

## LINCOLNSHIRE HEALTH AND WELLBEING BOARD

Open Report on behalf of Richard Wills, Executive Director, Environment and Economy

Report to	<b>Lincolnshire Health and Wellbeing Board</b>
Date:	<b>26 September 2017</b>
Subject:	<b>Transport Services Group – 'Connected Lincolnshire' Initiative</b>

### Summary:

Aligned to many other local authorities across the UK, Lincolnshire County Council's Transport Services Group manages and procures passenger transport on behalf of other directorates, operating as an integrated delivery team within the authority. The Group also focuses on sustainable and active travel, encouraging behaviour change with those residents and visitors that are able to do so. In summary, the Group serves the people of Lincolnshire by enabling them to travel in order to access their requirements.

Across Lincolnshire, passenger transport services are commissioned by different organisations and different departments within those organisations. Services range from statutory to discretionary provision and include socially necessary local bus services contracted by the Council, non-emergency patient transport services contracted by the NHS CCGs, commercial bus services, and demand responsive services run by the Council and community groups. The provision of accessible transport is important to a range of passengers – for example, jobseekers, those in education and those seeking healthcare. It also contributes to the well-being of older people and reduces social isolation – this is a particular issue for rural counties such as Lincolnshire.

The majority of passenger transport services are commissioned separately, rather than being co-ordinated or integrated. This leads to inefficiency in the use of resources – from vehicles, staff and skills to estates and financial resources. All transport commissioners are facing similar pressures, with delivery costs continuing to increase, public funding continuing to decrease, passenger demand and expectations continuing to rise and the level of passengers with more complex needs also increasing. As such, the inefficiency of the county's transport network needs addressing – this is the rationale for the *Connected Lincolnshire* initiative.

The report summarises the Transport Services Group's vision for the county's passenger transport solutions, aiming to create an efficient and effective integrated multi-modal passenger transport network and service by 2021. The two lead projects are:

- New integrated vehicle-based passenger transport network and service – focusing on the county's two lead commissioners of passenger transport, the Council and the NHS, this one-year Project would aim to propose a new passenger transport network and service, for implementation over the following 2-3 years.
- New integrated cycling and walking passenger transport network and service – focusing on these more sustainable modes of 'transport' and aiming to propose a new network and service for the county.

Underpinning work streams and projects are summarised in the report.

### **Actions Required:**

The Transport Services Group requests the support of the Health and Wellbeing Board for its vision and the associated approach, work streams and projects.

## **1. Background**

### **Local authorities' passenger transport delivery**

Aligned to many other local authorities across the UK, Lincolnshire County Council's Transport Services Group manages and procures the following passenger transport on behalf of the Environment and Economy Directorate, Children's Services Directorate and Adult Care Directorate: Mainstream and SEND home to school transport; Post 16 education transport; Adult social care transport (including elderly person's care); Children's social care (including children with disability) and Local bus – supported fixed-route bus services and demand responsive transport. The Group also focuses on sustainable and active travel, encouraging behaviour change with those residents and visitors that are able to do so. In summary, the Group serves the people of Lincolnshire by enabling them to travel in order to access their requirements. It operates as an integrated delivery team within the authority, providing cost efficiency to the Council in taking this approach.

Local authorities have a statutory duty to identify transport needs and to provide services where these needs would not otherwise be met. They also have statutory obligations to provide home to school transport, social care transport and to secure local bus services where none are provided commercially and which the Council determines socially necessary. Commercial operators have no legal requirement to run loss-making services.

Across Lincolnshire, passenger transport services are commissioned by different organisations and different departments within those organisations. Services range from statutory to discretionary provision, including socially necessary local bus services contracted by the Council, non-emergency patient transport services contracted by the NHS CCGs, commercial bus services, and demand responsive services run by the Council and community groups. The provision of accessible transportation is important to

a range of passengers – for example, jobseekers, those in education and those seeking healthcare. It also contributes to the well-being of older people and reduces social isolation – this is a particular issue for rural counties such as Lincolnshire.

The majority of passenger transport services are commissioned separately, rather than being co-ordinated or integrated. This leads to inefficiency in the use of resources – from vehicles, staff and skills to estates and financial resources.

All transport commissioners are facing similar pressures, with delivery costs continuing to increase, public funding continuing to decrease, passenger demand continuing to rise and the level of passengers with more complex needs also increasing. As such, the inefficiency of the county's transport network needs addressing – this is the rationale for the *Connected Lincolnshire* initiative.

## **Lincolnshire County Council and Total Transport**

The Council is considered to be a leading authority regarding rural transport solutions and drivers of continual innovation and development. In 2015, the Department for Transport (DfT) launched the Total Transport Pilot Fund which aimed to assist local authorities in England to try new and better ways of delivering joined-up local transport in rural and isolated areas. A total of 37 schemes shared £7.6 million of funding to improve transport services in local areas. The Council was awarded funding from DfT's Total Transport Pilot Fund to deliver TotalConnect, a project that focused on the feasibility of integrating the organisation and delivery of transport services through the development of a one-stop-shop approach, covering demand-responsive local bus services, non-emergency patient transport (NEPT), community transport and home-to-school and adult social care transport. This work included feasibility analyses and an element of piloting for proof of concept. There were four key project strands for TotalConnect: Health transport integration; Voluntary sector transport; Information communications technology development; and Market development / moderation.

Whilst the TotalConnect Project did achieve some interesting findings, there were some significant barriers to achieving any significant change – these are explored in the next section.

## **Opportunities and barriers**

The following is a summary of the key opportunities and barriers to the Council moving forward with the Total Transport approach, many of which will be shared by other local authorities. However, it is not intended to be an exhaustive list.

## **Collective long term vision, objectives and strategy**

There is general agreement across local authorities and the DfT, that the delivery of passenger transport can be made more efficient and more effective, in part through an integrated approach. This concept is also demonstrated through Innovate UK's<sup>1</sup>

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<sup>1</sup> Innovate UK is the UK government's innovation agency, Working to: determine which science and technology developments will drive future economic growth; meet UK innovators with great ideas in the fields we're focused on; fund the strongest opportunities; connect innovators with the right partners they need to succeed; help our innovators launch, build and grow successful businesses.

Connected Transport strand, and through the work of Catapult<sup>2</sup>, each helping to transform the UK's capability for innovation and economic growth.

Unfortunately, at a national level, there is not a clear shared vision, objectives and strategy for achieving this. However, the imperative for financial efficiencies continues to increase, there is an opportunity to overcome this barrier using the momentum this brings. The strategy would need to reflect the different issues that the passenger transport sector has across the UK, including different geographical issues, cultural backdrops, resource levels etc.

There is an imperative for the public sector to work together and to work with the private and third sectors in order to agree and achieve a shared strategic direction. There are, however, some barriers to achieving this, including:

- Cultural approach by some public sector bodies can be one of independent working, often within the organisation and relating to external partnerships
- Procurement restrictions on the public sector can restrict developmental partnerships being formed with the private sector

In order to achieve a clear shared vision, objectives and strategy for passenger transport across the UK, a proactive, driven and coordinated approach would be required to enable it to happen and to overcome intrinsic barriers. To this end, there is a significant opportunity to build on projects such as Transport for Manchester, Transport for the North West, Transport for London, where there is momentum and innovation.

The Council's Transport Services Group is working with the DfT, Innovate UK, Catapult and the Knowledge Transfer Network<sup>3</sup> to strive for this cohesive approach, so that tangible benefits may be derived by, and for, Lincolnshire.

### **Scope of passenger transport**

Due to the disparate nature of commissioned transport and delivery, in Lincolnshire there is a significant void in the understanding, knowledge and data surrounding the current transport network – for example, what it looks like on a daily basis and the resource use across all areas and across all transport commissioners. There is, therefore, the need for a mapping exercise before any review is undertaken. It is vital that passenger transport encompasses all possible modes of travel – motorised (car, motorbike, bus, train) and non-motorised (cycling and walking).

### **Public sector partnership**

A key barrier identified by several local authorities as part of the Total Transport feasibility work has been the partnership approach needed between all parties within the public sector, including local authorities and the NHS. During the TotalConnect Project, the Transport Services Group worked to influence the CCGs regarding the Non-Emergency Passenger Transport (NEPT) procurement contract, including the option of dividing the contract into booking/scheduling and transport delivery. However, this was unsuccessful, in part due to the focus on procurement and the challenging timescales involved. There

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<sup>2</sup> The Transport Catapult is one of eleven elite technology and innovation centres established and overseen by the UK's innovation agency, Innovate UK. It was created to drive and promote Intelligent Mobility, using new and emerging technologies to transport people and goods more smartly and efficiently.

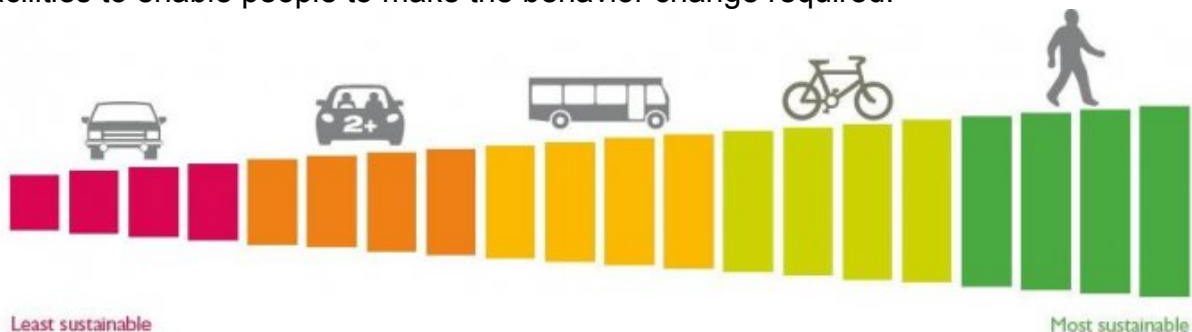
<sup>3</sup> The Knowledge Transfer Network specialises in cross-sector collaboration and their team of innovation experts connect organisations to other businesses, academics and other innovation support providers. Transport is one of the industries supported by the Knowledge Transfer Network.

was emerging evidence to suggest that a different model could be successful (generated by a joint pilot) but from a risk management perspective the CCG Procurement Team considered it was not yet comprehensive and conclusive enough. However, reference to Total Transport was included in the NEPT contract specification, which encourages liaison with the Council and which could enable the scope of the contract to be reviewed in the light of collaborative developments, albeit the onus for this was placed on the provider rather than being driven by the CCG as the commissioner.

The new NEPT contract started in July 2017 with Thames Ambulance Service Ltd (TASL) as the new supplier for 5 years and there have been some initial delivery issues. The opportunity now exists to change the transport network before the next re-procurement begins, particularly as the CEO of TASL shares the Transport Services Group's vision for an integrated approach to the county's transport provision. There is a further opportunity with the impetus behind the NHS Sustainability and Transformation Plans being developed, which will require transport solutions to meet the changes in clinical design. More detailed information is provided below in this report.

### **Sustainable travel modes**

Travelling by foot, by bike, by bus/coach, by rail or by car sharing is a key driver for change globally. Reasons widely accepted include: air quality improvement for health and environmental reasons, active travel for improved health, reduced traffic congestion required, the asset management requirements and limited infrastructure development availability to be able to manage the constant increase in vehicles and population levels. As such, there is a significant opportunity to drive this change. Encouraging behavior change to follow the sustainable travel hierarchy (see below) when travelling, whether it is part of your daily commute, for a business/study trip or for leisure, forms an important element in achieving this change. However, localities have to be able to provide the facilities to enable people to make the behavior change required.



The Council delivers projects focused on behaviour change, such as Access LN6 (2013-2015), Access Lincoln (2017-2020), but to date these projects have targeted specific geographic areas based on external funding. There is an opportunity to re-write a Cycling Strategy and a Walking Strategy for Lincolnshire, encompassing the Total Transport approach.

### **Funding and commercial viability**

The public sector is not necessarily able to take a 'research and development' approach to its work. As such, any scoping, innovation and development usually requires external funding, which can be very difficult to access by the sector. This creates an automatic barrier to driving development and implementing change. Furthermore, local authorities need to work more closely with the commercial market providers for passenger transport

to analyse where their financial support and intervention is best placed, as opposed to where the commercial market is willing and able to deliver.

If a funding mechanism was to be made available to local authorities as an enabler for scoping and developmental projects; and if this mechanism was linked to a shared vision, objectives and strategy, local authorities would be more likely to work in partnerships, all heading in the same strategic direction. The Council's Transport Services Group is working with the DfT, Innovate UK, Catapult and the Knowledge Transfer Network to propose this approach to funding the public sector's passenger transport developmental needs.

### **Lincolnshire's vision and work streams**

The Council has a vision for creating a *'Connected Lincolnshire' – an efficient and effective integrated multi-modal passenger transport network and service by 2021*. This vision is the next phase of the Total Transport approach.

In order to achieve this vision, the Council has identified the following work streams which will contribute. Each work stream requires a vision, objectives and strategy. A summary diagram is shown in Appendix A.

### **Lead projects**

<b><i>New integrated motorised passenger transport network and service</i></b>	<b><i>New integrated cycling and walking passenger transport network and service</i></b>
<b>Programme of infrastructure works underpinning the network and service</b>	
<b>Integrated passenger transport service delivery</b> Integrated commissioning, procurement and delivery of new integrated passenger transport network and service	

These two lead projects are intrinsically linked, both aiming to re-design the current passenger transport network and service. Initially, the projects will be scoped separately due to the different travel modes involved and the difference in how the projects will need to be delivered. Both projects will map the current network and service, and propose a more efficient and effective network and service, with the associated resource savings it would potentially deliver. These projects will also propose how to integrate commissioning, procurement and delivery of the new network and service.

Key points regarding the motorised network and service:

- This will involve a one year scoping project followed by a 2 year implementation phase. A summary of the one year scoping project is provided in Appendix B – the project is named 'Integrated Passenger Transport Project'.
- This project would focus on the county's two lead commissioners of passenger transport – the Council and the NHS.
- There is significant momentum and a strong partnership approach currently in place between the Council, a CCG representative, a representative from the NHS Sustainability and Transformation Plan Team, and with Thames Ambulance Services Ltd (the current provider of Lincolnshire's non-emergency passenger transport, contracted by the CCGs).

- The NHS Sustainability and Transformation Plan Team is being asked to contribute financially to the project, however the Council's Transport Services Group intends to deliver the project regardless of this financial support due to the essential nature of this project for Lincolnshire's passenger transport network and service. It is intended that external funding would be sought for the 2 year implementation phase.
- A draft business case is intended to be circulated within the Council, the CCGs and the NHS Sustainability and Transformation Plan Team for approval, with an aim to begin the one year scoping project in October 2017.
- It is envisaged that significant efficiencies will be proposed at the end of the one year scoping project.

Key points regarding the cycling and walking-based network and service:

- This project has yet to be scoped but it is likely to require a similar approach as the motorised project above, i.e. a one year scoping project followed by a 2 year implementation phase.

Aligned to both projects will be an infrastructure strand, providing a programme of required infrastructure developments linked to planning and highways programmes.

### **Underpinning work streams**

<b>Data capture and analysis to manage the passenger transport network and service</b>	
<b>ICT system to underpin centralised and integrated commissioning, procurement and delivery</b>	
<b>New back-office ICT system</b>	<b>New passenger use portal (one-stop-shop)</b>
<b>LCC/NHS Care Portal</b>	

In order to underpin the lead projects, the initiative needs to create a data and analysis hub for passenger transport. This provision would be provided by the Transport Services Group and could support departments including Public Health. A new piece of analysis software has been purchased by the Transport Services Group to enable this work to be started. Furthermore, it would be prudent if a Joint Strategic Needs Assessment topic for passenger transport could be created to underpin this work stream.

In addition, there is an urgent requirement for the Transport Services Group to procure a back-office ICT system due to the current systems no longer being fit for purpose. The new software must be implemented in 2018 and it would seem sensible to ensure that this new system could enable the long-term integrated commissioning, procurement and delivery of the passenger transport network and service. As such, the procurement process will take into account the long term vision and approach.

Linked to this will be the development of a cohesive user website or portal, drawing together all travel modes and information into one place – a 'one-stop-shop' for passengers. Discussions are underway currently with the Council's IMT and Digital Engagement Teams to progress this work stream.

A further link is a joint LCC/NHS care portal, which is already being developed by the Council's Public Health Team. This portal will initially provide a portal for medical professionals to access a patient's data from one place. Eventually, a patient portal will be created within this. It is important that transport is tied into this project, as the patient portal would ideally enable patients to 'see' their transport bookings alongside their medical appointments.

<b>Transport market development to create an ideal supplier market for new integrated passenger transport network and service</b> Capacity and capability development and stabilisation		
<b>Businesses and People</b> Increasing capacity and capability	<b>Vehicles &amp; Cycling</b> Technology and environmental development	<b>Ticketing</b> Technology advancement

In order to sustain an efficient and effective integrated passenger transport network and service, Lincolnshire needs an efficient and effective supplier market which is fit for purpose. There are numerous key issues with the current supplier market, many of which could be overcome by creating a shared market development plan with the suppliers. This will require high levels of stakeholder engagement to agree a shared vision and development plan for the market as a whole. The Transport Services Group aims to start working on this project during 2017/18. The implementation of the plan will require external funding, primarily being directed to the suppliers to enable them to develop in areas such as business development, staff capacity and capability, technology development regarding vehicles, cycling and ticketing.

Innovate UK and Catapult are currently working on numerous projects focused on telematics and other technology elements, which Lincolnshire could learn from rather than developing new projects. However, the issues surrounding the capacity and capability of the market suppliers are largely shared across the UK and have not necessarily been articulated or solutions sought. As such, the Transport Services Group intends to maximise this opportunity, which could seek to provide funding for trials and research and development with the supplier market.

<b>Marketing and publicity</b> Includes behaviour change
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<b>Legal Compliance</b> Includes transport, procurement, financial, data
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The remaining underpinning work streams are fundamental to the success of all the other projects and work streams. The Transport Services Group's approach to marketing and publicity will be consolidated and brought in line with the long term vision of an integrated network and service. It will be led by strategic marketing, to ensure that the relevant audiences are being targeted in the most successful way, using all different communication techniques and platforms.

Compliance with all legal requirements is essential and will provide parameters for the network re-design.

## 2. Conclusion

The Transport Services Group has a clear vision for the future of the county's passenger transport and it is committed to driving it to be achieved. The implementation will require:

- several work streams and projects to be scoped and implemented alongside each other
- strong partnership working, including with the NHS and market providers
- internal and external funding

There are no formal agreements in place regarding the delivery of this initiative. Therefore, support is requested from the Lincolnshire Health and Wellbeing Board for the vision and proposed work streams.

## 3. Consultation

There has not been any formal consultation regarding the content of the entire report. The vision has been shared in confidence with Transport Systems Catapult and innovate UK as part of our exploring potential partnership working.

The individual 'Integrated Passenger Transport Project' has been developed in partnership with the following parties:

- Martin Kay, Lincolnshire West CCG and lead on transport for all CCGs
- Craig Esberger, Lincolnshire West CCG and lead on transport for all CCGs
- Sarah Furley, NHS STP Team
- Annette Lumb, NHS STP Team
- Margaret Serna, CEO, Thames Ambulance Services Ltd
- Verity Druce, LCC, Transportation Services Group

## 4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Summary of the Connected Lincolnshire initiative in Lincolnshire
Appendix B	Summary of the Integrated Passenger Transport Project

## 5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Verity Druce, Senior Projects Officer (Transport Services Group), who can be contacted on 01522 555156 or [verity.druce@lincolnshire.gov.uk](mailto:verity.druce@lincolnshire.gov.uk)

## Appendix A – Summary of the Connected Lincolnshire initiative in Lincolnshire

<b>CONNECTED LINCOLNSHIRE</b>		
<b>New integrated multi-modal passenger transport network and service by 2021</b>		
<b>New integrated motorised passenger transport network and service – Integrated Passenger Transport Project</b> <i>[Design and implement a new <b>passenger</b> transport network for Lincolnshire that is as efficient and effective as possible, and is fit for the future]</i> Re-modelled route network Local authority commissioned transport (home to school, social care, supported bus services, demand-responsive transport) NHS commissioned transport Public transport – includes rail where relevant Any other vehicle based passenger transport	<b>New integrated cycling and walking passenger transport network and service</b>  Cycling routes and facilities (infrastructure, signage, storage, parking, short-term bike hire) Walking routes and facilities (safe routes, signage) Last leg journeys Park and ride / bike / walk / public transport / parking costs Car-sharing, car-clubs Includes rail where relevant Access Lincoln Project (DfT funded)	
<b>Infrastructure</b> Integrated to work streams above, co-designed programme linked to planning and highways programmes		
<b>Integrated passenger transport service delivery</b> Integrated commissioning, procurement and delivery of new integrated passenger transport network and service		
<b>Data capture and analysis to manage passenger transport network and service</b>		
<b>ICT system to underpin centralised and integrated commissioning, procurement and delivery</b>		
<b>New back-office ICT system</b>	<b>New passenger use portal (one-stop-shop)</b>	
<b>LCC/NHS Care Portal</b>		
<b>Transport market development to create ideal supplier market for new integrated transport network and service</b> Efficient, effective, stable and high standard across all suppliers including LCC-owned supplier		
<b>Businesses and People</b>  Career path created – drivers and passenger assistants Associated learning and development for capability development (incl. ICT, medical, customer care etc) Capacity development – drivers and passenger assistants Increase minimum wage nature of industry Business development for providers, including leadership Community schemes development project	<b>Vehicles and cycling</b>  Technology innovation linked to ICT back office system and ticketing Capacity development with specific vehicle types (e.g. wheelchair access) Vehicle innovation / greener vehicles development programme Real time technology Cycling technology development	<b>Ticketing</b>  Technology innovation linked to ICT back office system – smart cards, mobile apps for all providers etc Contactless payment for passengers and commissioner
<b>Marketing and publicity</b> Includes behaviour change, target audience work, development of ambassadors		
<b>Compliance</b> Includes transport, procurement, financial, data		

## Appendix B – Summary of the Integrated Passenger Transport Project

### 1. Background

Lincolnshire's passenger transport services are commissioned by different departments within different organisations. Services include:

- Commercial bus routes
- Socially-necessary local bus routes
- Demand-responsive bus routes (e.g. CallConnect)
- NHS non-emergency patient transport
- Home-to-school transport
- Social care transport
- Voluntary car schemes

Separate commissioning is potentially an inefficient use of resources - from vehicles, staff and skills to estates and finances.

### 2. Project aim and objectives

The aim of the Integrated Passenger Transport Commissioning project is first to map and analyse the existing transport network for Lincolnshire, and then design and ultimately implement a new **passenger** transport network that is as efficient as possible, fit for the future and is focused on its purpose – to transport people safely.

It is intended that each phase of the project will inform the next, with the project planning being an iterative process and the relevant approval being sought at each stage as necessary.

### 3. Potential project benefits

- Reduction in vehicle journeys
- Maximised use of resources (including vehicles, staff, skills and finances)
- Reduced reliance on ad hoc expensive transport (such as taxis or vehicles with high need medical equipment and staff)
- Savings from both provider-side efficiencies and integrated commissioning
- More effective use of Voluntary Car Schemes
- A single point of contact for *any* passenger
- Improved passenger experience (e.g. more flexibility, reduced waiting times)
- Improved connectivity for Lincolnshire residents
- Better implementation of IT to support transport services
- Reduction in carbon emissions

#### 4. Potential project risks

This is a complex project with conflicting interdependencies. Expected issues include:

- Overall complexity and ambition of the project
- Delays in the delivery of the project timetable
- Identifying all transport within scope/identifying and involving all stakeholders
- Achieving internal buy-in from all commissioners/agreeing the project governance structure
- Conflicting organisational priorities and internal procedures e.g. procurement, data sharing
- Resource capacity to support trials and pilots
- Lack of consistent data to quantify benefits and demonstrate improvement
- Internal commissioning and cultural issues
- Ability of IT market to deliver appropriate systems to underpin delivery of the project
- Lack of flexibility within existing contracts
- Replicability/scaling of pilots
- Communications (internal and external)
- Public expectations of transport
- Criteria for access to NEPTs being clinically based

#### 5. Project timescales and milestones

It is proposed that the Integrated Passenger Transport Commissioning project will be delivered over three years:

**Phase 1 (estimated October 2017 – October 2018):** Analysis of existing transport network, identification of efficiencies and agreement on a new model for the future.

**Phase 2 (estimated October 2018 – October 2021):** Implementation of the new transport network.

#### 6. Governance

LCC intends to lead the project with involvement from all stakeholders. It is proposed that the project be overseen by a Project Board, including senior representation from LCC, local NHS organisations and other transport commissioners as appropriate.

Links would be made with existing strategies and ongoing work that has a transport element (e.g. the STP) to ensure no duplication of effort and that the outcomes of this project are consistent with other work streams.