



CABINET

10 NOVEMBER 2015

**DIRECTOR OF ENVIRONMENT, DEVELOPMENT AND TRANSPORT:
TONY CIABURRO**

**CABINET MEMBER WITH RESPONSIBILITY FOR TRANSPORT, HIGHWAYS &
ENVIRONMENT: COUNCILLOR MICHAEL CLARKE**

Subject:	Network Northamptonshire – Total Transport Project Progress Report
Recommendations:	<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Note the Council's success in gaining Total Transport Funding to implement the Social Enterprise model of integrated transport provision as agreed by Cabinet in December 2014; 2. Note the progress made with the project to date; and 3. Agree the projects listed in Section 5.2 as demonstration projects for implementation in 2016/17.

1. Purpose of Report

1.1 The purpose of this report is to update Cabinet on the successful bid for funding and development of a Total Transport Pilot project to develop the Social Enterprise model of integrated transport provision as agreed by Cabinet in December 2014, and to agree the key parameters for further development of the project..

2. How this decision contributes to the Council Plan

The Council's vision is to make Northamptonshire a great place to live and work. This is achieved through increasing the wellbeing of your county's communities and/or safeguarding the county's communities.

<p>This initiative specifically delivers increased wellbeing by:</p> <ul style="list-style-type: none"> • Contributing to creating safer communities • Contributing to creating healthy communities • Contributing to creating prosperous communities • Providing choice and self-service • Getting people involved.
<p>And Through:</p> <ul style="list-style-type: none"> • Exploitation of Technology • Intelligence Led Services • Next Generation Working • Ambitious Partnerships • Commissioning and Market Developments

3. Background

- 3.1 Public road passenger transport is fundamental to the sustainability and independence of communities, because it provides people with access to public services, healthcare, employment, education and training. Inadequate transport provision can be a barrier to the well-being and prosperity of all. Local public sector organisations such as local authorities and clinical commissioning groups play a vital role in providing transport services to meet this need.
- 3.2 Around £2 billion of public funding for transport services is currently provided each year by a number of agencies. For example:
- Local bus services support – (£350m pa) provided by the Department for Communities and Local Government (DCLG) for local authority support of socially necessary bus services.
 - Home to school Transport ((£1bn pa) – provided to local authorities by DCLG.
 - Non-emergency patient transport (£150m pa) – provided by the NHS to individual local Clinical Commissioning Groups.

However this funding is not in general co-ordinated or integrated at a local level, resulting in duplication and potential wastage of public funding.

- 3.3 In January 2015 the Government announced a new £4 million Total Transport Pilot Fund from which local authorities in England could bid for resources to implement a cross-sector approach to the delivery of supported public road passenger transport services in their area. Its purpose is to integrate transport services currently commissioned by different central and local government agencies and provided by different operators. This will allow existing resources to be allocated and co-ordinated more efficiently, resulting in services to passengers that are more effective at meeting their needs.
- 3.4 This Government initiative matched closely with proposals which had already been agreed by Cabinet in December 2014 to develop an integrated transport model to deliver statutory and non-statutory transport services in Northamptonshire through a social enterprise model. The County Council therefore made a bid for the available funding, jointly with Buckinghamshire County Council, and received £750,000 funding for the two-year period March 2015 to March 2017. This was the largest award made from the fund to any project.

4. Initial proposals for ‘Network Northamptonshire’

- 4.1 The Total Transport funding has been used to launch the ‘Network Northamptonshire’ project in June 2015. Led by the County Council, this project is being undertaken in close liaison with the Universities of Hertfordshire and Northampton, who are providing project management and analytical support.
- 4.2 Key to the project is the identification of synergies which can be achieved by co-ordinating effectively the current disparate efforts of a large number of organisations in the public, voluntary and even private sectors which currently commission and promote the transport of staff, visitors and the public to serve their own needs and the needs of the wider

community. Delivering these services more effectively should result in reductions of expenditure, an improvement in service, better 'value for money' and increased usage, or a combination of all or some of these.

- 4.3 While a number of approaches could be taken, the Network Northamptonshire model involves the creation of a voluntary partnership of all the stakeholders using a memorandum of understanding setting out the objectives to be achieved by working together. Using powers in the Local Transport Act, 2008, such a partnership would enable the County Council to deem as being in the public interest opportunities for co-ordination and co-operation which might not normally be possible.
- 4.4 The evolving partnership involves the County Council itself (and its various departments that commission transport), the Universities of Northampton and Hertfordshire, the Further Education Colleges, the University Technical Colleges and schools, the various NHS Trusts, the voluntary sector and even some major industrial organisations that have to provide transport for staff. The task of the partnership will be to set the policy approach to deliver a 'total transport' solution within Northamptonshire and consider issues which are in the public interest such as the promotion of public transport, how to encourage accelerated modal shift away from the use of the private motor car and the optimum use of resources.
- 4.5 Key to the success of the approach is the creation of a suitable delivery body that can, on behalf of the partnership, actually implement 'total transport'. Again there are a number of ways that this might be achieved but the Network Northamptonshire is examining the creation of a social innovation or enterprise company which would normally take the form of a company limited by guarantee. Creating a corporate body is thought to be essential in order to implement 'total transport', with the inclusion of 'social' objectives in its Articles of Association guaranteeing that it can act in the public interest. Both the County Council and the University of Northampton have considerable expertise in developing and using the social innovation and enterprise model which would make them appropriate members of the new company/body.
- 4.6 What a delivery body might look like and what issues need to be considered is now being explored. Much of this work has to be completed before Cabinet approval can be sought for a delivery body to be established and start its work. .
- 4.7 A complete mapping of all existing transport provision across the county is currently being undertaken by the University of Northampton. As some organisations do not have a central record of all their provision, this will be a significant task. However, once complete a gap analysis will flow from this work as well as the identification of all overlaps. In addition, all the partners have been tasked to examine need and whether historic arrangements are appropriate. A review of the extent to which individual arrangements can be flexed to fit in with each other and what variations in practice are possible to enable optimisation will then be generated. Once complete a process of 'joining up' can commence.
- 4.8 A presumption lying behind the creation of a 'total transport' approach is that the co-ordinated and combined arrangements can only be achieved if resources between all the participating organisations are 'pooled'. Thus all resources that currently lie within each organisation for moving people will have to be transferred to the new body including staff

and existing contracts. It will be for the new delivery body to commission any arrangements within the area based upon the needs of partners. The delivery body should have the full range of delivery options at its disposal including the vigorous stimulation of existing commercial public transport networks, transferring work onto public networks where possible, whilst some work can be 'contracted out' whilst other can be delivered 'in-house'. There will be a balance to be struck between 'demand responsive' and scheduled services. Some services can be organised on a 'hub and spoke' model where travellers can be fed into a 'hub' for onward connection to a 'spoke'. Regardless, however, of the delivery method co-ordination in an optimum manner will be dependent upon quality data and real-time information systems which will enable the delivery body to have an effective control room to deploy resources to best effect and ensure a high quality of service. Finally, pricing arrangements will need to be considered to ensure everyone gets best value and the body can make a sufficient return to invest in its own future for the interests of the partners and the wider community.

4.9 The following key outputs have been identified:

- Improved service to the community
- Financial savings achieved through more efficient working
- Improved procurement
- Re-investment of profits into local communities
- Increased resilience and business continuity of service delivery
- Improved use of resources
- Future commercial opportunities
- Increased flexibility and speed of decision making
- Better rural service
- Increased modal shift and enhanced levels of service

5. Key workstreams

5.1 The intention is to conduct a detailed feasibility study to explore the potential opportunities, legal issues, potential costs and benefits of a Total Place approach, an outline implementation programme, key stakeholder and governance arrangements, together with a monitoring and evaluation strategy. A number of demonstration projects will be implemented in order to test new arrangements. The proposal will bring together commissioners and key transport providers under a new collaborative agreement, through an already-established Governance Board and Steering Group.

5.2 To date, a number of demonstration projects are planned to be delivered either as desktop exercise and/or on the ground pilot projects based around the four themes of:

- Home to school/FE college transport journeys
- Access to higher education/university transport journeys
- Non-emergency health related transport journeys
- Business park/travel to work transport journeys

5.3 Following on from the Network Northamptonshire Total Transport Governance Board meeting on 22nd September, all partners gave their full support to the following elements of the work programme which will drive the demonstration projects forward.

Schools

- To look to identify two academy/secondary schools within reasonable travel distance of each other and develop a potential travel cost saving programme for September 2016, by adjusting start times and amalgamating transport need.
- Or, alternatively, to focus on a similar desktop exercise using the new school currently planned for Barrack Road

University/Further Education Colleges

- To explore current University student and staff travel patterns and possible extension of services. Also possible merger of contracts with Moulton College and Northampton College.
- To look to increase the more sustainable modes within the University campus eg electric cars/bikes, car clubs, mobile phone bus tickets, car sharing etc.

NHS

- To explore the walk-on/walk-off patients currently using non-emergency Patient Transport Services transport especially renal/dialysis patient capacity
- To explore the possibility of merging spare County Council contracted / Special Educational Needs transport capacity with non-emergency demands
- To explore the synergies between Northampton town centre-based NHS, University of Northampton and County Council staff mobility demands.

Business

- To undertake a desktop exercise to develop more effective links into the proposed new business park at Daventry International Rail Freight Terminal by the end of project (March 2017)
- To work with actual businesses on the Brackmills and Pineham business parks in order to develop more effective transport links to the sites.

5.4 In addition, the overall project work programme will also encompass the following more over-arching themes:

Heart of England Strategic Alliance

- To work with the Strategic Alliance partners to share good practice and develop alternative demonstration projects

Social Enterprise Model

- To look to develop a social enterprise partnership model between the County Council and the Universities of Northampton and Hertfordshire. This could be further supported by Social Enterprise bodies outside of the proposed group eg HCT Group (originally Hackney Community Transport).

EU links

- To develop further a number of potential EU research strands that have already been identified from the Horizon 2020 & InnovateUK Transport options.

6. Current Progress and Next Steps

- 6.1 Programmes of quarterly meetings for the Network Northamptonshire Total Transport Governance Board and Executive Steering Group have been established for the duration of the two year programme. An agreed Governance structure is also in place which will then help to support and guide the project.
- 6.2 Baseline data has been collected around the four main demonstration project areas and action identified as to where the specific work in these areas will be developed. In some cases these may be desk top feasibility exercises whilst in others they will be actual actions on the ground.
- 6.3 At the same time work is being undertaken to develop the possible framework for the social enterprise model, using expertise within the County Council and supporting universities.
- 6.4 It is anticipated that this work will trigger considerable interest across the UK as the Northamptonshire funding allocation is not only the largest across the country, but is the only project developing a social enterprise model. Furthermore, interest is anticipated across the EU which, in turn, may open up opportunities for research grants and EU partnerships to help further support the programme beyond the March 2017 end date.

7. Consultation and Scrutiny

- 7.1 As noted above, extensive consultation with and involvement of a wide range of partner organisations is a key element of the project. Since its launch in June 2015, the project team have already engaged with:
- A number of commercial bus operators and other transport providers eg voluntary and community car schemes, taxis, in-house vehicle fleets
 - Buckinghamshire and Oxfordshire County Councils
 - Large schools and Further Education establishments eg Moulton and Northampton College
 - Universities of Northampton and Hertfordshire
 - NHS hospitals and Trusts eg Kettering General Hospital, Northampton General Hospital
 - Campaign for Better Transport
 - Chartered Institution of Highways and Transportation
- 7.2 The experiences of the Northamptonshire project are also been shared with other similar projects through regional and national forums for Total Transport Projects.

8. Alternative Options Considered

8.1 The overall approach to the project was agreed by Cabinet in December 2014.

9. Financial Implications

9.1 The current project is fully funded from the Government grant of £750,000. It is anticipated that implementation of the project will generate future savings in the revenue budgets of County Council and other transport providers. However, at this early stage of the project it is not possible to quantify these sums and a further report will be brought to Cabinet in due course when more detail is known.

10. Risk and Business Continuity Management

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Uncertain outcomes of approach proposed	Demonstration projects proposed to reduce risks while learning lessons	Amber
Institutional barriers prevent successful joint working	Partnership approach Sharing knowledge/experience with other Total Transport projects	Amber

b) Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
County Council has to fund development of Social Innovation Model from own resources	Red
NCC does not benefit from wider experiences of project partners	Amber

11. List of Appendices

None

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Background Papers:	Cabinet Report 9 December 2014, Agenda No 11 – Integrated Transport Model
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	YES
Will further decisions be required? If so, please outline the timetable here	Establishment of delivery body – Spring/summer 2016
Is this report proposing an amendment to the budget and/or policy framework?	NO
Have the financial implications been	YES

cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications been cleared by the Capital Investment Board (CIB)	Name of SFM: Rosemary Pallot N/A
Has the report been cleared by the relevant Director?	YES Name of Director: Tony Ciaburro
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Michael Clarke
Has the relevant scrutiny committee been consulted?	NO Scrutiny Committee: Environment, Development & Transport
Has the report been cleared by Legal Services?	YES Name of solicitor: Debbie Carter-Hughes
	Solicitor's comments:
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Liam Beasley
Have any property issues been cleared by Property and Asset Management?	N/A
Has an Equalities Impact Assessment been carried out in relation to this report?	http://www.northamptonshire.gov.uk/en/council/services/Council/equalities/Pages/egceia.aspx
Are there any community safety implications?	None apparent at this stage.
Are there any environmental implications:	None apparent at this stage.
Are there any Health & Safety Implications:	NO
Are there any Human Resources Implications:	NO. Not at this stage. It is possible that there will be TUPE implications to consider as the delivery model is formulated.
Are there any human rights implications:	NO
Constituency Interest:	Countywide