

# Corporate Policy and Strategy Committee

10am, Tuesday, 9 June 2015

## UPDATE: Review of Community and Accessible Transport Stage 2

Item number

Report number

Executive/routine

Wards: All

### Executive summary.

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This report provides an update on Phase 2 of the Community and Accessible Transport Review. It details progress on engagement with service users; development of a travel procurement plan including a group travel framework; the establishment of a corporate transport service; and the procurement of a booking and scheduling system to manage all passenger journeys.

### Links

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

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

Single Outcome Agreement [SO2](#)

## UPDATE: Review of Community and Accessible Transport Stage 2

### Recommendations

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- 1.1 It is recommended that the Committee:
  - 1.1.1 notes progress to date;
  - 1.1.2 notes the engagement with service users; and
  - 1.1.3 agrees to proceed with the review programme as outlined in appendix 2 of this report.

### Background

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- 2.1 At its meeting on 4 November 2014, the Corporate Policy and Strategy Committee considered a report on Phase 1 of the Community and Accessible Transport Review, and noted that a further report would be submitted to the Committee in spring 2015 detailing the outcomes of the next stage of the review. Consideration of the other recommendations within the report was deferred until the January 2015 meeting of the Committee to allow further consultation with the Community and Accessible Review Working Group, and in particular the community transport providers.
- 2.2 At its meeting on 20 January 2015, the Corporate Policy and Strategy Group considered a further report on Phase 1 of the Community and Accessible Transport Review, and approved the Proposed Solution developed as part of Phase 1 of the review. The Committee also noted the feedback from the community transport providers, and agreed these concerns would be addressed during Phase 2 of the review.
- 2.3 The feedback from community transport providers on the Phase 1 report covered the following main issues:
  - Concerns about the accuracy of some of the data used and the assumptions that were made;
  - A recognition of a need to move forward and a desire to do so on a co-production basis;
  - Consideration to amending the scope of the review;
  - Measures to ensure continuity of existing service provision pending the outcome of the review; and
  - Early consultation with service users.

- 2.4 The programme continues to take into consideration demographic pressures, legislative changes and reducing revenue and capital budgets. It also recognises the impact of the Christie Commission challenge to ensure greater integration of public services driven by improved partnership collaboration.
- 2.5 In discussion with Children and Families, the scope of the review has been widened to include “home to school” journeys with a view to exploring the opportunity for further efficiency and quality.

## Main report

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- 3.1 Phase 2 of the review is focussing on the following:
- Engagement with Service Users;
  - Developing a travel procurement plan including a group travel framework;
  - The implementation of the Proposed Solution and in particular the establishment of a corporate transport service; and
  - The procurement of a booking and scheduling system to manage all passenger journeys.

### Engagement with Service Users

- 3.2 A service user event was held in February 2015 which was well attended and provided valuable feedback on current service provision, areas for improvement and service user needs and aspirations. Service users at this event were generally positive about many of the services provided directly by or funded by the Council. However, they did identify a number of areas for improvement including:
- Journey times and the condition of some of the vehicles on some of the routes operated by the Council’s own fleet;
  - The limited availability of some of the ‘through door’ services with a desire to see these services significantly expanded; and
  - The ability of some Taxi Card operators to provide a good quality service particularly for people who are wheel chair users.
- 3.3 Many of those attending the event clearly identified the ability to be able to access transport as key to achieving independent living, including being able to take part in social and leisure activities in a way that is not constrained by the limitations of existing transport provision. There was also a view expressed by a number of participants that they are willing to pay for services that are of a high quality, offer choice, and are more responsive to their travel requirements. Satisfaction with ability to travel tended to be higher amongst those users who were able to access mainstream public transport services.

- 3.4 Engagement sessions have included meetings with A City for All Ages, disabled service user groups at Firhill and Craighall Day Centre and representatives from Lothian Coalition for Independent Living. More engagement sessions are planned with the Edinburgh Chinese Support Association and the Minority Ethnic Communities Co-production Partnership
- 3.5 Service users have also provided feedback on the development of the Taxi Card scheme and procurement, which is being used to inform the service specification and tender documentation.
- 3.6 The Communication and Engagement Framework (appendix 1) is in place, and signposts project team members to key groups and individuals where different aspects of the review can be fully discussed and consulted upon.
- 3.7 The Equalities Rights Impact Assessment (ERIA) will be completed by the end of the lifecycle of Stage 2.

### **Developing a Travel Procurement Plan**

- 3.8 To date the main focus on developing a travel provision plan for the Council has been on the current arrangements by which the Council funds community transport providers. At its meeting on 15 January 2015, Finance and Resources Committee agreed to extend the service level agreements with Lothian Community Transport Service, South Edinburgh Amenities Group, Handicabs Ltd, Pilton Equalities Group, Dove Transport and Lothian Shopmobility for a period of 12 months from 1 April 2015 to 31 March 2016. This is to allow the development of a group travel framework and consideration of how this is best provided.
- 3.9 As part of a co-production approach, engagement is taking place with the Edinburgh Community Transport Operators Group (ECTO) on the best alternative for replacing the current service level agreements in a way that meets the requirement to demonstrate best value, reflects the priorities of the Council, meets the needs of service users and retains the added value and wider community benefits that third sector providers can bring. This includes investigating the Public Social Partnership procurement model which is being used by Strathclyde Passenger Transport to develop and procure a number of community and accessible transport services. Work on developing a more robust service specification for group transport and through door services is starting to be developed.
- 3.10 The Transport Service together with Commercial and Procurement Services are developing a contract specification for provision of an improved Taxi Card contract and service will be in place by November 2015.
- 3.11 A full communications campaign will be designed to ensure that all Taxi Card users are engaged and informed regarding improvements and any potential changes to the scheme including the phased introduction of a three year membership fee of £20.

- 3.12 In the longer term, it is intended that the project will incorporate the existing Home to School and Unescorted Passenger Journeys framework contracts, and seek to realise further economies in the future provision of the Council's passenger journey requirements.

### **Corporate Transport Service**

- 3.13 The establishment of a Corporate Transport Service is a key recommendation of the Phase 1 report, and work is underway to review the existing model of internal accessible transport and its organisation and delivery channels. The outcome of this review will be to design a Corporate Transport Service that is responsible for planning, procuring and managing the delivery of all the Council's passenger journey requirements, while maximising available capacity and providing information on suitable transport solutions to individuals and groups. The development of the Corporate Transport Service will be taken forward as part of the wider Council Transformation programme.

### **Integrated Booking and Scheduling System**

- 3.14 Scottish Government Change Fund resources have been set aside by Health and Social Care to procure a suitable system that will improve efficiency in the way that individual and group passenger journeys are booked and scheduled. The Community and Accessible Transport Review Project Manager is liaising with other local authorities and NHS Lothian Transport Hub to explore the possibility of using existing ICT systems, and/or moving to a new shared platform.

### **Timescales and Key Deliverables**

- 3.15 The Project Team is working to a workplan with key workstreams prioritised for delivery within the lifecycle of Phase 2 of the review. An outline programme with key deliverables and dates can be found in Appendix 2.

## **Measures of success**

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- 4.1 Measures of success for the Programme include:
- Ensuring that service users get better and more consistent travel outcomes;
  - Transparency of costs across the Council of Community and Accessible Transport;
  - Informed decisions for those who commission transport services including those individual commissioners with a personal budget; and
  - Development of community capacity and resilience.

## Financial impact

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- 5.1 The cost of a booking and scheduling system is approximately £100,000 with a lead-in time for procurement of six months.
- 5.2 Approximately £100,000 has been allocated from the Change Fund for the booking and scheduling system.
- 5.3 It is envisaged that within that cost envelope, a testing period will be planned before full implementation.
- 5.4 The Corporate Transport Service will be developed within the existing Passenger Operations establishment and budget, with relevant Fleet Operations transferring in order to maximise expertise and manage continuity.
- 5.5 The Council's budget for 2015/16 includes an assumed saving of £500,000 from the new taxi card scheme and associated procurement. Although the actual level of savings achieved will be dependent in part on the outcome of the procurement and the introduction of the new arrangements, it is estimated that £110,000 of savings will be realised in the current financial year, increasing in 2016/17.

## Risk, reports, compliance and governance impact

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- 6.1 Throughout the developments identified in Stage 2 a RAID (Risks, Assumptions, Issues and Dependencies) Log will be maintained in conjunction with the Review of Community and Accessible Transport.
- 6.2 The Project Board will continue to monitor compliance with the Project Brief.

## Equalities impact

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- 7.1 An Equalities and Rights Impact Assessment process has commenced as part of the Programme. The work undertaken to date has identified no negative equalities and rights implications. However, the Project Manager has engaged assistance from Council Equalities and Diversity colleagues. An ERIA will be completed at the end of the review lifecycle.

## Sustainability impact

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- 8.1 Sustainability in service delivery remains a key focus of all services, and has particular relevance here in the efficient allocation of assisted travel and transport solutions. Making best use of capacity also reduces miles travelled, and hence contributes to improved air quality and reduced carbon emissions.
- 8.2 With reference to Environmental Assessment (Scotland) Act 2005, the City of Edinburgh Council requires all reports and procedural matters to comply with all aspects of SEA. The SEA toolkit is used to define and scope this report.

## Consultation and engagement

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- 9.1 A stakeholder analysis was undertaken as part of the Review of Community and Accessible Transport Stage 1. However, greater emphasis is placed on the requirement to consult and engage directly with groups and individuals with an interest in accessible transport.
- 9.2 The Communication and Engagement framework will support workstreams to maximise input from customers/service users.
- 9.3 The Communication and Engagement Framework relates to discussions with the following:

A City for All Ages – Checkpoint Group
Edinburgh Plan Action Group – Checkpoint Group
Edinburgh Chinese Support Association
Association of Minority Ethnic Communities Co-production Partnership
Lothian Coalition for Independent Living
Firhill Day Centre – Physical Disability Group
Craighall Day Centre – Physical Disability Group
Handicabs – Service User Group

## Background reading/external references

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Review of Community and Accessible Transport – Phase 1 Report – Corporate Policy and Strategy Committee 4 November 2014

Review of Community and Accessible Transport – Feedback from Working Group on Phase 1 Report - Corporate Policy and Strategy Committee 20 January 2015

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## Links

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<b>Coalition pledges</b>	<p><b>P1</b> – Increase support for vulnerable children, including help for families so that fewer go into care.</p> <p><b>P30</b> – Continue to maintain a sound financial position including long-term financial planning.</p> <p><b>P37</b> – Examine ways to bring the Council, care home staff and users together into co-operatives to provide the means to make life better for care home users.</p> <p><b>P38</b> – Promote direct payments in health and social care</p> <p><b>P47</b> – Set up a city-wide transport forum to consider our modern transport need.</p>
<b>Council outcomes</b>	<p><b>CO3</b> – Our children and young people at risk or with a disability have improved life chances.</p> <p><b>CO13</b> – People are supported to live at home.</p> <p><b>CO14</b> – Communities have the capacity to help support people.</p> <p><b>CO22</b> – Moving efficiently – Edinburgh continues to be a leading cultural city where culture and sport play a central part in the lives and features of citizens.</p> <p><b>CO26</b> – The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives.</p> <p><b>CO27</b> – The Council supports, invests in and develops our people.</p>
<b>Single Outcome Agreement</b>	<p><b>SO2</b> – Edinburgh’s citizens experience improved health and wellbeing, with reduced inequalities in health.</p>
<b>Appendices</b>	<p>Appendix 1 – Communication and Engagement Framework</p> <p>Appendix 2 – Outline Programme</p>

## **Review of Community and Accessible Transport**

### **Communication and Engagement**

The Council provides a range of transport options to young people and adults with disabilities, older people, and people recovering from mental health and carers. The transport provision has a far reaching impact on a wide range of people.

Care and support has changed dramatically over the years and will change again as people take more control with the implementation of Self Directed Support. Transport and travel arrangement need to reflect these changes.

It is vital for the Council to ensure that dialogue is undertaken with key groups and citizens, in order to take an informed decision on the design and implementation of a Corporate Transport Service.

### **Confidence**

We will provide a full draft implementation plan and summary with easy-read questionnaire. We will also refer to the following reference groups:

1. EPAG – Edinburgh Plan Advisory Group
2. City for All Ages – Checkpoint Group
3. Firhill Physical Disability Service User Group
4. Individuals accessing social care.
5. Edinburgh Chinese Support Association
6. Association of Minority Ethnic Communities Co-production Partnership
7. Group Travel - People who use “group travel”
8. Lothian Coalition for Independent Living
9. Children and young people (carers) – ASN Schools

It is important that this Framework recognises different values and approaches but also sets out a vision that all partners can commit to.

### **Methodology**

1. The Council will hold 6 open events in conjunction with Neighbourhood Partnerships targeting the 3 main customer groups, Learning Disability, Physical Disability and Older People.
2. All current customers and their carers accessing the Assisted Transport (individual and group) will be invited to one of the events held around Edinburgh neighbourhoods.
3. Children and Families will conduct their own communication and engagement sessions relative to the Review of Community and Accessible Transport workstreams.

4. Reports to Council Committees should always refer to outcomes from communication and engagement sessions and workstream Action Plans will consider how best to report on feedback from engagement fora.
5. It is anticipated that opportunities may present themselves as interested individuals, groups or parties become aware of potential changes, although they are adhoc and informal they are none-the-less valid.
6. It is important to note that The Communication and Engagement Plan will be ongoing and will begin as soon as the review infrastructure is in place. The formal consultation process will adhere to time limited methodology where all citizens will be able to express a view.

### **Existing Forums and Groups**

It is anticipated that service users accessing Transport may be unlikely to attend open events; we will therefore hold a range of engagement events at existing fora and service delivery sites to try and capture the views of service users, the wider public and potential service users.

### **Implementation Plan Outline – Booking and Scheduling & Corporate Transport Service**

The plan will detail the approach to be taken to improve the accessibility of transport for older people, people with a disability and young people using individual or group transport modes. The implementation plan will be committed to delivering a programme of changes to improve confidence and raise awareness of the range of options open to individuals and groups.

The improved use of technology will be the focus of the implementation plan as a new booking and scheduling system is implemented.

The manner in which transport is provided must be accessible to people who need it, from staff assistance with information, to organising and providing transport.

Furthermore, people must have the confidence to travel independently with or without support based on a range of options. Dedicated door-to-door and door-through-door options will feature strongly in the implementation plan.

Consultation will take the form of easy read methods and will focus on the key areas to reflect the individual workstreams:

1. Journey Planning – IT booking and scheduling
2. Vehicle accessibility – internal review of Council Transport
3. The range and choice of options
4. Implication of charging or not charging
5. Service Standards and S.19 continuity plan
6. Management accounting and statistics

Although communication and engagement is not a workstream in itself, it is anticipated that all workstreams refer to communication outcomes in periodic updates that will inform reports to Council Committees.

#### **Levels of Community Involvement**

1. **Information:** Telling people what is planned; sharing knowledge
2. **Consultation:** Identifying problems; checking preferences against a number of options; listening to feedback – a three month window will be timetabled for formal consultation.
3. **Deciding together:** Encouragement to create additional ideas or options; deciding jointly on the best way forward
4. **Acting together:** Here, different interested do not only decide together what is best, but they form a partnership to carry out the joint decision
5. **Supporting:** supporting independent community initiatives through funding, advice and other resources

## APPENDIX 2

### Community & Accessible Transport Review: Phase 2

#### Outline Programme

	Deliverables	Date required	Dependencies
1	Communication and engagement plan – Equalities and Diversity	April 2015	ERIA – report required by Feb 2016
2	Booking and scheduling system: Specification design	May 2015	Policy criteria from H&SC Booking and Scheduling system – testing and clarification regards SPT
3	Implementation date for H&SC Policy and Criteria	June 2015	Self Directed Support
4	CTS – design and implementation	June 2015	First stage of Organisational review required
5	Develop Quality Framework	June 2015	Corporate Transport Service Booking and scheduling System
	Forecast demands	July 2015	Historical plus agreed %
	Communication Plan	July 2015	
6	Self travel unit – Business Case	August 2015	H&SC Policy
	Departmental engagement plan	August 2015	Organisation changes
	3 – 5 year plan (Accessible Transport)	August 2015	Map of existing transport and travel plans
7	Examine financial reporting and cost control. Recommend robust control model to be adopted	September 2015	H&SC Policy

8	Booking and scheduling: implementation plan	September 2015	Strathclyde Passenger Transport(SPT) support
9	Develop plans for SPT to pilot booking and scheduling	September 2015	Subject to costs Role of CTS
10	Corporate Transport Service (CTS) – organisational review	October 2015	Policy criteria from H&SC Booking and Scheduling system – testing and clarification regards SPT
11	Taxicard scheme – change plan	October 2015	Communication and engagement Procurement Plan
12	Group/community transport service design and specification	November 2015	
13	Pilot co-production group/community transport service	April 2016	Commissioning plan Equalities and Diversity Impact Assessment