
Report to : Council

Date of Meeting: 26th June, 2014

Subject: NHS Forth Valley Supported Bus Services in
Clackmannanshire

Report by: Senior Service Manager

1.0 Purpose

- 1.1. This report updates Council on NHS Forth Valley proposals for replacement of their current H1 and H2 Bus services linking Clackmannanshire to Forth Valley Royal Hospital. It effectively provides an opportunity for the Council to be consulted on NHS Forth Valley proposals which it is understood will be considered by their Performance and Resources Committee on 24th June, 2014, subject to any subsequent comments from the Council.

2.0 Recommendations

- 2.1. It is recommended that Council considers and comments, as appropriate, on the proposals contained in the NHS Forth Valley report attached as Appendix 1.

3.0 Considerations

- 3.1. As part of the planning requirements for the development of Forth Valley Royal Hospital at Larbert, a Transport Assessment was produced to assess the travel demand to/from the hospital. Targets were set for the proportion of people who would use each mode of travel (e.g. walking, cycling, bus, rail and car).
- 3.2. These targets set out that progressively fewer people should use cars and more people should use other, more sustainable modes of transport to travel to/from the hospital. The targets were set out in a Section 75 Agreement which forms part of the planning permission for the hospital. The Agreement required that a Travel Plan be prepared that set out a package of measures designed to support the mode share targets and monitor progress towards these. The Plan specifically detailed " a minimum of 30 minute frequency direct bus service between the proposed bus stances located at the main hospital entrance and Alloa bus station/town centre".
- 3.3. It was subsequently agreed with NHS Forth Valley that a 30 minute frequency was too high and that the residents of Clackmannanshire would be better

served by reducing the frequency and extending the services northwards to serve the Hillfoots. The revised services known as H1 & H2 provide a 2 hourly service from Alva and Dollar and an hourly service from Alloa. As NHS Forth Valley had no experience of procuring bus services it was agreed that the Council would procure the H1 & H2 services on their behalf for a three year period from August 2010 to August 2013 at a cost to NHS Forth Valley of £414,726 per annum. The contract was later extended to March 2014. NHS Forth Valley later agreed to further extend the "H" services until December 2014. As the single extension allowed under the original contract had been utilised this further extension was procured through Falkirk Council's Term Contract.

- 3.4. Clackmannanshire Council's supported bus service contracts were scheduled to terminate in March 2013 and the option of combining the established NHS services to Forth Valley Royal Hospital with the Council's supported services was explored. This was one of the options tendered and based on an assumed split of funding would have resulted in an annual cost to NHS Forth Valley of £128,929. To ensure best value the Council services were being procured under a five year to terminate in March 2018. However, at that time NHS Forth Valley were not in a position to commit to a five year contract so the option was not taken forward.
- 3.5. NHS Forth Valley have stated that the H1 and H2 services will not be replaced on a like for like basis when the current contract expires in December 2014. Following representations from a number of sources, including Clackmannanshire Council, NHS Forth Valley agreed to undertake a project with input from Council officers to review options for a replacement service with an aspirational budget of £50,000. It should be noted that the role of Council staff in the project was to provide technical and procurement advice.
- 3.6. The Project team have since developed a long list of options which was refined into a short list. A modified version of the Scottish Transport Appraisal Guidance (STAG) was used to evaluate and score the financial and non-financial aspects of each of the short listed options. The conclusion of the work carried out by the project team was that Option 10a, an hourly shuttle service between Alloa and Forth Valley Royal Hospital timed to provide connections with the Council's supported bus services, was the most viable option.
- 3.7. A report to NHS Forth Valley Performance and Resources Committee incorporating the Clackmannanshire to Forth Valley Royal Hospital Project Report is attached as Appendix 1. The NHS Forth Valley proposal is that Option 10a will operate for a period of 24 months at an estimated annual cost to NHS Forth Valley of £79,000, during which time the utilisation and actual cost of the service will be monitored. It is intended that all the options are reappraised at the beginning of 2016 to ensure that the most effective and efficient option is used. If it is concluded that combining the Council and NHS services is the best option then there is potential for the NHS contract to be extended to co-terminate with the Council contract in March 2018.
- 3.8. The Project Report provides details of the options considered and the factors which were taken into account in the appraisal. In summary :-

- 48% of passenger have historically boarded in Alloa.
- Travel time will slightly increase for passengers travelling from beyond Alloa.
- Passengers from beyond Alloa will require to change buses in Alloa as was originally the case under the Section 75 agreement.
- Clackmannanshire supported services timetables and those of Option 10a will be linked so that waiting time in Alloa should be no more than a few minutes. This will require minimal changes to the existing Council service timetables.
- NHS Forth Valley propose to procure the service using Falkirk Council's term contract which would minimise any procurement difficulties.
- The proposed service specification will require fully accessible buses so passengers with mobility difficulties and parents with children will be accommodated.
- The service can be operated by a single bus meaning significantly lower costs to NHS Forth Valley (Estimated at £79,000/annum).

3.9 In the summary to the NHS Forth Valley report under the heading "2. PURPOSE OF PAPER" there is reference to a Memorandum of Understanding being concluded between the Council and NHS Forth Valley. It is considered that such a Memorandum is unnecessary. Under Option 10a the bus services between the Hillfoots and Alloa Town Centre will continue to be Council supported services. A new service will be operated on behalf of NHS Forth Valley on an hourly basis between Alloa Town Centre and Forth Valley Royal Hospital. As these services are distinct and separate to each organisation there is no requirement for a Memorandum of Understanding to regulate the position.

3.10 It should be noted that NHS Forth Valley have undertaken an exercise to identify which services might be transferred from Forth Valley Royal Hospital to Clackmannanshire Community Hospital to reduce the need for Clackmannanshire residents to travel to Larbert. The latest advice we have is that approximately 4,000 appointments per annum have already been transferred and the transfer of further services is under active consideration.

4.0 Sustainability Implications

4.1. It is anticipated that Option 10a will be more financially sustainable for NHS Forth Valley. There are presently no direct sustainability implications for the Council.

5.0 Resource Implications

5.1. Financial Details

There are no new financial implications for the Council arising from the

recommendations of this report.

5.2. Staffing

There are no direct staffing implications resulting from the report although it is anticipated that staff from the Joint Public Transport Co-ordination Unit will be involved in monitoring usage of the service.

6.0 Exempt Reports

6.1. Is this report exempt? Yes (please detail the reasons for exemption below) No

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box)

The area has a positive image and attracts people and businesses	<input checked="" type="checkbox"/>
Our communities are more cohesive and inclusive	<input checked="" type="checkbox"/>
People are better skilled, trained and ready for learning and employment	<input type="checkbox"/>
Our communities are safer	<input type="checkbox"/>
Vulnerable people and families are supported	<input type="checkbox"/>
Substance misuse and its effects are reduced	<input type="checkbox"/>
Health is improving and health inequalities are reducing	<input checked="" type="checkbox"/>
The environment is protected and enhanced for all	<input type="checkbox"/>
The Council is effective, efficient and recognised for excellence	<input type="checkbox"/>

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes No

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 - NHS FV Report

11.0 Background Papers

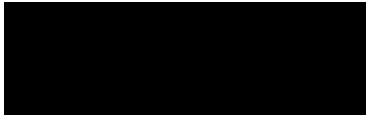
11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

Author(s)

NAME	DESIGNATION	TEL NO / EXTENSION
Mac West	Senior Services Manager	452624

Approved by

NAME	DESIGNATION	SIGNATURE
Mac West	Senior Services Manager	
Garry Dallas	Director	

Performance & Resources Committee

24th June 2014

**This report relates to
Item 9 on the agenda**

NHS Forth Valley Supported Bus Services in Clackmannanshire Project Steering Group Recommendation

**(Presented by Mr Tom Steele, Director of Strategic
Projects and Facilities)**

For Approval

SUMMARY

1. NHS Forth Valley Clackmannanshire Supported Bus Services – Project Steering Group Recommendation.
2. **PURPOSE OF PAPER**

The purpose of the paper is to advise members of the Performance and Resources Committee of the work that has been undertaken in regards to identifying an alternative to the H1 and H2 bus services.

The H1 and H2 services are funded by NHS Forth Valley and formed part of the first iteration of the Travel Plan for Forth Valley Royal Hospital. NHS Forth Valley is required by the Section 75 Agreement with Falkirk Council to have in place an ‘approved’ Travel Plan for Forth Valley Royal Hospital.

After 3 years of operation the H1 and H2 bus services operate at a significant loss with passenger numbers flat-lining. The continued operation of the H1 and H2 services cannot be sustained by NHS Forth Valley in its current format.

Following detailed discussion between NHS Forth Valley and Clackmannanshire Council both parties agreed to undertake a review of options for the delivery of a ‘transport service’ from Clackmannanshire to FVRH. The main focus of the review was to maintain adequate access to FVRH at the best value to the public purse.

A long list of options was examined across a wide spectrum of transport types from Demand Responsive and Community based to local bus services. The long list options were:

- Status Quo

- Status Quo- cost apportioned by passenger destination
- Status Quo minus Sunday Service
- Status Quo minus Sundays and evenings (Mon – Sat)
- Lothian Plus Model
- Open Modified Demand Responsive Transport (DRT)
- Feeder DRT
- Bus Route Development Grant (BRDG), Dollar – Glasgow
- Community Transport (Locality CT)
- Community Transport (Organisational CT)
- Integration into Supported Network
- Partial Integration into Supported Network
- ‘Stagecoach’ Taxi Bus Model
- Direct DRT (Dial a Journey Model)

A modified version of the Scottish Transport Appraisal Guidance (STAG) Part 1 Appraisal process was used to determine the most effective and efficient option. When evaluating the non-financial aspect, seven factors were benchmarked against the benchmark First Bus 60 Service.

The seven factors considered were:

- Journey cost to the passenger;
- Travel time to Forth Valley Royal Hospital;
- Geographical coverage of the option;
- Interchange (the need to undertake a change of services);
- The complexity of delivery of the option;
- Accessibility (passengers with disabilities); and
- Accessibility (parents with children).

If the preferred option is agreed by both NHS Forth Valley and Clackmannanshire Council it is envisaged that a ‘Memorandum of Understanding’ (or similar Agreement) is put in place to ensure that there is no ambiguity associated with the reason, and responsibilities, for the provision of the transport solution.

This paper brings forward a recommended option for consideration by Committee members.

The Project Report containing details of activity and all the options reviewed is available on request.

3. KEY ISSUES

- Analysis of all tickets sold on the H1 and H2 services between 4th February 2013 and 2nd February 2014 identified, that on average 43 people per day travel from the Clackmannanshire area to FVRH. Just under half (48%) of all passengers travelling to the hospital joined the service in Alloa. The study also identified that approximately 70% of all passengers using the service did so for journeys within Clackmannanshire.
- Following a detailed appraisal of a range of options by the Working Group, a preferred option has been identified; the preferred option **Partial Integration into Supported Network** is a local bus service operating between Alloa town centre and Forth Valley Royal Hospital. The service will run an hourly weekday timetable and a Saturday timetable. The service will be known as the Hospital Express (HX)
- Detailed discussions suggest that minor timetable changes to Clackmannanshire Council's supported bus services will maintain connections with the rail service at the same time providing useful connections on to the HX service
- Community Transport options, both local and organisational (such as the RVS, Red Cross etc) need to be developed in order to challenge the 'traditional' local bus service option. An area out with the direct control of NHS Forth Valley is the ability for Community Transport to offset costs by accepting concessionary card holders and offset operating costs by receiving the 'Bus Services Operators Grant'
- The cost of Demand Responsive Transport is problematic and potentially open ended. Increases in passenger numbers (above the average of 43 people per day) would further raise the cost of the service. Increased patronage on a traditional bus services can be absorbed at no extra cost by utilizing spare seat capacity
- The financial pressures associated with Community and Demand Responsive Transport may be mitigated by the use of 'Integrated Transport' management for travel demand. NHS Forth Valley is currently developing a business case for the establishment of 'command and control' Transport Hub based on the NHS Lothian transport hub model.
- Given at this stage that Community Transport options are not readily available it is proposed that the preferred solution will operate initially for a period of 24 months as a standalone service. Options thereafter will include the possibility of embedding the HX Service within the Council's supported network, or Community Transport options if it becomes viable in the interim. The Committee will receive regular updates on the performance of the service as part of the overall Travel Plan.

4. FINANCIAL IMPLICATIONS

The estimated net cost of the preferred option is £79,000 per annum. The actual cost will be determined by the tender prices submitted by bus operators and patronage

numbers. It is recommended that the utilisation and cost of the service is regularly reported to the Performance and Resources Committee.

It is intended that all the options are reappraised at the beginning of 2016 to ensure that the most effective and efficient option is used.

5. WORKFORCE IMPLICATIONS

It is expected that the majority of staff using the current H1 and H2 services will still be able to travel to the hospital using public transport. Should this not be the case then NHS Forth Valley will work with the member of staff to provide a workable solution.

6. RISK ASSESSMENT AND IMPLICATIONS

The majority of passengers carried by the H1 and H2 Service undertake journeys that start and end within Clackmannanshire. Clackmannanshire residents will be able to make intra Clackmannanshire journeys on either the commercial or supported bus network after the H1 and H2 cease operating; example journeys are:

- Dollar to Alloa: Services C69/C70 with a DRT connection to and from Muckhart
- Menstrie/Alva/Tillicoultry to Alloa: Services MA2/MA3, 62/63, C68/C69/C70

Services MA2 and MA3 are operated by Mackie's of Alloa on a commercial basis. First Scotland East Ltd operates services 62 and 63 also on a commercial basis. Hunter's Executive Coaches Ltd operates services C68, C69 and C70 as supported services financially underpinned by Clackmannanshire Council.

7. RELEVANCE TO STRATEGIC PRIORITIES

Sustainable access to healthcare facilities is essential for patients, visitors and staff.

8. EQUALITY DECLARATION

The author can confirm that due regard has been given to the Equality Act 2010 and compliance with the three aims of the Equality Duty as part of the decision making process.

Further to an evaluation it is noted that: *(please tick relevant box)*

Paper is not relevant to Equality and Diversity

Screening completed - no discrimination noted

Full Equality Impact Assessment completed – report available on request.

9. CONSULTATION PROCESS

Clackmannanshire Council

10. RECOMMENDATION(S) FOR DECISION

The Committee is asked to:

- Approve the procurement of the preferred option, Partial Integration into Supported Network.

11. AUTHOR OF PAPER/REPORT:

<i>Name:</i>	<i>Designation:</i>
Mark Craske	Travel Manager

Approved by:

<i>Name:</i>	<i>Designation:</i>
Tom Steele	Director of Strategic Projects and Facilities
Mac West	Roads & Transportation Manager
David Brown	Public Transport Unit
Lesley Deans	Principal Transportation Planner



NHS Forth Valley Supported Transport Services –
Clackmannanshire to Forth Valley Royal Hospital Project Report

Project Structure

The project was undertaken by a Technical Working Group (WG) and reported to an Executive Review Group (ERG).

The members of the Technical Working Group are listed below in table 1.

Name	Post
David Brown	Stirling & Clackmannanshire Councils - Public Transport Unit
Lesley Deans	Clackmannanshire Council – Principal Transportation Planner
Mark Craske	NHS Forth Valley - Travel Manager
Tom Steele	NHS Forth Valley - Director of Strategic Projects and Facilities
Mac West	Clackmannanshire Council - Roads & Transportation Manager

Table 1 – Membership of Project Technical Group

The members of the Executive Review Group are listed below in table 2.

Name	Post
Gary Dallas	Clackmannanshire Council - Director of Services to Communities
Jane Grant	NHS Forth Valley – Chief Executive

Table 2 – Membership Project Review

Option Selection

The TWG developed a Long List of options and presented a paper to the ERG for their consideration. The paper set out the thinking around the development of a short list of options for more detailed consideration by the TWG. The ERG noted the paper and the TWG were tasked with developing the short listed options. The Long List of options is located at Annex 1.

Procurement Considerations / Legal Issues

As the short list was being refined it was brought to the TWG's attention that there are significant procurement hurdles associated with the delivery of Option 10.

Option 10 would see the integration of the H1 / H2 Services into the Council's supported bus network; to achieve this integration the current contract for supported bus services would have to be cancelled. Internal Legal and Procurement advice has indicated a potential risk exposure of £640k to Clackmannanshire Council for breach of contract and loss of earnings.

At the second meeting of the ERG the matter was discussed in some detail. The discussion led to two key actions: seek further advice from Clackmannanshire Council Procurement/Legal teams and develop a modified version of Option 10, whereby a shuttle service would operate between Alloa and Forth Valley Royal Hospital providing a partial integration with the supported network.

Appraisal of the Short List

The TWG used a modified version of the Scottish Transport Appraisal Guidance (STAG) Part 1 Appraisal¹ process to evaluate and score the non-financial and financial aspects of each of the short listed options. When evaluating the non-financial aspect, seven factors were benchmarked against the First Bus 60 Service.

The seven factors considered were:

- Journey cost to the passenger;
- Travel time to Forth Valley Royal Hospital;
- Geographical coverage of the option;
- Interchange (the need to undertake a change of services);
- The complexity of delivery of the option;
- Accessibility (passengers with disabilities); and
- Accessibility (parents with children).

The 60 Service is operated by First Bus on a commercial basis. It provides a ‘direct’² link for some residents of Clackmannanshire to FVRH. Other residents can use the 60 Service but it will require a change of bus e.g. Dollar residents would access the 60 Service at Alloa after travelling on the C69 Service.

The 60 Service is the only bus service apart from the H1 and H2 which provides a ‘direct’ link; it is therefore reasonable to use it as the benchmark when considering the replacement to the H1 and H2 Service. It is acknowledged that the journey from Alloa to FVRH on the 60 service is ‘unattractively’ long and the vehicles used on the service are not as modern as the ones used on the First Bus 38 service which operates between Stirling and Edinburgh via FVRH and Falkirk town centre.

Each of the seven factors was scored along a spectrum of -3 to +3, where a score of 0 indicates no difference between the 60 Service and the factor of the option being considered. The maximum score for each of the options is +21; scores were then interpolated to a scale of 0 to 100 with 100 equating to a score of +21.

The Modified STAG Part 1 Appraisal summary tables are at Annex 2.

The non-financial scores for each of the options are set out in table 3 on the next page.

¹ <http://www.transportscotland.gov.uk/files/STAG%20technical%20database%20section%2005%20-%20Final%20-%20December%202013.pdf>

² Service operates to FVRH from Clackmannan via Alloa and Stirling without change of bus every 20 minutes, travel time from Clackmannan to FVRH is 74 minutes.

Column A	Column B	Column C
Option No.	Title	Score
Option 2	<i>Status Quo minus Sunday Service</i>	76
Option 4	<i>Lothian Plus</i>	76
Option 10	<i>Integration into Supported Network</i>	64
Option 10a	<i>Partial Integration into Supported Network</i>	62
Option 12	<i>Direct DRT</i>	79
Option 12a	<i>Direct DRT – minimum of two passengers per vehicle</i>	79

Table 3 – Non-financial scores

Appraisal of the Short List - Option Financial Scores

Evaluation of the financial aspects was considered for both NHS Forth Valley and Clackmannanshire Council. The range for NHS Forth Valley being £46,608 to £429,240 with the range for Clackmannanshire Council being ‘no cost’ to £101,355. Scores were allocated across the ranges of cost from 0 (highest cost) to 100 (lowest cost).

The financial scores for each of the short listed options are set out in table 4 below:

Column A	Column B	Column C	Column D	Column E
Option No.	Title	Score – NHS Forth Valley	Score – Clackmannanshire Council	Combined Financial Score (column C + column D)
Option 2	<i>Status Quo minus Sunday Service</i>	76.41	100	176
Option 4	<i>Lothian Plus</i>	36.62	100	137
Option 10	<i>Integration into Supported Network</i>	84.15	97.04	181
Option 10a	<i>Partial Integration into Supported Network</i>	91.53	100	192
Option 12	<i>Direct DRT</i>	0	100	100
Option 12a	<i>Direct DRT – minimum of two passengers per vehicle</i>	56.09	100	156

Table 4 – Financial scores

Appraisal of the Short List – Combined Scores

In order to determine the preferred option the Non Financial and Financial scores were combined to give a total score for each of the options. A weighting was applied to the individual scores.

- Non Financial - 30%
- Financial - 70%

Table 5 on the following page combines the ‘weighted’ scores:

Column A	Column B	Column C	Column D	Column E	Column F	Column G	Column H	Column I
Option No.	Non-financial scores (Column C from table 2)	Non-financial Weighted Score (Weighting of 30)	Financial scores (Column E from table 3)	Financial Weighted Score (Weighting of 70)	Combined Weighted score (Column C + Column E)	Ranking	Net cost to NHSFV	Net cost to CC
Option 2	76	2280	176	12320	14600	2nd	£ 136,869.88	£ -
Option 4	76	2280	137	9590	11870	5th	£ 289,136.06	£ -
Option 10	64	1920	181	12670	14590	3rd	£ 106,927.33	£ 3,000
Option 10a	62	1860	192	13440	15300	1 st	£ 79,000.00	£ -
Option 12	79	2370	100	7000	9370	6th	£ 429,240.00	£ -
Option 12a	79	2370	156	10920	13290	4th	£ 214,620.00	£ -

Table 5 – Combined Weighted Scores

The Preferred Option

The conclusion of the work carried out by the TWG is that **Option 10a** is the preferred Option. It is envisaged that Option 10a will operate for a period of 24 months. The working name for the new service is service HX (Hospital Express).

Monitoring

The TWG will monitor the performance of the service and provide regular reports to the ERG. After the first 12 months of operation the TRG will undertake a review of all of the options to establish if Option 10a is still the most effective long term solution.

Long List Scoring

For completeness the long listed options which were not taken forward to the short list, were scored using the same methodology as for the short listed options. The scores allocated to the long listed options are set out in the table 6 below.

Option No.	Weighted Score
Option 1(a)	14440
Option 1(b)	9010
Option 3	14960
Option 5	13060
Option 5a	14880
Option 6	13060
Option 6a	14880
Option 7	12230
Option 8	13000
Option 8a	14960
Option 9	13000
Option 9a	14960
Option 11	13690

Table 6 – Long Listed Scores

Long List

Option No.	Title	Description	Fares and Cost	Short Listed
Option 1(a)	<i>Status Quo</i>	Current H1/H2 service, no change to the timetable or routes, annual fare increase in line with inflationary uplift.	Free travel for concessionary travel card holders, fare paid by non card holders. Operator claims BSOG (Bus Service Operators Grant); all fare revenue passed to NHS FV	No
Option 1(b)	<i>Status Quo- cost apportioned by passenger destination</i>	Current H1/H2 service, no change to the timetable or routes, annual fare increase in line with inflationary uplift, cost apportioned by passenger profile (intra Clackmannanshire / FVRH);		No
Option 2	<i>Status Quo minus Sunday Service</i>	Current H1/H2 service, Sunday service withdrawn, no change to routes, annual fare increase in line with inflationary uplift.		Yes
Option 3	<i>Status Quo minus Sundays and evenings (Mon – Sat)</i>	Current H1/H2 service, Sunday service and evening services withdrawn from the other days of the week (Mon-Sat), no change to routes, annual fare increase in line with inflationary uplift.		No
Option 4	<i>Lothian Plus</i>	NHS Forth Valley is developing an ‘Integrated Transport Unit’ ITU; modelled on the NHS Lothian Hub. The ITU will allow NHS FV to utilise Board Vehicles, ‘organised’ volunteer drivers, the Boards Taxi contract and the SAS PTS service		Free travel for all patients and visitors who would be carried by volunteer drivers. No reclaim of concessionary travel of BSOG to offset the cost of travel in volunteer’s car. Staff would travel by taxi and would pay a bus fare for the journey; taxi company to retain BSOG and all revenue. Issues around the carriage of children in a ‘volunteer’s car’; question on the requirement for a car seat to be supplied with the car.

Option No.	Title	Description	Fares and Cost	Short Listed
Option 5: <i>Open Modified Demand Responsive Transport (DRT)</i> Option 6: <i>Feeder DRT</i>	<i>Open Modified Demand Responsive Transport (DRT)</i> <i>Feeder DRT</i>	Amended versions of the DRT proposal with no restrictions placed on usage by residents in Sauchie and Alloa. Interchange required at Kincardine on to a fixed timetabled bus service. No western interchange point. Wheelchair users carried directly to FVRH with no interchange	Free travel for concessionary travel card holders, fare paid by non card holders, through ticket arrangement with Stagecoach; DRT is taxi based and modelled on Stirling DRT e.g. operator retains all fare revenue, concessionary travel and BSOG.	No
Option 5a: <i>Open Modified Demand Responsive Transport (DRT)</i> Option 6a: <i>Feeder DRT</i>	<i>Open Modified Demand Responsive Transport (DRT)</i> <i>Feeder DRT</i>	As Options 5 and 6 with the difference being that a minimum of two passengers are carried in each vehicle.	As Option 5 and 6	No
Option 7	<i>Bus Route Development Grant (BRDG), Dollar – Glasgow</i>	The BRDG provides the ability to engage with the commercial bus sector with a view to setting up a period of publicly funded support to the instigation of a bus service. Typically the BRDG runs for 4 years with 3 years of public support and the 4 th year operated by the company with no support. Onward operation after end of year 4 is a commercial decision taken by the operator.	Free travel for concessionary travel card holders, fare paid by non card holders. Operator retains all fare revenue, concessionary travel and BSOG.	No

Option No.	Title	Description	Fares and Cost	Short Listed
Option 8 Option 9	<i>Community Transport (Locality CT)</i> <i>Community Transport (Organisational CT)</i>	Transport provided by voluntary and community sector organisations, using volunteers or paid staff or a combination of both. Community transport can include: Dial-A-Ride services using wheelchair accessible minibuses; village-based community car schemes where local people use their own car to transport others for a small fee.	Free travel for all patients and visitors. Question on the ability/legality of charging a fare for staff commuting travel. No reclaim of concessionary travel of BSOG to offset the cost.	No
Option 8a Option 9a	<i>Community Transport (Locality CT)</i> <i>Community Transport (Organisational CT)</i>	As Options 8 and 9 with the difference being that a minimum of two passengers are carried in each vehicle.	As Option 8 and 9	No
Option 10	<i>Integration into Supported Network</i>	Combination of elements of the Clackmannanshire Council supported bus network (services C68, C69, C70 and C71) and the direct link provided by the H1/H2 services across the Clackmannanshire Bridge.	Free travel for concessionary travel card holders, fare paid by non card holders. Operator retains all fare revenue, concessionary travel and BSOG.	Yes
Option 10a	<i>Partial Integration into Supported Network</i>	Bus service between Alloa and FVRH. Operates Monday to Friday with a reduced Saturday service. Departure and arrival times at Alloa linked to the intra Clackmannanshire bus services to provide connections to communities in Clackmannanshire.	Free travel for concessionary travel card holders, fare paid by non card holders. Operator claims BSOG; all fare revenue passed to NHS FV.	Yes – emerged from Option 10
Option 11	<i>Dunfermline ‘Stagecoach’ Taxi Bus Model</i>	Provides a link between Alloa and Kincardine. From Kincardine there is a direct link into Forth Valley Royal Hospital using the express bus service. Wheelchair users carried directly to FVRH with no interchange.	Free travel for concessionary travel card holders, fare paid by non card holders, through ticket arrangement with Stagecoach; Taxi Bus is similar to DRT e.g. operator retains all fare revenue, concessionary travel and BSOG.	No

Option No.	Title	Description	Fares and Cost	Short Listed
Option 12	<i>Direct DRT (Dial a Journey Model)</i>	Service whereby passengers are collected from their home and taken directly to FVRH with no requirement to interchange as with Feeder DRT.	Free travel for concessionary travel card holders, fare paid by non card holders. DRT is taxi based and modelled on Stirling DRT e.g. operator retains all fare revenue, concessionary travel and BSOG. Possible issues with concessionary travel and BSOG as the service might not meet the requirements of 'a local bus service' due to the distances between the pickup point and FVRH.	Yes
Option 12a	<i>Direct DRT (Dial a Journey Model)</i>	As Option 12 with the difference being that a minimum of two passengers are carried in each vehicle.	As Option 12	Yes

Modified STAG Appraisal Forms

Proposal Details	
Proposal Name:	Option 1 – Status Quo
Proposal Description:	H1 / H2 bus services operate on existing routes and timetable. The cost of providing the service is funded by NHS Forth Valley.

Short Listed: ~~Yes~~/ No

Reason:

The cost to NHS Forth Valley is unsustainable with no prospect of passenger numbers reaching a level at which the service would 'break even'.

Proposal Details	
Proposal Name:	Option 1b – Status Quo (Cost apportioned by Passenger Profile)
Proposal Description:	H1 / H2 bus services operate on existing routes and timetable. The cost of providing the service is split between NHS Forth Valley and Clackmannanshire Council, the split is calculated using passenger's destination/origin and fare box revenue information. Fare box information for the period February 2013 to February 2014 sets out that the H1 and H2 carried a total of 101,342 passengers with 31,966 passengers travelling to or from FVRH. Using the latest contract price information, it estimated that the annual cost of providing the H1 and H2 is £321,100 per annum. Split by passenger profile NHS FV 31.5% Clackmannanshire Council 68.5%.

Short Listed: ~~Yes~~/ No

Reason:

The cost to Clackmannanshire Council would be unsustainable with no prospect of passenger numbers reaching a level at which the service would 'break even'. This option would see the duplication of council supported services within Clackmannanshire.

Proposal Details	
Proposal Name:	Option 2 – Status Quo minus Sunday Service
Proposal Description:	H1 / H2 bus services operate on existing routes and timetable but the Sunday service is withdrawn. The cost of providing the service is borne by NHS Forth Valley. It is common practice to withdraw underperforming sections of a bus service to reduce costs. Indication that Council colleagues are considering a similar proposal for their own supported bus services.

Short Listed: Yes / ~~No~~

Reason:

A logical proposal which reflects an action a commercial operator would undertake to allow a service to reduce the level of financial loss to the operator.

Factors		
Objective:	Assessment Summary	Narrative
Journey Cost	Moderate Positive Impact (2)	Lower fare than 60 service; fare increase my influence this score.
Travel time	Moderate Positive Impact (2)	Service is quicker than the 60 service as is not routed through Stirling Bus Station
Coverage	Moderate Positive Impact (2)	The 60 service operates along the southern corridor only with no penetration into the Hillfoots area.
Interchange	Strong Positive Impact (3)	To access the 60 service, Hillfoots residents would have to change on to the service.

Complexity of delivery (risk)	Neutral (0)	Proven procurement methodology in place.
Accessibility (passengers with disabilities)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.
Accessibility (parents with children)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.

Cost Information:

Tendered cost per month (H1/H2 rerun)	£	26,758.33
Gross Annual Cost	£	321,100.00
Fare Revenue	£	173,135.64
Net Cost	£	147,964.36
Cost of Sunday service	£	33,280.00
Lost revenue	£	11,094.48
Net cost to NHS Forth Valley	£	136,869.88

Proposal Details	
Proposal Name:	Option 3 – <i>Status Quo minus Sundays and evenings (Mon – Sat)</i>
Proposal Description:	H1 / H2 bus services operate on existing routes and timetable but the Sunday service and all evening services are withdrawn.

Short Listed: ~~Yes~~ / No

Reason:

An extension of Option 2; concern expressed by the Group that the removal of all of the evening services would have a negative impact on the potential fare revenue. The late evening services carry very few passengers when compared with the passenger numbers using the early evening services (up to 7pm).

Proposal Details	
Proposal Name:	Option 4 – Lothian Plus
Proposal Description:	An Integrated Transport Unit (Hub) hosted and operated by NHS Forth Valley. Eligibility to access the service determined by postcode and will cover the communities currently covered by the H1/H2 services. Pick up and drop off from bus stops used by H1 and H2. Will use ‘organisational’ Community Transport (volunteer drivers), the Boards contracted Taxi service and the Boards fleet of vehicles. Relies on the formation of the Hub; business case being developed by NHS FV.

Short Listed: Yes / ~~No~~

Reason:

Integrated transport solutions were advocated in the ‘Transport for Health and Social Care’ report published by Audit Scotland³. Feedback from NHS Lothian has been positive. Their hub currently provides transport for inpatient discharges and inter-hospital journeys; there is no impediment (save cost) to expand the role and remit of the hub model.

Factors		
Objective:	Assessment Summary	Narrative
Journey Cost	Strong Positive Impact (3)	The service would be free to use by patients and visitors; staff would pay via payroll deduction.
Travel time	Moderate Positive Impact (2)	Service is quicker than the 60 service as is not routed through Stirling Bus Station
Coverage	Moderate Positive Impact (2)	The 60 service operates along the southern corridor only with no penetration into the Hillfoots area.

³ http://www.audit-scotland.gov.uk/docs/health/2011/nr_110804_transport_health.pdf

Interchange	Strong Positive Impact (3)	To access the 60 service, Hillfoots residents would have to change on to the service.
Complexity of delivery (risk)	Strong Negative Impact (-3)	Relies on the formation of the 'Hub' by NHS FV and the ability of the CT provider to be able to provide sufficient volunteer drivers.
Accessibility (passengers with disabilities)	Moderate Positive Impact (2)	Vehicles used would be matched to personal needs.
Accessibility (parents with children)	Moderate Positive Impact (2)	Vehicles used would be matched to personal needs; car seats would be provided.

Cost Information:

Community	Road miles	Passengers per day	Return Mileage	Staff per day	Net cost for staff travel	Patients and Visitors	Cost for Patient and Visitor travel per day
Alloa	13	21	26	7.6	£196.56	13.4	£ 171.23
Clackmannan	11	6	22	2.2	£47.52	3.8	£ 41.40
Sauchie	13	3	26	1.1	£28.08	1.9	£ 24.46
Alva	15	3	30	1.1	£32.40	1.9	£ 28.22
Tillicoultry	16	3	32	1.1	£34.56	1.9	£ 30.11
Tullibody	15	2	30	0.7	£21.60	1.3	£ 18.82
Dollar	16	2	32	0.7	£23.04	1.3	£ 20.07
Menstrie	17	1	34	0.4	£12.24	0.6	£ 10.66
Coalsnaughton	15	1	30	0.4	£10.80	0.6	£ 9.41
Fishcross	14	1	28	0.4	£10.08	0.6	£ 8.78
Kennet	9	1	18	0.4	£ 6.48	0.6	£ 5.64

Net Cost for Staff Per day	£ 423.36
Cost for Patient and Visitor travel per day	£ 368.79
Net cost per day to NHS FV	£792.15
Cost per annum	£289,136.06

Proposal Details	
Proposal Name:	Option 5 / 5a Feeder DRT Option 6 / 6a Open Modified Demand Responsive Transport (DRT)
Proposal Description:	Demand Responsive Transport Service options operating within the Clackmannanshire <i>Council</i> area, serving the bus stops currently served by the H1 and H2 services. Passengers would be carried to Kincardine to connect with the Express Stagecoach services to FVRH.

Short Listed: ~~Yes~~ / No

Reason:

These Options are a variation on the first DRT proposal which failed to gather any momentum when presented to Clackmannanshire Council and senior politicians. It was felt that the requirement to travel into Fife, even after increasing the coverage to include all the existing H1/ H2 services, to make the connection was a too much of a hurdle to overcome. The first DRT proposal set out that Alloa and Sauchie residents would not be able to use the service. A number of issues would have to be resolved in regards to waiting facilities at the connection point in Kincardine.

Proposal Details	
Proposal Name:	Option 7 - <i>Bus Route Development Grant (BRDG), Dollar – Glasgow</i>
Proposal Description:	The BRDG provides the ability to engage with the commercial bus sector with a view to setting up a period of publicly funded support for the instigation of a new bus service. Typically the BRDG runs for 4 years with 3 years of public support and the 4 th year operated by the company with no support. Onward operation after end of year 4 is a commercial decision taken by the operator.

Short Listed: ~~Yes~~ / No

Reason:

When compared with other options the funding expended in years 1 to 3 could sustain the operation of other options for significantly longer period. Concerns that the operator may choose to remove the service at the end of year 4. Not considered sustainable Option at this time. The BRDG would not provide a service along the western side Clackmannanshire as the route would only replicate (in parts) the H2 service.

Proposal Details	
Proposal Name:	Option 8 / 8a - <i>Community Transport (Locality CT)</i> Option 9 / 9a - <i>Community Transport (Organisational CT)</i>
Proposal Description:	Transport provided by voluntary and community sector organisations, using volunteers or paid staff or a combination of both. Community transport can include: Dial-A-Ride services using wheelchair accessible minibuses; village-based community car schemes where local people use their own car to transport others for a small fee.

Short Listed: ~~Yes~~ / No

Reason:

The cost of the use of Community Transport cannot currently be off-set by accepting the Concessionary Travel card or by accessing the Bus Service Operators Grant; therefore the full cost is borne by NHS FV. A number of issues with the carriage of children and disabled passengers would need to be fully investigated before this option could be offer to all users.

Proposal Details	
Proposal Name:	Option 10 - Integration into supported bus network
Proposal Description:	Merger of a number of Council supported services into the H1/H2 route; known as the 'Y' shaped route. Service is currently operating under a 5 year contract with Hunters Coaches; contract runs until 2018. H1/H2 is operated by WAVE Ltd, contract runs until end Dec 14.

Short Listed: Yes / ~~No~~

Reason:

Currently NHS FV and Clackmannanshire supported bus services are in competition with each other for passengers. All the services are operating at a loss; it is therefore logical to look to combine the services to provide a more cost effective outcome for NHS FV and Clackmannanshire Council.

Factors		
Objective:	Assessment Summary	Narrative
Journey Cost	Moderate Positive Impact (2)	Lower fare than 60 service; fare increase my influence this score.
Travel time	Moderate Positive Impact (2)	Service is quicker than the 60 service as is not routed through Stirling Bus Station

Coverage	Slight Positive Impact (1)	Improves on the coverage provided by the 60 service, but by way of integrating the services a number of bus stops currently served by the supported network will not be used.
Interchange	Moderate Positive Impact (2)	The western 'arm' of the service would require a change at Alloa
Complexity of delivery (risk)	Strong Negative Impact (-3)	Legal advice from Andy Wyse has suggested that the Council, if the current contract is cancelled, could be liable for damages if the current contractor were to raise an action through the courts.
Accessibility (passengers with disabilities)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.
Accessibility (parents with children)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.

Cost Information:

Total Net Cost of Contact: £320,782

Net Cost to NHS Forth Valley – 33% of total net cost: £106,927.33 per annum

Proposal Details	
Proposal Name:	Option 10a- Partial Integration into Supported Network
Proposal Description:	Bus service between Alloa and FVRH. Operates Monday to Friday and on a Saturday. Departure and arrival times at Alloa linked to the intra Clackmannanshire bus services to provide connections to communities in Clackmannanshire.

Short Listed: Yes / ~~No~~

Reason:

This Option was brought forward after the detailed look at Option 10, where it was established that there are significant financial and procurement issues.

Factors		
Objective:	Assessment Summary	Narrative
Journey Cost	Moderate Positive Impact (2)	Lower fare than 60 service; fare increase my influence this score.
Travel time	Moderate Positive Impact (2)	Service is quicker than the 60 service as is not routed through Stirling Bus Station
Coverage	Slight Negative Impact (-1)	Service would operate between Alloa and FVRH only.

Interchange	Neutral (0)	Interchange required at Alloa.
Complexity of delivery (risk)	Neutral (0)	Proven procurement methodology in place.
Accessibility (passengers with disabilities)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.
Accessibility (parents with children)	Slight Positive Impact (1)	The 60 Service uses older buses which can make journeys difficult.

Cost Information:

Net cost to NHS FV	£ 79,000
--------------------	----------

Proposal Details

Proposal Name:	Option 11 - Dunfermline ‘Stagecoach’ Taxi Bus Model
Proposal Description:	Provides a link between Alloa and Kincardine. From Kincardine there is a direct link into Forth Valley Royal Hospital using the express bus service. Wheelchair users carried directly to FVRH with no interchange.

Short Listed: ~~Yes~~ / No

Reason:

The Taxi-Bus model was developed in the Dunfermline area with a link to the centre of Edinburgh from the Ferry Toll Park and Ride. This Option would not fully replicate the model completely e.g. providing transport within Clackmannanshire to and from Alloa but would provide a bookable service between Alloa and Kincardine. If no one needed to travel the service would not operate. The issue of travelling to Fife to connect into the Express Stagecoach service is too much of a hurdle to overcome at this time. A number of issues would have to be resolved in regards to waiting facilities at the connection point in Kincardine.

Proposal Details	
Proposal Name:	Option 12 – Direct DRT / Option 12a Direct DRT – minimum of two passengers per car
Proposal Description:	A direct DRT service operating from all the bus stops currently served by the H1 and H2 services. Eligibility to access the service determined by postcode and will cover the communities currently covered by the H1/H2 services. Pick up and drop off from bus stops used by H1 and H2. Would follow the Stirling DRT model, passengers would need to book 24hours in advance and if several passengers would be carried in the same vehicle where possible.

Short Listed: Yes / ~~No~~

Reason:

A Taxi based DRT model is able to offset the cost of the service by accessing both Concessionary Card holder travel and Bus Service Operators Grant. The DRT service would be based on the DRT service used by Stirling Council.

Factors		
Objective:	Assessment Summary	Narrative
Journey Cost	Moderate Positive Impact (2)	Lower fare than 60 service; fare increase may influence this score.
Travel time	Moderate Positive Impact (2)	Service is quicker than the 60 service as is not routed through Stirling Bus Station
Coverage	Moderate Positive Impact (2)	The 60 service operates along the southern corridor only with no penetration into the Hillfoots area.

Interchange	Strong Positive Impact (3)	To access the 60 service, Hillfoots residents would have to change on to the service.
Complexity of delivery (risk)	Slight Negative Impact (-1)	Would follow the procurement and set up processes used by Stirling Council.
Accessibility (passengers with disabilities)	Moderate Positive Impact (2)	Vehicles used would be matched to personal needs.
Accessibility (parents with children)	Moderate Positive Impact (2)	Vehicles used would be matched to personal needs; car seats would be provided.

Cost Information:

See next page

Community	Road miles to FVRH	Return Mileage	Passengers per day	Net Cost to NHS FV
Alloa	13	26	21	£ 546.00
Clackmannan	11	22	6	£ 132.00
Sauchie	13	26	3	£ 78.00
Alva	15	30	3	£ 90.00
Tillicoultry	16	32	3	£ 96.00
Tullibody	15	30	2	£ 60.00
Dollar	16	32	2	£ 64.00
Menstrie	17	34	1	£ 34.00
Coalsnaughton	15	30	1	£ 30.00
Fishcross	14	28	1	£ 28.00
Kennet	9	18	1	£ 18.00

Option 12	
Net Daily cost to NHS FV	£ 1,176.00
Net Annual cost to NHS FV	£ 429,240.00
Option 12a	
Net Daily cost to NHS FV	£ 588.00
Net Annual cost to NHS FV	£ 214,620.00