

# Corporate Policy and Strategy Committee

5 November 2013

## Review of Community and Accessible Transport Programme Update

Item number 7.10

Report number

Wards

### Links

---

Coalition pledges [P1](#), [P30](#), [P37](#), [P38](#), [P47](#)

Council outcomes [CO3](#), [CO13](#), [CO14](#), [CO22](#), [CO26](#), [CO27](#)

Single Outcome  
Agreement [SO2](#)

### Peter Gabbitas

Director of Health and Social Care

Contact: Steve Renwick, Programme Manager

E-mail: [Steve.renwick@edinburgh.gov.uk](mailto:Steve.renwick@edinburgh.gov.uk) | Tel: 0131 469 3352

# Executive summary

## Review of Community and Accessible Transport Update

### Summary

---

This report updates the Corporate Policy and Strategy Committee as to progress on the activities of the Review of Community and Accessible Transport, which commenced in April 2013.

This is a strategic, significant and far-reaching piece of work. The first tranche of Benefits Identification is targeted to be complete by the end of 2013/14 and the Benefits Realisation work will continue into 2014/15.

### Recommendations

---

The Committee is recommended to:

- note the six work streams involved in the review
- note the governance arrangements surrounding the review
- note the scope and key deliverables of the programme
- seek a further update report in six months.

### Measures of success

---

The measures of success are inextricably linked to the outputs of the programme, which are set out below.

- Each work stream will deliver a thorough stocktake of existing service provision and this will be reported to the Board (Appendix 1 outlines the governance arrangements) in a consistent format. This will also strive to take account, wherever possible and relevant, of added value services offered.
- This offers previously unavailable transparency around custom and practice as well as resources consumed.
- Best practice in partnership working/consultation in order to create a service, which is effective, efficient and meets service users' needs.
- A detailed Project Report suitable for internal management reporting and subsequently to Committee.
- A detailed Action Plan to guide a further Implementation Stage.
- Wherever appropriate, a revised or new set of policies to govern access to and the cost control over transport solutions.

- Once the cost base is transparent and understood by partners, measures for a more efficient service delivery will be developed jointly.

## **Financial impact**

---

The programme is not, in this first stage, forecasting a savings target, but is seeking to quantify and make best use of scarce transport and travel resources in the face of rising demand. The report referred to above will outline savings that are considered achievable, as and when they are identified.

There are areas of current overspend, for example, Taxicard; the review will seek to address these overspends and make recommendations for delivering a balanced budget.

## **Equalities impact**

---

Given the all-pervasive nature of transport and travel, the review team has taken care to undertake and document a significant review of Equalities issues and their implications for service delivery.

The working group (Appendix 1 shows the governance arrangements) has dedicated a number of its meetings to taking Equalities and Human Rights advice, and is actively compiling evidence to show how these issues are being dealt with; and any adverse effects mitigated.

Consideration is also being given to wider consultation through neighbourhood structures and accessing existing groups, such as the Transport Forum.

## **Sustainability impact**

---

The sustainability agenda is of major importance in the programme, with consideration given wherever possible to energy and carbon reduction matters. The aim is to reduce consumption whenever possible.

## **Consultation and engagement**

---

Extensive consultation and engagement activity has been undertaken, and this will continue. Appendix 1 shows governance arrangements, which include Third Sector representation on both the Board and Working Group.

Each work stream will consult appropriately with a wide-range of stakeholders, established fora and communities in general.

This work is being assisted by the Council's Business Intelligence and Equalities functions.

## **Background reading / external references**

---

None

## Review of Community and Accessible Transport Programme Update

### 1. Background

---

- 1.1 The current arrangements by which the Council oversees, manages, commissions and contracts for Community and Accessible Transport, though successful in terms of quality and service delivery, are fragmented and thus Best Value cannot be demonstrated easily.
- 1.2 In the light this, a review programme was agreed, using appropriately scaled and adapted Managing Successful Programmes™ methodologies to:
- review the arrangements for the commissioning and delivery of community and accessible transport across the city in order to make recommendations for improving the service, aligned to key Coalition pledges and Council outcomes
  - consider how to make best use of Council Community and Accessible Transport resources
  - explore transport and travel solutions in a mixed economy and co-operative manner
  - analyse current and, where possible, estimate future demand, taking full account of key strategies, including Personalisation, Self Direct Support, health and social care integration, etc., whilst considering the impact of change on early intervention, preventative services and related activities
  - develop an action plan (including a clear communication plan) to develop a sustainable, co-ordinated, cost effective model to deliver transport services with the full engagement of all key stakeholders, including service users, carers and the Third Sector
  - subject to sign off of the Initial Review and Action Plan, take forward implementation of the new model within a second project phase.

## 2. Main report

### Background and Context

- 2.1 Community and accessible transport is an umbrella term, which captures a wide range of activities. It is a topic of significant public interest and the Scottish Parliament has recently completed an inquiry on the matter. Some of the key attributes of community transport are captured in the diagram below:



- 2.2 A successful community and accessible transport service is vital to the people who depend on the Council's services, and by extension to the Council itself. It delivers many benefits. Transport:
- gives freedom and independence
  - reduces isolation and loneliness
  - improves health and wellbeing
  - enhances access to employment, and

- gives access to shops and other social facilities.

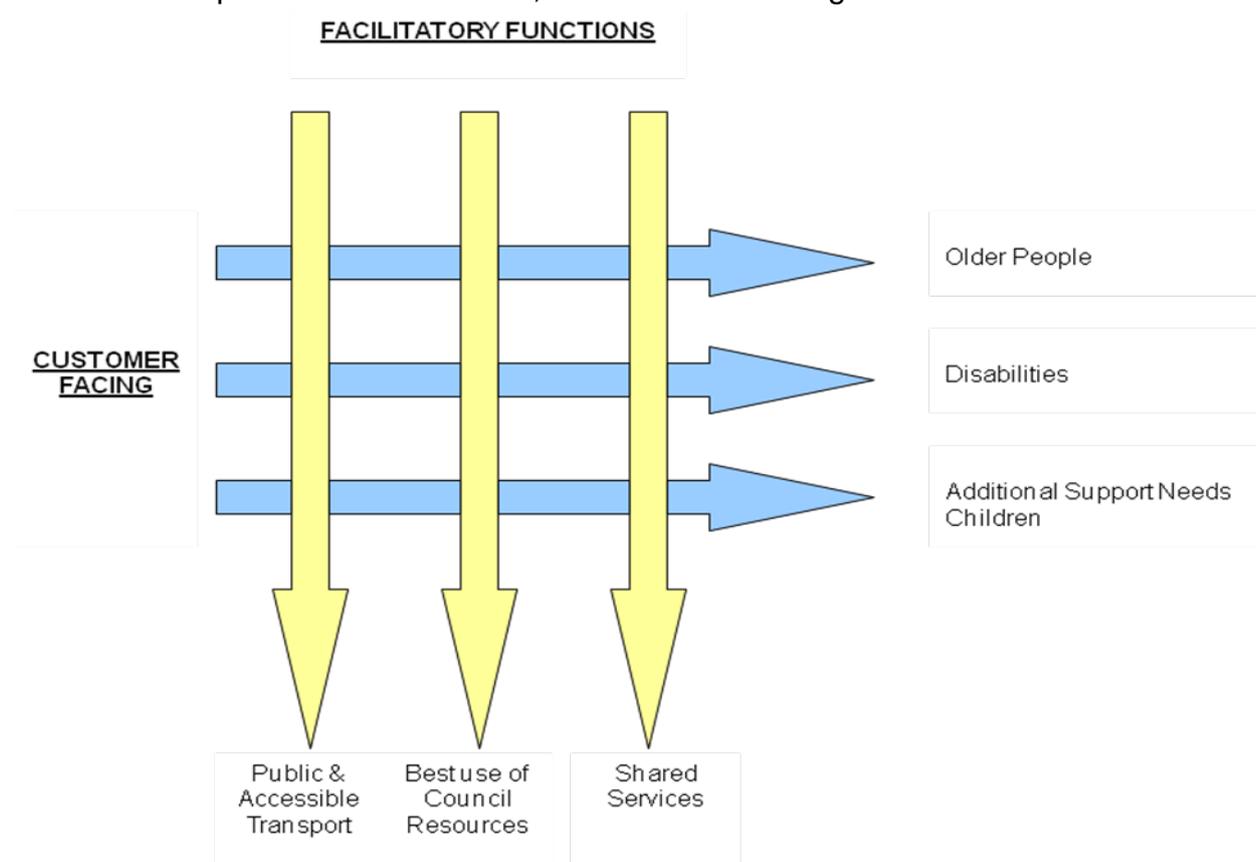
2.3 For the purposes of this review, the following working definitions have been developed:

- **Community transport:** the transport service provided by, or on behalf of, the Council, often using third and private sector providers, as well as internal resources, to transport service users and other eligible passengers on journeys in the community.
- **Accessibility:** has two facets; first, the ability to access a vehicle when the service user has physical requirements and/or is a wheelchair user. This may necessitate a tail-lift, ramp and/or the provision of an escort. Second, the ability to access transport where physical restrictions prevent a person reaching mainstream bus routes.

2.4 The review has an implicit focus on travel solutions, not just transport. Self-travel initiatives and community capacity building ideas will support genuinely holistic and person-centred solutions, within available budgets.

### Programme Overview

2.5 The programme has been sub-divided into six separate but inter-connected and inter-dependent work streams, illustrated in the diagram below.



### Workstream 1: Service Users with Disabilities and Workstream 2: Older People

2.6 These work streams share much in terms of scope and focus, and are designed to:

- improve the service user experience
- make best use of vehicular, staff and financial resources to deliver high quality, cost effective and responsive community and accessible transport services across the city in an environment with increasing demographic pressures.

2.7 Specifically, the work streams will:

- develop a suitable policy for assisted travel for service users, which will promote self-travel and address possible duplication of payments, e.g. where service users receive benefits, which include a travel element as well as accessing Council services
- consider how best to facilitate transport solutions for older people and adults with a disability across the city, in a manner which complements national and local initiatives and has the best fit with the Reshaping Care Agenda, Self Directed Support and “Keys to Life” (Scottish Government)
- encourage community accessible transport providers and passenger operations to be creative and innovative
- consider where appropriate the opportunity for sharing of services across Council and community transport agencies in the city to create synergy, reduce waste and increase sustainability.

### **Workstream 3: Additional Support Needs Children**

2.8 This work stream is designed to identify, analyse, and consider all modes of transport used by the Council for children (excluding home to school transport). Success factors will include:

- identifying how transport needs for children with additional support needs are met, and proposing service improvements, as appropriate
- identifying options for the best use of Council resources for these children, particularly our own staff and carers.

2.9 The work stream will consider:

- special schools – children attending Independent school placements, residential schools placements and CEC Special Schools
- looked after and accommodated children – residential care settings
- looked after and accommodated children – family based care settings
- looked after and accommodated children – through care and after care settings
- looked after – children at home who are subject to statutory interventions
- children in need – children subject to interventions on a voluntary basis
- children with or affected by disability

#### **Workstream 4: Public and Accessible Transport**

- 2.10 The overriding objective of this work stream is to analyse the current service provision in terms of quality, service responsiveness, cost and people using the service, in order to assess the optimal blend of travel assistance for as many service users to avoid social isolation and deliver equality of mobility insofar as is possible within available resources.
- 2.11 A major goal of the work stream is to bring a greater degree of transparency to the services delivered, the costs involved and the methodology of procuring/commissioning services in a changing environment. The changes include integration of health and social care, as well as the development of Self Directed Support. Consideration will also be given to early intervention and preventative measures.

#### **Workstream 5: Shared Services**

- 2.12 This work stream recognises the significant investment in resources for community and accessible transport made by the Council and its partners, and seeks to share those resources wherever possible and mutually beneficial in order to improve services and reduce costs for all parties.

#### **Workstream 6: Making Best Use of Council Resources**

- 2.13 This work stream is designed to identify, analyse, consider and exploit all activities to make best use of Council community and accessible transport resources. These include vehicles, drivers, escorts and existing good working relationships with suppliers, trainers and other related organisations. Success factors will include:
- improved services to people, including, more effective matching of vehicles to individual needs
  - improved utilisation of current fleet of vehicles and of total community transport capacity across the city
  - reshaping the composition of the fleet to address the personalisation agenda
  - improved utilisation of driver/escorts where possible
  - wider use of Council assets, including involvement of community groups
  - greater resilience to fleet changes caused by the growth in take-up of Self Directed Support options.

#### **Pan work stream**

- 2.14 The inter-connectedness and dependency across work streams will mean some cross-cutting activity in the programme, including:

- benchmarking practice across other agencies in the UK
- shared communications
- shared costing
- seeking consistent procurement, legal and human resources advice.

### 3. Recommendations

---

3.1 The Committee is recommended to note:

- the six work streams involved in the review
- the governance arrangements surrounding the review
- the scope and key deliverables of the programme
- that a further update report will be provided in six months.

## Peter Gabbitas

Director of Health and Social Care

### Links

---

<b>Coalition pledges</b>	<p>P1 – Supporting vulnerable children.</p> <p>P30 – Continue to maintain a sound financial position including long-term financial planning;</p> <p>P37 - Care home staff and co-operative development to the benefit of care home users</p> <p>P38 – Promoting Direct Payments</p> <p>P47 – Set up a city-wide Transport Forum</p>
<b>Council outcomes</b>	<p>CO3 - Our children and young people at risk, or with a disability, have improved life chances</p> <p>CO13 - People are supported to live at home</p> <p>CO14 - Communities have the capacity to help support people</p> <p>CO22 - Transport system that is green, health and accessible</p> <p>CO26 - Engaging with stakeholders and working in partnership</p> <p>CO27 - Support, invest in and develop our people</p>
<b>Single Outcome Agreement</b>	<p>SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health</p>
<b>Appendices</b>	<p>One – Overview of the Governance Arrangements</p> <p>Two – Scope of the Review</p>

**GOVERNANCE ARRANGEMENTS****Programme Board**

<b>Representative</b>	<b>Function Represented</b>
Karen Kelly (SRO and Chair)	Corporate Programme Office, incl. Assurance Role
Monica Boyle	Head of Older People/Disability Services
John Bury	Head of Transport
Alastair Gaw	Head of Service CF
Ella Simpson	Director - EVOC
Brian Sharkie	Public Transport and Accessibility Manager
Steve Renwick	Programme Manager

**Projects Working Group**

<b>Representative</b>	<b>Organisation</b>
Brian Sharkie	Public Transport and Accessibility Manager
Ewan Horne	Public and Accessible Transport
Steve Renwick (Chair)	Programme Manager
Gordon Fraser and Frank Henderson	HSC
Joe Purves	Corporate Governance: Finance
Mary McIntosh	CF
Ian Brooke	EVOC - ECTOG
Lucy Napier	Organisational Development
Liz O'Rourke	Communications
Reggie Tricker	Equalities and Diversity

**SCOPE OF REVIEW**

<b>INCLUDED</b>	<b>CROSS-CUTTING THEMES/INITIATIVES</b>	<b>EXCLUDED</b>
People with disabilities	Proactive communications	Overall management of air quality across the city
Children with complex needs	Integration of health and social care – awareness and ensuring solutions are complementary	Overall Council fleet reduction in tailpipe emissions
Older People’s Transport Services	Self Directed Support – awareness and ensuring solutions are complementary with this policy which is now underpinned by statute	Trams – operation and management
Third Sector involvement in service delivery and associated contracting arrangements	Shared Services – awareness and ensuring solutions are complementary	Ticketing arrangements
Resolution of outstanding Halcrow recommendations and actions, plus linkage to the Public and Accessible Travel Action Plan (PATAP).	Sustainability of proposed solutions	Lothian Buses Plc
SfC Passenger Operations – making best use of assets and challenging role as contractor and commissioner	Early intervention and preventative initiatives	Joint Equipment Store
Vulnerable groups, e.g. criminal justice		