

Report to the Chief Officer (Highways & Transportation)

Date: March 2021

Subject: Door to Door Community Transport Service Project – Funding Injection and approval to spend to develop the scheme from FBC+, operating and evaluating a pilot in the south of the city

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

Summary

1. Main issues

- This report seeks authority to inject and spend £450k from the LPTIP Bus Delivery work package, Door to Door Community Transport Service project (formerly referred to as D2D Digital Hub) into the LCC Capital Programme in order to develop the scheme from FBC+, operating and evaluating a pilot in the south of the city.
- It should be noted the pilot and all associated activities with this have previously been approved at Leeds City Council Executive Board on 10th February 2021, and the funds have been committed from the LPTIP budget and approved via the WYCA assurance process at Investment Committee on 4th March 2021.

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

- The Door to Door Community Transport Service will create improvements to the Leeds transport network and has the potential to contribute to the Council's vision for Leeds to be the best city in the UK and the following Best Council Plan priorities:
 - Age-friendly Leeds - making Leeds the best city to grow old in

- 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; Ageing well; reducing health inequalities and supporting active lifestyles
- In addition the project also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport3, emerging WYCA Transport Strategy and Strategic Economic Plan, to Adults & Health Better Lives Strategy and to the Council's 100% Digital Leeds aims.
 - There is significant social value in supporting older people and people living with disabilities to get to health and wellbeing destinations. Potential positive impacts include; increased independence, increased wellbeing, reduced social isolation and loneliness, increased access to essential services including to GP and hospital appointments, improved physical health, reduced anxiety, increased access to education, training and/or employment, increased time saving, improved digital skills, improved access to respite care, less hospital or A&E visits, and delayed need for day care or residential care.
 - Supporting and encouraging people back into their local communities when safe to do so, also provides potential positive impacts to the wider community including; more people able to access and use community facilities & services, and more volunteering opportunities / jobs created (for call handling and managing the operations, additional shifts for drivers).
 - This project also supports the Department for Transport (DfT) aims for integration of transport services. The [Total Transport pilot review](#) highlights the ambitions and challenges in attempting to allocate and co-ordinate transport resource more efficiently, to result in services to passengers that are more effective at meeting their needs. Around £2 billion per year of public funding for transport services is provided by a number of agencies, largely local authorities. However, these services are often commissioned and provided by separate organisations. Total Transport is an attempt to synergise these disparate transport planning and procurement processes through cross-sector working.

3. Resource Implications

- The injection of this funding will;
 - Enable the conclusion of the development activities; specifically to get the pilot service up and running, to operate the pilot for approximately 12 weeks, and to evaluate the pilot so that an informed decision can be made about any future delivery and scale up.
 - Resource a Project Manager within Adults & Health Service to develop this scheme to the conclusion of the development phase on behalf of the West Yorkshire Combined Authority and LCC.

Recommendations

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

- a) Authorise the injection and give authority to spend £450k from the LPTIP Bus Delivery work package, Door to Door Community Transport Service project into the LCC Capital Programme in order to support the development of the scheme from FBC+; operating and evaluating a pilot in the south of the city.

1. Purpose of this report

- 1.1 This report seeks authority to inject and spend £450k from the LPTIP Bus Delivery work package, Door to Door Community Transport Service project into the LCC Capital Programme in order to develop the scheme from FBC+; operating and evaluating a pilot in the south of the city.
- 1.2 It should be noted the pilot and all associated activities with this have previously been approved at Leeds City Council Executive Board on 10th February 2021, and the funds have been committed from the LPTIP budget and approved via the WYCA assurance process at Investment Committee on 4th March 2021.

2. Background information

2.1 Governed through the Age Friendly Board, a partnership between the [Centre for Ageing Better](#), Leeds City Council (LCC) and Leeds Older People's Forum supports the City in its ambition to be '[the best city to grow old in](#)'. The Leeds Age Friendly action plan priorities were developed following engagement with older people in Leeds and includes transport as a strategic priority in delivering this ambition. In 2017, the partnership, in conjunction with West Yorkshire Combined Authority (WYCA), commissioned a project to explore innovative approaches to delivering community transport.

2.2 STC Ltd were commissioned and undertook research to understand the community transport landscape in Leeds, and identify possible solutions that could enable older people and people living with disabilities to find out about and book community transport more easily. The resulting Outline Business Case (OBC) identified that community transport providers had times when they were not as busy, and could therefore use those times to offer a service to carry out journeys to get people to destinations they were struggling to get to, such as GP appointments. This would be co-ordinated through a "brokerage style solution" whereby people could access a central point, either online or over the phone to book their journey, which would then be matched to the availability of the different providers.

2.3 A small trial of the proposed service took place in the Beeston & Holbeck area of Leeds from December 2019 to March 2020 when it had to end early due to the impact of the Covid-19 pandemic and national lockdown. Further consultation with stakeholders then took place in order to understand the impact of Covid-19 on the supply and demand for community transport in the city, and to take forward the learning from the trial to inform the requirements for a larger scale pilot. The outcome concluded that there remains sufficient demand and capacity for the Door to Door Community Transport Service.

2.4 BJSS Ltd were commissioned, using the Leeds City Council's Yorkshire and Humber Discovery and Development Services Framework, to support the development of a detailed Business Plan which set out the proposed service based on the stakeholder consultation findings. This included; how the service could operate, how it could be run from a commercial perspective to ensure operating costs were covered, what activities would be needed to set up and run a pilot, such as marketing and technical considerations, and what would success look like. The plan also recommended that the most effective approach would be to follow Government Digital Service (GDS) principles for service design.

3. Main issues

- 3.1 In order to progress the scheme from FBC+ and conclude the development activities originally outlined in the OBC (approved July 2018) further development funding is needed to be able to prepare for a pilot in the south of the city; operate it for approx. 12 weeks, and evaluate it. The purpose of the pilot is to test the service has been designed, in a live environment and at a scale that will be sufficient to evidence whether it can operate successfully and therefore has potential to grow and be sustainable at a citywide scale.
- 3.2 As a result, this report seeks to inject in the first instance the approved £450k from WYCA Bus Delivery Package funding into the LCC Capital programme in order to allow the Project Manager to deliver the pilot phase.
- 3.3 Various activities are required to prepare for, operate and evaluate the pilot of the service. These include;
 - Secure governance approvals for delivery of the pilot, for the required further development funding, and authority to inject and spend the approved funding.
 - Agree the appropriate procurement approach, secure authority to procure, procure and award for the following;
 - Third party support for the pilot phase to provide user research expertise, development of success measures and performance tracking and evaluation of the overall pilot, as well as developing the plan for any future roll out / scale up beyond the pilot phase.
 - On a non-competitive basis, procure community transport providers to participate in the running of the 12 week pilot. The service model is that any community transport provider who can meet the terms of service can participate; the whole premise of the service is a brokerage style model whereby community transport providers use any spare capacity they have to carry out journeys to support people to get to health and wellbeing destinations. For the pilot this requires development and provider sign up to LCC Procurement low value terms and conditions including specification, pricing schedule and tender information.
 - A contract variation to the existing contract between LCC Passenger Transport and 365 Response, to implement the required software module and enable relevant configuration work to ensure that the technology can deliver the requirements of the service.

- Any hardware needed, such as payment card readers.

Delivery of all the above following contract awards.

- Engagement with community transport providers to seek additional participants in the pilot.
- Development of all communications a marketing materials for the pilot, including service name, logo, branding, determine methods of marketing and distribution as required.
- Engagement with key destinations to raise awareness of the pilot and to encourage those organisations to signpost people to the service and also to help them register and use the service where possible.
- Engagement with potential funding organisations with a view to secure the required funding for any delivery beyond the pilot phase.
- Set up finance and accounts processes and ensure end to end payment pathways are tested.
- Delivery of training for LCC Passenger Transport staff who will be handling calls and managing the online system, and training for community transport providers participating in the pilot.
- User Research, performance tracking and production of the evaluation report and plan for any further scale up / roll out.

3.4 The table below summarises the key next steps for the project. These are subject to the management of the risks and dependencies, the approach to procurement, technology development, the securing of funding as appropriate, and any national requirements relating to Covid.

Milestone	Date
Pilot Preparation, Pilot, Evaluation, and preparation for Delivery phase (subject to Covid National Guidelines for Travel)	April – Nov 2021
Prep for Scaled Up Delivery (subject to funding and relevant approvals)	Nov 2021 – Mar 2022
Further scale up to Citywide / Business as Usual	March 2022 - onwards

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 Extensive consultation and engagement has been carried out to date for this project which is summarised in the EDCI Assessment in *Appendix 1*. Further and ongoing

engagement with all stakeholders also forms a critical element of the proposed pilot, the purpose of which is to test out and further develop the proposed service in a live pilot, including ongoing feedback on the service from all stakeholders. To learn what is working well and what could be further developed, from the perspectives of all those involved.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An EDCI Assessment is completed at *Appendix 1*.

4.3 Council policies and the Best Council Plan

- 4.3.1 The Door to Door Community Transport Service will create improvements to the Leeds transport network and has the potential to contribute to the Council's vision for Leeds to be the best city in the UK and the following Best Council Plan priorities:
- Age-friendly Leeds - making Leeds the best city to grow old in
 - 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; Ageing well; reducing health inequalities and supporting active lifestyles
- 4.3.2 In addition the project also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport3, emerging WYCA Transport Strategy and Strategic Economic Plan, to Adults & Health Better Lives Strategy and to the Council's 100% Digital Leeds aims.
- 4.3.3 There is significant social value in supporting older people and people living with disabilities to get to health and wellbeing destinations. Potential positive impacts include; increased independence, increased wellbeing, reduced social isolation and loneliness, increased access to essential services including to GP and hospital appointments, improved physical health, reduced anxiety, increased access to education, training and/or employment, increased time saving, improved digital skills, improved access to respite care, less hospital or A&E visits, and delayed need for day care or residential care.
- 4.3.4 Supporting and encouraging people back into their local communities when safe to do so, also provides potential positive impacts to the wider community including; more people able to access and use community facilities & services, and more volunteering opportunities / jobs created (for call handling and managing the operations, additional shifts for drivers).
- 4.3.5 This project also supports the Department for Transport (DfT) aims for integration of transport services. The [Total Transport pilot review](#) highlights the ambitions and challenges in attempting to allocate and co-ordinate transport resource more efficiently, to result in services to passengers that are more effective at meeting their needs. Around £2 billion per year of public funding for transport services is provided by a number of agencies, largely local authorities. However, these services are often commissioned and provided by separate organisations. Total

Transport is an attempt to synergise these disparate transport planning and procurement processes through cross-sector working.

4.4 Climate Emergency

- 4.4.1 By matching existing spare vehicle/seat capacity from the various community transport providers, this will ensure a more efficient use of transport and therefore potentially reduce vehicle usage. The service is designed to raise awareness of and signpost people to existing community transport provision, only utilising additional vehicles on the road where existing provision cannot be used. Where an individual's assistance needs can be met via matching them with a travel companion, the service will connect the person to a local volunteer organisation. This may be sufficient to enable the individual to use public transport or even to walk to their destination, encouraging greener travel. In addition, the service is designed so that if people are able to share their journey with others, they can reduce the cost of their journey, thereby incentivising people to shared travel where appropriate.

4.5 Resources, procurement and value for money

- 4.5.1 The funding approvals requested in this report are to be allocated from LPTIP which currently stands at £183.3m, 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 £789k has been allocated for the D2D Digital Hub scheme.
- 4.5.2 To date £339k has been approved (Combined Authority July 2018) for the development of this scheme from OBC to FBC, followed by a further £450k development funding from FBC+ (Combined Authority March 2021) to conclude the development activities as outlined in this report. This report seeks to inject and spend that same £450k into the LCC capital programme to allow the appointed LCC Project Manager to conclude the development activities by operating and evaluating the proposed pilot in the south of the city. Further details about the pilot are provided in the report to LCC Executive Board on 10th February 2021.

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

- 4.6.1 There are no specific legal implications arising from this report.

4.7 Risk management

- 4.7.1 All projects within LPTIP are assured through the WYCA framework set up for the West Yorkshire Transport Fund. An LPTIP Programme Board manages delivery of the overall programme with Package Boards responsible for each package. Risks are actively managed through these Boards. A risk register is maintained and reviewed regularly by the Project Manager. The table in *Appendix 2* summarises the key risks for the project and their proposed mitigations.
- 4.7.2 A Privacy Impact Assessment (DPIA) was produced for the trial in Beeston & Holbeck and will continue to be updated and refined for the pilot phase.

5. Conclusion

- 5.5.1 The Door to Door Community Transport Service project aims to make it easier for older people and people living with disabilities to find out about and book community transport, so that they can get to health and wellbeing destinations. Using consultation findings and research activities, a proposed service has been developed, and the project is now in a position to prepare for and deliver a larger scale pilot of that service. The pilot will test the service in a live environment and at a scale that will be sufficient to evidence whether it can operate successfully and therefore has potential to grow and be sustainable at a citywide scale.
- 5.5.2 This report seeks authority to inject and spend £450k from the LPTIP Bus Delivery work package, Door to Door Community Transport Service project (formerly referred to as D2D Digital Hub) into the LCC Capital Programme in order to develop the scheme from FBC+, operating and evaluating a pilot in the south of the city.
- 5.5.3 It should be noted the pilot and all associated activities with this have previously been approved at Leeds City Council Executive Board on 10th February 2021, and the funds have been committed from the LPTIP budget and approved via the WYCA assurance process at Investment Committee on 4th March 2021.

6 Recommendations

- 6.6.1 The Chief Officer (Highways and Transportation) is requested to:
 - a) Authorise the injection and give authority to spend £450k from the LPTIP Bus Delivery work package, Door to Door Community Transport Service project into the LCC Capital Programme in order to support the development of the scheme from FBC+; operating and evaluating a pilot in the south of the city.

6.7 Background documents¹

None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1: Equality, Diversity, Cohesion and Integration Screening

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being or has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Adults & Health / Highways & Transportation	Service area: Service Transformation
Lead person: Sarah Buncall	Contact number: 0113 3764269

1. Title: Door to Door Community Transport Service (Digital Hub)
Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

2. Please provide a brief description of what you are screening

The Door to Door Community Transport Service (Digital Hub) project aims to make it easier for older people and people living with disabilities to find out about and book community transport, so that they can get to health and wellbeing destinations. Using consultation findings and research activities, a proposed service has been developed, and the project is now in a position to prepare for and deliver a larger scale pilot of that service. The pilot will test the service in a live environment and at a scale that will be sufficient to evidence whether it can operate successfully and therefore has potential to grow and be sustainable at a citywide scale. Further development funding has been requested from the LPTIP Programme to deliver and evaluate the pilot.

The Door-to-Door Community Transport Service will be a free to register (i.e. no membership fee) not for profit, paid for service that matches people to suitable, safe, and affordable transport. This will be achieved by either signposting people to existing provision that meets their needs, such as Access Bus; by connecting them with a volunteer travel companion, or by enabling them to book a journey through the service with a participating community transport provider.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	X	
Could the proposal affect our workforce or employment practices?	X	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment 	X	

- | | | |
|---|--|--|
| <ul style="list-style-type: none"> • Advancing equality of opportunity • Fostering good relations | | |
|---|--|--|

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**

(think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The original research that formed the outline business case for this project included extensive consultation with a range of stakeholders. The different stakeholders and the consultation and engagement work carried out within different phases of the project are outlined below.

Stakeholder List:

- West Yorkshire Combined Authority
- LCC City Development, LCC Highways and Transportation, Leeds Public Health
- Leeds Clinical Commissioning Group (Leeds CCG)
- 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 (non-emergency passenger transport services);
- Community Transport Providers: including Leeds Alternative Travel, Neighbourhood Network groups providing transport, Health for All, Local Care Direct, Yorkshire Ambulance Service, Age UK (Hospital to Home Scheme)
- Volunteer services including Age UK and Voluntary Action Leeds
- 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.

Stakeholder Descriptions:

- Transport Providers:** This group contains a mixture of 'pure' transport providers, such as Health for All, and charities that offer transportation services, such as Neighbourhood Networks. Many of the transport providers run existing community services for vulnerable people throughout Leeds. These are the stakeholders that will be responsible for providing journeys.
- Beneficiaries:** This group is defined as those destinations that the service users visit. They will also be able to book transport on behalf of service users. For example, this includes primary care providers and hospital trusts.
- Funders:** This group comprises of organisations that could potentially fund the Door-to-Door Community Transport Service such as NHS Clinical Commissioning Group (CCG), other health partners, Public Health, LCC, WYCA and potentially 3rd sector charitable organisations.
- Support Groups:** These stakeholders are charitable organisations who deliver support for vulnerable, primarily older people throughout Leeds, for example Age UK and Leeds Neighbourhood Networks. Their relationship with the service is established through the provision of support staff and/or vehicles.
- Volunteers and Volunteer Organisations:** Members of the Leeds community recruited through various support groups and volunteer brokerage services such as Voluntary Action Leeds (VAL). Volunteers could provide service by using their own vehicles, or by driving transport provided by support groups (e.g. minibuses). It is important to note that volunteers as drivers will not be in scope for the Alpha phase, however, signposting to volunteer organisations will be.
- Leeds City Council Operational Staff:** Operational staff within Leeds City Council who will support the day-to-day running of the service, across Operations, Finance, and Information and Digital Services.

Consultation & Engagement Activities:

Consultation and engagement has been undertaken in order to inform and review each development stage to date, including:

To inform OBC:

- 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.

Initial workshops were held with older people in their communities in three sites across Leeds (Horsforth, Swillington and Richmond Hill). These were held in summer 2017, the sites identified by Leeds Older People's Forum and funded and run by the Centre for Ageing Better. The workshops were to help define the problems that older people in Leeds were experiencing with transport. Each workshop was attended by between 6 – 15 older people. A prototyping workshop was held in April 2018 in South Leeds, 8 older people (plus an interpreter) attended and consultants tested a number of transport scenarios with them to test whether their idea of a digital hub would work. Their feedback was built into the outline business case (OBC).

The key stakeholders formed an Older People's Transport Innovation Group, Chaired by the then Executive Member for Transport. The group met quarterly from July 2017 to March 2018 and were consulted at each stage of the development of the OBC.

Updates on the progress of the development of the OBC were given to Leeds Older People's Forum Board of Trustees as part of a wider brief on the Age Friendly work in February, April and November 2018.

An update on the development of the OBC was given to the Leeds Health and Wellbeing Board, again as part of a wider brief on the Age Friendly work in Leeds in June 2018.

A brief about the proposed initiative and pilot was emailed to each of the Ward Members in LS10 and 11.

Development Activities following the OBC:

A report on age friendly work, including the work on transport was taken to the LCC Executive Board in October 2018, and was also reviewed by the LCC Adults, Health & Active Lifestyles Scrutiny Board in November 2018.

During November 2018 the proposed initiative was discussed with delegates at the Leeds Transport Planning Conference, and an update was given to the Leeds Age Friendly Board. A presentation was also given to a Portuguese delegation to Leeds as part of a presentation on the City's age friendly work.

Initial scoping of service

During January 2019 there was a workshop held with various community transport providers, a focus group was held with residents in a sheltered housing accommodation scheme on Dewsbury Road, and a focus group was held at City View Medical Practice in Beeston.

A conversation also took place with the Deputy Director, Institute of Social Services, University of Leeds due to the professor's interest in accessibility of housing and transport).

Meetings have been held with the previous Executive Member for Transport in January 2019; March 2019, July 2019 and December 2019 and further updates will be planned with the Executive Board Member for Climate Change, Transport and Sustainable Development, with the Executive Member for Health, Wellbeing and Adults, to Ward Members for Beeston & Holbeck and with other stakeholders as appropriate.

Qualitative interviews & survey with stakeholders in the Beeston area started in the summer of 2019.

A workshop with Community Transport Providers who has expressed an interest in participating took place in May 2019, and again in October 2019 in order to develop the scope and operational model for the proposed service.

Trial in Beeston & Holbeck

All Ward Members received a brief about the progress of the project and the small trial taking place in Beeston & Holbeck at the start of December 2019. The trial was a proof of concept to test out various elements of the OBC. It was advertised via leaflets distributed to places such as local community centres, pharmacies, supermarkets, village halls, neighbourhood networks etc; and through promotion by key stakeholders such as GP practises, social care staff, Leeds Community Healthcare staff and supported living staff. The project also commissioned Leeds Involving People to carry our targeted engagement in the local area to help promote the trial which included;

- Discussions with members of the public at targeted busy areas, GP surgeries, places of worship, bus stops, one stop centre, Library, supermarkets and shops etc.
- Contact via LIP Membership and Voluntary Sector Community Groups in the areas including— Older people's groups, disability groups, luncheon clubs etc.
- Targeted social media
- Speaking to shop owners in the direct locality
- Liaising with schools, to carry out a book bag drop at the local primary schools
- Residential targeting – significant distance to GP Surgery

The trial ran from 16th December 2019 to 16th March 2020 at which point is halted two weeks earlier than anticipated due to the Covid-19 pandemic and lockdown measures.

All people who participated in the trial; people who used the service, those who called but didn't use it, community transport providers participating and call handling staff were asked to provide feedback about their experiences. A short questionnaire was given out to people at the end of their journey by drivers, a longer questionnaire was also emailed or posted to people to gather more depth feedback. In addition, during May 2020 Leeds Older People's Forum's peer listeners contacted people who had called about or used the service and had a conversation with them to learn more about their thoughts on the service, gathering additional qualitative feedback to inform future iterations of the service design.

Research Discovery Phase

Running alongside the trial was work to establish the best value and most timely approach for the procurement and development of technology that had been identified in the OBC to support the running of the service. The agreed approach was to hold a mini-competition using the LCC Yorkshire and Humber Discovery and Development Services Framework to carry out a piece of Discovery research work.

The purpose of the work was to; review and validate the OBC (given the length of time since the original research and it's production) and the trial in Beeston & Holbeck, and to produce a specification / requirements for larger scale pilot including success criteria, a high level plan for and scale up, and an outline project plan with cost estimates for the pilot and any scale up to citywide levels.

BJSS Ltd were awarded the contract and carried out the Discovery work which included consultation conversations with all stakeholders. A number of key recommendations were made

in the findings report that concluded the work, including the need for further research with all identified service users (identified as those who may use the service, those who may provide it, those who may benefit from it e.g. destination organisations, and those who fund / regulate it), in order to provide better depth of understanding of the experiences, needs and priorities of each, without conflating these with solutions.

The report described in detail the suggested activities needed over the next phases of the project, and a crucial part of this is ongoing engagement with all stakeholders.

Business Design and Research

This was the last stage of the research. BJSS Ltd also delivered this piece of work. They engaged directly with service users and stakeholders to understand their needs and current challenges in getting to health and wellbeing destinations, and what they would expect from the service. This was done through interviews and workshops. They worked with these groups to understand what the service would need to be like to meet people's needs, exploring questions such as: what would 'good' look like? What demand have you seen for community transport?, and to help understand the wider context in which the proposed service would exist (for example the impact of Covid-19 and the potential impact on competitors).

The method of engagement followed Government Digital Service (GDS) principles of "learning about your users and their context"; identifying opportunities to make improvements through an understanding of what different stakeholders are trying to achieve.

The research findings, have been used to inform the design of the proposed service.

Forward Plan: Pilot

The research has informed the developed Business Plan, including the proposed model for operating a service as a pilot in the city. The critical part of the forward plan is ongoing engagement with all stakeholders to shape the service further.

Updates are taking place with key stakeholders in December 2020 and early January 2021, including;

- Updates to both Executive Members, Director of Adults & Health, Chief Officer Highways and Transportation, and Ward Members in the proposed pilot areas.
- Regular progress updates to the Bus Delivery Board and LPTIP Programme Board and Age Friendly Leeds Board as per agreed governance arrangements.
- Change request to the WYCA LPTIP Assurance Process for additional development funding to deliver the pilot.
- Report to LCC Executive Board in February 2021.

The pilot phase will include further user research with all stakeholders as part of evaluating the pilot.

• Key findings

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The OBC outlines various potential positive impacts for older people and people with disabilities, their families and carers, and these remain relevant. These include;

- Increased independence
- Increased wellbeing
- Increased inclusion / reduced isolation / reduced loneliness
- Increased access to essential services
- Delayed need for day care, delayed need for residential care
- Increased access to GP and other health appointments
- Decreased hospital or A&E visits
- Improved physical health
- Increased access to education, training and/or employment
- Increased time saving
- Increased access to respite care
- Reduced anxiety

Potential positive impacts to the wider community include;

- More people able to access local communities and use community facilities & services
- More volunteering opportunities
- Jobs created (in the hub for call handling and managing the operations, additional shifts for drivers)
- Skills developed (e.g. training sessions for call handlers, drivers, digital skills developed for people using the service)
- More volunteer hours.

Potential negative impacts include:

- People with visual or hearing impairments ability to access the online and telephony service
- People with English as a second language ability to access the online and telephony service
- People unable to access the service if it is chargeable at a rate they cannot afford.
- People unable to access the service if they live outside of the pilot areas during the pilot phase.

The next phase of the project will further develop understanding of potential impacts for people with different needs and different equality characteristics to help further refine requirements for the service.

• Actions

(think about how you will promote positive impact and remove/ reduce negative impact)

- Ongoing engagement with all stakeholder groups.
- Focused engagement with groups representing specific equality characteristics to identify any particular potential positive/negative impacts not already identified through engagement to date.
- Ensure that any technical system specifications include requirements to ensure that any solution is fully accessible.
- Ensure that any pricing model/structure considers impacts relating to deprivation.
- Ensure that any technical and functional specifications include requirements to ensure that any solution has the potential to be scaled up to a citywide offer.
- Develop a stakeholder engagement plan that includes how to promote the positive impacts and to reduce/remove negative impacts.
- Ongoing review and development of this impact assessment as the project progresses through each phase.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment**.**

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Sabby Khaira	Programme Executive Manager Highways & Transportation City Development Directorate	
Date screening completed		21/12/2020

7. Publishing		
Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision .		
A copy of this equality screening should be attached as an appendix to the decision making report:		
<ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. 		
Complete the appropriate section below with the date the report and attached screening was sent:		
For Executive Board or Full Council – sent to Governance Services	Date sent:	
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:	
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:	

Appendix 2: Door to Door Community Transport Service Key Risks and Mitigations

Risk Type	Description	Probability	Impact	Rating	Action Countermeasure and Owner
Technological / Technical	There is a risk that system technology will not be able to deliver on the functionality required for the service to run in the way that it has been designed.	Possible	Moderate	High risk	<p>Ensure that the processes and desired system capabilities are understood by the technology supplier, and they confirm what the existing system can do and what requires development work, along with timescales and costs.</p> <p>Depending on the outcomes of the above the options are;</p> <ol style="list-style-type: none"> 1. Configure the system to meet all requirements (where this is needed) 2. Adapt the service based on the available system functionality 3. Choose an alternative platform to run the service on
Communication / Stakeholder Management	<p>There is a risk that there is insufficient engagement and/or resources available from stakeholders to drive progress within the proposed timeframe, creating delays.</p> <p>In particular, the impact of Covid and National Covid Response on stakeholder resources.</p>	Probable	Moderate	High risk	<p>Ongoing engagement activities with stakeholders built into the forward plan.</p> <p>Ensure forward plan has clearly defined task owners; responsible for delivery of activities and to provide progress updates.</p> <p>Ongoing review of the forward plan in light of changing Covid situation and potential impacts of this on stakeholder resources.</p>
Social / Political	It is proposed that people will have to pay for the service, and some people may feel this is unfair given that if they could access public transport their journey would be free (e.g. if they have a concessionary pass). This could result in political challenge or negative publicity.	Possible	Minor	Medium risk	<p>Current regulations mean that the proposed service cannot utilise concessionary passes (ENCTS) as per advice from WYCA, because it is not a pre-routed service.</p> <p>The existing position is more costly than the proposed model.</p> <p>Potential for the full journey cost to be paid for but this would be subject to funding organisations being able to cover the full operating costs for the service.</p>

Risk Type	Description	Probability	Impact	Rating	Action Countermeasure and Owner
				High risk	<p>Potential for costs to be fully paid for or reduced further for certain user groups or destination points if sufficient funding can be secured.</p> <p>If demand is high enough, costs to the service user could be reduced in the future.</p> <p>Engagement with service users, potential funders, and ongoing review of costs during the pilot.</p>
Environmental	National Covid guidelines may mean that it is not safe / appropriate to advertise and launch the service within the timescales anticipated.	Probable	Moderate	High risk	<p>Impact of Covid reviewed as part of the latest Business Design and Research phase - still capacity and demand for the service.</p> <p>Ongoing review as situation with Covid progresses and keep stakeholders updated on any delays incurred.</p>
Partnerships / Commercial	<p>Agreeing terms with providers and funders may take longer, delaying the timeline.</p> <p>Providers/potential funders are busy responding to Covid or offering limited services due to Covid so resource capacity for this project could be affected or delayed due to uncertainty of their position.</p>	Probable	Moderate	High risk	<p>Work with LCC Procurement / Legal Services to understand requirements for registering providers who wish to participate, both for pilot and longer term. Factor these early into project plan to allow for potentially longer lead in times.</p> <p>Regular engagement with providers and wider market, conversations with potential funding organisation now pricing structure and operating costs refined.</p>

Risk Type	Description	Probability	Impact	Rating	Action Countermeasure and Owner
Service Delivery / Service User Risk	<p>Due to the impact of Covid, there is a risk that uptake of the service will be low, which will indicate that the service is not successful. The situation when the pilot is due to take place (current expectation is end May/early June 2021) is unknown, making it a challenge to predict levels of future demand.</p>	Possible	Moderate	High risk	<p>Latest research indicated that there is still demand for this service, and people will want Covid safe options for travel from community transport providers who can meet their needs, to encourage them back into their communities when safe to do so.</p> <p>Acknowledge that Covid may impact demand for the service and account for that in forecasting longer term demand.</p> <p>Review timeline in accordance with national Covid guidelines and ensure the pilot does not launch at an inappropriate time.</p> <p>Ensure potential customers are aware of the service through marketing, and ensure the service is marketed as 'Covid-19 safe' to encourage uptake and drive demand.</p>
Financial	<p>There is a risk that adequate funding is not secured.</p> <p>This would mean the service would not be subsidised, and full operating costs would have to be covered by the people using the service, which would either make the service unaffordable for many and would likely mean that the service would not be viable.</p> <p>There is a lack of revenue funding options as all potential funders are impacted by Covid and by significant financial pressures affecting anything beyond statutory provision.</p>	Probable	Highly Significant	Very high risk	<p>The change request for further development funding from the LPTIP, if approved, will cover the costs for the pilot and all activities associated with this.</p> <p>Engagement with potential funders is a key part of the forward plan, and it is clear in approval reports to all stakeholders that if funding is not secured the project will not be able to continue.</p>

Risk Type	Description	Probability	Impact	Rating	Action Countermeasure and Owner
Financial	<p>The price point for people using the service is too high or too low.</p> <p>It is difficult to accurately gauge what is considered an affordable price point as affordability is relative to each person's situation.</p> <p>If too low, demand may outstrip supply, too high it will be unaffordable. Both result in the service not being viable in the longer term.</p>	Possible	Major Disruption	High risk	<p>The recommended price point is based on benchmarking analysis, comparing to existing private hire, such as Uber Assist, and to other service models currently operating in the UK.</p> <p>Ongoing research with people during the pilot to help determine what is affordable.</p>