

Executive Board – 20 December 2022

Subject:	Active Travel Social Prescribing national pilot programme 22/23 – 24/25
Corporate Director(s)/Director(s):	Sajeeda Rose, Corporate Director for Growth and City Development Lucy Hubber, Director of Public Health
Portfolio Holder(s):	Cllr Audra Wynter, Portfolio Holder for Highways, Transport and Parks Cllr Linda Woodings, Portfolio Holder for Adult Social Care and Health
Report author and contact details:	Jennie Maybury, Transport Strategy Team, Development & Growth jennie.maybury@nottinghamcity.gov.uk
Other colleagues who have provided input:	Chris Carter, Head of Transport Strategy, Growth & City Development
Subject to call-in:	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Key Decision:	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Criteria for Key Decision:	
(a)	<input type="checkbox"/> Expenditure <input checked="" type="checkbox"/> Income <input type="checkbox"/> Savings of £750,000 or more taking account of the overall impact of the decision
and/or	
(b)	Significant impact on communities living or working in two or more wards in the City <input type="checkbox"/> Yes <input type="checkbox"/> No
Type of expenditure:	<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital If Capital, provide the date considered by Capital Board Date:
Total value of the decision:	£1,588,785
Wards affected:	Aspley, Bilborough, Leen Valley, Bulwell, Bulwell Forest, Dales, St Ann's
Date of consultation with Portfolio Holder(s):	19 September 2022
Relevant Council Plan Key Outcome:	
Clean and Connected Communities	<input type="checkbox"/>
Keeping Nottingham Working	<input type="checkbox"/>
Carbon Neutral by 2028	<input checked="" type="checkbox"/>
Safer Nottingham	<input type="checkbox"/>
Child-Friendly Nottingham	<input type="checkbox"/>
Healthy and Inclusive	<input checked="" type="checkbox"/>
Keeping Nottingham Moving	<input checked="" type="checkbox"/>
Improve the City Centre	<input type="checkbox"/>
Better Housing	<input type="checkbox"/>
Financial Stability	<input type="checkbox"/>
Serving People Well	<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users):	
<ul style="list-style-type: none"> • The Department for Transport (DfT) has awarded the council a £1.589 million three year revenue grant to test approaches to active travel behaviour change through social prescribing in communities who are most at risk from inactive lifestyles. Nottingham will be one of eleven national pilot areas. • Sustained capital investment in our walking and cycling networks means Nottingham has a real opportunity to increase active travel for local journeys but the opportunity to benefit is not equally available to all our citizens - women, people from culturally diverse communities, disabled people and older people currently walk and cycle less. • The Active Travel Social Prescribing programme aims to make walking and cycling accessible, by taking a “what matters to me” approach to support behaviour change to reach people previously not engaged, or unable to take part, due to health, confidence, mental wellbeing, mobility, or other physical or financial barriers. • The programme targets St Ann's /Sneinton, western outer estates and Bulwell. These areas were chosen based on health need combined with proximity to walking and cycling improvements. The active travel social prescribing package will explore how to make walking 	

and cycling easier options for everyday travel. Building confidence and enabling access to wider opportunities will support improved mental health and wellbeing and increase opportunities for physical activity.

- Social prescribing is already established in Nottingham with a network of Social Prescribing Link Workers and Health and Wellbeing Coaches across the city supporting GP services. The Greenspace Social Prescribing Programme promotes access to nature for health and wellbeing. This programme will fund one to one and group walking and cycling activities which can be offered through existing referral processes. The programme includes creating additional posts at the Nottingham GP Alliance and Nottingham Community Voluntary Services to support this work in the community.
- The programme forms part of the council's strategy for moving more and eating well for good health and will help more people to benefit from the investment in local walking and cycling infrastructure. Addressing barriers to walking and cycling for local journeys also supports wider sustainable transport and Carbon Neutral 2028 objectives. The programme will also help people become more connected, providing opportunities to develop skills and confidence and creating local volunteering and job opportunities in the local community.

Does this report contain any information that is exempt from publication?

NO

Recommendation(s):

- 1** To accept the DfT's revenue grant award of £1,588,785 payable in three instalments over the three financial years 2022/23 to 2024/25 as detailed in the offer letter in **Appendix A**.
- 2** To approve the allocations for the programme workstreams set out in **Appendix B** for resources and projects to deliver an active travel social prescribing pilot programme, and to delegate approval of programme variations to the Director of Planning and Regeneration.
- 3** To approve the procurement strategy detailed in **Appendix C** including approval to tender the following contract opportunities, and to delegate approval of associated contract awards to the Corporate Director of Growth and City Development:
 - a) to tender for a 3 year framework for local suppliers for **community cycle training services up to £250,000**
 - b) to tender for a 3 year framework for local suppliers for **community bike mechanics and training services up to £150,000**
 - c) to tender for a 3 year framework for local suppliers for **walking services up to £140,000**
 - d) to appoint a suitable provider for **call off of personalised travel planning support up to £60,000 via an existing framework** (Midlands Highway Alliance PSP3 or ESPO Framework 645 Lot 5).
 - e) to award **up to £25,000 to a suitable consultant** under ESPO framework 664 Lot 5 to support the next stage of community co-design to support project commissioning.
 - f) to make a **direct award up to £24,950 to Go Jauntly** for a 2.5 year partnership package to commission an interactive walking app to support delivery of community walking projects.
 - g) to **extend the contract award to Sustainable Travel Collective (trading as Ridewise) by up to £22,000** for provision of next phase of Nottingham University Hospitals Active Hospital Walk and Talk Clinics, subject to a successful pilot phase.
- 4** To approve tendering the frameworks for local suppliers for active travel behaviour change services set out in Recommendations 3a, 3b, 3c with additional value to allow provision for implementation of future active travel revenue programmes up to March 2026, should additional funding be secured through Capability & Ambition Fund and Active Travel Fund 4 or other external grant opportunities:
 - a) **community cycle training services up to an additional £450,000**, as part of a framework under 3a up to a total combined value of £700,000

- b) **community bike mechanics and training services up to an additional £250,000**, as part of a framework under 3b up to a total combined value of £400,000
- c) **walking services up to an additional £210,000**, as part of a framework under 3c up to a total combined value of £350,000
- Note this approval is only to let the frameworks up to these values. Any spend over and above the Active Travel Social Prescribing grant award set out in Appendix B will need to secure separate approval as and when any additional active travel revenue grant awards are secured.

5 To make awards to the programme partners to enable recruitment of staff resources to directly support programme delivery, to be paid in three annual instalments and to be managed through new service level agreements between the City Council and the delivery partners:

- a) Nottingham City GP Alliance up to a total of £200,000;
- b) Nottingham Community Volunteer Services up to a total of £85,000;

Proposed governance structure including above programme posts is set out in **Appendix D**.

1. **Reasons for recommendations**

- 1.1 It is recommended that the council accepts DfT's revenue grant award of £1,588,785 as this will provide revenue funding until March 2025 to deliver inclusive walking and cycling support services to communities who are most at risk from inactive lifestyles. Walking and cycling is also beneficial for mental health and wellbeing which is the reason for up to 65% of social prescribing referrals in the city. The Active Travel Social Prescribing programme will form part of the Nottingham Place-based Partnership's social prescribing workstream and support the Greenspace social prescribing programme by providing funding to commission a range of active travel support services where social prescribers can refer their clients.
- 1.2 The revenue grant will be paid under Section 31 of the Local Government Act 2003 in three annual instalments to be managed as a multi-year programme. The first payment for 36% of the funding has been received. The remaining two instalments of 32% per year will be paid in 2023/24 and 2024/25. The grant determination letter and the offer letter in **Appendix A** set out the grant conditions, which require the council to deliver the objectives set out in the bid, to comply with rules on subsidy control when using the funding, to have a monitoring and evaluation plan in place before delivery starts and to include Active Travel England's logo on any associated publicity materials. The council can comply with these conditions.
- 1.3 **Appendix B** sets out the programme allocations. DfT has confirmed that due to the delayed confirmation of the successful pilots, final programme spend can be extended up to autumn 2025. The budget profile assumes final grant spend will be completed by October 2025, with delivery of support services completed by March 2025, and the remaining grant spend in 2025/26 to complete monitoring activities for the programme evaluation.
- 1.4 The funding package includes provision for additional council staff resources to support programme delivery. The programme development included a detailed Feasibility Stage in spring 2022, which used a co-design approach to secure support for the proposed projects from over 60 representatives of 20 community and partner organisations. The Feasibility Stage included an assessment of value for money of the proposed measures which returned a Benefit Cost Ratio of 2.32, signifying 'Good' value for money. Taking a test and learn approach throughout the programme delivery will ensure that the projects will meet the needs of the target communities. Any programme

variations will be overseen through the programme governance in **Appendix D** and approved by the Director of Planning and Transport and with DfT/Active Travel England.

- 1.5 Approval of the procurement strategy set out in **Appendix C** will initiate work to appoint service providers ready for delivery from April 2023. **Recommendations 3a, 3b and 3c** request approval to tender for three-year frameworks to establish a pool of local suppliers for walking and cycling support services such as cycle training, bike mechanics, bike maintenance skills training, led walks and rides on a call-off basis. This approach will streamline the procurement allowing the council to quickly commission multiple small-scale projects as required ensuring the programme delivery can be flexible and responsive to local needs. The intention is to have these frameworks in place by April 2023. Providers for contracts outside of these service frameworks will be let either through three quotes for projects up to £100,000 or via tender for projects over this limit.
- 1.6 **Recommendation 3d** requests approval to use an existing framework, either Midlands Highway Alliance PSP3 or Espo Framework 645 Lot, as the compliant procurement route to appoint a suitable provider for up to £60,000 to call off personalised travel planning services by March 2025.
- 1.7 **Recommendations 3e, 3f and 3g** request approval to award the following small-scale contracts up to £25,000:
- To appoint suitably experienced consultants under the existing Espo Framework 664 Lot 5 as a compliant procurement route to support a further stage of community co-design work to inform detailed project design to ensure the offer will meet the needs of the target communities. Integrated Transport Planning Ltd, who supported the stakeholder engagement for the Feasibility Stage, has been provisionally approached to build on the work established in the feasibility phase.
 - A direct award of up to £24,950 to Go Jauntly as a unique supplier to initiate a partnership package for an interactive walking app with associated comms and challenge offers to support delivery of community walking projects would allow preparatory work to commence to get the first set of walks ready for use from April 2023.
 - To approve an extension of the contract award for Nottingham University Hospital Active Hospital Walk and Talk Clinics to Sustainable Travel Collective (trading as Ridewise) by up to £22,000 for the next phase of the project subject to a successful pilot stage. This supplier was appointed to the pilot project by Invitation to Quote with the bids assessed by a partnership panel with comprising City Council and NUH representatives.
- 1.8 **Recommendations 4a, 4b and 4c** request approval to take the opportunity to create a procurement route that will also support delivery of forecast funding awards by building in additional value into each service framework proposed in Recommendation 3. This will streamline and future proof our procurement for active travel services. The values in Recommendation 4 include coverage for the Active Travel Social Prescribing programme under Recommendation 3 plus headroom to accommodate contracting for additional services under future active travel revenue funding programmes, subject to that funding being secured. Forecast future revenue funding streams include Capacity and Ambition Fund (bid submitted in September 2022) and Active Travel Fund 4 (fund launch pending). Note separate approvals would need to be requested to authorise acceptance and spend for any additional future funding streams, so this approval does not commit the council to spending this level of funding but would allow us to mobilise quickly as and when any further external active travel funding is secured.

- 1.9 **Recommendations 5a and 5b** seeks approval to make two direct awards of up to £200,000 to Nottingham City GP Alliance and up to £85,000 to Nottingham Volunteer Community Services (NCVS) to employ five new roles to support programme delivery in the community: Social Prescribing Link Worker Co-ordinator, three part-time Active Travel Link Workers and a Volunteer Development Officer. These five posts will be part of a shared social prescribing workforce and Nottingham City GP Alliance and NVCS will be responsible for all aspects of recruitment, employment, training and management. Funding will be paid in annual instalments under two new Service Level Agreements to be drawn up between the council, Nottingham City Place-based Partnership and Nottingham GP Alliance and between the council and NCVS. The GP Alliance are looking into opportunities to boost this provision with additional funding.
- 1.10 The funding package also includes provision for additional council staff resources to support programme delivery including a Programme Manager, a Project Officer and for support for project management, comms, and monitoring activities. **Appendix D** provides more information about these roles with a diagram of the proposed governance structure showing the additional programme posts.

2. **Background (including outcomes of consultation)**

- 2.1 Nottingham is one of eleven areas to be awarded a three year revenue grant by Department for Transport (DfT) to test approaches to delivering active travel behaviour change through social prescribing as part of a national evaluation programme.
- 2.2 The bidding process included a DfT grant funded feasibility study in spring 2022 approved under Portfolio Holder Delegated Approval 4555, January 2022. This involved over 60 stakeholders from 20 local health and community organisations. The Engagement Report is at <https://www.nottinghaminsight.org.uk/d/abzSACAr>. The key findings were:
- Social prescribing referrals in the city are mainly for mental health and wellbeing and/or social isolation, alongside financial difficulties
 - Physical activity and mental wellbeing are inter-twined and financial hardship is often a causal factor, so these factors need to be addressed together.
 - The importance of services being offered through trusted places and organisations and being representative of our communities so they accessible to and run by “people like me”.
- 2.3 The feasibility stage determined that St Ann’s/Sneinton, Beechdale/Aspley/Bilborough and Bulwell as the areas where active travel social prescribing could deliver the greatest benefits. This is based on health need combined with proximity to capital investment in walking and cycling infrastructure. Communities in these areas have significantly lower average healthy life expectancy, particularly for women. Referrals for mental health reasons comprise up to 65% of the Link Workers’ current caseload. Increasing uptake of walking and cycling can help to improve both physical and mental health and wellbeing outcomes.
- 2.4 Our programme aims to support up to 5,500 people by March 2025 through a combination of referral into community-led activities and more intensive personalised support programmes. This is equivalent to 8% of the city’s inactive population but the reach and impact of the programme is expected to be more as the benefits will ripple into the families and friends of those individuals taking part. Participation in the national pilot programme allows us to test approaches, which can be expanded to other areas of the city as funding becomes available through other travel behaviour change programmes.

2.5 The programme will provide over 17,000 opportunities (“activity places”) for people to take part in structured active travel offers through four support packages targeted to different audiences:

- **Level 1:** Community based family-friendly provision for low-income families in areas with the lowest female healthy life expectancy.
- **Level 2:** Personalised small group and one to one active travel support on referral designed to be accessible to those experiencing poor mental health or social isolation.
- **Level 3:** Nottingham University Hospital Trust Active Hospital Walking Clinics for adults with non-alcoholic fatty liver and women with gestational diabetes.
- **Level 4:** Taster activities for social prescribers including GPs and Link Workers to build confidence and knowledge around prescribing walking and cycling activities.

2.6 This offer will be underpinned by:

- A virtual active travel support hub promoting walks and rides with activities calendar supported by Go Jauntly app providing curated package of hyper-local walks, and annual local walk challenge in each target community..
- A community bike library of 60 accessible e-bikes/e-trikes including adapted and specialist bikes providing free four-week bike loans with a hub at Harvey Hadden.
- Small-scale grants for community groups for cycle parking, lockers, pool bikes, safety equipment and hi-viz clothing to support.

Appendix E provides more detail about the programme outputs and outcomes.

3. **Other options considered in making recommendations**

3.1 To not accept the grant funding – option rejected because this provides three year’s revenue investment to fund activities that will contribute to the improvement of long term health outcomes for some of our most at-risk communities. The funding will extend the benefits of the Greenspace social prescribing programme and Nottingham will benefit from shared learning with other pilot areas.

3.2 To reconsider the proposed delivery programme – option rejected because the Feasibility Stage in spring 2022 engaged a wide range of local partners to develop the programme. This process demonstrated broad support for the proposed delivery package from local delivery partners and community representatives and the programme returning a “Good” Cost Benefit Ratio.

3.3 For the City Council to directly employ all the programme delivery posts – option rejected because there is an established social prescribing workforce. The five front facing delivery posts described in paragraph 1.9 and Appendix D will be most effective if employed by our bid partners Nottingham City GP Alliance and Nottingham Community Volunteer Service. The overall programme management function will remain with the City Council. All staff costs are included in the funding package.

4. **Consideration of Risk**

4.1 A risk assessment was prepared as part of the bid submission. The key risks and mitigations identified for the delivery phase include:

- **Delays to funding award** impacting on effective programme start. This issue has already been raised with DfT/Active Travel England who have confirmed spend can be extended into 2025/26 to ensure a full delivery phase and completion of the post-project monitoring.

- **Resource capacity available to deliver the programme** The funding bid included for staff resources to support programme delivery and monitoring and evaluation activities and the full bid has been secured. Procurement frameworks are being put in place to enable the council to contract external providers to deliver active travel services along with external support for further co-design at the initiation stage and for an evaluation partner at the end of the programme. The procurement stage will require resources in procurement team and legal services to support tender preparation and award of contracts with the risk that lack of capacity in those teams combined to the short timeframe to be ready for service delivery by April 2023 could delay this stage.
- **Lack of uptake for the projects within the programme** Integration of the offer into the existing social prescribing system and working with target communities and stakeholders on a co-design approach to design the offer, with signposting and referrals through the social prescribing network supported by local communications will ensure the services are promoted to and are accessible for the target audience. Regular monitoring to support a test and learn approach will help to identify and address challenges which will be overseen by the Programme Board.

4.2 All issues and risks will be monitored, reviewed and managed by the Programme Board.

5. **Finance colleague comments (including implications and value for money/VAT)**

- 5.1 This Decision seeks to accept £1,588,785 of funding for the Active Travel Social Prescribing Pilot Scheme. The revenue grant will be paid under Section 31 of the Local Government Act, paid in 3 instalments, £571,962.60 in the Financial year 22/23, £508,411.20 in the Financial year 23/24 and £508,411.20 in the Financial year 24/25. Appendix B includes the detail of the expenditure through the programme –which slightly differs to the funding but does not have a deficit at any point through the 3 years.
- 5.2 This Decision is predicated by DDM4555 Active Travel Social Prescribing Pilot Programme - funding award for feasibility stage, published on 11/03/2022.
- 5.3 Two later DfT grants will additionally contribute to this work stream, if secured, but do not form part of this decision; Capacity and Ambition Fund (bid submitted 30 September 2022, outcome pending) and Active Travel Fund Tranche 4 (not yet launched, awaiting confirmation from DfT of the bidding process).
- 5.4 This Decision aligns with the council's Carbon Neutral 2028 commitments and help to deliver our strategies for sustainable transport and moving more and eating well for good health.
- 5.5 The Active Travel Social Prescribing Pilot Scheme is fully funded by the grant; Therefore the proposal will not add financial pressure to the MTFP and can be contained within Local Transport and is supported. This will be monitored by the service for any variance and reflected in the monthly forecast for the service.
- Paul Rogers
Commercial Finance Business Partner (G&CD)
09/11/2022

6. **Legal colleague comments**

- 6.1 This decision seeks authority to accept the DfT offer of grant funding of £1,588,785 over three years to test approaches to deliver active travel.

- 6.2 The Council will need to comply with the conditions as set out in the Offer Letter dated 27th September 2022. These conditions include the requirement to meet the DfT's monitoring and evaluation requirements, reporting back to Active Travel England on progress and sharing data and evidence. The Council must have these requirements in mind when entering into contracts with 3rd parties and using the funding.
- 6.3 In undertaking the preparation and implementation of frameworks, or procuring services through existing frameworks, the Council must still ensure compliance with its own constitution and other legal requirements including the Public Contract Regulations 2015. In accessing services through existing frameworks, the Council must ensure that the terms and conditions imposed by those frameworks allow the Council to meet the funding conditions and that the Council can comply with the obligations of existing framework agreements.
- 6.4 There are numerous other legal agreements that will flow from the various recommendations in addition to the creation of framework agreements. All of these agreements need to allow for the Council to meet the DfT grant funding requirements and/or have provision for the clawback of funds from 3rd parties in appropriate circumstances.
- 6.5 The substantial volume of legal work required to implement the recommendations, the late notification of that work and the depleted resources with the relevant team in Legal Services has been highlighted as a risk.

Anthony Heath, Senior Solicitor, Contracts and Commercial, 14 November 2022.

7. Other relevant comments

7.1 Procurement comments

Procurement will support in the preparation and implementation of frameworks, ensuring these frameworks are commercially viable and fully compliant with the relevant legislations and procedures.

All of the named external frameworks are known by the procurement team and are a compliant vehicle for the Council to utilise.

The potential volume of work and the limited resource within the procurement team at this time have been highlighted as a risk.

Holly Fisher, Lead Procurement Officer, 14 November 2022

8. Crime and Disorder Implications (If Applicable)

8.1 Not applicable

9. Social value considerations (If Applicable)

9.1 The Feasibility Stage of the bidding process highlighted that to support participation in our target areas it will be important to provide services that delivered by "people like me". This will be achieved by using a range of trusted local providers working closely with community groups to build capacity. Opportunities to support the local community and voluntary sector will be considered in the programme commissioning to ensure that the

services are delivered by a workforce that is representative of our communities.

- 9.2 Taking a framework approach to procurement will allow us to draw from a pool of local providers that have the necessary expertise and skills to deliver walking and cycling support in the target communities. Many of the projects in the programme build on the good practice developed by these providers.
- 9.3 Working with local providers will create local jobs and volunteering opportunities around active travel services helping to develop skills and training in the local community as well as providing active travel solutions.

10. Regard to the NHS Constitution (If Applicable)

- 10.1 Local authorities have a statutory duty to have regard to the NHS Constitution when exercising their public health functions under the NHS Act 2006. In making this decision relating to public health functions, we have properly considered the NHS Constitution where applicable and have taken into account how it can be applied in order to commission services to improve the health of the local community. Although this is DfT led programme, it secures three year's revenue funding for the delivery of personalised active travel support package to be accessed through the Nottingham Place-based Partnership's social prescribing referral pathways. The Feasibility Study stage carried out in February to April 2022 helped to inform our understanding of the barriers to active travel for key inactive groups and this information along with continuing a co-design approach will be used to inform commissioning of active travel services, to ensure the services offered in the programme will support positive health outcomes for the target groups.

11. Equality Impact Assessment (EIA)

- 11.1 Has the equality impact of the proposals in this report been assessed?

Yes



Attached as **Appendix F**, and due regard will be given to any implications identified in it.

12. Data Protection Impact Assessment (DPIA)

- 12.1 Has the data protection impact of the proposals in this report been assessed?

No, not yet, under development.



A Data Protection Impact Assessment is required to fully understand the personal data requirements and the implications for managing the data flows between the project partners, delivery partners and suppliers of the various walking and cycling support packages for patient referrals into services and to allow monitoring of participants' travel behaviour change in accordance with DfT's monitoring and evaluation requirements. This is a key work package for programme initiation which will feed into the specifications for the various delivery contracts for each of the programme activities. This work has started and will be completed by March 2023 before any services start.

13. Carbon Impact Assessment (CIA)

- 13.1 Has the carbon impact of the proposals in this report been assessed?

Yes



Attached as **Appendix G**, and due regard will be given to any implications identified in it.

14. List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)

14.1 None

15. Published documents referred to in this report

15.1 Active Travel Social Prescribing Feasibility Study April 2022 – final bid submitted to DfT <https://www.nottinghaminsight.org.uk/d/abzSAbNi>

15.2 Feasibility Study Stakeholder and Community Engagement Report April 2022 <https://www.nottinghaminsight.org.uk/d/abzSAcAr>

15.3 Active Travel Social Prescribing Pilot Programme - funding award for feasibility stage, Portfolio Holder Delegated Decision 4555, 11 January 2022