

Report to the Chief Officer (Highways & Transportation)

Date: 10 October 2019

Subject: LPTIP Bus Delivery, Door to Door Community Transport Digital Hub – Funding Injection and approval to spend

Are specific electoral wards affected? If yes, name(s) of ward(s): Beeston & Holbeck	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out? – ongoing	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main issues

- This report seeks authority to inject and spend £339k from the LPTIP Bus Delivery work package, Door to Door Community Transport Digital Hub (D2D Digital Hub) scheme into the LCC Capital Programme in order to develop the scheme to FBC, including a small trial in the Beeston area.

It should be noted this funding and associated activities have previously been approved at Leeds City Council Executive Board in October 2018, and have been committed from the LPTIP budget and approved via the WYCA assurance process.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- The anticipated benefits of using the £184.1m to create improvements to the Leeds transport network has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK, and the following Best Council Priorities;
 - Inclusive Growth (Supporting growth and investment helping everyone benefit from the economy to their full potential)
 - Sustainable infrastructure (Improving transport connections, safety, reliability and affordability; Improving air quality, reducing pollution and noise)
 - Health and wellbeing; reducing health inequalities and supporting active lifestyles
 - Age-friendly Leeds - making Leeds the best city to grow old in

The LPTIP-funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, emerging

3. Resource Implications

- The injection of this funding will;
 - Resource a Project Manager within Adults & Health Service to develop this scheme to the FBC stage on behalf of the West Yorkshire Combined Authority
 - Enable associated activities to be carried out to develop the scheme to FBC, including a small trial of the proposed service in the Beeston area.

Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- a) Authorise the injection and give authority to spend £339k from the LPTIP Bus Delivery work package, Door to Door Community Transport Digital Hub (D2D Digital Hub) scheme into the LCC Capital Programme in order to support the development of the scheme to FBC, including a small trial in the Beeston area.

1. Purpose of this report

- 1.1 This report seeks authority to inject and spend £339k from the LPTIP Bus Delivery work package, Door to Door Community Transport Digital Hub (D2D Digital Hub) scheme into the LCC Capital Programme in order to develop the scheme FBC, including a small trial in the Beeston area.

It should be noted this funding and associated activities have previously been approved at Leeds City Council Executive Board in October 2018, and have been committed from the LPTIP budget and approved via the WYCA assurance process.

2. Background information

- 2.1 Director of Adults & Health report *“Making Leeds the Best City to Grow Old In – Progress report on Age Friendly Leeds including our partnership with the Centre for Ageing Better”*, was approved by Executive Board in October 2018. The report provided an update on the age friendly work programme, noted the contribution of the Centre for Ageing Better partnership in the delivery of plans for making Leeds the best city to grow old in, and suggested key priorities for the partnership to develop in the future.
- 2.2 Community Transport was one of the three priority areas identified. The report informed Executive Board of the research carried out by commissioned consultants STC, to carry out a capacity analysis of community transport provision in Leeds; to assess any capacity within the system; to suggest solutions to access any underutilisation of vehicles and to co-ordinate any demand integration to meet the unmet demand for transport amongst older people.
- 2.3 This research along with associated consultation activities informed an outline business case (OBC) for capital funding from the LPTIP Programme to develop and pilot a brokerage solution, named the D2D Digital Hub, starting with a small trial in the Beeston area. The report explained that the OBC was submitted to the LPTIP Programme at the West Yorkshire Combined Authority (WYCA) in July 2018 and funding was approved to release £339,000 from the Bus Delivery element of the programme to appoint a project

manager and to undertake the activities needed to develop the FBC, including the small trial in the Beeston area.

- 2.4 The Executive Board resolved the recommendations in the report, and it was also reviewed by LCC Adults, Health & Active Lifestyles Scrutiny Board in November 2018, at which Members praised the Centre for Ageing Better for their focus on improving accessibility to public transport for older people within the redesign of services, and the contents of the report and its appendices were resolved as noted.
- 2.5 There has been a delay to the delivery of the above due to difficulties in recruiting project management resource. The D2D Digital Hub scheme was originally due to be delivered by WYCA, however, as project management resource has now been secured from LCC Adults & Health Service Transformation Team. However the scheme will continue to be managed by WYCA but delivered through LCC Adults & Health.
- 2.6 The D2D Digital Hub scheme will provide a digital hub and call centre, offering information and access to community door to door transport in Leeds. Initially this will focus on providing information to older and disabled residents and their carers (and their wider support network) on the door to door transport available across the City. Also to provide specific information for support workers and agencies, assistance to transport providers for recruitment of volunteers (especially drivers) and a multi-agency brokerage portal through which to access the transport services. Over time it is intended to add to these functions and broaden the relevance of the hub to all in the community.
- 2.7 The brokerage portal will allow multiple independent transport agencies to offer spare capacity by way of driver and/or vehicle resource to meet currently unmet transport demand, provided in the form of a new door to door transport service. Following a small operational trial in the Beeston area and subject to FBC outcome, there will be further opportunity to expand and pilot introducing a technical solution in the following three wards; Middleton Park, Beeston & Holbeck and the West of City and Hunslet. It is anticipated that the focus initially will be on health demands but has the potential to be rolled out to all of Leeds and serve all journey purposes, once proven.

3. Main issues

- 3.1 In order to progress the scheme from the OBC (approved July 2018) to FBC, a Project Manager was required to oversee and guide the project development to FBC. Project Management resource has recently been secured through LCC Adults & Health Service Transformation Team. As a result, this report seeks to inject in the first instance the previously approved £339k from WYCA Bus Delivery Package funding into the LCC Capital programme in order to allow the Project Manager to develop the scheme to the FBC stage.
- 3.2 Various activities are required to develop the FBC, as outlined in the OBC. These include:
 - Securing a project manager to develop the scheme to FBC;
 - Scoping and requirements capture to establish suppliers' briefing document and specification;
 - Commission technology supplier/s to design the D2D Digital Hub, including all portals sought initially for this, and to prototype the multi-agency brokerage portal, ensuring this includes the gateways required for future development;
 - Undertake a manual brokerage trial focussed on 1 or 2 GP surgeries / popular destinations in the pilot area, including promoting the trial to older people. As per the Executive Board report, this will be a small trial in the Beeston area;

- Establish revenue funds required to pump prime, test and refine the new door to door transport service envisaged;
- Establish measures, agreements, review and reporting requirements with all stakeholders;
- Ongoing stakeholder engagement, including regular updates to the Executive Board Member for Climate Change, Transport and Sustainable Development, to the Executive Member for Health, Wellbeing and Adults, and to Ward Members for Beeston & Holbeck.
- Produce the FBC based on the outcomes of the above work.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 A wide range of consultation has taken place to date:

- Key Stakeholders: including WYCA, LCC, Leeds Clinical Commissioning Groups, The Centre for Ageing Better, Community Organisations, and Neighbourhood Network groups throughout Leeds,
- Leeds Older People's Forum: a membership organisation for voluntary sector organisations working with older people across Leeds,
- Key Statutory Transport Providers: including Access Bus and its delivery agent CT Plus, LCC in house fleet operation, and NEPTS,
- Community Transport Providers: including Leeds Alternative Travel and all the Neighbourhood Network groups providing transport,
- Technology Suppliers: including a range of companies that provide technology solutions for the transport sector,
- Potential Service Users: including significant numbers of older and disabled residents from across Leeds,
- Qualitative interviews & survey with stakeholders in pilot wards have started / being scheduled,
- Scoping workshop with CT Providers participating in pilot, May 2019,
- Updates to West Yorkshire Combined Authority Transport Committee,
- Older People's Transport Innovation Group, Chaired by the then Executive Member for Transport,
- Updates to the LCC Health & Wellbeing Board as part of the Age Friendly Leeds programme,
- Update to LCC Executive Board in October 2018, (also reviewed by the LCC Adults, Health & Active Lifestyles Scrutiny Board in November 2018),

4.1.2 The consultation and engagement undertaken includes the following methodologies:

- Face to face consultation to identify key stakeholder aspirations and challenges;
- Face to face consultation to identify qualitative information on transport needs and capacity to use technology;
- An electronic survey, face to face and telephone consultation to establish the views, aspirations, capacity, current technology and technology requirements of transport providers and unmet transport demands they are aware of;
- Face to face and telephone consultation on the potential for technology applications;
- Consultation workshop with transport providers to test findings and consider technology and service development options;

- Consultation workshops (One with transport providers and a second with potential service users - support agencies & individuals) to test findings and refine the preferred technology and service development options.

4.1.3 Further briefings are planned as the project develops following this approval and will include Executive Board Member for Climate Change, Transport and Sustainable Development, who has been briefed and supports this project. Further briefings are also planned with the Executive Member for Health, Wellbeing and Adults and Ward Members for Beeston & Holbeck and other stakeholders as appropriate.

4.1.4 Further details about the stakeholder engagement to date and future proposed engagement is detailed in the attached EDCI Screening form.

4.2 Equality and diversity / cohesion and integration

4.2.1 An initial EDCI screening form is attached for information, with the finalised form due to be submitted in autumn 2019 as part of the schemes FBC.

4.3 Council policies and the Best Council Plan

4.3.1 The anticipated benefits of using the £184.1m to create improvements to the Leeds transport network has the potential to contribute our vision for Leeds to be the best city in the UK and the following Best Council Plan 2019/20 to 2020/21 priorities:

- Inclusive Growth (Supporting growth and investment helping everyone benefit from the economy to their full potential)
- Sustainable infrastructure (Improving transport connections, safety, reliability and affordability; Improving air quality, reducing pollution and noise)
- Health and wellbeing; reducing health inequalities and supporting active lifestyles
- Age-friendly Leeds - making Leeds the best city to grow old in

4.3.2 The LPTIP-funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport3, emerging WYCA Transport Strategy, and Strategic Economic Plan.

4.3.3 By matching existing spare vehicle/seat capacity from the various transport providers, this will ensure a more efficient use of transport and therefore potentially reduce vehicle usage. This will have a beneficial impact on air quality, linking in with the proposed CAZ boundaries and its operation of reducing nitrogen oxide particles. The environmental benefits of this scheme will be further explored as part of the FBC development.

4.4 Resources, procurement and value for money

4.4.1 The funding approvals requested in this report are to be allocated from LPTIP which currently stands at £184.1m, comprising contributions from the DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m). This scheme will be funded through the WYCA managed Bus Delivery package which has a budget of £25.95m of which £1.25m has been allocated for the D2D Digital Hub scheme.

4.4.2 To date £339k has been approved (Combined Authority July 2018) for the development of this scheme. This reports seek to inject and spend that same £339k into the LCC capital programme to allow the newly appointed LCC Adults and Health Project Manager to develop the scheme to the FBC stage, including all associated activities.

4.5 Legal implications, access to information, and call-in

4.5.1 There are no specific legal implications arising from this report

4.6 Risk management

4.6.1 The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund, already approved by the Department for Transport. Progression through this assurance process in a timely manner is necessary in order to avoid delays to the overall programme delivery.

4.6.2 A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each package. Risks are actively managed through these Boards. A risk register will be maintained and reviewed regularly by the Project Manager. The top three risks at this time include;

- Securing Revenue Funding. During OBC to FBC an options appraisal will be carried out relating to future revenue funding sources and charging mechanisms.
- Capacity of meeting demand. The demand projections in the OBC were based on people aged 60+ with long term illness. However, eligibility for the service was proposed as "older and disabled people" which the steering group have clarified as people aged 65+ with a bus pass or people of any age with a blind or disabled pass. Customer demand and the capacity of participating community transport providers are assumptions to be tested in manual trial and pilot phases.
- Securing FBC approval and funding for all delivery activities. Slippage to the D2D Digital Hub scheme due to project resourcing difficulties means pilot phase evaluation and scale up to citywide will not be possible before end Mar 2021 as originally proposed.

5. Conclusion

5.1 This report seeks authority to inject and spend £339k from the LPTIP Bus Delivery work package, Door to Door Community Transport Digital Hub (D2D Digital Hub) scheme into the LCC Capital Programme in order to develop the scheme to FBC, including a small trial in the Beeston area. As noted under section 4.4 this funding and associated activities have previously been approved at Leeds City Council Executive Board in October 2018, and have been committed from the LPTIP budget and approved via the WYCA assurance process.

6. Recommendations

6.1 The Chief Officer (Highways and Transportation) is requested to:

Authorise the injection and give authority to spend £339k from the LPTIP Bus Delivery work package, Door to Door Community Transport Digital Hub (D2D Digital Hub) scheme into the LCC Capital Programme in order to support the development of the scheme to FBC, including a small trial in the Beeston area.

7. Background documents

7.1 None