence do you have and how does this compare to the profile of Hampshire residents?

51.4% of all Havant residents are female (29.6% of these are over 60). 71.5 % of current registered Call & Go users are women and 28.5% are men. This reflects the greater life expectancy of women and therefore the greater incidence of age-related frailty and disability. Women over 60 are also less likely to hold a driving licence than men and less likely to have access to their own transport; it is therefore in line with expectations that a significantly greater proportion of registered users are women. Of the passenger trips made over a 14-week sample period, 56% were by women, compared to 44% by men. This is not as pronounced a bias towards trips by female users as might be expected but a number of male users tend to travel more frequently than their female counterparts.

What negative/disproportionate impacts will this proposal have on gender?

There will be a disproportionate impact on women, particularly those over 60 with mobility difficulties who form the predominant user group of the subsidised service.

In seeking to advance equality and improve access, what positive impacts could this proposal have on gender?

Call & Go is provided to improve transport choices for those people who have lower levels of mobility and / or are in areas with poorer accessibility. Around 83% of funding is planned to remain and services will be tailored in line with our assessment of usage on certain days and destinations/reasons for people travelling on specific days. Nevertheless, the reduction in funding levels, dictated largely by the reduction in funding from the County Council's funding partners, will have a modest adverse impact on the existing service users.

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Summary

The proposal is to achieve a balance between reducing the cost of providing the service whilst meeting the needs of its users and the wider community. The reduction in the available budget to fund the service arises from Havant Borough Council and East Hampshire District Council, the County Council's funding partners for this service, reducing their contributions to the cost of the service by

25% with effect from 1 February 2013. The County Council therefore needs to consider how best to accommodate this whilst minimising any negative impact on users and the local community. Like other public transport services this service is a discretionary service, although the County Council has to consider the transport needs of members of the public who are elderly or disabled when carrying out its duties under the Transport Act 1985, but it is not believed any unlawful discrimination will arise in respect of equality legislation.

The service reduction required by the reduced funding will inevitably have an impact on the convenience and quality of life for some users but actions have already been identified to reduce the impact. By withdrawing the Thursday service, although the hours of service per week will reduce by 17% the percentage of current use that will be lost as a result is only just over 9% (based on fourteen sample weeks) and no current user only uses the service on Thursdays; all use the service on at least one other day. The full service will be retained on the other five (more popular) days.